

MASS CASUALTY COMMISSION COMMISSION DES PERTES MASSIVES

Mass Murder Commission Recommendations Part 4 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 4 which includes recommendations 101 to 130.

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)

101. Recommendation P.52 ROLE OF RCMP CONTRACT PARTNERS AND DIVISIONS IN POLICY

The Commission recommends that:

- 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.
- RCMP divisions and detachments should be afforded sufficient resources and discretion under policy:
 - to consult with contract partners and community representatives about how RCMP policy will be interpreted; and
 - 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:

- The RCMP should establish an attractive career stream for members who wish to develop a specialization in rural or remote policing:
 - 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
 - potential leaders should also be given the opportunity to pursue further training, including higher education, on matters of particular relevance to rural policing.
- 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:

- 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.
- 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:

- 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.
- 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.
- 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:

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.

- 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:

- 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:
 - how the RCMP will change these criteria to disrupt the unhealthy aspects of the RCMP's management culture; and
 - 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.
- 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:

- 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.
- 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.
 - 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:

- 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.
- 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.
- 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.
 - 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.

- 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.
- 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.
 - 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.
 - 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:

- 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.
- 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.
- 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:

- Clear and equitable guidelines should be established for how all police agencies may access these specialized services.
- These guidelines should also apply to the agency that supplies these services.
- Priority of access should be determined by prospective guidelines, not by the identity of the requesting agency or by personal relationships.
- 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:

- 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.
- 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.

- 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.
- 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:

- 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.
- 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:

- 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.
- 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.
- 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.