



**The Board of Education of School District No. 61 (Greater Victoria)
Combined Education Policy and Directions and
Operations Policy and Planning Committee Meeting**

AGENDA

VIA ZOOM

Monday, December 5, 2022, 7:00 p.m.

Broadcasted via YouTube <https://bit.ly/3czx8bA>

Chairperson: Trustee Mahbobi (Education Policy), Trustee Paynter (Operations Policy)

A. COMMENCEMENT OF MEETING

This meeting is being audio and video recorded. The video can be viewed on the District website.

A.1. Acknowledgement of Traditional Territories

The Greater Victoria School District wishes to recognize and acknowledge the Esquimalt and Songhees Nations, on whose traditional territories, we live, we learn, and we do our work.

A.2. Approval of the Combined Education Policy and Directions and Operations Policy and Planning Committees meeting agenda

Recommendation:

That the December 5, 2022 Combined Education Policy and Directions and Operations Policy and Planning Committees meeting agenda be approved.

B. EDUCATION POLICY AND DIRECTIONS COMMITTEE

B.1. Approval of the Minutes

That the November 14, 2022 Education Policy and Directions Committee meeting minutes be approved.

B.2. Business Arising from Minutes

C. PRESENTATIONS TO THE COMMITTEE

**C.1. Framework for Enhancing Student Learning (FESL)
December 5, 2022 Memo - Superintendent Whitten**

Presentation

Early Learning and Childcare – Acting District Principal Shortt

D. NEW BUSINESS

D.1. School Police Liaison Officer – Trustee Duncan

**a) BC Human Rights Commissioner Letter re: School Liaison
Officer Programs**

b) State of School Liaison Programs in Canada

E. NOTICE OF MOTION

F. GENERAL ANNOUNCEMENTS

G. OPERATIONS POLICY AND PLANNING COMMITTEE

G.1. Approval of the Minutes

Recommendation:

That the November 21, 2022 Operations Policy and Planning
Committee meeting minutes be approved.

G.2. Business Arising from Minutes

H. PRESENTATIONS TO THE COMMITTEE

H.1. Education Assistants – VCPAC President Tracy Humphreys

H.2. Vic High Re-Opening – Carrie Peter

H.3. Vic High Re-Opening – Darren Alexander

I. SUPERINTENDENT'S REPORT

I.1. Recognition of Student Representative – Keira Milne

J. PERSONNEL ITEMS

K. FINANCE AND LEGAL AFFAIRS

K.1. Monthly Financial Report: November 2022

K.2. Budget Change Report: November 2022

L. FACILITIES PLANNING

L.1. Operations Update: December 2022

L.2. Victoria High School Seismic Project Update

L.3. Custodial Review December 5, 2022 Memo - Superintendent Whitten

Presentation

Custodial Review – Manager Building Operations, Mark Baggott

M. PUBLIC DISCLOSURE OF IN-CAMERA ITEMS

N. NEW BUSINESS

N.1. Policy Sub-Committee – Trustee Duncan

Recommendation:

That the Board of Education of School District No. 61 (Greater Victoria) direct the Policy Sub-Committee to review the current policies regarding legal services and make recommendations as needed to the Board.

O. NOTICE OF MOTION

P. GENERAL ANNOUNCEMENTS

Q. ADJOURNMENT

Recommendation:

That the meeting adjourn.

Note: This meeting is being audio and video recorded. The video can be viewed on the District website



The Board of Education of School District No. 61 (Greater Victoria)
Education Policy and Directions Committee Meeting
REGULAR MINUTES
Monday, November 14, 2022, 7:00 p.m.

Trustees Present: **Education Policy and Directions members:** Emily Mahbobi (Chair), Mavis David, Angela Carmichael, Diane McNally

Operations Policy and Planning members: Nicole Duncan (Chair until vote), Karen Kwan, Derek Gagnon, Natalie Baillaut

Administration: Deb Whitten, Superintendent of Schools, Katrina Stride, Acting Secretary-Treasurer, Harold Caldwell, Deputy Superintendent, Tom Aerts, Associate Superintendent, Tammy Renyard, District Principal, Dr. Shelly Niemi, Director of Indigenous Education, Andy Canty, Director, Information Technology for Learning

Partners: Taily Wills, CUPE 947, Lena Palmero, GVTA, Paula Marchese, VCPAC, Brenna O'Connor, VPVPA

A. COMMENCEMENT OF MEETING

The meeting was called to order at 7:01pm

A.1. Acknowledgement of Traditional Territories

Chair Duncan recognized and acknowledged the Esquimalt and Songhees Nations, on whose traditional territories we live, we learn, and we do our work.

A.2. Approval of the Agenda

Moved by Trustee Kwan

That the November 14, 2022 agenda be approved.

Motion Carried Unanimously

A.3. Trustee Election

a. Election of Chair

Chair Duncan called for nominations for the position of Chair of the Education Policy and Directions Committee for the term to November 2023.

Nominations were received for Trustee McNally, Trustee Carmichael and Trustee Mahbobi.

Trustees McNally and Carmichael declined. Chair Duncan declared Trustee Mahbobi the Chair of the Education Policy and Directions Committee.

b. Motion to Destroy Election Ballots/Text Messages

Moved by Trustee McNally

That the election ballots received by text message to Deputy Superintendent Caldwell and Associate Superintendent Aerts be destroyed.

Motion Carried Unanimously

Trustee Duncan passed the gavel to Chair Mahbobi

A.4. Approval of the Minutes

Moved by Trustee Duncan

That the October 3, 2022 Education Policy and Directions Committee meeting minutes, be approved.

Motion Carried Unanimously

A.5. Business Arising from Minutes

Trustee Duncan requested the Oasis presentation from the October 3, 2022 Education Policy and Directions Committee meeting be sent to all Trustees.

B. PRESENTATIONS TO THE COMMITTEE

None.

C. NEW BUSINESS

- C.1.** Deputy Superintendent Caldwell presented the music review memo including the engagement report and timeline to report back to the Board of Education.

Trustees had questions of clarification.

- C.2.** Deputy Superintendent Caldwell presented the Framework for Enhancing Student Learning (FESL) review memo. Director of Indigenous Education Dr. Shelly Niemi and District Principal Tammy Renyard presented on the Educated Citizen as it relates to FESL and ministry required changes.

The primary purpose of education and the three main objectives are:

1. Intellectual Development
2. Human and Social Development
3. Career Development

The Ministry of Education and Child Care's new proficiency scale was reviewed for grades K-9. The Districts new Principles of Assessment were introduced and reviewed.

September 2022 we signed the first Metis Education agreement with the Metis Nation of Greater Victoria and the Metis Nation of British Columbia it is a tri party education agreement, the first ever in Canada.

Trustees thanked staff for the presentation and had questions of clarification.

D. NOTICE OF MOTION

None.

E. GENERAL ANNOUNCEMENTS

None.

F. ADJOURNMENT

Moved by Trustee Duncan

That the meeting adjourn.

Motion Carried Unanimously

The meeting adjourned at 8:52 p.m.

Chair

Secretary-Treasurer

DRAFT



School District No. 61 (Greater Victoria)
556 Boleskine Road, Victoria, BC V8Z 1E8
Phone (250) 475-4162 Fax (250) 475-4112

Office of the Superintendent

Deb Whitten – Superintendent

TO: Combined Education Policy and Directions & Operations Policy and Planning
Committee Meeting

FROM: Deb Whitten, Superintendent of Schools

RE: Early Learning & Child Care Presentation

DATE: December 5, 2022

Background:

The Ministry of Education & Child Care is committed to supporting families and the care and education of children. In 2018, the BC government introduced a BC *Child Care Plan* which included a merge of the child care sector from the Ministry of Children & Family Development (MCFD) to the Ministry of Education (MoE) to create the Ministry of Education & Child Care (MECC). The newly established Ministry is working towards quality, inclusive child care as a core service available to every family who needs it, at an affordable price.

In August 2022, as part of the BC Child Care Plan, the Ministry of Education & Child Care provided districts across the province with an *Early Learning & Child Care Capacity Funding Grant* for the purpose of hiring an early learning lead to complete a district-wide Environmental Scan. The purpose of the scan is to support school districts in examining and deepening their understanding about Early Learning & Child Care in their district through connection and dialogue with partner groups, an inventory of spaces, and a thorough policy review.

The scan encompasses the following components:

1. An inventory of existing licensed and unlicensed early learning and child care programs on school grounds. The inventory also requests information about district participation in local planning tables as well as questions about the ELCC workforce.
2. A policy review of district policies relevant to early learning and child care.
3. Dialogue with community partners to learn about the local context.
4. Report on systems integration.
5. Final reflection.

District Vice-principal of the Early Years & Elementary team, Charmaine Shortt accepted the appointment of (acting) District Principal to fulfill the added responsibility of the Environmental Scan in combination with the team's Early Years portfolio.

Information:

The intent of this memo is to offer an overview of the Early Learning & Child Care presentation on December 5, 2022 and to familiarize Trustees with the district team's work in the early years as it connects to the Framework for Enhancing Student Learning (FESL), the Greater Victoria School District's Strategic Plan, and current guiding Ministry of Education and Child Care documents. The presentation will include background information about the changes within the Early Learning sector.

Overview of the presentation:

- Share new and ongoing provincial and district Early Learning & Child Care initiatives
 - Co-created systems and structures (Welcome Process, Early Learning Partnerships, StrongStart, Child Care Manual)
 - Professional Learning & Resources (Play as Learning)
 - StrongStart in the Greater Victoria School District
 - Early Childhood Educators in Kindergarten Classrooms
- Provide an update on changes within the Ministry, specifically the merge of child care into the education sector (Ministry of Education & Child Care)
- Discuss current operations of child care on school-sites and next steps for Early Learning & Child Care in the Greater Victoria School District
 - Increasing childcare on school-sites
 - Recruiting staff to provide quality care
 - Nurturing a seamless pedagogy from birth to age 8

Supporting documents:

BC Early Learning Framework

<https://www2.gov.bc.ca/gov/content/education-training/early-learning/teach/early-learning-framework>

UNICEF Report

<https://www.unicef.ca/en/unicef-report-card-17>

Early Development Instrument General Overview

<https://earlylearning.ubc.ca/monitoring-system/edi/edi-overview/>

EDI Greater Victoria

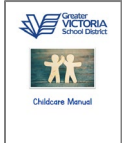
<https://earlylearning.ubc.ca/school-district/greater-victoria/>

Teacher testimonials: ECE/Teacher Partnerships



ECE Teacher Partner
Street Data.pdf

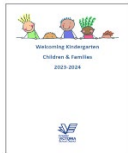
Co-created Documents:



Childcare Manual
-2022.pdf



ECE Teacher
Partners.pdf



Welcoming
Kindergarten Children

District Kindergarten Videos:

Learn more about what to expect in Kindergarten. Grade 4 and 5 students share their advice and insights about starting school.

<https://youtu.be/yUw7aIF4Lko>

Although Kindergarten programs vary within each school, you can enjoy this video to learn a little bit about a typical day at school.

<https://youtu.be/bCPmUIIx56c>

Framework for Enhancing Student Learning 2022-2023
Education Policy and Directions Committee Meetings

SEPTEMBER	12	DISTRICT PRINCIPAL TAMMY RENYARD	Overview (of year) FESL (new FESL and feedback)
OCTOBER	03	DISTRICT PRINCIPAL SEAN POWELL PRINCIPAL NADINE NAUGHTON	School Goals - Connections to FESL
NOVEMBER	14	DIRECTOR OF INDIGENOUS EDUCATION DR. SHELLY NIEMI DISTRICT PRINCIPAL TAMMY RENYARD	Educated Citizen - Three areas of FESL Ministry Changes
DECEMBER	05	ACTING DISTRICT PRINCIPAL CHARMAINE SHORTT	Early Learning & Childcare
JANUARY	09	DISTRICT PRINCIPAL TAMMY RENYARD ACTING DISTRICT PRINCIPAL CHARMAINE SHORTT DISTRICT PRINCIPAL DAVID HOVIS	Literacy Framework and K-12 Plan
FEBRUARY	06	DISTRICT VICE-PRINCIPAL LINDSAY JOHNSON	Careers/Transitions
MARCH	06	DISTRICT PRINCIPAL SEAN MCCARTNEY DIRECTOR OF FACILITIES MARNI VISTISEN- HARWOOD	Inclusion for Learning Strategy
APRIL	03	DISTRICT PRINCIPAL SEAN MCCARTNEY DISTRICT PRINCIPAL DAVID HOVIS	District Goal - Priority Students
MAY	01	DIRECTOR OF INDIGENOUS EDUCATION SHELLY NIEMI SCHOOL BASED PRINCIPALS	Indigenous Education: Four Agreements School Goals
JUNE	05	DISTRICT PRINCIPAL TAMMY RENYARD	Review of Data/FESL (Draft FESL 2023-24)



Early Learning & Childcare



Actioning the Strategic Plan in the Early Years



Strategic Plan 2020-2025

Mission

We nurture each student's learning and well-being in a safe, responsive and inclusive learning community.

Vision

Each student within our world-class learning community has an opportunity to fulfil their potential and pursue their aspirations.

Goal 1

Create an inclusive and culturally responsive learning environment that will support and improve all learners' personal and academic success.

Strategy 1:
Develop and support high quality learning opportunities through the implementation of curriculum in order to improve student achievement.

Strategy 2:
Engage and collaborate with students, families and staff to provide an inclusive learning environment that will enhance and support student learning, identities and well-being.

Strategy 3:
Address the inequality of outcomes for diverse learners in literacy, numeracy, engagement and completion rates.

Goal 2

Create a culturally responsive learning environment that will support Indigenous learners' personal and academic success.

Strategy 1:
Critically examine personal and systemic biases, attitudes, beliefs, values and practices to increase student and staff understanding and appreciation of Indigenous worldviews, histories and perspectives.

Strategy 2:
Engage and collaborate with local Nations, Indigenous educators, Indigenous community leaders, Elders and families to enhance Indigenous student learning and well-being and identity.

Strategy 3:
Address the inequality of outcomes for Indigenous learners in literacy, numeracy, attendance and graduation rates.

Goal 3

Create an inclusive and culturally responsive learning environment that will support all learners' physical and mental well-being.

Strategy 1:
Continue to provide professional learning opportunities to all staff in K-12 to further support implementation of social emotional learning, physical literacy and mental health literacy that improves outcomes for students and classrooms.

Strategy 2:
Work in collaboration with Ministry of Children & Family Development to provide joint educational planning and support for children and youth in care that helps develop the child's personality, talents and mental and physical abilities to the fullest for current and future success.

Strategy 3:
Engage and collaborate with families to encourage awareness of and engagement in physical literacy and mental health literacy that improves outcomes for students in classrooms and at home.

Strategy 4:
Address the inequality of opportunity for all learners to maximize physical health and mental well-being.

Core Values

Engagement

We work to actively engage students in their education and make them feel connected to their learning.

Equity

We give each student the opportunity to fulfil their potential.

Innovation

We are innovative and consistently seek ways to make positive change.

Integrity

We are ethical and fair.

Transparency

We are accountable for the decisions we make and how we make them.

Partnerships

We create open and respectful partnerships with each member of our learning community.

Respect

We respect ourselves, others and the environment.

Social Responsibility

We share responsibility to work with and inspire students to create a better world.

Sustainability

We are proactive in the stewardship of the resources of our organization, our community and our planet.

One Learning Community

www.sd61.bc.ca

British Columbia Early Learning Framework



Early Learning Anchor Documents

FIRST PEOPLES PRINCIPLES OF LEARNING

Learning ultimately supports the well-being of the self, the family, the community, the land, the spirits, and the ancestors.

Learning is holistic, reflexive, reflective, experiential, and relational (focused on connectedness, on reciprocal relationships, and a sense of place).

Learning involves recognizing the consequences of one's actions.

Learning involves generational roles and responsibilities.

Learning recognizes the role of indigenous knowledge.

Learning is embedded in memory, history, and story.

Learning involves patience and time.

Learning requires exploration of one's identity.

Learning involves recognizing that some knowledge is sacred and only shared with permission and/or in certain situations.

For First Peoples classroom resources visit: www.fnesc.ca

fnesc

Greater VICTORIA School District

Strategic Plan 2020-2025

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Vision
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Goal 2
Create a culturally responsive learning environment that will support Indigenous learners' personal and academic success.

Goal 3
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Strategy 1:
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Strategy 2:
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Address the inequity of outcomes for diverse learners in literacy, numeracy, engagement and completion rates.

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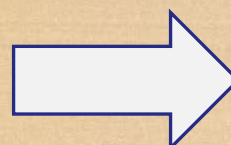
Partnerships
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Respect
We respect ourselves, others and the environment.

Social Responsibility
We share responsibility to work with and engage students to make a better world.

Sustainability
We practice the responsibility of the resources of our organization, our community and our planet.

One Learning Community | www.sd11.bc.ca |



Greater VICTORIA School District

Framework for Enhancing Student Learning Report 2022

Early Learning Framework Principles

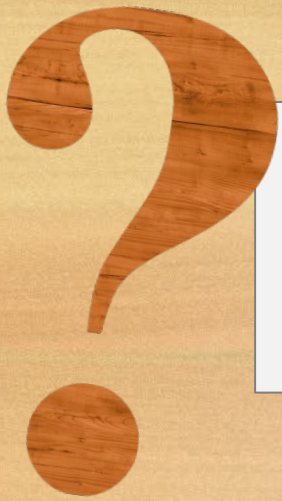
- ♦ Children are strong, capable in their uniqueness, and full of potential.
- ♦ Families have the most important role in contributing to children's well-being and learning.
- ♦ Educators are researchers and collaborators.
- ♦ Early years spaces are inclusive.
- ♦ People build connection and reconnection to land, culture, community, and place.
- ♦ Environments are integral to well-being and learning.
- ♦ Play is integral to well-being and learning.
- ♦ Relationships are the context for well-being and learning.

First Peoples Principles of Learning

- ♦ Learning ultimately supports the well-being of the self, the family, the community, the land, the spirits, and the ancestors.
- ♦ Learning is holistic, reflexive, reflective, experiential, and relational (focused on connectedness, on reciprocal relationships, and a sense of place).
- ♦ Learning involves recognizing the consequences of one's actions.
- ♦ Learning involves generational roles and responsibilities.
- ♦ Learning recognizes the role of Indigenous knowledge.
- ♦ Learning is embedded in memory, history, and story.
- ♦ Learning involves patience and time.

Setting the Context

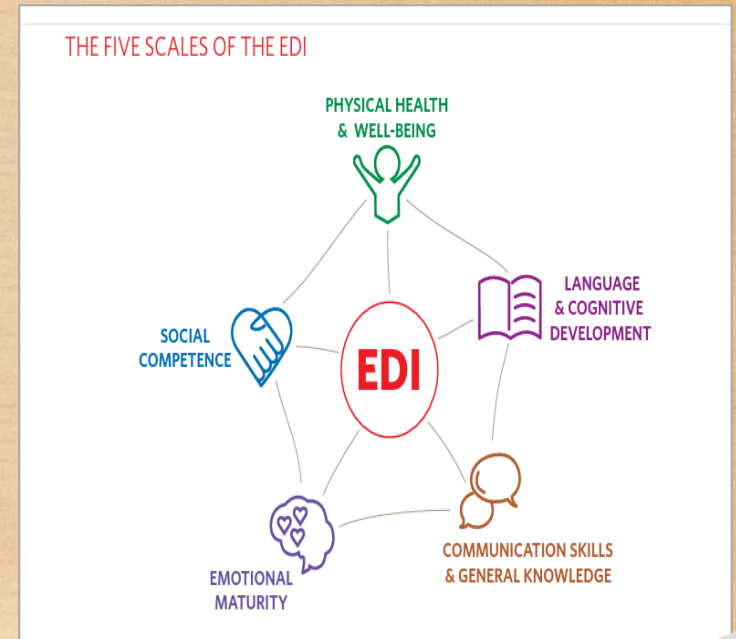




1 in 3 children are vulnerable on one or more areas of development important to their future success in school and beyond...



- Physical Health & Well-being
- Social Competence
- Emotional Maturity
- Language & Cognitive Development
- Communication Skills & General Knowledge







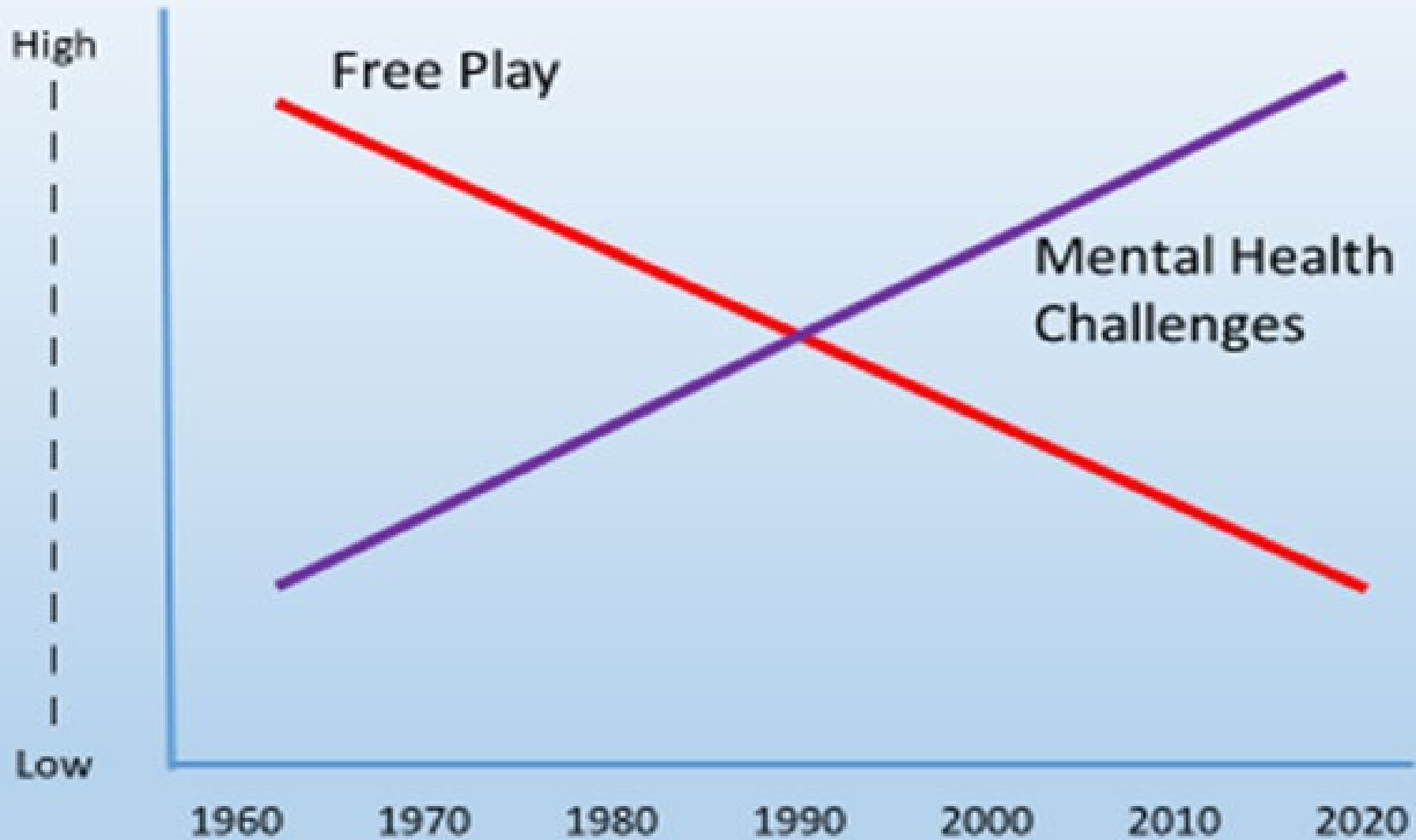
MENTAL HEALTH AND HAPPINESS



MENTAL WELL-BEING AND HAPPINESS

A striking number of children in Canada are unhappy:

- Almost 1 in 4 children has low life satisfaction.  28th
- Canada has one of the highest rates of adolescent suicide.  35th









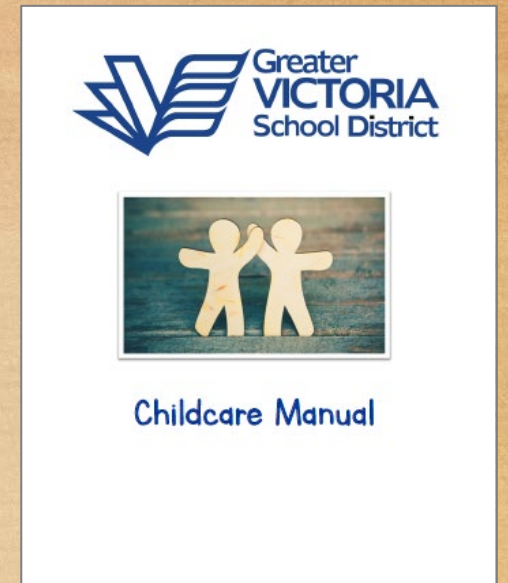
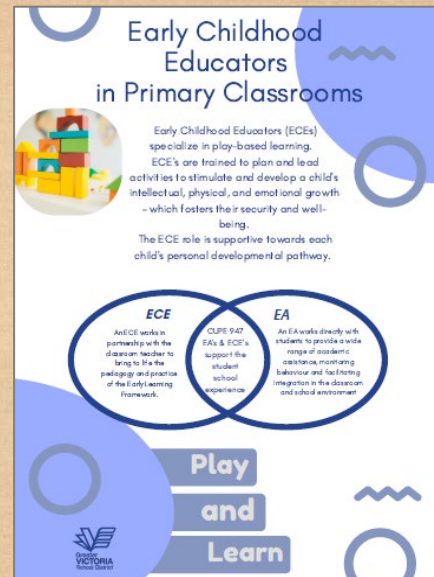
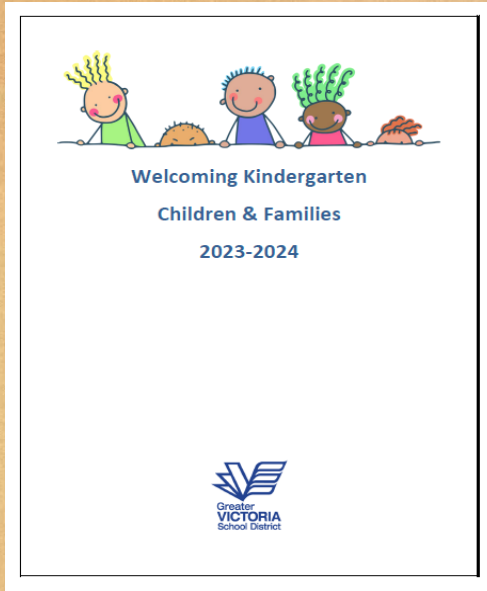
Parents & Caregivers



Community Partners

Create inclusive and culturally responsive learning environments that will support and improve ALL learners' personal and academic success.

Systems & Structures



Early Childhood Educators

Tech for Learning

Facilities

One *Learning* Community

Combined Education Policy and Directions & Operations Policy and Planning Committee Meeting December 5, 2022



StrongStartBC

Craigflower Elementary
George Jay Elementary
James Bay Community
Macaulay Elementary
McKenzie Elementary
View Royal Elementary

StrongStart BC
Early Learning Programs



StrongStartBC
Operations
Guide



One *Learning* Community

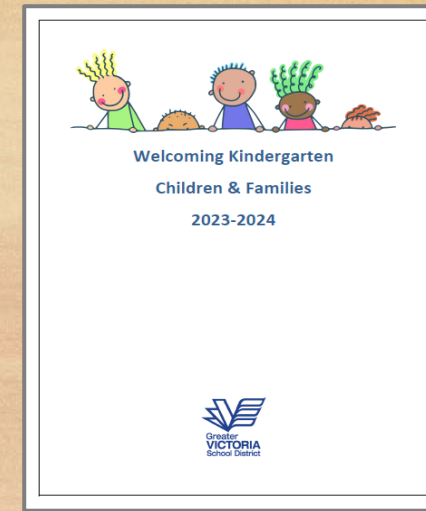
Combined Education Policy and Directions & Operations Policy and Planning Committee Meeting December 5, 2022



Create inclusive and culturally responsive learning environments that will support and improve ALL learners' personal and academic success.

Welcome Process

- Registration
- Virtual Parent Welcome Evening
- Family follow-up calls
- Ready, Set, Learn
- Welcome to Kindergarten Event
- Welcoming Conversations
- Gradual Entry



Getting to Know

Every child has a story that is bigger than their life at school. Please use pictures & words to help us get to know your child's story. Questions are guidelines only.

Spirit What brings your child joy? What are your child's strengths? What makes your child unique? What are five words you would use to describe your child?	Emotion What can we do to help your child feel safe at school? What helps your child feel calm? What brings them comfort? Who are the important people in your child's life? What helps your child feel connected to others (kids & adults)?
Mind What helps your child do their best learning? What helps your child when it is time to change from one activity to another? How does your child communicate? What interests do they have?	Body What self-care routines work best for your child? How can we support their physical development? Is there any information you want to share about meals/snacks? Sleep? Toileting? Medications? Mobility? Vision? Hearing?

[Click here to add child's image](#)

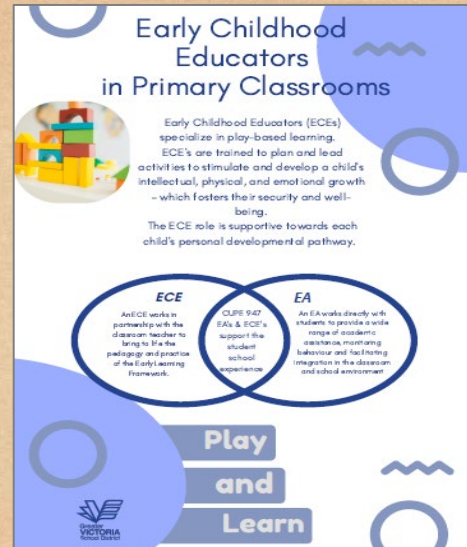
Create inclusive and culturally responsive learning environments that will support and improve ALL learners' personal and academic success.

Professional Learning & Resources



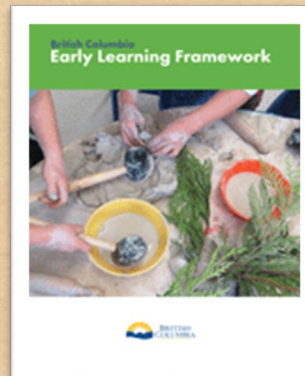
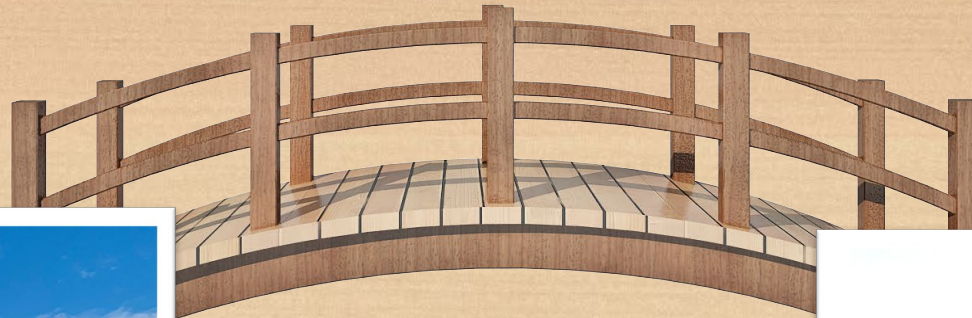
Create inclusive and culturally responsive learning environments that will support and improve ALL learners' personal and academic success.

Early Childhood Educators in Classrooms





Ministry of Education and Child Care





Space &
Quality Care



Ministry of
Education and
Child Care

DUAL CREDIT COURSES IN COMMUNITY, FAMILY & CHILD STUDIES

Course Option One: Online Delivery

Health 111 - Indigenous Peoples Health

Students will explore Indigenous peoples' health experiences: past, present, and future. Using a strength-based and holistic perspective, students will learn about the current realities of Indigenous peoples' health experiences, and will be introduced to traditional healing practices. Students will be able to use this knowledge to further their own understanding of Indigenous peoples' health, and can apply this experience to work with children, families and in community.

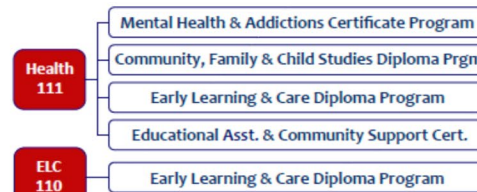
Course Option Two: On Campus Delivery

ELC 110 - Perspectives on Child Growth Development

Students will examine and explore current and emerging theories and perspectives that explain human growth and development from conception to early childhood. Students will begin to reflect on their image of children and families through multiple lenses, including an introduction to Indigenous worldviews, to broaden their thinking about children and their growth. The impact of colonization and the residential school experience is explored to support decolonization and reconciliation. Theoretical knowledge will be considered in connection to relationship building with children and families and early childhood practice.



Health 111 & ELC 110 are part of the following great programs:



Course prerequisite: C+ in Eng 12. See your Careers Team if you are in Gr 12.
Students need to be independent learners that feel ready to start a college course.

Course Delivery Details

Health 111. Online. Tues. 5 - 8pm Jan 10 - Apr 11

ELC 110. On Campus. Fri. 3 - 6pm Jan 13 - Apr 14
@ Camosun's CHW Building, Interurban

Classes are scheduled over Spring Break
Take one or both courses!

For more information talk to your
school based Careers Team

Dual Credit

One *Learning* Community

Combined Education Policy and Directions & Operations Policy and Planning Committee Meeting December 5, 2022



Child care Space Over View

Completed sites - Initial Floor Plan

- 2 Childcare Units at Vic West
- 2 Childcare Units at Frank Hobbs
- 2 Childcare Units at Tillicum
- 2 Childcare Units at Doncaster
- 2 Childcare Units at Campus View
- 1 Childcare Units at Macaulay
- 2 Childcare Units at Braefoot
- 2 Childcare Units at Oaklands
- 2 Childcare Units at Marigold
- 2 Childcare Units at George Jay

School Addition - underway

- 2 Childcare rooms at Eagle View (addition)
- 2 Childcare rooms at View Royal (addition)

New Floor Plan

- 2 Childcare Units at Vic High Secondary
- 2 Childcare Units at Hillcrest
- 2 Childcare Units at McKenzie
- 2 Childcare Units at Lake Hill
- 2 Childcare Units at Sundance
- 2 Childcare Units at Strawberry Vale
- 2 Childcare Units at Esquimalt Secondary
- 2 Childcare Units at Uplands
- 2 Childcare Units at Glanford Middle School

Current Approved Spaces

Type of Child Care	Licensed Spaces to Date	Ministry Funded
Full Time Infant Child Care	10	22
Full Time 3-5 Year Old Care	120	297
Preschool Spaces	88	146
Before and After School Care Spaces	368	578
Total Ministry Funded Spaces		1043
Total New Spaces Created to DATE		586
Grandfathered Spaces	678	
Other Child Care Spaced within SD	656	

Campus View



Unit 1 – 3-5 year old care

Unit 2 – preschool and before and after care

Gym Curtain – before and after care

Child Care Studios



Child Care Studios



Eagle View / View Royal - Additions



Child Care Studio Building Process

Process:

- Community Consultation
- Submit building permit application – 6-8 months for approval
- Site Prep – RFQ
- Build on site or off site
- VIHA licenses

Of note:

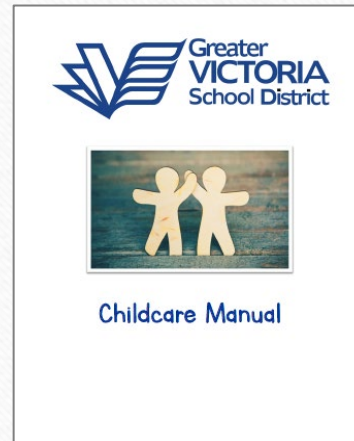
- Units are built by SD CUPE employees
 - Capital Foreman (Carpentry, Mechanical, Electrical, Paint, share Ground
 - 5 carpenters, 2 electricians, 2 plumbers, 2 sheet metal, 2 roofers, 2 labours, 2 painters, 1 drywall
- Apprentice Program – all disciplines
- Units are dedicated for child care use ONLY
- All sites – not for profit 3rd party operator



- **Units at all sites**
- **Elementary**
 - Infant / Toddler
 - Age 3-5 care
 - Before and after care
 - Seamless transition to school
- **Middle**
 - Age 3-5 care
 - Before and after care
- **Secondary**
 - Infant/ toddler
 - Age 3-5 care



Ministry of
Education and
Child Care



Investing in Solid Foundations





British Columbia's
**Office of the Human Rights
Commissioner**

NOVEMBER 24, 2022

Suzanne Hoffman, CEO
BC School Trustees Association
4th Floor – 1580 West Broadway
Vancouver, BC, V6J 5K9

Via Email: shoffman@bcsta.org

Re: School Liaison Officer programs

Dear Suzanne Hoffman and British Columbia School Trustees,

As part of my statutory responsibility to promote and protect human rights in the province, I am writing regarding the continued use of School Liaison Officers (SLOs) in our schools. My legislative mandate extends across the province, including municipal governing bodies, and I write in my capacity under s.47.12(1)(c) of the *Human Rights Code*, which provides that "The commissioner is responsible for promoting and protecting human rights, including by... making recommendations or using other means the commissioner considers appropriate to prevent or eliminate discriminatory practices, policies and programs."

As I'm sure you are aware, Indigenous, Black and other marginalized students—as well as their parents and communities—have raised significant concerns about the harm caused by having police in schools.

Last year, in an effort to better understand both the positive and negative impacts of SLOs, my Office funded (through a grant) [research on the state of school liaison officer programs in Canada](#), conducted by Dr. Kanika Samuels-Wortley, assistant professor with the Institute of Criminology and Criminal Justice at Carleton University. I invite each of you to review her findings, which include:

- Only a few peer-reviewed studies have examined Canadian school liaison programs, and these employ small, non-random samples or have other methodological limitations that render their conclusions suggestive rather than definitive.
- The literature on SLOs in Canada tends to focus on the perspectives or opinions of police personnel rather than students. An extensive review of the Canadian literature revealed no peer-reviewed studies that explore the impacts on marginalized students. Thus, as noted by the Ontario Association of Chiefs of Police, Canadian SLO literature maintains a "race-

absent” approach that ultimately fails to explore the systemic challenges faced by Indigenous, Black and other racialized students.¹

- The much more robust body of American research finds that SLOs make marginalized students feel less safe at school, contributing to a sense of criminalization and surveillance. Furthermore, the impacts go far beyond perception of safety. Researchers have shown that SLOs discipline Black students and students with disabilities at disproportionately high rates in the United States. Unfortunately, British Columbia lacks the disaggregated data to understand whether this is true of our officers as well.
- Overall, the research across jurisdictions suggests that students generally feel safe at school regardless of whether an SLO is embedded in their school. Some of the most methodologically sound research concludes there is no evidence to support the notion that SLO programs make schools safer.

Clearly there is an immediate need for research conducted in British Columbia that centres the experience of marginalized students and employs high-quality evaluation strategies. I have written to the Minister of Education and the Minister of Public Safety and Solicitor General urging them to commission this research without delay, and I have also recommended that the provincial government guarantee funding for civilian alternatives to SLOs – civilian coaches, youth counsellors, substance use educators, restorative justice initiatives, etc. – so that no school district feels it is forced to rely on uniformed officers to provide services that should be delivered through the education system.

In the meantime, marginalized students, parents and communities are raising concerns that call into question the legitimacy of a police presence in our schools. I applaud those school boards who, after considering the available evidence and alternatives, have joined a movement of boards across Canada in ending their SLO programs.

Nevertheless, SLO programs continue in many school districts. At this moment, the Vancouver School Board (VSB) is considering bringing back a “revised and reimagined” SLO program over the objections of marginalized voices.² It is troubling that the VSB motion implies, without evidence, that SLOs are necessary for school and community safety and that tweaks to the SLO construct will be sufficient to address community concerns of harm and discrimination.³

In November 2021, my office released a [report on systemic racism in policing](#), based on what we understand to be the most extensive research ever conducted on policing data in Canada.⁴ The data showed the highly disproportionate impact of certain policing practices on Indigenous, Black and other racialized people. For example, in Vancouver, Indigenous men are 17.3 times more likely to be arrested than their presence in the population would predict. In Nelson, Black people are 4.7 times more likely to appear in mental health incidents involving the police than their presence in the population would predict. I offer these examples to show that the presence of police in our communities impacts different racialized groups differently, which supports the finding in the U.S.

¹ Ontario Association of Chiefs of Police. “Statement: School Resource Officer Programs.” Posted July 20, 2020. <https://www.oacp.ca/en/news/statement-school-resource-officer-programs.aspx>

² “Dozens to speak for and against return of police to Vancouver schools.” CBC News. November 23, 2022. <https://www.cbc.ca/news/canada/british-columbia/vsb-school-liaison-officers-1.6661081>

³ Vancouver DPAC [@VanDPAC]. November 21, 2022. “Vancouver School Board @VSB39 releases School Officer Liaison Program Motion just 4 hours before delegations are set to speak to it.” Twitter. <https://mobile.twitter.com/VanDPAC/status/1594836772756000772>

⁴ See p.59 of the report for recommendations concerning SLOs.

literature that SLO programs often make racialized students feel *less* safe rather than meeting their goals of increasing student safety.

Out of respect for the rights of our students, I strongly recommend that all school districts end the use of SLOs until the impact of these programs can be established empirically. For school boards who choose not to take this step, it is incumbent on you to produce independent evidence of a need for SLOs that cannot be met through civilian alternatives and to explain the actions you are taking to address the concerns raised by Indigenous, Black and other marginalized communities.

I know that we share the goal of creating safe and inclusive schools that uphold human rights. I appreciate your attention to these important issues.

I ask that the BC School Trustees Association share this letter with all school trustees in the province as soon as possible. To support my commitment to public accountability and responsibility to serve the people of British Columbia, this letter will also be made public.

Sincerely,



Kasari Govender
Human Rights Commissioner

CC: The Hon. Jennifer Whiteside, M.L.A.
Minister of Education

The Hon. Mike Farnworth, M.L.A.
Minister of Public Safety and Solicitor General

The state of school liaison programs in Canada

Dr. Kanika Samuels-Wortley¹
May 2021

This paper was funded by a grant from British Columbia's Office of the Human Rights Commissioner (BCOHRC), which holds the copyright. The conclusions in this paper do not necessarily reflect the views of B.C.'s Human Rights Commissioner.

¹ Assistant Professor, Institute of Criminology and Criminal Justice, Carleton University

Introduction

Over the past decade, the use of dedicated police officers within schools—often referred to as school liaison officers (SLOs)—has become a particularly controversial topic in both Canada and the United States.² Advocates for such law enforcement initiatives, including the police, school officials and some parents, argue that SLOs keep students safe and improve police-community relations.^{3,4,5} Critics, however, argue that SLO programs are expensive, biased towards Black, Indigenous and other marginalized youth, and ultimately contribute to the school-to-prison pipeline.^{6,7,8,9} To illustrate, Merkwae argues that SLOs give law enforcement officials additional surveillance power and access to students and thus increase opportunities for legally punitive measures involving school violations.¹⁰ Furthermore, an increasing number of U.S. studies, indicate that police-involved disciplinary measures have a disproportionate impact on Black and other students of colour.^{11,12}

While there is a dearth of research that explicitly examines experiences with SLOs among racialized youth in Canada,¹³ community advocates within many Canadian jurisdictions have long argued that as a result of racially biased policing in schools, Indigenous, Black and other students of colour experience oversurveillance and subsequent criminalization.^{14,15} These allegations have led to the dissolution of SLO programs within several Canadian school boards, including the Toronto District

² In some jurisdictions, school-based officers are referred to as School Resource Officers (SROs) rather than School Liaison Officers (SLOs). In this report, the term School Liaison Officer (SLO) is used to refer to both types of school-based policing programs.

³ G. Abela and J. K. Donlevy, "Violence in Alberta's Urban Schools: The Perspectives of School Resource Officers," *Education & Law Journal* 29, no. 1 (2020): 1-26.

⁴ Linda Duxbury and Craig Bennell. *Police in schools: An evidence-based look at the use of school resource officers*. Routledge, 2019.

⁵ Wesley G. Jennings, David N. Khey, Jon Maskaly, and Christopher M. Donner. "Evaluating the relationship between law enforcement and school security measures and violent crime in schools." *Journal of police crisis negotiations* 11, no. 2 (2011): 109-124.

⁶ Denise C. Gottfredson, Scott Crosse, Zhiquan Tang, Erin L. Bauer, Michele A. Harmon, Carol A. Hagen, and Angela D. Greene. "Effects of school resource officers on school crime and responses to school crime." *Criminology & Public Policy* 19, no. 3 (2020): 905-940.

⁷ Christopher A. Mallet. "The School-To-Prison Pipeline: A Comprehensive Assessment. Springer Publishing Company, 2015.

⁸ Amanda Merkwae. "Schooling the police: Race, disability, and the conduct of school resource officers." *Michigan Journal of Race and Law*, 21 (2015): 147.

⁹ Tammy Rinehart Kochel, David B. Wilson, and Stephen D. Mastrofski. "Effect of Suspect Race on Officers' Arrest Decisions." *Criminology* 49, no. 2 (2011): 473-512.

¹⁰ Merkwae, "Schooling"

¹¹ Ibid.

¹² Gottfredson et al., "Effects of school resource officers on school crime."

¹³ See Ontario Association of Chiefs of Police, "Statement: School Resource Officer Programs."

¹⁴ Robyn Maynard. *Policing Black lives: State violence in Canada from slavery to the present*. (Black Point, NS: Fernwood Publishing, 2017).

¹⁵ Police-Free Schools Winnipeg. "Police-Free Schools WPG." <https://policefreeschoolswpg.ca/>

School Board (TDSB),¹⁶ the Peel District School Board (PDSB),¹⁷ the Winnipeg School Division,¹⁸ the Ottawa-Carleton District School Board¹⁹ and, more recently, the Vancouver and New Westminster school boards.²⁰ Furthermore, other Canadian school boards including the Edmonton Catholic School Board are presently conducting in-depth, independent evaluations of their SLO programs to help inform decisions regarding program continuation.²¹ As the debate continues, many police services and school boards in Canada are now re-evaluating and reforming long standing relationships and collaborations.

The initial objective of the current review was to explore the state of Canadian research into the potential benefits and harms of SLO programs—with a special focus on the impacts of SLOs on marginalized students (i.e., Black, Indigenous and other racialized students as well as students who identify as having a disability). However, while a few peer-reviewed studies have examined Canadian SLO programs in general, an extensive review of the literature reveals no peer-reviewed studies that explore the impacts of Canadian SLO programs on marginalized students. The Canadian-based research that does exist tends to focus on either SLOs as a form of community policing²² or the role of SLOs in addressing bullying and other forms of school violence.^{23,24} These studies also tend to focus on the perspectives or opinions of police personnel rather than students. One Canadian study of a particular SLO program has produced a book manuscript.²⁵ The authors maintain that in the Canadian context their study is “the largest and most comprehensive assessment of [SLO] programs to date.”²⁶ However, despite conducting their research in Peel Region, a municipality with one of the highest Black, Indigenous and South Asian populations in Canada, the authors failed to document the perceptions and

¹⁶ Shanifa Nasser. “Canada’s largest school board votes to end armed police presence in schools,” CBC News, November 22, 2017. <https://www.cbc.ca/news/canada/toronto/school-resource-officers-toronto-board-police-1.4415064>.

¹⁷ Kevin Jiang. “Peel Police end controversial program that put officers in schools,” *Toronto Star*, November 18, 2020. <https://www.thestar.com/news/gta/2020/11/18/peel-police-announce-permanent-end-to-controversial-program-that-put-officers-in-schools.html>.

¹⁸ CBC News. “Winnipeg School Division budget cuts police from schools ‘solely for financial reasons,’” *CBC News*, March 9, 2021. <https://www.cbc.ca/news/canada/manitoba/winnipeg-school-division-cuts-police-budget-2021-2022-1.5942650>.

¹⁹ CBC News. “Ottawa’s largest school board officially cuts ties with police,” *CBC News*, June 25, 2021. <https://www.cbc.ca/news/canada/ottawa/oedsb-school-resource-officer-program-decision-end-1.6079001>.

²⁰ Jon Aspiri. “New Westminster school board ends police liaison program,” *Global News*, April 28, 2021. <https://globalnews.ca/news/7816191/new-westminster-school-board-ends-police-liaison-program/>.

²¹ Lauren Boothby. “Edmonton Public Schools suspends school resource officer program for 2020-2021 school year,” *Edmonton Journal*, September 4, 2020. <https://edmontonjournal.com/news/local-news/edmonton-public-schools-suspends-school-resource-officer-program-for-2020-2021-school-year>.

²² Ryan Broll and Stephanie Howells. “Community policing in schools: Relationship-building and the responsibilities of school resource officers.” *Policing: A Journal of Policy and Practice* (2019).

²³ Ryan Broll. “Collaborative responses to cyberbullying: preventing and responding to cyberbullying through nodes and clusters.” *Policing and society* 26, no. 7 (2016): 735-752.

²⁴ Ryan Broll, and Laura Huey. “‘Just being mean to somebody isn’t a police matter’: Police perspectives on policing cyberbullying.” *Journal of school violence* 14, no. 2 (2015): 155-176.

²⁵ Duxbury and Bennell, *Police in schools*.

²⁶ *Ibid*, 2.

experiences of racialized students.²⁷ Thus, as noted by the Ontario Association of Chiefs of Police, Canadian SLO literature maintains a “race-absent” approach that ultimately fails to explore the systemic challenges faced by Black, Indigenous and other racialized students.²⁸

The few reviews that do explore the perspectives of racial minority youth are found in independent reports commissioned by school boards or community members themselves.^{29,30,31} In sum, despite the current trend toward the dissolution of SLO programs across Canada, research on school-based officers is extremely limited. Nonetheless, this review will provide an overview of the small but growing body of literature on SLO programs in the United States as well as a review of the much more limited Canadian research.

The first section describes SLO research across North America, including a discussion of the various methodologies that have been used to evaluate these programs. The second section will pay particular attention to Canadian based research, documenting the identified benefits and potential consequences of SLO programs. In this section I pay particular attention to criticisms and concerns over racial discrimination towards Indigenous, Black and other youth of colour. The third and final section will summarize the research findings and conclude with a review of research and policy recommendations.

The historical development of SLO programs in North America

The concept of placing police officers in schools for the primary purpose of maintaining school safety is not novel. Formal collaborative programs between school boards and police services emerged in the U.S. as early as the 1950s. Some Canadian school boards, including the Vancouver School Board, developed similar relationships starting in the 1970s.^{32,33,34} However, as a consequence of highly

²⁷ Duxbury and Bennell, *Police in schools*.

²⁸ Ontario Association of Chiefs of Police. “Statement: School Resource Officer Programs.” Posted July 20, 2020. <https://www.oacp.ca/en/news/statement-school-resource-officer-programs.aspx>.

²⁹ Elana Gray, Rose-Ann Bailey, Janelle Brady, and Sam Tecle. *Perspectives of Black male students in secondary school: Understanding the successes and challenges—student focus group results*. Mississauga, ON: Peel District School Board, 2016.

<https://www.peelschools.org/Documents/We%20Rise%20Together%20Action%20Plan%20FINAL.pdf>.

³⁰ Toronto District School Board. *School Resource Officer Program Review*. Toronto, ON: Toronto District School Board, 2017. <https://www.tdsb.on.ca/Leadership/Boardroom/Agenda-Minutes/Type/A?Folder=Agenda%2F20171115&Filename=171115+School+Resource+Off+3269+FINAL.pdf>.

(Please note: the report was recently removed from the TDSB website)

³¹ Vancouver District Board. School Liaison Officer: Student and Stakeholder Engagement Program. March 2021 <https://www.vsb.bc.ca/News/Documents/SLOProgramReport-March2021.pdf>.

³² Argyle. *School Liaison Officer: Student and Stakeholder Engagement Program*. Vancouver, BC: Vancouver School Board, 2021. <https://www.vsb.bc.ca/News/Documents/VSB-SLO-EngagementReport-Mar2021.pdf>.

³³ Matthew T. Theriot and Matthew J. Cuellar. “School resource officers and students’ rights.” *Contemporary justice review* 19, no. 3 (2016): 363-379.

³⁴ Matthew T. Theriot, and John G. Orme. “School resource officers and students’ feelings of safety at school.” *Youth Violence and Juvenile Justice* 14, no. 2 (2016): 130-146.

publicized school shootings—including the Columbine³⁵ and Sandy Hook³⁶ tragedies in the United States and the shooting death of Jordan Manners in Canada³⁷—the perceived need for police in schools was reinvigorated beginning in the late 1990s. The argument for police in schools was supported by emerging research demonstrating a positive relationship between perceived safe school environments and effective teaching and learning.^{38,39} As a result, since the turn of the century, the number of formal SLO programs in North American schools has steadily increased.^{40,41,42,43} To illustrate, in 1976 a study conducted by the National Institute of Education (NIE) found that only one per cent of U.S. schools had a SLO program. By 2016 a similar study found that 48 per cent of U.S. schools had an SLO, with 65 per cent stationed in secondary schools.^{44,45}

Unfortunately, similar data cannot be found in Canada. However, an iteration of collaborative agreements between the police and school boards can be found in most provinces.^{46,47} SLO programs have been documented in both elementary and high

³⁵ Columbine High School Shooting: Victims and Killers – HISTORY.

<https://www.history.com/topics/1990s/columbine-high-school-shootings>.

³⁶ Sandy Hook School Shooting – HISTORY. <https://www.history.com/this-day-in-history/gunman-kills-students-and-adults-at-newtown-connecticut-elementary-school>.

³⁷ Global News. The Legacy of Jordan Manners. <https://globalnews.ca/news/6826381/legacy-of-jordan-manners/>.

³⁸ Hilary Horn Ratner, Lisa Chiodo, Chandice Covington, Robert J. Sokol, Joel Ager, and Virginia Delaney-Black. "Violence exposure, IQ, academic performance, and children's perception of safety: Evidence of protective effects." *Merrill-Palmer Quarterly* (1982-) (2006): 264-287.

³⁹ Michael B. Ripski, and Anne Gregory. "Unfair, unsafe, and unwelcome: Do high school students' perceptions of unfairness, hostility, and victimization in school predict engagement and achievement?." *Journal of School Violence* 8, no. 4 (2009): 355-375.

⁴⁰ Abela and Donlevy, "Violence."

⁴¹ Theriot and Cuellar, "School resource officers and students' rights."

⁴² Theriot and Orme. "School resource officers and students' feelings of safety at school."

⁴³ Toronto Police Service, Toronto District School Board, and Toronto Catholic District School Board. *School Resources Officer Program: 2008/2009 Evaluation*. (Toronto, ON: Toronto Police Service, Toronto District School Board, and Toronto Catholic District School Board, 2009).

http://www.torontopolice.on.ca/publications/files/reports/2008.2009-sro_evaluation_program.pdf.

⁴⁴ Gottfredson et al., "Effects of school resource officers on school crime."

⁴⁵ Lauren Musu-Gillette, Anlan Zhang, Ke Wang, Jizhi Zhang, Jana Kemp, Melissa Diliberti, and Barbara A. Oudekerk. *Indicators of School Crime and Safety: 2017*. Washington, DC: National Center for Education Statistics, U.S. Department of Education, and Bureau of Justice Statistics, Office of Justice Programs, U.S. Department of Justice, 2018. <https://files.eric.ed.gov/fulltext/ED581798.pdf>

⁴⁶ Argyle. School Liaison Officer.

⁴⁷ Meighan De Pass, Robert Cleveland, Brad Kelley, and Stephanie Duggan. "Panel discussion: How can police presence in schools help with prevention?," *Gazette* 80, no. 2 (2018): 12-14.

https://publications.gc.ca/collections/collection_2018/gre-rcmp/JS62-126-80-2-eng.pdf

schools. In some cases, police officers are assigned to one school. In other cases, several schools share the same SLO officers.^{48,49,50,51,52}

In general, SLO programs are guided by community-based principles that encourage proactive policing. This orientation aims to discourage criminal activity by increasing police visibility within schools and promoting routine engagement between students, school staff and police personnel.^{53,54,55} While SLO programs vary with respect to implementation strategies, common goals include ensuring school safety and promoting positive youth perceptions of the police.⁵⁶ An emphasis of most SLO programs is the establishment and maintenance of positive relationships between the police and both students and school officials.⁵⁷

SLO program objectives

The specific roles and responsibilities of SLOs can vary according to the individual needs of designated schools. However, in North America, standard SLO activities are heavily influenced by The National Association of School Resource Officers (NASRO). NASRO promotes a “triad model” which describes the SLO as law enforcers, counsellors/mentors and educators.^{58,59,60}

As law enforcers, SLOs patrol school property, respond to calls for service and conduct criminal inquiries. Law enforcement activities include the general surveillance of the student body as well specific criminal investigations. Investigations often involve interviewing student victims and witnesses as well as the interrogation of offenders. SLOs can arrest and/or ticket students suspected of law violations or divert offenders into alternative measure programs. SLO patrols are conducted to reduce students from engaging in minor offending, truancy, and loitering in and around school property. It is also argued that regular SLO patrols can

⁴⁸ Abela and Donlevy, “Violence.”

⁴⁹ Argyle. School Liaison Officer.

⁵⁰ Carl E. James. Students “at risk”: Stereotypes and the schooling of Black Boys. *Urban Education* 47 no. 2, 464-494. 2012

⁵¹ Carl E. James and Tana Turner. *Towards race equity in education: The schooling of Black students in the Greater Toronto Area*. Toronto, ON: York University, 2017. <https://edu.yorku.ca/files/2017/04/Towards-Race-Equity-in-Education-April-2017.pdf>

⁵² Gita Rao Madan. “Policing in Toronto schools: Race-ing the conversation.” Master’s Thesis, University of Toronto, 2016. https://tspace.library.utoronto.ca/bitstream/1807/71685/1/Madan_Gita_R_201603_MA_thesis.pdf.

⁵³ Duxbury and Bennell, *Police in schools*.

⁵⁴ Broll and Howells, “Community policing in schools.”

⁵⁵ Merkwae, “Schooling the police.”

⁵⁶ Duxbury and Bennell, *Police in schools*.

⁵⁷ Broll and Howells, “Community policing in schools.”

⁵⁸ Ibid.

⁵⁹ Merkwae, “Schooling the police.”

⁶⁰ Terrance J. Taylor, Kelly B. Turner, Finn-Aage Esbensen, and L. Thomas Winfree Jr. “Coppin’an attitude: Attitudinal differences among juveniles toward police.” *Journal of criminal justice* 29, no. 4 (2001): 295-305.

reduce more serious school-based offending including assaults, bullying and drug activity.^{61,62}

As counsellors, SLOs are tasked with engaging with students, teachers and school administrators to provide advice on personal and/or legal matters.⁶³ In this capacity, SLOs may engage in discussions about general student behaviour or advise school officials on how to deal with student disciplinary issues, including student criminality.⁶⁴ Furthermore, SLOs often have the power to refer or divert students to social, legal and/or community services if deemed necessary.⁶⁵

Finally, as educators, SLOs often provide in-class lectures on various public safety issues including bullying, cyberbullying, sexting, sexual assault and substance use. SLOs, it is argued, can also help students learn more about policing and the broader criminal justice system.^{66,67,68}

Despite the identification of these designated tasks, as a result of individual officer discretion there is a high level of variation in how SLOs operate in their schools.⁶⁹ Therefore some SLOs may engage more in enforcement as opposed to counselling or student education. Others may focus more on counselling and education and subsequently de-emphasize their role as law enforcement agents. It is this extreme variation in SLO roles and activities that contributes to scholarly debate and policy discussion.⁷⁰

American studies

While many school administrators, police officials, parents and students maintain that SLOs keep members of their school community safe,⁷¹ research on the benefits of SLO programs remains limited and contradictory.^{72,73,74} This is particularly evident in relation to studies that examine the impact of SLO programs on criminal activity

⁶¹ Duxbury and Bennell, *Police in schools*.

⁶² Merkwae, "Schooling the police."

⁶³ Broll and Howells, "Community policing in schools."

⁶⁴ Ibid.

⁶⁵ Maurice Canady, Bernard James, and Janet Nease. *To protect and educate: The school resource officer and the prevention of violence in schools*. Hoover, AL: National Association of School Resource Officers, 2012.

<https://www.nasro.org/clientuploads/resources/NASRO-Protect-and-Educate.pdf>

⁶⁶ Broll and Howells, "Community policing in schools."

⁶⁷ Madan, "Policing in Toronto schools."

⁶⁸ Barbara Raymond. *Assigning police officers to schools*. Washington, DC: Department of Justice, Office of Community Oriented Policing Services, 2010. <https://cops.usdoj.gov/RIC/Publications/cops-p182-pub.pdf>.

⁶⁹ Kathleen Nolan. "Policing student behavior: Roles and responsibilities." In *The Palgrave International Handbook of School Discipline, Surveillance, and Social Control*, pp. 309-326. Palgrave Macmillan, Cham, 2018.

⁷⁰ Gottfredson et al., "Effects of school resource officers on school crime."

⁷¹ Broll and Howells, "Community policing in schools."

⁷² Duxbury and Bennell, *Police in schools*.

⁷³ Gottfredson et al., "Effects of school resource officers on school crime."

⁷⁴ Chongmin Na and Denise C. Gottfredson. "Police officers in schools: Effects on school crime and the processing of offending behaviors." *Justice Quarterly* 30, no. 4 (2013): 619-650.

within schools.^{75,76} To illustrate, using national cross-sectional data from the 2006 School Survey on Crime and Safety (SSOCS), Jennings and et al. (2011) observed a negative relationship between the number of SLOs and serious crime in high schools in the United States.⁷⁷ This led the researchers to conclude that SLOs may function as a possible deterrent to serious crime. Similarly, the Maskaly and et al. (2011) study of school safety measures also identified a possible relationship between the presence of SLOs and a reduction in gang-related activity within schools.⁷⁸ However, the authors acknowledge that school and neighbourhood characteristics, including school size and the prevalence of neighbourhood violence, better explain levels of school crime. They also acknowledge the impact of SLO programs is diminished once these factors have been taken into statistical account.⁷⁹

Gottfredson et al. (2020) and Petrosino et al. (2012) both argue that our knowledge about the relationship between SLOs and school crime is greatly limited by a lack of methodologically rigorous research.^{80,81} To illustrate, Gottfredson and colleagues note that as a result of the growing use of SLOs in schools, many studies prior to 2010 used variables privy to “temporal fluctuations in outcomes” and thus could not be used to determine program success.⁸² In response, the authors completed a systematic review of research—conducted between 2010 and 2019—that investigated SLO program effectiveness.⁸³

To be considered a methodologically sound study, the researchers sought research that: (1) includes pre-test and post-test measures for both schools with (treatment) and without (control) an SLO, (2) controls for pre-existing differences between the treatment and control schools, (3) isolates the effects of SLO programs as opposed to other school security procedures, (4) considers school-level variation as opposed to student variation, (i.e., attributing student perceptions of the program to student attitudes) and (5) includes a quantitative component.⁸⁴ The proposed criteria were used to distinguish high from low quality studies. High quality studies, the authors maintain, must employ a pre-test/post-test control group design that better controls for historical effects and thus enables conclusions about program attribution. Anything less can render a study’s results inconclusive.^{85,86} Ultimately, the researchers found

⁷⁵ Gottfredson et al., “Effects of school resource officers on school crime.”

⁷⁶ Na and Gottfredson. “Police officers in schools.”

⁷⁷ Jennings et al., “Evaluating the relationship.”

⁷⁸ Jon Maskaly, Christopher M. Donner, Jennifer Lanterman, and Wesley G. Jennings. “On the association between SROs, private security guards, use-of-force capabilities, and violent crime in schools.” *Journal of police crisis negotiations* 11, no. 2 (2011): 159-176.

⁷⁹ Maskaly et al., “On the association between SROs.”

⁸⁰ Gottfredson et al., “Effects of school resource officers.”

⁸¹ Anthony Petrosino, Sarah Guckenburg, and Trevor Fronius. “Policing schools’ strategies: A review of the evaluation evidence.” *Journal of Multidisciplinary Evaluation* 8, no. 17 (2012): 80-101.

⁸² Gottfredson et al., “Effects of school resource officers on school crime,” 909

⁸³ Gottfredson et al., “Effects of school resource officers on school crime.”

⁸⁴ Ibid.

⁸⁵ Na and Gottfredson. “Police officers in schools.”

⁸⁶ Gottfredson et al., “Effects of school resource officers on school crime.”

that only 13 American studies conducted during this period satisfied the “high quality study” criteria.

Using longitudinal data spanning three years from the SSOCS, a number of researchers explore a comparative sample of schools both with and without an SLO, to examine whether the presence of an SLO leads to a reduction in various criminal activities including bullying⁸⁷ as well as serious and nonserious violent, property, drug and weapon-related crimes.^{88,89,90,91} These studies consistently show that schools with SLOs report more crime than schools without an SLO. Thus, there is minimal evidence to suggest that police in schools contribute to school safety. But, as Kupchik (2010) suggests, SLOs may reframe disciplinary incidents, typically dealt with by school administrators, as a criminal offence.⁹² Therefore the notion that SLOs serve as a proactive measure and engage with youth with the aim of reducing crime is questioned. Instead, researchers argue school-based officers may be reactive, increasing the likelihood students will be charged with a criminal offence.⁹³ This finding is consistent with the argument that SLOs can increase incidents of student criminalization.

Data from other American studies further suggest that schools with SLOs have higher arrest rates and out-of-school suspensions than schools without SLOs.^{94,95} Studies also demonstrate that SLOs have a disproportionate effect on arrest rates for Black students.⁹⁶ Zhang (2019), however, suggests these higher rates were typically found in schools that recently implemented a SLO program.⁹⁷ They argue that schools with well-established programs (i.e., an officer in the school three years or longer) did not have significantly higher arrest rates. This finding suggests that, upon implementation, SLO programs may increase school-based arrests. However, this

⁸⁷ Deanna N. Devlin, and Denise C. Gottfredson. "The roles of police officers in schools: Effects on the recording and reporting of crime." *Youth violence and juvenile justice* 16, no. 2 (2018): 208-223

⁸⁸ Na and Gottfredson. "Police officers in schools."

⁸⁹ Jason P. Nance "Students, police, and the school-to-prison pipeline." *Washington University Law Review*, 93 (2015): 919.

⁹⁰ Christina Pigott, Ami E. Stearns, and David N. Khey. "School resource officers and the school to prison pipeline: Discovering trends of expulsions in public schools." *American Journal of Criminal Justice* 43, no. 1 (2018): 120-138.

⁹¹ Kristin Swartz, Dustin L. Osborne, Cherie Dawson-Edwards, and George E. Higgins. "Policing schools: Examining the impact of place management activities on school violence." *American Journal of Criminal Justice* 41, no. 3 (2016): 465-483.

⁹² Aaron Kupchik. *Homeroom security: School discipline in an age of fear*. New York, NY: New York University Press, 2010.

⁹³ Swartz et al., "Policing schools."

⁹⁴ Emily G. Owens. "Testing the school-to-prison pipeline." *Journal of Policy Analysis and Management* 36, no. 1 (2017): 11-37.

⁹⁵ E. K. Weisburst (2019). Patrolling public schools: The impact of funding for school police on student discipline and long-term education outcomes. *Journal of Policy Analysis and Management*, 38(2), 338-365

⁹⁶ See Emily M. Homer and Benjamin W. Fisher. "Police in schools and student arrest rates across the United States: Examining differences by race, ethnicity, and gender." *Journal of school violence* 19, no. 2 (2020): 192-204

⁹⁷ Gary Zhang. "The effects of a school policing program on crime, discipline, and disorder: A quasi-experimental evaluation." *American journal of criminal justice* 44, no. 1 (2019): 45-62

initial increase may diminish after the program is established and the SLO becomes part of the school community.

As such, to date, the most methodologically rigorous studies exploring the effects of SLOs in school consistently demonstrate that the presence of an SLO is “related to increased recording of drug crimes, crimes involving weapons and serious violent crimes.”⁹⁸ Furthermore, in their own analysis of the data, Gottfredson et al. found that increasing the number of police officers in schools did not lead to a reduction in school violence.⁹⁹ In fact, SLOs contributed to an increase in the number of students arrested and later referred to a criminal justice intervention. The authors conclude that there is no evidence to support the notion that SLO programs make schools safer.^{100,101}

Perceptions of safety

The argument that perceived safety is an important characteristic of the school environment stems from studies that reveal a positive relationship between perceptions of school safety and academic achievement.^{102,103} Students who feel safe at school may experience less anxiety and thus have an increased capacity to concentrate on schoolwork and extracurricular activities. Research also suggests that students who feel that their school environment is unsafe are significantly more likely to skip school as a violence-avoidance strategy.¹⁰⁴ As such, proponents of SLO programs suggest that a police presence in school can help staff, students and parents feel safe.¹⁰⁵

However, American studies have found little or no connection between the presence of SLOs and student perceptions of school safety.¹⁰⁶ Some of these studies note that teachers and school administrators often feel safer after the establishment of an SLO program but that there is no effect for students.^{107,108,109,110} Most studies find that students feel very safe in school both before and after the establishment of SLO

⁹⁸ Gottfredson et al., "Effects of school resource officers on school crime," 910.

⁹⁹ Ibid.

¹⁰⁰ Na and Gottfredson, "Police officers in schools."

¹⁰¹ Nance, "Students, police, and the school-to-prison pipeline."

¹⁰² Ratner et al., "Violence exposure."

¹⁰³ Ripski, and Gregory, "Unfair, unsafe, and unwelcome"

¹⁰⁴ Suzanne E. Perumean-Chaney and Lindsay M. Sutton. "Students and perceived school safety: The impact of school security measures." *American Journal of Criminal Justice* 38, no. 4 (2013): 570-588

¹⁰⁵ National Association of School Resource Officers. "Frequently Asked Questions." <https://www.nasro.org/faq/>.

¹⁰⁶ Gottfredson et al., "Effects of school resource officers on school crime."

¹⁰⁷ Ida M. Johnson. "School violence: The effectiveness of a school resource officer program in a southern city." *Journal of Criminal Justice* 27, no. 2 (1999): 173-192

¹⁰⁸ David C. May, Stephen D. Fessel, and Shannon Means. "Predictors of principals' perceptions of school resource officer effectiveness in Kentucky." *American Journal of Criminal Justice* 29, no. 1 (2004): 75-93.

¹⁰⁹ Theriot and Orme. "School resource officers and students' feelings of safety at school."

¹¹⁰ Madan, "Policing in Toronto schools"

programs.^{111,112} In other words, SLOs do not enhance or diminish feelings of safety. Research suggests that other factors—including neighbourhood crime and victimization history—have a much stronger impact on student perceptions of safety than SLOs.^{113,114}

Criminalization of student behaviour: The school-to-prison pipeline

A major area of concern around SLOs continues to be the potential criminalization of student misconduct.^{115,116,117} As noted above, research suggests that schools with SLOs have a higher rate of student charges and arrests than schools without SLOs. In other words, research demonstrates that police in schools can, in fact, turn common student indiscretions on school property into criminal offences.^{118,119,120,121,122} Thus, critics of SLO programs argue that an increase in punitive disciplinary responses and measures that involve law enforcement can push students out of the education system and into the criminal justice system.^{123,124,125,126} This process, which is often referred to as the “school-to-prison-pipeline,” suggests that students who are charged or disciplined by SLOs also face school suspensions or expulsions. Suspensions and expulsions, in turn, damage academic performance and ultimately lead to barriers with respect to access to higher education and employment opportunities.^{127,128} Furthermore, there are concerns that an increase in unsupervised free time (as a result of school removal) can increase students’ risk of engaging in criminal activity, creating a cycle of involvement in the criminal justice system.¹²⁹ To illustrate, Pigott, Stearns and Khey (2018) argue “experiencing only one suspension [...] increases an individual’s risk of dropping out of school by over 77 per cent.”¹³⁰ Furthermore,

¹¹¹ Nicole L. Bracy. "Student perceptions of high-security school environments." *Youth & Society* 43, no. 1 (2011): 365-395

¹¹² Nathan James and Gail McCallion. *School resource officers: Law enforcement officers in schools*. Washington, DC: Congressional Research Service, 2013. <https://fas.org/sgp/crs/misc/R43126.pdf>.

¹¹³ Jack McDewitt and Jenn Panniello. *National Assessment of School Resource Officer Programs: Survey of Students in Three Large New SRO Programs*. Washington, DC: US Department of Justice, 2005. <https://files.eric.ed.gov/fulltext/ED486271.pdf>

¹¹⁴ Theriot and Orme. "School resource officers and students' feelings of safety at school."

¹¹⁵ Theriot and Cuellar, "School resource officers and students' rights."

¹¹⁶ Merkwae, "Schooling the police."

¹¹⁷ Nance, "Students, police, and the school-to-prison pipeline."

¹¹⁸ Theriot and Cuellar, "School resource officers and students' rights."

¹¹⁹ Nance, "Students, police, and the school-to-prison pipeline."

¹²⁰ Amanda Petteruti. *Education Under Arrest: The Case Against Police in Schools*. Washington, DC: Justice Policy Institute, 2011.

http://www.justicepolicy.org/uploads/justicepolicy/documents/educationunderarrest_fullreport.pdf.

¹²¹ Merkwae, "Schooling the police."

¹²² Gottfredson et al., "Effects of school resource officers on school crime."

¹²³ Petteruti, *Education Under Arrest*.

¹²⁴ Merkwae, "Schooling the police."

¹²⁵ Amanda Gebhard. "Schools, prisons and Aboriginal youth: Making connections." *Journal of Educational Controversy* 7, no. 1 (2013): 4.

¹²⁶ Theriot and Cuellar, "School resource officers and students' rights."

¹²⁷ Ibid.

¹²⁸ Merkwae, "Schooling the police."

¹²⁹ Nance, "Students, police, and the school-to-prison pipeline."

¹³⁰ Pigott, Stearns, and Khey, "School resource officers and the school to prison pipeline," 123.

those who drop out of school have a higher risk of criminality as “nearly 40 percent of people in state prisons left school before earning a high school diploma, compared to 18.4 percent of the general population.”¹³¹

There are also allegations that the consequences associated with SLO charge practices have a disproportionate impact on racialized youth and youth who identify as having a disability. While very few SLO studies centre race and racism,^{132,133} it is well established that in the U.S., Black and Hispanic youth are both overrepresented in school suspensions/expulsions as well as arrests and convictions within the criminal justice system.^{134,135,136} Thus, there are concerns that the intersection of school and police discipline will have a greater impact on marginalized youth. To illustrate, in the United States, Black youth make up only 16 per cent of those aged 10 to 17, but represent “twenty-nine percent of juvenile court referrals, thirty-six percent of youth detained outside of their homes, and thirty-five percent of youth waived into the adult criminal court system.”¹³⁷

To highlight concerns over the treatment of racialized students by SLOs, recent studies suggest that Black students receive harsher treatment from SLOs than their White counterparts. For example, when faced with the same behavioural infractions, SLOs are more likely to arrest or charge Black students while White students are more likely to be cautioned or diverted into an informal conflict resolution or treatment program.^{138,139} Merkwae (2015) raises concerns over the level of race-based discretion SLOs have in “seizing a student on the grounds for the purpose of maintaining school order or security.”¹⁴⁰

Furthermore, youth with disabilities (those who identify as having a learning, emotional or behavioural disorder) constitute “a disproportionate number of the school-based arrests and referrals to law enforcement that result from an increased

¹³¹ Petteruti, *Education Under Arrest*, 18.

¹³² Shabnam Javdani. “Policing education: An empirical review of the challenges and impact of the work of school police officers.” *American journal of community psychology* 63, no. 3-4 (2019): 253-269

¹³³ E. O. Turner and Abigail J. Beneke. “‘Softening’ school resource officers: the extension of police presence in schools in an era of Black Lives Matter, school shootings, and rising inequality.” *Race Ethnicity and Education* 23, no. 2 (2020): 221-240

¹³⁴ Merkwae, “Schooling the police.”

¹³⁵ Kochel, Wilson, and Mastroski. “Effect of Suspect Race”

¹³⁶ Eric A. Stewart, Eric P. Baumer, Rod K. Brunson, and Ronald L. Simons. “Neighborhood racial context and perceptions of police-based racial discrimination among black youth.” *Criminology* 47, no. 3 (2009): 847-887.

¹³⁷ Merkwae, “Schooling the police,” 152.

¹³⁸ See Gottfredson et al., “Effects of school resource officers on school crime.”

¹³⁹ See Homer and Fisher, “Police in schools and student arrest rates.”

¹⁴⁰ Merkwae, “Schooling the police,” 164.

police presence in schools.”^{141,142,143,144,145,146} Thus, many academics, activists and policy officials are raising concerns over the negative consequences of SLO programs on youth with disabilities.¹⁴⁷ Consistent with these concerns, May, Rice and Minor (2012) conducted a study to explore whether SLOs hold discriminatory beliefs about students with disabilities.¹⁴⁸ Data collected from a sample of 130 American SLOs suggest the majority believe students with disabilities negatively impact the school environment: 55 per cent of SLOs believe students with disabilities are among the most problematic in the school, 79 per cent believe that youth with disabilities should not be treated differently than students with no reported disabilities and 85 per cent of the SLOs believe students with a disability use their diagnoses as an excuse for disorderly conduct to avoid accountability.¹⁴⁹

Disability advocates argue the police are neither equipped nor trained to tend to students who suffer from emotional, physical or psychological disorders.^{150,151} Police are undertrained compared to teachers and other specialized school staff: they are less likely to have an advanced degree or diploma in teaching, child development or psychology, and as such they are less informed about the various disciplinary measures that can be used to informally deal with youth who have behavioural problems.^{152,153,154}

Studies have found that SLO training does not include instruction on “detecting symptoms and behaviours of youths who have been exposed to violence, trauma or abuse” or offer techniques for defusing student conflict and engaging in mediation.¹⁵⁵ Studies have also found that SLO training varies across states and school board jurisdictions, with some SLO training being conducted by schools and other training conducted by police services or independent SLO training organizations.^{156,157} Such

¹⁴¹ Ibid, 149.

¹⁴² Gottfredson et al., "Effects of school resource officers on school crime."

¹⁴³ Paul J. Hirschfield. "Preparing for prison? The criminalization of school discipline in the USA." *Theoretical Criminology* 12, no. 1 (2008): 79-101.

¹⁴⁴ Russell J. Skiba, Mariella I. Arredondo, Chrystal Gray, and M. Karega Rausch. "Discipline disparities: New and emerging research in the United States." In *The Palgrave international handbook of school discipline, surveillance, and social control*, pp. 235-252. Palgrave Macmillan, Cham, 2018

¹⁴⁵ U.S. Department of Education, Office for Civil Rights. *Civil Rights Data Collection – Data snapshot: School discipline*. Washington, DC: U.S. Department of Education, Office for Civil Rights, 2014.
<https://www2.ed.gov/about/offices/list/ocr/docs/crdc-discipline-snapshot.pdf>.

¹⁴⁶ Kelly Welch and Allison Ann Payne. "Zero tolerance school policies." In *The Palgrave international handbook of school discipline, surveillance, and social control*, pp. 215-234. Palgrave Macmillan, Cham, 2018

¹⁴⁷ Gottfredson et al., "Effects of school resource officers on school crime."

¹⁴⁸ David C. May, Corrie Rice, and Kevin I. Minor. "An examination of school resource officers' attitudes regarding behavioral Issues among students receiving special education services." *Current Issues in Education* 15, no. 3 (2012).

¹⁴⁹ May, Rice, and Minor. "An examination of school resource officers' attitudes

¹⁵⁰ Merkwae, "Schooling the police."

¹⁵¹ Theriot and Cuellar, "School resource officers and students' rights."

¹⁵² Merkwae, "Schooling the police."

¹⁵³ Nance, "Students, police, and the school-to-prison pipeline."

¹⁵⁴ Theriot and Cuellar, "School resource officers and students' rights."

¹⁵⁵ Merkwae, "Schooling the police," 162-163.

¹⁵⁶ Merkwae, "Schooling the police."

¹⁵⁷ Abela and Donlevy, "Violence."

training disparities contribute to inconsistencies in how SLOs address behavioural issues within their schools. Such inconsistencies may place youth who are both racialized and identify as having a disability at greater risk of arrest and of the physical harms often associated with arrest incidents. Indeed, recent reviews of lawsuits and news stories involving SLOs find that a high proportion of allegations of excessive use of force by SLOs involve Black students and students with disabilities.^{158,159,160,161} Proponents of SLO programs argue that excessive use of force is rare and often justified. However, Shaver and Decker (2017) suggest that the growing number of lawsuits and civil rights cases filed against SLO programs by racial minority and students with disabilities demonstrates a growing problem.¹⁶² Thus, contrary to the intended objective of making schools safer, the regular presence of SLOs in schools may be creating an unsafe and hostile environment for these students.

Canadian research

The vast majority of studies that explore SLO programs have been conducted in the United States. Unfortunately, very little research has been conducted in the Canadian context. To help identify research from a Canadian perspective, a systematic search was conducted on various academic databases using the following search terms: “school liaison officer,” “school resource officer,” “neighbourhood police officer,” “police in schools” and “school-to-prison pipeline.” As of May 7, 2021, only five peer-reviewed research studies and two theoretical examinations were identified. The peer-reviewed publications include: an analysis of the roles and duties of SLOs,¹⁶³ an evaluation on the value of Peel Region’s SLO program,¹⁶⁴ SLO perceptions of violence in Alberta schools,¹⁶⁵ SLO perceptions of cyber-bullying^{166,167} and two theoretical explorations of the school-to-prison pipeline hypothesis as it pertains to Black and Indigenous students in Canada.^{168,169} An additional search was conducted using the same search terms through a Master’s and Doctoral theses database. An additional two sources were found, including a theoretical exploration of police in Toronto schools¹⁷⁰ and a thesis that explored the role of SLOs in fostering resilience

¹⁵⁸ Perry A. Zirkel. “School resource officers and students with disabilities: A disproportional connection?.” *Exceptionality* 27, no. 4 (2019): 299-314

¹⁵⁹ Elizabeth A. Shaver and Janet R. Decker. “Handcuffing a third grader: Interactions between school resource officers and students with disabilities.” *Utah L. Rev.* (2017): 229.

¹⁶⁰ Madan, “Policing in Toronto schools”

¹⁶¹ Joseph B. Ryan, Antonis Katsiyannis, Jennifer M. Counts, and Jill C. Shelnut. “The growing concerns regarding school resource officers.” *Intervention in School and Clinic* 53, no. 3 (2018): 188-192.

¹⁶² Shaver and Decker, “Handcuffing a third grader.”

¹⁶³ Broll and Howells, “Community policing in schools.”

¹⁶⁴ Duxbury and Bennell, *Police in schools*.

¹⁶⁵ Abela and Donlevy, “Violence.”

¹⁶⁶ Broll, “Collaborative responses to cyberbullying”

¹⁶⁷ Broll, and Huey, “Just being mean to somebody isn’t a police matter.”

¹⁶⁸ Gebhard, “Schools, prisons and Aboriginal youth.”

¹⁶⁹ Abigail Tsionne Salole and Zakaria Abdulle. “Quick to punish: An examination of the school to prison pipeline for marginalized youth.” *Canadian Review of Social Policy* 72/73 (2015): 124.

¹⁷⁰ Madan, “Policing in Toronto schools”

among LGBTQ+ youth in Alberta.¹⁷¹ A Google search uncovered additional government sources including a survey conducted by the Toronto District School Board (TDSB) that explores student, parent and school administrator perceptions of SLOs.¹⁷² Finally, a search uncovered a few consultant reports conducted on behalf various school boards, including the Vancouver School Board and the Winnipeg School Board. These reports also explore student and parent perceptions of their local SLO programs.

The results of the above-described literature search highlights a shocking lack of Canadian research designed to evaluate the effectiveness of SLO programs and explore their impact on marginalized students.¹⁷³ This is especially problematic since scholars suggest policing in Canada differs greatly from policing in the U.S.¹⁷⁴ If true, American evaluations of SLO programs cannot be easily generalized to the Canadian context.

Although there are SLO programs in most Canadian provinces, the available research is limited to jurisdictions in Ontario, Alberta and British Columbia. Furthermore, the only study that explicitly explores the perceptions and experiences of Black, Indigenous and other racialized students is not a peer-reviewed study; rather, it is a 2021 consultant report developed for the Vancouver School Board. Thus, with respect to SLO programs, there is a glaring absence of empirical insight into the experiences of racialized students and parents in Canada. As the Ontario Association Chiefs of Police (2020) notes, much of the Canadian literature on SLOs is descriptive and takes a “colour-blind” approach that not only avoids any discussion of race or racism, but also provides very little insight into the perspectives of students who experience SLOs in their schools. A review of the limited Canadian research is explored further in the next section.

Examining the SLO role in Canada

Studies conducted by Broll (2016) and Broll and Huey (2015) use interviews with 34 police officers to gain insight into how SLOs perceive and address cyberbullying in schools.^{175,176} The authors conclude that Canadian SLOs like to take a preventative approach to cyberbullying by educating students on internet safety.

These findings closely relate to Broll and Howells’ (2019) exploration of the non-enforcement side of SLOs and the role of community engagement.¹⁷⁷ This study is based on eight semi-structured interviews with SLO officers, from both high school

¹⁷¹ Emily Pynoo. "How Do School Resource Officers Foster Resilience in Sexual and Gender Minority Youth?," Master's Thesis, University of Alberta, 2020. https://era.library.ualberta.ca/items/97675540-9b02-4e88-9ae9-a0fe46332296/view/7aa511f8-ca67-4a3c-8fe9-8f155abd9bbd/Pynoo_Emily_202007_MEd.pdf

¹⁷² Toronto District School Board. School Resource Officer Program Review.

¹⁷³ Madan, “Policing in Toronto schools”

¹⁷⁴ Duxbury and Bennell, *Police in schools*.

¹⁷⁵ Broll, “Collaborative responses to cyberbullying.”

¹⁷⁶ Broll, and Laura Huey. “Just being mean to somebody isn’t a police matter”

¹⁷⁷ Broll and Howells, “Community policing in schools.”

and elementary schools, from a mid-size Ontario city. Broll and Howells suggest that SLOs in high schools mainly take on the role of law enforcer while SLOs in elementary schools, which report lower levels of criminal activity, largely work as educators and mentors. The authors suggest that a collaborative relationship between school administrators, school staff, students and parents can foster positive relationships with the police and increase perceptions of school safety. They suggest that SLOs can build positive relationships with students in particular through active involvement in student life. They argue that police should further engage with youth by participating in school dances, class outings, coaching sports teams and in-class presentations.¹⁷⁸ The authors suggest SLOs can be effective if they closely follow the “triad model” (as outlined on page 6), but with an emphasis on counselling and education. However, Broll and Howells do not provide any data from students to support this claim.¹⁷⁹

A study exploring how SLOs promote resilience among five youth from two Edmonton high schools who identify as LGBTQ2S+ suggests SLOs can build relationships with vulnerable students through mentorship.¹⁸⁰ Youth participants in Pynoo’s (2020) study favour SLOs who promote “positive and inclusive school environments.”¹⁸¹ Pynoo argues that in comparison to heterosexual and cisgender youth, sexual and gender minority youth are at a higher risk of experiencing bullying in school. Thus, by intentionally making space for LGBTQ2S+ students that are at a high risk of bullying victimization, the study’s participants suggest SLOs can indeed increase positive perceptions of the police among youth who traditionally report higher levels of distrust.^{182,183,184}

Broll and Howells argue initiatives that focus on building relationships can both increase trust in the law enforcement and help with police investigations.¹⁸⁵ The authors argue that the relationships that SLOs foster with students can be useful for other police units as it may encourage students to report crimes or serious incidents that take place on or around school grounds. For example, Broll and Howells found that the SLOs in their study believed students would report personal victimization to them and not traditional police.¹⁸⁶ However, the authors once again do not provide an analysis of actual student perspectives to support this claim.

Furthermore, Broll and Howells argue that a regular police presence in schools can enable SLOs’ access to information about students who may be engaging in gang or other criminal activities outside of school.¹⁸⁷ They suggest this inside information can

¹⁷⁸ Ibid.

¹⁷⁹ Ibid.

¹⁸⁰ Pynoo, “How Do School Resource Officers Foster Resilience.”

¹⁸¹ Ibid, 80.

¹⁸² Duxbury and Bennell, *Police in schools*.

¹⁸³ Pynoo, “How Do School Resource Officers Foster Resilience.”

¹⁸⁴ Theriot and Orme. “School resource officers and students’ feelings of safety at school.”

¹⁸⁵ Broll and Howells, “Community policing in schools.”

¹⁸⁶ Ibid.

¹⁸⁷ Ibid.

help law enforcement officials solve crimes faster and more efficiently. Ultimately the authors conclude that SLO programs that encourage positive student engagement can not only help increase positive perceptions of the police but also aid in community safety.

The research conducted by Broll and Howells, however, ignores all concerns that suggest SLOs target and thus over-surveil Black and Indigenous students. Thus, Broll and Howells' research provides little insight into the unintended consequences associated with SLOs in schools. The following section reviews these concerns in more detail.

Toronto police evaluation

After the shooting death of Jordan Manners, at a Toronto High School in 2008, both the Toronto District School Board and Toronto Catholic School Board agreed to place SLOs in a number of their "high priority" schools.¹⁸⁸ The initial implementation saw dedicated police officers placed in 29 schools. By 2011, this number had increased to 47 schools. The Toronto Police Service (TPS) conducted an internal review of the SLO program in 2009, one year after implementation of the program, and again in 2011.^{189,190} The review sought to explore whether the SLO program improved school safety, improved perceptions of school safety and improved the relationship between Toronto high school students and the police. Data was drawn from over 11,000 survey respondents interviewed during 2009 and 2011 and captures the perceptions of students, school officials, parents and SLOs. Furthermore, the TPS reviewed crime data to explore whether there was a reduction in school-reported crime and victimization following implementation of the program.

To gather student perceptions in 2009, the TPS administered surveys to all 29 schools involved in the SLO program. Surveys were completed in October 2008 and again in May 2009 to explore any differences in perceptions before and after program implementation. The TPS randomly selected two classes from each grade (grades 9–12) for a total of 6,960 surveys. To gather information on teacher perceptions, teachers from each randomly selected class were provided with a survey (sample size=319 teachers). To gather information on parental perceptions, a parent survey was sent to the addresses of the randomly selected students, for a total of 4,350

¹⁸⁸ Louise Brown and Karen Rushowy. "Jordan Manners shooting death led to school safety changes," *Toronto Star*, May 20, 2011.
https://www.thestar.com/life/parent/2011/05/20/jordan_manners_shooting_death_led_to_school_safety_changes.html

¹⁸⁹ Toronto Police Service, Toronto District School Board, and Toronto Catholic District School Board. *School Resources Officer Program: 2008/2009 Evaluation*.

¹⁹⁰ Toronto Police Service, Toronto District School Board, and Toronto Catholic District School Board. *School Resources Officer Program: 2011 Follow-Up Evaluation*. Toronto, ON: Toronto Police Service, Toronto District School Board, and Toronto Catholic District School Board, 2011.
http://www.torontopolice.on.ca/publications/files/reports/2008.2009-sro_program_follow-up_evaluation.pdf.

surveys. Finally, each SLO was required to complete a one-time survey at the end of the school year.

To capture the SLO program's impact on local crime, the TPS examined crime incidents that took place either at SLO schools or within 200 metres of school property. The crime analysis compared crime rates one year prior to program implementation with crime rates one year after implementation. A similar methodology was used in 2011. However, only one class was randomly selected from each school for the 2011 review, and that review did not identify how many surveys were administered or returned (from students, parents, administrators or SLOs).

Key findings from the 2009 review suggest the SLO program produced no significant changes in perceptions of safety among students. Most students (over 90 per cent) already felt safe at school prior to the implementation of the SLO program. This finding is consistent with previous American research, which also suggests that most youth feel safe at school regardless of the presence or absence of an SLO.^{191,192} The TPS review also found that students who frequently interacted with their SLO did not feel safer than students who had no interaction. Unfortunately, the study did not examine whether attitudes towards the SLO program varied by student race or other personal characteristics.

The review's findings also suggest there was no change in perceptions of safety among school officials. The vast majority of school staff felt safe both before and after the implementation of the SLO program. Parents, however, reported an increase in perceptions of school safety after the implementation of the SLO program. As for reported crime and victimization, the data suggest there was a slight reduction in reported offences on school grounds one year following implementation of the SLO program. However, the findings also reveal a slight increase in victimization and offending within 200 meters of school property. This finding suggests that the SLO program may not have eliminated crime but rather displaced crime and victimization from school property to the immediate vicinity of the school.

Similar findings were reported in the 2011 review, however the TPS also reported a reduction in weapons-related crimes and an increase in the number of youth who expressed a willingness to report criminal incidents to the police. Based on these findings, the TPS concluded the SLO program had a positive impact on both students and school safety. They conclude that an increase in the number of students who are willing to report crime and a reduction in reported weapons-related crime suggest

¹⁹¹ James and McCallion, School resource officers.

¹⁹² Na and Gottfredson. "Police officers in schools."

SLOs can build positive relationships with youth and that this stronger relationship can contribute to an overall reduction in crime.^{193,194}

While seemingly positive, findings from the TPS review did not demonstrate a causal relationship between SLOs and reductions in school crime or increased perceptions of safety. The TPS only included data from schools with an SLO; data from comparative TDSB schools without SLOs would have allowed for a higher quality evaluation. For example, as Gottfredson et al. note, perceived differences in crime and safety may be a result of external factors unrelated to an SLO program. Program attribution is thus impossible to determine.¹⁹⁵

Furthermore, the TPS failed to provide any insight into the characteristics of their youth sample. Only gender and school district were considered in their analysis. Important demographic characteristics—including race, age, socio-economic status and disability—and as contextual factors—like previous experiences with victimization or previous contact with police—were excluded.^{196,197} Furthermore, the TPS report fails to explore the potential negative impacts of the SLO program and whether the program is perceived and experienced differently by racial minority students and parents.¹⁹⁸ The exclusion of race, class and experiences with disability is important as there is evidence to suggest these factors can influence police interactions and perceptions of police legitimacy. As Madan (2016) notes, “there is reason to believe that some students feel unsafe, not in spite of [SLO] presence, but because of it.”¹⁹⁹

Concerns over racial bias

In Toronto, concerns about the selective deployment of the police to working class, predominantly racialized schools has been widespread since the implementation of the SLO program.^{200,201} Some suggest that these communities were already highly policed through targeted intervention strategies leading to disproportionate police contact and the use of violence against members of the Black community.²⁰² The placement of SLOs in Black students’ schools continued this trend. While there is no Canadian data exploring Indigenous youth perceptions of SLO programs, Gebhard (2015) makes a similar argument about Indigenous communities’ experiences with policing and suggests that police in schools contributes to “Canada’s ongoing colonial

¹⁹³ Toronto Police Service, Toronto District School Board, and Toronto Catholic District School Board. *School Resources Officer Program: 2008/2009 Evaluation*.

¹⁹⁴ Toronto Police Service, Toronto District School Board, and Toronto Catholic District School Board. *School Resources Officer Program: 2011 Follow-Up Evaluation*.

¹⁹⁵ Gottfredson et al., “Effects of school resource officers on school crime.”

¹⁹⁶ Toronto Police Service, Toronto District School Board, and Toronto Catholic District School Board. *School Resources Officer Program: 2008/2009 Evaluation*.

¹⁹⁷ Toronto Police Service, Toronto District School Board, and Toronto Catholic District School Board. *School Resources Officer Program: 2011 Follow-Up Evaluation*.

¹⁹⁸ Madan, “Policing in Toronto schools.”

¹⁹⁹ Ibid, 80.

²⁰⁰ Ibid.

²⁰¹ James and Turner, Towards race equity in education.

²⁰² Madan, “Policing in Toronto schools.”

project.”²⁰³ She notes that encounters between Indigenous peoples and law enforcement are often characterized by routine verbal and physical harassment, assault and racist practices.²⁰⁴

For many Black and Indigenous students, police in schools mark the “unwelcomed collision of their life in school with their life outside of school.”²⁰⁵ Madan further argues that the mere presence of SLOs who are both armed and uniformed serves as a “constant visual reminder” of White colonial power.²⁰⁶ SLOs can also contribute to the construction of racialized students as criminals within the wider school community. Indeed, the deployment of police officers within predominantly racialized populations can lead to stereotypical perceptions of targeted schools.²⁰⁷ To illustrate, McCrimmon Middle School in Brampton, Ontario, previously home to an SLO officer, was often referred to as “McCriminal,” even by school board trustees.²⁰⁸ Scholars suggest the deployment of police officers at racialized schools serves to reinforce the stereotypical association of Black and Indigenous youth with criminality.²⁰⁹

Limited data from Ontario suggests that Black and other racial minority students are more likely to experience harsh disciplinary measures—including suspensions, expulsion and police intervention—than their White counterparts. Importantly, research suggests harsher school discipline is related to lower levels of school engagement, higher dropout rates, unexplained school absences and poor academic performance.²¹⁰ Thus, consistent with the school-to-prison pipeline argument, there is a valid fear that reliance on law enforcement to address school disciplinary issues may further contribute to the marginalization and criminalization of Black and other racialized youth.^{211,212,213}

In response to concerns about racial bias within the Toronto SLO program, the Toronto District School Board decided to conduct their own SLO study. In collaboration with researchers from Ryerson University, the review sought insight from all current TDSB students, some former students, community members and representatives from various community agencies. Between September and October 2017, data were collected through a survey and through small focus groups with students and community members.

²⁰³ Gebhard, “Schools, prisons and Aboriginal youth,” 157.

²⁰⁴ Gebhard, “Schools, prisons and Aboriginal youth.”

²⁰⁵ Salole and Abdulle. “Quick to punish,” 145.

²⁰⁶ Madan, “Policing in Toronto schools,” 72.

²⁰⁷ James and Turner, Towards race equity in education.

²⁰⁸ E. Chadha, Suzanne Herbert, and Shawn Richard. *Review of the Peel district school board*. Toronto, ON: Ontario Ministry of Education, 2020. <http://www.edu.gov.on.ca/eng/new/review-peel-district-school-board-report-en.pdf>

²⁰⁹ James and Turner, Towards race equity in education.

²¹⁰ Ibid.

²¹¹ Ibid.

²¹² Gebhard, “Schools, prisons and Aboriginal youth.”

²¹³ Salole and Zakaria Abdulle, “Quick to punish.”

While there were many positive responses about the program, TDSB officials were alarmed by a number of negative findings that demonstrated potential student harm as a result of SLO presence.

Over 15,500 respondents completed the SLO Program Student Survey.²¹⁴ Key findings include:

- A majority of students (71 per cent) had no interaction with the SLO at their school.
- 41 per cent of respondents felt the SLO at their school was trustworthy while 53 per cent were unsure of whether or not they could trust their SLO.
- 42 per cent of respondents felt that the SLO at their school was helpful while 53 per cent were unsure about SLO effectiveness.
- 57 per cent of respondents stated having an SLO made them feel safer at school while 10 per cent disagreed or strongly disagreed and 33 per cent were not sure.
- When asked whether they would like the SLO Program to continue at their school, 47 per cent of respondents said yes, seven per cent said no and 46 per cent said they were unsure.

An alarming number of students also expressed that they felt uncomfortable or intimidated in the presence of their SLO. The student focus groups provided additional insight. They expressed feeling “intimidated, and frequently mentioned feeling that they were under continual surveillance and suspicion, leading many of them to stay away from school.”²¹⁵ Many other students “spoke of the stigma associated with having an [SLO] assigned to their school, and the impact of this perception on both the school and their community as a whole. They were keenly aware of the fact that [SLOs] were mostly deployed to schools with a high proportion of racialized students and within communities which were already overly policed.”²¹⁶ This made many students feel they “were targets for discrimination.”²¹⁷ Many also shared that they felt the police were using the opportunity to “gather personal information and data which could later be used against them or their friends.”²¹⁸ Finally, many felt the “presence of the [SLO] in the school was not welcoming.”²¹⁹

Once again methodological flaws persist as the survey data did not allow for an examination of racial, gender, socio-economic or disability differences among the student sample. However, the survey is the first Canadian study to clearly identify and highlight negative perceptions of an SLO program. Thus, contrary to previous

²¹⁴ Toronto District School Board. *School Resource Officer Program Review*, 2.

²¹⁵ Ibid, 3.

²¹⁶ Toronto District School Board. *School Resource Officer Program Review*.

²¹⁷ Ibid.

²¹⁸ Ibid.

²¹⁹ Ibid.

TPS reviews, the results from the TDSB's study demonstrated a sense of unease or discomfort with Toronto's SLO program. This finding is consistent with a growing body of Canadian research that suggests Black and Indigenous communities have less trust in the police and are more likely to experience negative police encounters.²²⁰ Shortly after the release of the report, TDSB's SLO program was dismantled.²²¹ However, a study that followed the Board's decision suggested SLO programs were valuable for Canadian schools, thus questioning the TDSB evaluation's results.²²²

The Peel Regional Police Resource Officer study

A major review of Peel Regional Police's SLO program, conducted by Duxbury and Bennell (2019), is described as a longitudinal study that explores the value SLO programs through the perceptions of students, school administrators, police executives and SLOs using quantitative, qualitative and ethnographic methods.²²³ Furthermore, the study employs a Social Return on Investment (SROI) analysis—an "outcomes-based measurement tool that helps organizations understand and quantify the social, environmental, and economic value they are creating"—in an effort to help determine the value that the assignment of police officers to Peel Regional high schools provides to stakeholders.²²⁴

For context, the Peel Region, located in Ontario, has a population of approximately 1.5 million, which the authors state includes "people from many different cultures."²²⁵ The SLO program was implemented by the Peel Regional Police Service, the second largest police service in Ontario, in 2003. The program saw a dedicated police officer stationed in all 60 secondary schools within the region. The police funded the program, which cost the service approximately nine million dollars per year.

Results from the study were overwhelmingly positive. The authors suggest that students, school administrators and SLOs who participated in the study had positive perceptions of the program. For example, there was a general belief that the SLO program deterred crime, provided a quick response to school-safety issues, helped de-escalate potentially violent situations and contributed to overall school safety.²²⁶

The evaluation consisted of interviews with eight Grade 9 students from five schools in the region. In addition, over 600 surveys were administered to Grade 9 students

²²⁰ Kanika Samuels-Wortley. "To serve and protect whom? Using composite counter-storytelling to explore Black and Indigenous youth experiences and perceptions of the police in Canada." *Crime & delinquency* 67, no. 8 (2021): 1137-1164.

²²¹ Nasser, "Canada's largest school board votes."

²²² Rosie Dimanno. "Carleton University study proves TDSB was wrong to remove cops from schools," *Toronto Star*, January 18, 2008. Retrieved from <https://www.thestar.com/opinion/star-columnists/2018/01/18/carleton-study-proves-tdsb-was-wrong-to-remove-cops-from-schools.html>.

²²³ Duxbury and Bennell, *Police in schools*.

²²⁴ Ibid, 191.

²²⁵ Ibid, 2.

²²⁶ Duxbury and Bennell, *Police in schools*.

within these five schools during the first week of school (Time One: September) and five months after first exposure to the SLO program (Time Two: March). The authors however provided minimal insight into their youth sample.

For the one-on-one interviews, the authors note the group consisted of seven young men and one young woman where “none of the students [...] were Caucasian.”²²⁷ Few other demographic details were provided. Five of the students acknowledged they knew of their SLO; however, the other three reported that they had no contact with their SLO and did not know them in any way. Based on these eight student interviews, the authors conclude that “all” students feel safer as a result of their SLO and would trust their SLO enough to report a crime.²²⁸ The authors highlight that all students believe the SLO program should stay in schools and cannot report any issues with the program. However, they do state that one participant “felt the presence of the SLO stopped students from acting freely because they felt they were being watched by the officers.” This student also “worried about possible overreaction by the officer to small things.”²²⁹ The authors did not provide any additional insight into this student’s concerns.

Furthermore, the survey data used to explore overall student perceptions of the program did not identify race, age, or socio-economic background of the respondents. At Time One 610 students completed the survey and at Time Two 655 students responded. The authors acknowledge that due to “confidentiality requirements”²³⁰ they were unable to determine whether the same students responded to the survey during both time periods. They were also unable to match Time One with Time Two responses and thus observe evidence of individual change. As such, the longitudinal quality of the study is, at best, questionable.

Based on the survey data, the authors conclude the majority of students support the SLO program and believe the police in school are effective at reducing crime. The authors base this claim largely on the fact that fewer students reported fear of bullying at Time Two than Time One. It is interesting that the authors attribute this reduction in fear entirely to the SLO program and not the fact that Grade Nine students may naturally become more comfortable in their high school environment after the initial first year jitters.

Nonetheless, the authors report that 75 per cent of students feel safer with police at their school and later claim that “all” students feel safer at school and less stressed as a result of officer presence.²³¹ The survey data did, however, capture that at Time 1, 18 per cent of youth felt that school-based police officers “pick on young people and visible minorities.” This figure increased to 20 per cent by Time 2. However, the authors do not discuss this finding or provide any insight into why this perception

²²⁷ Ibid, 39.

²²⁸ Ibid, 45.

²²⁹ Ibid, 50.

²³⁰ Ibid, 54.

²³¹ Ibid, 76.

exists among one fifth of their respondents. Furthermore, the study does not explore whether perceptions of SLO bias are more prevalent among racialized students than White students.

The National Association of School Resource Officers continue to endorse the Peel study as evidence that school liaison programs are valuable additions to protect local communities. Canadian evaluation of an SLO program²³². However, the study is deeply flawed and limited in its analysis. The researchers relied upon interviews and surveys of SLOs, police sergeants, school officials and 655 Grade 9 students to conclude that all Peel Region high school students benefit from the SLO program.²³³ This claim is, however, grandiose. As noted by Na and Gottfredson (2013), it is problematic to conclude the impact of an intervention based on survey data and minimal interviews.²³⁴ Without a control group (a comparative school without an SLO) researchers cannot make strong claims about program effectiveness. Furthermore, the authors do not explicitly identify the specific objective measures they aimed to study, which is necessary for a high quality study.^{235,236} The authors simply state they aim to “examine the value of SLO programs.”²³⁷ As a result, concrete data, such as a recording of changes in criminal activity in and around the high schools, were not obtained.

An additional issue relates to the sample of youth in the study. The authors only focus on Grade 9 students, thus excluding all other students in the region. The authors justify their focus on Grade 9 students due to an inability to conduct a comparative sample of schools without an SLO as every secondary school had a designated SLO. Therefore, a focus on Grade 9 students who had never had an SLO in their elementary school provided an alternative comparison group. However, a reliance on Grade 9 students renders the results as an attribute of a cohort (i.e., Grade 9 students) rather than all Peel Region students as implied by the researchers. Duxbury and Bennell do not account for alternative reasons that may lead Grade 9 students to view an SLO presence positively,²³⁸ which as noted earlier may include anxieties around entering a new school and thus a feeling of reassurance when seeing an authority figure.

What is most problematic about this study, and what drew a great deal of critique, was the absence of a race-based analysis.²³⁹ Despite the researchers’ claims that the study accurately represented the religious, cultural and socioeconomic composition of the Peel Region, only a quarter (24 per cent) of the students in the study identified themselves as a “visible minority.” This is significantly lower than the 62 per cent of

²³² National Association of School Resource Officers. Frequently asked questions: What evidence exists that school resource officers are valuable? <https://www.nasro.org/faq/>.

²³³ Duxbury and Bennell, *Police in schools*.

²³⁴ Na and Gottfredson. "Police officers in schools."

²³⁵ Ibid.

²³⁶ Gottfredson et al., "Effects of school resource officers on school crime."

²³⁷ Na and Gottfredson. "Police officers in schools," 2.

²³⁸ Duxbury and Bennell, *Police in schools*.

²³⁹ Danielle Foppiano. "SRO Programs in Ontario's Public Schools," *Public Policy and Governance Review*, December 16, 2019. <https://ppgreview.ca/2019/12/16/sro-programs-in-ontarios-public-schools/>.

the Peel Region's population that identifies as a visible minority according to the Canadian Census.²⁴⁰ Furthermore, the analysis in the study does not directly compare the perceptions of visible minority youth with the perceptions of white youth, nor does it provide a disaggregated racial analysis that would compare Black and Indigenous youth with youth from other racialized groups.

In light of the conclusion that all Peel high school students benefit from SLOs, the failure to include disaggregated race-based data is especially concerning considering the findings of a consultation meeting conducted by the Region prior to the release of the SLO study, which revealed many Black youth perceive police in schools to be racially biased. A report stemming from this meeting holds that, "[a]lthough police presence in school is supposed to make students feel safe, for some Black students, police presence has the opposite effect due to the racial profiling they have experienced."²⁴¹ Black students often describe incidents where they were accused of vandalism, being stopped around school property for wearing headphones or stopped when driving their parent's car.²⁴² Therefore, the failure of Duxbury and Bennell to include and publicize any negative perceptions or experiences of racialized students undermines their broad claims to the success of the program.

The Peel SLO study aftermath

Following the release of Duxbury and Bennell's study, Chadha et al. (2020) released a report into concerns over racism within the Peel District School Board.²⁴³ After more than 110 consultations with community members and students conducted between December 2019 and February 2020, Chadha and colleagues found sufficient evidence to suggest that anti-Black, anti-Indigenous and anti-South Asian racism was in fact ingrained within the culture of the PDSB. To illustrate, despite South Asian, East Asian and Black people representing 72 per cent of the secondary student population, 67 per cent of Peel School Board staff are white. The authors were also able to identify a number of concerns raised by students, including ethno-cultural violence, high suicide rates among South Asian LGBTQ+ youth and concerns over Islamophobia, which were often treated indifferently by school staff.

The authors also report many incidents of anti-Black racism including issues with school curriculum, academic placement (i.e., being placed in remedial classes as opposed to advanced classes) and an overall strained relationship between Black students, parents and teachers and staff. However, the authors also noted a number of disturbing incidents involving police in schools. During community consultations, Black students often shared experiences involving arrest and in-school suspensions where parents were neither called nor provided any information about the suspension or the return-to-school process. Data shows that Black students as young as four years

²⁴⁰ Region of Peel. "2016 Census Bulletin: Immigration and Ethnic Diversity." Peel, ON: Region of Peel, 2017. <https://www.peelregion.ca/planning-maps/CensusBulletins/2016-immigration-ethnic-diversity.pdf>.

²⁴¹ Gray, Brady, and Teclé. Perspectives of Black male students in secondary school, 9.

²⁴² Gray, Brady, and Teclé. Perspectives of Black male students in secondary school.

²⁴³ Chadha, Herbert, and Richard, Review of the Peel district school board.

old were being suspended. Troubling statistics suggest that while Black students make up 10 per cent of the secondary school population, they represent 23 per cent of all suspensions. Many of the suspensions were arbitrary; as the authors note, “some principals use any excuse to suspend Black students from schools including hoodie—suspension, hoop earrings—suspension, doo rag—suspensions.”²⁴⁴ Often police were involved during these suspensions.

The authors conclude that for Black and South Asian students, the PDSB maintains a culture of fear and has failed to create a safe and inclusive environment for its students. Shortly after the review into PDSB culture, Peel Regional Police permanently ended their SLO program in the district citing the negative impact of police in schools on racialized students.²⁴⁵ Police Chief Nishan Duraiappah expressed concern over issues of systemic racism and “the disproportionately punitive effects [police in schools] programming can produce” and thus felt it was best to gain community trust by ending the long-standing program.²⁴⁶

Provincial context: Vancouver School Board School Liaison Officer student and stakeholder engagement program

In response to concerns over anti-Black and Indigenous racism within Canadian policing and growing calls to remove police from schools, the Vancouver School Board (VSB) initiated a third-party public review into their SLO program. Established in 1972, the Vancouver School Board’s SLO program led to a police officer stationed in each of the board’s secondary schools. According to the Vancouver Police Department (VPD), the program was an integral resource for both students and the wider community. VPD argue their program helped increase school safety, provided programming for “at-risk youth” and also helped divert youth, who were in conflict with the law, away from the formal court system.²⁴⁷

A review of the program conducted by Argyle (2021) included one-on-one interviews and focus group discussions with students, parents, school administrators and staff, community members and members of the Vancouver Police Service.²⁴⁸ Argyle also administered a survey, during a two-week period in 2021 which was open to students, parents, school staff and community members. In addition, the authors collected written submissions from members of the public. The goal of the report was to “gather feedback on the experiences and impacts of the SLO program.”²⁴⁹

²⁴⁴ Chadha, Herbert, and Richard, Review of the Peel district school board, 8.

²⁴⁵ Jiang, “Peel Police end controversial program”

²⁴⁶ Nick Westoll, “Peel Regional Police end school resource officer program after community consultation,” *Global News*, November 18, 2020. <https://globalnews.ca/news/7471721/peel-regional-police-school-resource-officer-program-dissolved/>.

²⁴⁷ Vancouver Police Department. *VPD statement on school board vote*. April 27, 2021. <https://vpd.ca/news/2021/04/27/vpd-statement-on-school-board-vote/>.

²⁴⁸ Argyle. School Liaison Officer.

²⁴⁹ Ibid, 6.

The authors intentionally centred responses from Black, Indigenous and other persons of colour in an attempt to gain a better understanding of their concerns and experiences. Overall, the findings suggest mixed reviews of the program. While there are positive perceptions of SLOs, the authors note that Black and Indigenous participants are more likely to express negative experiences and concerns about bias. To illustrate, a few students of the 60 students consulted through six focus groups expressed discomfort with police in their school and feelings that “race, gender, identity, sexuality, immigration status and geographic area” could exacerbate negative interactions.²⁵⁰ As one student stated, “I thought the main reason for the SLO program was to make students feel safe (and to help with any legal matters at the school of course) but so many of my peers and myself don't feel safe when the SLO is around.”²⁵¹ There are however some positive expressions as well. As one student stated, “The SLO program changed my high school life forever and I'll never forget that. If there's a kid like me in Grade 8 who doesn't know what to do who can't talk to an SLO because the program was dismantled, that kid would be lost. That would've been me, if not for the SLO program.”²⁵²

The authors note that, overall, students were indifferent to the program, however a few either expressed a strong desire to retain the program or a strong desire to have the program removed from Vancouver area schools.

One-on-one consultations with 31 school staff, community members and Vancouver police also produced mixed results. While most police and school officials expressed strong interest in seeing the program continue, a number of officials expressed concerns over potential racial bias and how policing impacts feelings of safety among racialized students.

Members of the community, however, felt very strongly about ending the program. Many felt the program was a reflection of institutional racism and maintained historical systems of oppression. To illustrate, a community member expressed that the “RCMP were used in the past to enforce residential schools; this is a longstanding history that has led to distrust and fear.”²⁵³ Thus, for some, police in schools are unwanted and “not a response that was asked for by the community in our jurisdiction. It's been around for decades, was started by a cop, was never about responding to parents coming forward asking for [support] in identifying issues to be addressed in schools.”²⁵⁴

The review also included a survey that was open to VSB students, parents, school staff and community members. The survey produced a racially diverse sample where four per cent self-identified as Indigenous, four per cent as Black, 47 per cent as a person of colour (Asian, East Asian, South Asian, Middle Eastern, and Hispanic) and

²⁵⁰ Ibid, 15.

²⁵¹ Ibid, 16.

²⁵² Ibid, 16.

²⁵³ Ibid, 19.

²⁵⁴ Ibid, 19.

33 per cent as white. An additional 26 per cent did not answer the race question or identified themselves as “other.”

Interestingly, 41 per cent of student respondents reported not being familiar with the SLO program, which calls into question how involved some SLOs are with their student population. The lack of connection between the SLOs and the students they work with could undermine the program’s goal to develop a positive relationship between students and the police. Of those who were familiar with the program, many students reported positive perceptions of the program, including feelings of safety, building community relationships and access to supports for students. To illustrate, a student stated they “personally feel more safe. I love knowing that there’s a liaison officer that I can talk to and share anything. It was always a positive experience. I just felt more safe.”²⁵⁵ Another expressed the importance of the program as “vital to the building of trust and a positive relationship between communities and the police. SLOs have a positive impact and provide volunteer hours through coaching or various programs that have a great impact on schools.”²⁵⁶

However, there were also students who expressed concerns over safety and systemic biases. For instance, one student expressed the SLO “makes me feel more scared than protected. It makes me feel like the school is saying the kids are dangerous, when I know they aren’t. It feels like I am being criminalized for something I didn’t do. I would say these experiences are negative.”²⁵⁷ For some racialized students, seeing police creates a feeling of unease. As noted by one participant, “As a black student, when the first thing I see when I walk into school in the morning is an armed police officer, it automatically gives me the message that “you aren’t really welcome.”²⁵⁸ The survey results suggest Black students are more likely than Indigenous students to express perceptions of discomfort and feeling “unsafe” in the presence of their SLO.

The authors note that not all Indigenous or racialized participants express negative perceptions of the program. Some Indigenous students expressed feeling safer in the presence of their SLO and most other students of colour expressed general positive feelings about the program. They stressed that the presence of the SLO increases perceptions of safety, encourages friendly encounters with the police and a contributes to the general belief that SLOs have a positive impact on their school community.

Overall, most expressed interest in keeping the program. However, Black students were more likely to suggest an end to the program. By contrast, most Indigenous and students of colour suggested keeping the program with minor changes. These changes include a removal of the police officer’s firearm and uniform, increased respectful engagement and more sports programs.

²⁵⁵ Ibid, 26.

²⁵⁶ Ibid, 26.

²⁵⁷ Ibid, 26.

²⁵⁸ Ibid, 26.

The authors did not provide a final recommendation but highlight the diversity in responses which include both positive and negative perceptions of the SLO program. They highlight that there continues to be a lack of familiarity with the program and equate this to expressions of indifference and uncertainty when it came to exploring participants feelings about next steps. The authors do highlight that both Black and Indigenous students are more likely to report negative perceptions of the program and equate their experiences to a historic cycle of systemic oppression. Other students of colour, however, expressed positive perceptions of the program, and expressed a “personal connection to SLOs with whom they related—i.e., being from the same ethnocultural background.”²⁵⁹

As with other SLO program evaluations, Argyle’s evaluation suffers from some methodological flaws. As the evaluation set to “gather feedback on the experiences and impacts of the SLO program,” the short study period (two weeks to complete the online survey) likely impeded a collection of insights from more members of the racialized community (as was expressed in a number of written submissions from community members). Furthermore, as the survey was only available on the internet, it could have excluded students, parents and community members with little or no access to a computer. Understandably, during the COVID-19 pandemic, online interaction would have been the preferred, and perhaps safest, method for survey administration. However, the authors must acknowledge, that some of the most marginalized voices will continue to be excluded from the evaluation. However, the report took an important step in explicitly highlighting the voices of Black, Indigenous and other persons of colour, which had not been done in previous Canadian SLO evaluations.

The Vancouver evaluation aftermath

After a release of the report in March, the VSB as well as the New Westminster School Board voted to end their SLO program over concerns about the potential negative impacts on the racialized and LGBTQ2S+ student population.²⁶⁰ However, iterations of “police in school” programs remains in other British Columbia school boards, including the Burnaby School District²⁶¹ and Delta School District.²⁶²

Summary

American research suggests that SLO programs may lead to more school-based arrests and thus the criminalization of youth.²⁶³ Some research suggests that Black and other racialized youth and youth who identify as having a disability are more

²⁵⁹ Ibid, 44.

²⁶⁰ Aspiri, “New Westminster school board ends police liaison program.”

²⁶¹ Cornelia Naylor. “Burnaby school board making no sudden moves on police in schools,” *Burnaby Now*, April 28, 2021. <https://www.burnabynow.com/local-news/burnaby-school-board-making-no-sudden-moves-on-police-in-schools-3674263>.

²⁶² Sandor Gyarmati. “Delta School District, Police comment on liaison program,” *Delta Optimist*, May 11, 2021. <https://www.delta-optimist.com/local-news/delta-school-district-police-comment-on-liaison-program-3766533>

²⁶³ Gottfredson et al., “Effects of school resource officers on school crime.”

negatively impacted by SLO arrest activity than their White counterparts and those who do not identify as having a disability. Unfortunately, there is no Canadian research that examines the impact of SLOs on the number of school-based arrests or charges for these vulnerable populations. Furthermore, there is no substantive data to suggest that SLO programs increase students' perceptions of school safety. Most students feel safe at school with or without the presence of an SLO officer. However, there is some evidence that school staff feel safer when there is an SLO at their school. Similarly, many parents feel that their children are safer when an SLO program has been implemented.

Canadian studies have been few and far between. The studies that have been conducted have been limited to small, non-random samples or have other methodological limitations. Nonetheless, some Canadian studies suggest that SLO programs are popular among many students, parents and school staff. However, limited research suggests that Black, Indigenous and other racialized students and parents are far less enthusiastic about SLO programs than their white counterparts. Many fear that biased police practices will extend from the street to the school but unfortunately most Canadian studies, especially those led by the police themselves, have avoided the "race question" and silenced the concerns of minority communities, allowing for little insight into their experiences.

Future research must employ high quality evaluation strategies to determine the effectiveness—and possible negative impacts—of SLO programs. Studies should employ a pre-test/post-test control group design to isolate the impact of SLOs from other school, police and community factors. This is the only way we will be able to draw strong conclusions with respect to program attribution.

Based on concerns raised by racialized community members, it is clear that some students, parents and community members are highly uncomfortable with police in schools. These stakeholders often fear that SLOs will contribute to the school-to-prison pipeline and further impede the life chances of marginalized students. Although some may favour SLO programs, schools are supposed to support and nourish all students. Thus, even if a small minority of the population demands the removal of police from schools, this is sufficient to support the disbanding of SLO programs in Canadian schools.

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The Board of Education of School District No. 61 (Greater Victoria)

Operations Policy and Planning Committee Meeting

REGULAR MINUTES

Monday, November 21, 2022, 7:00 p.m.

Trustees Present: **Operations Policy and Planning members:** Nicole Duncan (Chair until vote), Rob Paynter (Chair), Karen Kwan, Derek Gagnon, Natalie Baillaut

Education Policy and Directions member: Angela Carmichael

Administration: Deb Whitten, Superintendent of Schools, Katrina Stride, Acting Secretary-Treasurer, Harold Caldwell, Deputy Superintendent, Tom Aerts, Associate Superintendent, Marni Vistisen-Harwood, Director of Facilities Services, Mora Cunningham, Manager of Capital Planning, Andy Canty, Director, Information Technology for Learning, Lisa McPhail, Manager of Communications

Partners: Shawna Abbott, CUPE 947 Vice President, Tracy Humphreys, VCPAC President, Cindy Romphf, GVTA, Sarah Winkler, VPVPA Vice President

A. COMMENCEMENT OF MEETING

A.1. Acknowledgement of Traditional Territories

Chair Duncan recognized and acknowledged the Esquimalt and Songhees Nations, on whose traditional territories we live, we learn, and we do our work.

A.2. Approval of the Agenda

Moved by Trustee Kwan

That the November 21, 2022 agenda be approved with the following amendments:

Add presenters B. Public Presentations Colin Savage and Mark Deleeuw.

Remove the word correspondence from the motion in H.1. under New Business.

Motion Carried Unanimously

A.3. Trustee Election

a. Election of Chair

Chair Duncan called for nominations for the position of Chair of the Operations Policy and Planning Committee for the term to November 2023.

Nominations were received for Trustee Paynter and Trustee Kwan.

Trustee Kwan declined the nomination.

Chair Duncan declared Trustee Paynter the Chair of the Operations Policy and Planning Committee.

Trustee Duncan passed the gavel to Chair Paynter

b. Motion to Destroy Election Ballots/Text Messages

Moved by Trustee Duncan

That the election ballots received by text message to Deputy Superintendent Caldwell and Associate Superintendent Aerts be destroyed.

Motion Carried Unanimously

A.4. Approval of the Minutes

Moved by Trustee Duncan

That the October 17, 2022 Operations Policy and Planning Committee meeting minutes be approved.

Motion Carried Unanimously

A.5. Business Arising from Minutes

Trustee Duncan requested at F.1. that the June 2022 Budget Change Report be added to a future meeting. The June 2022 Budget Change Report will be added to the next Budget Advisory Committee packup.

B. PRESENTATIONS TO THE COMMITTEE

Public Presentation

- a. Cindy Romphf presented on behalf of the District Occupational Health and Safety Committee concerning custodial staffing in the District.
- b. Tracy Humphreys, VCPAC President presented on custodial staffing in the District.
- c. Colin Savage presented on the new Cedar Hill Middle School design.
- d. Mark Deleeuw presented on the new Cedar Hill Middle School design.

Staff Presentation

- a. Director of Information Technology Andy Canty presented an update on the Information Technology For Learning Department.

Trustees had questions of clarification.

C. SUPERINTENDENT'S REPORT

None.

D. PERSONNEL ITEMS

None.

E. FINANCE AND LEGAL AFFAIRS

E.1. Monthly Financial Report: October 2022

Interim Secretary-Treasurer Stride provided the report for information.

E.2. Budget Change Report: October 2022

Interim Secretary-Treasurer Stride provided the report for information.

Trustees had questions of clarification.

E.3. Student and Family Affordability Fund Update

Superintendent Whitten provided the update for information.

Trustees had questions of clarification.

Meeting recessed at 8:27 p.m.

The meeting reconvened at 8:32 p.m.

E.4. Cedar Hill Middle School Design Approval

Superintendent Whitten, Director of Facilities Services Vistisen-Harwood, Manager, Major Capital Projects Cunningham, Manager of Communication McPhail, Principal Trofimuk, Vice Principal Richardson, Deputy Superintendent Caldwell presented an overview of the Cedar Hill Middle School Seismic Replacement project to date, including the capital planning process, timelines, current state, funding application options, Ministry approval, enrolment, school community engagement, and design development process.

Moved by Trustee Duncan

Trustees and partner groups had questions of clarification.

That the Board of Education of School District No. 61 (Greater Victoria) approve the Cedar Hill Middle School Design as presented.

Motion Carried Unanimously

F. FACILITIES PLANNING

F.1. Operations Update: October 2022

Director of Facilities Services Vistisen-Harwood provided an update.

Trustees had questions of clarification.

F.2. Victoria High School Seismic Project Update

Director of Facilities Services Vistisen-Harwood provided an update.

Trustees had questions of clarification.

F.3. Long-range Facilities Plan

Moved by Trustee Duncan

That the motion "*That the Board of Education of School District No. 61 (Greater Victoria) approve the Long Range Facilities Plan Process 2024 to 2030 as presented.*" be tabled to the February 13, 2023 Operations Policy and Planning Committee Meeting.

Motion Carried Unanimously

G. PUBLIC DISCLOSURE OF IN-CAMERA ITEMS

None.

H. NEW BUSINESS

H.1. Trustee Duncan – Response to VCPAC and GVTA Letters

Moved by Trustee Duncan

That the Board of Education of School District No. 61 (Greater Victoria) direct the Chair to respond to the letters received by the Board from VCPAC dated October 12, 2022 and GVTA dated October 17, 2022.

Motion Carried Unanimously

I. NOTICE OF MOTION

I.1. Trustee Kwan

Recommended Motion:

That the Board of Education of School District No. 61 (Greater Victoria) direct the Superintendent to identify the cost to increase custodial levels to the previous year, 2021-22, and provide recommendations to the Board on using funds coming out of revised budget allocations toward custodial deficits.

J. GENERAL ANNOUNCEMENTS

None.

K. ADJOURNMENT

Moved by Trustee Duncan

That the meeting adjourn.

Motion Carried Unanimously

Chair

Secretary-Treasurer

DRAFT

MONTHLY FINANCIAL REPORT - OPERATING REVENUES - November 2022 (as at November 29, 2022)

	2022-2023						2021-2022				
	Budget	Nov 2022	YTD	Available	%		Budget	Nov 2021	YTD	Available	%
602 CE/HL OTHER FEES	20	0	30	(10)	-50%	!!	300	0	10	290	97%
605 CE/HL REGISTRATION FEES	5,100	0	2,840	2,260	44%	!!	10,650	125	2,050	8,600	81%
621 MINISTRY BLOCK FUNDING	194,583,765	18,929,544	59,849,909	134,733,856	69%	!!	188,719,912	18,340,375	57,987,122	130,732,790	69%
629 OTHER MIN OF ED GRANTS	2,214,753	94,430	310,125	1,904,628	86%	!!	2,265,789	94,430	309,356	1,956,433	86%
641 REVENUE -OTHER PROV MINISTRIES	111,290	0	83,852	27,438	25%	!!	143,265	0	112,828	30,437	21%
642 REVENUE -OTHER SCHOOL DISTRICTS	3,240	0	540	2,700	83%	!!	0	0	0	0	0%
644 CE/HL COURSE FEES	2,900	0	1,420	1,480	51%	!!	25,000	(725)	2,900	22,100	88%
645 REVENUE-CAFETERIA	41,566	14,445	41,287	279	1%	!!	33,735	23,379	33,730	5	0%
647 OFFSHORE STUDENTS TUITION FEES	15,104,719	(75,365)	12,131,585	2,973,134	20%	!!	12,217,537	368,700	14,666,822	(2,449,285)	-20%
648 LOCAL EDUCATION AGREEMENTS	989,902	205,007	410,014	579,888	59%	!!	966,444	257,931	515,862	450,582	47%
649 MISC FEES & REVENUE	1,545,552	408,728	1,246,521	299,031	19%	!!	1,030,286	64,413	728,888	301,398	29%
651 COMMUNITY USE OF FACILITIES	1,687,020	2,576	513,474	1,173,546	70%	!!	938,226	171,590	613,590	324,636	35%
652 COMMUNITY USE OF FIELDS	83,218	0	275	82,943	100%	!!	33,664	(353)	40,793	(7,129)	-21%
653 COMMUNITY USE OF THEATRE	59,144	0	8,702	50,442	85%	!!	45,305	5,585	11,988	33,317	74%
654 PARKING FEES	36,860	102	6,691	30,169	82%	!!	14,650	7,492	23,897	(9,247)	-63%
655 RENTALS LIAB INS REVENUE	6,120	0	5,436	684	11%	!!	20	570	4,660	(4,640)	-23200%
659 OTHER RENTALS & LEASES	768,212	225	296,913	471,299	61%	!!	748,109	122,023	429,212	318,897	43%
661 INTEREST	6,100	4,622	14,483	(8,383)	-137%	!!	5,537	647	2,082	3,455	62%
669 INVESTMENT REVENUE	362,660	17,059	409,860	(47,200)	-13%	!!	347,117	4,720	85,928	261,189	75%
671 SURPLUS FROM PRIOR YEAR	6,717,367	0	8,218,621	(1,501,254)	-22%	!!	13,192,739	0	13,192,739	0	0%
						!!					
GRAND TOTAL	224,329,508	19,601,373	83,552,578	140,776,930	63%		220,738,285	19,460,902	88,764,457	131,973,828	60%

MONTHLY FINANCIAL REPORT - OPERATING EXPENDITURES - November 2022 (as at November 29, 2022)

	2022-2023							2021-2022						
	Budget	Nov 2022	YTD	Encumbrances	Total Exp	Available	% !!	Budget	Nov 2021	YTD	Encumbrances	Total Exp	Available	%
SALARIES														
111 CERTIFICATED TEACHERS	97,060,112	9,290,057	28,131,983		28,131,983	68,928,129	71% !!	92,404,802	9,431,255	27,973,631		27,973,631	64,431,171	70%
112 P&VP SALARIES	14,111,193	1,129,030	5,784,841		5,784,841	8,326,352	59% !!	14,537,497	1,198,362	5,898,705		5,898,705	8,638,792	59%
114 ALLIED SPECIALISTS	1,833,306	196,437	563,114		563,114	1,270,192	69% !!	1,863,893	186,754	551,231		551,231	1,312,662	70%
115 DEPARTMENT HEAD ALLOWANCES	265,171	26,029	77,655		77,655	187,516	71% !!	261,249	25,804	77,067		77,067	184,182	71%
120 EXEMPT STAFF (CERT)	965,970	74,426	362,819		362,819	603,151	62% !!	1,529,776	75,218	743,269		743,269	786,507	51%
121 EXEMPT STAFF (NON-CERT)	3,781,838	476,450	1,577,995		1,577,995	2,203,843	58% !!	3,982,029	112,565	1,352,455		1,352,455	2,629,574	66%
122 CUSTODIANS	1,436,744	52,958	527,313		527,313	909,431	63% !!	2,469,775	171,283	912,969		912,969	1,556,806	63%
123 JANITORS	4,008,951	148,336	1,475,894		1,475,894	2,533,057	63% !!	3,649,570	275,810	1,577,881		1,577,881	2,071,689	57%
125 FOREMEN	518,053	15,545	151,293		151,293	366,760	71% !!	518,053	34,165	207,059		207,059	310,994	60%
126 TRADESMEN/LABOURERS	3,953,725	161,896	1,505,695		1,505,695	2,448,030	62% !!	3,778,151	316,688	1,722,629		1,722,629	2,055,522	54%
131 SCHOOL ASSISTANT SALARIES	18,810,049	1,583,875	4,458,445		4,458,445	14,351,604	76% !!	17,433,740	1,560,682	4,350,583		4,350,583	13,083,157	75%
142 CLERICAL SALARIES	9,026,443	724,448	2,931,093		2,931,093	6,095,350	68% !!	9,003,952	714,855	2,993,085		2,993,085	6,010,867	67%
161 TTOC SALARIES	7,819,671	744,638	2,585,053		2,585,053	5,234,618	67% !!	7,826,614	1,133,406	3,062,492		3,062,492	4,764,122	61%
165 RELIEF LABOUR	281,852	18,906	163,394		163,394	118,458	42% !!	401,326	35,742	255,084		255,084	146,242	36%
166 382 EXTRA STAFF SALARIES	309,591	5,162	102,500		102,500	207,091	67% !!	0	0	0		0	0	0%
167 SCHOOL ASSIST RELIEF	284,968	15,471	76,839		76,839	208,129	73% !!	687,690	31,495	97,640		97,640	590,050	86%
168 CASUAL CLERICAL SALARIES	84,852	473	16,353		16,353	68,499	81% !!	130,962	1,479	9,520		9,520	121,442	93%
170 MONITORS	0	0	0		0	0	0% !!	25,000	0	0		0	25,000	100%
191 TRUSTEES INDEMNITY	232,137	19,740	96,129		96,129	136,008	59% !!	233,660	18,649	93,209		93,209	140,451	60%
199 RECOVERIES	(84,640)	(8,205)	(76,144)		(76,144)	(8,496)	10% !!	(324,424)	(2,013)	(116,095)		(116,095)	(208,329)	64%
TOTAL -- SALARIES	164,699,986	14,675,672	50,512,264	0	50,512,264	114,187,722	69% !!	160,413,315	15,322,199	51,762,414	0	51,762,414	108,650,901	68%
BENEFITS														
211 TEACHER BENEFITS	23,294,433	1,724,283	6,715,810		6,715,810	16,578,623	71% !!	21,774,815	2,076,701	6,803,649		6,803,649	14,971,166	69%
212 P&VP BENEFITS	2,878,683	181,830	1,025,137		1,025,137	1,853,546	64% !!	2,922,038	187,041	987,784		987,784	1,934,254	66%
214 ALLIED SPECIALISTS BENEFITS	423,495	34,841	120,112		120,112	303,383	72% !!	476,508	34,632	120,747		120,747	255,761	68%
215 DEPT HEAD ALLOWANCE BENEFITS	63,641	4,681	14,858		14,858	48,783	77% !!	61,655	4,501	11,980		11,980	49,675	81%
218 EMPLOYEE FUTURE BENEFITS EXPENSE	443,778	2,272	(154,112)		(154,112)	597,890	135% !!	397,039	33,945	(348,665)		(348,665)	745,704	188%
220 EXEMPT (CERT) - BENEFITS	178,705	11,712	62,120		62,120	116,585	65% !!	281,405	10,750	127,295		127,295	154,110	55%
221 EXEMPT (N-CERT) BENEFITS	722,329	79,908	282,257		282,257	440,072	61% !!	763,618	9,625	240,430		240,430	523,188	69%
222 CUSTODIAN BENEFITS	300,279	16,558	138,551		138,551	161,728	54% !!	500,703	33,890	197,858		197,858	302,845	60%
223 JANITOR BENEFITS	837,871	41,940	360,879		360,879	476,992	57% !!	740,182	43,713	309,153		309,153	431,029	58%
225 FOREMEN BENEFITS	108,273	3,102	33,993		33,993	74,280	69% !!	110,862	4,671	37,881		37,881	72,981	66%
226 TRADESMEN/LABOURER BENEFITS	826,327	40,815	349,143		349,143	477,184	58% !!	888,344	49,171	337,313		337,313	471,031	58%
231 SCHOOL ASSISTANT BENEFITS	4,514,412	394,715	1,244,350		1,244,350	3,270,062	72% !!	4,006,899	348,738	1,035,618		1,035,618	2,971,281	74%
242 CLERICAL BENEFITS	2,166,345	175,179	783,903		783,903	1,382,442	64% !!	2,108,301	156,030	729,458		729,458	1,378,843	65%
261 TTOC BENEFITS	1,492,136	149,228	530,362		530,362	961,774	64% !!	1,358,376	215,411	603,920		603,920	754,456	56%
265 RELIEF LABOUR BENEFITS	27,903	2,048	16,867		16,867	11,036	40% !!	49,363	11,013	48,110		48,110	1,253	3%
266 382 EXTRA STAFF BENEFITS	30,650	463	10,533		10,533	20,117	66% !!	0	0	0		0	0	0%
267 RELIEF ASSISTANT BENEFITS	28,784	1,856	8,670		8,670	20,114	70% !!	88,433	13,355	39,432		39,432	49,001	55%
268 CASUAL CLERICAL BENEFITS	8,488	63	2,389		2,389	6,099	72% !!	6,681	(630)	(844)		(844)	7,525	113%
270 MONITORS BENEFITS	0	0	0		0	0	0% !!	2,550	0	0		0	2,550	100%
291 TRUSTEE BENEFITS	13,464	1,342	5,743		5,743	7,721	57% !!	14,721	1,047	3,495		3,495	11,226	76%
299 OTHER - BENEFITS	58	0	0		0	58	100% !!	(90,895)	0	0		0	(90,895)	100%
TOTAL -- BENEFITS	38,360,054	2,866,836	11,551,565	0	11,551,565	26,808,489	70% !!	36,281,598	3,233,604	11,284,614	0	11,284,614	24,996,984	69%
SERVICES & SUPPLIES														
310 PROFESSIONAL & TECHNICAL SERVICE	0	0	0		0	0	0% !!	10,000	0	0		0	10,000	100%
311 AUDIT	29,972	0	1,016		1,016	28,956	97% !!	27,940	0	52		52	27,888	100%
312 LEGAL	225,000	74,231	156,364		156,364	68,636	31% !!	235,000	36,742	175,728		175,728	59,272	25%
323 SOFTWARE MAINTENANCE	1,068,131	1,167	800,578	71,163	871,741	196,390	18% !!	1,126,119	258,027	726,362	34,042	760,404	365,715	32%
324 HARDWARE MAINTENANCE	109,741	0	98,442		98,442	11,299	10% !!	109,634	0	97,065		97,065	12,569	11%
331 CONTRACTED TRANSPORTATION	880,500	957	90,464	815,840	906,304	(25,804)	-3% !!	1,057,045	77,264	162,981	845,289	1,008,270	48,775	5%
332 TRANSPORTATION ASSISTANCE	15,000	3,304	8,634		8,634	6,366	42% !!	14,000	2,816	6,516		6,516	7,484	53%
334 SCHOOL JOURNEYS	12,850	3,262	23,328		23,328	(10,478)	-82% !!	14,644	1,143	4,412		4,412	10,232	70%
341 PRO-D & TRAVEL	1,178,954	93,068	375,055	9,361	384,416	794,538	67% !!	963,807	40,993	155,773		155,773	808,034	84%
342 TRAVEL MILEAGE	2,800	754	964		964	1,836	66% !!	2,500	279	410		410	2,090	84%
343 LOCAL MILEAGE	75,507	4,891	16,787		16,787	58,720	78% !!	79,705	3,921	15,085		15,085	64,620	81%
364 LEASES	109,851	9,154	45,771		45,771	64,080	58% !!	109,851	9,154	45,771		45,771	64,080	58%
371 MEMBERSHIP FEES	114,008	413	88,093		88,093	25,915	23% !!	112,176	112	100,641		100,641	11,535	10%
391 PREMIUMS	427,403	374,325	463,486		463,486	(36,083)	-8% !!	420,003	0	413,875		413,875	6,128	1%
399 SERVICES RECOVERY	0	0	(10,646)		(10,646)	10,646	0% !!	(279)	0	(3,941)		(3,941)	3,662	-1312%

MONTHLY FINANCIAL REPORT - OPERATING EXPENDITURES - November 2022 (as at November 29, 2022)

	2022-2023								2021-2022						
	Budget	Nov 2022	YTD	Encumbrances	Total Exp	Available	%		Budget	Nov 2021	YTD	Encumbrances	Total Exp	Available	%
421 VISA EXPENSE	16,000	0	4,452		4,452	11,548	72% !!		26,410	362	4,554		4,554	21,856	83%
422 BANK SERVICE CHARGES	124,555	5,100	50,723		50,723	73,832	59% !!		120,055	5,931	31,068		31,068	88,987	74%
431 LAND TELEPHONE	172,933	25,168	68,744		68,744	104,189	60% !!		195,034	13,904	56,358		56,358	138,676	71%
438 CELL PHONES	190,537	(331)	66,885		66,885	123,652	65% !!		221,719	18,653	82,404		82,404	139,315	63%
439 DIGITAL SERVICES RECOVERY	793,240	0	0		0	793,240	100% !!		622,518	0	0		0	622,518	100%
441 POSTAGE	38,005	1,417	21,692	1,622	23,314	14,691	39% !!		48,183	2,571	19,217	758	19,975	28,208	59%
444 COURIER SERVICE	25,705	1,192	14,428		14,428	11,277	44% !!		36,363	1,245	2,987		2,987	33,376	92%
445 ADVERTISING	110,466	5,353	121,479		121,479	(11,013)	-10% !!		103,127	9,848	49,892		49,892	53,235	52%
446 PHOTOCOPYING	140,392	806	45,582		45,582	94,810	68% !!		205,488	13,083	37,617		37,617	167,871	82%
447 PRINTING SERVICES	10,458	665	4,402		4,402	6,056	58% !!		36,725	654	2,104		2,104	34,621	94%
448 AGENT FEE	819,926	45,472	921,252		921,252	(101,326)	-12% !!		463,554	122,035	1,223,268		1,223,268	(759,714)	-164%
450 GRANTS	68,515	0	0		0	68,515	100% !!		63,193	39,945	39,945		39,945	23,248	37%
451 CULTURAL ENRICHMENT	7,800	0	0		0	7,800	100% !!		7,800	0	0		0	7,800	100%
452 HONORARIA	13,100	725	5,425		5,425	7,675	59% !!		13,747	425	2,490		2,490	11,257	82%
453 SCHOLARSHIPS	8,450	3,400	7,604		7,604	846	10% !!		0	0	5,000		5,000	(5,000)	0%
457 GIFT / GIFT CERTIFICATES	3,103	1,394	1,487		1,487	1,616	52% !!		451	50	1,704		1,704	(1,253)	-278%
460 LICENCES	22,065	0	0	11,217	11,217	10,848	49% !!		20,500	0	0	10,843	10,843	9,657	47%
461 FREIGHT AND CARTAGE	0	0	0		0	0	0% !!		200	0	(177)		(177)	377	188%
462 SECURITY	84,000	7,193	31,329	9,779	41,108	42,892	51% !!		84,000	9,177	32,593	13,691	46,284	37,716	45%
467 FLEET TELEMATICS	24,500	683	10,835		10,835	13,665	56% !!		24,500	276	6,720		6,720	17,780	73%
469 MISCELLANEOUS SERVICES	3,318,002	98,907	733,815	807,823	1,541,638	1,776,364	54% !!		3,312,110	340,978	1,476,110	965,500	2,441,610	870,500	26%
481 PORTABLE MOVES	60,000	0	18,312		18,312	41,688	69% !!		60,000	0	5,400	40,838	46,238	13,762	23%
499 COST RECOVERIES	(6,917)	0	(6,971)		(6,971)	54	-1% !!		(18,377)	0	(1,208)		(1,208)	(17,169)	93%
501 CAFETERIA FOOD	85,618	14,241	44,683		44,683	40,935	48% !!		86,790	29,979	44,922		44,922	41,868	48%
503 WOOD	3,317	2,953	13,847		13,847	(10,530)	-317% !!		9,741	616	6,707		6,707	3,034	31%
504 METAL	253	47	1,239		1,239	(986)	-390% !!		1,334	3,163	3,275		3,275	(1,941)	-146%
505 APPLIED TECHNOLOGY SUPPLIES	801	45	45		45	756	94% !!		801	0	0		0	801	100%
506 DRAFTING SUPPLIES	0	0	103		103	(103)	0% !!		0	0	0		0	0	0%
508 AUTOMOTIVE	(43)	100	126		126	(169)	393% !!		(1,566)	914	1,981		1,981	(3,547)	227%
511 ADMINISTRATIVE SUPPLIES	250,190	31,568	117,723		117,723	132,467	53% !!		239,303	27,741	96,546		96,546	142,757	60%
512 COPY/PRINTER SUPPLIES	114,045	13,446	59,761		59,761	54,284	48% !!		166,246	24,478	60,382		60,382	105,864	64%
514 JANITORIAL SUPPLIES	462,000	28,546	233,822		233,822	228,178	49% !!		462,400	51,657	223,394	15,666	239,060	223,340	48%
515 VEHICLE SUPPLIES	45,000	4,321	46,009		46,009	(1,009)	-2% !!		45,000	8,539	26,495		26,495	18,505	41%
516 MEDICAL SUPPLIES	2,253	38	847		847	1,406	62% !!		3,794	802	2,309		2,309	1,485	39%
517 TIRE PURCHASES	25,000	733	11,665		11,665	13,335	53% !!		0	0	0		0	0	0%
518 VEHICLE FUEL PURCHASES	180,534	(6,574)	70,883		70,883	109,651	61% !!		156,857	182	61,213		61,213	95,644	61%
519 INSTRUCTIONAL SUPPLIES	3,743,706	234,408	1,110,010	64,116	1,174,126	2,569,580	69% !!		7,253,527	333,877	1,354,945	102,868	1,457,813	5,795,714	80%
520 BOOKS & GUIDES	700,562	30,957	94,225	7,332	101,557	599,005	86% !!		704,391	44,377	129,098	399	129,497	574,894	82%
525 MAGAZINES & PERIODICALS	2,809	0	2,281		2,281	528	19% !!		452	3,138	4,636		4,636	(4,184)	-926%
530 AUDIO VISUAL MATERIALS	0	290	322		322	(322)	0% !!		10	0	26		26	(16)	-160%
534 SOFTWARE	9,326	1,408	16,269		16,269	(6,943)	-74% !!		29,655	2,991	69,052		69,052	(39,397)	-133%
541 LIGHT & POWER	1,537,413	120,793	378,160		378,160	1,159,253	75% !!		1,567,413	131,006	399,021		399,021	1,168,392	75%
551 GAS	1,340,500	56,682	(57,336)		(57,336)	1,397,836	104% !!		1,131,138	89,685	46,443		46,443	1,084,695	96%
552 OIL	55,000	0	0		0	55,000	100% !!		120,000	13,127	27,737		27,737	92,263	77%
561 WATER	442,617	43,239	192,562		192,562	250,055	56% !!		442,617	43,087	253,370		253,370	189,247	43%
562 SEWER USER CHARGE	298,153	17,540	117,522		117,522	180,631	61% !!		283,784	16,682	146,509		146,509	137,275	48%
563 STORMWATER	80,678	0	82,581		82,581	(1,903)	-2% !!		77,360	(1,756)	80,678		80,678	(3,318)	-4%
572 GARBAGE DISPOSAL	255,000	14,800	45,935		45,935	209,065	82% !!		206,280	18,322	57,833		57,833	148,447	72%
581 FURNITURE & EQUIP PURCH	614,233	76,918	268,603	97,571	366,174	248,059	40% !!		686,672	41,362	373,654	44,039	417,693	268,979	39%
582 VEHICLE PURCHASES	341,925	0	275,681	43,274	318,955	22,970	7% !!		65,000	0	15,476	55,966	71,442	(6,442)	-10%
590 COMPUTER PURCHASES	1,784,396	35,240	850,264	5,239	855,503	928,893	52% !!		1,377,972	25,391	212,202	473,846	686,048	691,924	50%
594 RECONCILIATION ADJUSTMENTS	0	761	928		928	(928)	0% !!		0	(723)	(865)		(865)	865	0%
595 INTERFUND TRANSFER	(1,388,855)	0	0		0	(1,388,855)	100% !!		(1,000,000)	0	0		0	(1,000,000)	100%
599 SERVICES RECOVERIES	(11,515)	(53)	(12,529)		(12,529)	1,014	-9% !!		(3,044)	(77,182)	(183,697)		(183,697)	180,653	-5935%
TOTAL -- SERVICES & SUPPLIES	21,269,468	1,485,117	8,246,043	1,944,337	10,190,380	11,079,088	52% !!		24,043,372	1,841,043	8,492,119	2,603,744	11,095,863	12,947,509	54%
GRAND TOTAL	224,329,508	19,027,625	70,309,872	1,944,337	72,254,209	152,075,299	68% !!		220,738,285	20,396,846	71,539,147	2,603,744	74,142,891	146,595,394	66%

2022-2023 Budget Change Report: November 2022 - Operating

	Revenue	Expenses
2022-2023 Preliminary Budget - Operating (CARRIED April 7, 2022)	217,320,773	219,620,773
Surplus Appropriation (Board Approved)		
Budgeted 22-23 Surplus Appropriation April 7, 2022 - Allocated to Expense	2,300,000	
	2,300,000	0
Changes - Surplus Appropriation (CARRIED September 26, 2022)		
Net School Funded Balances	1,347,625	1,347,625
The Link School Funded Balance	76,694	76,694
International Student Program	-	-
Continuing Education	-	-
Purchase Order Commitments	1,273,565	1,273,565
Department Carry Forwards	1,719,483	1,719,483
	4,417,367	4,417,367
	224,038,140	224,038,140
Changes - Amended Budget		
Early Learning Framework Implementation (ELFI) Supports	2,907	2,907
Industry Training Authority Grant	(30,511)	(30,511)
Enrolment Adjustment (in misc revenue - enrol will be recalculated in December)	(324,291)	(324,291)
ASSAI 21/22 Deferred Revenue	1,540	1,540
ASSAI PEN Funding Adjustment (none in 2022/23)	(3,000)	(3,000)
BC Hydro Grant (Energy Manager Salary)	50,626	50,626
Adjust Cafeteria Revenue budget (budget adjusted as actual revenues received)	(100,000)	(100,000)
Adjust Theatre Revenue budget (budget adjusted as actual revenues received)	(55,998)	(55,998)
Elementary Strings Donation	213,260	213,260
Additional Elementary Strings Donation	250	250
Misc Donations and Revenues to October 31	11,789	11,789
Cafeteria Revenue to October 31	30,621	30,621
Cooper Smith Music Library Donations to October 31	13,095	13,095
Municipal Crossing Guard Contributions to October 31	60,160	60,160
GVTA Unused Remedy from 2019/20 returned to District for teacher staffing	390,258	390,258
Misc Donations and Revenues to November 30	12,616	12,616
Cafeteria Revenue to November 30	19,693	19,693
Cooper Smith Music Library Donations to November 30	7,101	7,101
Total Changes:	300,116	300,116
Amended Budget to November 30, 2022	224,338,256	224,338,256

Reserves

- Reserve - District (CARRIED September 26, 2022)	1,172,813
- Reserve - International (CARRIED September 26, 2022)	328,441
Total Reserves (0.67% of revenue)	<u>1,501,254</u>
- Local Capital Fund (June 30, 2022)	3,477,091
- Ministry of Education and Child Care Restricted Capital Fund (June 30, 2022)	<u>2,980,325</u>
	<u><u>6,457,416</u></u>

2022-2023 Budget Change Report: November 2022 - Special Purpose

	Revenue	Expenses
Changing Results for Young Children (CR4YC) & Strengthening Early Years to Kindergarten Transitions (SEY2KT)		
Ministry Grant - Changing Results for Young Children (CR4YC)	11,250	11,250
Ministry Grant - Strengthening Early Years to Kindergarten Transitions (SEY2KT) Project	19,000	19,000
	<u>30,250</u>	<u>30,250</u>
Early Learning and Child Care Capacity Funding		
Ministry Grant	175,000	
1.0 FTE Acting District Principal, Early Learning		150,871
Unallocated (TBD)		24,129
	<u>175,000</u>	<u>175,000</u>
Student and Family Affordability Fund		
Ministry Grant	1,953,010	1,953,010
	<u>1,953,010</u>	<u>1,953,010</u>
Mental Health in Schools		
Ministry Grant - Early Action Initiative	48,000	
Elementary & Middle School Allocations: SEL and Mental Health Literacy (\$1,000/school)		38,000
Indigenous Education Department - Boys Club		5,000
Human Counselling Service Contract		5,000
	<u>48,000</u>	<u>48,000</u>
French Immersion (OLEP)		
French Immersion Growth Initiatives Grant	75,000	75,000
	<u>75,000</u>	<u>75,000</u>
First Nation Student Transportation		
Ministry Grant	69,571	
Approval to spend 2021/22 carry forward funds	27,187	
Songhees Nation to/from school bussing		39,662
Esquimalt Nation to/from school bussing		18,305
Songhees Nation Extracurricular Activities		25,423
Esquimalt Nation Extracurricular Activities		13,368
	<u>96,758</u>	<u>96,758</u>
Early Childhood Education Dual Credit Program		
Ministry Grant	82,000	
Carry forward from 2021/22	50,000	
Camosun College tuition for dual credit courses		132,000
	<u>132,000</u>	<u>132,000</u>

2022-2023 Budget Change Report: November 2022 - Capital

	Revenue	Expenses
Local Capital		
Pacifica Housing Advisory Quit Claim	1,000,000	
	1,000,000	0



FACILITIES SERVICES

491 CECILIA AVENUE, VICTORIA, BRITISH COLUMBIA V8T 4T4
PHONE (250) 920-3400 FAX (250) 920-3461

Update for December 5th, 2022

Maintenance Services | Minor Capital | Major Capital | Operations
Transportation | Networks / Communication / Security | Climate / Energy Management

BUILDING MAINTENANCE SERVICES

- Monthly wood shop audits will continue to ensure the wood shops are kept to a high standard of safety. Work orders are being created to keep equipment in top shape, and additional signage for stop buttons and fire extinguishers are being added for additional student safety.
- Unfortunately, a small fire occurred at Central Middle School. The maintenance department, along with the fire department, were able to clean up the area to ensure the school was safe for the students' arrival the next day. Extent of damage is still being determined.
- Noticeable cracking on the window columns at Oaklands Elementary was reported. Engineers have been on site to investigate potential repairs. Site remains secure and safe.

Metal Shop Consultations = Complete

- Metal Shop Project Work (moving equipment, safety lines, signage) = 11% Complete
 - Reynolds – Planning Stage
 - Cedar Hill – Planning Stage
 - Mount Douglas – Planning Stage
 - Lambrick Park – Aged Equipment disconnected and removed. Ready for installation of extraction system and rearrangement of new/existing equipment.
 - Oak Bay – Planning Stage
 - Esquimalt – Equipment placement and safety lines complete.
- Mt. Doug – Aviation
 - Hanger – Area is clean and safety items are present
 - Classroom – Equipment is moved and bolted. Safety signs and safety lines to complete

MINOR CAPITAL

Woodshop Upgrades – 98% complete

- Shops complete – awaiting 2 vertical sanders at Shoreline and Glanford

Childcare Update

- **Hillcrest** – Walls are up and waiting beam delivery
- **Lake Hill** – Wall construction underway, waiting beam delivery
- **View Royal addition** – sprinkler work underway and electrical rough in inspection complete
- **Eagle View addition** – sprinkler work wrapping up and electrical rough in inspection complete
- **McKenzie** – building permit just received and site prep planning in progress.

Classrooms

- **Vic West portable** – interior electrical in progress, finishing carpentry underway.
- **Shoreline** – drywall underway, at finishing stage

MAJOR CAPITAL

Victoria High School

- See project update report attached to the Operations Policy & Planning Committee agenda

Cedar Hill Seismic Project

- Design Development approved by the Ministry and Building permit drawings submitted to District of Saanich

OPERATIONS

- Flu season has arrived with more absences than normal. We are actively hiring new staff to keep the casual list at a healthy number and in emergencies have the opportunity to use qualified grounds and cartage staff to assist for morning runs.

TRANSPORTATION, FLEET AND GROUNDS

- Electric bus fleet has been relocated to the new Colquitz bus site and are performing well.
- Renumbering of the white fleet in progress. Moving from an 8-digit number to a 3-digit number to ensure identification is easily visible.

NETWORKS, COMMUNICATION, INFRASTRUCTURE and SECURITY DEPARTMENT

- Experiencing long delays in material deliveries, especially components required for the technology packages.
 - As a result, focusing on network, phone and PA upgrades in View Royal, Marigold, Rogers and Rockheights.
- The technology package maintenance team has been busy at Central, Reynolds, Lambrick Park, Gordon Head, Monterey, Cloverdale and Lansdowne.
- Security team has been completing a maintenance sweep on all facilities to deal with all old and repetitive issues and preparing Eagle View for new fob access control and updated security system.

CLIMATE and ENERGY

- Energy Wise Network student/staff engagement for “lights out” sticker campaign. This campaign empowers children (and staff) to fight climate change and energy waste by designing their own light switch sticker. The sticker includes the child’s artwork along with their own message to help remind us all to turn the lights off when we don’t need them. Their message can also be anything that involves climate action.
 - Tillicum, Hillcrest, and Torquay completed
 - Campaign has been extended to Margaret Jenkins, Willows, Doncaster, and Quadra elementary schools. Grades 2-5 including 1-2 split classes.
 - Submission deadline will be Dec 13th
 - Plans are to continue with 4 to 5 elementary schools per month until 100% participation is achieved.
- 2022/23 LED Lighting upgrades:
 - Esquimalt secondary 95% complete

- Northridge elementary 95% complete
- Tillicum elementary 80% complete
- View Royal 10% complete
- BC Hydro's Continuous Optimization program is now scheduled to start Jan 1, 2023. This program involves investigation and commitment to follow-up actions to optimize building controls. It is incentivized by BC Hydro, and targets low to no cost actions that result in savings that pay back within 2 years. Historically, these types of programs can save between 10% to 25% of a buildings energy consumption.

TRUSTEE QUESTIONS

1. Does the School District have plans to purchase any more electric buses with the money offered from the government?

No further electric buses are needed at this time, unless the School District wants to look to replace the contracted transportation services for our inclusive students and move this service in-house. This funding program will not assist the School District at this time, as the technology for smaller electric buses is not available.

The two gasoline buses that the School District owns will not be replaced with electric buses. Electric buses only travel 200km on one charge, so the gasoline buses are required for longer routes, and combined with field trips.

2. Has there been any considerations to installing a lock down device for the doors at the new Cedar Hill Middle School (CHMS)?

- Yes, our NCIS department has installed lock down devices at schools as a pilot project.
- Most outside accessible doors at schools remain locked throughout the day, with the exception being the main entrance.
- The main entrance is unlocked for student and visitor access through a variety of methods depending on the facility.
- Most facilities require either the custodian or the principal to physically unlock and lock the door as needed.
- As school security systems are upgraded, a door control switch in the main office is installed.
- Door control switches allow staff to unlock or lock the main entrance at the push of a button with an indicator to show the doors' current status (open / closed).
- In the case of a lockdown situation, a member of the office staff would simply push the button to lock down the facility.
- Another advantage to this system is at the end of the day when arming the facility the doors will lock regardless of the status of the switch because the switch is part of the same system and not a completely separate door control system.



3. What is being considered around the new CHMS HVAC around COVID?

The new Air Handler units for the new CHMS will all accommodate MERV 13 Filters. Rooms will have 6 to 8 air changes an hour and free cooling which conforms to the recommendations from the ASHRAE Epidemic Task Force. There are also sinks in all classrooms to allow for hand washing and exhaust systems in washrooms are designed in conformance to recommendations.

4. What are the full costs and considerations of option 3 – Partial Upgrade/Partial Replacement?

Partial replacement and partial upgrade were not costed for the following reasons:

- The unit rate cost to seismically upgrade 6 blocks out of 9 blocks exceeded 70% of the unit rate cost for new construction.
- Would permanently lose one of the playfields in front of the school.
- 3 seismically upgraded blocks would remain - extremely poor value in terms of functionality, facility condition, and life cycle costs.
- Seismically upgrading these blocks would not change the aging fundamentals of the building structure and systems.
- Fully modernizing these blocks would cost as much or more than new construction while still being left with the “bones” of outdated construction.
- The partial demolition and partial replacement development option is found to be unjustifiable from both a planning and a value-for-money perspective.

There is so much of this school in need of costly upgrading and modernization that replacing 41% of the school for seismic risk mitigation while retaining and seismically upgrading (but not modernizing) two of the oldest blocks in the school cannot be presented as a viable option as it would represent a poor use of capital funding with compromised educational and life cycle cost outcomes.



1. Project Summary

Victoria High School is the oldest high school in Western Canada. The existing school facility includes the original school built in 1913, which is a heritage-registered building, an addition built in 1955, containing the Andrews Gym and a number of specialty classrooms, and another addition built in 2011, containing the Fairey Tech Shop Wing.

The project consists of the Seismic Upgrade of the existing 1913 and 1955 portions of the school, and an addition to increase the capacity and provide a Neighbourhood Learning Centre. The project also includes the upgrade and renewal of S.J. Willis Junior Secondary School to accommodate the students during the Vic High project.

2. Project Team

The School District Project Team is identified in Appendix 1.

3. Scope

Upgrading and renewal of SJ Willis School to accommodate 800 students during the Victoria High School renovation. This work is now complete.

The seismic upgrade of Victoria High School and additions comprise approximately 1,100 square metres of new space that will provide two new stairwells, an elevator to improve circulation and exiting of the school, and an increase to the school capacity from 800 to 1,000 students. There will also be additional new space for a Neighbourhood Learning Centre (NLC) that co-locates the International Community Association, as well as; providing enhancements to the new Multi-purpose Room to make it more flexible for school and community use, and the astronomy deck/outdoor classroom. Site work includes additional parking and landscaping, and a new artificial turf field as a part of the NLC funding package.

4. Schedule

The following Table 1 sets out target milestone dates. Note that the Construction Manager has completed updates to the Project Construction Schedule based on the current progress of the demolition/abatement work, and of the concrete and drag struts work. They have also included scheduling information provided by the other major trades, particularly mechanical and electrical, and we have been informed that the Substantial Completion and Occupancy is delayed. A general theme from the major trades is a forecast lack of skilled labour, and concerns about the supply chain for construction materials and equipment.

The unforeseen scope, market delays and labour shortages are creating schedule delays. The project team is working to mitigate the delays. With the project delays, students and staff will remain at the Topaz Campus for part of the first term of the 2023/2024 school year with a mid-year (January 2024) move.

Table 1 – Timetable for Key Milestones

MILESTONES/DELIVERABLES	TARGET DATE	REVISED TARGET DATE
Complete final Tender Package	May 2021	Winter 2022
Substantial Completion of Vic High	July 2022	September 2023
Relocate School from SJ Willis	August 2022	January 2024
Final Completion of Vic High Project	October 2022	March 2024

5. Budget

- Contract expenditures to date total to an aggregate value of about \$54 Million. The budget has now been 100% allocated and the project continues to experience unforeseen pressures.
- The Construction Manager, Durwest, is forecasting budget overages for increased scope, and the SD is working to mitigate this risk.
- A request for additional Risk Reserve funding was submitted and approved by the Ministry in February 2022 for \$8.2m.
- A further request for the remaining Risk Reserve funding for \$2.6m has been approved by the Ministry.
- The \$79.75m maximum project budget is fully allocated.

Vic High Seismic COA	Progress/ Completion (%)	Budget	Expenses Posted to Date	Remainder	Commitment s	Remainder After Commitments	% Availabl e	Prior Period Expenses	Change from Prior Period
Vic High Seismic Fees 2017	100%	115,070	115,070	0		0	0%	115,070	0
Vic High Seismic Fees 2019	100%	3,589	3,589	(0)		(0)	0%	3,589	0
Vic High Seismic Construction	59%	67,176,506	40,057,983	20,508,046		20,508,046	31%	40,039,875	18,108
SJ Construction	100%	5,933,870	5,933,870	(0)		(0)	0%	5,933,870	0
Vic High Equipment	25%	700,000	109,597	590,403	677,389	(86,986)	-12%	109,597	0
Vic High Seismic Fees 2020	85%	7,000,000	6,324,007	675,993		675,993	10%	6,323,042	966
Vic High Capital Support	10%	100,000	10,170	89,830		89,830	90%	10,170	0
Vic High Millwork	46%	1,395,400	524,500	870,900	7,412	863,488	62%	493,200	31,300
SJ Capital Support	100%	114,877	114,877	0		0	0%	114,877	0
Vic High Moving	0%	100,000	604	99,396		99,396	0%	604	0
SJ Moving	100%	113,640	113,640	0		0	0%	113,640	0
Vic High Bussing	63%	40,000	30,030	9,970		9,970	25%	30,030	0
A Parker - Vic High Seismic Moving	11%	50,000	5,274	44,726		44,726	89%	5,274	0
A Parker - Vic High Seismic Transportatio	86%	85,000	79,353	5,647		5,647	7%	75,652	3,700
A Parker - Vic High TTOC	0%	20,000	0	20,000		20,000	100%	0	0
Vic High Project Management	55%	713,450	399,303	314,147		314,147	44%	397,268	2,035
Vic High Capital Tech Support	10%	50,000	6,965	43,035	23,547	19,488	39%	6,452	513
SJ Capital Tech Support	0%	0	0	0		0	0%	0	0
Prior Year Completed Expenses		53,007		53,007		53,007	100%		0
		83,764,409	53,828,832	23,325,100	708,348	22,616,753	27%	53,772,209	56,622



6. Communications

General:

- Teachers and Department Heads have been consulted on classroom and gymnasium requirements.
- A review of the heritage building components that are to be salvaged has taken place with the school and alumni groups.
- Presentations have been made to Board by the architect.
- On-going communications with the City of Victoria regarding Statutory Right of Way's and Frontage Upgrades.
- Consultation has occurred with the School and Community Garden Committees to discuss location of the child care unit. Consultation document has been sent to families and community for feedback. Feedback was open until March 11, 2022 and is now closed.
- The Principal will work to form a committee to plan and organize the move with Facilities staff being a key partner.
- A monthly report is being provided to the Fernwood Neighbourhood Resource Group.

7. Procurement

- Durwest Construction Management was selected as the Construction Manager for the Vic High project, through a comprehensive RFP Process.
- Tender Packages 1 through 9 have competitively tendered and awarded.
- The contract for the Turf Field installation is underway.
- Tender Package #10 for the finishing carpentry will be awarded in December.

Work Starting Soon or Underway:

- Steel stud framing installation underway.
- Interior drywall underway.
- Installation of the ceiling support anchor grid system nearing completion.
- Installation of mechanical rough in (HVAC, Sprinklers and Plumbing).
- Installation of electrical rough in.
- Re-plastering on inside exterior walls.
- Exterior heritage window replacement underway with select stain glass repair in progress.
- Exterior brick and terra cotta upgrade underway.
- Millwork shop build completing and installation scheduled to start early January 2023.
- Parking lot grading and curbing underway.
- Sports field curbing and fencing.
- Complete work on NLC concrete bleachers.
- Auditorium design completing, including updates to the stage for accessibility.
- Completing concrete work for East stairwell tower structure – critical pathway.

Looking to January 2023

- Old Building: Framing, Drywalling and Finishing Level 0 to Attic.
- New Expansion: Exterior Brick and Cladding.
- Work continuing on the window installation and the brick and terra cotta upgrade.
- Installing sports field base gravel and shock pad.
- Volleyball court drainage.
- Starting work on Gladstone and Grant Street, sidewalk upgrades.
- Starting room finishes such as painting, flooring,
- Starting millwork and finish carpentry trim installation.
- West stair tower brick cladding.



Appendix 1 – Project Team

School District 61

- Katrina Stride, Acting Secretary-Treasurer
- Aaron Parker, Vic High Principal
- Marni Vistisen-Harwood, Director of Facilities
- Mora Cunningham, Manager of Major Capital Projects
- Gordon Wallace, Project Manager – Major Capital Projects

Appendix 2 – Risk Analysis

Note that Risk Items identified as “Previously Identified Project Risks” means that these are Risks that were identified as Project Risks during preparation of the Project Definition Report (PDR). As such, there is provision in the Capital Project Funding Agreement with the Ministry for additional funding to be provided against those Risks in the event of increased costs.

IDENTIFIED RISKS	Probability	Consequence	Impact on	
		Cost	Schedule	
Heritage Issues	Moderate	High	High	Previously Identified Project Risk
Building Code Issues with City of Victoria	Moderate	Low	Low	Previously Identified Project Risk
Approval Delays by City of Victoria	Moderate	High	High	Previously Identified Project Risk, has caused some delay
Inflationary Pressures	High	High	High	Previously Identified Project Risk
COVID impact on supply chain and procurement	Moderate	High	High	No Ministry funding allocated to this Risk.
Land Exchange & Lease	Low	Low	Low	
City of Victoria, street frontage upgrades	High	Moderate	Low	Still under discussion, finalizing scope of design work.

Appendix 3 – Photos

Upgrading Exterior Flashings





Manufacturing Molds for Egg and Dart in the Heritage Corridor



East Side Scaffolding for Window and Terra Cotta Refurbishment / New NLC in Background





Interior Drywall Level 2



Turf Field Curb and Fencing Posts





South Side Scaffolding for Exterior Window and Terra Cotta Refurbishment



Artist's rendering of the addition and the NLC from Fernwood Street





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Office of the Superintendent

Deb Whitten – Superintendent

TO: Combined Education Policy and Directions & Operations Policy and Planning
Committee Meeting

FROM: Deb Whitten, Superintendent of Schools

RE: Custodial Review Presentation

DATE: December 5, 2022

Background:

The Manager of Building Operations, Mark Baggott will provide a custodial review of the funding changes to custodial staffing since 2019.

Information:

The intent of this memo is to offer an overview of the custodial review presentation on December 5, 2022, and to familiarize Trustees with the current funding summary as well as potential options for the future.

Overview of the presentation:

- Share current and ongoing district custodial operations
 - Ministry of Education: COVID Guidelines
 - BC CDC: COVID Guidance
 - SD 61: Communicable Disease Prevention Plan
 - Funding Summary and potential options with increase in funding
 - Potential implementation timeline

Operations

Ministry of Education: COVID Guidelines – August 2022 (p. 7)

- ✓ Cleaning and disinfection of frequently touched surfaces should occur at least once in a 24-hour period and when visibly dirty.
- ✓ Frequently touched surfaces are items touched by larger numbers of students and staff. They can include doorknobs, light switches, hand railings, water fountains and toilet handles, as well as shared equipment (e.g., computer keyboards, PE/sports and music equipment), appliances (e.g., microwaves) and service counters (e.g., library circulation desk), and may change from day to day based on utilization.

Operations

BC CDC: COVID Guidance – August 2022 (p. 5)

- ✓ Regular cleaning and disinfection can help prevent the spread of communicable diseases.
- ✓ Cleaning of frequently touched surfaces should occur in line with regular practices and when visibly dirty.

Operations

SD61: Communicable Disease Prevention Plan- August 2022 (p. 5)

General cleaning and disinfecting of the premises and cleaning/disinfecting of frequently touched surfaces at least once every 24 hours.

- Frequently touched surfaces are items touched by large numbers of students and staff. They include door knobs, light switches, hand railings, water fountains, toilet handles.
- Shared equipment used by students including computer keyboards and tablets, manipulatives, toys, sports equipment and equipment used in shops, home economics rooms and science labs.

Clean and disinfect any surface that is visibly dirty.

Operations

Funding Summary:

2019-20: 116 positions (pre-pandemic)

2020-21: 116 positions + 25 COVID positions (Fed./Prov. Funding).

2021-22: 116 positions + 10 COVID positions (Prov. Funding).

2022-23: 106 positions (post-pandemic)

Operations

Day Custodian – 50% Reduction in Elementary/Middle New Structure

- No change to secondary school hours.
- 19 positions eliminated. 20 split runs have been created.
- Typical day shift is 6:00am – 11:30am at larger school and 11:30am-2:30pm at smaller elementary.
- Evening hours have been added at smaller elementary schools.

Operations

Impact on classroom cleaning

	Desktops	Rugs	Floors
Pre-pandemic (2019/20 & prior)	K/1 – Daily 2-5 – 2-3x / week 5-12 – 1-2x / week	K-3 – Daily 4-12 – No rugs	Swept Daily Spot-mopped Daily Washed weekly
Pandemic (2020/21 & 2021/22)	K-8 – Daily 9-12 – Daily (by students)	No rugs	Swept Daily Spot-mopped Daily Washed weekly
Post Pandemic / Reduction (2022/23)	K-12 – 1-2x / week	K-3 – Daily 4-12 – No rugs	Swept Daily Spot-mopped Daily Washed weekly

Operations

Impact on other facilities groups

- Daily safety walks assigned to grounds at 4 elementary schools
 - Productivity loss = 4 hours * 200 days * ~ \$23,658.43
- De-icing and snow shoveling diverted to grounds/trades
 - Grounds cost = 15 hours * 45 days * ~ \$19,961.80
 - Trades cost = 4 hours * 45 days * ~ \$7,241.75
- Forepersons now proceed to site to triage issues
 - Productivity loss = 1 hour * 200 days * ~ \$8,733.52

Operations

Impact on administration – regarding daily issues 2021/22

1. Teachers/students would report directly to custodian, who would contact a tradesperson/foreperson directly

2022/23

1. Teachers/students report to the office
2. Office (principal/vice-principal) reports to Facilities managers
3. Facilities managers report to foreperson
4. Foreperson determines severity and dispatches tradesperson

Operations

Impact on reputation

Public opinion

Inter union morale

- Grievances are lodged to resolve conflict

Hiring and retention

- Burden on Payroll, Human Resources, and Information Technology to handle staff turnover
- Burden on existing staff to train new staff

Rental revenue retention

- Service declines for evening rentals, as custodians are covering tasks previously performed by day custodian

Operations

Potential options with increase in funding

	0: Current	1: Revert	2: Bridge	3: Evening	4: Double
Annual Cost	\$0	\$621,432.03	\$621,432.03	\$624,714.69	\$1,249,429.38
Deployment	-	+19 Day -10 Evening Net = +10	+19 "Bridge" -10 Evening Net = +10	+10 Evening Net = +10	+20 Evening Net = +20
Effective Sq Ft / FTE	30,995	31,448	30,277	27,840	25,295
Desktops	K/1 – weekly 2/3 – weekly 4/5 – weekly 6-8 – weekly 9-12 – weekly	K/1 – daily 2/3 – 2x/wk 4/5 – 2x/wk 6-8 – weekly 9-12 – weekly	K/1 – daily 2/3 – 3x/wk 4/5 – 2x/wk 6-8 – weekly 9-12 – weekly	K/1 – daily 2/3 – daily 4/5 – 3x/wk 6-8 – 2x/wk 9-12 – weekly	K/1 – daily 2/3 – daily 4/5 – daily 6-8 – 2-3x/wk 9-12 – 2x/wk
Facilities Impact	\$59,595.50	\$0	\$59,595.50	\$59,595.50	\$59,595.50
School Impact	Yes	No	Half	Yes	Yes

- Note: Neighbouring SD cleans desktops daily with an eff. Sqft/FTE =

Operations

Potential Implementation Timeline

50% funding available by January 2023

- Begin hiring additional employees
- Funding allocated to relief account; employees dispatched as available
- Commence union negotiations and re-vamping custodial run

100% funding in place by July 1, 2023

- New runs defined, custodians in place and deployed

By September 1, 2023

- Fully implemented