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Item No. 7.1
Board of Police Commissioners
July 12, 2023
August 2, 2023

TO: Chair Kent and Members of the Board of Police Commissioners

SUBMITTED BY: - Original Signed -

Cathie O'Toole, Chief Administrative Officer

DATE: May 18, 2023

SUBJECT: BoPC Report on the Mass Casualty Commission Findings

ORIGIN

April 3, 2023, Board of Police Commissioners motion (Item 11.1)

MOVED by Commissioner Smith, seconded by Commissioner Blackburn

THAT the Chair of the Halifax Board of Police Commissioners request that the Chief Administrative Officer direct the Policy Advisor for the Halifax Board of Police Commissioners to prepare a briefing note on the final report of the Mass Casualty Commission (the "MCC Report"), published March 30, 2023, outlining:

- a. The major factual findings of the MCC Report relevant to the Board's statutory mandate;
- b. The recommendations of the MCC Report that are within the Board's statutory jurisdiction, either on its own or in tandem with other levels of government (i.e., municipal, provincial, federal, Indigenous); and
- c. Any other information from the MCC Report that the Policy Advisor considers would be relevant to or helpful for the Board in fulfilling its statutory duties and functions.

MOTION PUT AND PASSED.

LEGISLATIVE AUTHORITY

Police Act 2004 section 55(1) states:

The function of a board is to provide

- (a) civilian governance on behalf of the council in relation to the enforcement of law, the maintenance of law and order and the prevention of crime in the municipality; and
- (b) the administrative direction, organization and policy required to maintain an adequate, effective and efficient police department

RECOMMENDATION

It is recommended that the Board of Police Commissioners request that the Chief Administrative Officer (CAO) direct the Policy Advisor for the Board of Police Commissioners to work with the Community Safety Office, the Halifax Regional Police and the Royal Canadian Mounted Police to:

1. Identify areas of overlap between recommendations and actions contained in the Wortley Report, Defund Report, Public Safety Strategy and Mass Casualty Commission Final Report; and
2. Prepare a staff report outlining these areas of overlap and associated recommendations for consideration as a part of the Board's 2023-2024 workplan.

BACKGROUND

The Mass Casualty Commission was an independent public inquiry created to examine the April 18-19, 2020 mass casualty in Nova Scotia and to provide meaningful recommendations to help keep communities safer. On October 21, 2020, the Government of Canada and Province of Nova Scotia each issued an Order in Council (OIC) officially establishing the Commission and announcing the appointment of the three Commissioners and the beginning of this work.

Their final report and recommendations entitled Turning the Tide Together ("the Report") was released publicly on March 30, 2023, in Truro.

A separate Briefing Note was received by the Board of Police Commissioners (BoPC) at their April 3rd 2023 meeting, providing a broad overview of the Final Report, including a summary of the main findings and recommendations (Attachment 1). All 130 Recommendations are included in Attachment 2.

Four additional foundational reports are referenced in this document:

- Halifax, Nova: Street Checks Report ("the Wortley Report") was written for the Nova Scotia Human Rights Commission by Dr. Scot Wortley and received by the BoPC at their April 15th, 2019 meeting;
- Defunding the Police: Defining the Way Forward for HRM ("the Defund Report") was written by a Subcommittee of the BoPC and received by the BoPC at their January 17th, 2022 meeting;
- Public Safety Strategy 2023-2026 ("the Public Safety Strategy") was adopted by Regional Council at their March 7th, 2023 meeting and endorsed by the BoPC at their March 9th 2023 meeting;
- Policing Model Transformation Study: Future Policing Model Recommendations ("the Police Transformation Study") was written by PricewaterhouseCoopers and received by Halifax Regional Council at their April 25th, 2023 meeting and subsequently referred to the BoPC

DISCUSSION

Factual Findings Relevant to the Board's Statutory Mandate

Chapter 11, The Future of Policing in Nova Scotia, contains several findings relevant to the BoPC's statutory mandate. Below is an overview of the most relevant findings.

Revitalize Police Boards

The Report cites the findings of a report prepared by Senator Murray Sinclair conveying the outcome of his investigation into the Thunder Bay Police Services Board oversight following a series deaths and race-based violence against Indigenous people. According to Senator Sinclair's report, the Thunder Bay Police Services Board had failed to demonstrate meaningful engagement in long-term strategic or operational planning, meaningful engagement in the development of governance and oversight policies,

and ensuring that board policies, plans and activities are visible and transparent to the public. The MCC Report notes that some of these problems have been documented with respect to Halifax's Board of Police Commissioners (Volume 5, p. 538).

The reference for this observation is from a report that was written in 2016 by two former BoPC members and that was not adopted by the BoPC or Regional Council. Several practices have been put in place since 2016, including holding regular work plan sessions, and the formation of a policy subcommittee with a mandate to provide feedback on existing policies and identify new policy areas. HRP is currently working with the subcommittee to publish policies online once they are reviewed. Furthermore, a board policy manual is available online, along with agendas and minutes of all meetings. All meetings take place in public, and meetings were recently moved to a location in Alderney Landing, which allows for live streaming. Recordings of meetings are also available online.

The Report also notes that the BoPC receives less than \$14,000 annually, ensuring that "it is dependent on the police service or municipality for the provision of administrative, legal, and research services" (Volume 5, p. 536). Beginning in fiscal year 2022-2023, the BoPC has been given additional resources that allow it to perform its statutory mandate, including funding to access independent legal counsel and a staff position to provide research and policy support.

The Report also recommends:

- Mandatory provincial training for police board members and other key police personnel
- A police board manual prepared by the Department of Justice published online
- Municipal funding to police boards to seek legal advice and conduct research, etc.
- Ensuring that boards are fully staffed and performing their governance function
- An independent website for police boards, with public contact information
- Holding police board meetings in public
- Police board members proactively establishing relationships with other community safety providers and with community members who have historically been underserved and overpoliced
- Ensuring police board members are fairly compensated for their work

Several activities have already been initiated to improve the BoPC's governance function, including:

- Funding to seek independent legal advice and for a staff position to conduct research and provide policy support
- Instituting a process to track member terms and to address expired terms in a timely manner
- Creating a website with contact information for BoPC members to facilitate direct communication with members of the public. This work will commence soon.
- Ensuring that meetings take place in a public location and are live streamed. Advance notice of the time, location, agenda and expected speakers is posted online. An archived video of meetings is also available online.
- Ensuring that BoPC meetings are scheduled in accordance with the Police Act. The BoPC typically meets monthly
- Drafting a proposed policy regarding expectations for attendance at BoPC meetings. This work will commence soon

One of the conclusions of the Report is that "[e]ffective police governance is vital to democratic policing. All participants in police governance, including board members, police leaders, and government officials, should be properly trained and aware of the role and responsibilities of governing boards" (Volume 5, p. 539). Many of the recommendations in this section are also reflected in the Police Transformation Study, under "Strengthening Governance & Reimagining the Board of Police Commissioners" (pages 40-49).

Police Services and Public Policies

The Report highlights that while police standards in Nova Scotia require certain policies to be in place, there is no requirement for these policies to be made public. According to the Report, without such a requirement, secrecy prevails, and there is little way for the public to hold police accountable (Volume 5,

p. 541-542). The Report recommends that the Nova Scotia Minister of Justice “issue a policing standard that requires police agencies that provide police services in Nova Scotia to publish – online and in an accessible form and location – policies and standard operating procedures that govern the interaction of police with the public, the manner in which policing services are provided to the public, and public communications.” The Report also recommends that when a policy is deemed confidential, a public description be provided, with an explanation for why it is confidential, and the RCMP be directed to follow this provincial standard (Volume 5, p. 543-544). This recommendation is consistent with recommendations 6 and 7 of the Defund Report (p. 91). As previously noted, HRP is currently working with the BoPC’s policy subcommittee to publish policies online once they are reviewed.

Recommendations Within the Board’s Statutory Jurisdiction

Nearly every recommendation offers a general touch point to the Board’s statutory mandate to provide “administrative direction, organization and policy required to maintain an adequate, effective and efficient police department”. In the spirit of the Police Transformation Study’s recommendation to implement “a fully integrated model of police service delivery by coordinating, integrating and standardizing policing services in HRM under common policies and standard operating procedures”, MCC recommendations that are directed at the RCMP present an opportunity for these recommendations to also be explored by the HRP to ensure a consistent level of service delivery across both police agencies.

Below is an outline and summary of the main recommendations that fall within the Board’s statutory jurisdiction:

Recommendation V.6 INTIMATE PARTNER VIOLENCE AND POLICE AND PROSECUTORIAL DISCRETION TO LAY CRIMINAL CHARGES

- Recommendation for police services to consider the context of intimate partner violence and to engage subject matter experts to ensure the dynamics of intimate partner violence are understood

Recommendation V.11 EXTERNAL ACCOUNTABILITY MECHANISM FOR POLICING RESPONSES TO INTIMATE PARTNER VIOLENCE

- Recommendation for the federal government to support the gender-based violence advocacy and support sector to work with police services to expand upon the National Framework for Collaborative Police Action on Intimate Partner Violence

Recommendation C.6 REVITALIZING POLICE-BASED VICTIM SERVICES WITH A DUTY OF CARE

- Recommendation for police personnel communicating with survivors and affected persons do so pursuant to trauma-informed and victim-centred principles, and that they receive the education, mentoring, and support required to integrate these principles effectively.

Recommendation P.1 PRINCIPLES OF EFFECTIVE CRITICAL INCIDENT RESPONSE

- Recommendation for police services to implement five principles of effective critical incident response.

Recommendation P.21 NON-URGENT PUBLIC INFORMATION LINE

- Recommendation for police services and the Nova Scotia Emergency Management Office to work together to establish a phone line and website that can be used by community members to report non-urgent information during a critical incident and to obtain further information about how to respond to a public warning.

Recommendation P.22 PUBLIC EDUCATION ABOUT PUBLIC WARNINGS

- Recommendation for police services and the Nova Scotia Emergency Management Office to engage in a public education campaign to increase awareness about public warnings and public understanding of how to respond to these warnings.

Recommendation P.36 PRINCIPLES OF POLICING

- Recommendation for police agencies to adopt the principles of policing, as framed by Dr. Ian Loader, “In Search of Civic Policing: Recasting the ‘Peelian’ Principles”

Recommendation P.61 POLICE GOVERNANCE IN NOVA SCOTIA

- Recommendation for police boards to hold their meetings in spaces open to the public, and to provide advance notice of the time, place, agenda, and expected speakers on the board website

- Recommendation for police board members to be proactive in establishing relationships with other community safety providers and with members of communities that have historically been underserved and overpoliced.

Recommendation P.62 PUBLISH POLICE POLICIES

- Recommendation for the Nova Scotia Minister of Justice to issue a standard that requires police agencies to publish policies and standard operating procedures online in an accessible format.

Recommendation P.67 THE FUTURE STRUCTURE OF POLICING IN NOVA SCOTIA

- Recommendation for the Province to establish a multisectoral council comprising including representatives of municipal police agencies and RCMP, community safety experts, and diverse community representatives to engage with community members and experts and review the structure of policing in Nova Scotia.

Recommendation P.68 INFORMATION SHARING

- Recommendation for police agencies to work with the Nova Scotia Department of Justice to establish shared standards for the collection, retention, and sharing of information by police agencies.

Recommendation P.73 COMMUNITY-ENGAGED POLICING

- Recommendation for police agencies to adopt policies and practices that encourage frontline police to consult with community subject matter experts on questions that will help them better understand and serve their communities.

Recommendation P.74 COUNTERING SYSTEMIC BIAS

- Recommendation for police agencies, and police education programs make the goal of identifying and countering the operation of misogyny, racism, homophobia, and other inequalitarian attitudes central to every strategy for improving the quality of everyday policing in Canada.

Recommendation P.75 PREVENTING VIOLENCE AND PROTECTING SAFETY

- Recommendation for police agencies, and police education programs to emphasize that working with other gender-based violence advocacy and support sector members to prevent an escalation of violence and protect the safety of those who experience violence is the primary purpose of every police response to a complaint of violence or the expressed fear of violence.

Recommendations P. 74 and P. 75 align with Section 8 (2) (i) of Bylaw P-100, which states that “[t]he Board in accordance with the Police Act and HRM Bylaws may carry out any of the following roles and responsibilities...monitor gender, ethnic and minority group issues and making recommendations concerning these matters to the Chief of Police”.

Other Relevant Information

Other sections of The Report contain findings that are relevant to the Board’s mandate and that are aligned with recommendations and actions contained in the Wortley Report, Defund Report, Public Safety Strategy and the Police Transformation Study, but fall outside of the Board’s statutory jurisdiction.

Intimate Partner Violence, Gender Based Violence and Third-Party Reporting

Recommendation V6, Intimate Partner violence and police prosecutorial discretion to lay criminal charges, is cited in the above section. Several other recommendations are related to intimate partner violence and are relevant to the board’s work, including the following:

Recommendation V.9 CREATING SAFE SPACES TO REPORT VIOLENCE

- Recommendation for governments, service providers, community-based organizations, and others engaged with the gender-based violence advocacy and support sector to take a systemic approach to learning about and removing barriers to women survivors, with a focus on the diverse needs of marginalized women survivors and the needs of other women who are vulnerable as a result of their precarious status or situation.
- Recommendation for community-based organizations, supported by governments, to develop safe spaces suited to their community needs in which women can report violence and seek help.

This Recommendation relates to Recommendation 25 in the Defund Report, which requests that Regional Council consider the development of a third-party sexual assault reporting program, and Action 1.2 in the Public Safety Strategy (Enhance Safe City and Safe Public Spaces program). Recommendation V6, in tandem with Recommendation V9 creates an opportunity to potentially detask police response to certain domestic violence calls.

Mental Health Care

Recommendation P.60 PROVIDING MENTAL HEALTH CARE TO NOVA SCOTIANS

- Recommendation for the Province of Nova Scotia to establish a comprehensive and adequately funded model of mental health care service. This model should include first response to those in mental health crisis be subsidized by the federal government at a minimum proportion equal to the proportion to which it subsidizes RCMP policing services.

The Report states that “[a]mong those who contributed to our process it was universally agreed that police are not best trained or equipped to act as first responders to those who experience a mental health crisis, and that serving this function takes police away from performing other functions for which they are better suited” (Volume 5, p. 534).

The Report acknowledges that health care, including mental health care, falls within provincial jurisdiction, so is squarely outside of the Board’s statutory mandate. Nevertheless, the Report recognizes that the provision, or lack thereof, of mental health services directly impacts police. Therefore, one of the areas the Report identifies in which a rapid change would result in a significant positive effect on community safety and the effectiveness for policing services is the establishment of “a comprehensive model for mental health services across the province, including crisis mental health care, in order to shift the practice of using police as the sole first responders to mental health calls.” (Volume 5, p. 533).

This recommendation aligns with Recommendation 15 of the Defund Report, which states that Regional Council and the Board of Police Commissioners work together “to ensure that mental health crisis calls are generally diverted to civilian-only teams” (p. 126). Both recommendations align with Action 2.1 in the Public Safety Strategy, “Develop a Community Crisis Response Service Model for the municipality”, and the Police Transformation Study’s call for the “creation of a community safety function (CSF) to create community capacity for mental health, wellbeing, behavioural, houselessness and quality of life calls by dispatching skilled civilian first responders and delivering proactive community outreach services. The CSF should be separate from the police services and governance model” (Future Policing Model Recommendations, p. 59).

Volume 4, Chapter 10, “From Community-Based Policing to Community Safety and Well-Being,” concludes “that it is time to transform the conception of community policing by focusing on community safety and well-being and the primary role of other institutions and agencies, including community-based organizations...Police services will continue to have a vital role within this rebalanced public safety system but, in some ways, it will be a secondary one” (Volume 4, p. 438).

Use of Force

Recommendation P. 57, Use of Force, also aligns with Recommendation 4 of the Defund Report, which calls for “a comprehensive review of all use of force techniques currently employed by the HRP and RCMP with an eye toward establishing policies intended to minimize all types of use of force incidents” (P. 88). Recommendation P. 57 specifically calls for the RCMP to “replace the existing use of force provision in the RCMP Code of Conduct with the principles set out in sections 2 to 9 of the Finnish Police Act” (Volume 5, p. 495). These principles include the principle of proportionality, minimum intervention and intended purpose, i.e. the police may exercise their power only for the purposes provided by law. Overall, the aim of the Finnish model is to avoid using force whenever possible, and when force must be used, to use a minimum amount of force.

Police Culture

The Report also discuss the more amorphous topic of police culture. In the opening Message Commissioners state outright that “The existing culture of policing must change” (Executive Summary, p. XIV). Volume 6, Implementation, Chapter 2, Overcoming Barriers to Change, expands on this notion by arguing that addressing the root causes of mass casualties requires a consideration of certain widespread expressions of masculinity that contribute to violence and oppression against women and other marginalized groups in society at large, including within systems such as criminal justice and within institutions such as policing (Volume 6, p. 36).

Several recommendations attempt to tackle the issue of police culture:

Recommendation P.37 TAKING RESPONSIBILITY

- Recommendation for the RCMP to adopt a policy of admitting its mistakes, accepting responsibility for them, and ensuring that accountability mechanisms are in place for addressing its errors and to make the demonstrated capacity to accept responsibility for one’s errors a criterion for promotion.

Recommendation P.56 MODERNIZING POLICE EDUCATION AND RESEARCH

- Recommendation to phase out the Depot model of RCMP training and to establish a three-year degree-based model of police education for all police services in Canada.

Recommendation P.59 RCMP MANAGEMENT CULTURE

- Recommendation to publish a document that explains the criteria on which the RCMP presently selects, develops, recognizes, and rewards its commissioned officers and those in equivalent civilian roles

Recommendation P.60 PROVIDING MENTAL HEALTH CARE TO NOVA SCOTIANS

- Recommendation for the federal government to subsidize the cost of provincial mental health care services at a minimum proportion equal to the proportion to which it subsidizes RCMP policing services.

Recommendation P.68 INFORMATION SHARING

- Recommendation for police agencies to work with the Nova Scotia Department of Justice to establish shared standards for the collection, retention, and sharing of information by police agencies.

These recommendations recognize that education, the type of behaviour that gets rewarded and the amount of funding services receive relative to other services all contribute to culture. Regarding information sharing, throughout the Report, Commissioners note the challenges they encountered during their work around timely disclosure from the RCMP, “which may be indicative of a culture where the transparency that is a necessary condition of public accountability is not prioritized” (Volume 6, p. 37).

Commissioners note the RCMP is not alone among police forces in its apparent resistance to transparency. The Report quotes a submission from the BC Civil Liberties Association and the East Coast Prison Justice Society that states a significant barrier to ensuring accountability and transparency is the “‘profound resistance ... from police services with respect to access to data in general,’ including their view of data as ‘intelligence’ and any potential disclosures as threats” (Volume 6, p. 36). The Wortley Report also speaks to police culture through recommendations to, for example, develop a new performance evaluation system that explicitly rewards officers for their community policing efforts (Recommendation 4.14).

The issue of police culture is highlighted because the Board of Police Commissioners can play an important role in fostering change among police services by championing a culture of transparency, accountability and internal trust. Cultural change lies at the heart of each of the recommendations outlined in this report. For recommendations to be successfully implemented, the analytical and community-oriented aspects of policing must be truly valued. Adopting the recommendations in this report

will help improve police practices in the short term, and if consistently implemented, change police culture over the long term.

FINANCIAL IMPLICATIONS

There are no immediate financial implications to this report. Any future financial implications arising from implementation of the recommendations will be addressed in staff reports and HRM departmental budgets as required.

RISK CONSIDERATION

No risk considerations were identified.

COMMUNITY ENGAGEMENT

The Board of Police Commissioners is comprised of four citizen members and three Councillors. Meetings are live webcast on Halifax.ca. The agenda, reports, video, and minutes of the Board are posted on Halifax.ca.

ENVIRONMENTAL IMPLICATIONS

No environmental implications were identified.

ATTACHMENTS

- 1) Briefing Note, Mass Casualty Commission Final Report and Recommendations
- 2) Final Report of the Mass Casualty Commission, Recommendations

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Joshua Bates, BoPC Policy Advisor, Legal & Legislative Services, 902-478-2032

Briefing Note – For Information

Date: March 30, 2023

Issue: Mass Casualty Commission Final Report and Recommendations

BACKGROUND

From Saturday evening, April 18, to Sunday morning, April 19, 2020, a perpetrator shot and killed 22 residents of Nova Scotia, one of whom was expecting a child. He also wounded three more people before being killed by RCMP officers in the ensuing manhunt. His 13-hour rampage extended through several communities in the central part of Nova Scotia.

The Mass Casualty Commission is an independent public inquiry created to examine the April 18-19, 2020 mass casualty in Nova Scotia and to provide meaningful recommendations to help keep communities safer. On October 21, 2020, the Government of Canada and Province of Nova Scotia each issued an Order in Council (OIC) officially establishing the Commission and announcing the appointment of the three Commissioners and the beginning of this important work.

Their final report and recommendations entitled [Turning the Tide Together](#) was released publicly on March 30, 2023, in Truro.

OVERVIEW

The Report is divided into seven volumes plus an Executive Summary and 3 Annexes.

The Report includes main findings, lessons learned and recommendations. The recommendations cover a wide range of areas, including:

- how to strengthen community safety and well-being, including through focusing more on gender-based, intimate partner, and family violence
- best practices for critical incident responses
- how to improve public communication during an emergency
- how to better support individuals, families, emergency responders, service providers, and communities after a mass casualty

- how the RCMP can rebuild public trust and deliver effective, rights-regarding policing services in Canadian communities
- how policing in Nova Scotia may be improved in the near term, and how the Nova Scotian community should be engaged in imagining the future structure of police services in the province
- how to improve everyday policing practices in Canada
- how to more safely manage access to firearms and police paraphernalia.

The following is the high-level synopsis each Volume highlighting main findings and recommendations:

Volume 1 Context and Purpose

- Sets the stage of the Inquiry and includes a Commemoration, The Ripple Effect of the Mass Casualty, Individuals and Families Most Affected, Communities Most Affected, Impact of the Mass Casualty, Purpose and Approach, Purpose and Process, Approach, NS Public Safety System

Volume 2 What happened

- Responding officers acted appropriately and with great courage.
- There is a need to focus on preventative measures most notably related to gender-based violence
- There were failures in assigning scene commanders, information sharing, procedure, supervision and public notification as to the threat to the community
- Information sharing between emergency responders needs to improve with highlights on RCMP to Truro Police interoperability.

Volume 3 Violence (17 Recommendations)

- A call for researchers and data collectors to use the following common definition for mass casualty and collect and share data across many dimensions.
 - An intentional act of violence during which one or more perpetrator(s) physically injure(s) and/or kill(s) four or more victims, whether or not known to the perpetrator, during a discrete period of time.
- The recognition of intergenerational violence and the connection to that violence manifesting itself in intimate partner violence, gender-based violence and mass casualty was highlighted.
- Identification and tracking of these violent behaviours is not tracked but could have served as “red flags” and highlighted the failure to share information between HRP, Truro and the RCMP
- Identified the need for data collection, research, and policy strategy to track these behaviours and take a public health approach including intervening to support and redirect those at risk and addressing the root causes of violence.
- Call for RCMP Behavioural Sciences Branch to adopt best practices

- Gender-based, intimate partner and family violence is an epidemic in Nova Scotia that requires a meaningful whole of society response. It was recognized that it is even worse for women and girls from marginalized communities, indigenous, black, racialized, immigrant refugee, 2SLGBTQ1+, disabled, northern, rural and remote.
- Call for police and Crown Prosecutors to examine coercive control in relation to intimate partner violence cases and involve subject matter experts to reduce victim blaming hyper-responsibilization (holding of an individual to higher standards than what would typically be expected of the average person) of women survivors of gender-based violence.
- Creation and funding for a woman centric safety-first models with safe reporting community based reporting options
- Replacement of mandatory arrest and charging policies and protocols for intimate partner violence offences.
- Government supports the gender-based violence advocacy and support sector to work with police services to expand upon the National Framework for Collaborative Police Action on Intimate Partner Violence with an external accountability mechanism.
- F/P/T governments establish an expert advisory group, drawing on the gender-based violence advocacy and support sector, to examine whether and how criminal law could better address the context of persistent patterns of controlling behaviour at the core of gender-based, intimate partner, and family violence.
- F/P/T provide funding to deal with the epidemic level of gender based violence that is commensurate with the problem
- A call for a broad all of society approach to gender-based, intimate, and family violence.
- All organizations create women centric programs that are holistic, comprehensive, coordinated, collaborative and integrated with advocacy and support services.
- The prioritization of putting women's safety first in prevention strategies, lifting women and girls out of poverty and oppression and employ restorative practices to support survivors.
- Creation of a gender-based violence commissioner to monitor and report to Parliament annually.

Volume 4 Community (32 Recommendations)

- Highlighted rural community well-being is impacted by an urban bias and that there needs to be a voice for rural communities in their safety.
- Called for a national emergency management system for public alerting.
- Creation of national hub of expertise for mass casualty events including support to victims
- By May 1, 2023, the Governments of Canada and Nova Scotia should jointly fund a program to address the public health emergency that exists in Colchester, Cumberland, and Hants counties as a result of an unmet need for mental health, grief, and bereavement supports.
- Police to be using trauma informed practices and victim centered principles.
- Called for the moving from community policing to community safety and well being approaches that include statutory frameworks, focused on the social determinants of health, with community engagement and information sharing across service providers including police, education, health, social services and corrections while respecting privacy provisions
- Municipalities should be funding and building multi-sectoral community safety plans and creating community safety and well-being councils.

- Promoting bystander intervention awareness and training
- There were a series of recommendation related to firearm legislation and taking a public health approach to gun safety.
- Call for a review of police equipment disposal including vehicles, badges and uniforms and the reporting of police impersonation events.
- The promotion of healthy masculinity programs

Volume 5 Policing (75 Recommendations)

- Adoption of the 5 Principles of Effective Critical Incident Response
 - Prepare before
 - Each is unique
 - Ensure planning, policies and training include other agencies.
 - Community members are the true “first responders”.
 - Evaluate each response as to what went well or what be better.
- Series of recommendations related to critical incident planning, supervision, role clarity, training equipment, 911 call taking and radio usage.
- Highlighted the need for interoperability protocols with regular exercises.
- Requirement to complete after action reports of lessons learned.
- Creation of an interagency conflict resolution process
- Clarification of the role of the Serious Incident Response Team relating to critical incidents and crime scenes, information sharing and expert witness usage
- Adoption of the In Search of Civic Policing: Recasting the ‘Peelian’ Principles” (2016):
 1. The basic mission of the police is to improve public safety and wellbeing by promoting measures to prevent crime, harm, and disorder.
 2. The police must undertake their basic mission with the approval of, and in collaboration with, the public and other agencies.
 3. The police must seek to carry out their tasks in ways that contribute to social cohesion and solidarity.
 4. The police must treat all those with whom they come into contact with fairness and respect.
 5. The police must be answerable to law and democratically responsive to the people they serve.
 6. The police must be organized to achieve the optimal balance between effectiveness, cost-efficiency, accountability, and responsiveness.
 7. All police work should be informed by the best available evidence.
 8. Policing is undertaken by multiple providers, but it should remain a public good
- Series of recommendation related to the RCMP and their relationship with the Minister, RCMP Professional Responsibility Unit and Civilian Review and Complaints Commission
- Municipalities and Provinces should be involved with the selection of detachment commanders under the Provincial Police Service Agreement (PPSA)
- RCMP should be reporting vacancies to contracting provinces and territories and filling temporary vacancies.
- Call for a comprehensive review of the RCMP including past inquiries and reviews in which recommendations were not implemented with a view to providing direction on the restructuring of the RCMP.

- Rewrite and publish new RCMP policies in a concise format and ensure they are evidence-based including the consultation with contracting partners before the policy is changed.
- Ensuring adequate rural and policing including the potential for FPT to fund municipalities and indigenous policing.
- Creation of new member orientation by community including local standard operating procedures, structures, cultural history and geography
- Phase out the RCMP Depot Training facility by 2032 and consult First Nations of future use of land and buildings and introduce a 3-year degree program for all police officers in Canada
- Replace the RCMP Use of Force model with the Finnish Police Act model
- The inclusion of conflict resolution as a prerequisite to promotion
- Report back on the changes made to change the RCMP Management Culture to disrupt the unhealthy culture.
- In Nova Scotia Policing, the creation of a comprehensive and adequately funded mental health care model that addresses both urban and rural citizens and that the Federal government fund this a proportion equal to the RCMP subsidy.
- Embed mental health specialists in all 911 Public Safety Answering Positions (PSAP) on a 24/7 basis.
- In relation to Police Governance, NS Department of Justice to create a mandatory standard training program for Boards, ensure they are funded adequately and that vacancies are filled, and they are performing.
- Call for the creation of a public website and community contact information for the Board.
- Recommend meeting are held in accessible and open public locations and that the Board establishes a relationship with the community.
- Board members should be fairly compensated for their work as compensation is a barrier to participation.
- Police policies should be made public and those that are deemed confidential should have an explanation as to the rationale.
- Federal Minister to direct the RCMP to follow provincial standards.
- Province of Nova Scotia to ensure specialized police services are adequate, effective, and efficient and there are clear guidelines for access to and that cost allocation should not be a barrier.
- All integrated teams should have a memorandum of understanding and policies in place.
- Nova Scotia 911 should review recruitment, training and compensation of 911 operators.
- Nova Scotia should have a facilitated process to deal with conflict amongst police agencies and hold police leaders accountable for following thought on resolutions.
- In person conflict resolution training should be made mandatory for all Chiefs, Deputy Chiefs and candidates.
- Within 6 months of the report, Province of Nova Scotia is to have a multisectoral council to review research and offer recommendation relating to the 2032 PPSA expiry on the future of policing in Nova Scotia
- Province of Nova Scotia to create a common information sharing policy including collection, sharing and retention.
- Province of Nova Scotia to create a process to identify and report on situations when inadequate follow-up to information is suspected.
- When conducting community engagement police should be using community subject matter experts and they should be adequately compensated
- Police must counter system bias by identifying and countering misogyny, racism and homophobia.

Volume 6 Implementation (1 Recommendation)

- Canada and Nova Scotia must create a Mutual Accountability Body by May 31, 2023, to exchange knowledge, monitor implementation, consult community, monitor the framework and offer updates. The founding chair should be named by July 31, 2023 and membership list created by September 1, 2023.

Volume 7 Process

- General and specific information related to the inquiry design and document management.

Prepared by:

Bill Moore, Executive Director Community Safety 902.943.0207

Final Report of the Mass Casualty Commission
Recommendations

Volume 3: Violence

1: Recommendation V.1

FRAMEWORK FOR TRACKING MASS CASUALTY INCIDENTS

The Commission recommends that

(a) All individuals and entities engaged in data-collection research and policy development, including law enforcement agencies and other authorities, adopt this definition of a mass casualty incident:

An intentional act of violence during which one or more perpetrator(s) physically injure(s) and/or kill(s) four or more victims, whether or not known to the perpetrator, during a discrete period of time.

(b) All individuals and entities engaged in data-collection research and policy development, including law enforcement agencies and other authorities, collect data on the following:

(i) Information about the perpetrator, including but not limited to:

- whether the perpetrator had a history of violence, including coercive control, sexual assault, uttering threats, and criminal harassment (stalking); whether those behaviours were reported or not; whether charges were laid or not; outcome of criminal charges;
- whether the perpetrator had a history of hate-based crimes or expressing hateful sentiments toward an identified group; reported or not; whether charges were laid or not; outcome of charges;
- whether the perpetrator had a history of extremism or connection to extremist movements or online forums;
- whether the perpetrator had a history of suicide attempts or
- suicidal ideation;
- whether the perpetrator had a history of harming or killing pets or animals, or threatening to do so;
- whether the perpetrator had a history of deliberately causing damage to property;
- whether the perpetrator had a history of being subjected to or witnessing family violence;
- whether the perpetrator had a history of alcohol and/or substance dependence;
- whether and how the perpetrator explained the mass casualty;
- whether the perpetrator had a manifesto and the contents thereof;
- and
- the connection, if any, between the perpetrator and the victims.

(ii) Information about access to weapons and ammunition, including but not limited to:

- specific weapons/firearms used;
- how the weapons/firearms were acquired; whether lawfully or unlawfully acquired and kept;
- the amount of ammunition the perpetrator had access to or had stockpiled;
- how ammunition was acquired; and
- history of weapons-related charges or complaints; whether criminal charges were laid or not; outcome of charges.

(iii) Information about the trajectory of the incident, including but not limited to:

- the pathway to the incident, including whether the perpetrator shared information about the plans and if so by what means and with whom (“leakage”); whether this information was reported or otherwise came to authorities’ attention; whether such reports were acted on and if so, how;
- the location of the mass casualty, including whether the attack began in one place and moved to another or others;
- the perpetrator’s relationship with the place where the mass casualty incident happened;
- the duration of the active phase of the mass casualty incident; and
- the means by which the mass casualty incident ended.

2: Recommendation V.2

A PUBLIC HEALTH APPROACH TO PREVENTING MASS CASUALTY INCIDENTS

The Commission recommends that

Strategies for prevention of mass casualty incidents should adopt public health approaches that are complex, nuanced, and community-wide while also addressing the perspectives, experience, and needs of marginalized communities.

3: Recommendation V.3

EXTERNAL EVALUATION OF RCMP BEHAVIOURAL SCIENCES BRANCH

The Commission recommends that

(a) The RCMP commission an expert external evaluation of the Behavioural Sciences Branch to assess the extent to which its policies, procedures, personnel, and work product: (i) reflect the best practices set out in Volume 3, Chapter 8 of this Final Report; and

(i) reflect the best practices set out in Volume 3, Chapter 8 of this Final Report; and

(ii) are attentive to, and effectively counter, the potential operation of bias, stereotypes, and victim blaming.

(b) The external evaluation should also make recommendations as to how the Behavioural Sciences Branch can improve its policies, procedures, practices, and training to implement best practices; identify and counter the operation of stereotypes and victim blaming; and ensure that the failings documented in this Final Report are not replicated in the future work of the Branch.

(i) This evaluation, and the steps taken by the RCMP to respond to the evaluation, should be published on the RCMP's website.

(ii) Other law enforcement agencies should review the completed evaluation and implement both the lessons learned and the best practices into the behavioural sciences aspect of their mandates.

4: Recommendation V.4

PERIODIC REVIEW OF RCMP BEHAVIOURAL SCIENCES BRANCH

The Commission recommends that

(a) The RCMP periodically obtain an expert external evaluation of the Behavioural Sciences Branch's work to ensure that this work:

(i) reflects the best practices set out in Volume 3, Chapter 8, of this Final Report; and

(ii) is attentive to, and effectively counters, the potential operation of bias, stereotypes, and victim blaming.

(b) These evaluations, and the steps taken by the RCMP to respond to them, should be published on the RCMP's website.

5: Recommendation V.5

CONFLICT OF INTEREST IN FORENSIC PSYCHOLOGICAL ASSESSMENT

The Commission recommends that

Where a forensic psychological assessment has the potential to shed light on the death of a police officer or may affect evaluations of the quality of a police agency's work, that assessment should be completed by an independent forensic psychologist or unit. In this context, independence means that the psychologist or unit has no historical or present employment or reporting relationship with the police agency concerned, and that measures to prevent bias are put in place.

6: Recommendation V.6

INTIMATE PARTNER VIOLENCE AND POLICE AND PROSECUTORIAL DISCRETION TO LAY CRIMINAL CHARGES

The Commission recommends that

- (a) Police and Crown attorneys / counsel carefully consider the context of intimate partner violence, and particularly coercive control, when criminal charges are being contemplated against survivors of such violence; and
- (b) Police investigations and public prosecutions should engage subject matter experts to help ensure that the dynamics of intimate partner violence are understood.

7: Recommendation V.7

COUNTERING VICTIM BLAMING AND HYPER-RESPONSIBILIZATION OF WOMEN SURVIVORS

The Commission recommends that

Federal, provincial, and territorial governments work with and support community-based groups and experts in the gender-based advocacy and support sector to develop and deliver prevention materials and social awareness programs that counter victim blaming and hyper-responsibilization (holding of an individual to higher standards than what would typically be expected of the average person) of women survivors of gender-based violence.

8: Recommendation V.8

WOMEN-CENTRIC RISK ASSESSMENTS

The Commission recommends that

- (a) The federal government should initiate and support the development of a common framework for women-centric risk assessments through a process led by the gender-based violence advocacy and support sector.
- (b) All agencies responsible for the development and application of risk assessment tools integrate this common framework into their work in collaboration with the gender-based violence advocacy and support sector and on the basis of direct input from women survivors.
- (c) The common framework and the risk assessment tools built on this framework have a dual aim of ensuring an effective response to immediate threats and long-term protection.

IMPLEMENTATION POINTS

- We support the adoption and implementation of the Renfrew County Inquest jury recommendation 41:

41. Investigate and develop a common framework for risk assessment in IPV[intimate partner violence] cases, which includes a common understanding of IPV risk factors and lethality. This should be done in meaningful consultation and collaboration with those impacted by and assisting survivors of IPV, and consider key IPV principles, including victim-centred, intersectional, gender-specific, trauma-informed, anti-oppressive, and evidence-based approaches.
- The common framework should be based on work done by the gender-based violence and advocacy sector, including on
 - the identification of risk factors and the integration of contextualized knowledge about the patterns of perpetration, women’s perspectives and experiences; and
 - systemic factors that contribute to risk assessment tools used by all agencies, including the police, primarily to assist women to develop and carry out effective safety plans for themselves, their children, and other dependants (family members, pets, and livestock).

9: Recommendation V.9

CREATING SAFE SPACES TO REPORT VIOLENCE

The Commission recommends that

- (a) Governments, service providers, community-based organizations, and others engaged with the gender-based violence advocacy and support sector take a systemic approach to learning about and removing barriers to women survivors, with a focus on the diverse needs of marginalized women survivors and the needs of other women who are vulnerable as a result of their precarious status or situation.
- (b) Community-based organizations, supported by governments, should develop safe spaces suited to their community needs in which women can report violence and seek help.
- (c) Community-based reporting systems should include the capacity to move beyond individual incidents and identify and address patterns of violent behaviour.
- (d) Community-based reporting systems should be linked with the police in a manner that takes into account the input and needs of women survivors.

10: Recommendation V.10

REPLACEMENT OF MANDATORY ARREST AND CHARGING POLICIES AND PROTOCOLS FOR INTIMATE PARTNER VIOLENCE OFFENCES

The Commission recommends that

- (a) Provincial and territorial governments replace mandatory arrest and charging policies and protocols for intimate partner violence offences with frameworks for structured decision-making by police, with a focus on violence prevention.
- (b) The federal government initiate and support a collaborative process that brings together the gender-based violence advocacy and support sector, policy-makers, the legal community, community safety and law enforcement agencies, and other interested parties to develop a national framework for a women-centred approach to responding to intimate partner violence, including structured decision-making by police that focuses on violence prevention.
- (c) Provincial and territorial governments, working with gender-based violence advocacy and support sectors, develop policies and protocols for implementing this national framework to address jurisdiction-specific needs.

IMPLEMENTATION POINT

- One model worth exploring in planning the national initiative is the approach taken in the development of the Canadian Framework for Collaborative Police Response on Sexual Violence.

11: Recommendation V.11

EXTERNAL ACCOUNTABILITY MECHANISM FOR POLICING RESPONSES TO INTIMATE PARTNER VIOLENCE

The Commission recommends that

- (a) The federal government support the gender-based violence advocacy and support sector to work with police services to expand upon the National Framework for Collaborative Police Action on Intimate Partner Violence.
- (b) This framework should include an external accountability mechanism.

IMPLEMENTATION POINT

The Improving Institutional Accountability Project model or a similar model should be considered.

12: Recommendation V.12

EFFECTIVE APPROACHES TO ADDRESSING COERCIVE CONTROL AS A FORM OF GENDER-BASED INTIMATE PARTNER AND FAMILY VIOLENCE

The Commission recommends that

- (a) Federal, provincial, and territorial governments establish an expert advisory group, drawing on the gender-based violence advocacy and support sector, to examine whether and how criminal law could better address the context of persistent patterns of controlling behaviour at the core of gender-based, intimate partner, and family violence.
- (b) The federal government amend the *Criminal Code* to recognize that reasonable resistance violence by the victim of a pattern of coercive and controlling behaviour is self-defence.
- (c) Where they have not already done so, provincial and territorial governments amend their family law statutes to incorporate a definition of family violence that encompasses patterns of coercive and controlling behaviour as a factor to be considered in proceedings under these statutes.
- (d) All provincial and territorial governments work collaboratively with the gender-based violence advocacy and support sector, policy-makers, the legal community, community safety and law enforcement agencies, and other interested parties to develop educational and public awareness campaigns about coercive control.

IMPLEMENTATION POINT

- We support the adoption and implementation of the Renfrew County Inquest jury recommendation 38:

Ensure that IPV[intimate partner violence]-related public education campaigns address IPV perpetration and should include men's voices, represent men's experiences, and prompt men to seek help to address their own abusive behaviours. They should highlight opening the door to conversations about concerning behaviours.

13: Recommendation V.13

EPIDEMIC-LEVEL FUNDING FOR GENDER-BASED VIOLENCE PREVENTION AND INTERVENTIONS

The Commission recommends that

Federal, provincial, and territorial funding to end gender-based violence be commensurate with the scale of the problem. It should prioritize prevention and provide women survivors with paths to safety.

IMPLEMENTATION POINTS

- Funding should be adequate and include stable core funding for services that have been demonstrably effective in meeting the needs of women survivors of gender-based violence and that contribute to preventing gender-based violence, including interventions with perpetrators.
- These services should be funded over the long term and should not be discontinued until it has been demonstrated that the services are no longer required or an equally effective alternative has been established.
- Priority should be placed on providing adequate and stable core funding to organizations in the gender-based violence advocacy and support sector.
- A further priority should be funding community-based resources and services, particularly in communities where marginalized women are located.

14: Recommendation V.14

MOBILIZING A SOCIETY-WIDE RESPONSE

The Commission recommends that

- (a) All levels of government in Canada declare gender-based, intimate partner, and family violence to be an epidemic that warrants a meaningful and sustained society-wide response.
- (b) Non-governmental bodies, including learning institutions, professional and trade associations, and businesses, declare gender-based, intimate partner, and family violence to be an epidemic that warrants a meaningful and sustained society-wide response.
- (c) Men take up individual and concerted action to contribute to ending this epidemic.

IMPLEMENTATION POINTS

- A whole of society response recognizes the range of actors that have roles and responsibilities to contribute to ending this epidemic, including: federal, provincial, territorial, municipal, and Indigenous governments; the health sector and the justice system; the non-governmental and community-based social services sector; businesses, and workplaces; media; schools and educational institutions; communities; and individuals, including survivors and perpetrators.
- A whole of society response respects and values the expertise and experience of survivors and the gender-based violence advocacy and support sector.

15: Recommendation V.15

WOMEN-CENTRED STRATEGIES AND ACTIONS

The Commission recommends that

- (a) All organizations and individuals adopt women-centred strategies and actions to prevent, intervene in, and respond to gender-based violence, and to support restoration and healing;
- (b) Women-centred strategies and actions be facilitated through the development and support of holistic, comprehensive, coordinated, collaborative, and integrated advocacy, support, and services.
- (c) Women-centred solutions focus foremost on taking active steps to listen to, learn from, and situate the most marginalized and oppressed women and women living in precarious circumstances.

IMPLEMENTATION POINTS

- Recognition of the expertise and experience of the gender-based violence advocacy and support sector, including survivors of gender-based violence, is essential.
- No effective solutions can be developed without input from the people for whom they are being developed.
- Tailored solutions are required in recognition that there is no effective “one size fits all” approach.
- Institutional and personal dynamics that result in silencing women must be actively noticed, identified, resisted, and remedied.
- Women should be seen as members of communities rather than in purely individualistic terms.
- Approaches should affirm and support women’s agency.

16: Recommendation V.16

PUTTING WOMEN’S SAFETY FIRST

The Commission recommends that

- (a) All governments and agencies should prioritize women’s safety in all strategies to prevent, intervene in, and respond to gender-based violence and in those designed to support recovery and healing.
- (b) Governments should shift priority and funding away from carceral responses and toward primary prevention, including through lifting women and girls out of poverty and supporting healthy masculinities.
- (c) Governments should take steps to ensure women are resourced so they can stay safe and find paths to safety when they are threatened, including by lifting women and girls out of poverty with a focus on marginalized and oppressed women and women living in precarious situations.

- (d) Governments should employ restorative approaches in cases where a woman-centred approach is maintained and survivors are adequately supported and resourced.

17: Recommendation V.17

NATIONAL ACCOUNTABILITY FRAMEWORK

The Commission recommends that

- (a) The federal government establish by statute an independent and impartial gender-based violence commissioner with adequate, stable funding, and effective powers, including the responsibility to make an annual report to Parliament.
- (b) The federal government develop the mandate for the gender-based violence commissioner in consultation with provincial and territorial governments, women survivors including women from marginalized and precarious communities, and the gender-based violence advocacy and support sector.

IMPLEMENTATION POINTS

The commissioner's mandate could include:

- Working with governments and community organizations to promote coordinated, transparent, and consistent monitoring and evaluation frameworks.
- Providing a national approach to victim-survivor engagement, to ensure their diverse experiences inform policies and solutions (similar to the Australian Domestic, Family and Sexual Violence Commission).
- Developing indicators for all four levels of activity (individual, relational, community, societal) and reporting to the public at least once a year.
- Establishing and working with an advisory committee that consists of women survivors, particularly marginalized women survivors, and representatives of the gender-based violence advocacy and support sector.
- Contributing to a national discussion on gender-based violence, including by holding biannual virtual women's safety symposiums.
- Assisting to coordinate a national research agenda and promoting knowledge sharing.

Volume 4: Community

18: Recommendation C.1

STRENGTHENING RURAL WELL-BEING THROUGH INCLUSION

The Commission recommends that

- (a) Provincial and territorial governments take steps to address urban bias in decision-making by fostering meaningful inclusion of rural communities in all areas affecting them.
- (b) The federal government support the inclusion of rural communities in decision-making on issues within their jurisdiction.

19: Recommendation C.2

NATIONAL RESOURCE HUB FOR MASS CASUALTY RESPONSES

The Commissions recommends that

The federal government should establish, by September 2023, a National Resource Hub for Mass Casualty Responses with a mandate to:

- (a) serve as a centre of expertise for the provision of services to victims and affected persons, including families and friends of victims, during and after a mass casualty;
- (b) draw on national and international experience, research, and promising practices;
- (c) build capacity across all levels of government to plan responses to future mass casualty incidents and respond effectively to victim needs in the short, medium, and long term, including through the development of draft protocols, training modules, handbooks, and other resources, and a databases of experts;
- (d) assist in the development of a standard of victim response across jurisdictions in Canada, while building in flexibility to respond in ways appropriate to the specific community; and
- (e) facilitate the provision of assistance to victims, family members, and other affected persons who reside outside the jurisdiction where the mass casualty took place (whether in Canada or in another country) and facilitate assistance to foreign victims and affected persons, including, for example, through cross-border support service referrals.

IMPLEMENTATION POINTS

- The federal government should consult the Canadian Association of Chiefs of Police National Working Group Supporting Victims of Terrorism and Mass Violence; their relevant Indigenous, provincial, and territorial counterparts; the Canadian Resource Centre for Victims of Crime; other victims' rights advocacy organizations; provincial victims' services programs; and the Federal Ombudsman for Victims of Crime.
- The expertise developed by this National Resource Hub for Mass Casualty Responses could extend to other types of emergency and major incident response.
- The National Resource Hub could also assist directly in training personnel, and could potentially establish a small national team to be mobilized quickly in response to a mass casualty.

20: Recommendation C.3

AMENDING THE CANADIAN DISASTER DATABASE TO INCLUDE MASS CASUALTY INCIDENTS

The Commission recommends that

The Minister of Public Safety Canada amend the categories of events used in the Canadian Disaster Database to include mass casualty incidents as defined in Recommendation V.1: "An intentional act of violence during which one or more perpetrator(s) physically injure(s) and/or kill(s) four or more victims, whether or not known to the perpetrator, during a discrete period of time."

21: Recommendation C.4

FUNDAMENTAL REVIEW OF ALERT READY

The Commission recommends that

The federal, provincial, and territorial governments should undertake a fundamental review of public emergency alerting to determine whether and how the Alert Ready system can be reformed in such a way that it meets the legal responsibility to warn the population of an emergency that threatens life, livelihoods, health, and property.

This joint governmental review of the national public alerting system should be comprehensive and at a minimum address the following:

- (a) It should include substantive community and stakeholder engagement at all stages.
- (b) It should establish a national framework for public alerting, led by Public Safety Canada, with operationalization to continue on a provincial, territorial, and Indigenous government basis but pursuant to national standards. It should restructure in order to transition from reliance on a private corporation as the provider of Canada's national alerting system.

- (c) It should be completed in advance of and inform the next round of negotiations with the licensee / candidates and be taken into consideration in any renewal issued before the completion of the review.
- (d) It should be based on the following system design principles: centring the public; building a system of systems; enhancing governance; formulating a concept of operations; protecting privacy; focusing on preparedness; assuring equality and inclusiveness; and promoting continuous learning and improvement.
- (e) It should include a comprehensive review of communications interoperability across the public safety system.

IMPLEMENTATION POINT

- Consideration should be given to the value of establishing a national emergency management system.

22: Recommendation C.5

TRIENNIAL REVIEW OF THE NATIONAL PUBLIC ALERTING SYSTEM

The Commission recommends that

The senior officials responsible for emergency management undertake a review of the national public alerting system every three years and that a report on the process and findings of this review be made public.

The review include a public-engagement component, including a national poll about the awareness and assessment of the national public alerting system.

The review take into consideration the diverse needs of people living in Canada, including urban, rural, and remote communities, official language minorities, and marginalized communities.

23: Recommendation C.6

REVITALIZING POLICE-BASED VICTIM SERVICES WITH A DUTY OF CARE

The Commission recommends that

- (a) The RCMP and other police services adopt policies recognizing a duty of care in the provision of services to survivors and affected persons.
- (b) All police personnel communicating with survivors and affected persons do so pursuant to trauma-informed and victim-centred principles, and that they receive the education, mentoring, and support required to integrate these principles effectively.

- (c) RCMP policies, protocols, and training recognize the priority of providing to survivors and affected persons full and accurate information at the earliest opportunity, including through regularly scheduled contact updates even where there is no new information to provide.
- (d) Any holdback of information for investigative purposes should be limited in time and scope to that which is truly necessary to protect investigative integrity.
- (e) The RCMP update its description of the role and responsibilities of family liaison officers in consultation with subject matter experts and integrating lessons learned and feedback received from Participants at the Commission.
- (f) The RCMP should review and revise its next of kin notification policy and protocols and design an education module to facilitate its implementation.
- (g) The RCMP take steps necessary to ensure these policies and their implementation fully meet or exceed Nova Scotia policing standards.

IMPLEMENTATION POINTS

- Preservation of victim dignity should be a priority, including through taking steps to ensure victim's bodies are secured, covered as quickly as possible, and protected such that video footage and photographs cannot be taken.
- RCMP policies, protocols, and training should recognize that in order for the family liaison officer to succeed, their colleagues (e.g., those in the Major Crimes Unit) must support them by providing accurate and timely information.
- A family liaison officer should offer meaningful updates and guidance about the investigation, as well as general information on related offices and services—including, but not limited to, the medical examiner, insurance, crime scene and evidence cleaning, and mental and physical health supports.

24: Recommendation C.7

POLICE-BASED SERVICES FOR PERSONS AFFECTED BY MASS CASUALTIES

The Commission recommends that

- (a) Critical incident command groups should include a member dedicated solely to victim management and that the critical incident plan include a victim crisis response component to meet the information needs of survivors and affected persons during a major event or emergency.
- (b) The victim crisis response should include: a dedicated telephone line for individuals seeking information about family or friends; a website platform; a multidisciplinary victim response team; and protocols and guidelines, including for the establishment of a family assistance centre.
- (c) The time standard for mobilizing the victim management response plan should be 90 minutes from the time a critical incident response is activated.

- (d) Victim management response should be a component of annual table-top critical incident response preparedness exercises.
- (e) Upon request, the National Resource Office for Mass Casualty Responses (Recommendation C.1) assist municipal police forces to build their capacity to activate a victim management response to a critical incident, including by developing model protocols, a website plan, training modules, and other tools.

25: Recommendation C.8

PROACTIVE PRE-CRITICAL INCIDENT WELLNESS PLANNING

The Commission recommends that

- (a) All public safety agencies should develop and promote pre-critical incident wellness planning.
- (b) All public safety agencies should develop wellness programming that is proactive and preventive in nature.
- (c) The leadership of public safety agencies should take proactive steps to ensure that all responders are accorded equal organizational support and to promote healthy help-seeking behaviour.
- (d) Public safety agencies in each jurisdiction should collaborate to provide training, including tabletop exercises, to civilian members of the responder community, including volunteers, as one aspect of their pre-critical incident planning.

IMPLEMENTATION POINTS

Proactive and preventive wellness programs should address the following areas:

- pre-critical incident planning and training;
- integrated and intensive training to develop skills and build awareness about mental wellness (such as the Before Operational Stress Program and breathing techniques to modulate stress);
- enhanced mental health training for supervisors and officers, to promote cultural change;
- peer support programs, supported by evidence-based training, that take hierarchy into account, matching experience to experience, and ensure that a diversity of peer supporters are available to connect;
- effective informal peer support and for peer support to spouses and families of responders;
- readily available information and knowledge about the resources for peers; and
- active facilitation of help-seeking behaviour, including by:
 - addressing stigma;
 - increasing and ongoing awareness about resources;
 - enhancing confidential options;
 - raising awareness about problematic forms of stoicism;

- openly acknowledging the difficult work;
- promoting effective workplace policies making supports available, including in the discussion those who should play a role in these support systems; and
- providing evidence-based supports.

26: Recommendation C.9

POST-MASS CASUALTY INCIDENT EMERGENCY RESPONDER MENTAL HEALTH LEAD

The Commission recommends that

Immediately following a mass casualty incident, the provincial government should appoint a mental health point person to coordinate the mental health leads in each division or agency that responded to the incident. This liaison role would have the responsibility to oversee and evaluate the provision of confidential support services to emergency responders from all agencies and the informal sector, and to promote their wellness.

IMPLEMENTATION POINTS

The mandate of the mental health lead would include the following tasks:

- establish and maintain regularly scheduled contact with emergency responders in the aftermath of the incident;
- coordinate and convene cross-agency debriefings;
- take steps to ensure a continuum of care to responders in the immediate, short and long term;
- advise the leadership of public safety agencies on issues that affect personnel mental health (including work and shift assignments);
- liaise with the post-incident support lead (Recommendation C.1) to coordinate the provision of service to emergency responders whose needs cannot be met through public safety agencies;
- advise the provincial government concerning unmet needs; and
- evaluate the impact of the mass casualty on emergency responders and provide advice to public safety agencies, other employers, and the provincial government concerning steps to be taken to better meet wellness needs.

Post-critical incident wellness plans should include:

- **provision for relief workers** to relieve emergency responders affected by the critical incident;
- **changes to leave policies** to facilitate emergency responders taking the time required to meet their wellness needs;
- the opportunity to jointly **debrief** after a critical incident;
- provision for **more in-person meetings and communication** in the postincident period; **sufficiency of support resources**, both regularly and over a longer period of time;

- **uniformity in support resources** for emergency responders (including civilians) across agencies;
- **facilitation of on-site support** for responders;
- **coordination of supports** within public safety agencies to facilitate access by emergency responders;
- resources for **in-house wellness** units following a mass casualty to meet the additional demands; and
- training for **coach officers / supervisors / managers / leaders** to ensure proactive support of emergency responders with up-to-date information about available mental health supports and understanding of the issues facing emergency responders members on the ground.

27: Recommendation C.10

MAINSTREAMING AND INCREASING AVAILABILITY OF MENTAL HEALTH SERVICES

The Commission recommends that

Federal, provincial, and territorial governments should develop a national action plan to promote better integration of preventive and supportive mental health care into the Canadian healthcare system, so as to ensure greater access to these services on an equal level as physical healthcare.

28: Recommendation C.11

ENHANCE GRIEF, BEREAVEMENT, TRAUMA, AND RESILIENCY LITERACY

The Commission recommends that

- (a) The Nova Scotia Health Authority, in consultation with community-based health organizations and service providers in the affected communities, should develop a public education and awareness campaign to foster greater literacy about grief, bereavement, trauma, and resiliency.
- (b) Other Canadian health authorities, in consultation with community-based health organizations and service providers, should take steps to increase grief, bereavement, trauma, and resiliency literacy.

IMPLEMENTATION POINT

- These education and awareness campaigns should include ongoing education in schools. Consideration should also be given to include them alongside existing programs – for example, as a requirement for workplaces as part of workers compensation programs.

29: Recommendation C.12

POST-MASS CASUALTY INCIDENT SUPPORT PLANS

The Commission recommends that

- (a) Health Canada, in consultation with provincial and territorial health authorities and subject matter experts, should develop a national policy, protocols, and program to provide a range of health and social support services required by those most affected by a mass casualty, both for individuals and for communities as a whole.
- (b) The national policy and protocols should establish a national standard that can be adapted to the specific circumstances of the mass casualty, and the program should include allocations of funding to support their implementation.
- (c) The national standard for post-mass casualty incident support plans should be developed on the basis of, and integrate, these guiding principles:
 - (i) respectful treatment of those most affected, including through recognition of their unique perspective, experiences, and needs and their involvement in the implementation of the post-critical incident support plan;
 - (ii) recovery and resilience established as the desired outcomes;
 - (iii) trauma-informed and victim-centred service provision;
 - (iv) proactive, comprehensive, and coordinated support services that include navigation assistance;
 - (v) commitment to providing services in the immediate, short and medium, and long term; and
 - (vi) ongoing needs assessments, monitoring, and periodic evaluation of programs and services.
- (d) One of the national protocols should provide that a multidisciplinary team be established and mobilized within 24 hours to assist local service providers to initiate a support plan immediately following a mass casualty.
- (e) The protocols for post-mass casualty incident support plans should provide for the designation of a post-incident support lead with the responsibility to coordinate the implementation of the plan, including through adapting it to the specific circumstance of the mass casualty.
- (f) The national program should liaise with the National Resource Hub for Mass Casualty Responses (Recommendation C.2) to develop and operationalize a knowledge exchange network to facilitate the sharing of promising practices, research, and evaluations across Canada, including through monitoring international developments in post-critical incident support planning and service provision.

IMPLEMENTATION POINTS

- Service providers should receive training to enable them to provide support services following a mass casualty, including through modules to support the wellness of service providers who are engaged in this work.
- The national policy and protocols should include the issue of the financial assistance required to support affected persons and communities.
- The national policy and protocols should include designated liaisons for directly affected family members who live elsewhere in Canada, beyond the jurisdiction of the mass casualty, or outside Canada.
- Trauma-informed training should be integrated across public sector service delivery and be made available to community-based organizations.

30. Recommendation C.13

REVERSING THE COURSE: ADDRESSING THE PUBLIC HEALTH EMERGENCY IN COLCHESTER, CUMBERLAND, AND HANTS COUNTIES

The Commission recommends that

- (a) By May 1, 2023, the Governments of Canada and Nova Scotia should jointly fund a program to address the public health emergency that exists in Colchester, Cumberland, and Hants counties as a result of an unmet need for mental health, grief, and bereavement supports arising from the April 2020 mass casualty.
- (b) This program should be developed and implemented by a local multidisciplinary team of health professionals with the ability to draw on external resources as needed.
- (c) The program should provide concerted supports on an urgent basis and transition to long term care over time.
- (d) Mi'kmaw communities should have the opportunity to participate in the program either on a joint or an independent basis.
- (e) The program should be funded to carry out needs and impact assessments in 2023, 2025, and 2028.

IMPLEMENTATION POINTS

- The program should consult with members of marginalized groups living in the most affected communities to determine how to best meet these needs.
- The plan should include assessing and meeting the needs of women at Nova Institution for Women who have been affected by the mass casualty.
- Organized and supported peer-to-peer networks should be developed as one element of this plan,
- To the extent that sufficient resources are available, consideration should be given to the provision of services in other parts of the province.

31. Recommendation C.14

ENACTING COMMUNITY SAFETY AND WELL-BEING LAWS

The Commission recommends that

- (a) The federal government should enact legislation within six months to create a statutory framework designed to support and enhance community safety and well-being in every province and territory. This national framework would be based on guiding principles central to the delivery of public services that include:
- (i) the centrality of a commitment to equality and inclusion as foundational principles for community safety and well-being;
 - (ii) a prevention-first approach to safety;
 - (iii) an understanding that social determinants of health are also the social determinants of community safety and well-being;
 - (iv) an understanding that police and corrections are layers of this approach to community safety and well-being as decentred and collaborative partners;
 - (v) community-informed municipal / provincial/territorial multi-sectoral processes to ensure more efficient collaboration between different agents of community safety and well-being;
 - (vi) an essential focus on community engagement, including input from and consultation with historically overpoliced communities, in any legislative initiative focused on community safety and well-being; and
 - (vii) the sharing of personal information between public sectors (including police, education, health, social services, and corrections) when necessary to achieve the success of these community safety and well-being initiatives, while respecting the privacy rights of an individual.
- (b) Where they have not already done so, provincial and territorial governments should each enact laws within a year to create a statutory framework for community safety and well-being initiatives. These frameworks should include provision for:
- (i) the establishment within a year of a Community Safety and Well- Being Leadership Council composed of leaders from all sectors, including non-police sector partners (e.g., leadership from health and community-based organizations, gender-based violence advocacy and support sector, historically marginalized communities). This council would be parallel to the federal counterpart and include liaison or joint members.
 - (ii) municipalities (individually or jointly) to prepare and adopt community safety and well-being plans in partnership with a multi-sectoral advisory committee;
 - (iii) community safety planning to address four areas: social development, prevention, early intervention, and incident response;

(iv) engagement, collaboration, and communication between the community, groups, agencies, and service providers;

(v) community engagement, beginning with the development of comprehensive community safety needs assessments, followed by information sharing, awareness raising, and involvement in specific actions and strategies under the plan;

(vi) the sharing of personal information between public sectors (including police, education, health, social services, and corrections) when necessary to achieve the success of these community safety and well-being initiatives, while respecting the privacy rights of an individual; and

(vii) each community, province, and territory, in alignment with the fundamentals of a national framework, to fashion localized frameworks to best meet the unique needs and circumstances of their communities.

(c) Federal, provincial, and territorial governments should ensure these laws are supported by adequate long-term public funding that puts crime prevention on an equal footing with enforcement of the criminal law.

32. Recommendation C.15

COMMUNITY SAFETY AND WELL-BEING LEADERSHIP COUNCIL

The Commission recommends that

To further strengthen federal, provincial, and territorial initiatives that may already be underway, we recommend that the federal legislation include the establishment within a year of a Community Safety and Well-Being Leadership Council composed of leaders from all sectors, including non-police sector partners (such as health and community-based organizations, gender-based violence advocacy and support sector, and historically marginalized communities). This council should not be driven by any one organization but should facilitate shared responsibility for addressing social issues. It should

(a) formulate strategies for addressing social issues together; and

(b) lead a multi-sectoral approach that centres prevention by collaboratively addressing the social determinants of community safety and well-being.

33. Recommendation C.16

COMMUNITY SAFETY AND WELL-BEING FUNDING ALLOCATION

The Commission recommends that

Federal, provincial, and territorial governments should

(a) adopt funding allocation methods for community safety and well-being initiatives that take into account rural and remote contexts, and

(b) shift budgets to focus on prevention activities.

IMPLEMENTATION POINTS

These laws should

- recognize gender-based, intimate partner, and family violence as a central inhibitor of community safety and well-being;
- prioritize safety and well-being in marginalized communities, recognizing the past and ongoing collective trauma resulting from systemic racism, colonialism, and other processes of marginalization and oppression; and
- ensure that rural communities have an active role in planning for safety and well-being in their communities.

The laws should be accompanied by public and institutional education on community safety and well-being to ensure that there is an understanding of the correlation between properly funding initiatives for prevention and increased overall community safety. This public and institutional education should explain that current funding is being applied in fragmented ways in different government departments and agencies but would be more efficiently used if coordinated under an overall approach. It should reinforce the concept of the economics of community safety and well-being, that is, that the responsibility and economic weight for public safety does not rest solely at the feet of, or in the hands of, the police. Community Safety and Well-Being Leadership Councils should

- assist municipalities, provinces, and territories to build and sustain local multi-sectoral approaches at the service delivery level through the establishment of partnerships among multi-agency teams; and
- support information-sharing and coordination across sectors through mechanisms such as regular meetings, frequent informal communication, co-location of services, and cross-agency secondments.

Monitoring and evaluation mechanisms should be adopted with a defined timeline for implementation:

- Community safety and well-being initiatives should be evidence-based and best-practice informed.
- The design of community safety and well-being plans should include provision for longitudinal studies, data sharing among all partners, as well as metrics to assess the impact and outcomes and processes for monitoring and evaluation, and to identify the most promising actions and strategies.
- A national strategy is needed to support research-based community action and to build community capacity.

All governments should adopt the main features of the recommendations for public service reform made by the Scottish Commission on the Future Delivery of Public Services (chaired by Dr. Campbell Christie):

People: Reforms must aim to empower individuals and communities by involving them in the design and delivery of the services.

Partnership: Public service providers must work more closely in partnership, integrating service provision to improve their outcomes.

Prevention: Expenditure must be prioritised on public services which prevent negative outcomes.

Performance: The public services system – public, non-profit and private sectors – must reduce duplication and share services to become more efficient.*

* Scottish Government, Commission on the Future Delivery of Public Services, Dr. Campbell Christie, Chair (June 2011).

34. Recommendation C.17

PROMOTING BYSTANDER INTERVENTION AS A DAILY PRACTICE

The Commission recommends that

(a) The federal government should:

(i) renew and extend bystander intervention awareness and education campaigns and support their implementation in a wide range of settings, including in education, in workplaces, and in the provision of public services; and

(ii) develop and implement a longitudinal evaluation of these campaigns.

(b) Provincial and territorial governments should develop and implement a mandatory gender-based violence and bystander intervention training curriculum in the school system commencing in kindergarten and continuing until Grade 12.

(c) Municipal, provincial, territorial, and Indigenous governments should develop and implement gender-based, intimate partner, and family violence bystander intervention training for their workplaces and staff.

(d) Colleges, universities, and other education and training institutions and workplaces, to the extent they are not already doing so, should provide practical training in support of effective and safe bystander intervention.

IMPLEMENTATION POINTS

- These campaigns and programs should be designed to effectively counteract cultural barriers to bystander intervention.
- These campaigns and programs should be designed to effectively prevent violence in the moment and address social and cultural factors that contribute to condoning gender-based violence.
- These campaigns, programs, and evaluations should be developed and implemented in collaboration with the gender-based violence advisory and service sector.
- These campaigns, programs, and evaluations should be developed and implemented in collaboration through community engagement processes, particularly with members of marginalized communities and with rural communities.

35. Recommendation C.18

BUSINESSES AND INDUSTRY ASSOCIATIONS CHAMPIONING ENDING GENDER-BASED VIOLENCE

The Commission recommends that

Businesses should:

- (a) undertake a self-assessment of how effectively their existing policies, programs, culture, leadership, and strategy are tackling violence and harassment and supporting survivors and bystanders and whistleblowers;
- (b) undertake a self-assessment of how effectively their existing policies, programs, culture, leadership, and strategies are addressing violence and harassment committed by their employees;
- (c) commit to a leadership role in fostering cultural shifts that challenge the normalization of gender-based violence and integrate this shift into their business practices; and
- (d) play an active role in the development and implementation of community safety and well-being plans.

36. Recommendation C.19

PROACTIVE MONITORING BY PROFESSIONAL LICENSING BODIES

The Commission recommends that

All professional licensing bodies should:

- (a) monitor their members proactively to better ensure the safety and well-being of their licensees' clients / patients;

- (b) through careful monitoring, track and proactively demand accountability when discernible patterns of unethical or illegal behaviour are uncovered; and
- (c) take steps to promote awareness of complaints mechanisms, including by requiring that licensees prominently display the *Code of Ethics* and information about the complaints process in their offices / clinics and online.

IMPLEMENTATION POINTS

- Practice audits and quality control systems can assist in proactive monitoring.
- Professional licensing bodies should:
 - acknowledge that marginalized communities face barriers to reporting concerning behaviour; and
 - take steps to minimize these barriers through engagement with these communities.

37. Recommendation C.20

OVERSIGHT OF PUBLICLY FUNDED SERVICES TO POOR AND MARGINALIZED COMMUNITIES

The Commission recommends that

All levels of government should monitor the provision of public health services by independent service providers to people of lower economic means (and those who are otherwise marginalized) to ensure that quality services are being delivered in compliance with professional standards, including ethical codes.

Governments should work in partnership with professional regulatory bodies for this purpose.

38. Recommendation C.21

REDUCING GUN LETHALITY

The Commission recommends that

- (a) The federal government should amend the Criminal Code to prohibit all semi-automatic handguns and all semi-automatic rifles and shotguns that discharge centre-fire ammunition and that are designed to accept detachable magazines with capacities of more than five rounds.
- (b) The federal government should amend the *Criminal Code* to prohibit the use of a magazine with more than five rounds so as to close the loopholes in the existing law that permit such firearms.
- (c) The federal government should amend the *Firearms Act*
 - (i) to require a licence to possess ammunition;
 - (ii) to require a licence to buy a magazine for a firearm; and

- (iii) to require a licensee to purchase ammunition only for the gun for which they are licensed.
- (d) The federal government should establish limits on the stockpiling of ammunition by individual firearms owners.
- (e) The federal government should reform the classification system for firearms and develop a standardized schedule and definitions of prohibited firearms within the *Criminal Code* of Canada, with an emphasis on simplicity and consistency.
- (f) The federal government should take steps to rapidly reduce the number of prohibited semi-automatic firearms in circulation in Canada.

39. Recommendation C.22

REVOCATION OF FIREARMS LICENCES FOR CONVICTION OF GENDER-BASED, INTIMATE PARTNER, OR FAMILY VIOLENCE

The Commission recommends that

- (a) The federal government should amend the *Firearms Act* to automatically revoke the firearms licences of persons convicted of domestic violence or hate-related offences.
- (b) The federal government should amend the *Firearms Act* to suspend the firearms licences of persons charged with such offences; where such charges are diverted, withdrawn, stayed, or otherwise resolved without trial, the suspension should remain in place and the burden of proof should be on licence holders to demonstrate they are not a risk or a threat to others.
- (c) The federal government should consult with Indigenous groups, the gender-based violence advocacy and service sector representatives of rural communities, firearms officers, and police services to create guidance for the consistent, effective, and safe enforcement of these provisions.

IMPLEMENTATION POINT

- We endorse jury recommendation #13 of the Ontario Office of the Chief Coroner's 2022 inquest into the murders of Carol Culleton, Anastasia Kuzyk, and Nathalie Warmerdam (the Renfrew County Inquest). This recommendation would require all police services to immediately inform the chief firearms officer (CFO) of charges related to intimate partner violence after they are laid, and provide any relevant records, including Firearms Interest Police information collected for the police database and used by chief firearms officers to screen applicants for firearms licences.

40. Recommendation C.23

PREVENTION OF UNLAWFUL TRANSFERS OF FIREARMS FROM ESTATES

The Commission recommends that

The federal, provincial, and territorial governments should enact legislative and regulatory changes required to prevent unlawful transfers of firearms from estates.

IMPLEMENTATION POINTS

- Create mechanisms to transfer information from government databases such as Vital Statistics to firearms officers, which would ensure that firearms officers receive immediate notification of a death or licence expiry and take action to identify, retrieve, and secure firearms.
- Educate those administering an estate about their responsibility for the timely and legal deactivation, surrender, or destruction of firearms in the estate and hold them accountable.

41. Recommendation C.24

INTEROPERABILITY OF LAW ENFORCEMENT AGENCIES ENGAGED IN FIREARMS CONTROL AT THE CANADA-UNITED STATES BORDER

The Commission recommends that

- (a) All law enforcement agencies with a shared mandate to stop the illegal entry of firearms into Canada should develop fully interoperable systems for the sharing of records and information.
- (b) All law enforcement agencies should develop a collaborative framework to ensure effective scrutiny at the border.
- (c) Canadian enforcement agencies should engage local border communities to assist in the prevention of illegal cross-border transfer of firearms, and Canada should encourage American law enforcement agencies to do likewise.

42. Recommendation C.25

EFFECTIVE, CONSISTENT, AND ACCOUNTABLE ENFORCEMENT OF FIREARMS REGULATIONS

The Commission recommends that

- (a) The federal government should engage with communities, the gender-based violence advocacy and support sector, and firearms regulatory officers to develop practical guidance policies for the effective, consistent, and accountable enforcement of firearms regulations.

- (b) The federal government should engage communities, the gender-based violence advocacy and support sector, and firearms regulatory officers to develop a framework for the collection of data about firearms enforcement.
- (c) The federal government should collect, analyze, and report data on enforcement of firearms regulations publicly.
- (d) The federal government should immediately ratify and implement the *Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and Other Related Materials* (CIFTA) and the *Protocol Against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition* (Firearms Protocol).
- (e) The federal government should fully implement the *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects* (PoA) and the *International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons* (also known as the United Nations International Tracing Instrument, or ITI).

IMPLEMENTATION POINTS

- The Ontario Office of the Chief Coroner's 2022 inquest into the murders of Carol Culleton, Anastasia Kuzyk, and Nathalie Warmerdam (the Renfrew County Inquest) made a number of recommendations to improve enforcement which provide a strong starting point. We endorse that inquest jury's recommendation numbers 69–73.

The Chief Firearms Officer [CFO] should work with appropriate decision-makers to:

69. Review the mandate and approach of the CFO's Spousal Support line to:

- (a) Change its name to one that better reflects its purpose. It should be clear that it is broadly accessible and not limited to a particular kind of relationship,
- (b) Be staffed 24 hours a day and 7 days a week,
- (c) Be publicized to enhance public awareness, and become better known among policing partners possibly through All Chiefs' bulletins.

70. Create guidelines for staff in making decisions regarding whether to issue, review, revoke, or add conditions to PALs [Possession and Acquisition Licences] to ensure consistency among staff and through time. Particular attention should be paid to red flags and risk factors around IPV[intimate partner violence], including where there is no conviction.

71. Require that a PAL is automatically reviewed when someone is charged with an IPVrelated offence.

72. Require PAL applicants and holders to report to the CFO in a timely manner any change in information provided in application and renewal forms submitted to the CFO, including when an individual with weapons restrictions comes to reside in their home.

73. Amend PAL application and renewal forms to require identification as a surety.

- Steps should be taken to promote standardization and quality control measures in data collection by police, as well as mandatory collecting of information by federal, provincial, and local police,
- This information should be publicly reporting on an annual basis.
- Information gathered could include:
 - disaggregated data on firearm death, injury and crime including gender, age, region and other pertinent characteristics;
 - types of firearms used (unrestricted, restricted (handguns) and others) and their sources (legal owner, diverted from legal owner, smuggled);
 - offender/ victim relationship (was the perpetrator known or unknown to the victim; if the perpetrator was known, what was his or her relationship to the victim);
 - firearm ownership and whether the person who used the gun was licensed;
 - the number of firearms-related investigations, charges and complaints;
 - a breakdown of the data by gender of suspect / victim; offence type; type of firearm; and demographic indicators such as age, educational level and income;
 - the steps and outcome of steps undertaken by police in response to a firearm related complaint, including the number of firearms removed from individuals following the expiry of a licence; the suspension of a licence; the revocation of a licence; and the issuance of an order in the criminal courts prohibiting an individual from possessing firearms; and
 - the outcome of tracing efforts in each case.

43. Recommendation C.26

PUBLIC HEALTH APPROACH TO GUN SAFETY

The Commission recommends that

- (a) The federal, provincial, and territorial governments should adopt legislation affirming that gun ownership is a conditional privilege.
- (b) The federal government should implement a nation-wide comprehensive public education campaign directed at increasing awareness of existing firearm-related laws and regulations, options for raising complaints and concerns, and the risks associated with firearms in the home, including risk factors associated with accidental injury, suicide, domestic violence, hate crimes, and diversion of lawfully owned guns.

- (c) The federal government should establish a national firearms hotline in consultation with communities, the gender-based violence advocacy and support sector, firearms regulations officers, and police services.
- (d) The federal government should work with the gender-based violence advocacy and support sector and healthcare professional organizations to develop a framework for the establishment of a duty of care to report concerns about potential violence and firearms.
- (e) The federal government should implement measures that support compliance with firearm storage laws, including subsidizing storage facilities in communities where this is a barrier to compliance.
- (f) Indigenous governments should implement measures to support compliance with firearm storage laws.

44. Recommendation C.27

RECORDS OF POLICE IMPERSONATION CASES

The Commission recommends that

The Canadian criminal intelligence database be amended to provide for the sharing and storing of police impersonation cases and that such cases be tracked in the Violent Crime Linkage Analysis System database.

45. Recommendation C.28

MANAGEMENT AND DISPOSAL OF POLICE UNIFORM AND ASSOCIATED KIT

The Commission recommends that

- (a) The RCMP and other police services should review their policies on the management and disposal of police uniform and associated kit to ensure they include proactive and effective measures to manage inventory and disposal including:
 - (i) a process for tracking items issued, returned, and destroyed; and
 - (ii) a process for verifying environmentally sound disposal.
- (c) The RCMP and police services should carry out a quality assurance review of their inventory and disposal systems within one year of the publication of this Report and on a triennial basis thereafter.
- (d) The RCMP implement the recommendations made in the July 2022 audit of the RCMP's equipment management processes.
- (e) The RCMP and other police services should ensure that when police officers retire or otherwise cease their roles as peace officers, they return all items of police uniform and kit, including ceremonial uniform and badges.

IMPLEMENTATION POINTS

- The practice of issuing veteran or retired member badges should cease immediately.
- Police services may make arrangements to return badges to members in good standing, after encasing them in a block of hard plastic of sufficient size to render the badge unusable.
- Police services should issue officers who retire or otherwise cease their work in good standing, after a minimum period of service, an appropriate veteran's blazer, clearly distinguishable from any police uniform (ceremonial or general duty) issued to currently working members.

(f) The RCMP should work with the RCMP Veterans Association to ask retired members to return items in their personal possession, including badges that have not been encased in plastic and uniforms.

IMPLEMENTATION POINTS

- Such badges may be encased in a block of hard plastic of sufficient size to render the badge unusable, and returned to the retired member.
- Police agencies should work with their veterans associations to ensure that retired officers in good standing have access to an appropriate veteran's blazer, if they wish to have one.

46. Recommendation C.29

REGULATING THE PERSONAL POSSESSION OF POLICE PARAPHERNALIA

The Commission recommends that

- (a) The Province of Nova Scotia amend the *Police Identity Management Act* to remove the exception for personal possession of ceremonial uniforms.
- (b) Other Canadian provinces and territories enact legislation equivalent to the Nova Scotia *Police Identity Management Act*.

47. Recommendation C.30

SALE OF DECOMMISSIONED VEHICLES

The Commission recommends that

- (a) The minister for public safety retain a moratorium on the sale of decommissioned RCMP vehicles to the public until a third-party review of the decommissioning process has been completed, any recommendations arising from this review have been implemented, and alternative avenues for disposal (such as transfer to other government agencies or other levels of government) have been pursued.

- (b) That if sales to the public are resumed, the RCMP should publicly report on an annual basis the number of vehicles sold and the net revenue raised by such sales.

IMPLEMENTATION POINTS

- Conscious of the environmental cost of scrapping vehicles that are in good condition, we encourage the minister of public safety and the RCMP to work with GCSurplus to investigate alternative means of retaining roadworthy vehicles within government fleets, even when they are no longer suitable for policing.
- The moratorium on selling RCMP vehicles to the public should be retained at least until a third-party review of the decommissioning process has been completed.

48. Recommendation C.31

GCSURPLUS TRACKING, TRAINING, AND OVERSIGHT

The Commission recommends that

- (a) GCSurplus and any company that performs a similar function of disposing of policing assets develop and implement a policy to identify, track, and report suspicious activity by buyers and potential buyers.
- (b) GCSurplus and any company that performs a similar function of disposing of policing assets train its warehouse employees to identify suspicious behaviours and follow this policy and provide management oversight of this role.

49. Recommendation C.32

PROMOTING AND SUPPORTING HEALTHY MASCULINITIES

The Commission recommends that

- (a) The federal government should develop and implement a national public health education and awareness campaign to promote healthy masculinities.
- (b) As part of the National Action Plan to End Gender-Based Violence, the federal government should support research, evaluation and knowledge exchange about promising practices to support healthy masculinities through primary prevention, strategies to intervene in and respond to the perpetration of gender-based violence, and to efforts to promote the recovery and healing of male perpetrators.
- (c) All Community Safety and Well-Being Councils (see Recommendation C.15) should integrate initiatives to promote and support healthy masculinities in primary prevention strategies, in strategies to intervene in and respond to the perpetration of gender-based violence, and in efforts to promote the recovery and healing of male perpetrators.

IMPLEMENTATION POINTS

- All strategies designed to promote and support healthy masculinities should centre diverse and intersecting identities, including Indigenous cultures and identities and should take anti-racist, anti-colonization, and anti-oppressive approaches.
- Following their appointment, the Gender-Based Violence Commissioner should be engaged in developing the federal initiatives (Recommendation V.17).

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50. Recommendation P.1

PRINCIPLES OF EFFECTIVE CRITICAL INCIDENT RESPONSE

The Commission recommends that

All Canadian police agencies should implement five principles of effective critical incident response:

1. Prepare for critical incidents before they happen, first by acknowledging that they can arise, by training personnel, and by establishing clear roles and responsibilities for critical incident response.
2. Recognize that every critical incident is unique, and therefore that training and preparation must equip first responders, communications (911) operators, supervisors, and commanders to make decisions and act in conditions of considerable uncertainty.
3. Ensure that planning, policies, and training include other agencies that will be involved in a critical incident response, fostering a culture of interoperability among emergency responders.
4. Recognize that affected community members are the “true first responders” to a critical incident, and that they will play a crucial role in any critical incident response including by providing information to police and communications operators. Police agencies should engage in clear, timely, and accurate public communications, including information that will help community members to protect themselves and others, during a critical incident.
5. Evaluate every critical incident response after it takes place, whether the response went well or not. Identify lessons learned, areas for improvement, and practices that should be emulated. All personnel who are involved in a critical incident response should be included in a post-incident evaluation. In turn, these lessons should be shared in purposeful and coordinated ways to ensure institutional and public learning.

51. Recommendation P.2

EMERGENCY OPERATIONAL PLANS

The Commission recommends that

The RCMP should ensure emergency operational plans are current and utilized throughout all divisions.

52. Recommendation P.3

CONSUMPTION OF ALCOHOL AND RECREATIONAL DRUGS

The Commission recommends that

The RCMP should amend its *Code of Conduct* to state clearly that members must have no alcohol or recreational drugs in their system while on duty, and that they must not report for duty or self-deploy if they have consumed alcohol or recreational drugs.

53. Recommendation P.4

SUPERVISION DURING A CRITICAL INCIDENT RESPONSE

The Commission recommends that

- (a) The RCMP should amend its policy to identify which non-commissioned officer will attend the scene of a critical incident response. This person must attend as soon as possible.
- (b) During a critical incident response, the name and rank of the person who holds command and the name and rank of the scene commander should be recorded in the incident log and broadcast frequently by radio.
- (c) Supervisors who have not been tasked with commanding the response should refrain from giving direction to responding members.

54. Recommendation P.5

ROLES AND RESPONSIBILITIES DURING A CRITICAL INCIDENT RESPONSE

The Commission recommends that

RCMP policies should be amended to make roles and responsibilities during a critical incident response clearer. In the period before a critical incident commander assumes command, ad hoc command of the response should be situated with a suitably experienced, properly trained, and appropriately resourced supervisor within the district command structure.

55. Recommendation P.6

FRONT-LINE SUPERVISOR TRAINING

The Commission recommends that

The RCMP should commission an external expert review of its initial critical incident response training for front-line supervisors (ICIR 100 and ICIR 200), to be completed within six months of the publication of this Final Report. This evaluation should be published on the RCMP's website.

IMPLEMENTATION POINTS

This review should assess:

- whether existing mandatory training adequately equips front-line supervisors to exercise initial command until an accredited critical incident commander takes command (noting that present RCMP practice means that it may be several hours before a critical incident commander assumes command);
- the rate of compliance with mandatory training requirements among front-line supervisors;
- whether the existing ICIR 200 course adequately equips front-line supervisors to exercise initial command until an accredited critical incident commander takes command; the rate of completion of ICIR 200 among front-line supervisors; and
- whether ICIR 200 should be mandatory for front-line supervisors, with or without amendments.

56. Recommendation P.7

BASIC COMMAND EQUIPMENT

The Commission recommends that

Every critical incident commander should have a “ready go duty bag” with them at all times when they are on call. This bag should contain necessary equipment including police radio, RCMP cellphone, laptop with access to RCMP Computerized Integrated Information and Dispatch System and mapping technology, charging cables, critical incident commander guidebook, and checklists.

57. Recommendation P.8

TRAINING FOR CRITICAL INCIDENT DECISION-MAKING

The Commission recommends that

The RCMP and other first-responding agencies should engage with appropriate experts and training institutions to incorporate “grim storytelling” and other skills of critical incident decision-making into basic and advanced training for police and communications operators. This training is especially important for critical incident commanders, risk managers, and front-line supervisors. These skills should be reinforced in critical incident command and emergency management courses and practised regularly.

58. Recommendation P.9

RAPID DEPLOYMENT OF CRITICAL INCIDENT COMMANDER

The Commission recommends that

The RCMP should put policies and standard operating procedures in place to ensure that an accredited critical incident commander with access to all relevant RCMP systems and infrastructure assumes command of a critical incident response as soon as possible after a critical incident begins, even if this means that the command post is physically distant from the critical incident.

IMPLEMENTATION POINTS

- In H Division, critical incident commanders should use the critical incident operations room in Dartmouth headquarters when this facility can be most rapidly stood up as a command post.
- The nearest detachment to the critical incident or another suitable place should be designated and staffed as a local coordination centre. Local commanders of other agencies (e.g., fire chiefs) should be directed to the local coordination centre, and a detachment supervisor should be in place to ensure that integrated command and shared situational awareness are maintained across agencies and locations.
- Moving to a model of remote command places even greater importance on the training and preparedness of front-line supervisors to act as scene commanders and local command. Districts should ensure that supervisors who are located in detachments are fully trained to exercise scene command, establish staging areas, establish a local coordination centre, and liaise effectively with other emergency responders and the remote critical incident commander.
- For a prolonged critical incident response, it may be appropriate for a critical incident commander to establish a local command post. In this circumstance, a second critical incident commander should be dispatched with all necessary equipment and support to that location, while the initial critical incident commander retains command from the remote command post.
- Media and public communication plans must ensure that the safety of media representatives, media liaison officers, and public communications staff is accounted for when local command locations, staging areas, and perimeters are established.

- The Incident Command System and Emergency Operations Centre models, presently used for integrated response to natural disasters and similar emergencies, may provide an appropriate model for this approach.

59. Recommendation P.10

CAPTURING INFORMATION FROM 911 CALLS

The Commission recommends that

All staff at the RCMP Operational Communications Centre and staff at other public safety answering points should have access to 911 call recordings at their desk and be trained in how to play calls back.

IMPLEMENTATION POINT

- Standard operating procedures should encourage call-takers, supervisors, and risk managers to review calls whenever it may assist them to glean more information or review the completeness of the incident activity log.

60. Recommendation P.11

INCIDENT LOGGING SOFTWARE

The Commission recommends that

The RCMP should review its incident logging software to ensure that it allows call-takers and dispatchers to capture all information, and that standard operating procedures ensure that Operational Communications Centre staff members are able to capture all relevant information, even for complex incidents. These procedures should be scalable so that, during a critical incident, communications operators are following the same procedures they follow for more routine calls.

61. Recommendation P.12

CALL-TAKER TRAINING AND STANDARD OPERATING PROCEDURES

The Commission recommends that

- (a) The RCMP and Nova Scotia Emergency Management Office should review call-taker recruitment and training to ensure that 911 call-takers are trained to capture all information shared by a community member as fully and accurately as possible, and to listen for background noises or information that may also be important for first responders.

- (b) RCMP dispatchers should be trained and standard operating procedures should require that information obtained by call-takers be shared using standard language that signifies the source of the information (e.g., caller says she saw the person carrying a gun; call-taker heard possible gunshots in the background of the call). Important information should be shared repeatedly, and updates or conflicting information should routinely be identified.

62. Recommendation P.13

RESPONSIBILITIES TO 911 CALLERS

The Commission recommends that

- (a) The RCMP Operational Communications Centre training and procedures should be amended to emphasize the ethic of care for 911 callers and the central role played by 911 call-takers in eliciting important information from callers and helping community members to stay safe and share information even when they are injured or terrified.
- (b) The RCMP instruction to call-takers, issued after the April 2020 mass casualty, to end the conversation with callers who can't see a perpetrator during a critical incident response should be reversed in favour of a policy that gives equal weight to strategies for obtaining relevant information about all aspects of a critical incident including, for example, the location of injured community members and advising callers about steps that will help keep them safe.

63. Recommendation P.14

EFFECTIVE USE OF POLICE RADIOS

The Commission recommends that

- (a) The RCMP should
- (i) commission and publicly share an international evaluation of best practices in radio transmission and incorporate the results of this evaluation into its training, policies, and practices;
 - (ii) conduct a holistic review of radio training for members, supervisors, and dispatchers, including the means by which changes in policy, procedure, and equipment are communicated and implemented;
 - (iii) prepare plans for managing radio communications during large-scale critical incident responses;
 - (iv) evaluate radio and uniform design to ensure that the Emergency Request to Talk (ERTT) button is accessible when it is needed; and
 - (v) incorporate radio use and challenges with radio communication into scenario-based and tabletop training.

(b) RCMP leadership, supervisors, and Operational Communications Centres should

(i) emphasize effective radio use and adherence to proper radio protocols at all times to ensure that good practices are routine; and

(ii) conduct an annual assessment of division-wide compliance with training and policy.

IMPLEMENTATION POINTS

- RCMP radio protocol should
 - require that the speaker identify themselves by name, rank, and role if relevant; and
 - identify the intended recipient of the transmission, deliver the message, and await confirmation of receipt by the intended recipient.
- Any upgrades to radio technology should be accompanied by member-wide training and practice.

64. Recommendation P.15

AIR SUPPORT

The Commission recommends that

- (a) The RCMP should establish partnerships with other agencies to ensure that air support is available whenever necessary to a critical incident response. These agencies should be included in future training and preparation for critical incident response to ensure that they are able to provide the support required.
- (b) The RCMP should adopt a single air support call-out process, to ensure that initial critical incident commanders do not waste time and attention looking for alternative sources of air support.

65. Recommendation P.16

INTEROPERABILITY DURING CRITICAL INCIDENT RESPONSE

The Commission recommends that

- (a) Clear protocols for unified command posts and agency roles and responsibilities should be established among all agencies involved in critical incident response.
- (b) All emergency response agencies in Nova Scotia should be given access to encrypted radios while responding to a critical incident, even if these radios are loaned for the duration of that response. Emergency responders must be given the opportunity to train with these radios on a regular basis so that they are familiar with their use, when needed.

- (c) Interagency scenario-based and tabletop exercises should be incorporated into existing agency training wherever possible. If this is not possible, agencies should regularly make time for dedicated interagency training.

66. Recommendation P.17

PUBLIC COMMUNICATION DURING CRITICAL INCIDENTS

The Commission recommends that

- (a) The RCMP should amend its policies, procedures, and training to reflect the approach recommended in the 2014 MacNeil Report about the RCMP's response to the Moncton Mass Casualty; that is, that the RCMP should activate public communications staff as part of the critical incident package.

IMPLEMENTATION POINTS

- The responsibility to prioritize and engage public communications staff must be clearly allocated.
 - A public communications officer should be embedded within the command post.
 - Effective implementation of this recommendation requires far more than an email to RCMP employees.
- (b) The RCMP should train critical incident commanders and front-line supervisors in their responsibilities to provide timely and accurate public communications about a critical incident. This responsibility should be stated within RCMP policies and procedures.
- (c) The RCMP should fully integrate public communications into its approach to critical incident response, including training and tabletop scenarios, and communications officers should train and practise alongside other members of the command group.

IMPLEMENTATION POINTS

- Procedures for approving the timing and content of public communications should be set out in standard operating procedures and regularly practised.
 - Strategic communications units should extend their template communications database to address a wider range of content and potential scenarios. This database should be continually updated on the basis of new incidents and insights from training and practice.
- (d) Consistent with their legal duty to warn the public, police agencies should disseminate public information using methods that ensure that public communications reach those who are most affected by an incident in a timely manner. When choosing communications strategies, police agencies should attend to matters of equity and substantive equality, including demographic differences in the use of social media platforms, as well as the accessibility of reliable internet and cell service.

IMPLEMENTATION POINTS

- Effective public communications may require different strategies in different circumstances, or for different sectors of the community.
- When a public communication is issued about a critical incident or similar event, the strategic communications unit should conduct a post-incident review of the timeliness, accuracy, reach, and effectiveness of the public communication.

67. Recommendation P.18

ISSUING PUBLIC WARNINGS

The Commission recommends that

- (a) When an active threat to the public exists, police agencies should share the best available information about the nature of the threat and how to remain safe with the public as soon as possible. Police agencies should be prepared to correct or update information as necessary.
- (b) Police and emergency services agencies should tailor the means by which public warnings are issued to the location, scale, and duration of a threat. Police and emergency services agencies should ensure that public warnings reach as many community members within an at-risk population as possible.

68. Recommendation P.19

TRAINING PERSONNEL TO ISSUE PUBLIC WARNINGS

The Commission recommends that

The training police agencies give to critical incident commanders and risk managers should emphasize the duty to issue public warnings and equip these personnel with tools to identify when a public warning is necessary and to decide how best to issue that warning.

69. Recommendation P.20

ADDRESSING MYTHS AND STEREOTYPES ABOUT COMMUNITY RESPONSES TO PUBLIC WARNINGS

The Commission recommends that

The RCMP and the Canadian Police College should incorporate material that identifies and counters the operation of myths and stereotypes about community responses to critical incidents into immediate action rapid deployment training, initial critical incident response training, and Canadian Police College training for critical incident commanders.

70. Recommendation P.21

NON-URGENT PUBLIC INFORMATION LINE

The Commission recommends that

The Nova Scotia Emergency Management Office should work with Nova Scotia police agencies to establish a phone line and website that can be used by community members to report non-urgent information during a critical incident and to obtain further information about how to respond to a public warning. Information about this facility should become a standard inclusion in public warnings about critical incidents.

71. Recommendation P.22

PUBLIC EDUCATION ABOUT PUBLIC WARNINGS

The Commission recommends that

The Nova Scotia Emergency Management Office and Nova Scotia police agencies should engage in a public education campaign, including in schools, to increase public awareness about public warnings and public understanding of how to respond to these warnings.

72. Recommendation P.23

OPERATIONAL DEBRIEF AND AFTER-ACTION REPORT

The Commission recommends that

The RCMP should implement policies and procedures to require an operational debrief and after-action report for any critical incident response that required the active engagement of a critical incident commander.

IMPLEMENTATION POINTS

The policies and procedures should include the following:

- The commanding officer of the division will direct in writing that the operational debrief process is engaged and assign a commissioned officer to oversee the completion of an operational debriefing and to prepare an after-action report.
- A supervisor who possesses the skills and training to conduct operational debriefings will be assigned to facilitate these sessions, and the debriefing will include all employees who played a part in a critical incident response.
- A written summary of the operational debrief must be submitted by the assigned supervisor of the operational debrief to the commissioned officer who has been appointed to oversee this process and produce the after-action report.

- A comprehensive after-action report should be produced by the assigned commissioned officer. This after-action report should highlight any risk areas for immediate action.
- The after-action report should be submitted to the commanding officer within 30 days of the event occurring. In the event that the 30-day timeline is not met, approval in writing is required by the commanding officer with a stated due date.
- The commanding officer should address any risk areas identified in the after-action report for immediate action, including any updates to relevant policy, procedures, and training, as soon as practicable. Reporting on implementation of these items should be a standing item on monthly bilateral meetings so that progress can be monitored and roadblocks addressed.
- The after-action report and a written response from the commanding officer should be shared within 60 days of the critical incident with every employee who participated in the critical incident response, with the RCMP Operational Readiness and Response Unit, and with the deputy commissioner of contract and Indigenous policing for their situational awareness and institutional review.
- Where the commanding officer or deputy commissioner of contract and Indigenous policing identifies the need for an after-action review, that review should be commissioned within 90 days of the critical incident. A copy of the after-action report and written summary of the operational debriefing should be shared with the independent reviewer.

73. Recommendation P.24

PUBLIC REPORTING ON CRITICAL INCIDENT RESPONSE

The Commission recommends that

The RCMP should prepare and publish an annual report that explains what the RCMP has learned from operational debriefings and what changes it has made in response to after-action reports in the previous year. This report should provide an amount of tactical and operational information similar to that provided by other agencies; for example, ALERRT (Advanced Law Enforcement Rapid Response Training) Center reports and (US) National Policing Institute reports such as the Orlando Pulse nightclub report.

74. Recommendation P.25

AFTER-ACTION REVIEW OF MASS CASUALTY INCIDENTS

The Commission recommends that

Within 90 days of a mass casualty incident occurring, the RCMP should initiate an after-action review to be conducted by an arm's length reviewer.

IMPLEMENTATION POINTS

- This review should be commissioned by the deputy commissioner of contract and Indigenous policing and should supplement, not replace, the process set out for operational debriefings and after-action reports.
- The after-action review should be completed and published within six months of being commissioned. If this deadline cannot be met, the RCMP should provide a detailed public rationale.
- After-action reviews should provide a similar amount of tactical and operational information to that provided by agencies in other jurisdictions; for example, in ALERRT (Advanced Law Enforcement Rapid Response Training) Center reports and (US) National Police Institute reports such as the Orlando Pulse nightclub report.

75. Recommendation P.26

PUBLIC COMMUNICATIONS AFTER A CRITICAL INCIDENT

The Commission recommends that

- (a) The RCMP's national communications policies should be revised to state clearly that the objective of the RCMP's public communications is to provide accurate information about the RCMP's operations, and in particular to respond to media questions in a timely and complete manner. This principle should be limited only by legal restrictions (e.g., privacy laws) and the minimum withholding necessary to protect the integrity of ongoing investigations.

IMPLEMENTATION POINTS

- RCMP employees should work toward the goal of sharing as much information as possible and as quickly as possible.
- Where information is withheld to protect the integrity of an ongoing investigation, that information must be publicly shared as soon as investigative needs no longer apply.
- Where inaccurate information is provided, a public correction must be issued as soon as the error is identified.

- (b) RCMP policy and guidance should be amended to require personnel in national headquarters to assist divisional personnel with the operational and communications demands that arise after a complex critical incident or an emergency of similar scale.

IMPLEMENTATION POINTS

- When an incident has had a significant impact on divisional personnel or goes beyond the normal operations of the division, standard operating procedures should provide for additional resources to be assigned immediately to permit accurate and timely information to be conveyed to the public and to support internal briefing.

- National headquarters staff should respect pre-established reporting structures when seeking information from and issuing directions to divisional staff.

(c) The draft “RCMP Crisis Communications Reference Guide and Standard Operating Procedures” should be revised to reflect the findings and recommendations of this Report and it should be reviewed annually thereafter. This document should form the basis for mandatory training for RCMP communications personnel and officers who perform a public-facing role as spokesperson or liaison officer. These personnel should be required to review the guide regularly, and their performance should be evaluated in part by their demonstrated compliance with policy and with the principles set out in the guide.

76. Recommendation P.27

SERIOUS INCIDENT RESPONSE TEAM INVESTIGATORS AND SPECIALIZED SERVICES

The Commission recommends that

Whenever feasible, the Serious Incident Response Team (SiRT) should perform its work using investigators and specialized services from an agency separate from the one that employs the officer who is the subject of the investigation. If this is not feasible, the decision to use investigators or specialized services from the police agency that employs the subject officer should be made by the SiRT’s civilian director. In writing, and at the time when the decision is made, the SiRT director should document the reasons why using resources from the agency that employs the subject officer is necessary.

77. Recommendation P.28

SERIOUS INCIDENT RESPONSE TEAM CONTROL OF CRIME SCENES AND EVIDENCE

The Commission recommends that

(a) The *Police Act* and *Serious Incident Response Team Regulations* be amended to clarify that

(i) the SiRT has exclusive control over investigations of serious incidents involving police; and

(ii) when the SiRT assumes responsibility for an investigation, the SiRT will immediately assume command of all activities related to the scene, exhibits, investigation, and direction of resources.

(b) Where a police agency, including the RCMP, requires access to a crime scene or exhibit in order to pursue a parallel criminal investigation, that access should be managed in accordance with protocols set by the SiRT.

(c) RCMP *H Division Operational Manual* Chapter 54.1 should be amended to reflect the *Police Act* and *Serious Incident Response Team Regulations*, including the above principles.

78. Recommendation P.29

KNOWING WHAT TO DO WHEN SERIOUS INCIDENT RESPONSE TEAM JURISDICTION ARISES

The Commission recommends that

- (a) RCMP members in supervisory positions should know what steps they must take when a member discharges a firearm or is otherwise involved in a serious incident that attracts Serious Incident Response Team jurisdiction. This includes knowing:
 - (i) who is responsible for reporting a serious incident;
 - (ii) how to make such a report;
 - (iii) the timeline on which such a report must be made;
 - (iv) what information the reporting officer must obtain and provide to SiRT about the incident; and
 - (v) to separate involved members (both witnesses and subject members) immediately after a serious incident occurs.
- (b) Any failure to follow these procedures should be documented in writing by the RCMP, and a copy of that document should be provided to the SiRT.
- (c) The RCMP should ensure that H Division members receive training in applicable legislation, RCMP policy, and their obligations and rights with regard to SiRT investigations. This instruction should be incorporated into annual use of force / incident response requalification training.
- (d) Supervisory training courses and annual use of force / incident response curriculum should include instruction on legislation, RCMP policy, members' obligations and rights, and requirements of supervisors with regard to SiRT investigations.

79. Recommendation P.30

PROVIDING SUPPORT TO SERIOUS INCIDENT RESPONSE TEAM WITNESSES

The Commission recommends that

The Serious Incident Response Team establish or revise its procedures to ensure that witnesses and other individuals affected by serious incidents involving the police are provided with updates about the progress of the SiRT investigation and are referred to available support services.

80. Recommendation P.31

RCMP LIAISON WITH THE SERIOUS INCIDENT RESPONSE TEAM

The Commission recommends that

- (a) RCMP H Division policy should be amended to provide that all RCMP communications and coordination with the Serious Incident Response Team regarding an ongoing investigation must occur through a designated RCMP liaison, who must be a commissioned officer and trained in the responsibilities and expectations of this role. The SiRT should also implement a corresponding policy requiring its investigators not to communicate about ongoing SiRT investigations with members of the subject police agency besides that agency's designated liaison person.
- (b) The only purpose for which any other RCMP member may communicate directly with SiRT about an ongoing investigation is when giving a statement or witness interview, which must be coordinated through the RCMP Liaison Officer.

81. Recommendation P.32

SERIOUS INCIDENT RESPONSE TEAM PROTOCOL FOR INFORMATION EXCHANGE WITH POLICE AGENCIES

The Commission recommends that

- (a) The Serious Incident Response Team should adopt a protocol that it will not meet with members of the police agency that employs a subject officer to exchange information about an ongoing investigation.
- (b) The SiRT should also adopt a protocol that sets out how information will be exchanged when two agencies are engaged in parallel criminal investigations. Any such exchange of information must occur in writing.
- (c) While a SiRT investigation is ongoing, the SiRT should not share information with the agency that employs the subject police officer(s) for the purposes of an internal investigation conducted by that agency, including internal conduct or workplace investigations.

82. Recommendation P.33

EXPERT WITNESS RETAINED BY THE SERIOUS INCIDENT RESPONSE TEAM

The Commission recommends that

The Serious Incident Response Team should adopt written protocols for the identification and retention of experts in its investigations. These protocols should reflect Canadian legal principles with respect to the reliability and independence of expert witnesses.

83. Recommendation P.34

SERIOUS INCIDENT RESPONSE TEAM RESOURCES

The Commission recommends that

The Province of Nova Scotia should undertake a review of the Serious Incident Response Team's budget and staffing complement to ensure it can fully exercise its investigative responsibilities and perform its public accountability function and maximize its contribution to enhanced confidence in policing in Nova Scotia.

84. Recommendation P.35

SERIOUS INCIDENT RESPONSE TEAM REPORTS

The Commission recommends that

- (a) Section 9 of the *SiRT Regulations* should be amended to adopt the language set out in section 34 of the Ontario *Special Investigations Unit Act*. This amendment will ensure that the SiRT's public reports in instances where no charges are laid provide sufficient information to allow the public to understand why SiRT has reached its conclusion and to evaluate that outcome.
- (b) Starting immediately, all SiRT reports in which criminal charges are not laid against the subject police officer should be drafted with sufficient detail and analytical transparency to allow the public to understand and evaluate the director's reasoning and conclusions.

85. Recommendation P.36

PRINCIPLES OF POLICING

The Commission recommends that

All levels of government and Canadian police agencies adopt the following principles of policing, as framed by Dr. Ian Loader, "In Search of Civic Policing: Recasting the 'Peelian' Principles" (2016):

1. The basic mission of the police is to improve public safety and well-being by promoting measures to prevent crime, harm and disorder.
2. The police must undertake their basic mission with the approval of, and in collaboration with, the public and other agencies.
3. The police must seek to carry out their tasks in ways that contribute to social cohesion and solidarity.
4. The police must treat all those with whom they come into contact with fairness and respect.
5. The police must be answerable to law and democratically responsive to the people they serve.
6. The police must be organized to achieve the optimal balance between effectiveness, cost-efficiency, accountability and responsiveness.

7. All police work should be informed by the best available evidence.
8. Policing is undertaken by multiple providers, but it should remain a public good.

These principles should govern how police do their work and how they are accountable for the work they do.

86. Recommendation P.37

TAKING RESPONSIBILITY

The Commission recommends that

- (a) The RCMP adopt a policy of admitting its mistakes, accepting responsibility for them, and ensuring that accountability mechanisms are in place for addressing its errors. This policy should apply at every level of the institution.
- (b) The demonstrated capacity to accept responsibility for one's errors should be a criterion for any promotion within the RCMP.

87. Recommendation P.38

MINISTERIAL DIRECTIONS TO THE RCMP COMMISSIONER

The Commission recommends that

- (a) Federal Parliament should amend section 5(1) of the *RCMP Act* to provide:

The Governor in Council may appoint an officer, to be known as the Commissioner of the Royal Canadian Mounted Police, to hold office during pleasure, who, **subject to this Act and any written directions of the Minister, is responsible for** the control and administration of the Force.

- (b) The *RCMP Act* be further amended to include the following provisions:

- (a) The Minister must cause a copy of any such written direction given to the Commissioner to be:

(i) published in the *Canada Gazette* within eight days of the date of the direction; and

(ii) laid before the Senate and the House of Commons within six sitting days of the direction if Parliament is then in session, or, if not, within six sitting days after the commencement of the next session of Parliament.

- (b) No Ministerial direction may be given to the Commissioner in relation to the appointment, transfer, remuneration, discipline, or termination of a particular person.

88. Recommendation P.39

POLICIES GOVERNING THE ROLES AND RESPONSIBILITIES OF THE RCMP AND MINISTER OF PUBLIC SAFETY

The Commission recommends that

- (a) The RCMP and the minister of public safety should adopt complementary written policies that set out their respective roles, responsibilities, and mutual expectations in police / government relations. These policies should adopt the principles and findings on police / government relations outlined in Chapter 10 of Volume 5, Policing, of this Report, including specific provisions on the following issues:
 - (i) police operational responsibilities;
 - (ii) government policy responsibilities;
 - (iii) policy of operations; and
 - (iv) information exchanges between the RCMP and the government.
- (b) These policies should be posted on the RCMP and the Public Safety Canada websites.

89. Recommendation P.40

PROTECTING POLICE OPERATIONS

The Commission recommends that

The RCMP should establish policies and procedures to protect incident commanders, investigators, and front-line members from exposure to direct government intervention or advice.

90. Recommendation P.41

ADVICE OF THE MANAGEMENT ADVISORY BOARD

The Commission recommends that

- (a) Federal Parliament should amend Section 45.18(3) of the *RCMP Act* to provide that:

The Management Advisory Board must provide the Minister with a copy or a summary of any advice, information, or report that it provides to the Commissioner, within eight days of providing that advice.

(b) Federal Parliament should add a new subsection, 45.18(4), to the *RCMP Act* to provide that:

The Minister must cause a copy of any document provided by the Management Advisory Board pursuant to section 45.18(3) to be:

(a) published on the website of Public Safety Canada; and

(b) laid before the Senate and the House of Commons within six sitting days of the direction if Parliament is then in session, or, if not, within six sitting days after the commencement of the next session of Parliament.

91. Recommendation P.42

INTERNAL INVESTIGATION OF PUBLIC COMPLAINTS

The Commission recommends that

(a) The RCMP allocate sufficient resources to the RCMP Professional Responsibility Unit to ensure that it has the capacity to conduct investigations into public complaints.

(b) The RCMP should not assign public complaints to the direct supervisor of a member who is the subject of a public complaint or to investigators within the same program as a subject member.

92. Recommendation P.43

CIVILIAN REVIEW AND COMPLAINTS COMMISSION PROCESS

The Commission recommends that

(a) Federal Parliament amend the *RCMP Act* to specify:

(i) timelines for the RCMP commissioner to conduct an initial investigation and attempt to resolve public complaints, and to respond to CRCC interim reports; and

(ii) a requirement for the RCMP to publicly report annually on the implementation of CRCC recommendations.

(b) The federal minister for public safety issue a written direction to the commissioner of the RCMP to prioritize the timely investigation of public complaints at the initial stage of the CRCC process and to work to resolve these complaints where possible at the initial stage.

93. Recommendation P.44

CIVILIAN REVIEW AND COMPLAINTS COMMISSION FUNDING AND POWERS

The Commission recommends that

- (a) The Government of Canada ensure that the Civilian Review and Complaints Commission has sufficient stable funding to fulfill its mandate. In particular, in addition to reviewing public complaints, it must be able to conduct systemic investigations and public interest investigations as it deems necessary, and to explore alternative complaint resolution mechanisms, such as Indigenous legal approaches to dispute resolution.
- (b) The minister for public safety issue a written direction to the RCMP commissioner that RCMP employees should support efforts by the Civilian Review and Complaints Commission to explore alternative complaint resolution mechanisms.

94. Recommendation P.45

COMMUNITY INVOLVEMENT IN SENIOR RECRUITMENT

The Commission recommends that

- (a) Provincial ministers and municipal chief administrative officers should discharge their responsibility under the Provincial Police Services Agreement and the Municipal Police Services Agreement to ensure that they and the community are consulted on the selection of detachment commanders.
- (b) The RCMP should facilitate this consultation by ensuring that the provincial minister or the municipal chief officer (as applicable) receives timely notice of a pending change in detachment commander.

95. Recommendation P.46

IMPLEMENTING THE 2007 BROWN TASK FORCE RECOMMENDATIONS

The Commission recommends that

The RCMP implement the following recommendations that were made by the Brown Task Force in 2007:

Recommendation 41 - Delegation of Decision Making with Respect to Contract Policing

The RCMP should examine and review its approval authorities to ensure that those closest to operational police activity have the requisite authority to make decisions in a timely manner.

Recommendation 42 - Contract Partner Participation Headquarters should give greater weight to the views and priorities of contracting authorities and should involve them in a more meaningful way in decisions that have an impact on their jurisdictions.

Recommendation 44 – Roles and Responsibilities of Headquarters The RCMP should develop a written mandate defining the roles and responsibilities of headquarters and its relationship with its divisions.

96. Recommendation P.47

ADDRESSING CONCERNS ABOUT POSITION VACANCIES

The Commission recommends that

The RCMP should adopt a system that ensures that contracting provinces and territories receive the active service of the number of members for which they have contracted. The RCMP should ensure that temporary vacancies are filled to ensure that appropriate coverage is provided in contract jurisdictions.

97. Recommendation P.48

ENSURING ADEQUATE FIELD SUPERVISION

The Commission recommends that

The RCMP should ensure that general duty members in rural areas have adequate field supervision and that trained supervisors are available to provide scene command when needed. In smaller districts or detachments, this supervision may be achieved through an on-call rotation for corporals and sergeants. Risk managers, who provide remote supervision, do not fulfill this requirement.

98. Recommendation P.49

A COMPREHENSIVE EXTERNAL REVIEW OF THE RCMP

The Commission recommends that

The federal minister of public safety commission the in-depth, external, and independent review of the RCMP recommended by Mr. Bastarache in his 2020 report *Broken Dreams, Broken Lives*. In addition to examining the matters raised by Mr. Bastarache, this review should specifically examine the RCMP's approach to contract policing and work with contract partners, and also its approach to community relations.

99. Recommendation P.50

RESTRUCTURING THE RCMP

The Commission recommends that

After obtaining the external review recommended here, Public Safety Canada and the federal minister of public safety establish clear priorities for the RCMP, retaining the tasks that are suitable to a federal policing agency, and identifying what responsibilities are better reassigned to other agencies (including, potentially to new policing agencies). This may entail a reconfiguration of policing in Canada and a new approach to federal financial support for provincial and municipal policing services.

100. Recommendation P.51

REWRITE AND PUBLISH RCMP POLICIES

The Commission recommends that

- (a) The RCMP should adopt a systematic approach to policies, procedures, plans, and other guidance materials for its Contract and Indigenous Policing business line:
 - (i) Existing policies should be rewritten to provide concise, evidence-based, meaningful guidance to RCMP members and employees about core functions.
 - (ii) Policies and other guidance documents should reflect – and refer to – Canadian legal principles that guide the exercise of police powers. Gaps and duplication within policies should be eliminated.
 - (iii) An institutional process of reviewing policies and guidance documents when training or institutional practice changes should become routine.
- (b) The RCMP should post on its public website, as soon as feasible and on an ongoing basis, up-to-date copies of those policies and standard operating procedures that govern the interaction of police with the public, the manner in which policing services are provided to the public, and public communications.
- (c) Where a policy or procedure or a portion of a policy or procedure is deemed confidential, the RCMP should post a public description of each exempted section and the reason why it has been deemed confidential.

101. Recommendation P.52

ROLE OF RCMP CONTRACT PARTNERS AND DIVISIONS IN POLICY

The Commission recommends that

- (a) The RCMP should consult contract partners before and throughout the amendment or adoption of policies that affect the delivery of policing services in contract jurisdictions.
- (b) RCMP divisions and detachments should be afforded sufficient resources and discretion under policy:
 - (i) to consult with contract partners and community representatives about how RCMP policy will be interpreted; and
 - (ii) to create operational plans, standard operating procedures, and other guidance documents, in consultation with contract partners, that reflect community resources, local policing objectives, and priorities.

102. Recommendation P.53

ADEQUATE POLICE SERVICES IN RURAL AND REMOTE COMMUNITIES

The Commission recommends that

Where necessary, provincial, territorial, and federal governments must provide financial support to municipalities and local communities including Indigenous communities for the provision of adequate policing services within rural and remote communities.

103. Recommendation P.54

REVITALIZING RURAL POLICING

The Commission recommends that

- (a) The RCMP should establish an attractive career stream for members who wish to develop a specialization in rural or remote policing:
 - (i) members should have the opportunity to remain in communities where they are serving effectively and where the community supports their continuation, while progressing within their careers; and
 - (ii) potential leaders should also be given the opportunity to pursue further training, including higher education, on matters of particular relevance to rural policing.
- (b) The RCMP should ensure that members with current operational experience and expertise in rural and remote communities are represented at all levels of decision-making within RCMP Contract and Indigenous Policing.

104. Recommendation P.55

COMMUNITY ORIENTATION FOR NEW MEMBERS

The Commission recommends that

(a) Every rural and remote detachment should work with its local community to prepare an orientation program for members who are new to the district.

IMPLEMENTATION POINTS

- All members transferred into a new district or detachment should complete this orientation program within six months of their assignment.
- When possible, this orientation program should include an introduction to other community safety providers such as healthcare providers and women's shelters.
- Whether such meetings are possible or not, new members should receive a package containing details about local service providers, the services they offer, and how they can be contacted when needed.

(b) The RCMP should also establish national standards for the institutional orientation that must be given to any member who transfers between divisions or districts.

IMPLEMENTATION POINTS

These national standards should address:

- completing the local orientation program;
- reviewing policies and standard operating procedures relevant to the member's area of responsibility;
- understanding local command structure, roles, and responsibilities;
- completing training with respect to local or divisional resources (such as radio and communications systems) and local culture and history (such as training programs that relate specifically to local Indigenous or African Nova Scotian communities);
- reviewing applicable legislation and bylaws including, for example, rules relating to matrimonial property on Indigenous reserves; and
- acquiring a knowledge of the local geography – for example, by attending calls and community events across the area served by that detachment.

105. Recommendation P.56

MODERNIZING POLICE EDUCATION AND RESEARCH

The Commission recommends that

- (a) The RCMP phase out the Depot model of RCMP training by 2032 and the RCMP consult with the Métis and Saskatchewan Federation of Sovereign Indigenous Nations with respect to how the land and the facility should be used in the future.
- (b) Public Safety Canada work with provinces and territories to establish a three-year degree-based model of police education for all police services in Canada.

IMPLEMENTATION POINTS

- Implementing police education programs may entail partnering with existing institutions of higher education, and will require collaboration between ministries of higher education and research and federal, provincial, and territorial ministers responsible for policing.
 - The new model of police education should be research-based, allow students the opportunity to participate in research, and lead candidates to a three-year bachelor's degree in policing.
 - Attention should be paid to ensuring that the new model is accessible and culturally responsive to women, Indigenous students, and other groups that have historically been underrepresented in and underserved by police in Canada. Offering financial support to qualified candidates from these groups may help to attract a more diverse group of policing students. The new police education model should adhere to national standards, but it should be offered on several campuses in different Canadian regions. These campuses will likely be affiliated with existing universities or colleges.
 - Ideally, at least one campus should be established in the Atlantic region and one in northern Canada.
 - Public Safety Canada should consult with the Finnish Police University College and Finnish Police in the design of this program.
- (c) Public Safety Canada and the RCMP should integrate the Canadian Police College into the new police university system subject to the same governance as other institutions in that system.
 - (d) Responsible ministers and police boards should issue written directions to police services to collaborate with universities on research and programming and in the development of evidence-based policies and procedures.

106. Recommendation P.57

USE OF FORCE

The Commission recommends that

The Government of Canada and the RCMP should replace the existing use of force provision in the RCMP *Code of Conduct* with the principles set out in sections 2 to 9 of the Finnish *Police Act*.

107. Recommendation P.58

CONFLICT RESOLUTION SKILLS

The Commission recommends that

- (a) The RCMP make in-person conflict resolution training mandatory for all RCMP members before promotion to the rank of staff sergeant or above, and before promotion to an equivalent civilian position.

IMPLEMENTATION POINT

The RCMP should contract with an external training provider that has an established track record in delivering effective conflict resolution training until such time as a culture of conflict resolution becomes engrained and its internal capacity to deliver effective internal conflict resolution training is established.

- (b) The RCMP make demonstrated conflict resolution skills a criterion for promotion to all RCMP leadership positions.

108. Recommendation P.59

RCMP MANAGEMENT CULTURE

The Commission recommends that

- (a) Within six months of the publication of this Report, the RCMP commissioner provide to the responsible minister and the Management Advisory Board, and publish on the RCMP website, a document that explains the criteria on which the RCMP presently selects, develops, recognizes, and rewards its commissioned officers and those in equivalent civilian roles. This document should include a detailed explanation of the following:
 - (i) how the RCMP will change these criteria to disrupt the unhealthy aspects of the RCMP's management culture; and
 - (ii) what other steps are being taken to address the unhealthy aspects of the RCMP's management culture that are identified in this Report, in the Bastarache Report, and by the Brown Task Force.

- (b) Starting no later than one year after publication of this Report, the Commissioner should provide semi-annual written updates to the responsible minister and the Management Advisory Board on its progress in addressing the recommendations made in this Report. These updates should include timelines for the achievement of each milestone and should also be posted to the RCMP website.

109. Recommendation P.60

PROVIDING MENTAL HEALTH CARE TO NOVA SCOTIANS

The Commission recommends that

- (a) The Province of Nova Scotia should establish a comprehensive and adequately funded model of mental health care service provision for urban and rural Nova Scotians. This model should include first response to those in mental health crisis and continuing community support services to prevent mental health crises from arising or recurring.
- (b) The federal government should subsidize the cost of these services at a minimum proportion equal to the proportion to which it subsidizes RCMP policing services.

IMPLEMENTATION POINTS

- We do not make a recommendation about the specific model of mental health care to be adopted, but encourage the provincial government to consult and engage with community stakeholders in choosing the appropriate model, and to make evidence-based decisions that are informed by a diverse representation of community members.
 - Regardless of the model chosen, these decisions should prioritize dignity and care within a mental health care framework over a criminal justice response.
- (c) A certified mental health specialist should be embedded in the 911 public safety answering point locations across the province and available on call 24/7 to assist with assessing and triaging mental health calls.

IMPLEMENTATION POINTS

- This specialist may both ensure community members are connected with the appropriate non-police allied community safety agency and provide guidance to police responders when they must respond in person.
- This resource is especially important in rural areas where mental health teams may not be an available resource on the ground in a reasonable response time period.
- The comprehensive model should encompass consideration of how 911 standard operating procedures should be updated to reflect that mental health service providers are most often the more appropriate first responders to mental health calls, but that police will be dispatched to these calls when the mental health service provider indicates that this is necessary.

110: Recommendation P.61

POLICE GOVERNANCE IN NOVA SCOTIA

The Commission recommends that

(a) The provincial Department of Justice design and provide mandatory standard training in police governance.

IMPLEMENTATION POINTS

This training should be mandatory for:

- every municipal police chief, H Division RCMP commanding officer, and detachment commander;
- provincial and municipal civil servants whose work includes the administration of police; and
- police board members and police advisory board members.

This training should:

- address the governance, oversight, and democratic accountability functions of police boards and police advisory boards;
- incorporate the eight principles of policing;
- address findings, lessons learned, and recommendations set out in this report, the Marshall Report, the Ipperwash Report, the Morden Report, the Thunder Bay Police Services Report, the Epstein Report, the Wortley Report, and the Public Order Emergency Commission Report; and
- explain the respective roles and responsibilities of board members, police leaders, and civil servants.

(b) The Nova Scotia Department of Justice should prepare a police board manual and police advisory board manual.

IMPLEMENTATION POINTS

This manual should:

- be published on the Nova Scotia Department of Justice website;
- address the governance, oversight, and democratic accountability functions of police boards and police advisory boards; and
- set out the roles and responsibilities of board members, police leaders, and civil servants.

- (c) Municipalities should provide adequate funding to police boards to permit them to conduct independent research, seek legal advice, maintain records, and otherwise discharge their governance role.
- (d) Municipalities and the Province of Nova Scotia should ensure that police boards and police advisory boards are fully staffed and performing their governance function.

IMPLEMENTATION POINTS

- All seats on police boards and police advisory boards should be filled through robust recruitment initiatives for qualified and diverse candidates able to make the necessary time commitment;
 - municipalities and the province should ensure that boards are meeting at least every three months, in accordance with the Police Act; and
 - where a board is not meeting, or a board member is not attending meetings, that failure must be addressed in no more than the span of two meetings.
- (e) The Province of Nova Scotia should support police boards and police advisory boards to establish an independent website and public contact information to facilitate direct communication with the communities they represent and to facilitate sharing best practices with other police boards.

IMPLEMENTATION POINTS

- This website should host board governance policies, procedures, written directions to chief officers, and records of key decisions taken by the board; and
 - where written directions or records of key decisions cannot be made public due to operational relevance or for other reasons, a summary of the nature of the direction must be posted as an interim measure, and the direction or decision itself should be posted if and when the reason for withholding that information lapses.
- (f) Police boards and police advisory boards should hold their meetings in a place customarily open to the public. Advance notice of the time, place, agenda, and expected speakers should be posted on the board website.
- (g) Police board members and police advisory board members should be proactive in establishing relationships with other community safety providers and with members of communities that have historically been underserved and overpoliced.
- (h) Municipalities and the Province of Nova Scotia should ensure that police board members and police advisory board members are fairly compensated for their work if they are not serving as part of another paid role (e.g., as a municipal employee). Lack of compensation is a barrier to the participation of many community members whose voices should be represented in police governance.

111: Recommendation P.62

PUBLISH POLICE POLICIES

The Commission recommends that

- (a) The Nova Scotia Minister of Justice should issue a policing standard that requires police agencies that provide police services in Nova Scotia to publish – online and in an accessible form and location – policies and standard operating procedures that govern the interaction of police with the public, the manner in which policing services are provided to the public, and public communications.
- (b) This standard should require that, where a policy or procedure or a portion of a policy or procedure is deemed confidential, the police service must provide a public description of each exempted section and the reason why it has been deemed confidential.
- (c) The federal minister of public safety should issue a written directive to the commissioner of the RCMP, directing compliance with this provincial standard.

112: Recommendation P.63

SPECIALIZED POLICING SERVICES

The Commission recommends that

The Province of Nova Scotia should ensure that specialized policing services are adequate, effective, and efficiently organized to meet the demand throughout Nova Scotia, whether by contract with RCMP or by other means:

- (a) Clear and equitable guidelines should be established for how all police agencies may access these specialized services.
- (b) These guidelines should also apply to the agency that supplies these services.
- (c) Priority of access should be determined by prospective guidelines, not by the identity of the requesting agency or by personal relationships.
- (d) A police agency that meets the criteria for access to these services should receive them, and arrangements should be put in place to ensure that disputes between provincial and municipal agencies about cost allocation do not create a barrier to access when needed.

113: Recommendation P.64

INTEGRATED TEAMS

The Commission recommends that

Police agencies that establish integrated or interoperable teams with other agencies should settle memorandums of understanding, policies, and procedures to govern the operation and management of these teams.

114: Recommendation P.65

STRENGTHENING NOVA SCOTIA 911

The Commission recommends that

The Nova Scotia Emergency Management Office and Public Safety and Security Division of the Nova Scotia Department of Justice should study how best to ensure that recruitment, training, compensation, employee supports, policies, and procedures for public safety answering points are of a quality and standard that appropriately reflects the important role played by 911 call-takers in our community safety and well-being ecosystem.

115: Recommendation P.66

ADDRESSING CONFLICT AMONG POLICE AGENCIES IN NOVA SCOTIA

The Commission recommends that

- (a) The Province of Nova Scotia should consult with municipal police leaders and RCMP H Division leaders to identify the issues that continue to cause conflict, and to establish a facilitated process for resolving them. Commitments and resolutions made as a result of this process should be documented, and the Province of Nova Scotia should hold police leaders accountable for implementing them.
- (b) The Province of Nova Scotia should make in-person conflict resolution training mandatory for all current Nova Scotia chiefs and deputy chiefs and for any candidate who applies to one of these positions.

IMPLEMENTATION POINT

The Province of Nova Scotia should contract with an external provider that has an established track record in delivering effective conflict resolution training, to deliver this training.

- (c) The Province of Nova Scotia should establish a dispute resolution mechanism by which an impartial and knowledgeable third party can resolve disputes among policing agencies, or between policing agencies and the Province of Nova Scotia.

- (d) The Province of Nova Scotia should establish a policing standard that requires policing agencies to call on one another to provide backup or assistance when appropriate, and that requires those agencies called upon to provide that assistance to the extent of their ability to do so.

116: Recommendation P.67

THE FUTURE STRUCTURE OF POLICING IN NOVA SCOTIA

The Commission recommends that

The Province of Nova Scotia should within six months of publication of this Report establish a multisectoral council comprising representatives of municipal police agencies and RCMP, community safety experts, and diverse community representatives to engage with community members and experts and review the structure of policing in Nova Scotia. This council should make recommendations that can be implemented before the 2032 expiration of the Provincial Police Services Agreement.

117: Recommendation P.68

INFORMATION SHARING

The Commission recommends that

- (a) Police agencies in Nova Scotia work with the Nova Scotia Department of Justice to establish shared standards for the collection, retention, and sharing of information by police agencies.
- (b) Police agencies in Nova Scotia work with the Nova Scotia Department of Justice to establish policies and procedures for raising concerns when a member of one police agency believes that a member of another police agency may not have acted on information that flags a significant risk to community or police safety.

118: Recommendation P.69

RECRUITMENT

The Commission recommends that

- (a) Canadian police education programs should adopt research-based approaches to student admission processes, based on a clear understanding of the personal characteristics that form the basis for effective democratic policing.
- (b) Canadian police agencies should adopt research-based approaches to police recruitment, based on a clear understanding of the personal characteristics that form the basis for effective democratic policing.
- (c) Canadian police agencies should establish a comprehensive strategy for recruiting and retaining employees who are presently underrepresented in Canadian policing.

IMPLEMENTATION POINTS

- This strategy should include measures that are designed to support such recruits and allow them to work to the strengths for which they are recruited.
- Police agencies should change established practices and procedures where necessary to establish a safe and welcoming workplace for recruits from historically under-represented backgrounds.

119: Recommendation P.70

CANADIAN POLICE EDUCATION

The Commission recommends that

- (a) All Canadian governments and police agencies should, by 2032, adopt a three-year police education degree as the minimum standard for police education.
- (b) Police education programs should employ subject matter experts who use research-based approaches to design and deliver curriculum, particularly in areas where police services currently underperform.
- (c) Police education programs should offer financial support to Indigenous and racialized students and other students from backgrounds or identities that have historically been under-represented in Canadian police services. Financial means should not be a barrier to obtaining a police education.

120: Recommendation P.71

NOTE TAKING

The Commission recommends that

- (a) The RCMP, following the recommendation made by the Civilian Review and Complaints Commission, should implement training and supervisory strategies to ensure that all members take complete, accurate, and comprehensive notes.
- (b) The RCMP should develop an effective asset management process to retain, identify, store, and retrieve the completed notebooks of its members.
- (c) Canadian police agencies should evaluate front-line supervisors' oversight of front-line members' note taking as one criterion by which their performance is assessed.
- (d) Canadian police education programs should integrate effective note-taking practices into every aspect of their curriculum – for example, by incorporating note-taking skills and assessment into substantive assignments.

IMPLEMENTATION POINTS

- All Canadian police agencies should adopt the practice of requiring front-line members to provide their notebooks to their supervisor at the end of each shift for review and countersigning.
- Where necessary, electronic alternatives to these supervisory practices (e.g., scanning notebook pages for review and approval by a remotely located supervisor) can be adopted.
- The quality of an agency's note-taking practices should be assessed both by compliance with notebook review policies and by the quality of members' note taking.
- Police notebooks should be stored in police detachments between shifts.
- When members are transferred, resign, or retire, their notebooks should remain at their detachment.
- Canadian police agencies should explore the potential for transitioning to electronic note taking in light of available technologies such as cellphone voice recognition note-taking ability and the increased use of body-worn cameras. Regardless of the platform, the fundamentals of good note taking should be present, including the essential requirement of being able to ensure the integrity of records taken contemporaneously with the events they recount.

121: Recommendation P.72

SUPERVISION

The Commission recommends that

- (a) The RCMP should review the structure of contract policing services delivered in H Division to ensure that every general duty member receives routine and effective supervision, including regular feedback on the quality of low-visibility decision-making.
- (b) Shift meetings should become a standard practice at the beginning of every general duty shift in RCMP contract policing. Supervisors should receive training in how to run an effective shift meeting.

IMPLEMENTATION POINT

If the structures we have identified as problematic in H Division also exist in other RCMP divisions, this recommendation should be followed in those divisions too.

122: Recommendation P.73

COMMUNITY-ENGAGED POLICING

The Commission recommends that

- (a) Police agencies should adopt policies and practices that encourage front-line police to consult with community subject matter experts on questions that will help them better understand and serve their communities. These policies and practices should permit consultation on operational matters.
- (b) Community subject matter experts should be paid fairly for their work, and police agencies should establish a budget for this purpose.

123: Recommendation P.74

COUNTERING SYSTEMIC BIAS

The Commission recommends that

Government, police agencies, and police education programs make the goal of identifying and countering the operation of misogyny, racism, homophobia, and other inequalitarian attitudes central to every strategy for improving the quality of everyday policing in Canada.

124: Recommendation P.75

PREVENTING VIOLENCE AND PROTECTING SAFETY

The Commission recommends that

Government, police agencies, and police education programs emphasize that working with other gender-based violence advocacy and support sector members to prevent an escalation of violence and protect the safety of those who experience violence is the primary purpose of every police response to a complaint of violence or the expressed fear of violence.

Volume 6: Implementation – A Shared Responsibility to Act

125: Recommendation I.1

TURNING THE TIDE TOGETHER IMPLEMENTATION AND MUTUAL ACCOUNTABILITY BODY

The Commission recommends that

- (a) By May 31, 2023, the Governments of Canada and Nova Scotia should establish and fund an Implementation and Mutual Accountability Body with a mandate to
- (i) provide mutual accountability, exchange of knowledge, and support among all organizations and actors involved in the implementation process;
 - (ii) consult with community members on priority areas for action and on implementation strategies;
 - (iii) establish a monitoring framework and monitor on an ongoing basis, including through the power to request information from federal, Nova Scotian, and municipal public authorities;
 - (iv) take active steps to encourage members of the public to participate in the whole of society engagement recommended in this Report;
 - (v) provide public information about the process of implementing the recommendations;
 - (vi) provide public updates on progress on the implementation plan every three months and publish an annual report on the status of implementation of each recommendation; and
 - (vii) liaise with implementation efforts in other provinces and territories.
- (b) By May 31, 2023, the Governments of Canada and Nova Scotia should appoint the Founding Chair and Champion of the Implementation and Mutual Accountability Body following consultation with all Commission Participants and representatives of the communities most affected by the April 2020 mass casualty, including the Mi'kmaq communities most affected and representatives of African Nova Scotia communities.
- (c) By July 31, 2023, the Founding Chair, in consultation with representatives of organizations with responsibility mandated by this Report's recommendations and other interested individuals and organizations, should present the Governments of Canada and Nova Scotia with a proposed list of members and budget for the Implementation and Mutual Accountability Body.
- (d) By September 1, 2023, the Governments of Canada and Nova Scotia should jointly appoint the membership of the Implementation and Mutual Accountability Body.

- (e) As soon as practicable, the Implementation and Mutual Accountability Body should develop a plan for monitoring implementation and establish reporting and accountability mechanisms; it should provide the plan to Parliament and the Nova Scotia Legislature, and take other steps to make it available to members of the public, including through the establishment of a dedicated website that tracks updates and progress.
- (f) The Implementation and Mutual Accountability Body should provide public updates on progress on the implementation plan every three months and publish an annual report on the status of implementation of each recommendation.

IMPLEMENTATION POINTS

Composition: The Implementation and Mutual Accountability Body should include the following members:

- at least two representatives of those most affected by the mass casualty (including families of the deceased and/or survivors);
- a civic representative from one of the affected municipalities;
- a representative of RCMP National Headquarters senior management with authority to act on behalf of the Commissioner;
- the RCMP Deputy Commissioner of Contract and Indigenous Policing
- the Assistant Commissioner of RCMP H Division;
- a representative of the RCMP Management Advisory Board;
- a senior representative of Public Safety Canada;
- a senior representative of Nova Scotia Department of Justice Public Safety;
- at least one community-based representative from the gender-based violence advocacy and support sector;
- at least one representative of Indigenous community organizations engaged in policing reform;
- at least one representative of African Canadian community organizations engaged in policing reform; and
- on their establishment, delegates from the other bodies established under the Report's recommendations:
 - the Federal and Nova Scotia Community Safety and Well-Being Leadership Councils (Recommendation C.17);
 - the Gender-Based Violence Commissioner (Recommendation V.X) or their appointee.

Advisory Group: The Implementation and Mutual Accountability Body should consider establishing an advisory group consisting of other agencies engaged in the Canadian and Nova Scotian public safety systems, policing organizations, the health sector, and victims' advocacy organizations.

Facilitating implementation: The Implementation and Mutual Accountability Body

- should circulate the Commission report and recommendations to stakeholder communities, and communicate and consult with community members on priority areas for action and on implementation strategies; and
- provide the report to the Auditor General of Canada and the Auditor General of Nova Scotia so they might inquire into the progress of implementing these recommendations.

Status reports: Updates should include analysis of information to identify trends, obstacles, delays, problems, issues, and best practices.

Rationale for Non-Implementation: To encourage transparency, where an organization has decided not to implement a recommendation or part of a recommendation, the Implementation and Mutual Accountability Body will request a written explanation of this decision and publish it in reports under the implementation plan.

Volume 7: Process

126: Recommendation Pr.1

PRE-INQUIRY PHASE

The Commission recommends that

There should be a consultation phase prior to the establishment of an inquiry. During this phase, governments should identify the commissioner(s) and, pursuant to an appropriate confidentiality undertaking, engage them in discussion about the draft terms of reference in order to ensure the mandate is realistic.* In particular, the scope of the mandate must be achievable in the time frame allotted.

* There is precedent for such discussions. For example, in the Arar Inquiry, Commissioner Dennis O'Connor with his counsel Paul Cavalluzzo negotiated the mandate (see Bessner and Lightstone, *Public Inquiries in Canada: Law and Practice* (Toronto: Thomson Reuters, 2017), 28-29 and 77-78).

127: Recommendation Pr.2

PREPARATORY PHASE

The Commission recommends that

Following this brief pre-inquiry phase, the Orders in Council should provide for a three-month preparatory phase to allow the commissioners time to

- (a) establish appropriate infrastructure such as office space, computers, and phones,
- (b) develop a website, and
- (c) hire start-up support staff.

128: Recommendation Pr.3

EXTERNAL INDEPENDENT AUDIT

The Commission recommends that

An external independent audit of the RCMP and the Attorney General of Canada's document management and production processes be conducted, with the results made public.

129: Recommendation Pr.4

DESIGNATED DOCUMENT DISCLOSURE BODY

The Commission recommends that

The federal government create a designated body to assist the Attorney General of Canada with document disclosure generally.

130: Recommendation Pr.5

FORM OF DOCUMENT PRODUCTION

The Commission recommends that

Public inquiries should be authorized to direct the manner in which participants must produce documents in their possession.