

December 2016



FOLLOW-UP ON THE MISSING WOMEN
COMMISSION OF INQUIRY

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The Honourable Linda Reid
Speaker of the Legislative Assembly
Province of British Columbia
Parliament Building
Victoria, British Columbia
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Dear Madame Speaker:

I have the honour to transmit to the Speaker of the Legislative Assembly of British Columbia the report *Follow-up on the Missing Women Commission of Inquiry*.

We conducted this examination under the authority of section 13 of the *Auditor General Act*.



Carol Bellringer, FCPA, FCA
Auditor General
Victoria, B.C.
December 2016

AUDITOR GENERAL'S COMMENTS

IN 2012, THE Missing Women Commission of Inquiry (MWCI) issued its final report, *Forsaken*, making 63 recommendations, plus two urgent measures to increase the safety and save lives of vulnerable women and girls in British Columbia.

Since then, the provincial government has been working to implement the MWCI's recommendations. However, in 2014, it stopped reporting publicly on its progress.

Because so many families and communities are impacted by these tragedies and their legacy, we feel it's important that government once again share its progress with stakeholders and the public. The MWCI's recommendations are still relevant, particularly with a national inquiry into missing and murdered Indigenous women and girls underway.

We verified government's progress on 21 of the MWCI's recommendations, as well as both urgent measures. We looked at the extent to which government could demonstrate it had addressed the intent of each recommendation. Based on this, we found that:

- ◆ government has responded to the intent of eight recommendations
- ◆ government has partially responded to the intent of four recommendations, and both urgent measures
- ◆ government has not responded to the intent of five recommendations
- ◆ government was not far enough along with four recommendations for us to determine whether its approach will address their intent

Government has achieved significant results in some areas. For example, government has established a compensation fund for the children of the missing women, the *Missing Persons Act* was established and came into



CAROL BELLRINGER, FCPA, FCA
Auditor General

AUDITOR GENERAL'S COMMENTS

effect in 2015, and government is providing ongoing funding to WISH, an organization that provides services to women involved in sex work.

Other actions, like improving access to transportation along Highway 16 and developing provincial bias-free policing standards are currently underway.

Yet, some important measures are still outstanding. The provincial government has not developed a protocol to help women involved in sex work, who have an outstanding warrant, feel more comfortable reporting violence to the authorities, or enhanced ongoing support for the family members of those currently missing, and those who are looking to heal as a result of the loss of a family member.

During our work, we identified four challenges that impacted the provincial government's progress in addressing the recommendations that we reviewed: funding, stakeholder engagement, reporting, and the lack of a champion to drive change.

For example, government did not engage with stakeholders or involve them as much as we would have expected. However, we acknowledge that there is a large and diverse group of people and communities impacted by these disappearances. We were encouraged to see that stakeholder engagement improved as we carried out our work.

We hope that this report will provide some clarity on what the provincial government has done to increase the safety and save lives of vulnerable women and girls.

We made one recommendation to government: that it report publicly each year on how its actions are meeting the intent of the MWCI's recommendations. There is still significant work to be done, and regular public reporting will set the foundation for meaningful engagement and

AUDITOR GENERAL'S COMMENTS

collaboration between the provincial government and stakeholders going forward.

We would like to extend our deepest sympathies to those who have lost a loved one as part of these tragedies, as well as to those who have survived related traumas.

To everyone involved in this project, thank you for being so generous with your time.



Carol Bellringer, FCPA, FCA
Auditor General
Victoria, B.C.
December 2016

REPORT HIGHLIGHTS

2012

Missing Women
Commission of Inquiry
released ***Forsaken*** report

2014

government
stopped reporting
its progress

1.
2. **RECOMMENDATION:**
3. that government report
4. publicly each year
on its progress

WE VERIFIED
PROVINCIAL
GOVERNMENT'S
PROGRESS ON
21 OF 63
RECOMMENDATIONS
+2
URGENT MEASURES

Challenges in 4 areas
impacted government's progress:

FUNDING

REPORTING

STAKEHOLDER
ENGAGEMENT

LACK OF
CHAMPION TO
DRIVE PROGRESS

**SIGNIFICANT
ACHIEVEMENTS:**

\$4M
for transportation
along Hwy 16
\$4.9M
for compensation fund



MORE WORK NEEDED TO
SUPPORT FAMILIES OF
VICTIMS AND MISSING PERSONS

Intent of **8** recommendations met,
6 partially met, **5** not met, **4** TBD

SUMMARY

IN THE 1990s and early 2000s alone, almost 50 women disappeared from the Downtown Eastside (DTES) of Vancouver, a community known for its resilience and acceptance, but also for its residents' challenges with mental health issues, addiction, poverty and homelessness. For years, family, friends and members of the DTES community called for a full public inquiry into why the police and Crown failed to adequately investigate these disappearances and address the ongoing threat to vulnerable women.

On September 28, 2010, the Government of British Columbia (the provincial government) called the Missing Women Commission of Inquiry (MWCI) and appointed Wally Oppal, Q.C., as the Commissioner. The MWCI was mandated to make findings of fact on police investigations into 67 women who disappeared from the DTES, and the decision to stay proceedings (discontinue prosecution) on the 1998 attempted murder charges against Robert Pickton. It could also recommend changes to investigations into missing women, suspected multiple homicides, and homicides that involve multiple investigating organizations.

The MWCI issued its report, *Forsaken*, in December 2012. The report made 63 recommendations and identified two urgent measures. Fifty-four of the recommendations and both urgent measures were directed at the provincial government. The provincial government grouped them into four categories: compensation, healing and legacy; improvements to policing; safety for vulnerable women; and, supports in missing persons investigations.

“*The murder and disappearance of so many women is horrific; it is incomprehensible because of the immensity of the tragedy, and it is appalling because of the vulnerability of the victims.*” ~ *Forsaken*, Volume 1

“*The pattern of predatory violence was clear and should have been met with a swift and severe response by accountable and professional institutions, but it was not.*”
~ *Forsaken*, Volume 1

OUR EXAMINATION AND FINDINGS

The purpose of our examination was to report on how the provincial government has responded to 21 recommendations and both urgent measures made by the MWCI (selected based on highest risk, significance, and likelihood of driving positive change for vulnerable women). We verified the provincial government's response to each, and determined whether it was able to demonstrate that its actions met the intent of the recommendation/urgent measure as laid out in *Forsaken*.

SUMMARY

Compensation, healing and legacy

We looked at four of the MWCI's recommendations to support compensation, healing and legacy. The provincial government addressed the intent of one by establishing a \$4.9 million compensation fund for the 98 surviving, biological children of the missing and murdered women identified in *Forsaken*. Each child is eligible for a payment of \$50,000 and the vast majority (90/98) have already received compensation (MWCI 3.2).

The provincial government demonstrated that it has partially addressed the intent of the other three. It has taken steps to improve healing supports for the families of the missing and murdered women, but did not establish a healing fund as recommended (MWCI 3.3). The provincial government appointed the Honourable Steven Point to champion the MWCI recommendations and chair an advisory committee on the safety and security of women, but he resigned after 5.5 months, before he could fulfill the responsibilities of the champion role and establish the advisory committee (MWCI 12.1, 12.2).

Improvements to policing

Making findings of fact and recommendations with respect to policing was a significant part of the MWCI's mandate. We followed up on ten recommendations in this category. The provincial government's actions fully respond to the intent of three recommendations. It implemented new Missing Persons Standards which include the components

recommended by the MWCI (MWCI 7.2, 7.3) and provided the Vancouver Police Department with funding to evaluate SisterWatch (an initiative to eradicate violence against women in the DTES by connecting police and the DTES community) (MWCI 5.1). The provincial government has taken steps to address three recommendations related to bias free policing (MWCI 4.1, 4.2, 4.12), but work is still in progress. It has taken limited or no action on the other four recommendations in this category (MWCI 5.6, 5.11, 9.1, 9.2).

Safety for vulnerable women

We followed up on four of the MWCI's recommendations and both urgent measures for the provincial government to address the vulnerability of the 67 women who went missing from the DTES and for it to rebuild an environment of safety and security. The provincial government has taken action on both urgent measures. It provided WISH (a non-profit service provider for women currently or formerly engaged in sex work) with an additional \$750,000 in annual funding to expand its drop-in centre hours to 18 hours per day, but this falls short of the recommended 24 hours (MWCI urgent measure #1). The provincial government is implementing its Highway 16 Five-Point Transportation Action Plan which includes providing \$4 million to expand transit services and community transportation options, and make highway infrastructure safety improvements, such as the installation of webcams and transit shelters (MWCI urgent measure #2).

SUMMARY

Three of the four recommendations in this category are for changes to the Crown Counsel Policy Manual. The provincial government implemented a new Vulnerable Victims and Witnesses – Adult Policy which met the intent of two of the recommendations (MWCI 4.3, 4.4). It did not implement the third because it determined that the principle of impartiality was already applied by Crown Counsel (MWCI 4.5). Action on the fourth recommendation is still in progress. The provincial government is waiting to hear whether police forces have assigned additional resources to carry out the duties of sex trade liaison officers (MWCI 5.4).

Supports in missing persons investigations

We looked at three of the MWCI's recommendations to improve supports in missing persons investigations, including report taking and follow up, which the MWCI found to be inadequate.

The provincial government addressed the intent of two of the recommendations we looked at. It passed the *Missing Persons Act*, which sets out the provisions for accessing records that will help find missing persons (MWCI 8.1). It also implemented a Real Time Intelligence Centre (RTIC-BC) to ensure inter-agency information can be shared more readily (MWCI 10.3). The provincial government has taken steps to make its approach to supporting the families of missing persons more comprehensive, but has not completed the recommended needs assessment (MWCI 7.9).

OVERARCHING THEMES

During our examination we identified four issues that were common to the provincial government's response to multiple MWCI recommendations: funding, stakeholder engagement, reporting and accountability, and oversight of implementation of the recommendations.

Funding

The provincial government made significant funding contributions to support some recommendations, but used existing resources to address other recommendations, such as those related to policing. In some cases, available funding was directed to specific needs—usually through pre-existing, one-time grant programs. Providing one-time funds to address ongoing needs, like services for women involved in sex work, poses certain challenges: recipients must continually apply for funding, the application requirements may change from year to year, and there is no guarantee that applicants will be successful. This makes it difficult to operate long-term, reliable programs.

SUMMARY

Stakeholder engagement

During our fieldwork (January to May 2016), stakeholders often told us that the provincial government did not fully engage with them on the implementation of relevant recommendations. Lack of comprehensive engagement increases the risk that the provincial government's response to certain recommendations will not address the target population's needs, reflect the reality on the ground and/or have the stakeholder buy-in to make it successful. We were encouraged to see the provincial government engage a broader range of stakeholders on certain recommendations in the months after our fieldwork.

Reporting and accountability

The provincial government stated that its second status report, published in December 2014, would be its last. However, it still has a number of significant initiatives underway that respond to the MWCI's recommendations. Continuing to report out publicly would improve accountability and enable individuals and organizations to work together more efficiently and effectively. It would also allow those that are doing related work, such as the National Inquiry into Missing and Murdered Indigenous Women and Girls, to learn from B.C.'s experience.

Oversight of the implementation of the MWCI recommendations

The provincial government's decision not to appoint a new champion when the Honourable Steven Point resigned 5.5 months after being appointed meant there was no one to spearhead and manage the implementation process or to engage stakeholders. This contributed to the funding, stakeholder engagement, and reporting challenges identified above.

RECOMMENDATION

WE RECOMMEND THAT THE GOVERNMENT OF BRITISH COLUMBIA:

- 1** report publicly each year on how its programs and initiatives are meeting the intent of the Missing Women Commission of Inquiry's recommendations.

RESPONSE

FROM THE MINISTRIES OF JUSTICE, PUBLIC SAFETY AND SOLICITOR GENERAL, AND TRANSPORTATION AND INFRASTRUCTURE

PREVENTING AND ADDRESSING violence against women is a priority for the provincial government. Since *Forsaken, the Report of the Missing Women Commission of Inquiry* was released the provincial government has taken responsibility for leading and overseeing the implementation of the 54 recommendations and two urgent measures directed at the Province. The ongoing importance of our work in this area is underscored not only by the prevalence of the issue, but the gravity of the impacts on families, loved ones and communities.

The Auditor General Report makes one recommendation: That the provincial government report out annually on the Missing Women Commission of Inquiry report recommendations. The Province will implement the recommendation and the next public report will be issued in the fall of 2017. In future years, we may modify the scope to incorporate other related initiatives, such as recommendations from the National Inquiry on Missing and Murdered Indigenous Women and Girls.

A significant amount of work has been undertaken by the ministries of Public Safety and Solicitor General, Justice and Transportation and Infrastructure to address and respond to the identified priorities and recommendations. Much of this work has benefited from input provided through targeted stakeholder engagement processes, designed to inform various recommendation themes and issues areas.

The learnings from the Missing Women Commission of Inquiry report have been woven into and influenced other government reform and change initiatives, such as the BC Policing and Community Safety Plan and the Vision for a Violence Free BC strategy. This

approach has provided a solid foundation to continue to put in place structures and supports necessary to help protect vulnerable women in British Columbia and prevent future violence from occurring.

As the Auditor General has noted, many of the recommendations from the Missing Women Commission of Inquiry report are interrelated and the solutions to address them are complex. Taking into account the breadth, scope and complexity of the recommendations, ministries have prioritized concrete actions and solid progress has been made to expand services, enhance policy and practice and increase the knowledge and skill of frontline service providers.

The provincial government has made significant funding contributions to individual recommendations including:

- ◆ the provincial contribution toward the establishment of the \$4.9 million Compensation Fund for the children of the missing and murdered women;
- ◆ \$4.0 million for increasing safe transportation along the Highway 16 corridor, including

RESPONSE FROM THE MINISTRIES OF JUSTICE AND ATTORNEY GENERAL, PUBLIC SAFETY AND SOLICITOR GENERAL, AND TRANSPORTATION AND INFRASTRUCTURE

inter-city public transit service, new transit shelters and web cams, a First Nations driver education program, grants for community vehicles, and improved coordination of existing transportation services delivered through Northern Health Connections and BC Transit, as well as successfully negotiating an additional \$1 million contribution from Indigenous and Northern Affairs Canada (INAC) to support additional safety infrastructure along the corridor;

- ◆ \$750,000 annually to the WISH Drop-in Centre Society;
- ◆ over \$1 million to community organizations providing services and support to women involved in the sex trade/sex work;
- ◆ \$1.4 million for benefits and assistance to family members, including counselling;
- ◆ \$884,000 for projects supporting healing and rebuilding after violence against Aboriginal women;
- ◆ \$470,000 for a three day provincial gathering for families of missing and murdered Aboriginal women; and
- ◆ \$400,000 for the Minister's Advisory Committee on Aboriginal Women's Giving Voice initiative.

Ministries have also responded to many of the recommendations utilizing existing resources. This includes the enactment of the *Missing Persons Act*, the development of provincial policing standards on missing persons investigations, and the creation and

implementation of a vulnerable victims and witnesses policy for Crown Counsel.

While significant progress has been made, our work on the recommendations continues. Some of the actions currently underway include the development of a Family Information Liaison Unit to assist families of missing and murdered Indigenous women and girls, and the development of provincial policing standards on the promotion of unbiased policing.

Over the past decade there have been many important improvements to police communication and collaboration across jurisdictional boundaries. Amendments to the *Police Act* now allow for specialized policing within specified geographical areas; this approach allows for specific policing services to be regionalized within Greater Vancouver or elsewhere. Moving forward, the Province is committed to further integrating the BC policing structure. The provincial government has initiated a project to define and clarify policing responsibilities, consider models of service delivery, and develop options for funding/financing and governance that reflect the responsibility of each level of government.

Over the last two years, the Ministry of Transportation and Infrastructure has engaged with community representatives, First Nations and stakeholders along the Highway 16 corridor to develop and roll-out the Highway 16 Five Point Action Plan, which addresses the recommendations made in urgent measure #2. The ministry's consultations included nearly 100 meetings with the advisory group, local governments,

RESPONSE FROM THE MINISTRIES OF JUSTICE AND ATTORNEY GENERAL, PUBLIC SAFETY AND SOLICITOR GENERAL, AND TRANSPORTATION AND INFRASTRUCTURE

First Nations, and other community representatives. These meetings included over 20 community events held by BC Transit, which combined with a survey generated over 1,000 comments that have been used to inform the new transit service. The comprehensive plan, which is scheduled to be implemented by the end of fiscal 2016/17, addresses a number of the key transportation themes surfaced through the ministry's extensive engagement and consultation along the 800 kilometer Highway 16 corridor. The Ministry of Transportation and Infrastructure will continue to engage and work closely with a variety of community and local government partners and organizations as it continues to deliver the Highway 16 Five Point Action Plan.

The Province will be fully participating in the National Inquiry into Missing and Murdered Indigenous Women and Girls, alongside our federal, provincial and territorial colleagues. We recognize this as a critical step towards collaborative, meaningful and transformative action on this important issue. The Province's commitment to this national issue builds on the work we are undertaking on the Missing Women Commission of Inquiry report recommendations.

Violence against women, in all forms, remains a serious concern. Meaningful progress towards ending violence against women will require a commitment to ongoing action by many different partners. The provincial government remains committed to leading the strategic action necessary for transformative change including continuing the work arising from *Forsaken*, the National Inquiry into Missing and Murdered Indigenous Women and Girls, and the Vision for a Violence Free BC strategy.

BACKGROUND

ORIGINS OF THE MISSING WOMEN COMMISSION OF INQUIRY

THE DOWNTOWN EASTSIDE (DTES) of Vancouver is one of the oldest neighbourhoods in the city. It's a resilient community with a history of social activism and a reputation for being accepting and tolerant of the different circumstances of its residents. The DTES is known for these strengths, but also for its challenges. It is home to some of Vancouver's most vulnerable residents, many of whom live with mental health issues, addiction, poverty and homelessness and some depend on survival-based strategies, such as selling drugs and sex work.

Over the decades, tragedy and loss have plagued the DTES. In the 1990s and early 2000s alone, almost 50 women disappeared from this community. *Forsaken*, the report issued by the Missing Women Commission of Inquiry, says this of the missing women:

"Individually, the loss of each woman is heartbreaking. Taken together, the murder and disappearance of so many women is horrific; it is incomprehensible because of the immensity of the tragedy, and it is appalling because of the vulnerability of the victims."
~ *Forsaken*, Volume 1

“*Each of the women was a valued member of her community. Each had dreams, hopes, loves, and fears. Each woman was loved. And now each woman is missed.*” ~ *Forsaken*, Volume 1

For years, family, friends and members of the DTES community called for a full public inquiry into why the police and Crown failed to adequately investigate the disappearances of these women and address the

ongoing threat to vulnerable women. The Government of British Columbia (provincial government) stated that it could not hold an inquiry until the criminal proceedings against Robert Pickton were concluded.

“*They were forsaken twice: once by society at large and then again by the police. The pattern of predatory violence was clear and should have been met with a swift and severe response by accountable and professional institutions, but it was not. To paraphrase Maggie de Vries, sister of Sarah de Vries, one of the victims: there should have been mayhem, searches, media interest and rewards; but these responses only trickled in over the course of many years.*” ~ *Forsaken*, Volume 1

In December 2007, Robert Pickton was convicted of six counts of second degree murder in the deaths of Sereena Abotsway, Mona Wilson, Andrea Joesbury, Brenda Ann Wolfe, Georgina Faith Papin and Marnie

BACKGROUND

Frey. He is now serving six concurrent life sentences. In August 2010, charges against him were stayed (prosecution was discontinued) for the murders of 20 other women. One of the Crown's main considerations in arriving at this decision was that Robert Pickton is already serving the maximum sentence of life with no parole for 25 years.

On September 28, 2010, the Government of British Columbia called the Missing Women Commission of Inquiry (MWCI) and appointed Wally Oppal, Q.C., as the Commissioner.

Mandate

The mandate of the MWCI is shown in Exhibit 1.

Exhibit 1: Mandate of the Missing Women Commission of Inquiry:

- a) To inquire into and make findings of fact respecting the investigations conducted between January 23, 1997 and February 5, 2002 by police forces in British Columbia respecting women reported missing from the Downtown Eastside of the City of Vancouver;
- b) To inquire into and make findings of fact respecting the decision of the Criminal Justice Branch on January 27, 1998, to enter a stay of proceedings on charges against Robert William Pickton of attempted murder, assault with a weapon, forcible confinement, and aggravated assault;
- c) To recommend changes considered necessary respecting the initiation and conduct of investigations in British Columbia of missing women and suspected multiple homicides; and
- d) To recommend changes considered necessary respecting homicide investigations in British Columbia by more than one investigating organization, including the co-ordination of those investigations.

Source: *Forsaken, Volume 1*

BACKGROUND

Commissioner Oppal determined that his fact-finding mandate included all the women missing from the DTES:

- ◆ whose disappearances were or could have been reported between January 23, 1997 and February 5, 2002
- ◆ who were not subsequently found alive
- ◆ whose death has not been attributed to natural causes

This included 67 women, a third of whom were Aboriginal.

When making recommendations for future change, Commissioner Oppal considered his mandate to be broader and noted that it may extend, for example, to include the women and girls who have disappeared along the Highway of Tears.

HIGHWAY OF TEARS

Highway of Tears is the moniker for the 724 kilometre stretch of Highway 16 that runs between Prince George and Prince Rupert in northern B.C. Since the early 1970s, numerous women have disappeared along this highway. Many of those disappearances are unsolved and in some cases the bodies of the victims have not been found.

CONTEXT

According to *Forsaken*, the women who went missing from the DTES shared the experience of one or more disadvantaging social and economic factors: violence, poverty, addiction, racism, mental health issues, the intergenerational impact of residential schools and more. The vast majority were also further marginalized by their involvement in survival sex work – the exchange of sex to meet urgent and basic needs. *Forsaken* describes in depth these disadvantaging social and economic factors, as well as the pervasive societal dismissal and abandonment that allowed these women to continue to disappear for so long.

SEX WORK VERSUS SEX TRADE VERSUS PROSTITUTION

There is ongoing political and philosophical debate over the appropriate terminology. We have used the term *sex work* in this report because we are striving to be inclusive and to not make any judgements. We do not intend any disrespect to any party in using this language.

BACKGROUND

Recommendations from the MWCI's final report

The MWCI submitted its final report, *Forsaken*, to the provincial government on November 22, 2012. It has 63 recommendations and two urgent measures:

- ◆ 54 of these recommendations and both urgent measures are for the provincial government
- ◆ 9 recommendations are for other entities, including the Vancouver Police Department and the City of Vancouver

Many of these recommendations are interrelated and the solutions to address them are complex. One action by the provincial government may respond to multiple recommendations or many actions may be required to satisfy a single recommendation. Although most of the recommendations are directed at the provincial government, their successful implementation often requires the cooperation of other levels of government and non-governmental organizations.

Although there were a number of criticisms of the MWCI, its recommendations were generally well-received by both recipient organizations and stakeholders.

Period of time covered by the MWCI

The timing of the inquiry was complicated. The MWCI's mandate covered events from January 23, 1997 to February 5, 2002, but it was not initiated until September 2010 and did not report out until December 2012. Between 2002 and 2010, many organizations worked to identify related deficiencies and took steps to improve the situation for vulnerable

women. Because these activities fell outside of the mandated period, they may not have been considered by the MWCI or reported in *Forsaken*.

Government's theming of the MWCI's recommendations

The provincial government grouped most of the MWCI's recommendations from *Forsaken* into four themes (and we assigned the recommendations not categorized to the appropriate theme):

- ◆ compensation, healing and legacy
- ◆ improvements to policing
- ◆ safety for vulnerable women
- ◆ supports in missing persons investigations.

The Attorney General and Minister of Justice stated that government's response to the recommendations would address each of these four themes, but not necessarily each individual recommendation.

Ministry of Justice status reports

The Ministry of Justice published [two status updates](#) on its progress in implementing the MWCI's recommendations by theme. They were published on November 5, 2013 and December 4, 2014.

In the latter, the Attorney General and Minister of Justice stated that this would be the provincial government's last status report. The Attorney General and Minister of Justice stated that the provincial government has taken significant action on the recommendations, with work underway or complete on more than 75% of them, and that it is committed to continuing this work.

PURPOSE OF OUR EXAMINATION

THE PURPOSE OF our examination is to report on how the provincial government has responded to selected recommendations made by the MWCI.

For each recommendation we asked the following questions:

1. Did the provincial government commit to taking action in response to the recommendation?
2. What actions did the provincial government take in response to the recommendation?
3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?
4. Does the provincial government have any future actions that respond to the recommendation?

SCOPE OF OUR EXAMINATION

FOR OUR EXAMINATION, we selected 21 of the 54 recommendations and both urgent measures that were directed at the provincial government (see [Appendix A](#) for a full list of the MWCI recommendations). We considered many factors when deciding which recommendations we would look at, including those of the highest risk, significance and likelihood of driving positive change for vulnerable women. We also considered our ability to follow up on the recommendation, and the best way to ensure coverage of the provincial government's four themes and different regions of the province.

The impacts of the great number of missing and murdered women in B.C. are far reaching. In an effort to capture diverse perspectives on the topic, we spoke with representatives of the provincial government, women, youth, housing and Aboriginal service providers, community groups, legal organizations, police forces, and First Nations (see [Appendix C](#) for a detailed breakdown). We also had conversations with several loved ones of missing and murdered women as part of our meetings.

We conducted this examination under the authority of Section 13 of the *Auditor General Act*. This examination involved verifying the provincial government's actions in response to each of our selected recommendations, and determining whether or not it could demonstrate that these actions meet the intent of the recommendation as laid out in *Forsaken*.

We carried out our work between January 2016 and August 2016 and completed it on November 4, 2016.

The primary period we covered was December 2012 (when the MWCI reported out) to November 2016, but we also considered relevant actions taken by the provincial government between 2002 and 2012 (the time between the events examined by the MWCI and the release of *Forsaken*).

In addition to speaking with the groups listed above, our work involved:

- ♦ reviewing a wide range of documents, including records of the provincial government's engagement with stakeholders, options papers, project charters and plans, and financial records
- ♦ analyzing how the provincial government's actions aligned with the intent of each selected recommendation, as defined in *Forsaken*

SCOPE OF OUR EXAMINATION

	In scope	Out of scope
Organizations we looked at	<ul style="list-style-type: none"> ♦ Ministry of Justice ♦ Ministry of Public Safety and Solicitor General ♦ Ministry of Transportation and Infrastructure 	<ul style="list-style-type: none"> ♦ municipal police forces and the RCMP ♦ local governments ♦ other stakeholders involved in implementing the selected recommendations
Recommendations we looked at	<ul style="list-style-type: none"> ♦ 21 recommendations and both urgent measures 	<ul style="list-style-type: none"> ♦ 43 recommendations, including 33 directed at the provincial government
The focus of our work	<ul style="list-style-type: none"> ♦ provincial government commitments and actions ♦ whether or not these actions meet the intent of <i>Forsaken</i> 	<ul style="list-style-type: none"> ♦ whether the provincial government's actions were effective

RESULTS OF RECOMMENDATIONS BY THEME

THE PROVINCIAL GOVERNMENT grouped the recommendations of the MWCI into four themes:

- ◆ compensation, healing and legacy
- ◆ improvements to policing
- ◆ safety for vulnerable women
- ◆ supports in missing persons investigations

This section of our report is organized according to these four themes. For each recommendation, we provide a high level discussion of the provincial government's accomplishments, as well as any areas of concern that we noted during our work. For further details on each of the recommendations, see [Appendix B](#).

We looked at four of the six MWCI recommendations related to this theme. The provincial government has made progress on all four recommendations. It has demonstrated that its actions respond to the intent of one (3.2). The provincial government has partially addressed the intent of the other three (3.3, 12.1, 12.2), but there is still work to be done.

COMPENSATION, HEALING AND LEGACY

MWCI recommendations 3.2, 3.3, 12.1, 12.2

The MWCI made six recommendations in support of compensation, healing and legacy to acknowledge the harms caused by investigative and institutional failures. The MWCI recognized that implementation of these recommendations is critical to support individuals suffering from unresolved trauma, to break the cycle of violence, and to restore connections between survivors and their community.

“*In the context of dealing with the aftermath of violence and ongoing cycles of violence, healing is a process by which unresolved trauma can be addressed in meaningful terms and that works toward breaking the cycle of abuse. The healing process is thought to consist of three stages: establishing safety, reconstructing the trauma story (referred to as remembrance and mourning), and restoring the connection between survivors and their community. Healing can prevent future violence and facilitate reconciliation.*”

- Forsaken, Executive Summary

RESULTS OF RECOMMENDATIONS BY THEME

MWCI recommendation 3.2: That Provincial Government establish a compensation fund for the children of the missing and murdered women.

In September 2013, 13 children of the missing women filed 9 claims against the provincial government and other organizations and individuals. In March 2014, the provincial government, the federal government and the City of Vancouver announced a \$4.9 million compensation fund for the 98 surviving biological children of the 67 women included in the MWCI's terms of reference. Each child is eligible for a payment of \$50,000. In offering this compensation, the three funding partners were hopeful that they would reach a settlement with the 13 litigants. The lawsuit was settled shortly thereafter.

To date, 90 of the 98 children (including the 13 who filed the claim against the provincial government) have been compensated. The funding bodies recently extended the application deadline for the compensation fund by two years (now to expire in April 2018) to allow more time for the provincial government to identify, notify and work with the remaining eight children. The provincial government told us that it intends to provide compensation to all eligible applicants and is exploring options to make this compensation available beyond April 2018, in the event that payments are still outstanding at that time.

MWCI recommendation 3.3: That Provincial Government establish a healing fund for families of the missing and murdered women. These funds should be accessed through an application process pursuant to established guidelines.

Work to address recommendation 3.3 is ongoing. To date, the provincial government has taken the following actions:

- ♦ provided \$1.4 million in assistance to family members of the missing and murdered women identified in *Forsaken* through the pre-existing Crime Victim Assistance Program
- ♦ provided \$470,000 for a family gathering in Prince George in early 2016 to support healing for the families of missing and murdered Aboriginal women
- ♦ provided up to \$60,000 for a cultural healing camp for families of missing and murdered Aboriginal women in the northeastern section of B.C. (see text box on [page 22](#))
- ♦ provided civil forfeiture grants in 2014/15 (\$236,310) and 2015/2016 (\$217,100) for healing and rebuilding after violence against Aboriginal women (two of the 24 funded programs explicitly target families of missing and murdered women)

To date, the provincial government has not established a healing fund for the families of the missing and murdered women. We did not identify any new or specialized supports for family members of victims who were not Aboriginal, outside of existing programs.

Stakeholders were generally supportive of the creation of a healing fund and offered a number of suggestions around the types of supports it should cover, including traditional/cultural healing options, more support groups, and increased counselling and community care.

RESULTS OF RECOMMENDATIONS BY THEME

CIVIL FOREITURE GRANTS

The provincial government sells assets, for example houses and cars, that have been forfeited because they were instruments of unlawful activity. It also sells assets that were purchased using proceeds from crime (e.g., drug money). The money that government makes from these sales is distributed through civil forfeiture grants. These grants provide one-time funding for crime prevention and remediation projects that align with government priorities. Eligible organizations that provide crime prevention or remediation services and programs may apply for a grant during the annual call for applications. This approach to funding can help organizations address the needs of their community.

FORT ST. JOHN SISTERS IN SPIRIT

This group held a six-day cultural healing camp for 41 family members of missing and murdered Aboriginal women in the northeastern section of B.C. The camp promoted healing through the Medicine Wheel – a traditional and holistic healing tool with four quadrants: emotional, mental, physical and spiritual. After the camp ended, families and practitioners had access to an ongoing support network, which included gym memberships, health and wellness sessions, and counselling.

MWCI recommendation 12.1: That Provincial Government appoint an independent advisor to serve as a champion for the implementation of the Commission's recommendations. This appointment should take effect within 12 weeks of release of the report.

MWCI recommendation 12.2: That the independent advisor work collaboratively with representatives of Aboriginal communities, the DTES, and the victims' families in the implementation process.

The provincial government appointed the Honourable Steven Point to serve as champion in December 2012, shortly after the release of *Forsaken*. This role was seen as a means to ensure that consultation takes place and that implementation of the MWCI's recommendations continues to move forward.

The Honourable Steven Point resigned in May 2013, five and a half months after he was appointed. A cohort of families of the missing women filed a civil suit against the provincial government and other individuals and organizations. He indicated that the plaintiffs had put him on notice that his comments and remarks could become evidence in the course of the litigation. As a result of this and other challenges, he concluded that it was not advisable for him to continue in this role. During his tenure, the Honourable Steven Point engaged several stakeholders, mostly at an introductory level, and a few of his meetings directly related to implementing the recommendations.

RESULTS OF RECOMMENDATIONS BY THEME

Many stakeholders have called for the provincial government to appoint a new champion. Initially, the provincial government decided not to re-appoint one because it was concerned that the new champion would face similar litigation issues. After the civil suit was settled, the provincial government stated that it would not appoint a new champion because the implementation of the recommendations was largely underway.

IMPROVEMENTS TO POLICING

MWCI recommendations 4.1, 4.2, 4.12, 5.1, 5.6, 5.11, 7.2, 7.3, 9.1, 9.2

The creation of the MWCI was prompted in part by concerns that police investigations into reports of women disappearing from Vancouver's Downtown Eastside (DTES) were inadequate. A key component of the MWCI's mandate was to make findings of fact around the police investigations and recommend changes. It made 33 recommendations to improve policing. We followed up on 10 of them.

The provincial government took a coordinated approach in responding to the MWCI's policing recommendations, which helped it move these recommendations forward. It has demonstrated that its actions respond to the intent of three of the recommendations (5.1, 7.2, 7.3), but still has work to do to address the intent of the other seven (4.1, 4.2, 4.12, 5.6, 5.11, 9.1, 9.2).

POLICING IN B.C.

In B.C., policing is provided mainly by the RCMP (federal, provincial and municipal forces) and 11 independent municipal police departments (including one First Nations Administered Police Service). There are also several agencies that are mandated to provide policing for a specific purpose in areas already served by provincial or municipal police agencies. For example, in the Lower Mainland, the South Coast British Columbia Transportation Authority Police Service provides policing on and around the transit system.

COORDINATING IMPLEMENTATION OF THE MWCI'S POLICING RECOMMENDATIONS

The provincial government responded to the policing recommendations in a coordinated manner. First, it determined what actions and programs were already in place to prevent duplication internally and amongst police agencies. Next, it prioritized the recommendations that required work and then made resourcing decisions.

This approach was substantially informed by a Policing Policy Review carried out by the B.C. Association of Chiefs of Police (BCACP). At the request of the provincial government, a BCACP working group conducted an environmental scan of policies, procedures and operational responses in police

RESULTS OF RECOMMENDATIONS BY THEME

departments as they related to the MWCI's recommendations, reported out on gaps, and made recommendations to address them. The provincial government provided funding, leadership and support for this initiative.

MWCI recommendation 4.1: That the Minister of Justice direct the Director of Police Services to undertake equality audits of police forces in British Columbia with a focus on police duty to protect marginalized and Aboriginal women from violence. These audits should be carried out by an external agency and with meaningful community involvement.

MWCI recommendation 4.2: That Provincial Government set a provincial standard establishing that police officers have a general and binding duty to promote equality and to refrain from discriminatory policing.

The provincial government completed a discussion paper on promoting bias-free policing, which included consideration of equality audits. The Legislative Assembly amended the *Police Act* to allow the Director of Police Services to set additional standards to support bias-free policing (effective March 3, 2015). The provincial government is currently developing these standards, and anticipates that they will be complete by April 2017 and used as the basis for equality audits.

Service providers, community groups, Aboriginal communities and local governments indicated that implementing these recommendations would contribute to addressing police discrimination and

persistent unequal treatment of marginalized and Aboriginal women.

MWCI recommendation 4.12: That police officers be required to undergo mandatory and ongoing experiential and interactive training concerning vulnerable community members:

- Active engagement in overcoming biases, rather than more passive sensitivity training (sometimes called anti-oppression training);
- More intensive and ongoing training in the history and current status of Aboriginal peoples in the province and in the specific community, particularly with respect to the ongoing effects of residential schools and the child welfare system;
- Training and resources to make prevention of violence against Aboriginal women a genuine priority;
- Training to ensure an understanding of violence against women in a range of settings including family violence, child sexual exploitation and violence against women in the sex trade; in particular, the scenarios used in police training should incorporate issues of cultural sensitivity and violence against women; and
- Training in recognizing the special needs of vulnerable individuals and how to meet those needs, including recognition of a higher standard of care owed by the police to these individuals.

The provincial government has developed a plan to enhance training in the justice sector to increase awareness of and sensitivity to Aboriginal populations

RESULTS OF RECOMMENDATIONS BY THEME

and vulnerable community members (e.g., sex workers, victimized women and children from various cultures, persons with addictions/mental health issues). Key components of this plan include the *San'yas Indigenous Cultural Safety Training* (based on the Provincial Health Services Authority's training for the health sector) and a pilot of a customized version of the Fair and Impartial Policing (FIP) program that was developed by Dr. Lorie Fridell who is an international expert on bias-free policing. The FIP program aims to make personnel aware of their unconscious biases so that they are able and motivated to counteract them.

In recent years, the provincial government has funded the creation of two courses that focus on preventing violence against women. These courses are mandatory learning for front-line police officers and have high attendance and completion rates.

MWCI recommendation 5.1: That

SisterWatch be evaluated to provide a basis for further refinements and with a view to establishing best practices for meaningful police-community partnerships; and that these best practices be shared with other police forces to encourage them to develop and maintain ongoing, collaborative community forums.

This recommendation was not directed at a particular entity, but the provincial government took action to respond, so we included it in our examination. The provincial government provided a one-time grant of \$50,000 to the Vancouver Police Department for an evaluation of the SisterWatch committee in March 2014. The evaluation, which was issued by the Vancouver Police Department in June 2015,

included key findings and lessons learned. The B.C. Association of Chiefs of Police shared the evaluation with the RCMP and municipal police forces across the province.

SISTERWATCH

SisterWatch is a multifaceted initiative with goals to eliminate violence against women and girls, to eliminate barriers between police and the DTES community, and to discuss current or ongoing community issues in relation to violence against women. SisterWatch members include members of the February 14 Women's Memorial March Committee, the Vancouver Police Department and representatives from DTES women's organizations. Since the fall of 2010, SisterWatch members have been meeting quarterly at a joint table to discuss issues relevant to the safety of women in the DTES.

MWCI recommendation 5.6: That Provincial Government undertake a community consultation, needs assessment and feasibility study concerning the reestablishment of an independent society comparable to the former Vancouver Police Native Liaison Society.

The provincial government indicated in its 2014 status report that this recommendation is of lower priority and will not be acted on at this time. It stated that it has prioritized the implementation of recommendations for services, policy and practice, training and other concrete actions over recommendations that call for research projects and feasibility studies.

RESULTS OF RECOMMENDATIONS BY THEME

VANCOUVER POLICE NATIVE LIAISON SOCIETY (VPNLS)

The VPNLS closed in 2003. The society provided a range of support services primarily to Aboriginal victims and witnesses of crime, including referrals to community services, case updates, crime prevention techniques, counselling and court accompaniment. The society was located in a Vancouver Police Department building where any victim or witness was able to report a crime directly to the agency or be accompanied by a victim support worker when reporting the crime to the police.

MWCI recommendation 5.11: That the Minister of Justice consult with the judiciary, police and community representatives to develop a protocol providing the police with the discretion not to enforce a warrant in a circumstance where a sex trade worker is attempting to report a violent crime.

The provincial government decided not to develop a protocol to structure police discretion to enforce court warrants in circumstances where a person involved in sex work who has an outstanding warrant is attempting to report a violent crime. It determined that such a protocol would be unworkable.

The BCACP's Policing Policy Review found that different police forces are providing conflicting direction on the use of discretion in these circumstances, and that discretion is exercised

inconsistently across the province. The provincial government is currently following up on this review and will determine if provincial guidance is appropriate in this area.

MWCI recommendation 7.2: That proposed provincial missing persons standards include at least 15 components:

- Definition of "missing person;"
- Criteria for the acceptance of reports;
- Jurisdiction;
- Missing Person Risk Assessment Tool;
- Provincial Missing Person Reporting Form;
- Standards related to interaction with family/reportees;
- Initial steps – background information;
- Supervisory responsibility/quality control;
- Forensic evidence standards;
- Coroners' Liaison;
- Monitoring outstanding missing person cases;
- Automatic annual review of unsolved cases;
- Closing missing person files;
- Prevention and intervention; and
- The role and authority of the B.C. Police Missing Persons Centre.

MWCI recommendation 7.3: That the provincial standards require a proactive missing persons process whereby police must take prevention and intervention measures including "safe and well" checks when an individual is found.

RESULTS OF RECOMMENDATIONS BY THEME

The provincial government developed provincial policing standards on missing person investigations which came into effect in September 2016. These standards include all of the components recommended by the MWCI, with a few explainable variations. The standards further define and include a process for safe and well checks.

A safe and well check happens when a law enforcement agent has face-to-face communication with a found missing person to confirm the person's identity and assess her or his well-being.

Both police and community stakeholders we spoke with stated that the safe and well checks included in the provincial policing standards on missing person investigations do not reflect the reality on the ground. Many stakeholders were concerned about the safety and privacy implications of sending uniformed officers out to perform these checks. Others stated that police do not have the resources to perform a face-to-face meeting for each report of a missing person, and that this action does not make sense in all cases. Proposed solutions to these issues include giving police limited discretion around whether or not to carry out face-to-face safe and well checks themselves, or have service providers perform the checks instead.

The safe and well check provisions of the standards will not come into effect until January 2017 to allow more time for the provincial government to consult on these provisions and address concerns raised by police and community stakeholders.

MWCI recommendation 9.1: That Provincial Government commit to establishing a Greater Vancouver police force through a consultative process with all stakeholders.

MWCI recommendation 9.2: That Provincial Government establish an independent expert committee to develop a proposed model and implementation plan for a Greater Vancouver police force.

In 2014, the provincial government started a multi-year project to examine how policing is structured and funded in B.C. To support this initiative, it established an expert committee made up of stakeholder groups (e.g., Union of B.C. Municipalities, B.C. Police Association, RCMP). The provincial government told us that the results of this project may lead to the establishment of a regional police force, or greater regional police service integration.

In March 2015, the Legislative Assembly passed amendments to section 4 of the *Police Act* to clarify government's authority to sustain and expand policing teams and other specialized policing services.

SAFETY FOR VULNERABLE WOMEN

Urgent measure 1, urgent measure 2 and recommendations 4.3, 4.4, 4.5, 5.4

Vulnerable women are exposed to a higher risk of violence, including sexual assault, murder and serial

RESULTS OF RECOMMENDATIONS BY THEME

predation. The MWCI made 18 recommendations to address this vulnerability and rebuild an environment of safety and security. We followed up on six of these.

The provincial government has taken steps to address all six of the recommendations. It has demonstrated that its actions respond to the intent of two of the recommendations (4.3, 4.4). Its progress to date on the other four has been mixed (both urgent measures, 4.5, 5.4).

Urgent measure 1: To provide funding to existing centres that provide emergency services to women engaged in the sex trade to enable them to remain open 24 hours per day.

The provincial government contracted with the WISH Drop-in-Centre Society to provide drop-in services for women who currently engage in or formerly engaged in sex work. This funding (\$750,000 per year) enabled the centre to significantly increase its drop-in hours from 5 hours/day (6pm to 11pm) to 18 hours/day (6pm to noon the following day), but not to the recommended 24 hours a day.

WISH

The mission of the WISH Drop-in-Centre Society is to improve the health, safety and well-being of women who are involved in Vancouver's street-based sex trade.

For the past three years, the provincial government has provided civil forfeiture grants to organizations supporting women involved in sex work. A number of service providers stated that this one-time grant funding approach is difficult for their ongoing operations. It takes a significant amount of their limited resources to apply for funding each year, and

there is no guarantee that they will receive funding. The result is an inability to develop long-term programs that vulnerable populations can rely upon. Stakeholders also noted that service providers outside of the DTES are not funded to provide comparable levels of service to vulnerable women involved in sex work in other areas of the province, such as Surrey and Prince George.

Urgent measure 2: To develop and implement an enhanced public transit system to provide a safer travel option connecting the Northern communities, particularly along Highway 16.

The provincial government is working to address the need for safer travel options to connect communities along Highway 16 in northern B.C.

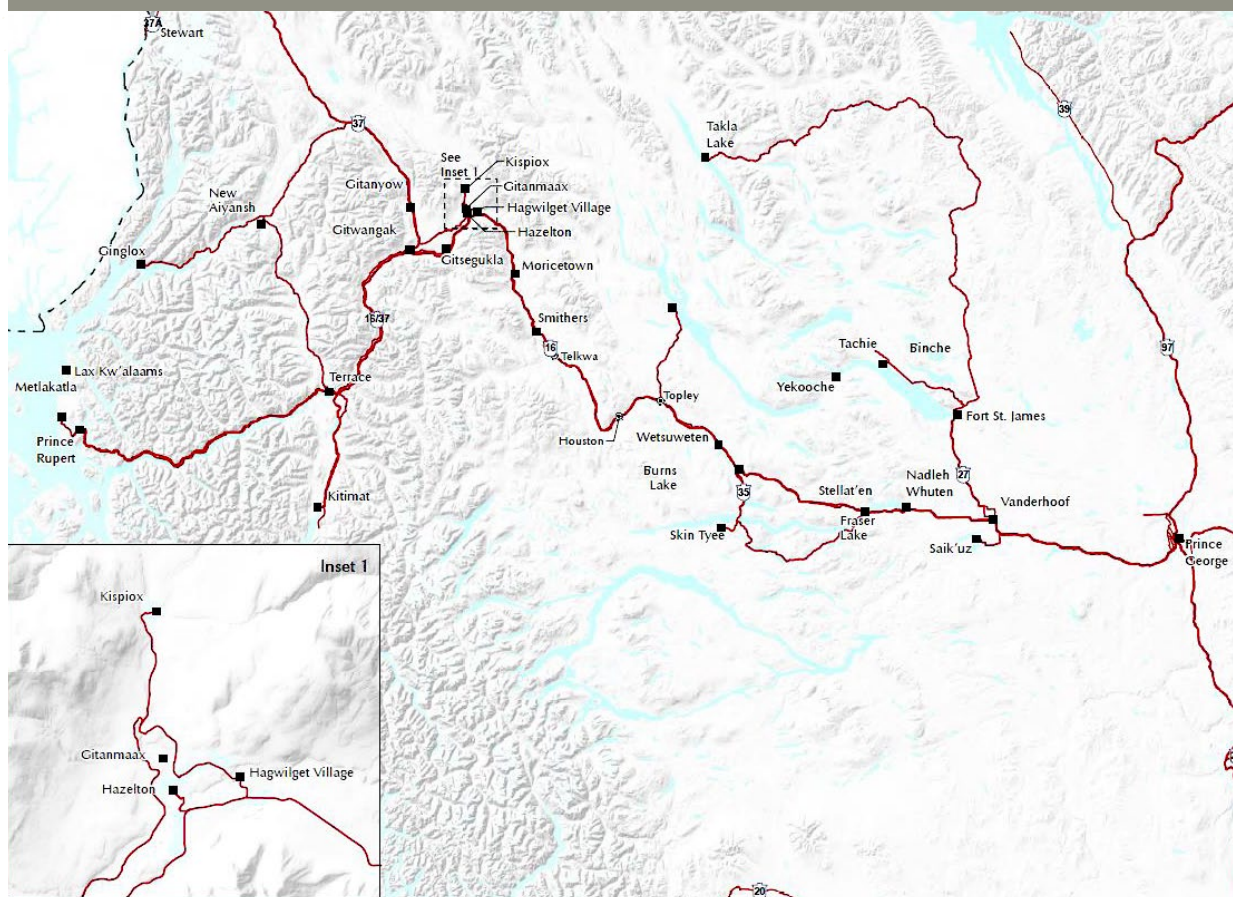
In 2013, the provincial government met with regional government associations in the Highway 16 area. In the summer of 2014, it expanded this engagement and met with over 70 community and First Nations leaders, representing 13 local governments and 12 First Nations to identify transportation challenges and practical, affordable solutions.

In November 2015, the provincial government, in partnership with the First Nations Health Authority, held a Transportation Symposium in Smithers to identify transportation options for medical and non-medical travel and to support healthy communities. Key themes identified included:

- ◆ the expansion of transportation services
- ◆ the need for the provincial government to provide both capital and operating funding
- ◆ collaboration and communication between interested parties
- ◆ highway safety

RESULTS OF RECOMMENDATIONS BY THEME

Exhibit 2: Map of Highway 16



THE FIRST NATIONS HEALTH AUTHORITY

The First Nations Health Authority (FNHA) is responsible for the planning, management, service delivery and funding of health programs in partnership with First Nations. Since travel for medical appointments (and other purposes) supports health and wellbeing, the FNHA has a shared interest in improving transportation services to First Nations along the Highway 16 corridor.

In December 2015, the provincial government announced a five-point, \$3 million Transportation Action Plan to improve transportation along the Highway 16 corridor. In June 2016, Indigenous and Northern Affairs Canada and the provincial government each announced an additional \$1 million for the action plan, for a total of \$5 million in funding.

RESULTS OF RECOMMENDATIONS BY THEME

THE FIVE POINTS OF THE HIGHWAY 16 TRANSPORTATION ACTION PLAN

1. \$2.4 million over three years for transit expansion
2. \$800,000 over three years for a community transportation grant program to purchase and operate vehicles
3. \$300,000 over three years for First Nations driver education programs
4. \$1.5 million over two years for highway infrastructure safety improvements, including webcams and transit shelters
5. collaboration to increase interconnectivity of services

Source: B.C. Ministry of Transportation and Infrastructure

Action on all of the plan's five points is underway. To date, the provincial government has purchased eight transit shelters, solicited (and is considering) applications for a cost-share program that will assist communities with the purchase of vehicles and/or operating costs, and contracted Carrier Sekani Family Services to provide driver training to First Nation Communities along the Highway 16 corridor.

BC Transit prepared a detailed analysis of route options that considers community needs, operational effectiveness and cost. It then held a series of 20 in-person public engagement sessions (supplemented by a project website and online survey) about the introduction of transit services along the Highway 16 corridor. BC Transit used this feedback, which was mostly positive, to refine the proposed routing service, schedules, fares, infrastructure and supporting

policies, and presented the revised plans to local decision-makers for review and consideration. Once the plans have been approved by the sponsoring local government and the necessary agreements with BC Transit are in place, the detailed work to implement the service can begin.

The five-point Transportation Action Plan is supported by a 12-person advisory committee, made up of representatives from First Nations, local governments, Aboriginal organizations, health authorities and Ministry of Transportation and Infrastructure staff. Several stakeholders indicated that once the plan is fully implemented, northern communities will be able to offer safe travel options for vulnerable populations.

PLANNING A RURAL AND REMOTE TRANSIT SYSTEM

Planning an effective transportation system for an area as vast and diverse as that served by Highway 16 is a complex undertaking. Much information must be considered, including:

- ◆ community demographics and travel needs
- ◆ operational and logistical matters such as vehicle models, maintenance and fuelling needs
- ◆ bus stop locations, exchange points and routing
- ◆ service levels and fare options
- ◆ cost-sharing across different levels of government

It is also critical to validate proposed services by consulting with community leaders, citizens, stakeholders, elected officials, First Nations and local governments.

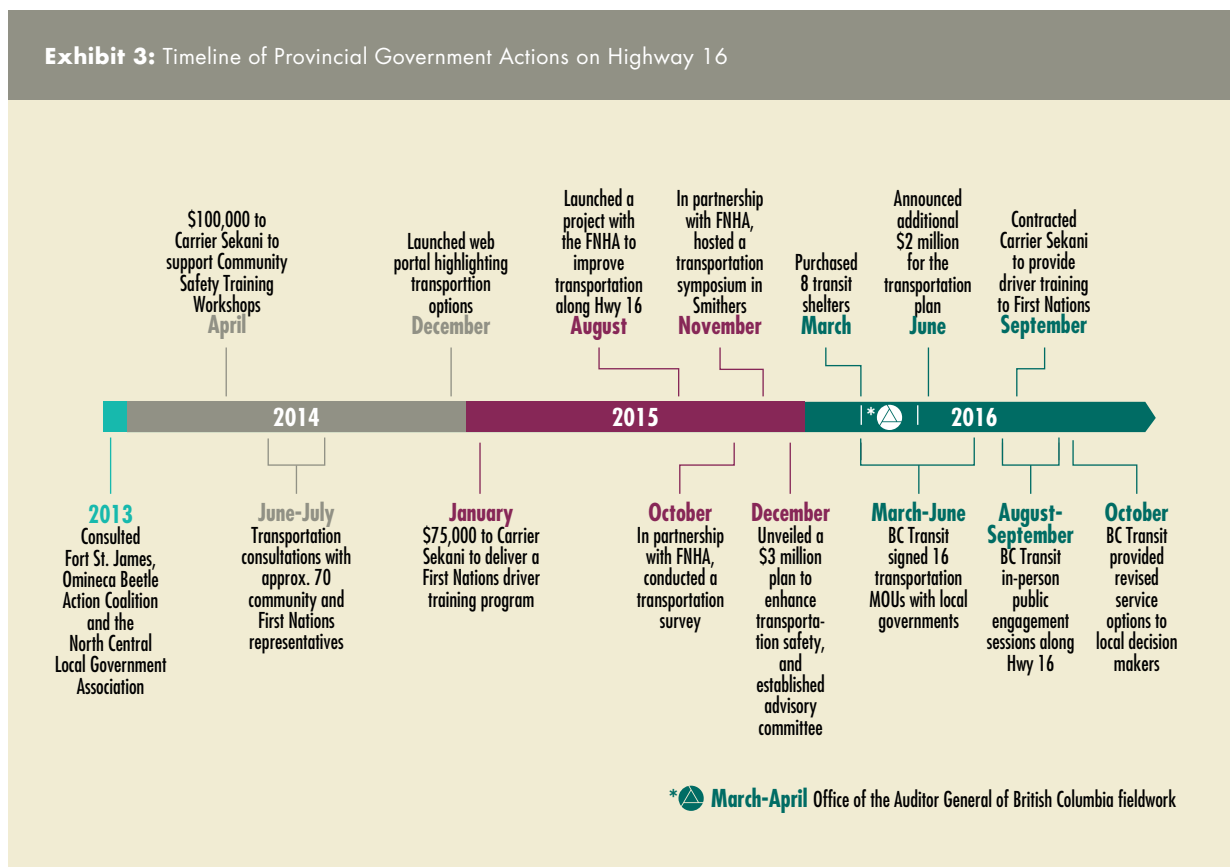
RESULTS OF RECOMMENDATIONS BY THEME

In March and April 2016, we met with representatives of local governments, First Nations and service providers in the Highway 16 region to get their feedback on the provincial government's response to this recommendation. At that time, many of them identified challenges with the funding and effectiveness of the five-point Transportation Action Plan. Most significantly, local governments were concerned that the funding provided would not be enough to meet community needs, and that municipal costs would increase at the end of the provincial government's three-year funding commitment. The provincial government told us that funding will

be available in future years based on the success of utilization of new services.

At the time of our fieldwork along Highway 16, several stakeholders were also critical of the provincial government's engagement strategy. They indicated that interested parties, such as service providers that support vulnerable women, were not included in related events, and that those who are not on the Transportation Advisory Committee had not been kept up-to-date on the provincial government's actions to address transportation in the north.

Exhibit 3: Timeline of Provincial Government Actions on Highway 16



Source: Office of the Auditor General of British Columbia

RESULTS OF RECOMMENDATIONS BY THEME

MWCI recommendation 4.3: That Provincial Government amend the BC Crown Policy Manual to explicitly include equality as a fundamental principle to guide Crown Counsel in performing their functions.

MWCI recommendation 4.4: That Provincial Government develop and implement a Crown Vulnerable Women Assault Policy to provide guidance on the prosecution of crimes of violence against vulnerable women, including women engaged in the sex trade.

MWCI recommendation 4.5: That Provincial Government adopt a policy statement in the BC Crown Policy Manual requiring that a prosecutor's evaluations of how strong the case is likely to be when presented at trial should be made on the assumption that the trier of fact will act impartially and according to the law.

The Criminal Justice Branch in the Ministry of Justice has statutory authority over prosecution policies in B.C. The branch developed a new policy, Vulnerable Victims and Witnesses – Adult, that came into effect in December 2014 (amended in July 2015). This policy provides guidance on the prosecution of crimes against vulnerable victims and witnesses. It recognizes the potential vulnerability of Aboriginal people, and acknowledges that people involved in prostitution (sex work) may be particularly vulnerable due to a climate of violence, exploitation and degradation. To support implementation of this policy, the branch released an internal memorandum to all branch staff and issued a public media statement. The branch also provided training to staff on the policy.

During our fieldwork (January to May 2016), a number of legal groups and service providers advised us that they were not aware of the new Vulnerable Victims and Witnesses – Adult policy. This meant they were unable to reassure vulnerable victims and witnesses that they would be accommodated throughout the legal process if they came forward to report a crime.

The branch did not amend the Crown Counsel Policy Manual to explicitly include equality as a fundamental principle to guide Crown Counsel in performing its functions. The branch conducted a review of its policies and service delivery framework, and was satisfied that the principle of equality was already reflected in existing documents.

The branch also did not adopt a policy statement that would require a prosecutor to assume that the judge or jury will act impartially when evaluating the strength of a case. It determined that Crown Counsel was already operating within the larger context of a policy and service delivery framework that substantially included these elements. This policy statement would mean that Crown Counsel, when assessing the strength of a case – no matter who the witnesses were or what their circumstances were – would make that assessment on the assumption that the trier of fact would act impartially and according to law.

MWCI recommendation 5.4: That Provincial Government fund additional full-time Sex Trade Liaison Officer positions in the Lower Mainland.

The BCACP's MWCI Policing Policy Review recommended that each police agency in B.C. assess its

RESULTS OF RECOMMENDATIONS BY THEME

specific need for sex trade liaison officers, and identify existing police officers who could conduct these duties, in addition to their existing responsibilities. The provincial government is currently following up to see how the BCACP and police forces have responded to this recommendation.

Service providers and community groups indicated that action on this recommendation would have a positive impact on marginalized women involved in sex work.

SUPPORTS IN MISSING PERSONS INVESTIGATIONS

Recommendations: 7.9, 8.1, 10.3

There are four main stages of missing persons' investigations: reporting, initial investigation, follow-up investigation, and recording and reviewing of files. Poor report taking and inadequate follow-up impacted police investigations of the women who disappeared from the DTES. This made report-taking and follow-up a critical component of the MWCI's scope. The MWCI looked at these stages, along with high-level critiques of the way the missing women files were handled.

We looked at three of the nine MWCI recommendations to improve supports in missing persons investigations. The provincial government has demonstrated that its actions respond to the intent of two of the recommendations (8.1, 10.3), but it needs to do more to support families and friends of missing persons (7.9).

MWCI recommendation 7.9: That provincial authorities develop an enhanced, holistic, comprehensive approach for the provision of support to the families and friends of missing persons. This should be based on a needs assessment carried out in consultation with the provincial partnership committee on missing persons.

In 2014 and 2015, the provincial government consulted with families of missing and murdered women to identify needs and barriers to accessing services in northern and rural communities. It also partnered with the B.C. Bereavement Helpline to provide training to front-line service providers to enhance their skills in assisting and providing support to families in cases of homicide, traumatic death and missing persons. The provincial policing standards on missing person investigations that came into effect September 2016 detail new requirements for interaction with family members, including that a family liaison be appointed to each investigation. These actions are good first steps, but together, do not form a comprehensive approach to supporting families and friends of missing persons.

Service providers, community groups and local governments indicated there is a need for additional services to provide support to the families and friends of missing persons.

MWCI recommendation 8.1: That Provincial Government enact missing persons legislation to grant speedy access to personal information of missing persons without unduly infringing on privacy rights. I recommend the adoption of single purpose legislation, as in Alberta and Manitoba, with a provision for a comprehensive review of the operation of the Act after five years.

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The provincial government enacted the *Missing Persons Act* in March 2014, which sets out the provisions for accessing records that will help find missing persons, and the *Missing Persons Regulations* in June 2015. The Act was based on similar legislation in Alberta, Manitoba and Nova Scotia.

Over the course of our work, we became aware of the following concerns with the *Missing Persons Act*:

- ◆ In a [letter to the Attorney General and Minister of Justice dated February 14, 2014](#), the Information and Privacy Commissioner indicated that the *Missing Persons Act* does not provide sufficient transparency, oversight and protection of subsequent disclosure of information.
- ◆ Numerous service providers and community groups were not consulted on the Act until after it was passed.
- ◆ Service providers expressed concern that the information they provide could be used to arrest women, because information obtained through the Act can be used in a related criminal investigation.
- ◆ Service providers and community groups expressed concern that abusive partners could use the Act to track down a woman who has fled.

MWCI recommendation 10.3: That Provincial Government commit to moving expeditiously to implement a regional Real Time Crime Centre.

The provincial government, in collaboration with the RCMP and six lower mainland municipal police

forces, implemented a Real Time Intelligence Crime Centre (RTIC-BC) in January 2015. RTIC-BC is meant to enhance safety by “providing real time operational support to front-line officers and investigators by providing actionable intelligence.”

The RTIC-BC Steering Committee commissioned the Centre for Public Safety and Criminal Justice Research and the RCMP Research Chair at the University of the Fraser Valley to carry out an evaluation of RTIC-BC’s first year of operations. The primary goal of the evaluation was to assess RTIC-BC’s service delivery model and to identify areas for improvement that will further the ability of RTIC-BC to achieve its mandate.

This evaluation, completed in December 2015, identified RTIC-BC’s strengths and significant areas for improvement. It also made a number of recommendations, including changes to RTIC-BC human resources, practices, and policies. RTIC-BC is working to address these recommendations, where permitted by organizational policy and statute.

REAL TIME INTELLIGENCE CRIME CENTRE (RTIC-BC)

RTIC-BC ensures that inter-agency information can be shared more readily than in the past, and provides real time support to front-line police officers and investigators by accessing, analyzing and disseminating critical information and intelligence. The centre is used to accelerate investigations (e.g., missing persons cases) and to enhance the response to serious crimes that cross jurisdictional boundaries.

OUR OVERARCHING OBSERVATIONS AND RECOMMENDATION

DURING OUR WORK, we identified a number of issues that were common to the provincial government's response to multiple MWCI recommendations. In this section we summarize these cross-cutting observations and make one recommendation to support the provincial government's future work in this area.

FUNDING

The provincial government made some significant funding contributions to individual recommendations. For example, it provided \$4 million for enhanced transportation along Highway 16 and contributed to the \$4.9 million compensation fund for the children of the missing women. But other recommendations, such as those related to policing, were addressed with existing resources. This meant that in some cases, the provincial government was unable to implement recommendations in a timely manner, and/or was limited in the actions it could take to respond. To mitigate these challenges, provincial government staff prioritized recommendations and worked towards implementing those they assessed as highest priority.

The provincial government was able to direct available funding to respond to certain recommendations, in particular, those related to healing for loved ones and supports for vulnerable women. In most cases, this funding was awarded through an existing grant program (e.g., civil forfeiture grants) and was one-time only.

While one-time funding can be useful, it can also create challenges for the recipients, most of whom are non-profit service providers. These organizations must continually apply for this funding, typically on an annual basis. This is a resource-intensive process and there is no guarantee that they will be successful. The application requirements may change from year to year, and one of the usual requirements is that the program be new, as one-time grants are not intended to provide long-term operational funding. These limitations make it difficult for service providers to develop and operate long-term programs that grieving loved ones and vulnerable women can rely on.

STAKEHOLDER ENGAGEMENT

The issue of missing and murdered women in B.C. touches so many people: survivors, family and loved ones of the victims, community members, service providers, police organizations, local governments, and more. Engaging such a large and diverse group of stakeholders is a challenge.

OUR OVERARCHING OBSERVATIONS AND RECOMMENDATIONS

During our fieldwork (January to May 2016), stakeholders often told us that the provincial government did not fully engage with them about the implementation of relevant recommendations. This is a concern, as stakeholders may have a different perspective from that of the provincial government on how certain MWCI recommendations should be implemented. For example, numerous service providers, Aboriginal organizations, community groups and legal organizations were not consulted on the *Missing Persons Act* before it was passed. These groups are generally in favour of more limits on police powers than the provincial government and police organizations are, but it was primarily the latter two groups who were engaged in the development of this legislation. Stakeholders may also raise points that have not yet been considered or acted on by the provincial government.

This lack of comprehensive stakeholder engagement may have contributed to adversarial relationships between the provincial government and some key stakeholders. Looking ahead, it also increases the risk that the provincial government's response to certain recommendations will not address the target population's needs, reflect the reality on the ground, or have the stakeholder buy-in to make it successful.

In the summer and fall of 2016, the provincial government took steps to engage a broader range of stakeholders on a few of its ongoing efforts to respond to the MWCI's recommendations. For example, the Ministry of Public Safety and Solicitor General prepared an engagement plan to inform the development of bias-free policing standards. The plan, scheduled to be implemented over the next year,

includes consultation with a number of stakeholders, such as:

- ♦ the Advisory Committee on Provincial Policing Standards
- ♦ academic or other subject matter experts with a speciality in anti-bias or cultural policies or training
- ♦ police representatives
- ♦ First Nations leadership organizations
- ♦ service providers
- ♦ community groups

In August and September 2016, BC Transit reached out to 20 communities, some of whom had not yet been consulted, about new transit infrastructure and services for Highway 16. We were encouraged to see these developments.

REPORTING AND ACCOUNTABILITY

The provincial government issued two public status reports detailing its progress in implementing the MWCI's recommendations. The Attorney General and Minister of Justice stated that the second status report would be the provincial government's last, and that it would no longer be reporting out publicly on the implementation of the recommendations.

The provincial government still has several significant initiatives underway that respond to the MWCI's recommendations. This work is important: it impacts the lives of so many people in B.C., including some of the most vulnerable members of our society.

RESULTS OF RECOMMENDATIONS BY THEME

Continuing to report publicly until the provincial government has completed all of its planned work would allow the provincial government to be held accountable for its actions, ensure that the public is aware of new resources, and enable the provincial government to share knowledge to help people work together more effectively and efficiently. It would also allow individuals and organizations that are doing related work, such as the National Inquiry into Missing and Murdered Indigenous Women and Girls, to see what has already been done and to learn from B.C.'s experience of implementing the MWCI's recommendations.

OVERSIGHT OF THE IMPLEMENTATION OF THE MWCI'S RECOMMENDATIONS

Commissioner Oppal stated that “a leader or champion will be required to spearhead and manage the implementation process, given the breadth of my recommendations and the number of institutions and agencies involved in their implementation.” This leader or champion was supposed to track the provincial government's progress and take a crucial leadership role in engaging stakeholders – in particular, family members of the missing and murdered women, First Nations communities and other community groups representing vulnerable and marginalized women.

The provincial government's decision not to appoint a new champion when the Honourable Steven Point resigned, and after the civil suit was settled, may have had a negative impact on the implementation of the MWCI's recommendations. There was no longer a

person to spearhead and manage the implementation process or to engage stakeholders. This contributed to the challenges discussed above. Many of the stakeholders we interviewed would like the provincial government to appoint a new champion or advisory committee to continue moving the recommendations forward.

OUR RECOMMENDATION

The provincial government has taken significant steps to implement the MWCI's recommendations, but substantial work still remains.

As many families, communities and stakeholders are impacted by these tragedies and their legacy, it is important that they play a role in moving the MWCI's recommendations forward. Annual public reporting would set the foundation for meaningful engagement and collaboration between the provincial government and stakeholders by creating a common understanding of what has been done to date, what is in progress, and what actions are planned for the future. It would also help government monitor its progress in implementing the MWCI's recommendations across a broad range of programs and initiatives, and allow stakeholders and the public to hold the government accountable. Therefore:

RECOMMENDATION 1: *We recommend that the provincial government report publicly each year on how its programs and initiatives are meeting the intent of the Missing Women Commission of Inquiry's recommendations.*

APPENDIX A: ALL MWCI RECOMMENDATIONS

Note: For this report, our office followed up on the highlighted recommendations

Urgent measure 1: To provide funding to existing centres that provide emergency services to women engaged in the sex trade to enable them to remain open 24 hours per day.

Urgent measure 2: To develop and implement an enhanced public transit system to provide a safer travel option connecting the Northern communities, particularly along Highway 16.

MWCI recommendation 3.1: That the Provincial Government appoint two advisors, including one Aboriginal Elder, to consult with all affected parties regarding the form and content of the apologies and other forms of public acknowledgement required as a first step to the healing and reconciliation process.

MWCI recommendation 3.2: That Provincial Government establish a compensation fund for the children of the missing and murdered women.

MWCI recommendation 3.3: That Provincial Government establish a healing fund for families of the missing and murdered women. These funds should be accessed through an application process pursuant to established guidelines.

MWCI recommendation 3.4: That Provincial Government appoint two advisors, including one Aboriginal Elder, to consult with all affected parties regarding the structure and format of this facilitated reconciliation process and to consider mechanisms for funding it. These consultations and recommendations could be undertaken together with recommendation 3.1.

MWCI recommendation 4.1: That the Minister of Justice direct the Director of Police Services to undertake equality audits of police forces in British Columbia with a focus on police duty to protect marginalized and Aboriginal women from violence. These audits should be carried out by an external agency and with meaningful community involvement.

MWCI recommendation 4.2: That Provincial Government set a provincial standard establishing that police officers have a general and binding duty to promote equality and to refrain from discriminatory policing.

MWCI recommendation 4.3: That Provincial Government amend the BC Crown Policy Manual to explicitly include equality as a fundamental principle to guide Crown Counsel in performing their functions.

MWCI recommendation 4.4: That Provincial Government develop and implement a Crown Vulnerable Women Assault Policy to provide guidance on the prosecution of crimes of violence against vulnerable women, including women engaged in the sex trade.

MWCI recommendation 4.5: That Provincial Government adopt a policy statement in the BC Crown Policy Manual requiring that a prosecutor's evaluations of how strong the case is likely to be when presented at trial should be made on the assumption that the trier of fact will act impartially and according to the law.

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MWCI recommendation 4.6: That Provincial Government direct the Director of Police Services to consult with the BC Association of Municipal Chiefs of Police, the RCMP and community representatives to recommend the wording of a statutory provision on the legal duty to warn and a protocol on how it should be interpreted and applied.

MWCI recommendation 4.7: That police forces work with local communities to develop communication strategies for the issuance of warnings that ensure the message is conveyed to community members who are most at risk of the specific threat.

MWCI recommendation 4.8: That Provincial Government fund three law reform research projects on aspects of the treatment of vulnerable and intimidated witnesses:

- The effects of drug and alcohol use on memory and how to support those experiencing dependency or addiction to provide testimony;
- Police, counsel and the judiciary's bias and perceptions of credibility of people with drug additions or who are engaged in the survival sex trade; and
- Potential changes to the law of evidence to better allow vulnerable witnesses, including those who have been sexually assaulted, those suffering from addictions, and those in the sex industry, to take part in court processes.

MWCI recommendation 4.9: That Provincial Government develop guidelines to facilitate and support vulnerable and intimidated witnesses by all actors within the criminal justice system based on the best practices identified by the Commission through its review of protocols and guidelines existing in other jurisdictions.

MWCI recommendation 4.10: That police forces integrate into training, performance standards, and performance measurement the ability of police officers to develop and maintain community relationships, particularly with vulnerable members of the community who are often at risk of being treated unequally in the delivery of public services.

MWCI recommendation 4.11: That the BC Association of Municipal Chiefs of Police and the RCMP establish a working group to develop a best practices guide for the establishment and implementation of formal discussion mechanisms to facilitate communication and collaboration that transcends the institutional hierarchy within a police agency.

MWCI recommendation 4.12: That police officers be required to undergo mandatory and ongoing experiential and interactive training concerning vulnerable community members:

- Active engagement in overcoming biases, rather than more passive sensitivity training (sometimes called anti-oppression training);
- More intensive and ongoing training in the history and current status of Aboriginal peoples in the province and in the specific community, particularly with respect to the ongoing effects of residential schools and the child welfare system;
- Training and resources to make prevention of violence against Aboriginal women a genuine priority;
- Training to ensure an understanding of violence against women in a range of settings including family violence, child sexual exploitation and violence against women in

APPENDIX A : ALL MWCI RECOMMENDATIONS

the sex trade; in particular, the scenarios used in police training should incorporate issues of cultural sensitivity and violence against women; and

- Training in recognizing the special needs of vulnerable individuals and how to meet those needs, including recognition of a higher standard of care owed by the police to these individuals.

MWCI recommendation 4.13: That the Police Complaint Commissioner, working with police forces across the Province, take steps to develop, promote and refine informal methods of police discipline, particularly in marginalized communities such as the DTES and with Aboriginal communities.

MWCI recommendation 4.14: That Provincial Government engage with the RCMP in order to bring them into the provincial complaints process.

MWCI recommendation 5.1: That SisterWatch be evaluated to provide a basis for further refinements and with a view to establishing best practices for meaningful police-community partnerships; and that these best practices be shared with other police forces to encourage them to develop and maintain ongoing, collaborative community forums.

MWCI recommendation 5.2: That all entities with proposed responsibilities under the Living in Community Action Plan commit to these priority actions that together form a strong basis for enhancing the safety of women engaged in the survival sex trade.

MWCI recommendation 5.3: That other communities be encouraged to undertake the type of collaborative community engagement strategy employed by Living in Community to develop an

integrated strategy for enhancing the safety of women engaged in the survival sex trade.

MWCI recommendation 5.4: That Provincial Government fund additional full-time Sex Trade Liaison Officer positions in the Lower Mainland.

MWCI recommendation 5.5: That the City of Vancouver create and fund two community-based liaison positions to be filled by individuals who have experience in the survival sex trade.

MWCI recommendation 5.6: That Provincial Government undertake a community consultation, needs assessment and feasibility study concerning the reestablishment of an independent society comparable to the former Vancouver Police Native Liaison Society.

MWCI recommendation 5.7: That the Vancouver Police Department establish a position of Aboriginal Liaison Officer whose responsibilities would include assisting Aboriginal persons in their interactions with the Missing Persons Unit.

MWCI recommendation 5.8: That all police forces in British Columbia consider developing and implementing guidelines on the model of the Vancouver Police Department's Sex Work Enforcement Guidelines in consultation with women engaged in the sex trade in their jurisdiction.

MWCI recommendation 5.9: That the City of Vancouver and the Vancouver Police Department take proactive measures to reduce the number of court warrants issued for minor offences by:

- Reducing the number of tickets issued and charges laid for minor offences;
- Developing guidelines to facilitate greater and more consistent use of police discretion not to lay charges; and

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- Increasing the ways in which failures to appear can be quashed early in the judicial process.

MWCI recommendation 5.10: That courts consider making increased use of diversionary or alternative measures to deal with bench warrants and breaches of conditions. This is in light of the barriers that outstanding warrants have on the ability of vulnerable women who are victims of violent crime to access police services. And that proactive steps be taken to assist women to clear outstanding warrants.

MWCI recommendation 5.11: That the Minister of Justice consult with the judiciary, police and community representatives to develop a protocol providing the police with the discretion not to enforce a warrant in a circumstance where a sex trade worker is attempting to report a violent crime.

MWCI recommendation 5.12: That the Minister of Justice establish a working group to develop options for enhanced legislative protection for exploited women. The working group should include representatives of sex workers, community-based organizations providing support to and advocacy for women engaged in the sex trade, Aboriginal women's organizations, police agencies and the Crown Counsel Association.

MWCI recommendation 5.13: That the BC Association of Municipal Police Chiefs and the RCMP, with support from the Director of Police Services, should develop a protocol containing additional measures to monitor high-risk offenders, including recommendations for the efficient and timely sharing of information.

MWCI recommendation 6.1: That Provincial Government fully support the implementation of The Highway of Tears Symposium action plan, updated to the current situation and in a manner that ensures involvement of all affected communities along Highway 16.

MWCI recommendation 6.2: That Provincial Government fund a community consultation process led by Aboriginal organizations to develop and implement a pilot project designed to ensure the safety of vulnerable Aboriginal youth during the rural-urban transition.

MWCI recommendation 6.3: That Provincial Government provide additional funding to Aboriginal women's organizations to create programs addressing violence on reserves, so that fewer women and youth are forced to escape to urban areas.

MWCI recommendation 6.4: That Provincial Government provide additional funding to Aboriginal women's organizations to provide more safe houses and counselling programs run for and by Aboriginal women and youth.

MWCI recommendation 6.5: That Provincial Government fund a collaborative action research project on the entry of young women into the sex trade, especially Aboriginal women who are often homeless during the transition from reserves or foster homes to urban centres, and to develop an action plan to facilitate and support exiting the survival sex trade.

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MWCI recommendation 7.1: That the provincial standards be developed by the Director of Police Services with the assistance of a committee consisting of representatives of the BC Association of Municipal Police Chiefs, the RCMP, representatives of community and Aboriginal groups, and representatives of families of the missing and murdered women.

MWCI recommendation 7.2: That proposed provincial missing persons standards include at least 15 components:

- Definition of “missing person;”
- Criteria for the acceptance of reports;
- Jurisdiction;
- Missing Person Risk Assessment Tool;
- Provincial Missing Person Reporting Form;
- Standards related to interaction with family/reportees;
- Initial steps – background information;
- Supervisory responsibility/quality control;
- Forensic evidence standards;
- Coroners’ Liaison;
- Monitoring outstanding missing person cases;
- Automatic annual review of unsolved cases;
- Closing missing person files;
- Prevention and intervention; and
- The role and authority of the BC Provincial Missing Persons Centre (BCPMPC).

MWCI recommendation 7.3: That the provincial standards require a proactive missing persons process whereby police must take prevention and intervention measures including “safe and well” checks when an individual is found.

MWCI recommendation 7.4: That best practice protocols be established for (1) enhanced victimology analysis of missing persons, (2) investigative steps in missing person cases, (3) collaborative missing person investigations collection, (4) storage and analysis of missing persons data, and (5) training specific to missing person investigations.

MWCI recommendation 7.5: That Provincial Government establish a provincial partnership committee on missing persons to facilitate the collaboration of key players in the ongoing development of best practice protocols for missing person cases. The committee should be chaired by a senior government official and include representatives of the missing and murdered women’s families, Aboriginal organizations, community groups, service providers, police, and Victim Services.

MWCI recommendation 7.6: That Provincial Government establish an agency independent of all police agencies with the purposes to include co-ordinating information, identifying patterns, establishing base rates, checking on police investigations, ensuring accountability for linked interjurisdictional series, and warning the public. It should provide oversight and analytic functions, but it should not be an investigating entity.

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MWCI recommendation 7.7: That provincial authorities create and maintain a provincial missing person website aimed at educating the public about the missing persons process and engaging them in proactive approaches to prevention and investigation.

MWCI recommendation 7.8: That provincial authorities establish a provincial 1-800 phone number for the taking of missing person reports and accessing case information.

MWCI recommendation 7.9: That provincial authorities develop an enhanced, holistic, comprehensive approach for the provision of support to the families and friends of missing persons. This should be based on a needs assessment carried out in consultation with the provincial partnership committee on missing persons.

MWCI recommendation 7.10: That representatives of the media be invited to be members of the provincial partnership committee and that the committee should develop a protocol on issues related to the role of the media in missing person investigations.

MWCI recommendation 7.11: That the provincial partnership committee develop a proposal for either an enhanced BCPMPC to meet additional responsibilities relating to the needs of members of the public and, in particular, reporters; or to create an independent civilian-based agency for this purpose.

MWCI recommendation 8.1: That Provincial Government enact missing persons legislation to grant speedy access to personal information of missing persons without unduly infringing on privacy rights. I recommend the adoption of single purpose legislation, as in Alberta and Manitoba, with a provision for a comprehensive review of the operation of the Act after five years.

MWCI recommendation 8.2: That Provincial Government mandate the use of Major Case Management (MCM) for major crimes and that the Director of Police Services develop these MCM standards in consultation with the police community and through a review of best practices in other jurisdictions.

MWCI recommendation 8.3: That the Director of Police Services mandate accountability under the MCM standards by requiring that police forces:

- Provide an explanation as to why MCM was not used for a “major crime” in an annual report to the Director of Police Services;
- Notify the Director of Police Services of all “major crime” investigations that are not under active investigation and have remained open for more than one year. Upon receipt of such notification, the Director will appoint another police department to conduct an independent audit of the prior investigation and conduct such additional investigatory steps as it deems necessary, and report its findings to the Director and the originating police agency; and Conduct annual internal audits of a statistically valid random selection of MCM investigations to ensure proper compliance with the model.

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MWCI recommendation 8.4: That issues related to a single electronic MCM system for British Columbia, as well as compatibility with cross-Canada systems, be reviewed as part of the consultation on MCM standards set out above.

MWCI recommendation 8.5: That Provincial Government take active steps to support the development of a National DNA Missing Persons Index and to assist in overcoming the impasse on outstanding concerns over its creation and operationalization.

MWCI recommendation 9.1: That Provincial Government commit to establishing a Greater Vancouver police force through a consultative process with all stakeholders.

MWCI recommendation 9.2: That Provincial Government establish an independent expert committee to develop a proposed model and implementation plan for a Greater Vancouver police force.

MWCI recommendation 10.1: That the Director of Police Services mandate provincial standards for multi-jurisdictional and multi-agency investigations to be incorporated into the provincial MCM standards referred to in recommendation 8.2.

MWCI recommendation 10.2: That the Director of Police Services consult with the BC Association of Police Chiefs and the RCMP to create a protocol or framework for multi-jurisdictional major case investigations to ensure the timely and seamless implementation of multi-agency teams, including a provision for an independent panel to resolve disputes regarding when the protocol should be triggered.

MWCI recommendation 10.3: That Provincial Government commit to moving expeditiously to implement a regional Real Time Crime Centre.

MWCI recommendation 11.1: That the accountability structure for the Greater Vancouver police force incorporate a holistic approach that provides oversight on both an individual and systemic level and is fully responsive and responsible to the communities it serves.

MWCI recommendation 11.2: That the Police Act be amended to provide that the Mayor is an ex officio member of the Board, but has no voting authority.

MWCI recommendation 11.3: That additional steps need to be taken to ensure representation of vulnerable and marginalized members and Aboriginal peoples on police boards.

MWCI recommendation 11.4: That police boards have access to greater resources from the Division of Police Services to gather and analyze information to enable them to better carry out their oversight functions.

MWCI recommendation 12.1: That Provincial Government appoint an independent advisor to serve as a champion for the implementation of the Commission's recommendations. This appointment should take effect within 12 weeks of release of the report.

MWCI recommendation 12.2: That the independent advisor work collaboratively with representatives of Aboriginal communities, the DTES, and the victims' families in the implementation process.

APPENDIX B:

FINDINGS BY MWCI RECOMMENDATION

Forsaken, the report issued by the Missing Women Commission of Inquiry (MWCI), made 63 recommendations and identified two urgent measures. Our examination looked at 21 of the recommendations to the provincial government and both urgent measures. This appendix provides our detailed findings by MWCI recommendation and urgent measure.

THEME: COMPENSATION, HEALING AND LEGACY

MWCI Recommendation 3.2: That Provincial Government establish a compensation fund for the children of the missing and murdered women.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government did not make any commitments in response to this recommendation.

2. What actions did the provincial government take in response to the recommendation?

The provincial government took action on this recommendation even though it did not commit to doing so.

In September 2013, 13 children of the missing women filed nine claims against the provincial government and other organizations and individuals. In March 2014, the provincial government, the federal government and the City of Vancouver announced a \$4.9 million compensation fund for the 98 surviving biological children of the 67 women included in the MWCI's terms of reference. Each child is eligible for a payment of \$50,000. In offering this compensation, the three funding partners were hopeful that they would reach a settlement with the 13 litigants. The lawsuit was settled shortly thereafter.

To date, 90 of the 98 children (including the 13 who filed the claim against the provincial government) have been compensated. The funding bodies recently extended the application deadline for the compensation fund by two years (now expiring in April 2018) to allow more time for the provincial government to identify, notify and work with the remaining eight children.

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3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government told us that it intends to provide compensation to all eligible applicants and is exploring options to make this compensation available beyond April 2018, in the event that payments are still outstanding at that time.

MWCI Recommendation 3.3: That Provincial Government establish a healing fund for families of the missing and murdered women. These funds should be accessed through an application process pursuant to established guidelines.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government did not make any commitments in response to this recommendation.

2. What actions did the provincial government take in response to the recommendation?

Although the provincial government did not make any commitments, it has taken a number of actions in response to this recommendation:

- ◆ provided \$1.4 million in assistance to cover, for example, counselling, funeral expenses, pain and suffering, wage loss and transportation to over 200 family members of the missing and murdered women identified in *Forsaken* through the Crime Victim Assistance Program
- ◆ provided \$470,000 for a three-day provincial gathering in partnership with other groups in Prince George in early 2016 to support healing for families of missing and murdered Aboriginal women
- ◆ provided up to \$60,000 for a Cultural Healing Camp for the families of missing and murdered Aboriginal women in the northeastern section of B.C. in 2015
- ◆ through an annual application process, provided civil forfeiture grants in 2014/15 (\$236,310) and 2015/2016 (\$217,100) for healing and rebuilding after violence against Aboriginal women (two of the 24 programs that received funding in these years explicitly target families of missing and murdered women)

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

- ◆ provided \$400,000 to the Minister's Advisory Committee on Aboriginal Women in March 2014 for the Giving Voice Initiative, which aims to provide Aboriginal women, men, youth and elders a safe opportunity to give voice to issues of violence and abuse in their lives
- ◆ published a bulletin to raise awareness about the healing programs available to Aboriginal people, and to encourage organizations to apply for grants to implement similar programs

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions partially respond to the intent of the recommendation. Service providers have been able to apply for funding for healing programs through the civil forfeiture grant process and the Giving Voice Initiative since 2014. The provincial government has also funded some healing initiatives consistent with the examples cited in *Forsaken*.

There are some limitations with its approach:

- ◆ The civil forfeiture and Giving Voice funding is not dedicated or directly available to the families of the missing and murdered women.
- ◆ A maximum of four members from each family were permitted to attend the family gathering in Prince George.
- ◆ We did not identify any new or specialized supports for family members of victims who were not Aboriginal outside of existing programs.
- ◆ Civil forfeiture grant decisions are made on an annual basis. Organizations may receive funding in consecutive years, but this is not guaranteed.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government told us that it plans to continue providing counselling to families of the missing and murdered women through the Crime Victim Assistance Program and that it anticipates having a stream of civil forfeiture grants for 2016/17 that is dedicated to Aboriginal healing and rebuilding.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

MWCI Recommendations 12.1: That Provincial Government appoint an independent advisor to serve as a champion for the implementation of the Commission's recommendations. This appointment should take effect within 12 weeks of release of the report.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government issued a public statement indicating that it saw the critical importance of the champion recommendation, that it would implement this recommendation immediately, and that it had selected the Honourable Steven Point to fulfill this role.

2. What actions did the provincial government take in response to the recommendation?

Four weeks after *Forsaken* was released to the provincial government, the provincial government announced that the Honourable Steven Point would champion the implementation of the recommendations. The Honourable Steven Point resigned in May 2013, five and a half months after he was appointed. A cohort of families of the missing women filed a civil suit against the provincial government and other organizations. He indicated that the plaintiffs had put him on notice that his comments and remarks could become evidence in the course of the litigation. As a result of this and other challenges, he concluded that it was not advisable for him to continue as champion.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions partially respond to the intent of the recommendation. The provincial government appointed the Honourable Steven Point as champion, but he was unable to fulfill the role's expectations during his brief tenure.

Many stakeholders have called for a new champion to be put in place to ensure that consultations are undertaken, and that implementation of the recommendations continues to move forward. Initially, the provincial government decided not to re-appoint a champion because it was concerned that the new champion would face similar litigation issues. After the civil suit was settled in the spring of 2014, the provincial government stated that it would not appoint a new champion because the implementation of the recommendations was largely underway.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government does not have any future planned actions to respond to this recommendation.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

MWCI Recommendations 12.2: That the independent advisor work collaboratively with representatives of Aboriginal communities, the DTES, and the victims' families in the implementation process.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government reported that the Honourable Steven Point would chair a new advisory committee on the safety and security of vulnerable women and that this committee would provide community-based guidance on the MWCI's recommendations.

2. What actions did the provincial government take in response to the recommendation?

During his tenure as champion, the Honourable Steven Point met with community stakeholders, Aboriginal organizations, the Highway of Tears Governing Body, policing bodies, representatives from the DTES and family members to introduce himself and gather input to inform the creation of the advisory committee. He also carried out some consultations on the implementation of projects related to the healing recommendations (e.g., Giving Voice, Stopping the Violence).

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions partially respond to the intent of the recommendation. The Honourable Steven Point carried out some consultations, but most of these meetings were not focused on the implementation of recommendations.

Following the Honourable Steven Point's resignation, the provincial government decided not to pursue the creation of an advisory committee. The provincial government has directly engaged some stakeholders in the implementation of recommendations. Service providers and community groups have stated that minimal to no consultations have occurred.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government indicated that it is taking a leadership role in the implementation of the MWCI's recommendations, and will engage with community stakeholders and others with expertise in areas such as:

- ◆ addressing the needs of families whose loved ones have gone missing
- ◆ providing services and supports to women in the DTES
- ◆ working with Aboriginal communities and supporting Aboriginal women in urban and rural settings
- ◆ improving policing and other justice system processes

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

THEME: IMPROVEMENTS TO POLICING

MWCI Recommendation 4.1: That the Minister of Justice direct the Director of Police Services to undertake equality audits of police forces in British Columbia with a focus on police duty to protect marginalized and Aboriginal women from violence. These audits should be carried out by an external agency and with meaningful community involvement.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to completing audits related to bias-free policing and equitable treatment where required.

2. What actions did the provincial government take in response to the recommendation?

The provincial government completed a discussion paper on promoting bias-free policing, which included consideration of equality audits. The Legislative Assembly amended the *Police Act* to allow the Director of Police Services to set additional standards to support bias-free policing (effective March 3, 2015). The provincial government is currently developing these standards, and anticipates that they will be complete by April 2017. It indicated that these standards will be used as the basis for equality audits. The provincial government also provided funding, leadership and support for the B.C. Association of Chiefs of Police MWCI Policing Policy Review. This review recommended that each police agency ensure their current educational and operational initiatives address violence against women and review current agency initiatives for compliance and results.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

As work is still in progress, whether the provincial government's actions respond to the intent of the recommendation is to be determined. The provincial government has not yet completed any equality audits, but it has taken the steps noted above to make them possible in the future.

Service providers, community groups, First Nations communities and local governments indicated that equality audits would be beneficial to address police discrimination and persistent unequal treatment of marginalized and Aboriginal women. Police stakeholders had mixed reviews on the necessity and potential benefits of these audits.

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4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government indicated that it will complete equality audits where necessary, once the bias-free policing standards are complete.

MWCI Recommendation 4.2: That provincial government set a provincial standard establishing that police officers have a general and binding duty to promote equality and to refrain from discriminatory policing.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to the development of standards related to bias-free policing and the equitable treatment of persons.

2. What actions did the provincial government take in response to the recommendation?

The provincial government completed a discussion paper on promoting unbiased policing that proposed a framework of both standards and principles/policy. It developed a project charter to guide the development of all of the standards recommended by the MWCI, including standards on bias-free policing. The provincial government is working on bias-free policing standards and recently drafted an engagement plan to guide the stakeholder engagement process. It anticipates that these standards will be complete by April 2017.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

As work is still in progress, we cannot yet determine whether the provincial government's actions respond to the intent of the recommendation. The provincial government has not yet set a provincial standard that establishes police officers as having a general and binding duty to promote equality and to refrain from discriminatory policing, but work to develop bias-free policing standards is well underway.

Police stakeholders indicated that the principles of equality and discrimination are already operationalized within the various police forces across B.C., and that the development of a new standard would not be practical or result in change. Service providers, community groups and local governments told us that a standard would be worthwhile, as issues of racism and discrimination are still occurring.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government plans to have bias-free policing standards in place by April 2017.

MWCI Recommendation 4.12: That police officers be required to undergo mandatory and ongoing experiential and interactive training concerning vulnerable community members:

- Active engagement in overcoming biases, rather than more passive sensitivity training (sometimes called anti-oppression training);
- More intensive and ongoing training in the history and current status of Aboriginal peoples in the province and in the specific community, particularly with respect to the ongoing effects of residential schools and the child welfare system;
- Training and resources to make prevention of violence against Aboriginal women a genuine priority;
- Training to ensure an understanding of violence against women in a range of settings including family violence, child sexual exploitation and violence against women in sex work; in particular, the scenarios used in police training should incorporate issues of cultural sensitivity and violence against women; and
- Training in recognizing the special needs of vulnerable individuals and how to meet those needs, including recognition of a higher standard of care owed by the police to these individuals.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to the development and delivery of cultural awareness and sensitivity training for all police officers in B.C., and to reviewing the current police training curriculum to ensure it incorporates the key values inherent in culturally sensitive policing with a target completion date of March 2014.

2. What actions did the provincial government take in response to the recommendation?

The provincial government has taken the following actions in response to this recommendation:

- ♦ developed a framework on bias-free policing that includes adapting the Provincial Health Services Authority's *San'yas Indigenous Cultural Safety Training* for the justice sector
- ♦ compiled an inventory of police training, and carried out a gap analysis between the training that is currently available to officers and the training recommended by the MWCI
- ♦ developed an MWCI Provincial Training Plan that includes a customized pilot of the Fair and Impartial Policing (FIP) program (June to September 2016) and an assurance that all police officers will have access to training on Aboriginal history and current status in B.C. by 2017/18

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

- ◆ funded the creation of two courses, Domestic Violence 1 and Domestic Violence 2, that focus on preventing violence against women; these courses are mandatory learning for front-line police officers and have high attendance and completion rates
- ◆ provided funding to the Justice Institute of British Columbia to:
 - ◆ review and amend the Police Academy's core curriculum to ensure the principles of cultural competency, bias-free policing, and the treatment of vulnerable persons are integrated into recruit training (\$100,000)
 - ◆ create an Indigenous Cultural Competency advanced program for front-line police and justice personnel (\$150,000)
 - ◆ review and update the Domestic Violence 1 and 2 courses and if required, create an additional course (\$250,000)
 - ◆ develop and provide training for police boards that support the implementation of new policing standards such as those related to bias-free policing (\$100,000)

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

As work is still in progress, we cannot yet determine whether the provincial government's actions respond to the intent of the recommendation. The provincial government has not yet implemented a requirement for all police to undergo mandatory and ongoing experiential, interactive training about vulnerable community members that covers the recommendation's five points, but work is underway.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government is planning to undertake the following actions:

- ◆ ensure all police have access to training that includes themes to promote excellence in policing vulnerable persons and that aligns with the parameters for training as set out in the MWCI's recommendation
- ◆ ensure that by 2017/18, all police officers have access to training on Aboriginal history and current status in B.C.
- ◆ work with the Provincial Health Services Authority to finalize the *San'yas Indigenous Cultural Safety Training* program. Once the training is complete, the provincial government will ask police forces to implement the training for some or all officers

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MWCI Recommendation 5.1: That SisterWatch be evaluated to provide a basis for further refinements and with a view to establishing best practices for meaningful police-community partnerships; and that these best practices be shared with other police forces to encourage them to develop and maintain ongoing, collaborative community forums.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government did not make any commitments in response to this recommendation.

2. What actions did the provincial government take in response to the recommendation?

Although the provincial government did not commit to taking action in response to this recommendation, it provided a one-time grant of \$50,000 to the Vancouver Police Department (VPD) in March 2014 for the evaluation of SisterWatch. In June 2015, the VPD issued an evaluation report on SisterWatch with 17 recommendations. The VPD's evaluation found that the SisterWatch model can be applied elsewhere to address any community's unique issues. The B.C. Association of Chiefs of Police shared best practices identified during the evaluation with its members, which includes all municipal police forces and RCMP detachments throughout the province, and other agencies.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation.

4. Does the provincial government have any planned actions that respond to the recommendation?

The evaluation of SisterWatch is complete so the provincial government does not have any future planned actions in response to this recommendation.

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MWCI Recommendation 5.6: That Provincial Government undertake a community consultation, needs assessment and feasibility study concerning the re-establishment of an independent society comparable to the former Vancouver Police Native Liaison Society (VPNLS).

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government's December 2014 *Final Status Update Report* states that it has prioritized implementation of recommendations related to services, policy and practice, training and other concrete actions. As this recommendation calls for a study, the provincial government determined that it is of lower priority and that it would not act on it at this time.

2. What actions did the provincial government take in response to the recommendation?

The provincial government has not taken any actions in response to this recommendation. However, some of its actions in the years between the events examined by the MWCI (1997 - 2002) and when the MWCI carried out its work (2010 - 2012), may address some of the gaps caused by the VPNLS's dissolution. For example, the provincial government hired two former VNPLS staff members so that it could continue to provide services to those affected by the missing and murdered women investigations.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government cannot demonstrate that its actions respond to the intent of the recommendation. It decided not to implement this recommendation and reported its rationale publicly.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government does not have any future planned actions in response to this recommendation.

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MWCI Recommendation 5.11: That the Minister of Justice consult with the judiciary, police and community representatives to develop a protocol providing the police with the discretion not to enforce a warrant in a circumstance where a sex trade worker is attempting to report a violent crime.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government did not make any commitments in response to this recommendation.

2. What actions did the provincial government take in response to the recommendation?

The provincial government decided not to develop the recommended protocol because it determined that such a protocol would be unworkable for the following reasons:

- ◆ the justice system is designed so that the judiciary, the Criminal Justice Branch and the police operate independently of each other
- ◆ police already have discretion in enforcing warrants
- ◆ the police must be able to exercise their discretion unfettered
- ◆ the development of a protocol would undermine that independence by fettering the discretion of police and, as a result, could be subject to challenge in the courts

Further, the provincial government determined that it was unlikely that the courts would participate in the development of such a protocol since the court must remain neutral. Being involved in the protocol, which would direct police discretion, would undermine that neutrality.

The provincial government is currently developing provincial Sex Work Enforcement Guidelines which state that “all cases of violence or abuse of sex workers are treated as serious criminal matters.”

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government cannot demonstrate that its actions respond to the intent of the recommendation. A number of stakeholders indicated that there is no clear guidance for police on enforcing a warrant in a circumstance where a woman involved in sex work, and who has an outstanding warrant, is trying to report a violent crime. They told us that some police officers exercise discretion and others do not. This is confusing for women involved in sex work and may make them reluctant to come forward.

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These comments are consistent with the findings of the MWCI Policing Policy Review carried out by the B.C. Association of Chiefs of Police (BCACP) that different police forces are providing conflicting direction on the use of discretion in these circumstances, and that this discretion is exercised inconsistently across the province.

Some stakeholders indicated that the Vancouver Police Department's Sex Work Enforcement Guidelines and the draft provincial guidelines provide some direction because they prioritize the safety of people involved in sex work.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government is currently following up on the BCACP's MWCI Policing Policy Review and will determine if provincial guidance is appropriate in this area.

MWCI Recommendation 7.2: That proposed provincial missing persons standards include at least 15 components:

- definition of "missing person"
- criteria for the acceptance of reports
- jurisdiction
- Missing Person Risk Assessment Tool
- Provincial Missing Person Reporting Form
- standards related to interaction with family/reportees
- initial steps – background information
- supervisory responsibility/quality control
- forensic evidence standards
- coroners' Liaison
- monitoring outstanding missing person cases
- automatic annual review of unsolved case
- closing missing person files
- prevention and intervention
- role and authority of the BC Provincial Missing Persons Centre

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Significant Findings

1. Did the provincial government commit to taking action in respond to the recommendation?

The provincial government committed to developing standards for the investigation of missing persons in consultation with interested stakeholders and police.

2. What actions did the provincial government take in response to the recommendation?

The Legislative Assembly passed amendments to the *Police Act* to give the Director of Policing the authority to create provincial policing standards on missing person investigations in 2015.

The BCACP's MWCI Policing Policy Review examined existing missing person policies and identified gaps in relation to the recommendation. The provincial government used this information, along with input from police and non-police stakeholders, to develop standards on missing person investigations that included 12 of the 15 components. The remaining three points were addressed by other documents and processes.

The provincial government provided funding to the Justice Institute to:

- ◆ create online training modules to support the implementation of the *Missing Persons Act*, regulations and standards with an emphasis on the modules related to family communication planning and liaison (\$250,000)
- ◆ develop and provide training for police boards that support the implementation of new policing standards, such as those related to missing persons (\$100,000)

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation.

Some police stakeholders expressed concern over whether police forces have enough resources to implement the standards on missing person investigations. Service providers and community groups identified issues with communication between families and the police and the coroner, and made suggestions to improve the standards related to interaction with family and/or reportees, and the coroner's liaison. They also stated that adequate consultation outside of police institutions was not conducted on the standards.

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4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government told us that it will consult with the policing community and review and amend the missing person standards as necessary. It has not yet determined when the standards will be reviewed for compliance.

MWCI Recommendation 7.3: That the provincial standards require a proactive missing persons process whereby police must take prevention and intervention measures including “safe and well” checks when an individual is found.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to developing standards for the investigation of missing persons in consultation with interested stakeholders and police.

2. What actions did the provincial government take in response to the recommendation?

The Legislative Assembly passed amendments to the *Police Act* to give the Director of Policing the authority to create provincial policing standards on missing person investigations in 2015.

The BCACP’s MWCI Policing Policy Review examined existing missing person policies and identified gaps in relation to the recommendation. The provincial government used this information, along with input from police and non-police stakeholders, to develop provincial policing standards on missing person investigations that include a requirement for police officers to conduct a safe and well check before a missing person file can be closed.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation.

However, both police and non-police stakeholders indicated that the safe and well checks included in the provincial policing standards on missing person investigations do not reflect the reality on the ground. A number were concerned about the safety and privacy implications of sending uniformed officers out to perform these

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checks. Others stated that police do not have the resources to perform a face-to-face meeting for each report of a missing person, and that doing so does not make sense in all cases. Proposed solutions to these issues include giving police some discretion around whether or not to carry out a face-to-face safe and well check and having service providers perform safe and well checks.

The provincial government has responded by delaying the implementation of the safe and well check standard from September 2016 to January 2017 to allow more time for consultation with stakeholders regarding potential amendments to address concerns.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government plans to engage stakeholders on safe and well checks and amend the standard as necessary.

MWCI Recommendations 9.1: That Provincial Government commit to establishing a Greater Vancouver police force through a consultative process with all stakeholders.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to work in collaboration and consultation with local governments, other key stakeholders and a committee of external experts to:

- ♦ define and clarify policing responsibilities at the federal, provincial and municipal levels
- ♦ consider models of service delivery ranging from further integration to the regional delivery of services, while retaining local community-focused policing
- ♦ develop options for funding/ financing models that reflect each level of government's policing responsibility and distribute costs accordingly

2. What actions did the provincial government take in response to the recommendation?

In March 2015, the Legislative Assembly passed amendments to Section 4 of the *Police Act* to clarify government's authority to sustain and expand policing teams and other specific, specialized policing services. The provincial government is undertaking a multi-year project with the support of an expert committee of key stakeholders, to examine how policing is structured and funded. It told us that the results of this project may lead to the establishment of a regional police force, or greater regional police service integration.

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3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government cannot demonstrate that its actions respond to the intent of the recommendation. Commissioner Oppal stated that neither a study on the feasibility of regional policing, nor the integration of some policing functions, is sufficient. There are mixed views from community groups, service providers and police officers on whether a regional police force is still necessary.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government will continue to work on its multi-year project to examine how policing is structured and funded.

Recommendation 9.2: That Provincial Government establish an independent expert committee to develop a proposed model and implementation plan for a Greater Vancouver police force.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to work in collaboration and consultation with local governments, other key stakeholders and a committee of external experts to:

- ♦ define and clarify policing responsibilities at the federal, provincial and municipal levels
- ♦ consider models of service delivery ranging from further integration to the regional delivery of services while retaining local community-focused policing
- ♦ develop options for funding/financing models that reflect each level of government's policing responsibility and distribute costs accordingly

2. What actions did the provincial government take in response to the recommendation?

In 2014, the provincial government established an Expert Committee on Police Structure and Funding with representation from 18 different groups, including local governments, the B.C. Police Association, First Nations, the Union of B.C. Municipalities, the RCMP and various ministries. The expert committee met several times in 2014 and provided feedback on how police services should be delivered, funded and governed, and which level of government should be responsible for service delivery.

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3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government cannot demonstrate that its actions respond to the intent of the recommendation. Its engagement efforts to date have not focused on the development of a proposed model and implementation plan for a Greater Vancouver police force. *Forsaken* is clear that other steps towards regionalization, such as a study on the feasibility of regional policing or the integration of some policing functions, are insufficient.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government does not have any future planned actions in response to this recommendation.

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THEME: SAFETY FOR VULNERABLE WOMEN

Urgent Measure 1: To provide funding to existing centres that provide emergency services to women engaged in the sex trade to enable them to remain open 24 hours per day.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to provide \$750,000 to the WISH Drop-in Centre Society in Vancouver to allow it to expand the services it provides to vulnerable women. In its [2013 and 2014 status reports](#) in response to *Forsaken*, the provincial government clarified that this funding is annual.

2. What actions did the provincial government take in response to the recommendation?

The provincial government contracted with the WISH Drop-in Centre Society to provide the following ongoing services:

- ◆ daily drop-in services (\$750,000) for women who currently engage or formerly engaged in sex work between 6 p.m. to 11 a.m. (17 hours/day) (WISH is currently open from 6pm to noon the next day, or 18 hours/day)
- ◆ an after-hours van (\$200,000) to provide information and support to women engaged in sex work between 10 p.m. and 6 a.m.

The provincial government also provided an annual increase of \$477,723 over five years to the Downtown Eastside Women's Centre drop-in program, which provides shelter/drop-in services and outreach to vulnerable women.

For the past three years, the provincial government gave one-time funding through civil forfeiture grants to organizations to provide services to women involved in sex work, such as PACE, the Warm Zone, Prince George New Hope Society, SWAN and PEERS Victoria (see [Exhibit 4](#) for a detailed breakdown).

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Exhibit 4: One-Time Funding Programs Serving Women Involved in Sex Work			
Organization	2013/14	2014/15	2015/16
Atira Women's Resource Society			20,000
Covenant House Vancouver			23,000
Nanaimo Women's Resource Society			20,000
PACE Society	100,000	60,000	40,200
Peers Victoria Resources Society	120,000	40,000	65,000
PLEA Community Services Society			23,869
Prince George Elizabeth Fry Society			25,000
Prince George New Hope Society	100,000		
Salvation Army – Deborah's Gate			25,000
South Okanagan Women in Need Society			25,000
Surrey Women's Centre			75,000
SWAN Vancouver Society	25,000		25,000
Warm Zone	100,000		
WISH Drop-in Centre Society	25,000	20,000	20,000
Women Against Violence Against Women Rape Crisis Centre			25,000
Vancouver Island AIDS Society		13,500	
Vancouver Police Department		34,000	
Total	\$470,000	167,500	412,069

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3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions partially respond to the intent of the recommendation. The funding it provided to WISH enabled the centre to expand its daily drop-in hours from 6 p.m. to 11 p.m. (5 hours/day) to 6 p.m. – noon the following day (18 hours/day). This is a significant increase, but it does not meet the recommended 24-hour availability.

A number of service providers stated that one-time grant funding presents difficulties for ongoing operations because:

- ◆ it takes a significant amount of their limited resources to apply for funding each year
- ◆ there is no guarantee that they will receive funding
- ◆ the result is an inability to develop long-term programs that vulnerable populations can rely on

Stakeholders also noted that service providers outside of the DTES are not funded to provide comparable levels of service to vulnerable women involved in sex work in other areas of the province, such as Surrey and Prince George.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government does not have any future planned actions in response to this recommendation.

Urgent Measure 2: To develop and implement an enhanced public transit system to provide a safer travel option connecting the Northern communities, particularly along Highway 16.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

In December 2012, through meetings with the communities and a targeted consultation plan, the provincial government committed to identifying safer travel options and to discouraging hitchhiking along Highway 16. This announcement was followed by further stakeholder engagement in 2013 and 2014.

In December 2015, the provincial government announced \$3 million for its five-point Highway 16 Transportation Action Plan. In June 2016, the provincial and federal governments each committed an additional

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\$1 million for a total of \$5 million in action plan funding. The action plan's five points are:

1. \$2.4 million over 3 years for transit expansion
2. \$800,000 over 3 years for a community transportation grant program to purchase and operate vehicles
3. \$300,000 over 3 years for a First Nations driver education program
4. \$1.5 million for highway infrastructure safety improvements, including webcams and transit shelters
5. collaboration to increase interconnectivity of services

2. What actions did the provincial government take in response to the recommendation?

The provincial government has taken the following actions in response to this recommendation:

- ◆ 2013: Consulted with regional organizations along Highway 16.
- ◆ 2014: Launched a [web portal](#) that consolidates transportation-related information for communities along Highway 16 into one central location with links to service providers.
- ◆ June/July 2014: Engaged in face-to-face discussions with over 70 community and First Nations leaders representing 13 local governments and 12 First Nations to identify transportation challenges and practical, affordable solutions.
- ◆ 2014/2015: Provided funding to Carrier Sekani Family Services to further develop its Community Safety Training Workshops, provide a First Nations driver training program to increase the number of First Nations members who hold a valid driver's licence, and carry out a media campaign to raise awareness about the potential dangers along the Highway 16 corridor.
- ◆ August 2015: Launched a project with the First Nations Health Authority (FNHA) to: improve access to appropriate services for First Nations along the Highway 16 corridor; develop human and economic capacity within First Nations; and, establish practical, affordable and sustainable options for safe transportation that meets local needs.
- ◆ November 2015: In partnership with the FNHA, held a Transportation Symposium in Smithers. More than 90 participants discussed transportation options to address both medical and non-medical travel and support healthy communities.
- ◆ December 2015: Unveiled a five-point, \$3 million Transportation Action Plan to enhance transportation safety along the Highway 16 corridor (outlined above). This plan was informed by the input received during the symposium, along with previous community engagement, surveys and reports.
- ◆ December 2015: Established a 10-person (now 12-person) advisory committee made up of representatives from First Nations, Aboriginal organizations, local governments, the FNHA, Northern Health, and Ministry of Transportation and Infrastructure staff to oversee the implementation of the action plan. This has led to collaboration between members. For example, Northern Health and the FNHA have partnered to better coordinate medical transport services for First Nations.

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- ◆ 2016: Met with various stakeholders (advisory group members, mayors, community representatives, Northern Health, FNHA, BC Transit) and had approximately 95 meetings on implementing the various aspects of the Transportation Action Plan, including transit expansion.
- ◆ March 2016: Purchased eight transit shelters and is currently working to determine the location for the shelters.
- ◆ June 2016: Announced an additional \$2 million in funding for the Transportation Action Plan: \$1 million from the provincial government and \$1 million from Indigenous and Northern Affairs Canada for shelters along Highway 16.
- ◆ March to June 2016: Supported BC Transit in signing 16 memorandums of understanding with 13 local governments along Highway 16, which signal intent to participate and fund transportation.
- ◆ June 2016 to present: Solicited and began reviewing applications for a cost-share program to assist with the purchase of vehicles and/or operating costs that improve transportation for communities along Highway 16. The results of this process are anticipated in early January 2017.
- ◆ September 2016: Contracted Carrier Sekani Family Services to provide driver training to First Nations along the Highway 16 corridor following an online request for proposals.
- ◆ August/September 2016: Supported BC Transit to hold a series of in-person public engagement sessions (supplemented by a project website and online survey) about the introduction of transit services along the Highway 16 corridor.

In October 2016, BC Transit refined the proposed routing service, schedules, fares, infrastructure and supporting policies based on feedback received during the public engagement sessions, and provided the revised plans to local decision makers for review and consideration.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions to date partially respond to the intent of the recommendation. It has taken action to develop and implement an enhanced public transit system to provide a safer travel option that connects the northern communities – particularly along Highway 16 – over the past two years, but this work is not yet complete.

In March and April 2016, we met with stakeholders, including local governments, First Nations and service providers along the Highway 16 corridor to obtain feedback on the provincial government's response to this recommendation. Several stakeholders indicated that the action plan and its initiatives will enable northern communities to better support safe travel options for vulnerable populations, but some stakeholders also raised concerns. In the early days of the Highway 16 action plan, stakeholders were uncertain about how much funding

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communities would be expected to contribute to the new transit services during the three-year implementation period and beyond. A few questioned whether \$3 million would be enough to meet the needs of northern communities. The provincial government has since clarified community funding expectations and, along with the federal government, has allocated an additional \$2 million to the implementation of the plan. It also told us that funding will be available in future years based on the success of utilization of new services.

The feedback that we received from stakeholders in the spring of 2016 on the provincial government's communication and engagement on Highway 16 transportation was mixed. A number of local governments and service providers indicated that the provincial government made a solid effort to engage communities and keep them informed through the Transportation Symposium (held in Smithers) and the Transportation Action Plan Advisory Committee. Others noted that many stakeholders were not included in these forums and were not being kept up-to-date on the provincial government's actions in this area.

As they develop and finalize new transit services, the provincial government and BC Transit have since expanded their outreach to communities they had not previously engaged with. Recent feedback obtained by BC Transit from members of communities along Highway 16 on the proposed inter-community transit service (one aspect of the action plan) was positive. Most participants supported the bus routes as proposed or with modifications.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government is working to implement the \$5 million, five-point Transportation Action Plan over the next three years. It plans to further engage First Nations chiefs and councils, mayors and councillors, Aboriginal organizations, and community groups to ensure they are kept up-to-date on the implementation of the plan and have the information they need to contribute.

Once the transit routes, schedules, fares, and infrastructure have been approved by the sponsoring local government and the necessary agreements with BC Transit are in place, the detailed work to implement the service can begin. Subject to local government approval, BC Transit aims to have the first buses operating under either new or expanded service along the Highway 16 corridor by the end of 2016, and services that connect the entire corridor – from Prince George to Prince Rupert - operating in 2017.

Two years after the expanded transit services have been implemented, the provincial government intends to assess whether the funds are being spent efficiently and effectively. Adjustments to services may be made at that time.

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MWCI Recommendation 4.3: That Provincial Government amend the B.C. Crown Policy Manual to explicitly include equality as a fundamental principle to guide Crown Counsel in performing their functions.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The Criminal Justice Branch, which has statutory authority over prosecution policies in B.C., committed to undertaking an assessment of potential policy changes and to explore strategies to strengthen prosecution processes.

2. What actions did the provincial government take in response to the recommendation?

The branch conducted a review of its policies and service delivery framework and concluded that it was not necessary to amend the *Crown Counsel Policy Manual* as recommended. The branch stated that it was satisfied that the principle of equality was already reflected in its strategic plan, as well as in the legislation with which it complies in delivering its services, such as the *Victims of Crime Act*.

The branch developed a new policy, the Vulnerable Victims and Witnesses – Adult (see discussion under recommendation 4.4). It indicated that this policy gives meaningful effect to the principle of equality in several indirect ways (i.e., proactive engagement, testimonial support, file continuity, file ownership).

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The Criminal Justice Branch has demonstrated that its actions respond to the intent of the recommendation. It did not explicitly add equality as a fundamental principle to the *Crown Counsel Policy Manual* for the reasons specified above. However, the Vulnerable Victims and Witnesses – Adult policy states that all victims and witnesses will have an equal opportunity to participate in the criminal justice process, and offers a number of positive accommodations for vulnerable witnesses. This policy meets the principle of equality, including the positive obligations that go along with it.

4. Does the provincial government have any planned actions that respond to the recommendation?

The Criminal Justice Branch is supporting application of the new Vulnerable Victims and Witnesses – Adult policy through training, and stated that it conducts reviews on an ongoing basis to ensure that all its policies are responsive.

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MWCI Recommendation 4.4: That Provincial Government develop and implement a Crown Vulnerable Women Assault Policy to provide guidance on the prosecution of crimes of violence against vulnerable women, including women engaged in the sex trade.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The Criminal Justice Branch committed to implementing a new policy to address vulnerable victims and witnesses in serious cases.

2. What actions did the provincial government take in response to the recommendation?

The branch conducted a review of its policies and service delivery framework and concluded that it was necessary to develop a new policy.

The Vulnerable Victims and Witnesses – Adult policy came into effect in December 2014, and was amended in July 2015. It provides guidance on the prosecution of crimes against vulnerable victims and witnesses, recognizes the potential vulnerability of Aboriginal people, and acknowledges that people involved in “prostitution” [sex work] may be particularly vulnerable due to a climate of violence, exploitation and degradation. In support of the new policy and to create awareness, the Criminal Justice Branch released an internal memorandum to all staff and a public media statement. It also provided training to staff on the policy.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation. The Criminal Justice Branch developed and implemented the Vulnerable Victims and Witnesses – Adult policy, which addresses the key elements identified in the recommendation. When asked about the policy, Commissioner Wally Oppal stated that the policy was “right on.”

A number of legal groups and service providers were not aware of the branch’s new policy. As a result, they were unable to reassure vulnerable victims and witnesses that they would be accommodated throughout the legal process if they came forward to report a crime.

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4. Does the provincial government have any planned actions that respond to the recommendation?

The Criminal Justice Branch is supporting the application of the new Vulnerable Victims and Witnesses – Adult policy through training, and stated that it conducts reviews on an ongoing basis to ensure that all its policies are responsive.

MWCI Recommendation 4.5: That Provincial Government adopt a policy statement in the BC Crown Policy Manual requiring that a prosecutor’s evaluations of how strong the case is likely to be when presented at trial should be made on the assumption that the trier of fact will act impartially and according to law.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The Criminal Justice Branch committed to undertaking an assessment of potential policy changes and to exploring strategies to strengthen prosecution processes.

2. What actions did the provincial government take in response to the recommendation?

The branch conducted a policy review, and concluded that adding the recommended policy statement was not necessary because the principle of impartiality was already applied by Crown Counsel through the following:

- ◆ Crown Counsel’s daily functions
- ◆ the province-wide policy on Violence Against Women in Relationships
- ◆ the branch’s Charge Assessment Guidelines and Vulnerable Victims and Witnesses – Adult policy
- ◆ the branch’s fundamental values through the emphasis on fairness and respect for the Rule of Law

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government cannot demonstrate that its actions respond to the intent of the recommendation. It did not adopt a policy statement that would require a prosecutor to assume that the judge or jury will act impartially when evaluating the strength of a case. This gap is not clearly addressed by one or a combination of the points listed above.

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4. Does the provincial government have any planned actions that respond to the recommendation?

The Criminal Justice Branch is supporting the application of the new Vulnerable Victims and Witnesses – Adult policy through training, and stated that it conducts ongoing reviews to ensure that all its policies are responsive.

MWCI Recommendation 5.4: That Provincial Government fund additional full-time Sex Trade Liaison Officer positions in the Lower Mainland.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government did not make any commitments in response to this recommendation.

2. What actions did the provincial government take in response to the recommendation?

Although the provincial government did not commit to taking action in response to this recommendation, it has taken some steps to respond to it. The MWCI Policing Policy Review by the B.C. Association of Chiefs of Police (BCACP) recommended that each police agency in B.C. assess its specific need for Sex Trade Liaison Officers, and identify existing resources that could conduct these duties in addition to their existing responsibilities. The provincial government is currently following up with police agencies to determine how they have responded to this recommendation.

The provincial government is developing provincial Sex Work Enforcement Guidelines that will provide guidance to officers throughout the province on how to work with individuals engaged in sex work.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

As work is still in progress, we cannot yet determine whether the provincial government's actions respond to the intent of the recommendation. The provincial government did not provide any funding for additional full-time Sex Trade Liaison Officer positions in the Lower Mainland, but depending on how police forces responded to the BCACP recommendation, new resources may have been allocated to this function.

The majority of the service providers and community groups identified that action on this recommendation was necessary and would have positive impacts for marginalized women involved in sex work.

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4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government has no planned actions to fund Sex Trade Liaison Officers. It will determine its next steps once it receives police agency responses to the BCACP's MWCI Policing Policy Review recommendation to identify existing resources that could conduct these duties.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

THEME: SUPPORTS IN MISSING PERSONS INVESTIGATIONS

Recommendation 7.9: The provincial authorities develop an enhanced, holistic, comprehensive approach for the provision of support to the families and friends of missing persons. This should be based on a needs assessment carried out in consultation with the provincial partnership committee on missing persons.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government did not make any commitments in response to this recommendation.

2. What actions did the provincial government take in response to the recommendation?

Although the provincial government did not make any commitments, it has taken the following actions in response to this recommendation:

- ◆ in 2012/13 and 2013/14, provided online Indigenous Cultural Competency training to victim service workers
- ◆ in 2014/15, provided financial support for the following training to front-line service providers across the province:
 - ◆ BC Bereavement Helpline support group facilitators provided training to approximately 57 participants on homicide loss facilitation and how best to support family members of missing and murdered persons
 - ◆ Carrier Sekani Family Services provided training to 44 participants on how to support family members of missing and murdered persons and others who have experienced violent crimes
 - ◆ Two skilled facilitators (a registered clinical counsellor and an experienced victim services worker) provided training to 116 victim service providers to enhance their knowledge in responding to and supporting family members of homicide/traumatic loss and/or missing persons
- ◆ in 2014/15 consulted with families of missing and murdered women to identify barriers to service and needs in northern and rural communities
- ◆ in September 2016, implemented the new provincial policing standards on missing persons investigations which include a requirement to appoint a family liaison to each investigation

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions partially respond to the intent of the recommendation. It has taken steps to make its approach to supporting the families of missing persons more comprehensive, but it has not completed a needs assessment to ensure that these services are meeting the needs of families and friends. Stakeholders suggested that the provincial government's response include a consultation process to identify needs, an access plan so that individuals know how to access services, services that are culturally tailored, and additional counselling services.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government reported that it is still gathering information to shape its strategy. It indicated that it is in the early stages of hiring a victim service worker that will be placed within an RCMP investigative team to provide improved information, support and services to family members and homicide victims. A pilot of this approach is scheduled to take place between 2016 and 2018.

Recommendation 8.1: That Provincial Government enact missing persons legislation to grant speedy access to personal information of missing persons without unduly infringing on privacy rights. I recommend the adoption of single purpose legislation, as in Alberta and Manitoba with a provision for a comprehensive review of the operation of the Act after five years.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to analyzing missing persons legislation and practices in other Canadian jurisdictions to determine the applicability of missing persons legislation in B.C. It later implemented missing persons legislation.

2. What actions did the provincial government take in response to the recommendation?

The Legislative Assembly passed the *Missing Persons Act* on March 24, 2014. The Act was based on similar legislation in Alberta, Manitoba and Nova Scotia. The provincial government consulted with stakeholders on the Act before and after it was passed.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

The Legislative Assembly brought the *Missing Persons Regulation* into force on June 9, 2015. The provincial government consulted with stakeholders in the development of this regulation.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation with one exception – its new legislation does not include a provision for a comprehensive review of the operation of the Act after five years.

Over the course of our work, we became aware of the following concerns with the *Missing Persons Act*:

- ◆ In a [letter to the Attorney General and Minister of Justice](#), the Information and Privacy Commissioner indicated that the *Missing Persons Act* does not provide sufficient transparency, oversight and protection of subsequent disclosure information.
- ◆ Numerous service providers and community groups were not consulted on the Act until after it was passed.
- ◆ Service providers expressed concern that the information they provide could be used to arrest women, because information obtained through the Act can be used in a related criminal investigation.
- ◆ Service providers and community groups expressed concern that the Act could be used by abusive partners to track down a woman who has fled.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government told us that it will monitor the *Missing Persons Act*.

Recommendation 10.3: That Provincial Government commit to moving expeditiously to implement a regional Real Time Crime Centre.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to supporting the implementation of a Real Time Intelligence Centre (RTIC-BC) that is scalable to the province and consistent with the recommendation in the MWCI report.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

2. What actions did the provincial government take in response to the recommendation?

The provincial government, in collaboration with the RCMP and six municipal police forces, launched RTIC-BC in June 2014. The centre, which became fully operational in January 2015, is located at the RCMP Headquarters in Surrey, B.C. It allows inter-agency information to be shared more readily, providing police in Metro Vancouver with instant access to real-time criminal investigative intelligence, operational support and analysis. This enhances its ability to investigate missing persons cases and other serious crimes in a timely manner. On July 16, 2016 RTIC began operating 24 hours a day, seven days per week.

The RTIC-BC Steering Committee commissioned the Centre for Public Safety and Criminal Justice Research and the RCMP Research Chair at the University of the Fraser Valley to carry out an evaluation of RTIC-BC's first year of operations. The primary goal of the evaluation was to assess RTIC-BC's service delivery model and to identify areas for improvement that will further the ability of RTIC-BC to achieve its mandate. RTIC-BC is meant to enhance safety by "providing real time operational support to front-line officers and investigators by providing actionable intelligence." This evaluation, completed in December 2015, identified RTIC-BC's strengths and weaknesses, and made a number of recommendations, including changes to RTIC-BC's human resources, practices and policies. RTIC-BC is working to address these recommendations, where permitted by organizational policy and statute.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation. The RTIC-BC has been fully operational for almost two years, and the provincial government has taken steps to improve its effectiveness.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government plans to expand RTIC-BC to the Greater Victoria area in 2016, and then to the remainder of the province in 2017.

APPENDIX C: WHO WE ENGAGED

Who We Engaged	#
Women's service provider organizations	8
Other social service provider organizations	4
Aboriginal service provider organizations	8
First Nations	4
Local governments	10
Legal organizations	4
Community organizations	3
Police organizations	3
Government ministries and agencies	5

APPENDIX D: THE WOMEN

In memory of the women who were murdered or went missing from Vancouver's Downtown Eastside and the Highway of Tears.

WOMEN FROM VANCOUVER'S DOWNTOWN EASTSIDE

Marlene Abigosis	Sheryl Donahue	Sherry Irving	Tania Petersen
Sereena Abotsway	Tiffany Drew	Angela Jardine	Sherry Rail
Sharon Abraham	Elaine Dumba	Andrea Joesbury	Dianne Rock
Elaine Allenbach	Sheila Egan	Patricia Johnson	Elsie Sebastian (Jones)
Angela Arsenault	Cara Ellis	Debra Jones	Ingrid Soet
Sherry Baker	Gloria Fedyshyn	Catherine Knight	Dorothy Spence
Cindy Beck	Cynthia Feliks	Kerry Koski	Teresa Triff
Yvonne Boen	Marnie Frey	Maria Laliberte	Sharon Ward
Andrea Borhaven	Jennifer Furminger	Stephanie Lane	Kathleen Wattle
Heather Bottomley	Catherine Gonzalez	Kellie Little	Olivia William
Heather Chinnock	Rebecca Guno	Laura Mah	Angela Williams
Nancy Clark	Michelle Gurney	Jacqueline McDonell	Taressa Ann Williams
Wendy Crawford	Inga Hall	Diana Melnick	Mona Wilson
Marcella Creison	Helen Hallmark	Leigh Miner	Brenda Wolfe
Dawn Crey	Ruby Hardy	Jacqueline Murdock	Frances Young
Sarah de Vries	Janet Henry	Lillian O'Dare	Julie Young
"Jane Doe"	Tanya Holyk	Georgina Papin	

Source: *Forsaken*, Executive Summary

WOMEN FROM THE HIGHWAY OF TEARS

Aielah Saric-Auger	Alishia Germaine	Gloria Moody	Gale Weys
Shelley-Anne Bascu	Nicole Hoar	Maureen Mosie	Alberta Williams
Tamara Chipman	Monica Ignas	Delphine Nikal	Ramona Wilson
Lana Derrick	Monica Jack	Micheline Pare	
Pamela Darlington	Colleen MacMillen	Roxanne Thiara	

Source: [e-Pana website](#)



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