

MASS CASUALTY COMMISSION COMMISSION DES PERTES MASSIVES

Mass Murder Commission Recommendations Part 1 of 4 monthly installments

PUBLISHER'S NOTE: The Shoreline Journal purposefully did not attend or constantly report on the ongoing proceedings of the Mass Murder Commission. Our reasoning was based on several factors: It was not to avoid our journalistic responsibilities. Since we were a monthly as the hearings progressed information and the important data was changing so rapidly, we felt it would be impossible to be current, realistic and informative. However the main reasons were based on

our readers, residents, family and friends of victims and the reputation of the immediate area and surrounding communities. Everyone was so sad, broken and suffering they needed time to start healing instead of having our pages filled with information they had already heard as they followed the commission's ongoing deliberations. You may not agree with our decisions, but they were based on respect of others; compassion, empathy and to permit the healing process to take its natural course.

We further decided to let the MMC present its final report, give people a month or so to digest the outcome, before we published the MMC recommendations. Now that time has passed, the Shoreline Journal will publish all 130 of the commission's recommendations in four monthly installments, starting with the June 2023 issue, exactly as published in the Final Report as published and located on the MMC website.

This is Part 1 which includes recommendations 1 to 29.

NOTE: We, including you, might not agree totally with the entirety or feel the recommendations were not as "inclusive" as we personally desired, but the Final Report has been presented. As a result, **"It is the responsibility of everyone to study the recommendations and to use the recommendations as a yardstick to hold those who bear responsibility for implementation to do so efficiently and in a timely manner.** (Maurice Rees, Publisher)

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

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

(i) 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 IPVrisk factors and lethality. This should be done in meaningful consultation and collaboration with those impacted by and assisting survivors of IPV, and consider key IPVprinciples, 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.

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.

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.

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