1. November 26, 2020
2. January 7, 2021
3. February 4, 2021
4. March 4, 2021 – Cancelled
5. April 1, 2021
6. May 6, 2021
7. June 1, 2021
8. June 17, 2021
9. September 16, 2021
10. October 28, 2021
11. December 2, 2021
12. January 13, 2022
13. January 27, 2022
14. February 16, 2022
15. January 11, 2023

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

AGENDA

Date:	**Thursday, November 26, 2020 at 4:00 p.m.**
Location:	**Tolmie Boardroom, 556 Boleskine Road**

Chairperson: Trustee Duncan

A.
COMMENCEMENT OF MEETING

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 Agenda

B.
PRESENTATIONS TO THE COMMITTEE

B.1
To be determined

C.
NEW BUSINESS

C.1
Review Police Liaison Officer Ad Hoc Committee Terms or Reference (including purpose, deliverables, membership and timeline)

C.2

Review Trauma-Informed Approach to Assessing the Creation, Organization, and Utility of School Resource (Liaison) Officer Programs (August 2020)

D.
COMMITTEE RECOMMENDATIONS

E.
GENERAL ANNOUNCEMENTS
  Next meeting date:

F.
ADJOURNMENT

That the meeting adjourn.

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

MINUTES

Date: **Thursday, November 26, 2020 at 4:00 p.m.**
Location: **Tolmie Boardroom, 556 Boleskine Road**

Chairperson: Trustee Duncan

Committee Members Present: Nicole Duncan, Tom Ferris, Deb Whitten, Colin Roberts, Harold Caldwell, TailyWills, Mel Paas, Joanna Snow, Noah Roth, Lul Teklemariam, Jennifer Chambers, Alex Rosales, Darrell Underwood, Michael Brown, Matt Christie, Elaine Ho, Lisa Gunderson, Shauna Abbott

A.
COMMENCEMENT OF MEETING
The meeting was called to order at 4:00pm.
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 Ferris

B.
PRESENTATIONS TO THE COMMITTEE

B.1
To be determined

C.

NEW BUSINESS

C.1

Review Police Liaison Officer Ad Hoc Committee Terms or Reference (including purpose, deliverables, membership and timeline)

Chair Duncan commented on the purpose of the Terms of Reference.

A discussion occurred regarding how Police Liaison Officers work with schools. PLOs help to build bonds and relationships between the school and police. They are not there in an enforcement role, rather to educate and be a resource to students, school staff, administrators and parents.

A discussion occurred regarding VTRA and the role of PLOs when a VTRA is completed. Additional information was provided regarding the roles of PLOs in schools.

A discussion occurred regarding whether Police should participate on this committee. Different views were shared. Several committee members do not have a concern with Police participating on the committee.

A discussion occurred regarding whether the committee could adequately complete Deliverables 6 – 9. It was decided that this topic would be discussed further at the January committee meeting.

C.2

Review Trauma-Informed Approach to Assessing the Creation, Organization, and Utility of School Resource (Liaison) Officer Programs (August 2020)

D.
COMMITTEE RECOMMENDATIONS

E.
GENERAL ANNOUNCEMENTS
Next Meeting Date: January 7, 2021
F.
ADJOURNMENT

Terms of Reference

Ad Hoc School Police Liaison Officer Program Review Committee

Purpose:
Review the District's Police Liaison Officer Program using a transparent review process guided by research and data-driven assessments, and informed by stakeholders' lived experiences to:
1. Determine what, if any, concerns there may be regarding the District's School Police Liaison Officer program and
2. Develop recommendations, as required , on what changes should be made to the program to improve its value to the school community including consideration of cessation of the program.

Deliverables:
1. Assessing the differing roles of PLO's in School District No. 61.
2. Assessing the differing roles school administrators feel PLO's should have in School District No. 61.
3. Reviewing the "Relationship Building – Enforcement Continuum". This include identifying important 'stakeholder groups within the school and community as well as pathways for regular and ongoing communication.
4. Data-Driven Assessments of PLO programs informed by such surveys or other data requests the Committee deems necessary.
5. Characteristics of a Trauma-Informed and Culturally Committed PLO.
6. Characteristics of a Trauma-Informed and Culturally Committed School Leadership Team.
7. Characteristics of a Trauma-Informed and Culturally Committed School District and School Board Leadership team.
8. Prejudice and Racism as a Dichotomy.
9. Open Systems: Sustaining Community Engagement.

Membership:
2 Trustees (1 to chair)
2 Police Liaison Officers
2 GVTA – Counsellors
2 CUPE Representatives
2 Parents/Caregivers (preferably from an equity seeking group)
2 Principals
2 Senior Leadership Members
1 Student from each Secondary School who identifies as a member of an equity seeking community
1 Songhees Nation Representative
1 Esquimalt Nation Representative
1 Metis Nation Representative
1 Urban Indigenous Representative
1 Resilience BC Representative

Timeline:
The Committee will report to the Education Policy & Directions Committee in January 2021 with a final report delivered to the Board in June 2021).

Voting:
Recommendations to be made by consensus. If consensus cannot be reached, multiple options will be reported to the Education Policy and Directions Committee.

Procedural notes:
Meeting dates, locations, agendas and minutes to be available to the members.

Date Adopted: September 28, 2020

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Thursday, 7 January, 2021 at 4-5:30p.m.**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A.
COMMENCEMENT OF MEETING

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 Agenda

B.
PRESENTATIONS TO THE COMMITTEE

B.1
To be determined

C.
NEW BUSINESS

C.1
Committee structure and deliverables (final thoughts)

C.2

Context of PLO program review

C.3

Next steps (future meeting dates, key deliverables and timeline)

D.

GENERAL ANNOUNCEMENTS

E.

ADJOURNMENT

Greater
VICTORIA
School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

MINUTES

Date: **Thursday, January 7, 2021**
Location: **Via ZOOM**

Chairperson: Trustee Duncan

Committee Members Present: Nicole Duncan, Tom Ferris, Deb Whitten, Colin Roberts, Harold Caldwell, TailyWills, Kalie Dyer Mel Paas, Joanna Snow, Noah Roth, LilyDunn, Jennifer Chambers, Alex Rosales, Darrell Underwood, Michael Brown, Matt Christie, Elaine Ho, Lisa Gunderson, Lisa McPhail

A.
COMMENCEMENT OF MEETING
The meeting was called to order at 4:00pm.
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

B.
PRESENTATIONS TO THE COMMITTEE

B.1
The Minutes of the November meeting were amended to reflect: some members of the committee shared their concerns about Police Liaison Officers participating as members of the committee.

C.
NEW BUSINESS

C.1
Committee structure and deliverables (final thoughts)

Chair Duncan re-introduced the conversation regarding deliverables 6 – 9. Some members of the Committee expressed that they felt it was outside the scope of the Committee. Some members felt it could be included and incorporated into deliverable 5. It was requested that we ensure our Committee maintains a focus on racism and systemic bias.

A discussion occurred regarding the order of operations for the Committee and it was decided that the first priority was that all committee members understand the Roles of the PLOs in SD 61 before addressing the concerns and benefits there may be regarding the District's School Police Liaison Officer Program.

Committee member Jennifer will create a document in collaboration with our PLOs at the District's monthly meeting with PLOs that outlines the PLO job, roles and training. This document will include a section with defining terms as well as some information regarding a 'before and after' document depicting how things operated with PLOs and without.

This informational document will be provided to the members of the Committee prior to the next Committee meeting in Feb 2021.

The committee also discussed next steps after deliverable 1 is achieved. It was decided that a Communication Plan including a timeline for each deliverable be devised. Committee member Lisa M, Chair Duncan and Deb volunteered to work on a plan that will be provided for review by the Committee in Feb 2021.

Discussion occurred regarding the importance of student voice and experience and that we must ensure we determine ways to consult with students in order to understand their experience of the PLO program.

Discussion occurred regarding the use of a survey to capture parent, student and staff feedback about their experience with the PLO program through a tool such as ThoughtExchange. More information regarding these tools and a possible schedule in the communication plan will be discussed at the next committee meeting.

The Committee discussed communicating via email in between Committee meetings. The Committee discussed creating a Committee email list in order to communicate as required in between monthly meetings. Some concern was expressed that the PLO members may not wish to share their email addresses with the entire Committee. Deb was tasked with speaking to the PLO members of the Committee to assess if they wish to be included in a Committee email list and

will report back to the Committee in Feb 2021. Committee members were asked to share any concerns they may have about being included on a Committee email list directly with Deb.

C.2

Review Trauma-Informed Approach to Assessing the Creation, Organization, and Utility of School Resource (Liaison) Officer Programs (August 2020)

The committee did not discuss this agenda topic and will discuss at an upcoming committee meeting.

D.
COMMITTEE RECOMMENDATIONS

E.
GENERAL ANNOUNCEMENTS
Next Meeting Date: February 4, 2021

F.
ADJOURNMENT

Trauma-Informed Approach to Assessing the Creation, Organization, and Utility of School Resource (Liaison) Officer Programs

AUGUST 2020

NORTH AMERICAN CENTER™ FOR THREAT ASSESSMENT AND TRAUMA RESPONSE

NORTH AMERICAN CENTER
FOR THREAT ASSESSMENT
AND TRAUMA RESPONSE

Trauma-Informed Approach to Assessing the Creation, Organization, and Utility of School Resource (Liaison) Officer Programs

Developed by: J. Kevin Cameron and Dr. Kevin Godden

Authors and Contributors

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August 2020

Table of Contents

A Trauma-Informed Approach to Assessing the Creation, Organization and Utility of School Resource (Liaison) Officer Programs

Preamble

School Resource Officer (SRO) programs are uniquely representative of the intersection between three institutions: schools, police and communities. Recent highly publicized events have highlighted how all major institutions including healthcare, law enforcement, education and their operations have had negative, disproportionate effects on people of color who live in communities of color. As a result, there has been a focus on how systemic racism is maintained in society within the organizations that are meant to protect and serve children and families. School Resource Officers have not been immune to that scrutiny.

This document is intended to review the creation, organization and utility of the roles and responsibilities of a School Resource Officer and to offer a "trauma-informed assessment" of SRO programs to successfully assist school boards in their decisions about continuing to support these important services and initiatives. In particular, these guidelines are meant to support education, law enforcement and community efforts to begin the process of eliminating systemic racism which is about unjust and harmful human experiences and interactions overlaid with unresolved trauma.

The Roles and Responsibilities of School Resource Officers (SRO)

Historically, the three main roles of an SRO in Canada and the United States are as a law enforcement officer, law-related counsellor and law-related educator

Adapted from *Johns Hopkins University, Center for Technology in Education*, SRO responsibilities have included some combination of the following:

1. Provide law enforcement and police services to the school, school grounds and areas adjacent to the school. Investigate allegations of criminal incidents per police service policies and procedures. Enforce federal, provincial, and local laws. Make appropriate referrals to youth criminal justice authorities or other governmental agencies.
2. Work to prevent youth offending through close contact and positive relationships with students. In addition, the SRO may have assisted in the development of crime prevention programs and conduct security inspections to deter criminal activities. The SRO has often monitored crime statistics and work in their work with local patrol officers and students together to design crime prevention strategies
3. Establish and maintain a close partnership with school administrators in order to provide for a safe school environment. Assist school officials with their efforts to enforce Board of Education policies and procedures. Ensure school administrator safety by being present during school searches, which may involve weapons, controlled dangerous substances or

in such cases that, the student's emotional state may present a risk to the administrator. Assist school administrators in emergency crisis planning and building security matters. Provide a course of training for school personnel in handling crisis situations, which may arise at the school.

4. Be visible within the school community. Attend and participate in school functions. Build working relationships with the school's staff as well as with student and parent groups.

5. Develop and implement classes in law related education to support the educational efforts of the staff. Work closely with teachers in designing and presenting law-related topics and the role of police in our society.

6. Work with guidance counselors and other student support staff to assist students and to provide services to students involved in situations where referrals to service agencies are necessary. Assist in conflict resolution efforts.

7. Initiate interaction with students in the classroom and general areas of the school building. Promote the profession of police officer and be a positive role model. Increase the visibility and accessibility of police to the school community.

How these crucial responsibilities are fulfilled in a societal environment that is politically charged and highly racialized requires an honest reassessment utilizing factors that are of greatest concern to community constituents and stakeholders in education.

What follows is a resource for use by professionals, students, parents/caregivers, community leaders and stakeholders to consider for organizing a trauma-informed assessment. These recommendations can be used as a springboard, in whole or in part, to begin the assessment process. They can also be used as a prompt for community conversation that may lead some communities to a different process. No two communities are the same and therefore no set of guidelines could encompass all the diversity of individual and collective experiences. It is the hope of the authors that this document will help to bring clarity to each school, police and community jurisdiction as to the course that they should take to guarantee the greatest possible local success.

Introduction to a Trauma-Informed Assessment

Schools have provided a positive environment for some of the most powerful childhood experiences influencing our adult functioning today. Yet for others school was and continues to be traumatic stimuli. Police have brought great relief to some when they have answered the call that someone is in harm's way. Yet for others, the police are symbolic of a society organized against them. There are many from racialized and marginalized communities who have been currently or historically traumatized by their school or police experiences. Systemic racism is about multigenerational transmission of symptoms or patterns of social and institutional interactions perpetuated by policies, procedures and practices that have been passed on through time where many people today have no understanding of their original intent or purpose other than the marginalized or racialized communities for whom policies and practices were developed. And even some members of those targeted communities have not been fully aware of how many of our governing systems were built on the sturdy foundation of the preservation of "us" by the dissolution of "them" until now. In other words, there have been things many haven't wanted to talk about in the Canadian family that are now laid before us and police in schools is symbolic of that conversation. It is also why assessing school resource officer programs must be a trauma-informed process.

The COVID-19 pandemic is a worldwide traumatic event that has elevated the anxiety of society in general. Overlay that with high-profile trauma like the images and sounds of the death of George Floyd and we have the perfect storm with all of its energy to release. High-profile trauma does not usually result in creating new dynamics in a human system but instead intensifies already existing dynamics. In other words, current traumatic exposure often converges with past traumas to help those impacted make sense of all they are thinking, feeling and doing. The George Floyd tragedy did not cause the current demands for social justice and reform but instead simply intensified already existing dynamics in American and Canadian society.

When trauma, including racism-generated trauma, impacts a "human system" like a family, school, workplace or community the first effect is to elevate the anxiety of that system. Yet not every individual within a system is equally affected by traumatic exposure. We also say in the fields of crisis and trauma response that "not every member of a human system is of equal influence to the system" and that some losses are experienced by the larger community as greater than others. This has never been more apparent than when two young people with different cultural or racial backgrounds are killed in separate car crashes and yet the first death is experienced by the broader community as a "tragic loss" while the other loss is marginalized, like the community the second young person came from. In the Canadian context this dynamic is magnified by the plight of Murdered and Missing Indigenous Women and the role that systemic racism plays in seeing one loss as lesser than another.

In family therapy we speak about multigenerational transmission of symptoms or patterns of family interactions that have been passed on through gender lines, sibling position and our

biology without us even realizing we are somewhat subject to our family's past. For example, three generations ago a father may have profoundly physically abused one of his daughters. The mother, vowing it would never happen again shields her daughters and teaches them to "be still" to avoid his wrath. Three generations later many women from that family of origin continue to "be still" in the presence of their fathers, husbands or partners with no understanding of how or why they became so limited in power while in the presence of a man. Our family histories, especially traumatic histories can have a profound influence on what families today are comfortable doing or talking about as well as what things "we never do in my home" or topics that "are never talked about in my family". As a society, the human family is being forced to "talk about" these things and why systemic racism has persisted. Therefore, better that we reason out the assessment of SRO programs as an opportunity rather than a burden otherwise our efforts will not be successful. We can now pioneer school-police improvement and set a standard for others that "education is powerful" and a microcosm of what society should look and act like. Systems can maintain patterns of behaviour and systems can consciously change patterns of behaviour when the goal is clear: the right to exist equally.

Context

In Canada, the recent tragic killings of Black, Indigenous and South Asian people during encounters with the police have come to the forefront of public discussion, protest and community action. We sadly remember Chantel Moore, Regis Korchinski-Paquet, Caleb Tubila Njoko, D'Andre Campbell and Ejaz Choudry all killed this year in the course of police wellness checks. If it were not for the horrific, tragic and public death of George Floyd, would society even think twice about these Indigenous and Black individuals who died during the course of routine police wellness checks? As communities ponder the effectiveness and culture of policing in today's society, the need for School Resource Officers (SRO) have become a focal point of discussion leaving some to advocate for the abolishment of the SRO program.

From an Indigenous perspective, the history of colonization, oppression and systemic racism began five hundred years ago. Land was stolen, women, children and men of colour were stolen, trafficked, violated and killed. Over the centuries, Indigenous people had many names for the oppressor including Indian Agents, Government Officials, Residential School Priests and Nuns, Royal Canadian Mounted Police and Police in general. As Jocelyn Thorpe, a history and women and gender studies professor at the University of Manitoba, explains, the Mounties were created for a specific purpose: to assert sovereignty over Indigenous people and their lands. While this may be difficult for many to hear, people of colour know this to be true today as more than 30% of inmates in Canadian prisons are Indigenous – even though aboriginal people make up just 5% of the country's population. In 2018, Black people were also dramatically over-represented in Canada's prison system, making up 8.6 of the federal prison population, despite the fact they make up only 3 percent of the population. These numbers are a reminder that systemic racism is alive and well in society today.

It is no wonder the School Resource Officers are challenged today to connect to those racialized communities. If schools utilize the SRO program predominately for the purpose of enforcement

and/or enforcement of school policies, they are likely to be met with opposition and defiance by Indigenous students and their families. A common error made by SROs is focusing solely on the student and not that of the family system when the hard truth is, officers will not bond with marginalized students without the overt or covert approval of the parents and/or grandparents. The families of our students are as vast and different as stars in the sky, inclusive of Two Spirited, Trans, and Non-Binary people who are most marginalized and deeply impacted by systemic racism. There is a painful history that needs to be respected and reconciled before relationships can be developed. For those school Principals and SROs that believe they are not part of that history and that students just need to respect their position of authority, you need to remember how authority, power and control was severely used and abused to erase generations and races of people. As service providers, it is crucial to examine one's own privilege that is carried into the work with students and families of colour.

But rather than eliminating the SRO Program, we recommend implementing standards and principles such as inclusion, relationship building, respect and sharing of power. These concepts are repeatedly referenced in the Truth and Reconciliation Recommendations as well as the Murdered and Missing Indigenous Women and Girls Calls to Justice which foster reconciliation and change to allow Indigenous and Black children, youth and families to feel seen, heard and supported in schools, public spaces and in communities.

We are aware that School boards across North America have consequently come under increasing pressure to cancel their SRO programs. How do these boards determine if their SRO programs have contributed to systemic racism? How do they know their program has been attempting to quietly disrupt it? How should school boards engage with their stakeholders about the value of their existing SRO program? Though tangible and meaningful action is warranted, we would argue that acceding to this pressure and outright canceling the SRO is the wrong decision. Instead, a more courageous, thoughtful and evidence-based response is called for, one that involves acting on the best we know about systems, trauma and engagement.

Purpose of the Guidelines

In answering the question if the SRO program is meeting its intended goals, one must have some clarity about the purposes of the program in the first place. Why does the SRO exist? We would argue that the answers to these questions rest first and foremost with the fundamental purpose of the education system. School is a social emotional learning environment that, in part, exists for the development of our young people into civically minded citizens. It is a task that school systems have shared jointly with parents as long as schools have been in existence. Schools and their staff serve as co-parents in developing the knowledge, skills, and dispositions of students so that they can develop into good human beings and contribute positively to the well-being of society.

By extension, then, the primary purpose of the SRO Program is to align itself with the school district's mission: the development of the whole child. How does the SRO accomplish this? The simple answer is by doing it in much the same way that teachers do. Think for a minute about

the teachers who had the biggest impact on your life. The odds are that they met two key criteria. First of all, they showed you that they cared about you as a person. These teachers no doubt had the ability to build relationships and did so by giving of themselves to make you want to do the same. The second characteristic relates to their competence, their ability to teach you concepts and ideas. An important point here is that the first skill--relationship building -- amplifies the effect of the second (skilled teaching). You remember these teachers firstly because they cared about you, and because of that, they were able to impact your learning. It is captured in the adage that "kids don't care how much you know, until they know how much you care."

Extending this idea to the SRO, then, means that successful SROs fulfill their mandate (and by extension the mandate of the school system) by first and foremost building positive relationships with students, and secondly through established competent policing standards. We have seen SRO's doing this in a myriad of ways. In its simplest form, it is about being a human being and taking genuine interest in students in such a way that it builds trust. Accomplishing the second part of the task (being a competent officer) works best if you do the first part well. This involves deft application of the law, keeping kids safe, and serving the broader community. Again, the impact of this work is amplified because of the relational intelligence of the SRO. The research makes it clear that "connection" with a healthy adult is a significant risk reducer in a student's life (See Appendix A).

Nevertheless, one aspect of SRO programs that has not been openly addressed is its' impact on racialized and marginalized students and the communities they come from. The vast majority of school districts and police services that have SRO programs have never conducted formal program evaluations. And of those who did, few focused on systemic racism or the lived experiences of Indigenous, Black and other racialized and marginalized communities. For the purposes of these guidelines we distinguish between formal "program evaluation and research" versus a "trauma-informed assessment" of SRO programs to better prepare school jurisdictions and police services to meet the objectives of these guidelines.

The Centers for Disease Control and Prevention (CDC) compare informal assessments of programs to program evaluation stating:

> What distinguishes program evaluation from ongoing informal assessment is that program evaluation is conducted according to a set of guidelines. With that in mind, this manual defines program evaluation as "the systematic collection of information about the activities, characteristics, and outcomes of programs to make judgments about the program, improve program effectiveness, and/or inform decisions about future program development." Program evaluation does not occur in a vacuum; rather, it is influenced by real-world constraints. Evaluation should be practical and feasible and conducted within the confines of resources, time, and political context. Moreover, it should serve a useful purpose, be conducted in an ethical manner, and produce accurate findings. Evaluation findings should be used both to make decisions about program implementation and to improve program effectiveness.

Many different questions can be part of a program evaluation, depending on how long the program has been in existence, who is asking the question, and why the information is needed.

In general, evaluation questions fall into these groups:

- **Implementation:** Were your program's activities put into place as originally intended?
- **Effectiveness:** Is your program achieving the goals and objectives it was intended to accomplish?
- **Efficiency:** Are your program's activities being produced with appropriate use of resources such as budget and staff time?
- **Cost-Effectiveness:** Does the value or benefit of achieving your program's goals and objectives exceed the cost of producing them?
- **Attribution:** Can progress on goals and objectives be shown to be related to your program, as opposed to other things that are going on at the same time?

All of these are appropriate evaluation questions and might be asked with the intention of documenting program progress, demonstrating accountability to funders and policymakers, or identifying ways to make the program better.

https://www.cdc.gov/eval/guide/introduction/index.htm

While we support the principles of program evaluation as outlined, the primary concern is that the impetus for questioning the role of police in schools is different from the original intent of all known SRO programs in Canada which did not include addressing systemic racism. The authors recognize that "Face Validity" is high for most SRO programs to be viewed as necessary for safe school functioning. Therefore, to evaluate whether these programs have addressed systemic racism or how racialized and marginalized students have experienced police in schools is a moot point. That data will not be found in evaluating existing programs because it was not part of the original intent of the SRO programs in Canada. But the data does exist in the lived experiences of past and former students and their families. As such, we recommend a hybrid methodology that includes an assessment of SRO programs as presented by the CDC but through a trauma-informed lens.

Using the CDC schematic of "implementation, effectiveness, efficiency, cost-effectiveness and attribution" as the standard will likely indicate that most SRO programs should continue to be supported by the "majority". Only a trauma-informed assessment will address the impact of systemic racism by creating a context to hear the stories of the perceptions and realities of all stakeholders. In other words, if the demographics of a school district is 80% Caucasian and the remaining 20% is Indigenous, the majority of students, staff and parents/caregivers may support the SRO program. But if the 20% feel threatened by police presence then saying "majority rules" simply perpetuates systemic racism. Therefore, these guidelines are for the purpose of assessing

the lived experiences of racialized and marginalized students and their families as relates to police in schools and then comparing it to the experiences of non-racialized students and their families. The primary outcome will be a determination of willingness and capacity for school jurisdictions and police services, along with key stakeholders, to openly modify SRO programs in the fight for equality. If not, then a traditional evaluation of the SRO program will ultimately fail in its aim.

Therefore, the overall purposes of these guidelines are to:

- Emphasize the importance of responsiveness to the communities served and the historical context of SRO programs/partnerships.
- Provide school boards/jurisdictions/authorities and police forces a framework for engaging with the communities they serve to ensure school board/police partnerships effectively meet the needs of the broader community.
- Offer school boards/jurisdictions/authorities and police forces an exemplar of best practices/guidelines provided by research or evidence-based practices for positive and effective programs.
- Provide school boards/jurisdictions/authorities and police forces a template to review their existing partnership, community engagement, and programs.
- Broaden the contextual information that police forces require from educational partners in meeting the needs of specific students and/or families. Currently many police/board protocols provide guidance as it relates to students with special needs. This should be broadened to other vulnerable and/or marginalized populations.
- Provide guidance on the inclusion of trauma-informed practices as part of school board and police partnerships serving students.
- Effectively delineate the different functions and circumstances requiring police involvement in a school context
- Effectively and collaboratively define the role of SRO programs in any specific jurisdiction
- Provide guidance on the effective maintenance of SRO programs moving into the future, including a review/revisiting process at set times in the future

Readiness of School Boards and School District/Division leaders to Formally Consider a Trauma-Informed Assessment with Racialized and Marginalized Students and their Parents or Caregivers

Individual School board trustees and school district / division leaders should consider the messages and dynamics presented in Section One of these guidelines. Each should consider their personal emotional response and their cognitive response to them. Then, in an "in camera" meeting, they should openly share their perspectives and the level of emotional energy they believe they have to lead a trauma-informed assessment. We are aware there is a high level of emotional reactivity for many people when systemic racism is the focus and not everyone can manage their emotional response well. Only board members and district leaders who are prepared to serenely face the rigorousness of a review should be on the committee to assess the SRO program. Because racialized and marginalized communities have been traumatized for so long, many can tell when they are in the presence of a racist individual or an individual who is unaware of their racism, even if that person is claiming not to be. However, most can sense "genuiness" in leaders of schools, police and others with relative ease.

Readiness of Police Service leaders to Formally Consider a Trauma-Informed Assessment with Racialized and Marginalized Students and their Parents/Caregivers

The police chief and senior police leadership along with other related bodies (police commission, etc.) should consider the messages and dynamics presented in Section One of these guidelines. Each should consider their personal emotional response and their cognitive response to them. Then, in a "police only" meeting, they should openly share their perspectives and the level of emotional energy they believe they have to lead a trauma-informed assessment. This is especially critical for police leadership as they have become the symbolic representation of racism whether a police service has been working towards addressing systemic racism or not. Although police are used to being viewed as the "bad guys" from time to time, this is different as police are taking the brunt of this multigenerational societal issue with many other organizations not taking a position because they are satisfied to let the police bear this one. As noted in the preliminary guidelines released in June, 2020, SRO roles are unique from traditional police practice but sometimes they can be "set up" to preform that traditional role by some school leaders:

> In schools where there is not ongoing review and collaboration between school leaders and police, the SRO program can vary from student engagement and relationship building on one end of the continuum to enforcement on the other. Some school districts prefer to have their SRO's spend the majority of their time doing classroom presentations. At its highest level, SRO's should be developing meaningful relationships with all students with a special emphasis on those who are marginalized or racialized for the purpose of creating a genuine experience. Police who understand the effects of trauma including systemic racism are best positioned to have a positive impact on student well-being. Police who see

"ensuring safe and caring schools" as a broader social dynamic understand they are becoming part of the school family which generalizes into them becoming part of the overall community family. Although there should be flexibility in the roles SRO's can play in the school, there should be a primary emphasis on creating an open dynamic between students, staff, parents (caregivers), school administration and the SRO where the physical, emotional, cultural and racial safety of all are paramount.

Some SRO practices in Canadian schools are not because the police officer wants it that way but because school administrators do. This means that some SRO's sought out the specialized role of working in schools because of a desire to work with and support students. The difficulty has been that occasionally there have been school administrators who wanted them primarily to "police" their school in the traditional sense of law enforcement. In this sense some police have been set up by the school to play a role the program never intended. This can leave police being directed by the school to engage is practices that may be consistent with the administrator's racial bias rather than the SRO's. This is the complexity of systemic racism.

Police in Schools: Laying the Foundation for a Trauma-Informed Assessment of School Resource Officer (SRO) Programs, June 24, 2020 NACTATR E-Alert
https://nactatr.com/news/alert-sro.html

Police leadership must be prepared to bear the weight now for the benefit of the police service and community in the months and years that follow. There must also be openness between the school board and district / division leaders to engage willingly with police in this collaborative process.

Consider a Skilled Facilitator

School, police and community leaders should also consider if their context and circumstance would be better supported by appointing / hiring an external facilitator. In some cases that may be an individual external to the organizations who is taking the lead of designated parts of the trauma-informed assessment, like "town hall meetings" but they are still from the community or region. In other cases, it could be a facilitator from outside the region who is viewed as unbiased by local dynamics. We state in our crisis response work that "everything we do in crisis response is meant to lower the anxiety of the system we are supporting" and addressing systemic racism will elicit a crisis and trauma response for some.

As noted earlier, these guidelines are meant to be helpful as both a prompt for discussion and to assist in the organization of a trauma-informed assessment of SRO Programs where necessary. The five phases below are recommendations only. It is understood by the authors that some communities are already well into a satisfactory review process and have an established plan while others have been looking for some guidance and may choose to use these guidelines as their primary template.

Trauma-Informed Assessment - Five Phase Recommendation

Trauma-informed assessments are generative by design and are intended to engage participants in dialogue that supports them in sharing their experiences and perspectives as well as providing them with an active role in the designing and restructuring of the SRO program where deemed necessary. The five phases of the Trauma-Informed Assessment (TIA) are grounded in trauma informed leadership practices that understands that while SRO programs require clearly defining the function and role of SROs, the TIA process is also designed to lower systemic anxiety so a proper assessment can be conducted. Alongside this principle, is the understanding that no two communities are the same, and thus, no two SRO programs function the same. The 5 phase TIA SRO assessment requires dedicated collaboration. Collaboration that is done in the spirit of moving forward for the benefit of all versus the specific interests of individuals, their organizations or perceived politics. That being said, the 5 Phases of the Trauma-Informed Assessment of the SRO programs across Canada are outlined as follows:

Phase 1

Preliminary Leadership Meeting
Purpose: Leaders/CEO from all vested stakeholders meet to identify their commitment to actively participate and commit resources to the Trauma-Informed Assessment of their SRO program. A joint communication plan and appropriate press release to outline the joint plan to community.

Phase 2

Working Committee: Preliminary Data Collection
Purpose: This committee will be responsible to the leadership group to design and collect survey data that will serve two functions: a) to provide preliminary data on current status of SRO program. b) to provide data to formulate core questions for the community consultation process.

Phase 3

Community Town Hall Conversation
Purpose: The purpose of the community conversation is to generate dialogue and truth specifically related to the SRO program. The structire and recommended design is a trama-informed process that is intended to hear issues. This is not intended as a "justification" meeting.

Phase 4

Information Sharing: Communication from Leadership
Purpose: Leadership committee shares the results of the Community Town Hall Conversation with all of their constituents as well as the joint commitments related to what is changing as a result of the consultation process.

Phase 5

Continuous Assessment Commitment
Purpose: Leadership establishes and communicates the policy commitments related to the ongoing assessment of the SRO program that clearly outlines methodology and the frequency of the assessments. Regular quarterly meetings with the working committee that examines and responds to local trends related to the SRO program. Personnel issues are the function of respective HR departments.

Phase 1: Preliminary Leadership Meeting

While the SRO programs across Canada are largely an interaction between School Boards and the Police of Jurisdiction, expanding the stakeholder group for the Trauma-Informed Assessment is necessary. In the same fashion as highly effective "Community TES™ and VTRA™ Protocols", commitment and data shared from multiple stakeholders determines the most accurate information supporting the NACTATR principle- "the better the data, the better the assessment and the better the assessment the better the intervention". Therefore, the importance of having system leaders discuss their current realities about their SRO programs is essential. The purpose of the preliminary meeting is to get clear on the presenting issues, and saying what needs to be said. For example, a simple analysis where organizational leaders ask critical questions like a) What are our current policies on inclusion and diversity in our organization? b) What are our strengths and where do we need to grow can provide valuable insight in the initial process. Another significant task for the leadership team is to openly discuss the qualities and leaders they would like for the working committee consistent with the demographic representation of the community when possible. (See Phase 2: Function of the Committee).

From there, all decisions are grounded in the collective interest of the stakeholders rather than a singular agency. Protecting organizational domains is counterproductive to good Trauma-Informed assessment.

Phase 2: Working Committee

The function of the working committee is integral to the overall effectiveness of the Trauma-Informed Assessment process. It serves three primary functions: a) it is an information conduit to the Leadership team, b) it is an information conduit from the stakeholder agencies to their respective community partners and c) it is responsible for collaboratively designing surveys, and collecting the data needed for Phase 3: Community Engagement.

Step 1) Leadership team and Working Committee spend one day identifying and outlining a mission statement, scope of work for the committee, determine the resources (shared between organizations including Human Resources (e.g. Administration Support), and expected timelines.

Step 2) Working Committee meets with their respective agency stakeholders (parents/caregivers included) to discuss mission and scope of the SRO Trauma-Informed Assessment and its intention.

Step 3) Working committee distills the data collected from their community consultation into major "themes" and then develops questions that align with the highlighted themes.

Step 4) Collaborative meeting with Leadership team to discuss the survey and make necessary adaptations.

Step 5) Implement the Survey.

Step 6) Data is collected, analysed and coded outlining the presenting themes.

Step 7) Joint meeting with Leadership team. Themes are presented and community engagement plan begins. The main outcome for this meeting should ask: "what do we want to learn" and "get right" as a result of our community engagement process?

Step 8) Team selects a location(s) for community engagement: Location is important and sometimes selecting a school or police building as a place for a meeting can be traumatic stimuli for those whose feedback is critical. We suggest, where possible, that community engagement meetings occur and are hosted by an agency/agencies that serve minority and marginalized citizens. We also understand that during the pandemic this may include remote ways of meeting.

Phase 3: Community Engagement - The "Town Hall"

Traditional community engagement practices have generally focused on gathering key information based on the fiduciary responsibilities of governing boards (e.g. School boards, non-profit boards, police commissions) that, at times, functions around asking the question of "what is wrong?". The intention of a trauma-informed community engagement meeting is to harmonize the power relationship between governing bodies and the communities they serve. Rather than being the holder of all solutions and decisions, the generative community process asks what key questions do we need to ask our community citizens to fully understand first what the problem is (systemic racism) and to generate dialogue that fosters genuine open conversation. "Naturally Open Systems" are not threatened by the range of emotions that should be present during peoples sharing of emotionally and traumatically reactive experiences. A full understanding of a trauma-informed assessment recognizes that a truly caring process will eventually lower the collective anxiety in the system. The following are some strategies to consider in establishing a trauma-informed generative community engagement meeting:

1. Based on the survey data in phase two, identify the core emerging themes (role of SRO as an example) and form 3-4 key generative questions. In keeping with the example of the role of the SRO an example of a generative question is: what are the personality characteristics you would like an SRO to have?
2. Location: Host community meeting in neutral locations. Hosting meetings in schools, in police stations, or near police stations may be traumatic stimuli for some of the participants.
3. Meeting protocol and procedures must honor cultural protocols. For example – having an Indigenous knowledge keeper open a meeting in a prayer or a cultural ritual (smudge).
4. Each table must have assigned to it a strategically selected facilitator who is skilled in listening to the voice of participants. It is recommended that a recorder is also assigned. Unstructured open microphone format is not recommended.
5. Working committees should strategically select one of its members to provide an overview of what will happen with the data provided, how it will be used, and its intention.

6. Closing statements from the Leadership Committee to conclude the meeting. Closing statements that are supportive to participants and reflect what has been said leaves participants knowing they have been heard. Where possible commitment statements need to be made: for example, "we will take what is said in this meeting and report back to you in (determine specific time) you will all receive a summary and the information will also be accessed at (identify web address) website".

7. Having a visual road map (poster) where community participants can see what phase the committee is in and where they are going is important. For example, small posters can be placed in multiple community agencies, schools, and police detachments to visual represent the work of the committee.

Phase 4: Information Sharing: Results and Actions

While the initial weight of initiation for the TIA process rests on Police and School Boards, each of the 5 phases of the Trauma-Informed Assessment (TIA) requires consistent and clear communication from the Leadership committee as a whole. However, communicating the results of the TIA process during this phase is critical to sustaining any form of engagement with the "community". A key principle in TES™ and VTRA™ rests on the tenet that "two people can absorb (manage) more anxiety that than one can" on their own and this principle holds true when we talk about multiple agency communication. When multiple systems communicate congruently to their respected community members, demonstrating a "WE are in it together approach", it results in lowering systemic and community anxiety. In other words, communicating the results and actions that all organizations took sends the message "we heard you". More closed systems will sometimes fall in the trap of not committing equal emotional energy "post" town hall meetings largely in part because the organization feels it has "done its part" thus lowering their systems anxiety, all while have little to no impact on the citizens it is designed to serve. The following are some best practices associated with information sharing:

1.) Using you and your partners social media platforms: Strategically releasing media follow up on a regular and consistent basis is valuable to the citizens of the community. Some tips: Have a community agency launch a press release from the Committee first, followed by a delay (as decided by the working group) in the sequence and timing of subsequent releases. Portraying the community ownership again lowers systemic anxiety.

2.) Media and Press Releases: Any TV or radio media coverage should model the collaborative efforts of the committees. Where possible have two CEO's together during an interview. If not, sharing common briefing notes is appropriate.

3.) Where possible and appropriate, have parent council chairs and stakeholders be the face of sharing information.

4.) All media and press releases should contain the "so what" of the TIA process. At least one action item embedded in each communication.

5.) Organize a writing committee who will be directed by the stakeholder leaders to write a formal report of the findings and recommendations as well as plans of action already under way and others that require further consultation.

6.) Leadership should have regular internal communication with their staff regarding the TIA results and process. Depending on pre-existing relationships, community members generally associate, first, with the organization (uniform) then the issue. All sub-systems within each partner organization must have the same congruent messaging where possible.

Phase 5: Continuous Commitment to Assessment

Any sustainable changes to an SRO program will require a continuous Trauma-Informed Assessment process that includes input from connected stakeholders. Leading this commitment are the primary holders of SRO programs across Canada: Police Services and School Divisions. As the spotlight shines on the SRO programs across North America, one of the challenges that these organizations are recognizing is that SRO programs were often functioning well for the majority, and because of that, very few questions were asked around "how well" and "for whom"? While some SRO programs were evaluated based on "cost-effectiveness"/efficiency, many of the recommendations were shelved because they do not focus on the "function" of the program. The trauma-informed focus provided by these guidelines provides data driven insights on what needs to be "seen" in order to mitigate any further systemic racism. Continuous ongoing Trauma-Informed Assessments connected to policy and procedures for School Divisions and Police Services are recommended.

Guideline Overview for Stakeholder Engagement

- It is critical that a local graphic be generated to ensure that people do not interpret a hierarchy. It needs to show the following groups: School Board Staff, School-Based Staff, Students, Parents/Caregivers, Community Leaders, School Board Committees (for example, Indigenous Education and Special Education), Police and others. For example:

- Genuine statements about the importance of this work being done jointly by school boards and police need to be developed.

- Suggested Engagement Tools: surveys, focus groups, FAQs, virtual or live 'town hall' sessions, an annual revisiting process with stakeholders
- Opportunities for learning and/or training being offered to multiple stakeholders should also be emphasized as an effective practice to build collaboration and relationships
- A kick-off event allowing for some joint learning and/or training with a group of stakeholders might be useful with follow up, facilitated break-out focus groups
- Recommendation for a formal feedback loop based on any voice garnered as part of the collaborative, engagement process
- Must provide and maintain clarity on the purpose of group engagement. Need to ensuring that school board and police partnerships are being responsive to the needs of the specific community/communities
- Must continuously recognize the importance of building and/or nurturing relationships as an essential to maintaining constant dialogue and respectful conflict resolution.

SRO Trauma Informed Assessment: NACTATR on-line National Repository

Effective September 1, 2020 NACTATR will house a National Repository that will include various supporting documents to support you, our colleagues, in the developmental and initiating phases of the SRO Trauma-Informed Assessment. The repository will be housed in our NACTATR Client Portal (NCP). To access the SRO repository, and other NACTATR resources, you will have to complete a simple registration. Click on the following link: https://ncp.nactatr.com/ and click the button titled **"first time user"**.

SECTION FOUR

Multi-Tiered Consideration for School-Police-Community Programing

This section provides a complete and comprehensive School Resource Officer (SRO) Memorandum of Understanding (MOU). As noted earlier, the vast majority of SRO program overviews and job descriptions in Canada are very brief and often only one to two pages. For work as important as that of SRO's there should be far more detailed descriptions and processes for this school-police collaboration. The template provided can also assist with developing more of a national standard for SRO programs.

As well, we encourage school boards, police and communities to consider new ways of supporting students and families of racialized and marginalized communities. The image below represents three types of interconnected policing that builds on the SRO program. Where resources are available, and community commitment is present, we support a robust SRO unit for all school divisions / districts with a smaller unit called Youth Resource Officers who are not confined to working school hours but can work evenings and weekends to better connect with parents and caregivers along with students who are non-attenders. The third unit is a diversity team(s) that is not school attached or student focused but instead works with stakeholders and all community members from racialized and marginalized communities.

Acknowledgement: The sample MOU that follows and the United States Secret Service Safe School Initiative (SSI) referenced in Appendix "A" of these Guidelines are both projects of which our co-author Dr. William Pollack was also a co-author and contributor. We wish to thank him for his many contributions. As well, the SRO MOU is adapted from its original, released by Attorney General Maura Healey, the Executive Office of Public Safety and Security, and the Department of Elementary and Secondary Education, State of Massachusetts and we wish to thank them for their thoughtful work.

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School Resource Officer (SRO) Memorandum of Understanding

Memorandum of Understanding Between

_____ [Public] Schools and _____ Police Services / Department

This agreement (the "Agreement") is made by and between _____ [*insert name of school district or private school*] (the "District") and _____ Police Service / Department (the "Police Service") (collectively, the "Parties"). The Chief of Police of the Police Service (the "Chief") and the School Board Chair and/or the Superintendent of the District [*or, as appropriate:* the head of the school] ("the Superintendent") are each a signatory to this Agreement. The provisions of this Agreement in **bold typeface** are supported by local, provincial or Federal Canadian law under Laws XX...

X.   Purpose

The purpose of this Agreement is to formalize and clarify the partnership between the District and the Police Service to implement a School Resource Officer ("SRO")***[can be YRO] program (the "Program") [*identify particular school name if relevant:* at _____ School (the "School")] in order to promote school safety; help maintain a positive school climate for all students, families, and staff; enhance cultural understanding between students and law enforcement; promote school participation and completion by students; facilitate appropriate information-sharing; and inform the Parties' collaborative relationship to best serve the school and surrounding community.

This memorandum is not intended to, does not, and may not be relied upon to create any rights, substantive or procedural, enforceable by any person in any civil or criminal matter.

XI.   Mission Statement, Goals, and Objectives

The mission of the Program is to support and foster the safe and healthy development of all students in the District [*or at the School*] through strategic and appropriate use of law enforcement resources and with the mutual understanding that school participation and completion is *indispensable* to achieving positive outcomes for youth and public safety.

The Parties are guided by the following goals and objectives (the "Goals and Objectives"):

- To foster a safe and supportive school environment that allows all students to learn and flourish regardless of race, religion, national origin, immigration status, gender, disability, sexual orientation, gender identity, and socioeconomic status;
- To promote a strong partnership and lines of communication between school and police personnel and clearly delineate their roles and responsibilities;

- To establish a framework for principled conversation and decision-making by school and police personnel regarding student misbehavior and students in need of services, including *prevention* services;
- To ensure that school personnel and SROs have clearly defined roles in responding to student misbehavior and that school administrators are responsible for code of conduct and routine disciplinary violations;
- To minimize the number of students unnecessarily out of the classroom, arrested at school, or court-involved;
- To encourage relationship-building by the SRO such that students and community members see the SRO as a facilitator of needed [emotional, personal, etc.] supports as well as a source of protection;
- To provide requirements and guidance for training including SRO training required by law and consistent with best practices, and training for school personnel as to when it is appropriate to request SRO intervention;
- To outline processes for initiatives that involve the SRO and school personnel, such as violence prevention and intervention and emergency management planning; and
- To offer presentations and programming to the school focusing on criminal justice issues, community and relationship building, and prevention, health, and safety topics.

XII. Structure and Governance

The Parties acknowledge the importance of clear structures and governance for the Program. The Parties agree that communicating these structures to the school community, [and all stakeholders] including teachers and other school staff, students, and families, is important to the success of the Program.

A. Process for Selecting SRO

The Parties acknowledge that the selection of the SRO is a critical aspect of the Program and that it is important for the Parties and the school community to have a *positive perception of and relationship with the SRO*.

In accordance with [add appropriate] law, the Chief shall assign an officer whom the Chief believes would foster an optimal learning environment and educational community and shall give preference to officers who demonstrate the requisite personality and character to work in a school environment with children and educators and who have received specialized training in child and adolescent emotional and cognitive development, de-escalation techniques, and alternatives to arrest and diversion strategies. [**_Perhaps Insert here or close in what is now included below as Section VII: SRO Training_] The Chief shall work collaboratively with the Superintendent in identifying officers who meet these criteria and in selecting the officer who is ultimately assigned as the SRO. [*Note: regional school districts should tailor this paragraph to specify*

how chiefs of different towns should work together, and with the Superintendent, to select the SRO).]

The Chief shall consider the following additional factors in the selection of the SRO:

- Proven experience working effectively with youth;
- Demonstrated ability to work successfully with a population that has a similar racial and ethnic makeup and language background as those prevalent in the student body, as well as with persons who have physical and mental disabilities;
- Demonstrated understanding of systemic racism and the effects of multigenerational trauma including the histories between police systems and racialized and marginalized communities;
- Demonstrated commitment to making students and school community members of all backgrounds feel welcomed and respected;
- Demonstrated commitment to de-escalation, diversion, and/or restorative justice, and an understanding of crime prevention, problem-solving, community, behavioral threat assessment and trauma-informed policing in a school setting;
- Commitment to learning about perceptions, experiences and needs of immigrant students and their families as represented within the school setting;
- Knowledge of school-based legal issues (e.g., confidentiality, consent), and demonstrated commitment to protecting students' legal and civil rights;
- Knowledge of school safety planning and technology;
- Demonstrated commitment and ability to engage in outreach to families and the community;
- Knowledge of school and community resources;
- A record of good judgment and applied discretion, including an absence of validated complaints and lawsuits; and
- Public speaking and teaching skills.

In endeavoring to assign an SRO who is compatible with the school community, the Chief shall receive and consider input gathered by the Superintendent/Director from the school principal(s) and representative groups of teachers, parents, and students, in addition to the Superintendent. **In accordance with appropriate law, the Chief shall not assign an SRO based solely on seniority.**

The Chief shall consider actual or apparent conflicts of interest, including whether an officer is related to a current student at the school to which the officer may be assigned as an SRO. As part of the application process, officers who are candidates for an SRO position shall be required to notify the Chief about any relationships with current students or staff members or students or staff members who are expected to join the school community (e.g., children who are expected to attend the school in the coming years). Any SRO who has a familial or other relationship with a student or staff member that might constitute an actual or apparent conflict of interest shall be required to notify his

or her appointing authority at the earliest opportunity. The Police Service shall determine the appropriate course of action, including whether to assign another officer to respond to a particular situation, and will advise the SRO and the District accordingly. Nothing in this paragraph is intended to limit the ability of the SRO to respond to emergency situations in District schools.

B. Supervision of SRO and Chain of Command

The SRO shall be a member of the Police Service and report directly to _____ [identify Police Service supervisor by position]. [Or in cases in which the District has a police service which reports to the Superintendent: The SRO shall be designated as a special employee of the District and shall report directly to _____ [identify school or District supervisor by position]]. To ensure clear and consistent lines of communication, the SRO shall meet at least monthly with the principal and any other school officials identified in Section V.A. The SRO shall ensure that the principal remains aware of material interactions and information involving the SRO's work, including, but not limited to, students of concern, arrests and searches of students' persons and property, consistent with Section V.D.

C. Level and Type of Commitment from Police Service and School District

The salary and benefits of the SRO shall be covered by _____ [insert which party is responsible, or the percentages each party is responsible for]. The costs of the training required by this Agreement and any other training or professional development shall be paid by _____ [insert which party is responsible, or the percentages each party is responsible for].

[Insert which party is responsible for any other foreseeable costs, or the percentages each party is responsible for.]

[Insert a paragraph detailing what the District will make available to the SRO with respect to space and equipment, such as dedicated and secure office space for the SRO that allows the SRO to engage in confidential conversations, a desk, chairs, and access to any technology needs. Also specify what equipment the Police Service will provide.]

D. Integrating the SRO

The Parties acknowledge that proper integration of the SRO can help build trust, relationships, and strong communication among the SRO, students, and school personnel.

The District shall be responsible for ensuring that the SRO is formally introduced to the school community, including students, parents, and staff. The introduction shall include information about the SRO's background and experience, the SRO's role and responsibilities, what situations are appropriate for SRO involvement, and how the SRO

and the school community can work together, including how and when the SRO is available for meetings and how and when the school community can submit questions, comments, and constructive feedback about the SRO's work. The introduction for parents shall include information on procedures for communicating with the SRO in languages other than English. The SRO shall also initiate communications with students and teachers to learn their perceptions regarding the climate of their school.

The SRO shall regularly be invited to and attend staff meetings, assemblies, and other school convenings. The SRO shall also be invited to participate in educational and instructional activities, such as instruction on topics relevant to criminal justice and public safety issues. [*NOTE: Some districts might add working with community partners on campaigns and messages in schools (e.g., to prevent substance use, vaping, and distracted driving).*] If the District has access to a student rights training through a community partner, the school shall consider offering such a training to students, where practicable, at the start of each school year. The SRO shall make reasonable efforts to attend such training. The SRO shall not be utilized for support staffing, such as hall monitor, substitute teacher, or cafeteria duty.

The Parties acknowledge that the SRO may benefit from knowledge of accommodations or approaches that are required for students with mental health, behavioral, or emotional concerns who have an individualized education program ("IEP"/ Rehabilitation Act ("504 Plan"). Or equivalent, under the appropriate Laws]. School personnel shall notify parents or guardians of such students of the opportunity to offer the SRO access to the portions of [documents] that address these special accommodations or approaches. It is within the sole discretion of the parents or guardians to decide whether to permit the SRO to review such documents. If a parent or guardian provides such permission, the SRO shall make reasonable efforts to review the documents. Whenever possible, the school shall make available a staff member who can assist the SRO in understanding such documents.

The SRO shall participate in any District and school-based emergency management planning. The SRO shall also participate in the work of any school threat assessment team to the extent any information sharing is consistent with obligations imposed by the appropriate laws (see further information in Section V).

E. Complaint Resolution Process

The Parties shall develop and implement a simple and objective complaint resolution system for all members of the school community, including students, to register concerns that may arise with respect to the SRO or the Program. The system shall comply with Police Service policies and shall provide for timely communication of the resolution of the complaint to the complainant. The system shall also allow students, parents and guardians to submit complaints in their preferred language and in a confidential manner that protects the identity of the complainant from the SRO consistent with any of the SRO's due process rights and any applicable employment protections.

All students, parents, guardians, teachers, and administrators shall be informed of the complaint resolution system and procedures at the beginning of each school year and must align with the conflict resolution policies and procedures of the respective School Division and Police Service.

The Parties shall develop and implement a system that allows for the SRO and other Police Service officers to register concerns, including concerns about misconduct by teachers or administrators, that may arise with respect to the Program.

F. Annual Review of the SRO and the SRO Program

The Chief and the Superintendent/Director shall annually review the performance of the SRO and the success and effectiveness of the Program in meeting the Goals and Objectives. [*NOTE: Some programs may wish to have more frequent reviews.*] The review shall be conducted at the end of each school year in a meeting among the SRO, the Chief, and the Superintendent. A copy of the review shall be supplied to each attendee.

The Chief and Superintendent/Director shall jointly develop and agree in advance on the metrics for measuring the SRO's performance and the success and effectiveness of the Program. The review shall include measures that reward the SRO's performance, subject to the terms of any applicable collective bargaining agreements, for compliance with the terms of this Agreement and the SRO's contributions to achieving the mission, purpose, goals, and objectives as set forth in Sections I and II. The review shall consider SRO efforts to prevent unnecessary student arrests, citations, court referrals, and other use of police authority. The review shall also assess the extent of the SRO's positive interactions with students, families, and staff and the SRO's participation in collaborative approaches to problem-solving, prevention, and de-escalation and prevention activities.

The Chief and Superintendent shall provide a procedure for receiving feedback from the school community, including principal(s), teachers, students, and families of the school(s) to which the SRO is assigned. The Chief shall seriously consider any such feedback and shall make a good faith effort to address any concerns raised; however, the final selection and assignment of the SRO shall be within the sole discretion of the Chief, pending the Superintendent of the Schools final Agreement. If the Superintendent/Director recommends that the SRO not be assigned to a specific school, the Chief shall provide an explanation of any decision to maintain the SRO's assignment and a process to resolve the differences to achieve mutual agreement shall be in place.

XIII. Roles and Responsibilities of the SRO and School Administrators and Staff in Student Misbehavior

The Parties agree that school officials and the SRO play important and distinct roles in responding to student misbehavior to ensure school safety and promote a positive and supportive learning environment for all students.

The SRO while functioning in a mentoring and "counseling" role to students in the course of their duties shall not serve as a school disciplinarian, as an enforcer of school regulations, or in place of appropriate school-based mental health providers, and the SRO shall not use police powers to address traditional school discipline issues, including non-violent disruptive behavior.

The principal or his or her designee shall be responsible for student code of conduct violations and routine disciplinary violations. The SRO shall be responsible for investigating and responding to criminal misconduct. The Parties acknowledge that many acts of student misbehavior that may contain all the necessary elements of a criminal offense are best handled through the school's disciplinary process. The SRO shall read and understand the student code of conduct for both the District and the school.

The principal (or his or her designee) and the SRO shall use their reasoned professional judgment and discretion to determine whether SRO involvement is appropriate for addressing student misbehavior. In such instances, the guiding principle is whether misbehavior rises to the level of criminal conduct that poses (1) real and substantial harm or threat of harm to the physical or psychological well-being of other students, school personnel, or members of the community or (2) real and substantial harm or threat of harm to the property of the school.

In instances of student misbehavior that do not require a law enforcement response, the principal or his or her designee shall determine the appropriate disciplinary response. The principal or his or her designee should prioritize school- or community-based accountability programs and services, such as peer mediation, restorative justice, and mental health resources, whenever possible.

For student misbehavior that requires immediate intervention to maintain safety (whether or not the misbehavior involves criminal conduct), the SRO may act to deescalate the immediate situation and to protect the physical safety of members of the school community. To this end, school personnel may request the presence of the SRO when they have a reasonable fear for their safety or the safety of students or other personnel.

When the SRO or other Police Service employees have opened a criminal investigation, school personnel shall not interfere with such investigation or act as agents of law enforcement. To protect their roles as educators, school personnel shall only assist in a criminal investigation as witnesses or to otherwise share information consistent with Section V, except in cases of emergency. Nothing in this paragraph shall preclude the principal or his or her designee from

undertaking parallel disciplinary or administrative measures that do not interfere with a criminal investigation.

A student shall only be arrested on school property or at a school-related event as a last resort or when a warrant requires such an arrest. The principal or his or her designee shall be consulted prior to an arrest whenever practicable, and the student's parent or guardian shall be notified as soon as practicable after an arrest. In the event of an investigation by the SRO that leads to custodial questioning of a juvenile student, the SRO shall notify the student's parent or guardian in advance and offer them the opportunity to be present during the interview.

If in accordance with pertaining law, the SRO shall not take enforcement action against students for Disturbing a School Assembly or for Disorderly Conduct or Disturbing the Peace within school buildings, on school grounds, or in the course of school-related events.

It shall be the responsibility of the District to make teachers and other school staff aware of the distinct roles of school administration and SROs in addressing student misbehavior, consistent with this Section and this Agreement, as well as the Standard Operating Procedures accompanying this Agreement and described in Section VIII.

XIV. Information Sharing Between SROs, School Administrators and Staff, and Other Stakeholders

The Parties acknowledge the benefit of appropriate information sharing for improving the health and safety of students but also the importance of limits on the sharing of certain types of student information by school personnel. The Parties also acknowledge that there is a distinction between student information shared for law enforcement purposes and student information shared to support students and connect them with necessary mental health, community-based, and related services.

A. Points of Contact for Sharing Student Information

In order to facilitate prompt and clear communications, the Parties acknowledge that the principal (or his or her designee) and the SRO are the primary points of contact for sharing student information in accordance with this Agreement. The Parties also acknowledge that, in some instances, other school officials or Police Service employees may serve as key points of contact for sharing information. Such school officials and Police Service employees are identified below [*identify by title, not name*]:

_____

_____

_____

Legal Matters Pertaining to Violence Threat Risk Assessment (VTRA)
Source: *Violence Threat Risk Assessment: A Community-Based Approach 10ᵗʰ Edition*
©North American Center for Threat Assessment and Trauma Response and the Government of British Columbia School/Police VTRA Protocol

Police or Other Public Safety Agency Involvement in Student Interviews / Investigations

Law enforcement agencies will strive to avoid conducting interviews or investigations at schools. However, it is acknowledged that there will be some situations when interview procedures must take place at the school as a result of specific circumstances including, but not limited to, concern for the student's safety, need to gather information from a student witness and/or need to interview a student who may be a suspect in a criminal investigation. In such cases, the school will strive to maintain respectful and low-profile interactions between students and police/public safety personnel.

a) Where the police wish to interview a student on school premises, the following guidelines will be observed.

- The principal or vice principal will work with agency personnel to determine whether it is imperative to conduct the interview on school premises.
- The principal or vice principal granting permission for interviews on school premises shall be responsible for ensuring an appropriate setting is made available for the interviews and shall assist the police in determining appropriate times for the interviews. He/she shall ensure that a parent(s)/guardian(s) is immediately notified except in a case where it is deemed that immediate notification would compromise student safety and/or the security of an evidence trail.
- If the interview is to take place at school, the police or other agency representatives will be requested to delay any interview until the parent(s)/guardian(s) has been contacted and provided an opportunity to attend unless it is critical that the interview be held without parent/guardian presence/involvement.
- It is up to the student being interviewed, and not up to the school or the police, to determine who will be present to provide support during the interview.
- Consultation time will be provided for the student and the student's support person prior to the interview.

b) Where the police wish to conduct an interview with a student witness / potential student witness or student victim on school premises, it is not necessary to follow the procedures above, however, parent(s)/guardian(s) will be contacted as soon as is practical. The principal or vice principal will attend such an interview if requested by the student. The primary purpose would be to provide support for the student. Whether to attend should be determined taking into account such factors as the age and maturity of the student and the nature of the incident being investigated. If the student wishes the interview to be conducted in private, then that would be respected.

c) Where a serious crime is involved, an alternate location for the interview, determined in consultation with a parent(s)/ guardian(s), may be chosen.

d) If a student is being transported by police or other public safety agency personnel from the school, the principal or vice principal will work to ensure that the movement of the student to the agency vehicle is done in a safe and low-profile manner and that the student's parent(s)/guardian(s) are made aware of the destination as soon as possible.

VTRA Parallel Investigations

Police need to disclose relevant information to school personnel pursuant to the *Youth Criminal Justice Act (YCJA s.125)* in a timely manner in all threat assessment files that involve students.

* If a threat maker is being taken into custody police need to advise the school the approximate time when he or she will be released to the parent(s)/guardian(s). Are there immediate safety concerns if the threat maker(s) is released to the parent(s)/guardian(s)? There can be grounds to extend the hold, if required, to ensure public safety.

Youth Criminal Justice Act:

Youths may be arrested by the police for more serious offences. The rights expressed in the Canadian Charter of Rights and Freedoms apply to youths and adults.

"Youths and adults have the right to obtain immediate legal counsel of their own choice upon arrest or detention. The youth offender also has the right to have his or her parent(s) or guardian(s) present during questioning. Upon arrest or detainment, these rights must be explained in clear and understandable language. If the police have violated the above rights, the charges may be dismissed by a judge or any statements made to the police may be ruled inadmissible by the judge in court."

Search and Seizure

Locker / Bedroom / Digital Footprint Dynamic

In general, when people do not want to be discovered engaging in, potentially stopped from continuing with behaviours and/or do not want the items, products and trophies related to the behaviour randomly discovered, they choose to conceal evidence in a location where they believe they have an expectation of privacy. Sometimes the location is secret to them, but it may also be a location they know to be private because they alone have access to it. Locations such as their own residence or, if they do not live alone, their

personal bedroom or office is often typical. If the dynamic of the residence is such that there is no reasonable expectation of privacy within the entire location, the chosen location for the behaviour may become a garage, tool shed or motor vehicle that affords privacy.

Likewise, in a school setting the locker is one of the first places to find drugs, weapons and other contraband. It is now standard practice in a school-based VTRA and/or police-based VTRA to show a concerted interest in the locker and bedroom dynamic. Examination of these locations may help establish if there is any evidence that a threat maker is engaging in behaviours consistent with their threat.

The locker and bedroom dynamics are not exclusive because when we find evidence of planning in these locations, we often find further evidence elsewhere including at school in the threat maker's backpack, desk, textbooks, student and in other locations.

The more committed an individual is to carrying out an offence without being caught, the more likely they may hide weapons, ammunition, floor plans, maps and other items elsewhere in the home and surrounding property.

School administration must check for initial evidence of planning as it relates to the locker dynamic when a "clear, direct and plausible" threat is evident.

When such grounds exist and criminal charges are contemplated, it is necessary that police obtain a search warrant of the subject's residence and seize the specified items as evidence. The problem arises when the threats are ambiguous or insufficient grounds to obtain a search warrant exist. In these situations, it would be prudent to appeal for consent to search for safety reasons and to continue with the collection of data to determine if the threat maker poses a risk to identified target(s).

However, as students age and presumably become more mature, they have a greater expectation of privacy. This diminishes the ability of the parents to automatically grant consent for police to enter and search a private bedroom. The student may consent to a police search, thus removing the absolute requirement for a search warrant.

When students age and gain maturity, they become separate from their parents and acquire a reasonable expectation of privacy for their private living areas. If a student lives in a common area of the house, such as on the couch or futon in the open area, parents can authorize police to search this living space. However, if the student lives in a bedroom with a lockable door and the parents don't enter without permission, the student has a reasonable expectation of privacy. Police would require a search warrant to enter the private bedroom.

If there are exigent circumstances that require an immediate entry by police into the private bedroom to save a life, prevent the immediate destruction of evidence, or in case of "hot pursuit", a search warrant (Feeney warrant) for arrest is not required.

Search of a Vehicle on School Property

A driver has a reasonable expectation of privacy for the contents of his or her motor vehicle. A search of a vehicle on school property is not covered under the *School Act*. If school personnel view concerning items by looking through the windows of the vehicle they should contact police who will respond and determine if a warrant is required.

Exigent Circumstances

Where there are "exigent circumstances" a police officer may forgo the requirement of a search warrant. The protections of s.8 *Canadian Charter of Rights and* Freedom are "circumscribed by the existence of the potential for serious and immediate harm." exigent circumstances inform the reasonableness of the search.

S.487.11 *Criminal Code* – A peace officer, or a public officer who has been appointed or designated to administer or enforce any federal or provincial law and whose duties include the enforcement of this or any other Act of Parliament, may, in the course of his or her duties, exercise any of the powers described in subsection 487 (1) or 492.1 (1) without a warrant if the conditions for obtaining a warrant exist but by reason of exigent circumstances it would be impracticable to obtain a warrant. (See Exigent Circumstances Continued below).

Social Media Evidence and Digital Data:

Evidence is now found on digital devices as intimate details from our lives flow through our devices and are shared freely or sometimes unintentionally online. It is not possible to come across a young person without a social media account or a single digital device. Schools can request consensual searches of student digital devices. Be mindful of the remote erase capabilities of devices, it is important to preserve and protect evidence. With smart phones, network connectivity must be restricted. This can be accomplished by placing the device into airplane mode, taking out the battery, or powering down the device. Forensic searches of devices may be necessary but can take time.

There is no expectation of privacy from content that has been posted publicly on social media with no user privacy settings restricting view. Anyone in the world can conceivably locate such data through an internet search engine or public social media search. The evaluation of publicly posted digital data and data on devices (if available) is imperative to an accurate overall assessment of risk.

Boards of Education and Independent School Authorities are subject to personal information privacy laws and will undertake the collection of this information in compliance with the requirements of such laws, including by limiting collection to information that is relevant and necessary to address a risk or threat and by ensuring that information is collected from online sources and is only obtained from open source sites. Information collected as part of a threat assessment may be provided to law enforcement authorities in appropriate circumstances.

Exigent circumstances requests can be submitted to social media companies (Facebook & Instagram, Twitter, Snapchat) to retrieve data in critical timeframes through their law enforcement portals. If you believe that you will be proceeding with charges, it is important to submit a simple preservation order to these companies. You will then typically have 90 days to submit a production order / search warrant. Remember that social media companies are not always entirely forthcoming and can be difficult to work with. Screenshots of images or posts of **publicly** available online data with time and date stamp embedded are always preferable.

B. Information Sharing by School Personnel

1. For Law Enforcement Purposes

Where the principal or his or her designee learns of misconduct by a student for which a law enforcement response may be appropriate (as described in Section IV), he or she should inform the SRO. If a teacher has information related to such misconduct, he or she may communicate this information directly to the SRO but should also communicate such information to the principal or his or her designee. The Parties agree that the sharing of such information shall not and should not necessarily require a law enforcement response on the part of the SRO but shall and should instead prompt a careful consideration of whether the misconduct is best addressed by law enforcement intervention, by a school disciplinary response, or by some combination of the two.

Notwithstanding the foregoing, if student information is obtained solely during a communication with school staff deemed privileged or confidential due to the staff member's professional licensure, such communication shall only be disclosed with proper consent or if the communication is subject to the limits and exceptions to confidentiality and is required to be disclosed under local laws and regulations (e.g., mandatory reporting, immediate threats of harm to self or others).

The Parties acknowledge that there may be circumstances in which parents consent to the disclosure of student information for law enforcement purposes (e.g., as part of a diversion program agreement) and that the sharing of information under such circumstances does not violate this Agreement.

The Parties also acknowledge that, from time to time, an emergency situation may arise that poses a real, substantial, and immediate threat to human safety or to property with the risk of substantial damage. School personnel having knowledge of any such emergency situation should immediately notify or cause to be notified both the Police Service (or the SRO if appropriate to facilitate a response) and the principal or his or her designee. This requirement is in addition to any procedures outlined in the school's student handbook, administrative manual, and/or School Committee policy manual.

Nothing in this section or this Agreement shall prevent the principal or his or her designee from reporting possible criminal conduct by a person who is not a student.

2. For Non-Law Enforcement Purposes

Based on their integration as part of the school community, SROs may periodically require access to student information for purposes that fall outside of the SRO's law enforcement role outlined in Section IV.

Student PII received by the SRO (or other Police Service employee identified in Section V.A.) that is not related to criminal conduct risking or causing substantial harm shall not be used to take law enforcement action against a student but may be used to connect a student or family with services or other supports. Prior to such a disclosure, whenever possible, the principal or his or her designee shall notify the parent, the student, or both, when such information will be shared with the SRO.

C. Information Sharing by the SRO

Subject to applicable statutes and regulations governing confidentiality, the SRO shall inform the principal or his or her designee of any arrest of a student, the issuance of a criminal or delinquency complaint application against a student, or a student's voluntary participation in any diversion or restorative justice program if:

- The activity involves criminal conduct that poses a (present or future) threat of harm to the physical or psychological well-being of the student, other students or school personnel, or to school property;
- The making of such a report would facilitate supportive intervention by school personnel on behalf of the student (e.g., because of the Police Service's involvement with a student's family, the student may need or benefit from supportive services in school); or
- The activity involves actual or possible truancy.

The SRO shall provide such information whether the activity takes place in or out of school, consistent with the requirements of pertaining law (e.g., in the US: Community Based Justice information-sharing programs)

When the SRO observes or learns of student misconduct in school for which a law enforcement response is appropriate (as described in Section IV), the SRO shall convey to the principal or his or her designee as soon as reasonably possible the fact of that misconduct and the nature of the intended law enforcement response, and when the SRO observes or learns of student misconduct that does not merit a law enforcement response, but that appears to violate school rules, the SRO shall report the misconduct whenever such reporting would be required for school personnel.

XV. Data Collection and Reporting

In accordance with appropriate laws, the SRO and school administrators shall work together to ensure the proper collection and reporting of data on school-based arrests, citations, and court referrals of students, consistent with regulations promulgated by the designated local authorities

[*NOTE: You should seriously consider tracking other data, such as number and types of crimes committed at schools, substantiated complaints related to the SRO or the Program, types of community-building activities carried out by the SRO, and number of counseling, mentoring, and related activities by the SRO. Consider measures that will help the Chief, Superintendent, and school community evaluate the performance of the SRO and the success and effectiveness of the SRO program.*]

XVI. SRO Training

The SRO shall receive ongoing professional development in areas such as:

(1) Child and adolescent development,
(2) Cognitive and neuroscientific "brain–based" development for children and adolescents,
(3) Trauma informed models of child development, including knowledge of impact of Adverse Childhood Experiences [ACE's],
(4) The significance of family dynamics and various evidence-based models of understanding their impact.
(5) Therapeutic diagnostic and treatment models for mental health and substance use / abuse
(6) Conflict resolution,
(7) Violence Threat Risk Assessment (VTRA™)
(8) Youth Criminal Justice diversion programs, and
(9) General de-escalation of violence models and general diversion strategies.

Additional areas for continuing professional development may include, but are not limited to:

- Restorative practices
- Implicit bias and disproportionality in school-based arrests based on race and disability

- Cultural competency in religious practices, clothing preferences, identity, and other areas
- Mental health protocols and trauma-informed care
- De-escalation skills and positive behavior interventions and supports
- Training in proper policies, procedures, and techniques for the use of restraint
- Teen dating violence and healthy teen relationships
- Understanding and protecting civil rights in schools
- Special education law
- Student privacy protections and laws governing the release of student information
- School-specific approaches to topics like bullying prevention, cyber safety, emergency management and crisis response, threat assessment, and social-emotional learning

The SRO shall also receive certified basic SRO training on how to mentor and counsel students, work collaboratively with administrators and staff, adhere to ethical standards around interactions with students and others, manage time in a school environment, and comply with juvenile justice and privacy laws, to the extent that such training is available.

[**The list of competencies above shall be considered a model of basic minimal requirements but in no way be considered complete for the purposes of an additional learning & knowledge base on the part of the SRO]

The SRO shall attend a minimum of _____ [identify number of hour] hours of training per year. [The recommended minimum above time spent in certified basic SRO training is XX hours.]

Where practicable, the District shall also encourage school administrators working with SROs to undergo training alongside SROs to enhance their understanding of the SRO's role and the issues encountered by the SRO.

XVII.   Accompanying Standard Operating Procedures

This Agreement shall be accompanied by Standing Operating Procedures that shall be consistent with this Agreement and shall include, at a minimum, provisions detailing:

- **The SRO uniform** and any other ways of identifying as a police officer;
- Duty hours and scheduling for the SRO;
- **Use of police force, arrest, citation, and court referral on school property;**
- **A statement and description of students' legal rights, including the process for searching and questioning students and when parents and administrators must be notified and present;**
- **The chain of command, including delineating to whom the SRO reports,** how often the SRO meets with the principal or his or her designee, **and how school administrators and the SRO work together**, as well as what procedure will be followed when there is a disagreement between the administrator and the SRO;

- Protocols for SROs when school administrators, teachers, or other school personnel call upon them to intervene in situations beyond the role prescribed for them in Section IV;
- **Performance evaluation standards, which shall incorporate monitoring compliance with this Agreement and use of arrest, citation, and police force in school;**
- **Protocols for diverting and referring at-risk students to school- and community-based supports and providers**; and
- Clear guidelines on confidentiality and **information sharing between the SRO, school staff, and parents or guardians**.

XVIII. Effective Date, Duration, and Modification of Agreement

This Agreement shall be effective as of the date of signing.

This Agreement shall be reviewed annually prior to the start of the school year. This Agreement remains in full force and effect until amended or until such time as either of the Parties withdraws from this Agreement by delivering written notification to the other Party.

Upon execution of this Agreement by the Parties, a copy of the Agreement shall be placed on file in the offices of the Chief, Board Chair and/or the Superintendent/Director. The Parties shall also share copies of this Agreement with the SRO, any principals in schools where the SRO will work, and any other individuals whom they deem relevant or who request it.

Name:	Name:
Board Chair and/or Superintendent/Director of Schools	Chief of Police
Date: _____, 202X	Date: _____, 202X

The National Association of School Resource Officers (NASRO) identified three key roles which we will refer to as the "LCT Model for School Resource Officers".
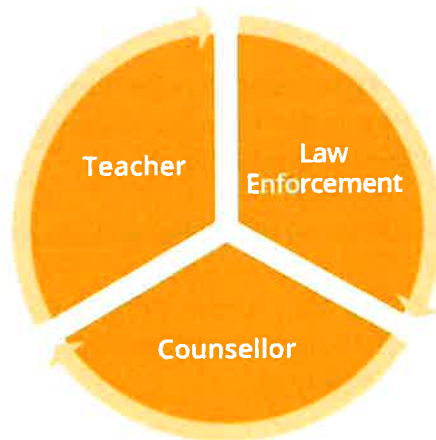
Recommended Training Topics for SRO Programs

The roles and responsibilities of the SRO are unique and distinct from the roles and responsibilities of the law enforcement officer in the community. What they have in common are the charge to Protect and Serve their constituencies. However, SROs are an integral part of the school and district with the mission to educate children and youth and to create a safe school climate where learning can take place in a physical and emotional environment free of fear.

SROs work under the educational umbrella – that includes the concept: In Loco Parentis – acting in the place of parents. For that reason, their approach, actions and training must be in alignment with the most recent knowledge and / or science of the following:

Suggested SRO Training Topics

- Community Policing and Schools: History and evolution in Canada and the United States. How does the role of the SRO and their engagement with schools differ from that of the police officer in the community? What does the SRO contribute to the school and school stakeholders – e.g., types of calls for service and actual interventions based on available data.

- Child Development and Mental Health – Approximately 50% of all mental health disorders begin between birth and age 14 – with a spike around late adolescence due to the first 'break' or signs of adult schizophrenia – working with school age children and youth to build trust and the mentor relationships. This module will help SROs learn about the stages and phases of child development, early warning signs of emotional distress and mental illness and disorders, the behaviors linked to early warning signs as well as appropriate SRO responses and referral sources.

- Childhood Trauma – Understanding the impact of Adverse Childhood Experiences – and negative Behaviors that can emerge at school due to experiences with exposure to violence and trauma.

- Crisis Interventions, Threat Assessment, Suicide Prevention and Intervention – The specific role of the SRO and How to Work in a Team Approach of SROs, Counselors (School social workers and psychologists/and educators).

- Cultural Diversity/Racial Tension/Civil Unrest/Social Justice Issues.

- Brain Based Psychological First Aid: Listen Protect Connect/Model and Teach – A Universal Prevention Approach for acute trauma and secondary traumatic stress in adults, children and youth in the School Setting.

- Substance Use and Abuse – How it affects mental health and behavior in children, youth and adults.

- Youth Crime Diversion and Prevention – The SRO's role in disrupting pathways to violence and criminal behavior and the School to Prison Pipeline – Assessment and Early Interventions.

- Social Media – Understanding and Assessing electronic communications that provide opportunities for preventing harm to self and others, early indicators of racialized and radicalized threat and hate based communication. Monitoring and tracking information for school safety.

- School Law – the foundation for law enforcement practice is an understanding and awareness of the laws that govern the roles and responsibilities for sworn police officers in specific contexts. School Resource Officers must have knowledge of the laws at both the Provincial and Federal levels as well as Legislation and Case Law in effect since Columbine when school safety laws proliferated. These sources provide the context and rationale for school resource officer roles, responsibilities, practices and policies and overall school safety.

Formal Trainings for SRO's and Other School Professionals: Canada and the United States

COURSE NAME:

Level One Violence Threat Risk Assessment (VTRA)
Level Two Violence Threat Risk Assessment (VTRA)
Level Three Violence Threat Risk Assessment (VTRA)

DESCRIPTION:

VTRA is the only multidisciplinary threat assessment training model that leads to the development of comprehensive community protocols for the assessment, prevention and intervention of **All** forms of violence. Teams are trained to conduct data driven assessments that result in data driven interventions. Because of the broad application to all forms of violence, functional VTRA teams can identify trends and community dynamics that in the past may have seemed unrelated but in reality, prove to be the primary risk enhancers. This may include gang related dynamics or trauma-generated pathology intensified by currently undisclosed exposure to extreme violence, sexual assault, racism, etc.
https://nactatr.com/vtra.html

COURSE NAME:

Level One Traumatic Event Systems (TES) Model of Crisis and Trauma Response
Level Two Traumatic Event Systems (TES) Model of Crisis and Trauma Response

DESCRIPTION:

TES is the only multidisciplinary crisis and trauma response model that leads to the development of comprehensive community protocols for measured responses to both low impact crisis and high-impact traumatic events. TES is an **elevation** of trauma-informed practice beyond just supporting individuals with PTSD but supporting entire systems impacted by trauma. While VTRA addresses all forms of violence, the TES model addresses **All** forms of trauma. TES focuses on the fact that not all human systems (families, schools, workplaces, and communities) function the same and as such TES teams address the role that history and pre-incident functioning play in determining how to emotionally support individuals and systems impacted by current trauma. Trained professionals specialize in both initial crisis and trauma response but also how to assess and intervene in traumatic aftermath (months and sometimes years to follow).
https://nactatr.com/tes.html

COURSE NAME:

Foundation in Threat Assessment (Online Course)
Foundation in Trauma Response (Online Course)
Foundation in Family Dynamics (Online Course)

DESCRIPTION:

While violence can cause profound trauma, we understand that profound trauma can also contribute to serious violence. At the core of many acts of serious violence, or threats of violence, is the undiagnosed or untreated trauma of the "person of concern". Therefore, the fields of threat assessment and trauma response are inseparably connected. In many cases, the trauma-generated behaviour has its' origin in the Person of Concerns' (POC) family experience. Understanding the interconnection between the dynamics of violence; the dynamics of trauma and the dynamics of families is key to disrupting the "Trauma-Violence Continuum™".

While all three courses can be taken individually, when combined they become part of a unique and interconnected systems model of human functioning. In other words, violence, trauma and family dynamics are often interacting with each other. Completion of a stand-alone course will result in a NACTATR Badge displayed in your learning portfolio. Successful completion of all three courses will result in the designation of "Certified NACTATR Foundations in the "Trauma-Violence Continuum™" BASIC.
https://nactatr.com/learn.html

COURSE NAME:
OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION U.S. Department of Justice, Office of Justice Programs - Conflict Resolution Fact Sheet

DESCRIPTION:

Created by the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, this fact sheet highlights four approaches to conflict resolution education: process curriculum, peer mediation, peaceable classroom, and peaceable school. This explores each of these approaches and how they can be applied when working with youth.
https://www.ncjrs.gov/pdffiles/fs-9755.pdf

COURSE NAME:

Early Prevention and Intervention for Delinquency and Related Problem Behavior

DESCRIPTION:

CRITICAL CRIMINAL JUSTICE ISSUES U.S. Department of Justice, Office of Justice Programs
This manual includes a section titled "Early Prevention and Intervention for Delinquency and Related Problem Behavior". This includes general prevention strategies best implemented with other federal agencies, prevention and intervention strategies with the justice system, and additional justice system research.
https://www.ncjrs.gov/pdffiles/158837.pdf

COURSE NAME:

POLICE-BASED JUVENILE DIVERSION 14 YOUTH DE-ESCALATION AND CONFLICT RESOLUTION FOR SCHOOL SAFETY OFFICERS WEBINAR

DESCRIPTION:

International Association for Chiefs of Police. This webinar is a crisis intervention tool for interacting with youth in schools, particularly youth de-escalation and conflict resolution. In addition, it provides tools for helping students learn to resolve conflicts appropriately provides them with leadership tools to build positive relationships between
themselves, other students, and staff.
https://www.theiacp.org/resources/webinar/youth-de-escalation-and-conflict-resolution-for-school-safety-officers-webinar

COURSE NAME:

ADOLESCENT DEVELOPMENT: STRATEGIES FOR YOUTH AND LAW ENFORCEMENT
INTERACTIONS WEBINAR

DESCRIPTION:

International Association for Chiefs of Police. The purpose of this webinar is to discuss adolescent brain development and how it affects youth behavior. The presenter will discuss youth thinking and behavior, strategies to improve police interaction with youth and legal considerations when interviewing or interrogating youth, as well as providing resources to improve interactions and outcomes when dealing with youth.
https://www.theiacp.org/resources/webinar/adolescent-development-strategies-for-youth-and-law-enforcement-interactions
COURSE NAME:

Mental Health First Aid

DESCRIPTION:

USA MENTAL HEALTH FIRST AID Youth Mental Health First Aid Mental Health First Aid is an 8-hour course that teaches you how to help someone who may be experiencing a mental health or substance use challenge. The training helps you identify, understand and respond to signs of addictions and mental illnesses. Youth Mental Health First Aid is designed to teach caregivers, teachers, school staff, health and human services workers, and other individuals working with adolescents' tools to deal with someone who is experiencing mental health challenges or is in a crisis.
https://www.mentalhealthfirstaid.org/take-acourse/find-a-course/

COURSE NAME:

FIND SUPPORT — LAW ENFORCEMENT OFFICERS National Alliance on Mental Illness (NAMI)

DESCRIPTION:

NAMI Basics is a free six-week class for parents and family caregivers of children and adolescents with emotional or behavioral issues. It provides critical strategies for taking care of young children and learning the ropes of recovery. NAMI Basics is taught by NAMI-trained teachers who are parents or caregivers or children with similar issues. Participants will learn communication tips, how to problem-solve, and the skills to help them cope with emotional impact of caring for their child.
https://www.nami.org/find-support/law-enforcement-officers

COURSE NAME:

POLICE-15 BASED JUVENILE DIVERSION Child and Adolescent Development

DESCRIPTION:

PARTNERSHIP UNIVERSITY Youth Development Institute (YDI). The Youth Development Institute is a series of online training courses for youth-serving paraprofessionals and volunteers seeking to increase their knowledge and enhance their skills. This online course provides background on adolescent brain development, the role of self-concept and self-esteem in identity development, how youth respond to puberty, and what youth workers can do to be supportive during this time of change.
https://www.partnershipuniversity.org/youth-development-institute-ydi-courses-descriptions-and-information#Adolescent

COURSE NAME:

Policing the Teen Brain

DESCRIPTION:

STRATEGIES FOR YOUTH, CONNECTING COPS & KIDS Juvenile Justice Training for Law Enforcement SFY's training expands officers' understanding of adolescent behavior and builds their de-escalation tactics for interactions with youth. The foundation of this training is based on regional, agency, demographic or subject area's needs. The course Policing the Teen Brain is a training program that provides officers with the information and skills they need to effectively interact with youth.
https://strategiesforyouth.org/sfysite/forpolice/http://strategiesforyouth.org/forcommunities/think-about-it/

COURSE NAME:

THE EFFECTS OF ADOLESCENT DEVELOPMENT ON POLICING - International Association of Chiefs of Police

DESCRIPTION:

This brief provides an overview of adolescent brain development and its effects on law enforcement interactions with youth. Reviewing youth development stages and their effects on youth behavior may increase understanding of how and why teenagers think and act the way they do. This brief includes strategies for law enforcement to apply this knowledge during youth interactions, outlining important considerations for integrating this information into everyday practices, procedures, and programs.
https://www.theiacp.org/resources/webinar/the-effects-of-adolescent-development-on-policing

COURSE NAME:

POLICE-BASED JUVENILE DIVERSION 16: 1-2-3 CARE, A Trauma-Sensitive Toolkit for Caregivers of Children, Spokane Regional Health District

DESCRIPTION:

This fact sheet outlines what is considered as an Adverse Childhood Experience, what exposure to childhood ACEs can increase the risk of in children, and how ACE's effect the physical health of children.
https://srhd.org/media/documents/1-2-3-Care-Toolkit_LowResolution.pdf

COURSE NAME:

TRAUMA-INFORMED CARE: PERSPECTIVES AND RESOURCES, Georgetown University Center for Child and Human Development

DESCRIPTION:

This video "Trauma-Informed Care: Perspectives and Resources" is a comprehensive web-based resource tool. This video comprises issue briefs, video interviews, and resource lists for implementation. The issue briefs provide an introduction and overview for each of the tools eight models. The comprehensive resources list support users in understanding how to build trauma-informed systems and organizations.
https://gucchdtacenter.georgetown.edu/TraumaInformedCare/

COURSE NAME:

TRAUMA TRAINING FOR CRIMINAL JUSTICE PROFESSIONALS - Substance Abuse and Mental Health Service Administration (SAMHSA)

DESCRIPTION:

The GAINS Center offers a one-day training on trauma-informed responses from criminal justice professionals about the impact of trauma and how to develop trauma-informed responses. This training has been developed specifically for criminal justice professionals to raise awareness about trauma and its effects. The course, "How Being Trauma-Informed Improves Criminal Justice System Responses," is a one-day training for criminal justice professionals
to increase their awareness and impact of trauma, develop trauma-informed responses, and to provide strategies for developing and implementing trauma-informed policies.
https://www.samhsa.gov/gains-center/trauma-training-criminal-justice-professionals

COURSE NAME:

National Association of School Resource Officers Basic Training

DESCRIPTION:

The NASRO Basic School Resource Officer Course is a forty-hour block of instruction designed for law enforcement officers and school safety professionals working in an educational environment and with school administrators. The course provides tools for officers to build positive relationships with both students and staff.

https://nasro.org/training/nasro-training-courses/POLICE

APPENDIX A

Excerpt from:

THREAT ASSESSMENT IN SCHOOLS:
A GUIDE TO MANAGING THREATENING SITUATIO NS
AND TO CREATING SAFE SCHOOL CLIMATES
UNITED STATES SECRET SERVICE
AND
UNITED STATES DEPARTMENT OF EDUCATION
by

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Marisa Reddy, Ph.D.
Chief Research Psychologist and Research Coordinator
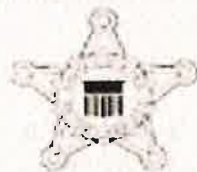National Threat Assessment Center
U. S. Secret Service

Washington, D. C.
May 2002

CHAPTER II

CREATING CLIMATES OF SCHOOL SAFETY:

A FOUNDATION FOR REDUCING SCHOOL VIOLENCE

Fostering a Culture of Respect

In educational settings that support climates of safety, adults and students respect each other. A safe school environment offers positive personal role models in its faculty. It provides a place for open discussion where diversity and differences are respected; communication between adults and students is encouraged and supported; and conflict is managed and mediated constructively.

Cultures and climates of safety support environments in which teachers and administrators pay attention to students' social and emotional needs as well as their academic needs. Such environments emphasize "emotional intelligence," as well as educational or intellectual pursuits.7 Students experience a sense of emotional "fit" and of respect within the school body, and may be less likely to engage in or be victimized by harmful behavior. (8)

A culture of safety creates "shame free zones" in which daily teasing and bullying is not accepted as a normal part of the adolescent culture. (9) School environments characterized by bullying and meanness can lead to student isolation and fear. At best, school environments that turn a blind eye to bullying and teasing inhibit the work of school–learning and growth. At the worst, such environments allow behavior that fosters fear and fury that stunts the healthy development of the victims of that behavior, and may lead to psychological and physical violence.

Creating Connections Between Adults and Students

Connection through human relationships is a central component of a culture of safety and respect. This connection is the critical emotional glue among students, and between students and adults charged with meeting students' educational, social, emotional, and safety needs. (10)

In a climate of safety, students have a positive connection to at least one adult in authority. Each student feels that there is an adult to whom he or she can turn for support and advice if things get tough, and with whom that student can share his or her concerns openly and without fear of shame or reprisal. Schools in which students feel able to talk to teachers, deans, secretaries, coaches, custodians, counselors, nurses, school safety officers, bus drivers, principals, and other staff support communication between students and adults about concerns and problems.

Schools that emphasize personal contact and connection between school officials and students will take steps to identify and work with students who have few perceptible connections to the school. For example, during staff meetings in a school in a California School District, the names of students are posted, and school faculty members are asked to put stars next to the names of those students with whom they have the closest relationships. Faculty members then focus on establishing relationships with those students with few stars next to their names.

Breaking the "Code of Silence"

In many schools there is a pervasive sense among students and some adults that telling grownups that another student is in pain or may pose a threat violates an unwritten, but powerful, "code of silence." A code of silence has the potentially damaging effect of forcing students to handle their pain and problems on their own, without the benefit of adult support. These codes also suggest

that a student should not bring any concerns that he or she may have about a peer's behavior to the attention of responsible adults.

The findings of the Safe School Initiative suggest that silence is far from golden. In fact, study findings indicate that silence may be downright dangerous. The study found that most school shooters shared their potentially lethal plans with other students, but that students who knew of planned attacks rarely told adults.

In a climate of safety, students are willing to break the code of silence. Students are more likely to turn to trusted adults for help in resolving problems. Moreover, students are more willing to share their concerns about the problem behavior of peers with their teachers and other adults in positions of authority within the school without feeling that they are "snitching" or "ratting" on a buddy or friend.

As a result of responsible bystander behavior, serious problems come to adult attention earlier, before these problems lead to violence. Problems are raised and addressed before they become serious, and the potential for school violence arguably is diminished. In an environment that encourages communication between students and adults, information does not remain "secret" until it is too late. In fact, it is considered good citizenship or even heroic
go to a teacher to share the fact that a fellow student is in trouble and may be contemplating a dangerous act.

Major Components and Tasks for Creating a Safe/Connected School Climate

The major components and tasks for creating a safe school climate include:

- Assessment of the school's emotional climate;
- Emphasis on the importance of listening in schools;
- Adoption of a strong, but caring stance against the code of silence;
- Prevention of, and intervention in, bullying;
- Involvement of all members of the school community in planning, creating, and sustaining a school culture of safety and respect;
- Development of trusting relationships between each student and at least one adult at school; and
- Creation of mechanisms for developing and sustaining safe school climates.

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
School Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Thursday, 4 February, 2021 4:00-5:30p.m.**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A.
COMMENCEMENT OF MEETING

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 Agenda

B.
PRESENTATIONS TO THE COMMITTEE

B.1
To be determined

C.
NEW BUSINESS

C.1
Overview of SPLO Job Descriptions

C.2

Draft Public Engagement Strategy

C.3

Next steps (stakeholder engagement and data gathering)

D.

GENERAL ANNOUNCEMENTS

Anti-racism education – Dr. Moussa Magassa

Next Meeting Date:

E.

ADJOURNMENT

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
School Police Liaison Officer Ad Hoc Committee

Minutes

Date: **Thursday, 4 February, 2021 4:00-5:30p.m.**
Location: **Via Zoom**

Chairperson: Trustee Duncan
Present: Chair Duncan, Tom Ferris, Deb Whitten, Colin Roberts, Harold Caldwell, Lisa McPhail, Taily Wills, Jennifer Chambers, Melanie Paas, Joanna Snow, Matthew Christie, Michael Brown, Shawna Abbott, Alex Rosales, Darrell Underwood, Lisa Gunderson, Kalie Dyer, Lul Teklemariam , Elaine Ho

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

B.
PRESENTATIONS TO THE COMMITTEE

B.1
None

C.
NEW BUSINESS

C.1 Overview of SPLO Job Descriptions

The Committee expressed appreciation of the work by Jennifer and the SPLOs in putting together the comprehensive document. Questions of clarification were asked regarding the alignment of municipalities, and police departments with the district. Committee members also asked questions about the core training/education that all SPLOs receive.

Committee members were reminded that Victoria/Esquimalt do not currently have a School Police Liaison Officer program, but feel that the work of the committee will assist them if they resume with the program.

Questions were asked regarding the debrief processes (with parents and students) after a lockdown or incident.

Questions of clarification were asked regarding SPLOs involvement in the profiling of a student. Michael, Alex and Darrell clarified that the role of the SPLO is not to profile students; rather SPLOs are focused on the educational aspects and also in supporting students if they are a victim. Investigations under the Criminal code are typically completed by patrol officers.

Questions were asked about the complaint process if a student feels that they were unfairly treated. It was shared that the Professional Standards of Police Officers in BC is very high and there are process in place to thoroughly investigate should a complaint emerge.

Potential Recommendations:

- All SPLOs will receive training in: Child and Adolescent development, Understanding Cultural groups and Working with the BIPOC population.
- All students, staff and parents are made aware of the Complaint Process: both School District Complaint process and Police Complaint process
- The SPLO chart outlining the range of supports and services is maintained and available to school principals/vice principals

C.2
Draft Public Engagement Strategy
Lisa McPhail provided an overview of the Public Engagement Strategy. Questions from the committee were addressed by Lisa.

Potential considerations for the engagement strategy:

- Consider building a matrix for the survey results to ensure the committee appropriately weighs the responses
- Ensure the committee offers opportunities for face-to-face conversations so that we are culturally responsive and capture individual's experiences and stories

C.3
Next steps

D.
GENERAL ANNOUNCEMENTS

Anti-racism education – Dr. Moussa Magassa on February 17 or 18. Kelly to find out availability of committee members via doodle poll.

Next Meeting Date: March 4, 2021.

E.
ADJOURNMENT

SCHOOL POLICE LIASON OFFICER PROGRAM
PUBLIC ENGAGEMENT STRATEGY
GREATER VICTORIA SCHOOL DISTRICT NO. 61

BACKGROUND:

The Greater Victoria School Board has directed the Superintendent to establish a committee to review the School Police Liaison Officer (SPLO) program. As a first step, the District has struck a committee including members of the Board, senior administration, key stakeholders and Indigenous groups. Consultation will be undertaken with stakeholders and Indigenous groups represented on the committee, as well as the public. The work of the committee will be informed by experts in the field through educational learning opportunities and a speaker series. The goal is to provide a report on consultation and a final set of recommendations to the Board for December 2021.

SWOT ANALYSIS:

STRENGTHS:	POTENTIAL WEAKNESSES:
• Board has built a reputation with the public and developed relationships with community through previous public consultation processes. • Those affected by the decisions will be involved in the process.	• Some students and staff may have concerns about the SPLO program. There may be a variety of experiences and strong emotion that may come into play. **We must create a safe and respectful space for all to openly connect and share their experiences.** We want all participants to feel they have an opportunity to contribute and share their own opinions. • Committee has the responsibility of both overseeing the consultation process but also being consulted (i.e. they represent a cross section of stakeholders) and some Trustees are on the board – it will be important to have clear roles and responsibilities identified.
OPPORTUNITIES:	THREATS:
• To provide educational opportunities about trauma informed practice, anti-racism education, and how to be culturally responsive. • Identify the needs and desires of our parents and students, staff, etc. • Gather high quality data to inform the report to the Board and their decision making. • Foster a collaborative and inclusive culture in our District that aligns with our vision of One Learning Community. • Responds to evolution of community values and approach by the District.	• Misunderstanding of the role of SPLOs leads to confusion about the program and what is being consulted on. • Not enough participation by any of the stakeholders the Districts wants input on (i.e. if no Indigenous representative on the Advisory Committee). • Misrepresentation in the media. • Change can create impacts on groups that not everyone will be willing to embrace.

PROJECT CONSULTATION GOALS:

- Gather input to provide to the Board of Trustees to make a decision regarding the SPLO program.
- Be as inclusive as possible and gather the input and represent the voices of people that are directly impacted, including both internal and external groups (school administrators, parents, students, police agencies, etc.).

- Ensure the process is fair and best practices in terms of consultation. Taking into consideration trauma informed practices.
- Committee to assess various roles of the SPLOs and then gather input on those roles before reporting back to the Board, specifically regarding (per the Committee TOR):
    - Assessing the differing roles of SPLO's in School District No. 61;
    - Assessing the differing roles school administrators feel SPLO's should have in School District No. 61;
    - Pathways for ongoing and regular communications;
- Ensure community members feel they are heard regardless of their opinion.
- Ensure the Board sees a range of perspectives, not just opposition, on which to base their decisions.
- Ensure the consultation is clear and transparent.
- Provide opportunities for feedback from the community to provide a consultation that is accessible to all.
- Prioritize safety during the COVID-19 pandemic and adapt accordingly.

STAKEHOLDERS AND INDIGENOUS GROUPS:

Key Stakeholders/Indigenous Nations	Description/Perspectives
Committee	Multi-sector/perspective group including Trustees and staff empowered to both oversee the consultation process and provide input (i.e. be consulted by) to the full Board of Trustees.
Staff (CUPE 947, 382, GVTA, ASA)	Some prefer keeping the SPLO program; others have ideas of improvement. This will include representation from unions and associations.
SPLOs and Policing Agencies'	Have representation on Committee. May have some concerns about the review in that they are invested in the program as participants. May have ideas on how to improve. Will welcome chance to tell their story of benefits. Because they will be more impacted, they likely will appreciate more collaboration-style consultation and as members of the Committee they are more empowered (through their representatives).
Students	Have representation on Committee (4 students on the committee, other students to be consulted by the committee). Will have a range of perspectives and experiences. Need to ensure broad representation of opinions from students (note: confirm number of students participating in Committee).
Parents/Guardians	Have representation on Committee. Will have a range of perspectives and experiences.

Principals/ Vice-Principals	Have representation on Committee. Will have a range of perspectives and experiences.
District Leadership	Have representation on Committee. Will have a range of perspectives and experiences.
School Counsellors	Ensure consult range of counsellors, as well as those more closely involved in the program and those with limited contact. Will have a range of perspectives and experiences.
Indigenous Representatives	Have representation on Committee – Songhees, Esquimalt, Metis, Urban representatives (invitations have been extended. SD61 will follow up again). Will have a range of perspectives and experiences. Consider including District resource staff as well as conduit to Indigenous Nations.
Resilience BC	Function on the Committee is to provide expertise to Advisory Committee in the form of an educational learning opportunities (starting with Dr. Moussa Magassa).

CONSULTATION STRATEGY:

The consultation programs below will follow the International Association of Public Participation best practices.

IAP2 PUBLIC PARTICIPATION SPECTRUM

Less information, effort, power sharing, cost ← → More information, effort, power sharing, cost

	Inform	Consult	Involve	Collaborate	Empower
Participation Goal	Information Sharing/Communications Not consultation but necessary foundation

To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions | To obtain public feedback on analysis, alternatives and/or decision | To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered | To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution | To place final decision making in the hands of the public |
| Promise to the public | We will keep you informed | We will keep you informed, listen and acknowledge concerns and aspirations and provide feedback on how public input influenced the decision | We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed, and provide feedback on how public input influenced the decision | We will look to you for advice and innovation in formulating solutions, and incorporate your advice and recommendations in the decisions to the maximum extent possible | We will implement what you decide |
| Example activities | Website Newsletters Open houses | Public comment cards Online public survey Focus groups Public meetings | Workshops Deliberative polling | Advisory committees Task forces Consensus building sessions Participatory decision making | Citizen jures Voting Referendum Delegated decisions Often includes: Permit approvals Funding approval |

Decisions

The IAP2 best practice is to consult to receive input specifically on decisions to be made. Key decisions related to the topics covered in this plan include:

1. Concerns about and/or value of the SPLO program;
2. Whether the program should continue or cease;
3. If it were to continue, what form would it continue in. Specific elements to decide on include:
   o Assessing the differing roles of SPLO's in School District No. 61;
   o Assessing the differing roles school administrators feel SPLO's should have in School District No. 61;
   o Pathways for ongoing and regular communications;

Givens

Givens are elements of projects that cannot be changed or that the District does not want to invite input on. There are no givens for this project. All nature of changes, up to and including cessation of the program, are being considered by the Board.

Consultation Objectives

1. Consult/involve everyone to gather input in order to determine what, if any, concerns there may be regarding the District's School Police Liaison Officer program.
2. Consult/involve everyone to gather input in order to develop recommendations to the Board on what changes should be made to the program to improve its value to the school community including consideration of cessation of the program.
3. Consult/involve everyone to gather input in order to develop recommendations to the Board on:
   o The differing roles of SPLO's in School District No. 61;
   o The differing roles school administrators feel SPLO's should have in School District No. 61;
   o Pathways for ongoing and regular communications;

All consultation will be undertaken, ideally, before summer break with a final report provided to the Board in December 2021.

CONSULTATION STRATEGY:

<u>Type of Consultation</u>

IAP2 methodology recommends that publics be engaged with according to a combination of their expectations and the goals of the decision maker, with ideally no more than 1 level of difference along the consultation spectrum.

Members of the broader community, including those in key stakeholder groups will be:

- **consulted** (obtain public feedback on analysis, alternatives and/or decision).
- **involved** (work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered) according to the IAP2 principles.

The Committee represents a type of engagement with a farther point along the continuum of consultation. They are responsible for co-creating and overseeing the consultation process, along with staff, in addition to providing input into it after listening to the input of the others on the committee:

- **collaborate** (partner with public in each aspect of the decision including the alternatives and identification of the preferred solution).

The Committee members can provide presentations, should they wish, on behalf of their organizations or coordinate others to present in order to inform or provide input to the Committee.

The Committee also has two Board Trustees on the committee, who also have additional roles in their capacity as Board members:

- Chairing the committee (one of them).
- Ultimately, making the decision on the program once the Committee reports to the full Board.

<u>Other Requirements of the Terms of Reference</u>

The Terms of Reference direct the Committee to undertake this work with a trauma informed and culturally responsive committee approach. Items the Committee should consider, per the ToR, including:

- Reviewing the "Relationship Building – Enforcement Continuum"
- This includes identifying important 'stakeholder groups within the school and community as well as pathways for regular and ongoing communication
- Data-Driven Assessments of SPLO programs informed by such surveys or other data requests the
- Committee deems necessary
- Characteristics of a Trauma-Informed and Culturally Committed SPLO
- Characteristics of a Trauma-Informed and Culturally Committed School Leadership Team
- Characteristics of a Trauma-Informed and Culturally Committed School District and School Board
- Leadership team
- Prejudice and Racism as a Dichotomy
- Open Systems: Sustaining Community Engagement

<u>Presentations and Information Gathering</u>

The expectation is that representatives on the Committee consult with their own stakeholders and Indigenous Nations per their normal processes and represent them in committee meetings.

The speaker series will be developed for the benefit of the committee members:

- To better understand the topic and context.
- To present on their own community of interests' perspectives. Ideally this is done after they have also consulted their own stakeholders.

TACTICS:

Committee:

- Committee will have the below objectives:

    - Assist in planning and overseeing consultation.

    - Be consulted. The committee members are invited to present on behalf of stakeholder/Indigenous groups they represent or arrange other presentations.

    - Listen to the input and provide an interim report on the survey and engagements to date and issue a final report and set of recommendations to the Board to include their own perspectives from their own organizations.

- Members:

    - 2 Trustees (1 to chair)
    - 2 Police Liaison Officers
    - 2 GVTA – Counsellors
    - 2 CUPE Representatives
    - 2 Parents/Caregivers (preferably from an equity seeking group)
    - 2 Principals
    - 2 Senior Leadership Members
    - 1 Student from each Secondary School who identifies as a member of an equity seeking community
    - 1 Songhees Nation Representative *(invitation extended; we will continue to follow up)*
    - 1 Esquimalt Nation Representative
    - 1 Metis Nation Representative *(invitation extended; we will continue to follow up)*
    - 1 Urban Indigenous Representative *(invitation extended; we will continue to follow up)*
    - 1 Resilience BC Representative *(invitation extended; we will continue to follow up)*

Survey

- Goal: Gather broad input, per the consultation objectives, from a broad range of groups (all stakeholders previously mentioned above – including Indigenous, racialized, LGBTQIA2S+ representatives).

- Timing: send out in June, report back to Committee that month. Summary Engagement to come to Education Policy and Directions Meeting in the fall.

- Details: Drive as much public and stakeholder input through the survey in order to ensure we have detailed data that is measurable and consistent. Release findings once survey is complete.

Educational Learning/Speaker Series

- Goal: To educate the Committee through trauma informed practices and culturally committed approaches.

- Timeline: Spring 2021.

- Agenda: To be created by Committee.

Specific Group Stakeholder Presentations

- Goal: To provide detailed input from stakeholders/Indigenous groups (aside from survey) either through presentations by the Committee members or others in their organizations.

- Sessions could be 15 minutes each at a Committee meeting, one presentation per stakeholder group. These are not public sessions. In addition, if needed, the Committee may choose to invite representatives from a different stakeholder or Indigenous group not sitting on the Committee to present, as a way to gather additional more detailed input.

- Details:

  - The Committee may be asked by stakeholders or Indigenous groups to be allowed to attend and present. Example groups may include other community stakeholder groups, police agencies, PACs, specific student groups. Invitations will be extended based on time availability and decisions of the Committee.

  - This process is consistent with "consult/involve" level of engagement.

Written Input

- Goal: Although surveys and presentations are the preferred method of receiving input, the public and stakeholder/Indigenous groups are welcome to provide direct input in the form of emails, letters, etc.

- Details:

  - Public is always welcome to send input send to community@sd61.bc.ca

Reports
There will be two reports issued:

1. Preliminary Engagement Summary report to the Ed Policy and Directions Committee > then to the Board of Education (September) – survey results and initial consultation results.
2. Final report to the Ed Policy and Directions Committee > then to the Board of Education (December).
   - Final results of engagement and recommendations.
   - Note: Recommendations to be made by consensus. If consensus cannot be reached, multiple options will be reported to the Education Policy and Directions Committee.

COMMUNICATIONS STRATEGY:

GVSD staff will promote opportunities for input, specifically through the survey, as well as outcomes, such as the survey results and final Board report, through standard communications techniques, including:

- Media releases
- Media relations (responding to enquiries)

o   Social media and website posts
o   Newsletters and letters to school community

TOOLS, TACTICS AND COLLATERAL:

Consultation tools:

- Survey
- Backgrounder to support survey
- Educational Learning Opportunities
- Updated speaker series agenda/presentations
- Agendas for each Advisory Committee meeting
- Report to Board on engagement
- Report with findings and recommendations to the Board

Communications to promote the consultation program

- Briefing notes with key messaging
- Media release:
    o   Highlights work of the Committee
    o   Promotes survey
- Media interviews if requested
- Website content
- Social media content
- Letters
- Newsletter content
- Posters (digital)

TIMELINE AND WORKPLAN:

The Committee meets monthly.

Month	Consultation and Communications Activity
December	Introductions Review of Terms of Reference Committee roles, purpose and objectives
January	Review of Terms of Reference Review of deliverables – important considerations Defining project scope
February	Job description of SPLO review Communications and consultation plan – confirm timelines *Tentative – February 18 –Educational Learning/ Speaker Series with Dr. Moussa Magassa*
March	Speaker Series - Dr. Kevin Cameron presents Speaker Series - Presentations by Committee members
April	Speaker Series - Presentations by Committee members
May	Survey Prep Speaker Series - Presentations by Committee members

June	Survey Implementation – launch survey
	Awareness raising
	    • Internal communications:
	        ○ Develop key messaging
	        ○ Update at Principals meeting
	        ○ Draft email to school Principals and staff ahead of survey launch; provide key messaging for school websites, newsletters
	        ○ Develop and circulate posters to schools
	        ○ Develop poster/flyer for school/students to take home
	        ○ Newsletters and letters to parents, organizations
	        ○ Develop content for PAC newsletter
	
	    • External communications:
	        ○ Media release
	        ○ Website content published
	        ○ Social media content developed and issued
	
	Staff to collect all data/feedback, summarize and present to Committee
	    • Compile notes from sessions and any emails received
	    • Analyze survey results
	    • Develop report for Committee

July	Summer Break
August	Summer Break
September	Committee reviews findings – Engagement report Report to Board on survey and preliminary engagement results Decide if additional presentations by Committee or stakeholders/Indigenous groups are needed (or requested)
October	Committee reviews findings/works on set of recommendations for Board
November	Committee begins developing report and recommendations
December	Committee sends final report and set of recommendations to the Board
TBD	Board of Education makes decision Communications issues Media Release

Magassa
Intercultural
Capacity Building

ANTI-RACISM FROM THE CENTER
Developing Anti-Racism Skills and Competencies for Systemic Social Change

Date: March 11, 2021
Zoom Link: https://us02web.zoom.us/j/87143451390
Meeting ID: 871 4345 1390

Workshop description

Systemic racism is entrenched in our society and institutions. Prejudice and discrimination, whether in their form of racism, ethnocentrism, religious bigotry, gender-based, xenophobic, homophobic, misogynistic, are prevalent in Canadian societies. Many studies have found that racial prejudice and discrimination against Blacks, Asians people, indigenous people, Jews and other marginalized people, are crude realities in Canadian society and institutions. Systemic racism kills! It also hinders our human solidarity and overall capability to effectively and equitably contribute to a healthy, sustainable and inclusive society and institutions.

This practical and interactive workshop helps empower participants with concrete anti-racism skills and competencies on how to root out racism and discrimination from our society and organizations.

Learning objectives

- Learn how to deconstruct systemic racism and its intersections of power, privilege and social identities

- Develop anti-racism skills and competencies on how to strategically dismantle systemic racism

- Develop a framework on how to become an anti-racism social change **ally**

- Develop skills and competencies in anti-racism **advocacy** work

- Create a community of like-minded people emboldened to take concrete systematic actions to dismantle racism and other forms of bigotry in society.

Agenda

1. Welcome, introductions, & workshop overview

2. Different forms of discrimination: racism and its associated discriminations
   - *What comes to mind when you think/ hear the word "racism"?*

3. The Anti-racism awareness framework: beliefs, attitudes, behaviors and the impacts of racism

4. Organizational Readiness for Anti-Racism Work
   - *Assessing your organization's readiness for anti-racism work at various levels*

5. Systemic Racism: roots and contemporary manifestations

6. Impacts of Systemic Racism on various stakeholders at the School

7. Other forms of biases: Microaggressions

8. Privilege and Power
   - How can you use your privilege to help root out systemic racism and other discriminations?

9. Anti-racism intervention strategies:
   - Video & application of the 11 types of intervention
   - Case studies & Application of other intervention tools

10. How to become Anti-racist Ally and Advocate and changemaker

11. Moving forward: **The unavoidable link to EDI (tool for systemic change)**

12. Next steps: Your personal Anti-racism Action Plan

LEXICON OF SOME IMPORTANT TERMS TO KNOW ABOUT RACISM

Table of Contents

Ally

To be an ally is to...

1. Take on the struggle as your own.
2. Stand up, even when you feel scared.
3. Transfer the benefits of your privilege to those who lack it.
4. Acknowledge that while you, too, feel pain, the conversation is not about you.

To be an ally is to unite oneself with another to promote a common interest. As demonstrated above, people who are allies are not only helpers, but also have a common interest with those they desire to help. In an alliance, both parties stand to benefit from the bond or connection they share.

BIPOC

The term BIPOC stands for 'Black, Indigenous, People of Color,' it is meant to unite all people of color in the work for liberation while intentionally acknowledging that not all people of color face the same levels of injustice.

By specifically naming Black and Indigenous people we are recognizing that Black and Indigenous people face the worst consequences of systemic white supremacy, classism and settler colonialism.

Discrimination

Discrimination is an action or a decision that treats a person or a group badly for reasons such as their race, age or disability. These reasons, also called grounds, are protected under the Canadian Human Rights Act.

Diversity

Diversity includes all the ways in which people differ, and it encompasses all the different characteristics that make one individual or group different from another. It is all-inclusive and recognizes everyone and every group as part of the diversity that should be valued. A broad definition includes not only race, ethnicity, and gender — the groups that most often come to mind when the term "diversity" is used — but also age, national origin, religion, disability, sexual orientation, socioeconomic status, education, marital status, language, and physical appearance. It also involves different ideas, perspectives, and values.

Implicit (or Hidden or Unconscious) Bias

Also known as unconscious or hidden bias, implicit biases are negative associations that people unknowingly hold. They are expressed automatically, without conscious awareness. Many studies have indicated that implicit biases affect individuals' attitudes and actions, thus creating real-world implications, even though individuals may not even be aware that those biases exist within themselves.

Institutional Racism

(Also see Systemic Racism)

Institutional racism refers specifically to the ways in which institutional policies and practices create different outcomes for different racial groups. The institutional policies may never mention any racial group, but their effect is to create advantages for whites and oppression and disadvantage for people from groups classified as people of color.

Interpersonal Racism

Interpersonal racism occurs between individuals. Once we bring our private beliefs into our interaction with others, racism is now in the interpersonal realm.

Intersectionality

The interconnected nature of social categorizations such as race, class, and gender as they apply to a given individual or group, regarded as creating overlapping and interdependent systems of discrimination or disadvantage.A theoretical framework for understanding how aspects of a person's social and political identities (e.g., gender, race, class, sexuality, ability, height etc.) might combine to create unique modes of discrimination. Intersectionality identifies injustices that are felt by people due to a combination of factors.

Microagression or micro-aggression

A statement, action, or incident regarded as an instance of indirect, subtle, or unintentional discrimination against members of a marginalized group such as a racial or ethnic minority. An indirect, subtle, or unintentional discrimination against members of a marginalized group.

Privilege

(Also see White Privilege)

Unearned social power accorded by the formal and informal institutions of society to ALL members of a dominant group (e.g. white privilege, male privilege, etc.). Privilege is usually invisible to those who have it because we're taught not to see it, but nevertheless it puts them at an advantage over those who do not have it.

Racial Inequity

Racial inequity is when two or more racial groups are not standing on approximately equal footing. such as the percentages of each ethnic group in terms of dropout rates, single family home ownership, access to healthcare, etc.

Racial Justice

The systematic fair treatment of people of all races, resulting in equitable opportunities and outcomes for all. Racial justice—or racial equity—goes beyond "anti-racism." It is not just the absence of discrimination and inequities, but also the presence of deliberate systems and supports to achieve and sustain racial equity through proactive and preventative measures. Racial Justice [is defined] as the proactive reinforcement of policies, practices, attitudes and actions that produce equitable power, access, opportunities, treatment, impacts and outcomes for all.

Racism

Racism is the belief that characteristics and abilities can be attributed to people simply on the basis of their race and that some racial groups are superior to others. Racism and discrimination have been used as powerful weapons encouraging fear or hatred of others in times of conflict and war, and even during economic downturns.

Structural Racism

The normalization and legitimization of an array of dynamics – historical, cultural, institutional and interpersonal – that routinely advantage Whites while producing cumulative and chronic adverse outcomes for people of color. Structural racism encompasses the entire system of White domination, diffused and infused in all aspects of society including its history, culture, politics, economics and entire social fabric. Structural racism is more difficult to locate in a particular institution because it involves the reinforcing effects of multiple institutions and cultural norms, past and present, continually reproducing old and producing new forms of racism. Structural racism is the most profound and pervasive form of racism – all other forms of racism emerge from structural racism.

Systemic Racism

(Also see Institutional Racism)

Includes the policies and practices entrenched in established institutions, which result in the exclusion or promotion of designated groups. It differs from overt discrimination in that no individual intent is necessary. (Toronto Mayor's Committee on Community and Race Relations. Race Relations: Myths and Facts)

It manifests itself in two ways:

1. *Institutional Racism:* racial discrimination that derives from individuals carrying out the dictates of others who are prejudiced or of a prejudiced society.
2. *Structural Racism:* inequalities rooted in the system-wide operation of a society that excludes substantial numbers of members of particular groups from significant participation in major social institutions. (Henry & Tator, 2006, p. 352)

Visible Minority

In Canada, the Employment Equity Act defines visible minorities as "people, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour." The construction of the "visible minority" category for the purposes of employment equity draws upon the historical perceptions of racism and societal disadvantages that ensue. Such a categorization pre-supposes a world where we are divided between the dominant Caucasians and the subordinate non-Caucasians. For the purposes of "race categorization", you are either Caucasian, non-Caucasian or Aboriginal.

White Privilege

(Also see Privilege)

1. Refers to the unquestioned and unearned set of advantages, entitlements, benefits and choices bestowed on people solely because they are white. Generally, white people who experience such privilege do so without being conscious of it.

2. The accumulated and interrelated advantages and disadvantages of white privilege that are reflected in racial/ethnic inequities in life-expectancy and other health outcomes, income and wealth and other outcomes, in part through different access to opportunities and resources. These differences are maintained in part by denying that these advantages and disadvantages exist at the structural, institutional, cultural, interpersonal and individual levels and by refusing to redress them or eliminate the systems, policies, practices, cultural norms and other behaviors and assumptions that maintain them.

   - **Structural White Privilege:** A system of white domination that creates and maintains belief systems that make current racial advantages and disadvantages seem normal. **Interpersonal White Privilege:** Behavior between people that consciously or unconsciously reflects white superiority or entitlement.
   - **Cultural White Privilege:** A set of dominant cultural assumptions about what is good, normal or appropriate that reflects Western European white world views and dismisses or demonizes other world views.
   - **Institutional White Privilege:** Policies, practices and behaviors of institutions that have the effect of maintaining or increasing accumulated advantages for those groups currently defined as white, and maintaining or increasing disadvantages for those racial or ethnic groups not defined as white.

White Supremacy

The idea (ideology) that white people and the ideas, thoughts, beliefs, and actions of white people are superior to People of Color and their ideas, thoughts, beliefs, and actions. While most people associate white supremacy with extremist groups like the Ku Klux Klan and the neo-Nazis, white supremacy is ever present in our institutional and cultural assumptions that assign value, morality, goodness, and humanity to the white group while casting people and communities of color as worthless (worth less), immoral, bad, and inhuman and "undeserving." Drawing from critical race theory, the term "white supremacy" also refers to a political or socio-economic system where white people enjoy structural advantage and rights that other racial and ethnic groups do not, both at a collective and an individual level.

Whiteness

1. The term white, referring to people, was created by Virginia slave owners and colonial rules in the 17th century. It replaced terms like Christian and Englishman to distinguish European colonists from Africans and indigenous peoples. European colonial powers established whiteness as a legal concept after Bacon's Rebellion in 1676, during which indentured servants of European and African descent had united against the colonial elite.
2. Whiteness itself refers to the specific dimensions of racism that serve to elevate white people over people of color. Whiteness is dynamic, relational, and operating at all times and on myriad levels. These processes and practices include basic rights, values, beliefs, perspectives and experiences purported to be commonly shared by all but which are actually only consistently afforded to white people.

Additional Resources

- https://blacklivesmatter.com/
- https://blackmentalhealth.ca/
- Black Youth Helpline: 1-833-294-8650
- eMentalHealth
- Employee Assistance Program
- Employee Pride Network
- Employees with Disabilities Network
- ESDC Visible Minority Network
  - GD mailbox: EDSC.Reseau.MV-VM.Network.ESDC@hrsdc-rhdcc.gc.ca
- Federal Black Employee Caucus
- Indigenous Employee's Circle (IEC)
- LifeSpeak (mental health organization – Corporate ID: Canada)
- Racial Equality Tools
- Youth Mandate for Greater INvovlement (YMAGIN)

Definition Sources:

- BIPOC Project
- Diversity and Inclusion in the Public Service
- http://www.aclrc.com/forms-of-racism
- https://www.cnn.com/2020/06/05/health/racial-microaggressions-examples-responses-wellness/index.html
- https://www.globalissues.org/article/165/racism
- https://iog.ca/about/news/the-visible-minority-construct/
- https://www.lexico.com/en/definition/ally
- https://www.lexico.com/en/definition/intersectionality
- https://www.lexico.com/en/definition/microaggression
- https://metro.co.uk/2020/06/04/what-systemic-racism-mean-12806367/
- https://www.sunrisemovement.org/bipoc-gnd-crash-course
- https://www.racialequitytools.org/glossary#implicit-bias
- https://www.racialequitytools.org/glossary#institutional-racism
- https://www.racialequitytools.org/glossary#interpersonal-racism
- https://www.racialequitytools.org/glossary#privilege
- https://www.racialequitytools.org/glossary#racial-inequality
- https://www.racialequitytools.org/glossary#racial-justice
- https://www.racialequitytools.org/glossary#structural-racism
- https://www.racialequitytools.org/glossary#white-privilege
- https://www.racialequitytools.org/glossary#white-supremacy
- https://www.racialequitytools.org/glossary#whiteness
- What does it mean to be an Ally?
- https://en.wikipedia.org/wiki/Intersectionality

RACIAL PRIVILEGE INVENTORY

Score **5** if statement is always true for you
Score **3** if the statement is sometimes true for you
Score **0** if the statement is seldom true for you

Because of my race or color ...

1. _____ I can be in the company of people of my race most of the time.
2. _____ If I should need to move, I can be pretty sure of renting or purchasing housing in an area in which I would want to live and which I can afford.
3. _____ I can turn on the television or open the front page of the paper and see people of my race widely and positively represented.
4. _____ When I am told about our national heritage or about "civilization," I am shown that my people made it what it is.
5. _____ I can be sure that curricular materials will testify to the existence of my race.
6. _____ I can go into most supermarkets and find the staple foods that fit with my cultural traditions.
7. _____ I can go into any hairdresser's shop and find someone who can cut my hair.
8. _____ Whether I use checks, credit cards or cash, I can count on my skin color not to work against the appearance of financial reliability.
9. _____ I can swear, dress in second hand clothes, or not answer letters, without having people attribute these choices to the bad morals, poverty or illiteracy of my race.
10. _____ I can do well in challenging situations without being called a credit to my race.
11. _____ I am never asked to speak for people of my race.
12. _____ I can criticize our government and talk about how much I fear its policies and behavior without being seen as a cultural outsider.
13. _____ I can be pretty sure that if I ask to talk to the "person in charge," I will be facing a person of my race.
14. _____ I can conveniently buy posters, postcards, picture books, greeting cards and children's magazines featuring people of my race
15. _____ If a traffic cop pulls me over, I can be sure I haven't been singled out because of my race.
16. _____ I can go home from most meetings of the organizations I belong to feeling tied in rather than isolated, out of place, outnumbered, unheard, feared, or hated.
17. _____ I can take a job with an affirmative action employer without having co-workers on the job suspect that I got it because of race.
18. _____ I can choose public accommodation without fearing that people of my race cannot get in or will be mistreated in the places I have chosen.
19. _____ I can be sure that if I need legal or medical help, my race will not work against me.
20. _____ If my week or year is going badly, I need not wonder if each negative episode or situation has racial overtones.
21. _____ I can comfortably avoid, ignore or minimize the impact of racism on my life.
22. _____ I can speak in public to a powerful group without putting my race on trial.
23. _____ I can choose blemish cover bandages in "flesh" color and have them more or less match my skin.

_____ **TOTAL**

White Privilege: Unpacking the Invisible Knapsack

I was taught to see racism only in individual acts of meanness, not in invisible systems conferring dominance on my group

Peggy McIntosh

Through work to bring materials from women's studies into the rest of the curriculum, I have often noticed men's unwillingness to grant that they are overprivileged, even though they may grant that women are disadvantaged. They may say they will work to improve women's status, in the society, the university, or the curriculum, but they can't or won't support the idea of lessening men's. Denials that amount to taboos surround the subject of advantages that men gain from women's disadvantages. These denials protect male privilege from being fully acknowledged, lessened, or ended.

Thinking through unacknowledged male privilege as a phenomenon, I realized that, since hierarchies in our society are interlocking, there are most likely a phenomenon of while privilege that was similarly denied and protected. As a white person, I realized I had been taught about racism as something that puts others at a disadvantage, but had been taught not to see on of its corollary aspects, white privilege, which puts me at an advantage.

I think whites are carefully taught not to recognize white privilege, as males are taught not to recognize male privilege. So I have begun in an untutored way to ask what it is like to have white privilege. I have come to see white privilege as an invisible package of unearned assets that I can count on cashing in each day, but about which I was "meant" to remain oblivious. White privilege is like an invisible weightless knapsack of special provisions, maps, passports, codebooks, visas, clothes, tools , and blank checks.

Describing white privilege makes one newly accountable. As we in Women's Studies work to reveal male privilege and ask men to give up some of their power, so one who writes about having white privilege must ask, "Having described it, what will I do to lessen or end it?"

After I realized the extent to which men work from a base of unacknowledged privilege, I understood that much of their oppressiveness was unconscious. Then I remembered the frequent charges from women of color that white women whom they encounter are oppressive. I began to understand why we are justly seen as oppressive, even when we don't see ourselves that way. I began to count the ways in which I enjoy unearned skin privilege and have been conditioned into oblivion about its existence.

My schooling gave me no training in seeing myself as an oppressor, as an unfairly advantaged person, or as a participant in a damaged culture. I was taught to see myself as an individual whose moral state depended on her individual moral will. My schooling followed the pattern my colleague Elizabeth Minnich has pointed out: whites are taught to think of their lives as morally neutral, normative, and average, and also ideal, so that when we work to benefit others, this is seen as work which will allow "them" to be more like "us".

I decided to try to work on myself at least by identifying some of the daily effects of white privilege in my life. I have chosen those conditions which I think in my case attach somewhat more to skin color privilege than to class, religion, ethnic status, or geographical location, though of course all these other factors are intricately intertwined. As far as I can see, my African American coworkers, friends and acquaintances with whom I come into daily or frequent contact in this particular time, place, and line of work cannot count on most of these conditions.

I usually think of privilege as being a favored state, whether earned or conferred by birth or luck. Yet some of the conditions I have described here work to systematically overempower certain groups. Such privilege simply confers dominance because of one's race or sex.

1. I can if I wish arrange to be in the company of people of my race most of the time.
2. If I should need to move, I can be pretty sure renting or purchasing housing in an area which I can afford and in which I would want to live.
3. I can be pretty sure that my neighbors in such a location will be neutral or pleasant to me.
4. I can go shopping alone most of the time, pretty well assured that I will not be followed or harassed.
5. I can turn on the television or open to the front page of the paper and see people of my race widely represented.
6. When I am told about our national heritage or about "civilization," I am shown that people of my color made it what it is.
7. I can be sure that my children will be given curricular materials that testify to the existence of their race.
8. If I want to, I can be pretty sure of finding a publisher for this piece on white privilege.
9. I can go into a music shop and count on finding the music of my race represented, into a supermarket and find the staple foods which fit with my cultural traditions, into a hairdresser's shop and find someone who can cut my hair.
10. Whether I use checks, credit cards, or cash, I can count on my skin color not to work against the appearance of financial reliability.
11. I can arrange to protect my children most of the time from people who might not like them.
12. I can swear, or dress in second hand clothes, or not answer letters, without having people attribute these choices to the bad morals,the poverty, or the illiteracy of my race.
13. I can speak in public to a powerful male group without putting my race on trial.
14. I can do well in a challenging situation without being called a credit to my race.
15. I am never asked to speak for all the people of my racial group.
16. I can remain oblivious of the language and customs of persons of color who constitute the world's majority without feeling in my culture any penalty for such oblivion.
17. I can criticize our government and talk about how much I fear its policies and behavior without being seen as a cultural outsider.
18. I can be pretty sure that if I ask to talk to "the person in charge," I will be facing a person of my race.
19. If a traffic cop pulls me over or if the IRS audits my tax return, I can be sure I haven't been singled out because of my race.
20. I can easily buy posters, postcards, picture books, greeting cards, dolls, toys, and children's magazines featuring people of my race.
21. I can go home from most meetings of organizations I belong to feeling somewhat tied in, rather than isolated, out-of-place, out numbered, unheard, held at a distance, or feared.
22. I can take a job with an affirmative action employer without having coworkers on the job suspect that I got it because of race.
23. I can choose public accommodation without fearing that people of my race cannot get in or will be mistreated in the places I have chosen.
24. I can be sure that if I need legal or medical help, my race will not work against me.
25. If my day, week, or year is going badly, I need not ask of each negative episode or situation whether it has racial overtones.
26. I can choose blemish cover or bandages in flesh color and have them more or less match my skin.

I repeatedly forgot each of the realizations on this list until I wrote it down. For me white privilege has turned out to be an elusive and fugitive subject. The pressure to avoid it is great, for in facing it I must

give up the myth of meritocracy. If these things are true, this is not such a free country; one's life is not what one makes it; many doors open for certain people through no virtues of their own.

In unpacking this invisible knapsack of white privilege, I have listed conditions of daily experience which I once took for granted. Nor did I think of any of these prequisites as bad for the holder. I now think that we need a more finely differentiated taxonomy of privilege, for some of these varieties are only what one would want for everyone in a just society, and others give license to be ignorant.

I see a pattern running through the matrix of white privilege, a pattern of assumptions which were passed on to me as a white person. There was one main piece of cultural turf; it was my own turf, and I was among those who could control the turf. My skin color was an asset for any move I was educated to want to make. I could think of myself as belonging in major ways, and of making social systems work for me. I could freely disparage, fear, neglect, or be oblivious to anything outside of the dominant cultural forms. Being of the main culture, I could also criticize it fairly freely.

In proportion as my racial group was being made confident, comfortable, and oblivious, other groups were likely being made unconfident, uncomfortable, and alienated. Whiteness protected me from many kinds of hostility, distress, and violence, which I was being subtly trained to visit in turn upon people of color. For this reason, the word "privilege" now seems to me misleading. We want, then, to distinguish between earned strength and unearned power conferred systematically. Power from unearned privilege can look like strength when it is in fact permission to escape or to dominate. But not all of the privileges on my list are inevitably damaging. Some, like the expectation that neighbors will be decent to you, or that your race will not count against you in court, should be the norm in a just society. Others, like the privilege to ignore less powerful people, distort the humanity of the holders as well as the ignored groups.

We might at least start by distinguishing between positive advantages which we can work to spread, and negative types of advantages which unless rejected will always reinforce our present hierarchies. For example, the feeling that one belongs within the human circle, as Native Americans say, should not be seen as privilege for a few. Ideally it is an unearned entitlement. At present, since only a few have it, it is an unearned advantage for them. This paper results from a process of coming to see that some of the power which I originally saw as attendant on being a human being in the U.S. consisted in unearned advantage and conferred dominance.

I have met very few men who are truly distressed about systemic, unearned male advantage and conferred dominance. And so one question for me and others like me is whether we will be like them, or whether we will get truly distressed, even outraged, about unearned race advantage and conferred dominance and if so, what we will do to lessen them. In any case, we need to do more work in identifying how they actually affect our daily lives. Many, perhaps most, of our white students in the U.S. think that racism doesn't affect them because they are not people of color; they do not see "whiteness" as a racial identity. In addition, since race and sex are not the only advantaging systems at work, we need similarly to examine the daily experience of having age advantage, or ethnic advantage, or physical ability, or advantage related to nationality, religion, or sexual orientation.

Difficulties and dangers surrounding the task of finding parallels are many. Since racism, sexism, and heterosexism are not the same, the advantaging associated with them should not be seen as the same. In addition, it is hard to disentangle aspects of unearned advantage which rest more on social class, economic class, race, religion, sex and ethnic identity than on other factors. Still, all of the oppressions are interlocking, as the Combahee River Collective State-ment of 1977 continues to remind us eloquently. One factor seems clear about all of the interlocking oppressions. They take both active forms which we can see and embedded forms which as a member of the dominant group one is taught not to

see. In my class and place, I did not see myself as a racist because I was taught to recognize racism only in individual acts of meanness by members of my group, never in invisible systems conferring unsought racial dominance on my group from birth.

Disapproving of the systems won't be enough to change them. I was taught to think that racism could end if white individuals changed their attitudes. But a white skin in the United States opens many doors for whites whether or not we approve of the way dominance has been conferred on us. Individual acts can palliate, but cannot end, these problems.

To redesign social systems we need first to acknowledge their colossal unseen dimensions. The silences and denials surrounding privilege are the key political tool here. They keep the thinking about equality or equity incomplete, protecting unearned advantage and conferred dominance by making these taboo subjects. Most talk by whites about equal opportunity seems to be now to be about equal opportunity to try to get into a position of dominance while denying that systems of dominance exist.

It seems to me that obliviousness about white advantage, like obliviousness about male advantage, is kept strongly inculturated in the United States so as to maintain the myth of meritocracy, the myth that democratic choice is equally available to all. Keeping most people unaware that freedom of confident action is there for just a small number of people props up those in power, and serves to keep power in the hands of the same groups that have most of it already.

Though systemic change takes many decades, there are pressing questions for me and I imagine for some others like me if we raise our daily consciousness on the perquisites of being light skinned. What will we do with such knowledge? As we know from watching men, it is an open question whether we will choose to use unearned advantage to weaken hidden systems of advantage, and whether we will use any of our arbitrarily awarded power to try to reconstruct power systems on a broader base.

Peggy McIntosh is associate director of the Wellesley Collage Center for Research on Women. This essay is excerpted from Working Paper 189. "White Privilege and Male Privilege: A Personal Account of Coming To See Correspondences through Work in Women's Studies" (1988), by Peggy McIntosh; available for $4.00 from the Wellesley College Center for Research on Women, Wellesley MA 02181 The working paper contains a longer list of privileges.

Search

Taking the Long View to Eliminate Systemic Racism: A Systems Thinking Approach

February 16, 2021

By Donna Orem

When john a. powell, director of the University of California, Berkeley's Othering & Belonging Institute, was leading the Kirwan Institute for the Study of Race and Ethnicity at Ohio State University in 2010, he wrote a compelling thought piece, titled "Systems Thinking, Evaluation, and Racial Justice." He advocated for a new approach to eliminating systemic racism, writing, "We need an evaluation approach that acknowledges what we know from a history of inadequate or failed policy interventions. We know that what works on a microlevel may not be able to be scaled up; what appears promising in the short-term may have no impact in the long-term, what helps in the short-term may in fact harm in the long-term, and even policies that are far removed from the traditional concerns of racial justice advocates can either ameliorate or exacerbate racial disparities. The efficacy of a policy can only be adequately understood by looking at how it interacts with other policies and the environment to advance desired outcomes."

powell suggested that we tend to have a linear way of solving problems, with a focus on the short-term, which can obscure potential unintended long-term consequences. The result is that organizations are good at fixing problems in the moment but not at addressing them in a long-term, sustainable way. In the context of education, he says we often blame a system failure on a single element, such as the curriculum, focusing an intervention there. But if we stand back and take the time to study the interrelationships within a system, and how a particular system produced an unwanted outcome, we will gain better insights into designing interventions that have a lasting impact.

Applying a Systems Thinking Lens to Racial Inequality

Many industries have used systems thinking to better understand of how things work and to approach problem-solving in a holistic way. Could it be the framework schools need to effectively identify, understand, and improve systems that create racial inequities in schools?

Why Systems Thinking Is Important for the Education Sector, a report by the Education Development Trust, a nonprofit that works to design and deliver sustainable solutions to improve education and transform lives, explores how systems thinking can be used to address complex challenges in schools. The authors define systems thinking as "an understanding of how the different components and stakeholders of a system interact and impact each other. Systems thinking goes further than mapping key stakeholders and institutions, and includes analyzing formal and informal interrelationships, and how they influence the functioning of a system."

They suggest that systems thinking is particularly effective when an issue is chronic, persists over time, and has complex interdependencies. Systems thinking can be a powerful tool in addressing systemic racism for just these reasons, as there are so many formal and informal systems, structures, relationships, norms, and behaviors that have conspired over time to create systems of oppression. In the Education Development Trust report, this chart compares the traditional, linear way of approaching problems, with the more multidimensional approach of systems thinking.

TABLE 1: LINEAR AND SYSTEMS THINKING COMPARED

Traditional, linear thinking	Systems thinking
Looks at individual parts often in isolation	Looks at the whole of the system
Focuses on content	Focuses on process
Takes a cause and effect approach and sometimes attempts to fix symptoms rather than underlying problems	Seeks to understand potential causes and the dynamic factors that might be at play, including feedback loops
Tends to think "technically" about a problem and think that a problem is easily solvable by a simple solution	Tends to think 'big picture' including factoring in incentives and the political economy when thinking about how hard it might be to solve this problem

The authors suggest that we need to use a series of interconnected accelerators to address systemic challenges:

Vision and leadership. Leaders must have the ability to work across boundaries and deal with ambiguity.

Coalitions for change. Systems thinking embraces the foundational concept that to solve complex problems you must have collaborators across systems and stakeholder groups who work together to build a shared understanding of the challenges, root causes, and interrelationships.

Delivery architecture including school collaboration. Structure is essential to systems thinking; therefore, a clear stating of roles and responsibilities is key so that "one part of a system is not inadvertently undermining what is happening elsewhere in the system."

Data for collective accountability and improvement. Evidence is foundational to building a shared understanding and in identifying root causes.

Teacher and school leadership effectiveness. Individual development is an important accelerator in systems thinking work as it equips stakeholders to own change and to drive improvements.

Evidence-informed learning. Continual learning and adaptability are important elements of systems thinking as there is much that is not known or understood when we begin a process, and we must be prepared to take alternative steps as the journey unfolds.

Two Systems Thinking Models

Equity In the Center, an organization that works to shift mindsets, practices, and systems, also embraces systems thinking as an important tool in the process of understanding and eliminating systemic racism. The organization designed the Race Equity Cycle to push other groups to become "more committed, more knowledgeable, and more skilled in analyzing race, racism, and race equity." The process includes three stages:

In the AWAKE stage, organizations focus on people and building a workforce and a board that include different racial backgrounds, with the primary goal being representation.

In the WOKE stage, the emphasis moves to culture and "creating an environment where everyone is comfortable sharing their experiences, and everyone is equipped to talk about race equity and inequities." At this stage, the primary goal is inclusion and changing behaviors, policies, and practices.

In the WORK stage, the focus is on understanding systems of inequities and using levers to improve race equity.

Their process is designed to be flexible so that organizations can approach the work at different levels of readiness. Like the Education Development Trust, the Equity In the Center team suggests that to achieve a race equity culture, you must engage the strategic elements of the system that build momentum when leveraged. The levers represent both specific groups of people as well as systems, structures, and processes, and include senior leaders, managers, boards of directors, communities, learning environments, data, and organizational culture. The guide, "Awake to Woke to Work: Building a Race Equity Culture" provides rubrics for engaging each lever in all three phases of the work.

The Annie E. Casey Foundation produced The Race Equity and Inclusion Action Guide to help organizations take a systems analysis approach to understanding and addressing the key elements of systemic racialization, including history, culture, interconnected institutions and policies, and racial ideologies. It suggests, "Examining how racism interacts with other systems of privilege, oppression, and power—such as gender and economic inequality—is another important facet of conducting a systems analysis." The guide points out that too often Black, Indigenous, and people of color are not

at the table when systems are designed, enhanced, or evaluated, so it is key that the systems process begins by involving a diverse group of stakeholders in an exploration of system inequities. It asks questions such as:

- What are the racial inequities, barriers, or negative outcomes involved in the problem being examined?

- Who is burdened most and who benefits most?

- What institutions are involved?

- What unfair policies and/or practices are involved?

- What social conditions or determinants contribute to the problem (such as poverty, housing segregation, education)?

- What other compounding dynamics are involved (such as income or gender inequities)?

- What cultural norms, myths, or popular ideas justify or maintain the problem?

- How did things get this way, and what are some of the cumulative impacts?

- What are the key causes or contributing factors?

- What solutions or interventions could eliminate the inequities?

- What can be learned from prior efforts to solve the problem or change the system?

- What strategies could result in systemic change and advance equitable solutions?

Moving Forward as an Industry

Independent schools must resist the temptation to look for the quick fix for the injustice of systemic racism, which is societywide and permeates all institutions, and instead embrace the long game and do the hard work to engage and leverage people, culture, and systems. We want to do this work, but if approached in a siloed form, we may find little positive movement or unintended consequences that set us back. As the authors of the Annie E. Casey guide say, "Though it may sound daunting, institutionalizing racial equity and preventing institutional racism can be done. Like anything else, it takes practice, partnering, learning, and leadership. Everyone can be a race equity and inclusion leader and champion. Start right where you are with the people around you."

AUTHOR

Donna Orem
Donna Orem is NAIS President.

Comments

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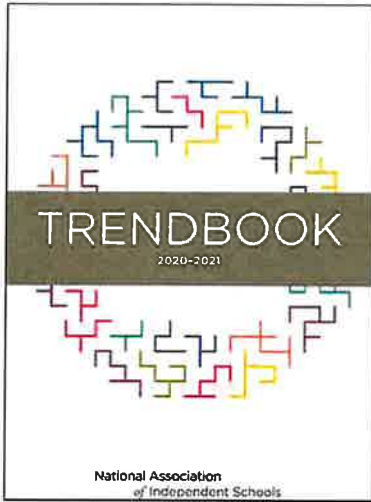
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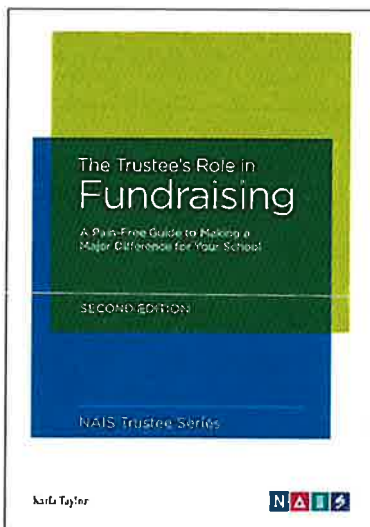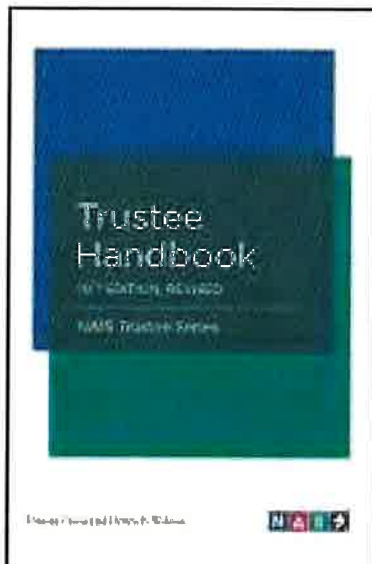NAIS's award-winning magazine covers the issues that matter most to independent schools.

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White Fragility and the Rules of Engagement

BY DR. ROBIN DIANGELO

How to engage in the necessary dialogue and self-reflection that can lead to structural change.

—

I am white. I write and teach about what it means to be white in a society that proclaims race meaningless, yet remains deeply divided by race. A fundamental but very challenging part of my work is moving white people from an individual understanding of racism—i.e. only some people are racist and those people are bad—to a structural understanding. A structural understanding recognizes racism as a default system that institutionalizes an unequal distribution of resources and power between white people and people of color. This system is historic, taken for granted, deeply embedded, and it works to the benefit of whites.

The two most effective beliefs that prevent us (whites) from seeing racism as a system are:
1. that racists are bad people and
2. that racism is conscious dislike;

if we are well-intended and do not consciously dislike people of color, we cannot be racist. This is why it is so common for white people to cite their friends and family members as evidence of their lack of racism. However, when you understand racism as a system of structured relations into which we are all socialized, you understand that intentions are irrelevant. And when you understand how socialization works, you understand that much of racial bias is unconscious. Negative messages about people of color circulate all around us. While having friends of color is better than not having them, it doesn't change the overall system or prevent racism from surfacing in our relationships. The societal default is white superiority and we are fed a steady diet of it 24/7. To not actively seek to interrupt racism is to internalize and accept it.

As part of my work I teach, lead and participate in affinity groups, facilitate workshops, and mentor other whites on recognizing and interrupting racism in our lives. As a facilitator, I am in a position to give white people feedback on how their unintentional racism is manifesting. This has allowed me to repeatedly observe several common patterns of response. The most common by far is outrage:

> *How dare you suggest that I could have said or done something racist!*

Given the dominant conceptualization of racism as individual acts of cruelty, it follows that only terrible people who don't like people of color can commit it. While this conceptualization is misinformed, it functions beautifully to protect racism by making it impossible to engage in the necessary dialogue and self-reflection that can lead to change.

Outrage is often followed by righteous indignation about the manner in which the feedback was given. I have discovered (as I am sure have countless people of color) that there is apparently an unspoken set of rules for how to give white people feedback on racism.

The Rules of Engagement

After years of working with my fellow whites, I have found that the only way to give feedback correctly is not to give it at all. Thus, the first rule is cardinal:

1. Do not give me feedback on my racism under any circumstances.
If you break the cardinal rule:

2. Proper tone is crucial – feedback must be given calmly. If there is any emotion in the feedback, the feedback is invalid and does not have to be considered.

3. There must be trust between us. You must trust that I am in no way racist before you can give me feedback on my racism.

4. Our relationship must be issue-free – If there are issues between us, you cannot give me feedback on racism.

5. Feedback must be given immediately, otherwise it will be discounted because it was not given sooner.

6. You must give feedback privately, regardless of whether the incident occurred in front of other people. To give feedback in front of anyone else—even those involved in the situation—is to commit a serious social transgression. The feedback is thus invalid.

7. You must be as indirect as possible. To be direct is to be insensitive and will invalidate the feedback and require repair.

8. As a white person I must feel completely safe during any discussion of race. Giving me any feedback on my racism will cause me to feel unsafe, so you will need to rebuild my trust by never giving me feedback again. Point of clarification: when I say "safe" what I really mean is "comfortable."

9. Giving me feedback on my racial privilege invalidates the form of oppression that I experience (i.e. classism, sexism, heterosexism). We will then need to focus on how you oppressed me.

10. You must focus on my intentions, which cancel out the impact of my behavior.

11. To suggest my behavior had a racist impact is to have misunderstood me. You will need to allow me to explain until you can acknowledge that it was your misunderstanding.

<div align="center">

These rules are rooted in white fragility.

♦◇♦

</div>

Their contradictions are irrelevant; their function is to obscure racism and protect white dominance and they do so very effectively. Yet from an understanding of racism as a system of unequal institutional power, we need to ask ourselves where these rules come from and who they serve.

Many of us actively working to interrupt racism continually hear complaints about the "gotcha" culture of white anti-racism. There is a stereotype that we are looking for every incident we can find so we can spring out, point our fingers, and shout, "You're a racist!" While certainly there are white people who arrogantly set themselves apart from other whites by acting in this way, in my experience over 20 years this is not the norm. It is far more common for sincere white people to agonize over when and how to give feedback to a fellow white person, given the ubiquitousness of white fragility. White fragility works to punish the person giving feedback and essentially bully them back into silence. It also maintains white solidarity—the tacit agreement that we will protect white privilege and not hold each other accountable for our racism. When the person giving the feedback is a person of color, the charge is "playing the race card" and the consequences of white fragility are much more penalizing.

Racism is the norm rather than an aberration. Feedback is key to our ability to recognize and repair our inevitable and often unaware collusion.

In recognition of this, I follow these guidelines:

1. How, where, and when you give me feedback is irrelevant – it is the feedback I want and need. Understanding that it is hard to give, I will take it any way I can get it. From my position of social, cultural,

2

and institutional white power and privilege, I am perfectly safe and I can handle it. If I cannot handle it, it's on me to build my racial stamina.
2. Thank you.

The above guidelines rest on the understanding that there is no face to save and the jig is up; I know that I have blind spots and unconscious investments in white superiority. My investments are reinforced every day in mainstream society. I did not set this system up but it does unfairly benefit me and I am responsible for interrupting it. I need to work hard to recognize it myself, but I can't do it alone. This understanding leads me to gratitude when others help me.

In my workshops, I often ask the people of color,

> *"How often have you given white people feedback on our unaware yet inevitable racism and had that go well for you?"*

Eye-rolling, head-shaking, and outright laughter follow, along with the general consensus of never. I then ask,

> *"What would it be like if you could simply give us feedback, have us graciously receive it, reflect, and work to change the behavior?"*

Recently a man of color sighed and said,

> *"It would be revolutionary."*

I ask my fellow whites to consider the profundity of that response. Revolutionary that we would receive, reflect, and work to change the behavior. On the one hand, it points to how difficult and fragile we are. But on the other hand, how simple taking responsibility for our racism can be.

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
School Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Thursday, 1 April, 2021 4:00-6:00p.m.**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A.
COMMENCEMENT OF MEETING

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 Agenda

B.
PRESENTATIONS TO THE COMMITTEE

		SPEAKER SERIES SESSION 1 OF 4	
1	4:15	Scott Campbell - Teacher from Reynolds	GVTA
2	4:30	Lucas Gutierrez – Teacher from Reynolds	GVTA
3	4:45	Mia Golden	Community
4	5:00	Jane Hurting – Program Manager, Victoria Immigrant and Refugee Centre Society (VIRCS)	Community

B.1
To be determined

C.
NEW BUSINESS

C.1
How do School District staff currently utilize PLO's?

C.2
Outstanding questions about PLO job descriptions

C.3
Next steps (stakeholder engagement and data gathering)

C.4
Creating a safe environment for the community and stakeholder feedback

D.
CORRESPONDENCE

D.1
Doug Smith – Principal, Campus View Elementary

D.2
Chris McDonald – Teacher, Reynolds Secondary School

D.3
Dwayne Doyle – Principal, Marigold Elementary

D.4
Mother Against Racism Letter to the Board of Education – September 2020

D.5
Lynne Turnbull – Career Centre Coordinator, Reynolds Secondary School

D.6.
Parker Johnson – This is Table Talk

E.
GENERAL ANNOUNCEMENTS

Next Meeting Date:

F.
ADJOURNMENT

D.
CORRESPONDENCE

The Board of Education of School District No. 61 (Greater Victoria)
School Police Liaison Officer Ad Hoc Committee

AGENDA MINUTES

Date: **Thursday, 1 April, 2021 4:00-6:00p.m.**
Location: **Via Zoom**

In attendance:
Chairperson: Trustee Duncan, Deb, Alex, Colin, Joanna, Mel, Taily, Lisa M, Lisa G, Darrell, Harold, Shawna, Matthew, Jennifer, and Michael

Guests: Jane, Mia, Scott, Lucas

Regrets: Trustee Ferris, and Elaine

A.
COMMENCEMENT OF MEETING

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4	5:00	Jane Hurting – Program Manager, Victoria Immigrant and Refugee Centre Society (VIRCS)	Community

Scott – spoke about the positive relationship between the students and the SPLO

Lucas – provided examples of the teaching opportunities between the SPLO and students

Jane – provided information about the services available through Resilience BC and VIRCS

Mia – spoke about the role SPLO have in a proactive and preventative nature with vulnerable youth.

C.
NEW BUSINESS

C.1
How do School District staff currently utilize PLO's?

Joanna – provided examples of how SPLOs interact with students and staff at elementary schools

Mel – provided examples of how SPLOs interact with students, parents and staff at secondary schools

Jennifer – provided further information regarding the regular meetings with SPLOs and SD 61 staff including the yearly training, themes for the year based on what we are seeing in the community, trends and how best to support at-risk behaviours and what is currently occurring in our schools and broader community – SD 61, SD 62 and SD 63.

Conversation occurred regarding 1155 Complaint Process and concerns were expressed regarding whether students and parents understand how to make a complaint and that they can use the complaint process to address concerns about the SPLO or the schools handing of a matter involving the SPLO. The Committee heard that the SD 61 complaint process should be available on each schools website and is posted to the District website.

Questions were asked regarding what written processes and procedures exist to guide the work of school administrators as it related to the SPLOs. The Committee heard that no written processes and procedures exist except the Policy and Regulation 5144: Police Questioning of Students in School. The Committee heard that school administrators use the SPLOs in various different ways at their discretion.

Questions were asked regarding what training is provided to all SPLOs and what training SD 61 staff receive in how and when to utilize the SPLO. The Committee heard that no required training is provided to SPLOs in order to become a SPLO. The Committee heard that some SD 61 staff receive VTRA training. Questions were asked regarding whether any training was specific to BIPOC and bias. The Committee heard that this was not the current focus of training.

Conversation occurred about how SPLOs are utilized in our schools and some Committee members expressed concerns that a gap exists when they are not available or when the program doesn't exist and also concerns about a lack of clarity about the role of SPLOs in any investigations carried out by police and the potential impact on students.

Shawna shared the work SPLOs provide for the Homestay program and the International Student Program

C.2
Outstanding questions about PLO job descriptions
Question: how are programs with SPLOs and schools developed?
Answer: collaboratively with school staff and liaison officers. Topics to consider or of concern may be brought forward by students or staff and co-developed so that there is a consistent message.

C.3
Next steps (stakeholder engagement and data gathering)
Conversation occurred regarding the importance of student voice. District staff agreed to reach out to student representatives regarding further participation. Several Committee members commented that the survey will be an effective method of capturing student voice.

C.4
Creating a safe environment for the community and stakeholder feedback
The Chair expressed concern that student representatives were not present at most Committee meetings. Staff are going to reach out to student representatives in advance of the Committees next meeting. The agenda item was not discussed in any details as time ran out. To be considered on a future agenda.

D.
CORRESPONDENCE

D.1
Doug Smith – Principal, Campus View Elementary

D.2
Chris McDonald – Teacher, Reynolds Secondary School

D.3
Dwayne Doyle – Principal, Marigold Elementary

D.4

Mother Against Racism Letter to the Board of Education – September 2020

D.5
Lynne Turnbull – Career Centre Coordinator, Reynolds Secondary School

D.6.
Parker Johnson – This is Table Talk

E.
GENERAL ANNOUNCEMENTS

 Next Meeting Date:
F.
ADJOURNMENT

D.
CORRESPONDENCE

Greater
VICTORIA
School District

The Greater Victoria School District is committed to
each student's success in learning within
a responsive and safe environment.

POLICY 5145

POLICE QUESTIONING OF STUDENTS IN SCHOOL

Despite the Board's belief that the school is not a proper place for the police to conduct interviews of students involved in formal investigations, it recognizes that there are times when problems, possibly of a criminal nature, make this necessary.

The Board considers that it has a responsibility to protect the interests and rights of pupils in its care in a manner consistent with the law. This includes principals of schools acting "in loco parentis" in the absence of parents or guardians and the prompt informing of parents or guardians when pupils' rights or interests are a matter of concern.

Greater Victoria School District
Adopted: April 30, 1979

Greater
VICTORIA
School District

*The Greater Victoria School District is committed to
each student's success in learning within
a responsive and safe environment.*

POLICY 1155

COMPLAINT PROCESS FOR A RESOLUTION OF CONCERNS

The purpose of this Complaint Process is to ensure that any individual's concern will be given respectful attention while upholding the integrity of the educational system. The attendant regulations provide clear procedures for the communication and resolution of any concern held by members of our Educational Community. The Educational Community includes parents, students, all Greater Victoria School District employees and members of the public.

School Principals shall communicate the procedures, outlined in the attendant regulation, to their students, staff, and parents on a regular basis.

Greater Victoria School District

Adopted: November 25, 1996
Reviewed: March 2012

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
School Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Thursday, 6ᵗʰ May, 2021**
           4:00p.m.-6:00p.m.
Location: **Via Zoom**

Chairperson: Trustee Duncan

A.
COMMENCEMENT OF MEETING

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 AGENDA

B.
PRESENTATIONS TO THE COMMITTEE

		MAY 6, 2021 4PM TO 6PM	
1	4:15	Daniel McKean - Teacher from Reynolds	GVTA
2	4:30	Emily Kirzinger - Vice-Principal Reynolds	VPVPA
3	4:45	Dominique Jacobs – Support Network for Indigenous Women and Women of Color	Community

C.
NEW BUSINESS
C.1
Survey for Committee Members

C.2
Discussion regarding survey for the public

C.3
Next steps (stakeholder engagement and data gathering)

D.
CORRESPONDENCE
D.1
Matt Christie – Teacher, Vic West Elementary

E.
GENERAL ANNOUNCEMENTS
 Next Meeting Date:

F.
ADJOURNMENT

THIS COMMITTEE HAS REACHED OUT TO INVITE FEEDBACK FROM THE FOLLOWING STAKEHOLDERS:

- ICA
- Inclusion BC
- Native Friendship Centre
- Victoria Immigrant and Refugee Centre Society
- Pacific People's Partnership
- International Institute for Child Rights and Development (ties with Royal Roads)
- Hulitan Family and Community Services Society
- UVIC – Indigenous Academic and Community Engagement
- Camosun – Centre for Indigenous Education and Community Connections

- Resilience BC
- Mothers Against Racism
- The Support Network for Indigenous Women and Women of Colour
- Urban Native Youth Association
- Mosaic BC
- Out on Screen
- BC Community Alliance
- Black Lives Matter Vancouver
- BC Black History Awareness Society
- Metis Nation of British Columbia
- First Nations Health Authority
- UVIC Academic Advisory Committee on Equity and Diversity

The Board of Education of School District No. 61 (Greater Victoria)
School Police Liaison Officer Ad Hoc Committee

AGENDA MINUTES

Date: **Thursday, 6ᵗʰ May, 2021**
        4:00p.m.-6:00p.m.
Location: **Via Zoom**

In attendance:
Chairperson: Trustee Duncan, Deb, Jennifer, Michael, Noah, Taily, Alex, Lisa, Mel, Matt, Darrell, Colin, Joanna, Lisa G, Harold, Kalie, Shawna, and Elaine

Guests: Daniel, Emily, Dominique

Regrets: Trustee Ferris

A.
COMMENCEMENT OF MEETING

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 AGENDA

The timeline for survey creation and go live date was discussed. Questions of clarification were asked regarding how the community would be made aware of the survey so that they can participate. Lisa M explained her practice in terms of using media, the District website, school based communications to get the word out.

The Committee discussed the importance of reviewing the BIPOC response rate in particular to review whether other means of seeking feedback should be considered in addition to the speaker series, invitation to make submissions to the Committee and public survey. Lisa M confirmed that reviewing the communications plan and making adjustments as needed is a standard practice for any engagement process.

C.2
Discussion regarding survey for the public
See note above as item C.1 and 2 were discussed together.

C.3
Next steps (stakeholder engagement and data gathering)
Conversation regarding the committee:

Joanna – It is important to remember that individual committee members represent the views of partner or stakeholder groups i.e. union, association.

Lisa G– Lack of BIPOC individuals on committee, need to acknowledge that racism and discrimination exists in Canada not only the USA and the importance of paying attention to Canadian data that is available.

Lisa M.- Commented on the need to remember the dual purpose of members of the committee in that we will both be asked to provide feedback and to receive feedback from the schools communities and our community stakeholders.

Michael – commented on the letter received from fellow committee member. Other committee members replied to the comments and their concerns about the comments. Matt replied generally to the comments.

Chair Duncan reminded the Committee of the importance of the Committees work, respectful dialogue, creating space for everyone to be heard and the importance of maintaining respectful dialogue despite any disagreement.

D.
CORRESPONDENCE
D.1

E.
GENERAL ANNOUNCEMENTS
Next Meeting Date: June 1, 2021

F.

ADJOURNMENT

THIS COMMITTEE HAS REACHED OUT TO INVITE FEEDBACK FROM THE FOLLOWING STAKEHOLDERS:

- ICA
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- Native Friendship Centre
- Victoria Immigrant and Refugee Centre Society
- Pacific People's Partnership
- International Institute for Child Rights and Development (ties with Royal Roads)
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- BC Community Alliance
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- Metis Nation of British Columbia
- First Nations Health Authority
- UVIC Academic Advisory Committee on Equity and Diversity

School Liaison Officers in SD61

EMILY KIRZINGER, VICE PRINCIPAL

Who am I?

Grew up in Victoria, BC on the traditional territories of the Coast Salish and Lekwungen peoples in Saanich school district

Ancestors originate in Western Europe

Worked as an educator in Greater Victoria School District since 2000

Worked at BC Ferries for 13 years

Masters Degree in Leadership and Administration completed in 2008

Experience with working with complex youth since 2006:

- Alternative Education Program
- The Link Distributed Learning Program
- Vice Principal at Esquimalt High School 2015-2020
- Vice Principal at Reynolds Secondary School 2020->
- Member of SD61 District Critical Incident Response Team

- Focused my professional development over the last five years on school safety, both in proactive and reactive approaches.

Students and staff at Victoria Pride Parade

What do I believe?

Schools must be safe places for all students including racialized, Indigenous and LGBTQ youth.
Schools function within partnerships:

- Students
- Parents/Guardians
- Staff (BCTF/CUPE/non-Union)
- Ministry of Education
- Ministry of Children and Family Development
- VIHA
- Youth and Family Counsellors
- Employers and businesses (i.e. work experience programs)
- District Career and Pathways programs
- Post Secondary Institutions
- Esquimalt and Songhees Nations/ local nations
- Trustees
- Police

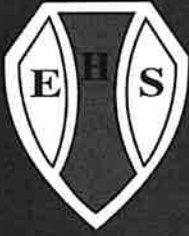*First Gender Neutral bathroom at Esquimalt*

Esquimalt High School 2015-2018

VicPD School Liaison Officer

What did that look like?

▶ Relationships
▶ Building trusting relationships with all students
▶ Normalizing seeing a police officer/vehicle
▶ Teamwork
▶ Assistance when needed

Fundraiser at ESQ with SLO and Chief of Victoria PD

Esquimalt High School 2018-2020

VicPD School Liaison Officer **removed**

What did that look like?
- Same level of complexity in school
- School missing a layer of support
- Situations that were big or needed help/back up; variety of responses
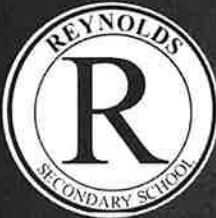
Reynolds Secondary School 2020-2021

Saanich PD School Liaison Officer

What did that look like?
- Community policing
- Relationship building
- Saanich PD officers in school presenting to classes
- Cops 4 Cancer

With SLO

- Opportunity for positive relationships
- Specialized training
- De-escalation of situations
- Positive experiences
- Working together to common goal

Without SLO

- Opportunity to build positive relationships more challenging (need for building relationships does not end)
- Police officers called in times of crisis without background of situation
- Less specialized officers consulting on complex cases
- Inconsistency

What do I acknowledge?

Schools must be safe places for all students including racialized, Indigenous and LGBTQ youth and staff

- My place of privilege; my experiences
- Not all students feel safe at school or in community
- I have an important role in creating a school culture that supports a safe learning environment
- I acknowledge that Canada has long ways to go with Truth and Reconciliation and relationships with BIPOC community members
- Schools are the leaders in teaching and modelling Truth and Reconciliation, UNDRIP, SOGI curriculum
- Schools influence community

What must we acknowledge?

Canada is not equal to the United States

- Canada population is 38 million, USA population is 332 million
- In Canada, police officers kill 20-24 people per year
- In USA, police officers kills about 1000 people per year
- In both countries, racialized people have a higher chance of dying in police encounters
- Higher rates of violent crime in the US
- More dangerous to be a police officer in US (Canada 1 death/year; USA 50 death/year)
- From 2009 – 2018 the US experienced 288 school shootings. In the same period, Canada experienced 2.

While we are heavily influenced by US media and are culturally connected in so many ways, we must create responses that are appropriate to our circumstances.

What must our school district do?

We must do the **hard work.**

- **Resist cancel culture**; the easy solution
- **Invite and welcome** community members to speak their truth
- **Listen**
- Move **slowly**
- Not let our own experiences be the only voice
- This committee is an excellent first step to **examine** the need for change
- **Implement** changes/grow/develop; not cancel it all
- Cancelling the SLO program reinforces the message that ACAB

My recommendations

- **Do not cancel SD61's SLO Program**
- SLOs continue to have additional **training** to work with youth
- School District continues to work in **partnership** with our SLOs and other community agencies and **adjust/modify** SLO program as needed
- Regular and ongoing **consultations**
- School District **listens** to the concerns of youth and actively works to **improve relationships** between police and youth

YOU'RE CANCELED HUMAN

AND IT'S OKAY TO LEARN BETTER AND THEN BE BETTER.

@ARTSYAFFIRMATIONS

**University
of Victoria**

Sexualized Violence Prevention and Response Policy

University Policy No.: GV0245
Classification: Governance
Approving Authority: Board of Governors
Effective Date: January 2021
Supersedes: June 2017
Last Editorial Change: January 2021
Mandated Review: June 2024

Associated Procedures:
Sexualized Violence – Support Procedures
Sexualized Violence – Statement of Rights of Complainant and Respondent
Sexualized Violence – Investigations
Sexualized Violence – Sanctions and Appeal Procedures Where the Respondent is a Student
Sexualized Violence – Statement on Confidentiality and Privacy
Sexualized Violence – Awareness and Education
Sexualized Violence – Support Resources

DEFINITIONS

For the purposes of this policy, the following definitions apply.

"Administrative Authority" means the senior individual identified at the outset of a process to have administrative responsibility for the Respondent, or decision making authority. Administrative Authorities may include but are not limited to: Vice-Presidents, Deans, Chairs, Executive Directors, Directors or, other senior positions at the University

"Complainant" means a person who makes a Report to Equity and Human Rights ("EQHR") alleging a violation of this policy. A Survivor will be referred to as a Complainant after a Report has been filed with EQHR.

"Consent" means the voluntary agreement to engage in sexualized contact or activity and to continue to engage in the contact or activity. Consent means that all persons involved demonstrate, through words or actions, that they freely and mutually agree to participate in a contact or activity. More specifically:

(a) Consent must be given at the outset and at all stages of sexualized contact or activity;

(b) it is the responsibility of the initiator to obtain ongoing Consent;

(c) Consent can be withdrawn at any time by any participant;

(d) someone who is Incapacitated cannot Consent;

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(e)   there is no Consent where one person abuses a position of trust, power, or authority over another person;

(f)   past Consent does not imply future Consent;

(g)   a person cannot give Consent on behalf of another person;

(h)   silence or the absence of "no" is not Consent;

(i)   the absence of perceived resistance is not Consent; and

(j)   there is no Consent when there is coercion, force, threats, or intimidation towards any person, or where there is fraud or withholding of critical information that could affect a person's decision to Consent.

"Director" means the Executive Director of the Equity and Human Rights office, or delegate.

"Disclosure" means telling someone about an instance of Sexualized Violence. A Disclosure does not initiate an investigation unless a Report is made (see section 18 for how to do this).

"Incapacitated" means a person does not have the capacity to give Consent because, for instance, the person is impaired by alcohol or drugs, or is asleep or unconscious, or is experiencing a traumatic response. A person does not have the capacity to give Consent when the person cannot appreciate the who, what, when, where, why, or how of sexualized contact or activity.

"Interim Measures" means any temporary restrictions on a person's ability to enter upon or to carry out activities upon University premises, or their ability to exercise University privileges.

"Intersectional" means the ways in which a person's experiences are shaped by the interaction of different social positions (for example, sex, sexual identity, gender identity or expression, Indigeneity, racial or ethnic background, ability, faith, socioeconomic status, migration status, and age). These interactions are rooted in interconnecting systems and structures of power and produce intersecting forms of privilege and oppression shaped by colonialism, racism, homophobia, ableism, patriarchy, transphobia, queer antagonism, trans antagonism, bi antagonism, and/or any other form of discrimination.

"Person Alleged to Have Caused Harm" means a person who is the subject of a Disclosure. If a Report is filed about this person with EQHR, the Person Alleged to Have Caused Harm will be referred to as the Respondent.

"Respondent" means a person who has a Report filed against them in EQHR, alleging they have violated this policy.

to **"Report"** Sexualized Violence means completing a "Report Form" and filing it with EQHR, with the intention of initiating an investigation.

"Retaliation" means any adverse action or threatened action, taken, or made through any means, including through social or other electronic media, against a person who engages with this policy or against a person associated with anyone who engages with this policy. Retaliation includes but is not limited to threatening, intimidating, or harassing conduct that could discourage a person from seeking support or other services, Disclosing or Reporting Sexualized Violence, participating in an investigation, or otherwise engaging with this policy.

"Sexualized Misconduct" means, for the purposes of this policy, any of the acts and behaviours identified in the definition of Sexualized Violence.

"Sexualized Violence" means, for the purposes of this policy, any non-consensual, unwanted actual, attempted, or threatened act or behaviour, that is carried out through sexual means or by targeting a person's sex, sexual identity, or gender identity or expression. This act or behaviour may or may not involve physical contact. Sexualized Violence can take place through any form or means of communication (e.g., online, social media, verbal, written, visual). Sexualized Violence is a continuum of behaviour that includes but is not limited to all forms of sexual misconduct as set out in the *Sexual Violence and Misconduct Policy Act.* Examples of Sexualized Violence include:

(a) salacious comments;

(b) sexual assault;

(c) sexual exploitation;

(d) sexual harassment;

(e) stalking;

(f) Stealthing;

(g) indecent exposure;

(h) voyeurism; and

(i) the distribution of a sexually explicit photograph or video of a person to one or more persons other than the person in the photograph or video without the Consent of the person in the photograph or video.

"Sexualized Violence Resource Office ("SVRO") means the central intake office in Equity and Human Rights ("EQHR") at the University for receiving Disclosures and for providing information, support and referrals.

"Stealthing" means the act of intentionally removing or damaging a condom or other protective device (such as a dental dam, or sponge) during sex without the Consent of the partner.

"Student" includes any of the following:

(a) a person who is registered, enrolled, or participating in any course or program (credit or non-credit) offered by the University;

(b) an undergraduate who has been enrolled at the University for one or more of the last three terms and is eligible to continue in a program of study;

(c) a graduate student who is enrolled at the University in the current term and is eligible to continue in a program of study;

(d) a graduate student who is on an approved or personal leave and is eligible to enroll at the University when the leave ends; or

(e) a visiting or exchange or audit student who has been formally admitted to the University for the purposes of taking courses or to take part in an approved research term.

"Survivors" means those who have experienced Sexualized Violence. The University recognizes that some people may not identify with this terminology and have the right to determine how they will be referred to.

"Those Impacted by Sexualized Violence" means Survivors and those who have experienced Sexualized Violence, their family and friends, witnesses, and those who have received Disclosures.

"Survivor-centred" means prioritizing the safety and choices of Survivors. Survivor-centred means to treat Survivors with dignity and respect rather than blame, hostility, or suspicion and to respect their rights, interests and agency by allowing them to make decisions about whether to file a Report and the extent of their participation.

"Third Party" means, for the purposes of making a Third Party Statement under this policy, a person other than the person who experienced Sexualized Violence, and other than the Person Alleged to Have Caused Harm. A Third Party can be a witness, a friend, a colleague, a person who receives a Disclosure, or any other person.

"Third Party Statement" means when someone (e.g. friend, staff, faculty, colleague) shares information with the SVRO about Sexualized Violence on behalf of, and with the consent of, the person who experienced Sexualized Violence (see section 20).

"Trauma-informed" means incorporating an understanding of the impact that trauma, including Sexualized Violence, has on a person's life, to minimize re-victimization, and support recovery and empowerment.

"University Activity" means any activity that is directly connected to the operations of the University at any location, or any activity where a University Community member is formally representing the University.

"University Community" means:

(a) credit and non-credit students, including distance students and continuing studies students;
(b) faculty, librarians and staff members;
(c) anyone holding a University appointment;
(d) post-doctoral fellows;

(e) all persons employed under contracts with University faculty members as the employer and who provide research or administrative services directly supporting faculty members' research activities;

(f) visiting researchers;

(g) anyone contractually required to abide by University policies;

(h) anyone volunteering with a University program or activity;

(i) members of the Board of Governors and Senate; and

(j) anyone who ordinarily resides on campus because of their relationship with the University.

"Voluntary Resolution Process" means a voluntary process facilitated by EQHR and agreed to by the Complainant, the Respondent, and the University. The purpose of a Voluntary Resolution Process is to respond to a Disclosure or Report and does not result in a determination of whether the policy has been breached.

FOUNDATIONAL STATEMENTS

1. Preamble

1.1 Sexualized Violence is unacceptable and prohibited conduct at the University of Victoria ("the University").

1.2 The University recognizes that Sexualized Violence is a significant and systemic social and campus issue that can affect anyone at the University.

1.3 The University recognizes its responsibility to increase awareness of Sexualized Violence, make efforts to prevent its occurrence within the University Community, receive Disclosures, support Survivors and Those Impacted by Sexualized Violence, respond to Reports of Sexualized Violence, deal fairly with those accused of Sexualized Violence, and deal fairly and firmly with those who have been found responsible for violating this policy.

2. Purpose

2.1 This policy sets out the University's framework and strategy to address Sexualized Violence. The purpose of this policy is to instill and cultivate institutional, collective, and individual responsibility to create an environment in which Consent and respect are foundational principles and practices at the University.

3. Principles of the Policy

The following principles are intended to assist in the interpretation of this policy.

3.1 Because anyone can experience Sexualized Violence, this policy applies to all University Community members regardless of a person's social position or position within the University structures, hierarchies, and power relations.

3.2   Some individuals or groups experience Sexualized Violence at higher rates. Efforts to address Sexualized Violence should be grounded in an Intersectional understanding that each person's experience, and the relationship between those who are subject to the policy, will be affected by many factors, including but not limited to their sex; gender identity or expression; sexual identity; family status; Indigenous, racial, or ethnic background; language barrier; ability; faith; age; migration status; socioeconomic status; academic standing; as well as their position within University structures, hierarchies, and power relations.

3.3   Every Survivor or person who is Impacted by Sexualized Violence will engage with the University and this policy from their unique situation or position. Given existing hierarchies and power dynamics at the University, they may enter their engagement with the policy at a disadvantage.

3.4   Sexualized Violence does not exist or operate in isolation. Acts of Sexualized Violence can also be acts of colonial violence, racism, sexism, ableism, ageism, classism, religious intolerance, homophobia, transphobia, queer antagonism, trans antagonism, bi antagonism, and/or any other form of discrimination.

3.5   Sexualized Violence is a human rights violation and accordingly the principles and approaches to address Sexualized Violence must be linked to the University's broader equity and anti-discrimination initiatives and goals.

4.   Expectations and Commitments

4.1   The University is committed to transparency and accountability with respect to the implementation of this policy and its related procedures.

4.2   Every individual should expect to be able to learn, work, and live in an environment in which Sexualized Violence is not tolerated. The University therefore expects every member of the University Community to practise Consent and respect for the dignity and diversity of all community members, and to foster an environment in which these are foundational principles. All University academic and non-academic administrators are expected to take active steps to incorporate these principles into their units.

4.3   The University is committed to addressing Sexualized Violence by implementing and actively promoting education, awareness, prevention, and training programs, in multiple formats and tailored to multiple audiences.

4.4   The University recognizes the serious impacts of Sexualized Violence and trauma on Survivors and Those Impacted by Sexualized Violence, the University Community, and others, and is committed to providing Trauma-informed support where possible.

4.5   The University is committed to supporting Survivors and Those Impacted by Sexualized Violence and will do so as outlined in section 5 of this policy. Through the SVRO, the University will:

   a.   make available to all members of the University Community clear information on Trauma-informed support options; and

b. maintain a comprehensive and up-to-date list of on- and off-campus support resources. The SVRO, will make the list accessible to all University Community members by publishing it on the SVRO website (see Appendix G of this Policy).

4.6 All persons who Disclose or Report an experience of Sexualized Violence to the University can expect from the University, in accordance with this policy and its procedures:

(a) to be treated with compassion, dignity, and respect;

(b) timely assistance with safety planning;

(c) timely information about and referrals to available on- and off-campus support services and resources;

(d) Trauma-informed, non-judgmental and empathetic communications, including not to be blamed for experiencing Sexualized Violence; and

(e) if they decide to Report their experience, a clear explanation of the investigation and adjudication process, regular updates on the status of the process, and ongoing support where requested and available.

4.7 All those who are Alleged to Have Caused Harm and Respondents can expect from the University, in accordance with this policy and its procedures:

(a) to be treated with compassion, dignity, and respect;

(b) to be provided with information about and referrals to available on- and off- campus support services and resources;

(c) a fair and unbiased process (in accordance with collective agreement provisions, where applicable);

(d) a clear explanation of the process, options available to them, and potential outcomes;

(e) opportunities to engage in Voluntary Resolution Processes where appropriate and permissible under this policy and applicable collective agreements; and

(f) Trauma-informed, non-judgmental, and empathetic communications.

5. Commitment to Support Survivors and Those Impacted by Sexualized Violence

5.1 The University is committed to supporting all members of the University Community who experience or are Impacted by Sexualized Violence, regardless of who they are or where and when the incident occurred.

5.2 The University acknowledges that immediate and longer-term needs of every Survivor or person Impacted by Sexualized Violence are unique and require a personalized pathway through their support options. The University therefore commits to:

(a) recognizing the specific barriers and power relationships that impact a Survivor in making a Disclosure or Report, and devising strategies that take such barriers and power relationships into account;

(b) providing supports based on the unique needs of the Survivor or person Impacted by Sexualized Violence; and

(c) equitably offering relevant and supportive referrals to on- and off-campus services.

5.3   Support to Survivors and Those Impacted by Sexualized Violence will operate based on the following principles:

(a) The SVRO will provide information in an accessible manner;

(b) all University Community members Impacted by Sexualized Violence can seek information and support through the SVRO;

(c) Survivors and Those Impacted by Sexualized Violence can seek support regardless of when, where, or by whom they experienced Sexualized Violence;

(d) the SVRO will work with individual Survivors and Those Impacted by Sexualized Violence to determine their support needs and assist them in accessing these;

(d) Survivors and Those Impacted by Sexualized Violence who disclose may seek support but will not be required or pressured to make a Report. In some limited cases, the University may be required to take action without a Report by the Survivor (see section 18.4). If this is necessary, the University will make reasonable efforts to inform the individuals affected;

(e) Survivors and Those Impacted by Sexualized Violence have the right to determine what and how much they choose to disclose or report about their experience, and to decide whether they would like to make a Report to the University and/or report to the police;

(f) Reasonable efforts will be made to provide Survivors and Those Impacted by Sexualized Violence who are Students with the opportunity to retain their status as Students and continue with their studies at the University if they wish to do so.

5.4   The SVRO will assist individuals in determining their pathways through support options on- and off-campus. Faculty, librarians, and staff who are covered by a collective agreement can access support through the SVRO and through their unions.

5.5   The SVRO, in coordination with other offices, will work with Those Impacted by Sexualized Violence to enable their safety and wellbeing on campus (or in their relationship with the University). This may involve supporting Survivors and Those Impacted by Sexualized Violence in developing safety plans, accessing services and supports, obtaining academic or non-academic supports, and helping individuals to navigate any subsequent process in which the individual chooses to participate.

6. COMMITMENT TO SUPPORT PERSONS ALLEGED TO HAVE CAUSED HARM AND RESPONDENTS

6.1   The University will take an Intersectional and harm reduction approach to supporting persons Alleged to Have Caused Harm and Respondents and acknowledges that some of these individuals may have experienced Sexualized Violence themselves.

6.2   Persons Alleged to Have Caused Harm and Respondents may, based on their individual circumstances and as appropriate, seek information and support from the SVRO, Student Support Coordinators, the Office of the Ombudsperson, or union representatives.

6.3   Persons Alleged to Have Caused Harm and Respondents will be treated fairly by EQHR and will be given an explanation of the processes they are involved in under this policy, including options, where appropriate, for engaging in a Voluntary Resolution Process.

7. COMMITMENT TO EDUCATION AND TRAINING

7.1   The overall goal of Sexualized Violence education is to create and maintain a working, learning, living, and social environment at the University based on the principles and practices of Consent and respect through the awareness and prevention of Sexualized Violence.

7.2   The University will to provide access to coordinated education and training programs pertaining to preventing, and responding to, incidents of Sexualized Violence to all University Community members.

7.3   The University will provide education and awareness training as described in sections 7.4, 7.5 and the Appendix F: Education and Awareness. The University will create a committee to guide and support this work (See Appendix F).

7.4   The education and training will:

(a)   be proactive, prosocial, sustained, and focused on creating a culture that promotes healthy and safe relationships, based in relevant best practices;

(b)   take into account Intersectional identities and barriers, power relationships, and other relevant factors;

(c)   be grounded in an anti-oppressive understanding;

(d)   facilitate the dissemination of common definitions, principles, and shared values across the University Community;

(e)   identify that Sexualized Violence is a continuum of behaviors from unwanted comments to all forms of sexual assault;

(f)   contextualize Sexualized Violence and rape culture from its colonial, historical, and sociological roots;

(g)   be specific, tailored, and accessible to diverse campus populations; and

(h) have learning outcomes and be regularly reviewed and assessed.

7.5　In addition, the University will provide education, which may include but is not limited to:

(a) implementing a comprehensive education program for faculty, librarians, staff, and Students (pre-arrival, on-site orientation, and ongoing education materials, workshops, and on-line training);

(b) implementing training with a curriculum based on consistent foundational principles for members of units and offices most likely to receive Sexualized Violence Disclosures;

(c) making information on Trauma-informed responses to Disclosure available to all faculty, librarians, staff, and Students;

(d) addressing harmful attitudes and behaviours that reinforce beliefs about Sexualized Violence such as rape myths and victim blaming that perpetuate an environment where violence is normalized; and

(e) implementing harm reduction education in relation to alcohol and other substance use.

SCOPE

8. Prohibited Conduct

8.1　All acts of Sexualized Violence are prohibited under this policy.

8.2　Retaliation against a person who engages with this policy, or against a person associated with anyone who engages with this policy, is prohibited.

9. Jurisdiction of the Policy

9.1　This policy and its associated procedures apply to all members of the University Community.

9.2　All members of the University Community who are Survivors or Those Impacted by Sexualized Violence may access support under this policy, regardless of when or where the Sexualized Violence occurred, and who was involved.

10. Jurisdiction to Investigate Reports

10.1　The Director will determine whether the University has jurisdiction to investigate a Report.

10.2　The University only has jurisdiction to investigate Reports about the actions, interactions, and behaviours of a member of the University Community in an incident alleged to have occurred in one or more of the following circumstances:

(a) on any property that is controlled by the University and used for University purposes;

(b) when the Respondent is or was in a position of power or influence over the Survivor's academic or employment status at the University;

(c) While engaged in a University Activity, including but not limited to:

    (i)   athletic events;

    (ii) online courses;

    (iii) placements (including co-op and practica);

    (iv) online meetings in furtherance of University business;

    (v) academic or professional conferences; and

    (vi) academic or research field work.

10.3   If an incident does not meet one or more of the criteria in section 10.2, the University may still take steps to mitigate the impact of the incident on the learning, living, or working environment.

10.4   The University does not have jurisdiction to investigate allegations against a person who is not a member of the University Community or who is not currently affiliated with the University. However, when allegations are brought forward against a visitor (i.e. visiting alumni, non-University employed contractors, members of the general public), the University has the ability to look into the matter and to revoke visitors' access to University property. The SVRO can also assist a Survivor in reporting to another reporting body (e.g., police, employer, etc.).

10.5   The University may accept Disclosures and Reports from individuals who are not members of the University Community if the Respondent is a member of the University Community and the incident falls within section 10.2.

11. Employees of the University Covered by a Collective Agreement

11.1   This policy and its associated procedures are designed to complement and not conflict with the University collective agreements. Where a University collective agreement process applies to the Respondent, such as an investigation or disciplinary process, the processes in the collective agreement will be followed.

12. Impact of Concurrent Criminal, Civil or Other Proceedings

12.1   This policy and its associated procedures are separate from any criminal or civil proceedings. The University is responsible for determining whether a University Community member has violated this policy and is not responsible for determining violations of criminal or civil law.

12.2   An investigation process under this policy or its associated procedures may occur simultaneously with, prior to, or following any criminal, employment, or other proceeding. The University may proceed with an investigation into a Report of Sexualized Violence while the incident is also being investigated by the police.

12.3   Any University process under this policy or its associated procedures, including an investigation, may be suspended pending the outcome of another process or proceeding, or based on a

participant's health or ability to participate. This may be done at the request of the Survivor, or an external body, or at the University's initiative.

12.4   If a University process under this policy or its associated procedures is suspended, the SVRO will continue to coordinate support to members of the University Community as described in this policy and its associated procedures.

DISCLOSURES AND REPORTS

13. Immediate Assistance

13.1   The University encourages, but does not require, Survivors to seek immediate assistance. Seeking assistance promptly may be important to ensure physical safety, to obtain medical care or emotional support, or to preserve evidence. The SVRO website and Appendix G contain detailed information on immediate assistance available on and off campus, including current contact information [add link here].

14. Process Options

14.1   The SVRO will provide Survivors with information about their options and the processes available to them, and with referrals where appropriate. Process options for Survivors may include:

(a) a Disclosure to a member of the University Community;

(b) a Report to the University;

(c) a statement to the University through a Third Party;

(d) a grievance through their union;

(e) a report to the police through an approved agency;

(f) a report of a crime directly to the police;

(g) a human rights complaint to the BC Human Rights Tribunal;

(h) a civil suit.

15. Timing of Disclosures and Reports to the University

15.1   The University recognizes that Survivors may not be ready to make a Disclosure or Report immediately after an incident of Sexualized Violence. Disclosures or Reports of Sexualized Violence can occur immediately after the incident or several months or years later. In the latter case, they may be triggered by another experience.

15.2   There is no time limit to an individual Disclosing or Reporting their experiences and accessing support under this policy and its associated procedures. University support systems are designed to be flexible and open to a diversity of experiences and needs.

15.3   There is no time limit to an individual Reporting their experiences to the University with the intention of initiating a process but where there is a significant lapse of time, the University's ability to investigate may be limited. For example, as outlined in section 10, the University may not have jurisdiction to investigate an incident if one or more of the parties involved are no longer affiliated with the University.

15.4   While evidentiary and procedural challenges may arise if a Report is significantly delayed, the delay in and of itself will not be considered as an indication that the incident did not occur.

16. Disclosures

16.1   A Disclosure is not a Report and will not initiate an investigation.

16.2   Survivors and Those Impacted by Sexualized Violence may disclose their experiences to any member of the University Community. The University acknowledges that individuals may find it easier to disclose to a member of the University Community who they trust or with whom they feel safe. Individuals may disclose for a variety of reasons, including to access support.

16.3   The University encourages anyone who receives a Disclosure to seek advice from the SVRO and/or to refer the individual making the Disclosure to the SVRO for coordinated information and support.

16.4   A University employee who receives a Disclosure should take steps to inform the discloser of this policy and of the option to seek further assistance from the SVRO.

16.5   A University employee who receives a Disclosure may need to share it with others, in order to properly perform their employment duties (see E10.00). In such cases, the University employee should first inform the person who made the Disclosure.

16.6   In some circumstances, members of the University Community who receive a Disclosure are required to share the Disclosure with others including where:

   (a) a person is at risk of self-harm or of harming others;

   (b) there is an imminent risk of harm to the University Community and/or the broader community;

   (c) the Disclosure involves sexual harassment in the person's place of employment and is therefore required under the *Workers Compensation Act*;

   (d) a person under the age of 19 is endangered; or

   (e) disclosure is otherwise required by law.

In these instances, the minimum amount of information needed to meet legal or other obligations should be shared with others, and reasonable efforts should be made to involve the

Survivor in decision- making and to mitigate any associated risks. Any University Community member who is unsure about their responsibility to share a Disclosure should seek advice from the SVRO.

16.7   University offices, Campus Security, the Office of Student Life, Residence Services, who receive a Disclosure and create a record of it must forward the record of the Disclosure to EQHR for confidential retention. EQHR retains Disclosures for the purposes of providing coordinated information and support, assessing patterns and risk, and aggregating statistics for the purposes of the annual report referred to in section 26 of this policy.

17. Voluntary Resolution Processes

17.1   A person who has made a Disclosure or Report may, at any time after the Disclosure is made, request EQHR to facilitate a Voluntary Resolution Process.

17.2   A Voluntary Resolution Process is any voluntary process that may address the matter. Filing a Report is not a pre-requisite to engaging in a Voluntary Resolution Process and engaging in such a process is not a pre-requisite to filing a Report.

17.3   EQHR will discuss the Voluntary Resolution Process options with the Survivor, and if the Survivor agrees, with the Person Alleged to Have Caused Harm.

17.4   All participants must voluntarily agree to the Voluntary Resolution Process. Before the Voluntary Resolution Process is considered initiated, the Person Alleged to Have Caused Harm will be invited to a preliminary meeting with EQHR to discuss the Voluntary Resolution Process options.

17.5   The University, through a Response Coordination Team ("RCT") (see section 24) process, reserves the right to decline a request for a Voluntary Resolution Process. The university will only do so if in circumstances where it is satisfied that such a process may be inappropriate.

17.6   A person against whom a Disclosure or Report has been made may, at any time after they become aware of the Disclosure or Report, request EQHR to facilitate a Voluntary Resolution Process.

17.7   At any time after an investigator has been appointed, a Complainant or Respondent may request a Voluntary Resolution Process. The Voluntary Resolution Process may occur before, during, or after an investigation.

17.8   Voluntary Resolution Processes are not disciplinary and will not determine whether or not the policy has been violated.

17.9   A Voluntary Resolution Process is often designed through a single meeting or a series of meetings. When discussing Voluntary Resolution Process options with EQHR, the Survivor may request a specific option. The Person Alleged to Have Caused Harm will also have input into designing the Voluntary Resolution Process and agreeing to the process selected. Options for requesting a Voluntary Resolution Process include, but are not limited to:

(a) Requesting support from EQHR in letting the Person Alleged to Have Caused Harm know the alleged behaviour was unwanted.

(b) Requesting the Person Alleged to Have Caused Harm to take Consent training or another form of training focussed on Sexualized Violence prevention

(c) Seeking a voluntary apology. A voluntary apology by a Respondent is not considered to be an admission of guilt or fault and will not be used as a basis for discipline.

(d) Making a non-disciplinary request of the Person Alleged to Have Caused Harm to avoid contact, avoid certain areas of campus, or the like.

(e) Making reasonable requests for academic or work related changes that will not impact academic progress or limit the rights of the other party.

(f) Requesting mediation, facilitated conversation, conflict coaching, or any form of culturally supportive and appropriate resolution.

(g) Requesting negotiating a behavioural agreement or a voluntary letter of agreement, where appropriate.

17.10 An in-person meeting between parties will not be a requirement for a Voluntary Resolution Process.

17.11 If a Voluntary Resolution Process results in a resolution that the Person Alleged to Have Caused Harm, the University, and the Survivor (if participating) agree to, the resolution will be put in writing and signed. A copy of the terms of resolution shall be confidentially retained by EQHR.

Terminating a Voluntary Resolution Process

17.12 Participation in a Voluntary Resolution Process is voluntary and either party may withdraw from the process at any time.

17.13 The University may terminate the Voluntary Resolution Process if EQHR or an RCT determines that no useful purpose will be achieved by continuing.

17.14 If a Voluntary Resolution Process is terminated by the University, or by the withdrawal of either party, the Survivor may pursue, or the University may initiate or resume, an investigation process.

18. Reports

18.1 To Report Sexualized Violence means completing a "Report Form" and filing it with EQHR, with the intention of initiating an investigation. A Report may be made to EQHR at any time.

18.2   For the purposes of this policy, a Survivor will be referred to as a Complainant after a Report has been filed with EQHR, and the Person Alleged to Have Caused Harm will be referred to as a Respondent.

18.3   A Report may be made to EQHR by:

(a) a member of the University Community who has experienced Sexualized Violence;

(b) a person who is not a member of the University Community who has experienced Sexualized Violence, where the Respondent is a member of the University Community and the incident falls within section 10.2.

The University May Act as Complainant

18.4   The University may act as the Complainant whether or not a Report has been made. In such cases, the Survivor may choose not to participate in the investigation.

18.5   The Director may, on their own initiative or in consultation with a RCT (see section 24), initiate an investigation under this policy with the University acting as the Complainant where the Director is aware of an alleged incident or series of incidents of Sexualized Violence, is satisfied there is enough evidence to proceed, and:

(a) there is a significant risk to the health or safety of one or more members of the University Community; or

(b) an investigation is in the best interests of the University or is required by law or by University policy.

Responding to Reports of Sexualized Violence

18.6   The University will promptly respond to Reports of Sexualized Violence.

18.7   All University investigations and adjudicative processes under this policy and its procedures will follow principles of fairness and natural justice, including the right to be heard and to be judged fairly and impartially, and will respect the rights of the Complainant, the Respondent, and witnesses.

18.8   Complainants, Respondents, and witnesses have the right to and are welcome to involve a support person of their choice at any point in the process, and they may also engage a union representative and/or legal counsel (at their own cost) in any meetings or processes related to a Report of Sexualized Violence. A support person may be internal or external to the University. A person who is a witness to the reported incident cannot be a support person to the Complainant, Respondent, or to another witness. A support person's role is to provide emotional, spiritual, and/or cultural support.   A support person must agree in writing to maintain confidentiality in accordance with this policy and its associated procedures.

18.9 The Complainant has the right to withdraw participation any stage in the process. However, there are circumstances when the University will be compelled to proceed with an investigation without the Complainant's involvement, for reasons which may include but are not limited to those listed in section 16.6 and 18.5.

18.10 The Complainant has the right to choose how they participate in the investigation, including the right not to participate; however, if the Complainant decides not to participate, the University's ability to investigate may be limited. Complainants may choose to be kept informed about the outcome of the investigation whether or not they participate.

18.11 For the purposes of this policy and its associated procedures, "participants in an investigation" include the Complainant(s), Respondent(s), and witnesses.

18.12 The University will treat all participants in an investigation in a manner that is respectful, Trauma-informed, and procedurally fair. All participants in an investigation have the right to:

(a) ask questions about the investigation process;

(b) receive information about available supports; and

(c) communicate their own experiences (see Appendix E, sections E14.00 and E15.00) without fear of Retaliation and with the expectation that those experiences will be dealt with in confidence, subject to the limitations described in sections 16.5 and 16.6 of this policy.

18.13 If, after reviewing a Report of Sexualized Violence, the University decides not to take action or investigate, this should not be seen as a judgment against any person or a denial that the incident occurred.

19. Ending the relationship with the University

19.1 If the Respondent ends their relationship with the University during an investigation, the University may decide to temporarily or permanently suspend the investigation or to continue the investigation. This decision will be informed by the University's assessment of whether a full and fair investigation is possible.

19.2 If the Complainant ends their relationship with the University during the investigation, the Complainant can continue to participate in the investigation or choose to withdraw participation from the investigation. The University may decide to suspend the investigation or to continue it without the Complainant's participation. This decision will be informed by the University's assessment of whether a full and fair investigation is possible.

20. Anonymous Allegations and Third Party Statements

20.1 EQHR will accept anonymous allegations or Third Party Statements for the purposes of:

(a) determining whether there is evidence of a safety concern for the University Community;

(b) identifying whether it is appropriate for the University to take action; and

(c) compiling Sexualized Violence statistics wherever possible.

20.2   EQHR's ability to act on or investigate anonymous allegations or Third Party Statements is limited if the information it receives is incomplete and University is unable to follow up with the person who experienced Sexualized Violence.

20.3   The Director will consider the allegation or statement and determine whether any steps can and should be taken. The Director may choose to engage a RCT (see section 24) to make that determination.

20.4   Where sufficient information exists, the Director may decide to take action, including to proceed with an investigation. In such cases, the person who experienced the Sexualized Violence has the right to choose not to participate in the investigation.

20.5   If EQHR does not investigate, a record of the anonymous allegation or Third Party Statement will be retained by the Director under restricted access.

21. Interim Measures

21.1   The University may impose Interim Measures where the University believes it must act to protect University Community members' health or safety, or University property, or when requested by an individual for safety reasons. Interim Measures will be imposed, by the Administrative Authority, in accordance with any applicable collective agreement or University policy, such as *Response to At-Risk Behaviour* (SS9125).

21.2   Interim Measures seek to mitigate risks to the health and safety of individuals and the University Community and to protect the integrity of processes under this policy and its associated procedures. The need for Interim Measures, and which measures are imposed, will be determined on a case by case basis, taking into account the circumstances of each situation.

21.3   Any decision to impose Interim Measures will not be construed as a decision or discipline against the parties and will not be weighed against the Respondent in a discipline process.

21.4   Interim Measures will remain in effect for as long as is reasonably required pending the outcome of an investigation.

21.5   Individuals affected by Interim Measures may request, in writing, a review of such measures.

21.6   Interim Measures may include but are not limited to:

(a) separating the Complainant and Respondent to minimize or prevent encounters in living, working, and learning environments;

(b) for Students living in Residence, moving to another room or being removed from Residence;

(c) implementing no-contact or limited contact agreements;

(d) prohibiting the Respondent from being on some or all of the University premises and from engaging in University-affiliated activities;

(e) denying or restricting access to any facilities operated by the University, including computer and communication systems;

(f) imposing a suspension on a Respondent who is a Student; or

(g) imposing on a Respondent who is an employee any Interim Measures that are permissible under, and imposed in accordance with, any applicable collective agreement.

21.7   A breach of Interim Measures is prohibited conduct and will be taken seriously. A breach of Interim Measures will be addressed by the University as a separate matter under applicable universities policies, processes, or collective agreements by the University Administrative Authority with oversight for the Respondent's misconduct.

22. Amnesty

22.1   The University recognizes that some Survivors may be reluctant to come forward. One reason may be a fear of being sanctioned for their personal use of alcohol or other substance use. The University seeks to remove barriers to Disclosing and Reporting incidents of Sexualized Violence. Hence, the University will not subject any individual who Discloses or Reports or witnesses Sexualized Violence to disciplinary action for their personal use of alcohol or substance use occurring at or near the time of the incident(s).

23. Retaliation

23.1   Retaliation is prohibited conduct and will be taken seriously. Retaliation will be addressed by the University as a separate matter under applicable University policies, processes, or collective agreements, by the University Administrative Authority with oversight for the Respondent's misconduct.

23.2   Allegations of Retaliation can be made before, during or after a process under this policy. Allegations of Retaliation can be brought forward to the SVRO/EQHR who will provide them to the appropriate Administrative Authority for consideration under applicable University policies, processes, or collective agreements.

24. Response Coordination Team

24.1   The University may form a Response Coordination Team ("RCT") to review risk, coordinate support and services, consider recommendations for Interim Measures, if appropriate consider alternative or additional policy or processes, provide advice to the Director on whether Voluntary Resolution Processes are appropriate, and provide advice to the Director under

sections 18.5 and 20.3. The RCT will include appropriate individuals based on the nature of the Disclosure or Report.

25. Confidentiality and Privacy

25.1 Confidentiality is an important part of fostering an environment where individuals feel safe disclosing incidents of Sexualized Violence and seeking support. The University respects the privacy of all members of the University Community. Personal information received by the University will be kept confidential subject to limitations outlined in Appendix E: Statement on Confidentiality and Privacy.

25.2 The University must and will act in compliance with British Columbia's _Freedom of Information and Protection of Privacy Act_ (FIPPA) which regulates the collection, use, disclosure, storage and retention of personal information.

25.3 The information and records created and received to administer this policy are subject to the access to information and protection of privacy provisions of British Columbia's FIPPA legislation, and the University's Protection of Privacy Policy (GV0235) and Records Management Policy (IM7700). The information and records will be treated as highly confidential, in compliance with FIPPA, with applicable University policies and with the applicable collective agreement.

GENERAL

26. Annual Report

26.1 The President will provide information to the Board of Governors each year on the implementation of this policy. The University will provide an annual update to members of the University Community. The annual report will include:

(a) Statistics on Disclosures, Voluntary Resolution Processes, and Reports;

(b) Progress on education and prevention; and

(c) Other major initiatives.

27. Review of Policy

27.1 The University will continue to monitor best practices and research, and will review and update this policy and its associated procedures whenever it is reasonable to do so.

27.2 In any event, the University will review this policy at least once every three years, and when directed to do so by the provincial government. This should include consultation with Students, staff, faculty, and librarians.

28. Retention and Disposal of Records

28.1 Information and records must be retained and disposed of in accordance with the records retention schedule in the directory of records.

29. Authorities and Officers

29.1 The following is a list of authorities and officers for this policy:
(a) Approving Authority: Board of Governors
(b) Designated Executive Officer: President
(c) Procedural Authority: President
(d) Procedural Officer: University Secretary

RELEVANT LEGISLATION

Sexual Violence and Misconduct Policy Act, SBC 2016, c 23

Freedom of Information and Protection of Privacy Act, RSBC 1996, c 165

Human Rights Code, RSBC 1996, c 210

Workers Compensation Act, RSBC 1996, c 492

RELATED POLICIES AND DOCUMENTS

Acceptable Use of Electronic Information Resources (IM7200)
Discrimination and Harassment Policy (GV0205)
Employment Accommodation Policy (HR6115)
Policy on Human Rights, Equity and Fairness (GV0200)
Prevention of Violence in the Workplace (SS9120)
Protection of Privacy Policy (GV0235)
Records Management Policy (IM7700)
Resolution of Non-Academic Misconduct Allegations (AC1300)
Response to At-Risk Behaviour (SS9125)

Employee Collective Agreements

Residence Community Living Standards
Residence Contract
Family Housing Agreement

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APPENDIX A
Sexualized Violence – Support Procedures

Procedural Authority: President
Procedural Officer: University Secretary
Parent Policy: Sexualized Violence Prevention and
Response Policy (GV0245)

Effective Date: January 2021
Supersedes:
Last Editorial Change:

Purpose
A1.00 These procedures give effect to the University's commitment to provide support to members of the University Community who experience or are Impacted by Sexualized Violence, as expressed in sections 5 and 6 of the Sexualized Violence Prevention and Response Policy ("the Policy").

Definitions
A2.00 The definitions in the Policy apply to these procedures.

Confidentiality
A3.00 The Statement on Confidentiality and Privacy referred to in section 25 of the Policy and appended to it as Appendix E applies to these procedures.

Immediate Support
A4.00 The Sexualized Violence Resource Office ("SVRO") website and Appendix G of the Policy and contain detailed information on immediate assistance available on and off campus, including current contact information [*insert link to website here*]

A5.00 The University may establish a Response Coordination Team (see Policy, section 24) to assist with matters arising from a statement, Disclosure, or Report, including but not limited to:

   (a) providing coordinated support; and/or
   (b) protecting the safety of individuals and the University Community.

General Information and Support
A6.00 Information and support will be made available to Survivors and Those Impacted by Sexualized Violence, as well as to people who are alleged to have cause harm and Respondents.

A7.00 Anyone who is unsure of their relationship to or position in the University and has questions about potential support options should contact the SVRO.

A8.00 Information and support are provided so that individuals can make informed decisions at all stages of any of the processes established by the Policy and its associated procedures.

A9.00   In all meetings or processes conducted under the Policy and these procedures, an individual may bring a support person of their choice, who may be internal or external to the University. A person who is a witness to the reported incident cannot be a support person to the Complainant, Respondent, or to another witness. A support person's role is to provide emotional, spiritual, and/or cultural support. A support person must agree in writing to maintain confidentiality in accordance with the Policy and these procedures.

A10.00   The University will make available Student Support Coordinators to provide support for Students, but individuals participating in a process have the right to choose their support person.

A11.00   Support can be coordinated by the SVRO, who will collaborate with units in Student Affairs, Human Resources, Faculty Relations, Indigenous Academic and Community Engagement, and other appropriate University units as well as student society unions or groups such as the Anti-Violence Project.

A12.00   Information and support may include but is not limited to:

(a)   information, resources, and planning for personal safety and immediate safety needs (e.g., emergency medical attention, housing, etc.);

(b)   information about medical services used in Sexualized Violence incidents to assess injuries and/or gather information, and about specialized community support services;

(c)   information about reporting options available, and what to expect when making a Report to the University or a report to police;

(d)   assistance accessing information and completing administrative forms;

(e)   information on how to access union or legal representation;

(f)   working with Campus Security and others to assist with ongoing safety planning;

(g)   assistance with making connections to campus safety programs (e.g., Personal Safety Coordinators, Safewalk);

(h)   referral to other campus or community resources including faith-based and culturally specific supports;

(i)   referral to other campus or community services and/or resources that can provide support for the emotional, spiritual, and physical impacts of Sexualized Violence; and/or

(j)   referrals to off-campus health and/or counselling support.

Information and Support – Credit Students

A13.00   In addition, for credit students, possible non-academic supports may include but are not limited to:

(a) accessing the on-campus Student Wellness Centre;

(b) identifying any options that may be available in relation to on-campus housing;

(c) adjusting a student's work schedule when the student is also an employee of the University;

(d) assistance with connecting to resources to understand the implications and options regarding student visas;

(e) assistance with making connections to other campus and community resources including faith-based and culturally specific supports; and/or

(f) support in engaging with University units and external institutions when a student's post-secondary funding arrangements such as grants, scholarships, bursaries, band funding, student loans, teaching assistance or other employment income, and research/teaching grants are impacted.

A14.00 Information and support can include helping students to access academic support options which may include but are not limited to:

(a) adjusting a student's academic schedule, course, exam dates, academic supervisor, or instructor;

(b) withdrawal from a course without penalty;

(c) academic concession requests (e.g., deferring a final exam, assignment, or other course work; backdated course drops or withdrawals; alternative form of assessment; etc.);

(d) applications for leaves of absence; and/or

(e) referral to other academic resources and available supports.

A13.01 Information and support can be provided to help students understand the implications of relevant timelines for academic concessions. Additional Information on academic concessions are contained in the Undergraduate and Graduate Academic Calendars.

Information and Support – Faculty, Librarians, and Staff

A15.00 The process for evaluating faculty, librarian, and staff requests for supports will differ depending on the type of support requested. Faculty, librarians, and staff are encouraged to work with the SVRO, their supervisor, and/or their union representative to learn about the available support options and how to access them. Supports that may be requested include but are not limited to:

(a) adjusting a work schedule for University employment;

(b) having work performance supervised and assessed by an alternative supervisor;

(c) requesting that the Director initiate an Environmental Assessment under the Discrimination & Harassment Policy;

(d) applying for a leave of absence or an extension of leave from University employment;

(e) moving to a different work location; and/or

(f) transferring to a different position within the University.

A16.00 Faculty, librarians, and staff may also access support through the employee assistance program.

Appendix B
Statement of Rights of Complainant and Respondent

Purpose

B1.00   The purpose of this document is to list the rights that the Complainant and Respondent can expect to have under the Sexualized Violence Prevention and Response Policy and its associated procedures in order to preserve the fairness and impartiality of the process.

Complainant's Rights

B2.00   A Complainant has the following rights:

   (a) to be treated with fairness, dignity, and respect;

   (b) to be given access to available support and resources throughout the process;

   (c) to timely assistance with safety planning;

   (d) to timely information about referrals to available on- and off-campus support services and resources;

   (e) if the Complainant is a Student, to seek independent consultation at any point from the University Ombudsperson;

   (f) to have the process explained to them in an accessible manner, including the possible outcomes;

   (g) to have their personal information kept confidential (except when disclosing it is required by law or University policy);

   (h) to be informed that any information collected may be disclosed in criminal or civil proceedings;

   (i) to present their side of the story, and to respond to other participants' information;

   (j) to be accompanied by a support person (see A9.00);

   (k) to legal representation (at the Complainant's cost);

   (l) if the Complainant is a unionized employee, to seek support, consultation, and representation by their union;

(m) to decline to participate in aspects of the investigation;

(n) to request a review or grieve a decision by the Director not to investigate;

(o) to regular updates on the status of the process;

(p) to opportunities to engage in Voluntary Resolution Processes where appropriate;

(q) to written notice of any resolution that directly affects the Complainant; and

(r) to written notice of the outcome of any appeal or grievance.

Respondent's Rights

B.3.00 A Respondent has the following rights:

(a) to be treated with fairness, dignity, and respect;

(b) to be given access to available support and resources in alignment with the Policy;

(c) to receive timely notice and information about the allegations against them;

(d) to know the identity of the person who made the Report;

(e) if the Respondent is a Student, to seek independent consultation at any point from the University Ombudsperson;

(f) to be presumed to have not violated this policy until a fair investigation is completed;

(g) to have the process explained to them in an accessible manner, including the possible outcomes and consequences;

(h) to have their personal information kept confidential (except when disclosing it is required by law or University policy);

(i) to be informed that any information collected may be disclosed in criminal or civil proceedings;

(j) to present their side of the story, and to respond to other participants' information;

(k) to be accompanied by a support person (see A9.00);

(l) to legal representation (at the Respondent's cost);

(m) if the Respondent is a unionized employee, to seek support, consultation, and representation by their union;

(n) to decline to participate (however, the process may still proceed in the absence of the Respondent);

(o) to opportunities to engage in Voluntary Resolution Processes where appropriate;

(p) to written notice about the outcome of an investigation and any sanctions; and

(q) to appeal or grieve the decision, as applicable, (within the appropriate time frame) and to receive written notice of the outcome of any appeal or grievance.

University of Victoria

Appendix C
Sexualized Violence – Investigations

Procedural Authority: President	**Effective Date:** January 2021
Procedural Officer: University Secretary	**Supersedes:**
Parent Policy: Sexualized Violence Prevention and Response Policy (GV0245)	**Last Editorial Change:**

Purpose

C1.00 These procedures describe the process that the University will follow to investigate a Report of Sexualized Violence. Investigators and investigations will adhere to the principles and commitments expressed in section 18 of the Sexualized Violence Prevention and Response Policy ("the Policy").

Definitions

C2.00 The definitions in the Policy apply to these procedures. In addition, the following definitions apply:

"participants in an investigation" include the Complainant(s), Respondent(s), and witnesses.

Review of Report

C3.00 When the EQHR receives a Report, the Director will determine whether or not to take action, including whether or not to initiate an investigation.

C4.00 In determining whether or not to initiate an investigation, the Director is guided by the understanding that the University will usually investigate if the University has jurisdiction to do so, and if there is sufficient information (from the Report and other sources) in order to proceed.

C5.00 The Director may decline to initiate an investigation in cases where the Director reasonably believes that:

a. there is insufficient information to proceed with an investigation;

b. the passage of time has made investigation impractical;

c. it would be more appropriate to proceed under another University policy, process, or collective agreement;

d. the allegation has already been adequately addressed by another process;

e. the allegation should be put in abeyance pending the resolution of another process (including but not limited to a criminal investigation);

f. the allegation is not consistent with the principles and intent of the Policy; or

g. an investigation is not an appropriate response to the Report.

Director's Decision to Investigate

C6.00   If the Director decides to initiate an investigation of a Report of Sexualized Violence, the Director will appoint one or more investigators. The Director will notify the Complainant and Respondent in writing.

Notification of Director's Decision Not to Investigate

C7.00   If the Director decides not to proceed with initiating an investigation, the Director will notify the Complainant in writing within five (5) University business days of receiving the Complainant's Report, unless the Director considers it reasonable to extend that time limit. The Director will include reasons for making the decision not to investigate.

C8.00   The Complainant may seek a review of the Director's decision not to investigate only where:

(a) relevant information emerges that was not available at the time of the decision; or

(b) the Complainant reasonably believes that the decision to not investigate was biased.

C9.00   The Complainant should submit their request for review to the Equity and Human Rights office. A review of the Director's decision not to initiate an investigation is conducted by a committee of not fewer than three (3) Administrative Authorities appointed by the University Secretary. If the committee decides that one of the conditions in section C8.00 above may exist, the committee will review the Director's decision and issue a ruling.

C10.00 The review must be requested within five (5) University business days of receiving the Director's written reasons, unless the committee considers it reasonable to extend that time limit.

Investigators

C11.00 The University will compile and maintain a roster of external investigators who:

(a) are trained in Trauma-informed investigation;

(b) have the requisite skills, experience, and knowledge of administrative law to conduct an investigation;

(c) understand the University context; and

(d) will adhere to the principles of the Policy.

C12.00 In most cases investigators will be an independent party, external to the University.

C13.00 In all cases, even when investigators have Trauma-informed training, the University will provide and require training on Sexualized Violence, this policy and its procedures, and the University context.

C14.00 Investigators must undergo a conflict of interest check before beginning an investigation.

C15.00 Investigators will conduct an investigation according to their mandate, and in compliance with the Policy and these procedures.

C16.00 If the University appoints multiple investigators, the investigators must assign responsibility for fact-finding to one investigator, or else agree to conduct fact-finding by consensus.

C17.00 Complainants or Respondents may raise reasonable allegations that an investigator is biased Such allegations must be made in a timely manner and no later than five (5) University business days following receipt of notice from the Director that the investigator has been appointed.

Investigation

C18.00 The Director will provide the investigator with a mandate. Where the Director is of the opinion that a Respondent may also have engaged in behaviour that violates another University policy, the investigator may be asked to reach findings under that policy as part of their mandate.

C19.00 If appropriate for the circumstances, a Respondent's conduct may also be investigated under other University policies and/or collective agreements. Investigations under this Policy will respect a Respondent's rights under other policies or collective agreements. In cases where more than one policy or process may apply, the Director will consult with General Counsel, and others as appropriate, to determine jurisdiction, and will work with appropriate offices to co-investigate if appropriate.

C20.00 The University recognizes that participating in an investigation process may be difficult. EQHR will work with participants in an investigation and with on- and off-campus supports to address plans for well-being.

Timeline for Investigation

C21.00 Normally an investigator will complete their report ("Investigator's Report") and submit it to the Director within 90 days of being appointed.

Notice to Respondent

C22.00 After the decision to investigate a Report has been made, the Respondent will receive written notice from EQHR sufficient to allow the Respondent to understand the details of the Report.

Process Explained to Participants

C23.00 The implications of initiating, and participating in, an investigation will be explained to Complainants and witnesses so that they may make informed decisions.

C24.00 The Complainant and the Respondent will be given an opportunity to be informed about the investigation and resolution process and potential outcomes, and to have any procedural questions answered. The Complainant and Respondent will each be asked to sign a written acknowledgement that their rights have been explained to them and that they understand the process.

Choice to Participate

C25.00 The Complainant may choose whether or not to participate in these processes, though a decision not to participate may impact the investigation, Interim Measures, and final resolution.

C26.00 The Respondent may choose whether or not to participate in these processes, but is encouraged to provide all relevant information and materials that will support their position.

C27.00 Anyone has the right to decline to participate in the investigation; however, the investigator may proceed to complete the investigation without that individual's participation.

Right to Support

C28.00 At any process (e.g., investigation interview, meeting with EQHR) conducted under these procedures, any participant in an investigation may bring a support person of their choice, who may be internal or external to the University. A support person is separate from a union or legal representative (see C34.00).

C29.00 A person who is a witness to the reported incident cannot be a support person to the Complainant, Respondent, or to any other participant in an investigation.

C30.00 A support person's role is to provide emotional, spiritual, and/or cultural support.

C31.00 A support person may not act instead of a Complainant, Respondent, or witness. Information must come directly from the Complainant, Respondent, or witness (unless the investigator decides otherwise).

C32.00 A support person must agree in writing to maintain confidentiality accordance with the Policy and these procedures.

C33.00 To ensure equitable access to the investigation process, individuals who require accommodation in order to fully participate in the investigation should notify the Director to discuss their needs.

Right to Representation

C34.00 At any process (e.g., investigation interview, meeting with EQHR) conducted under these procedures, any participant in an investigation may be represented by their union or their legal counsel (at their own cost). A union or legal representative is separate from a support person (see C28.00).

C35.00 If an individual intends to be represented by legal counsel, they must provide the Director or the investigator with a minimum of three (3) University business days' notice in advance of any interview or meeting.

Information Gathering

C36.00 The investigator will give all participants in the investigation the opportunity to provide information relating to the Report.

C37.00 The investigator may interview witnesses at the investigator's discretion, including witnesses suggested by a Complainant or Respondent.

C38.00 The investigator may ask questions about the incident(s) that are the subject of the Report but will not normally ask questions about the Complainant's past sexual history.

Opportunity to Test Information

C39.00 The Complainant and Respondent will not be required to meet with the other. There is no general right to cross-examination. However, the Respondent will be given an appropriate opportunity to test the relevant information (see section C40.00 below), keeping in mind the nature of the allegations, any conflicts in the information, and the importance of ensuring the safety and security of the Complainant and witnesses.

C40.00 An investigation under these procedures is not an adversarial process and the investigator must ensure that it is conducted in a manner that is not aggressive or confrontational. The investigator may disallow any question that is not necessary to ensure a fair process.

Interim Summary of Information

C41.00 Once the investigator has concluded the initial information collection stage of the investigation, and has considered all statements and documents provided, the investigator will create an interim summary of information collected. This will include:

   (a) summaries of interview statements from parties and witnesses; and

   (b) other information gathered during the investigation.

The investigator will provide the interim summary of information to the Complainant and the Respondent, and each will be given an opportunity to respond.

C42.00 Upon receiving the interim summary, the Complainant may choose to respond by submitting written comments to the investigator regarding the interim summary of information. The Complainant may also provide comments that address the impact of the harm caused by the Sexualized Violence incident.

C43.00 Upon receiving the interim summary, the Respondent may choose to respond by submitting written comments to the investigator regarding the interim summary of information or may seek an opportunity to test the information contained in the interim summary.

C44.00 If a party does not respond to the investigator within ten (10) University business days of receiving the interim summary then, unless the investigator decides that it is reasonable to extend this timeline, the investigator may proceed to complete the investigation without that party's response.

C45.00 If a party does provide a response to the interim summary of information, the investigator may decide it is necessary to seek further input from the parties in accordance with principles of procedural fairness.

Decision and Investigator's Findings

C46.00 After concluding their investigation, the investigator will determine whether the Sexualized Violence Prevention and Response Policy has been violated.

C47.00 The investigator will make their findings using the balance of probabilities standard of proof. This means that the information must show that it is more likely than not that the Respondent violated the Policy.

C48.00 If, as directed under section C18.00, the investigator considered whether Respondent may also have engaged in behaviour that violates another University policy, the investigator may be asked to reach findings under that policy.

C49.00 In making a finding, it is expected that the investigator will review and consider all relevant facts and information including but not limited to the Complainant's Report and any response to it, written submissions or information provided by a party, notes from a meeting with a party or a witness.

C50.00 The investigator will prepare the investigation findings in writing ("Investigator's Report"), which will include:

  (a) the information that the investigator considered relevant to their determination;

  (b) any findings of credibility;

  (c) any findings of fact relevant to their determination;

  (d) the investigator's findings as to any policy violations, responding to each element of the Complainant's Report, or to requests of the Director under C18.00; and

  (e) reasons for the investigator's findings.

C51.00 The investigator may conclude that:

  (a) the information does not show, on a balance of probabilities, that the Respondent violated the Policy;

  (b) the information shows, on a balance of probabilities, that the Respondent's conduct constituted Sexualized Violence or Sexual Misconduct, and the Respondent thereby violated the Policy; or

  (c) based on the information assessed, a determination that the Policy was violated could not be reached.

C52.00 The Director will provide the Investigator's Report to the Complainant and the Respondent within five (5) University business days of its receipt. Under certain circumstances, the University may redact information in response to health or safety concerns expressed by participants in the investigation.

C53.00 If the investigation finds one or more policy violations, the Administrative Authority will determine sanctions, in accordance with any applicable collective agreement.

Confidentiality and Privacy

C54.00 The Statement on Confidentiality and Privacy referred to in section 25 of the Policy and appended to it as Appendix E applies to these procedures.

APPENDIX D
Sanctions and Appeal Procedures Where the Respondent is a Student

Procedural Authority: President
Procedural Officer: University Secretary
Parent Policy: Sexualized Violence Prevention and Response Policy (GV0245)

Effective Date: January 2021
Supersedes:
Last Editorial Change:

Purpose

D1.00   These procedures describe the process that the University will follow to adjudicate allegations that a Student has violated the Sexualized Violence Prevention and Response Policy ("the Policy"). These procedures also describe how the University will impose sanctions in such cases, and the appeal process.

Definitions

D2.00   The definitions in the Policy apply to these procedures. In addition, the following definitions apply:

"the Associate Vice-President Student Affairs" also includes their delegate."

"Administrative Authority" means the Office of Student Life."

Scope

D3.00   These procedures apply to adjudication, sanctions, and appeals where the Respondent is a Student. If a Student Respondent has multiple roles at the University, then these procedures will apply with such changes as the Director in consultation with a Response Coordination Team (see Policy, section 24) as necessary, determines are appropriate under the circumstances.

Sanctions

D4.00   The Administrative Authority may impose sanctions up to, but not including, temporary or permanent suspension from the University. If the Administrative Authority determines that suspension may be an appropriate sanction, they will refer the matter to the President to decide sanctions. If the President subsequently decides that a lesser sanction is appropriate, the President may refer the matter back to the OSL with direction.

D5.00   No aspect of these procedures can limit the President's authority to deal summarily with any matter of student discipline, or to suspend a Student, a member of the teaching or administrative staff, or any officer or employee of the University.

D6.00   The President or Administrative Authority who makes the sanctioning decision (the "decision maker") will consider all relevant factors including but not limited to the nature of the harm; the Complainant's statement regarding the impact of the harm; and the interests of the University Community. A Respondent's willingness to participate and take responsibility for their actions may have a mitigating effect on the sanction imposed.

D7.00   Sanctions may include but are not limited to one or more of the following:

Sanction Examples

Type	Description
Written Warning or Reprimand	A letter from the University that provides details on the policy violation and a warning to the Respondent that an additional violation will result in a more severe sanction(s).
No-Contact Directive	A directive prohibiting a person from contacting (whether face-to-face, electronically, through a third party, or otherwise), and from being in the same area as, a specified individual. This may involve a restriction from entering all or part of University premises at specified times.
Behavioural Contract	An agreement specifying the University's behavioural expectations of the Respondent, which may include conditions for continued participation in University activities or continued access to University property.
Written Apology or Participation in an Alternative Dispute Resolution Process	Respondent provides a written apology to a member of the University Community, a third party, or other individual(s) affected by the Respondent's conduct. Respondent participates in an alternative dispute resolution process such as conflict coaching, facilitated dialogue, restorative justice, or mediation.
Education/Training or Project	Respondent completes a specified education/training program (such as Consent training), or completes an assignment (such as a research or reflection paper).
Referral	Respondent is referred to appropriate community resources.
Community Service	Respondent completes a designated number of hours of volunteer service within the University or in the broader community.
Suspension or Denial of Specified University Privileges	Suspension or denial of specified University privileges for a defined period of time.
Residence Relocation	A Student Respondent is required to vacate their current University residence and relocate to other on-campus housing.
Eviction from Residence	Loss of the privilege of living in any University housing or visiting the Residence complex at any time. Eviction may be permanent, or a Student Respondent may be permitted to re-apply to live in Residence after a specified period of time and/or after specific conditions have been met.
Time-Limited Suspension	Loss of academic or other University privileges, which may include a restriction on entering all or segments of University property, for a specified period of time.

Permanent Suspension	Permanent loss of academic or other University privileges, which may include a restriction on entering all or segments of University property.

D8.00 Suspensions (permanent or time-limited) will be documented on a Student's transcript for the duration of the suspension.

D9.00 If the decision maker decides that a sanction (which does not include a suspension from the University) may be appropriate, the decision maker will inform the Respondent that a sanction is being considered and will provide the Respondent with five (5) University business days to a make submission on the appropriate sanction.

D10.00 After deciding on the sanction, the decision maker will provide the Respondent with the decision, which will include the investigator's findings and the decision maker's sanctioning decision. The decision maker will set out their decision, and the reasons for it, in writing. The written reasons will include a summary of the information relied upon in making the decision.

D11.00 If the President decides that an appropriate sanction may include suspension, the President will inform the Respondent that a sanction including suspension is being considered and provide the Respondent with five (5) University business days to make submissions on the appropriate sanction before the President makes the sanctioning decision. After deciding sanctions, the President will provide the Respondent with the sanctioning decision and reasons.

D12.00 In all cases, after the sanctioning decision has been made, the Complainant will be informed about sanctions that directly affect the Complainant's health or safety (see the Statement on Confidentiality and Privacy appended to the Sexualized Violence Prevention and Response Policy).

D13.00 If the President decides to suspend a Student, the President (or designate) will inform:

      (a) Campus Security;
      (b) the Associate Vice-President Student Affairs;
      (c) the Office of the Registrar;
      (d) the Dean of the Student's Faculty; and
      (e) the Senate Committee on Appeals.

D14.00 If a sanction includes temporary suspension from the University, the University may request additional information from the Respondent prior to permitting a Respondent to return. This information will help the University to foster a safe learning, living, and working environment, and to determine whether the University can uphold conditions from any applicable criminal or civil proceedings.

D15.00 If a sanction includes restricting or revoking a Respondent's access to the University, the University may impose re-entry conditions as appropriate prior to restoring the Respondent's access.

D16.00 Failure to comply with a sanction may result in the imposition of further sanctions, which may include restricting a Student's access to programs, services, or locations on campus, and/or placing an administrative hold on a Student's account preventing the Student from registering for classes.

Appeals

D17.00 A Respondent who wishes to appeal their sanction, or a decision that led to their sanction, must submit their appeal to the Equity and Human Rights office, who will direct it to the appropriate appeal body. A Respondent must submit their appeal within ten (10) University business days of receiving notice of the decision and reasons (or within two months if the Respondent has been suspended). An extension of time to submit an appeal may be granted by the appeal body in exceptional circumstances.

D18.00 Appeals of the President's decision to suspend a Student from the University are heard by the Senate Committee on Appeals.

D19.00 Appeals of an Administrative Authority's decision under these procedures are heard by the Associate Vice-President Student Affairs (for credit students) or Dean of Continuing Studies (for non-credit students) ("Appellate Authority").

D20.00 Any sanctions will remain in force until the appeal is decided.

D21.00 An appeal under these procedures is a pure appeal only, not a re-hearing. The appeal body will review the information available to the decision maker, but will not hear new information (e.g. new witness statements).

Participation in a Student Appeal

D22.00 Participation in an appeal process is voluntary; however, the choice not to participate may impact the process and the outcome of the appeal.

D23.00 No individual who has a direct interest or prior involvement in the Report, investigation, decision, or conduct under appeal will hear an appeal of a Sexualized Violence decision. Individuals hearing the appeal or representing parties in the appeal must disclose any actual or perceived conflicts of interest as soon as possible before the start of the appeal process.

D24.00 The University will provide training on myths and stereotypes about Sexualized Violence (such as myths about relationship status, dress, prior sexual history, lack of resistance, delayed disclosure, demeanor while giving testimony, or participation in counselling or therapy), and on Trauma-informed responses, to all individuals who will hear appeals under these procedures. No individual who has not received this training will hear an appeal.

Appeal Procedures Where a Suspension was not Imposed

D25.00 A Respondent may appeal the University's handling of an investigation, or a sanction other than suspension, when (a) and/or (b) of the following applies:

   (a) there was a serious procedural error, which prejudiced one of the parties or may have substantially affected the final decision; or
   (b) the sanction was unreasonable or unsupportable and will have the effect of deregistration, removal or restriction from campus, or suspension.

D26.00 The Appellate Authority may summarily dismiss an appeal that, in their judgment, does not raise a valid ground for an appeal.

D27.00 A Student who wishes to appeal must first file a written statement of appeal with the Equity and Human Rights office that includes:

(a) a statement of the grounds for appeal;

(b) a statement of facts relevant to the grounds for appeal;

(c) a statement of the remedy or relief sought; and copies of relevant documents that support the Student's appeal.

D28.00 The Appellate Authority will review the written statement of appeal and all other material submitted and will determine if there are sufficient grounds to hear the appeal.

D29.00 The Appellate Authority will normally decide an appeal on the basis of written materials only. However, the Appellate Authority may exercise their discretion to convene a meeting with the Student and the Administrative Authority, if either of them requests it.

D30.00 If the Appellate Authority decides to convene a meeting, they shall provide the Student with at least five (5) University business days notice of the time of the meeting. The Student may request that the meeting be rescheduled within reasonable timeframes and under reasonable circumstances.

D31.00 The Student may be accompanied by a support person (see A9.00). Where the Student intends to be represented by legal counsel, the Student must provide the Appellate Authority with a minimum of three (3) University business days notice in advance of the meeting. The Appellate Authority may request that University legal counsel be present to observe or provide advice as required.

D32.00 The Appellate Authority may request that other individuals attend the meeting as required.

D33.00 The Appellate Authority will review relevant information and decide an appeal normally within fifteen (15) University business days after receiving all written submissions or the date of a meeting convened under section D29.00, whichever is later.

D34.00 The Appellate Authority may, after reviewing the relevant information:

(a) uphold the original decision and/or sanction(s);

(b) reverse the decision and/or sanction(s);

(c) modify the sanction(s); or

(d) determine that a procedural error occurred and refer the matter back to the EQHR for re-investigation or referral to a separate investigative process (e.g. under a collective agreement).

D35.00 The Appellate Authority's decision is final. The Equity and Human Rights office will communicate this decision to the appellant in writing within five (5) University business days of the decision being made. The Equity and Human Rights office will also notify the Complainant of the outcome of the appeal, and any changes in sanctions that directly affect the Complainant's health and/or safety.

Senate Appeal Procedures

D36.00 The Senate Committee on Appeals conducts appeals according to its own Terms of Reference and Procedural Guidelines. Except where these procedures state otherwise, appeal hearings will follow the Senate Committee on Appeals hearing procedures, including the grounds for appeal.

D37.00 The appellant, the University, and any other parties involved in an appeal have the right to retain counsel or other advisors to represent them, at their own expense. The Senate Committee on Appeals may also retain counsel. Notice of counsel's or advisor's names will be provided to all other

parties and to the Senate Committee on Appeals at least three (3) University business days before the hearing date, unless the Senate Committee on Appeals allows otherwise.

D38.00 The Senate Committee on Appeals is not bound by strict legal procedures nor strict rules of evidence. It will proceed fairly in the disposition of the appeal, ensuring that all parties are:

(a) aware of the information to be considered;
(b) provided copies of all relevant documents to be considered by the Senate Committee on Appeals; and
(c) given an opportunity to be heard during the process.

D39.00 The Senate Committee on Appeals will consider all relevant information and will apply the balance of probabilities standard of proof.

Senate Appeal Decision

D40.00 After an appeal hearing concludes, the Senate Committee on Appeals will render a decision. Their decision will be in writing, and will include written reasons setting out the basis for their decision. The Equity and Human Rights office will provide the Senate Committee on Appeals' reasons to the appellant. The Equity and Human Rights office will also notify the Complainant of the outcome of the appeal, and any changes in sanctions that directly affect the Complainant's health and/or safety. The Senate Committee on Appeals' decision is final.

D41.00 The Senate Committee on Appeals does not have the authority to make any order for payment of costs.

APPENDIX E
Statement on Confidentiality and Privacy

Procedural Authority: President
Procedural Officer: University Secretary
Parent Policy: Sexualized Violence Prevention and
Response Policy (GV0245)

Effective Date: January 2021
Supersedes: New
Last Editorial Change:

E1.00 This statement on Confidentiality and Privacy applies to the Sexualized Violence Prevention and Response Policy ("the Policy") and to its associated procedures. This statement elaborates on section 25 of the Policy.

E2.00 Confidentiality is an important part of fostering an environment where individuals feel safe disclosing incidents of Sexualized Violence and seeking support. The University respects the privacy of all members of the University Community. Personal information received by the University will be kept confidential subject to limitations outlined in this Appendix.

E3.00 The University must and will act in compliance with British Columbia's _Freedom of Information and Protection of Privacy Act (FIPPA)_ which regulates the collection, use, disclosure, storage and retention of personal information.

E4.00 The information and records created and received to administer this policy are subject to the access to information and protection of privacy provisions of British Columbia's FIPPA legislation, and the University's Protection of Privacy Policy (GV0235) and Records Management Policy (IM7700). The information and records will be treated as highly confidential, in compliance with FIPPA, with applicable University policies and with the applicable collective agreement.

E5.00 For the purposes of this statement on confidentiality and privacy and in accordance FIPPA, "disclose" means to transmit, provide, or make available personal information to someone other than a University employee who requires the information in the performance of their duties.

Collection of Personal Information

E6.00 In administering this policy and its associated procedures, the University collects information for the purposes of:

    (a) ensuring the integrity and fairness of the process;

    (b) providing appropriate information to the Complainant and the Respondent;

    (c) conducting a proceeding or investigation that could lead to a sanction; and

    (d) statistical data collection and reporting

E7.00 FIPPA restricts the kinds of information that the University is permitted to share with the Complainant, the Respondent, and the public. FIPPA allows the University to use or disclose personal information where:

(a) it is authorized by the person the information is about;

(b) the University determines compelling circumstances exist that affect any University Community member's health or safety as authorized by the University's General Counsel (or delegate);

(c) it is authorized or required by a law or University policy; for example, an incident involving a minor, occupational health and safety legislation, and human rights legislation;

(d) it is for the purpose of preparing or obtaining legal advice for the University;

(e) it complies with a subpoena, a warrant, or an order issued by a court, person, or body in Canada with jurisdiction to compel the production of information;

(f) the University uses or discloses the information for the purpose for which the information was obtained or compiled, or a consistent purpose (for example, where it is necessary to fulfill the University's duty of procedural fairness or where necessary for the conduct of the investigation);

(g) a University employee who needs the information to perform their employment duties;

(h) the information is disclosed to a law enforcement agency in Canada to assist in a specific investigation;

(i) the information is being disclosed to the Complainant, the Respondent, or another person, under conditions consistent with section E10.00; or

(j) for public comment under section E17.00.

E8.00 Should the University be compelled to disclose confidential information, Survivors will be informed to the extent permitted or compatible with the purpose of the demand for information.

E9.00 Should the University be compelled to disclose confidential information, Respondents will be informed to the extent permitted or compatible with the purpose of the demand for information.

Respect for Privacy

E10.00 In some circumstances, University faculty, librarians, or staff who receive a Disclosure or Report of Sexualized Violence or who are involved in addressing or investigating it must disclose it without the consent of the person from whom the information was received (see Policy, section 16.6). Otherwise, University faculty, librarians, or staff who receive a Disclosure or a Report of Sexualized Violence or who are involved in addressing or investigating it must:

(a) protect personal information from disclosure and maintain confidentiality;

(b) collect the minimum amount of information about individuals, ensuring it relates directly to and is necessary for responding to a Disclosure or Report

(c) use the information about individuals only for the purposes of, or for purposes consistent with, responding to a Disclosure or Report, seeking advice from appropriate University resources, investigating, or taking disciplinary action;

(d) limit disclosure of information about individuals to those within the University who need it to perform their duties as a faculty member, librarian, or staff member; and

(e) disclose personal information in all other circumstances only as permitted under FIPPA.

E11.00 Information may be used by University faculty, librarians, and staff only if necessary for the performance of their duties, such as to seek appropriate advice from another employee, to facilitate support or Interim Measures, to respond to a Report, implement this policy, or take corrective or disciplinary action resulting from these processes.

Disclosure to Ensure Fair Investigation and Related Processes

E12.00 The University may disclose information in order to ensure that Reporting and investigation processes are fairly conducted, in accordance with the following principles:

(a) the Respondent has the right to know the identity of the person who made the Report and the material details of the allegation;

(b) during the investigation, the Complainant and the Respondent will each receive a summary of the information collected;

(c) the University will disclose the investigator's findings to the Complainant and the Respondent but reserves the right to withhold third party personal information if disclosing it would threaten anyone's safety or mental or physical health or interfere with public safety.

(d) the Complainant has the right to know and will be informed of the outcome of the investigation, but the Complainant is not entitled to know whether the Respondent was disciplined, or which sanctions were imposed. Under FIPPA, any discipline or sanction is the Respondent's personal information and only the Respondent may decide to release it.

(e) The Complainant will be informed of any restrictions that the University imposes on the Respondent if those restrictions directly affect the Complainant's health and/or safety.

(f) Witnesses will receive their own statements but will not receive any other information unless required to give effect to this policy, or where it is necessary for health or safety reasons.

(g) University employees are bound by FIPPA. Throughout an investigations, adjudication or appeal process, University employees will only be given the information that is necessary to perform their duties and must treat such information as highly confidential.

(h) Persons other than Complainants, Respondents, and witnesses do not normally have the right to know any confidential information except to the extent required to give effect to this policy or where it is necessary for health or safety reasons.

Witnesses

E13.00 Witnesses must keep any information that they learn solely as a result of participating in the Reporting or investigation process strictly confidential.

Sharing information

E14.00 Complainants, Respondents, and witnesses are free speak about their own experiences, but must not disclose information that they learn solely as a result of a Disclosure, a Voluntary Resolution Process, a Report, or an investigation, because this is personal information that belongs to another person. Contact EQHR for guidance about confidentiality and privacy.

E15.00 University Community members must not disclose information that they learn solely as a result of a Disclosure, a Voluntary Resolution Process, a Report, or an investigation, because this is personal information that belongs to another person. Contact EQHR for guidance about confidentiality and privacy.

E16.00 Individuals are advised that, should they choose to share information about a Disclosure, a Voluntary Resolution Process, a Report, or an investigation (including on social or other electronic media), they may compromise the process or the investigation or be putting themselves at risk of civil lawsuits by those who believe they have been defamed or have had their privacy rights violated. Individuals should exercise care and judgment when deciding to share information or make public statements and should seek legal or other advice if unsure.

E17.00 Any public statements made by the University about a Disclosure or Report, including campus safety bulletins and statements to the media, will be Trauma-informed, Survivor-centred, and otherwise consistent with the principles of this policy, and will not disclose the personal information of the Survivor, the Complainant, or the Respondent, without the consent of that person. Notwithstanding the above, the University reserves the right to correct misleading or inaccurate public information.

APPENDIX F

Sexualized Violence – Awareness and Education

Procedural Authority: President
Procedural Officer: University Secretary
Parent Policy: <u>Sexualized Violence Prevention and Response Policy (GV0245)</u>

Effective Date: January 2021
Supersedes: New
Last Editorial Change:

Definitions

F1.00   The definitions in the Policy apply to these procedures.

Prevention and Education Committees

F2.00   The University will create a Sexualized Violence Education and Awareness Advisory Committee and invite student, staff, and faculty representatives to participate. The purpose of the committee is to support the vision and shape the direction of Sexualized Violence prevention and response at the University by serving as a key consultation point for major Sexualized Violence initiatives and programs that relate to students, staff, and faculty.

F3.00   The University will support and participate in a student-focused Sexualized Violence Special Events Committee of which the focus is to work collaboratively to prevent Sexualized Violence at the University of Victoria. The committee actively works to raise awareness among the student population specifically. It provides them with information and tools to support them in preventing the occurrence of Sexualized Violence, and to know what to do, and where to go, when it does occur.

Awareness Raising

F4.00   The Sexualized Violence Resource Office will create and disseminate accessible information about the policy, the support and response options as well as training opportunities through information guides and online resources.

F5.00   The Sexualized Violence Resource Office will create and maintain a Sexualized Violence Prevention Website that will provide information about the Policy as well as support and response options and an up to date list of events, campaigns, and training opportunities.

Prevention Programming

F6.00   Sexualized Violence education and prevention work is a shared responsibility and therefore various units, offices, and departments may initiate Sexualized Violence prevention efforts in various formats (e.g., lectures, online learning modules, handouts, workshops, etc.). Any unit, office, or department wishing to create or implement training or education regarding Sexualized Violence should consult with the Sexualized Violence Resource Office for information, advice, and resources and to ensure all University committee members are drawing on consistent

principles, definitions, and approaches to the work of preventing and responding to Sexualized Violence.

F7.00   The Sexualized Violence Resource Office will both develop and collaborate in the design of sexualized violence prevention and response education. This will include tailored programming for specific populations. An up to date list of current education can be accessed through the Sexualized Violence Prevention website (www.uvic.ca/svp).

APPENDIX G

Sexualized Violence – Support Resources

Procedural Authority: President
Procedural Officer: University Secretary
Parent Policy: Sexualized Violence Prevention and
Response Policy (GV0245)

Effective Date: January 2021
Supersedes: New
Last Editorial Change:

SUPPORT RESOURCES FOR THOSE IMPACTED BY SEXUALIZED VIOLENCE

If you or someone you know has experienced Sexualized Violence and there is an immediate health or safety concern, call 9-1-1. If the immediate health or safety concern happened on campus, you should also call Campus Security at 250-721-7599; they are available 24/7 for information and options for support.

UVic provides a variety of different information and support options for Those Impacted by Sexualized Violence. We recommend that if you are impacted, you contact the Sexualized Violence Resource Office in Equity and Human Rights (EQHR). Their services are for all student, staff and faculty members at UVic.

The Sexualized Violence Resource Office:

- provides information about support options on- and off- campus as well as direct referrals
- provides information and advice about options under the Sexualized Violence Prevention and Response Policy (GV0245)
- receives Disclosures
- coordinates on- and off- campus supports
- is the place on campus to file a Report that could lead to an investigation under the Sexualized Violence Prevention and Response Policy (GV0245)
- coordinates education and prevention efforts on campus for students, faculty and staff
- creates and delivers prevention workshops and presentations

ON-CAMPUS

Office	Location	Contact
Sexualized Violence Resource Office	Sedgewick C119, located in Equity and Human Rights office	250-721-8021 www.uvic.ca/svp

Anti Violence Project	Virtual	778-400-5007 www.antiviolenceproject.org/
Centre for Accessible Learning (CAL)	Campus Services Building, Room 150	250-472-4947 www.uvic.ca/services/cal/
Counselling Services	Health and Wellness Building	250-721-8341 www.uvic.ca/services/counselling/
Equity and Human Rights Office	Sedgewick Building C-Wing, Room C115	250-721-8786 www.uvic.ca/equity/
Office of Indigenous Academic & Community Engagement	First Peoples House, 140	250-472-4913 www.uvic.ca/services/indigenous/house/
Health Services	Health and Wellness Building	250-721-8492 www.uvic.ca/services/health/
International Student Services (ISS)	University Centre, Room B272	250-721-6361 www.uvic.ca/international/index.php
Multifaith Services	Health and Wellness Building	250-721-8338 www.uvic.ca/multifaith/
Ombudsperson	Student Union Building B205	250-721-8357 www.uvicombudsperson.ca
Office of Student Life (OSL)	University Centre, Room B202	250-472-5617 www.uvic.ca/services/studentlife/

OFF-CAMPUS

Service	Location	Contact
Employee and Family Assistance Program	Virtual	1-844-880-9142 (24/7) www.efap.ca/
Greater Victoria Citizens' Counselling Centre	941 Kings Road, Victoria, BC, V8T 1W7	250-384-9934 www.citizenscounselling.com/

Island Sexual Health	101-3960 Quadra Street Victoria V8X 4A3	250-592-3479 https://www.islandsexualhealth.org/
KUU-US Crisis Line Society	Virtual	1-800-588-8717 (24/7) www.kuu-uscrisisline.ca/
Men's Therapy Centre	102-1022 Pandora Ave., Victoria, BC V8V 3P5	250-381-6367 Toll-free: 1-866-793-6367 www.menstrauma.com/
Trans Lifeline	Virtual	1-877-330-6366 https://translifeline.org/
Vancouver Island Crisis Society	Virtual	1-888-494-3888 (24/7) Crisis Text-Message: 250-800-3806 www.vicrisis.ca/
VictimLink	Virtual	1-800-563-0808 https://www2.gov.bc.ca/gov/
Victoria Sexual Assault Centre	3060 Cedar Hill Road #201, Victoria, BC V8T 3J5	250-383-3232 (M-F reg. office hours) https://vsac.ca/

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
School Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Tuesday, 1 June, 2021 4:00-6:00p.m.**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A.
COMMENCEMENT OF MEETING

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 Agenda

B.
PRESENTATIONS TO THE COMMITTEE

		JUNE 1, 2021 4PM TO 6PM	
1	4:15	Read Jorgensen, Principal, Northridge ELEM	VPVPA
2	4:30	Matt Christie	GVTA
3	4:45	Donna Thompson - Student Presenting	Student
4	5:00	Ruby Smith Diaz – Video Submission	Community

C.
NEW BUSINESS

C.1
Survey Preparation (external assistance)

C.2
Survey Timing

C.3
Next steps (stakeholder engagement and data gathering)

D.
CORRESPONDENCE

D.1.
Geoff Johnson – Former Superintendent

D.2.
Stephen Harrison

E.
GENERAL ANNOUNCEMENTS
Next Meeting Date:

F.
ADJOURNMENT

THIS COMMITTEE HAS REACHED OUT TO INVITE FEEDBACK FROM THE FOLLOWING STAKEHOLDERS:

- ICA
- Inclusion BC
- Native Friendship Centre
- Victoria Immigrant and Refugee Centre Society
- Pacific People's Partnership
- International Institute for Child Rights and Development (ties with Royal Roads)
- Hulitan Family and Community Services Society
- UVIC – Indigenous Academic and Community Engagement
- Camosun – Centre for Indigenous Education and Community Connections
- Resilience BC
- Mothers Against Racism
- The Support Network for Indigenous Women and Women of Colour
- Urban Native Youth Association
- Mosaic BC

- Out on Screen
- BC Community Alliance
- Black Lives Matter Vancouver
- BC Black History Awareness Society
- Metis Nation of British Columbia
- First Nations Health Authority
- UVIC Academic Advisory Committee on Equity and Diversity
- Jamaican Community Victoria Association
- Binkadi Community Association
- African Heritage Association of Vancouver Island

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
School Police Liaison Officer Ad Hoc Committee

Minutes

Date: **Thursday, 1 June, 2021 4:00-6:00p.m.**
Location: **Via Zoom**

Chairperson: Trustee Duncan
In attendance: Trustee Ferris, Colin, Darrell, Elaine, Joanna, Kalie, Lisa, Matt, Melanie, Lisa G, Michael, Taily, Lul and Deb
Observer: Carolyn

A.
COMMENCEMENT OF MEETING

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 Agenda

B.
PRESENTATIONS TO THE COMMITTEE

		JUNE 1, 2021 4PM TO 6PM	
1	4:15	Read Jorgensen	VPVPA
2	4:30	Matt Christie	GVTA
3	4:45		Student
4	5:00		Community

E.
GENERAL ANNOUNCEMENTS
Next Meeting Date: June 17, 2021

F.
ADJOURNMENT

THIS COMMITTEE HAS REACHED OUT TO INVITE FEEDBACK FROM THE FOLLOWING STAKEHOLDERS:

- ICA
- Inclusion BC
- Native Friendship Centre
- Victoria Immigrant and Refugee Centre Society
- Pacific People's Partnership
- International Institute for Child Rights and Development (ties with Royal Roads)
- Hulitan Family and Community Services Society
- UVIC – Indigenous Academic and Community Engagement
- Camosun – Centre for Indigenous Education and Community Connections
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- The Support Network for Indigenous Women and Women of Colour
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- Metis Nation of British Columbia
- First Nations Health Authority
- UVIC Academic Advisory Committee on Equity and Diversity
- Jamaican Community Victoria Association
- Binkadi Community Association
- African Heritage Association of Vancouver Island

TIMES ♥ COLONIST

Geoff Johnson: School liaison officers can make a big difference for some kids

Geoff Johnson / .
MAY 16, 2021 06:00 AM

If trust between a community and its police service is ever to reach
its potential, it will begin with police liaison people in schools, writes
Geoff Johnson. TIMES COLONIST

As the new principal of a 450-pupil inner-city K-7 school, I soon learned that, given the nature of the school population, I had some non-academic work to do with the kids before it was likely they could settle down into any kind of school routine.

Many of them lived in that neighbourhood with a single parent who was waiting for the other parent, almost always the dad, to serve out his time in the nearby federal penitentiary.

It was a school population that included some pretty tough and troubled kids.

For reasons I could only guess at, some of these kids had learned, from early childhood, to be suspicious of authority, - especially police officers, who were not to be trusted at all.

Benny in Grade 7 was a good example. A slightly built boy, Benny was given to sudden fits of rage that would erupt out of nowhere, sometimes in class, sometimes in the playground.

▷ ✕

One day, I found Benny a block away, sitting on a bus bench, and asked him if he could feel when these rages were building. He said he could and the agreement we reached, Benny, his teacher and myself, was that when he could feel this rage coming on, he would ask his teacher to be excused and he would come and see me.

I would send Benny out to walk around the block on a promise to come straight back.

Risky, but he always did.

Every time.

As principal, I had gone out of my way to establish a solid professional relationship with two members of the city's police department, especially the school liaison officer, who knew the community and its problems only too well.

come back until after midnight.

The liaison officer, a young constable, knew about this and when he was on patrol and found Benny wandering the streets, he would sometimes find a place to sit with the kid and talk about "stuff" until it was safe for Benny to go home.

That was nearly 40 years ago and just recently Benny, who now runs a successful Harley repair and customizing business, showed up on my Facebook page.

To make a long story short, we corresponded a bit and Benny wrote: "You know had it not been for you and that cop who would talk to me about anything I'd probably be following in my father's footsteps. But somehow, between the two of you, I learned that it was safe to trust teachers and some or probably most cops like him — so thanks for that. Changed my life."

As a result of many such experiences, I became a firm believer in the value of including a police officer as an honorary member of the school staff.

I've watched a liaison officer sit on a bench in the playground of an elementary school surrounded by kids who had a million questions for him or her, and I've watched a liaison officer play basketball with junior and senior secondary kids in the school gym.

Trust that develops between children and the police doesn't always happen in circumstances like Benny's, but it does happen through familiarity, beginning as early as in the kindergarten classroom or playground, or as late as in senior high school, in the gym or even in the hallways.

At one point in my career, I gave some lectures at the then Vancouver Police Academy about working with kids in classrooms, in playgrounds and on the street.

My classes often included some hardened officers, many of whom had voluntarily transferred over from the gang or drug squads, and when I asked them why they had done this, the response was always similar: "I'm tired of beating my head against a wall of distrust. If we are ever going to make a difference on the street, it will be through working with kids now, before it's too late, before they've been poisoned and indoctrinated by how the cops are portrayed on TV as gun-toting bullies — and school is the best place to change that."

As a teacher or principal or superintendent, I could develop "Police in the Schools" policy papers until my keyboard exploded, but none of those policies could make the same kind of difference for kids as that one young liaison officer did for Benny and so many others like him.

If trust between a community and its police service is ever to reach its potential, that trust will begin with police liaison people in schools.

gfjohnson4@shaw.ca

Geoff Johnson is a former superintendent of schools.

Racism in Greater Victoria: A Community Report

Presented by the Greater Victoria Local Immigration Partnership and
the Inter-Cultural Association of Greater Victoria

Racism in Greater Victoria:
A Community Report

Greater Victoria
Local Immigration
Partnership

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LAND ACKNOWLEDGMENT

We acknowledge the Coast Salish Nations on whose traditional territories we do our work to support immigrants and refugees in the Capital Region. We are grateful to live, work and learn here, and we honour the Nations who have always cared for these lands, waters and air and continue to do so today.

The main office of the Inter-Cultural Association of Greater Victoria is located on the traditional territories of the Lekwungen-speaking First Peoples, the Songhees and Esquimalt Nations. Our services extend into the territories of approximately 20 First Nations in the Capital Regional District.

EMOTIONAL TRIGGER WARNING

This report discusses the racism that Indigenous, Black, Asian, and other People of Colour experience in the Greater Victoria area. We recognize that reading this report might be emotionally upsetting for these communities and remind them of situations they or friends and family members have experienced. Reading the report might lead to feeling validated in that experience but also to feelings of trauma that results from experiencing racism daily. Please be gentle with yourself. We hope that the report captures this data as a step towards collectively working to undo racist structures in our community, building stronger local supports for people experiencing racism, and collaborating on equity work across the region with partners.

For mental health support call toll-free *310Mental Health Support:* 310-6789 (no need to dial area code), or the First Nations and Indigenous specific *KUU-US Crisis Line Society:* 1-800-588-8717.

FOREWORD

Racism and colonialism are part of Canada's founding, its history, and its continued day-to-day operation. This reality is not up for debate in this report. Similarly, this report, and the survey upon which it is based, is *not* here to question *if* racism exists in our region. Instead, the goal is to begin better understanding *how* racism manifests in our region and *what those who experience racism need* in order to feel more included, safe, and respected.

Although this community work is important, it also has limitations. The resources and time available for this project informed decisions that enhanced but also sometimes limited the survey. We have named the limitations further on in the report.

We are immensely grateful to everyone who contributed to the creation of this report, including: the consultants and volunteers who provided comments on the survey development and dissemination; the dedicated team of researchers at the University of Victoria (Zaheera Jinnah, Ryan Khungay, Drexler Ortiz, and Cindy Quan) who analyzed the data and co-authored this report; the GVLIP Immigrant Advisory Team and other community partners who provided advice throughout the process; consultants who responded to report drafts; and, the facilitators of the community consultation on racism (Mandeep Kaur Mucina and Simone Blais). Your input and insights have been invaluable, and any oversights or omissions in the survey design and/or the report are entirely our own.

Finally, we sincerely thank survey respondents for taking the time to share their experiences in the midst of a pandemic that has heightened existing inequities and increased stress, especially of those on the margins. Your dedication to answering this survey is not taken for granted and your honesty is important and valued. We hope that the report will be:

- a step towards collectively working to undo racist structures that are embedded in our communities, institutions, and organizations;
- encouragement to build better local supports for people experiencing racism; and,
- an invitation to collaborate on equity work across the region with partners.

Florentien Verhage
Coordinator of the Greater Victoria Local Immigration Partnership

A NOTE ON TERMINOLOGY BY THE RESEARCH TEAM

We acknowledge the difficulties of finding language tools to name the racial and ethnic identities of people accurately and respectfully in this report. Colonization created, politicized, and reproduced the way in which we call each other, and indeed how we perceive and value ourselves. In this report, we have deliberately centred the voices and experiences of Indigenous, Black, Asian, and other People of Colour. At times we use the acronym IBPoC (Indigenous, Black, and People of Colour) as a placeholder to name the experiences, identities, and histories of these peoples while recognizing that this does not allow for the individual and unique experiences of people to be named. By specifically highlighting Indigenous and Black identities, this acronym "highlight(s) the unique relationship to whiteness that Indigenous and Black people have, which shapes the experiences of and relationship to white supremacy for all people of color" (The BIPoC Project, n.d.; Wyatt, 2020). Colonial notions of race have constructed the identities of Indigenous, Black, Asian and other People of Colour in relation to whiteness. We discuss our theoretical approach in detail in this report.

We acknowledge the limitations, fluidity, tensions, and harm with this language. Not all individuals identify with the term IBPoC for many reasons, as it homogenizes the very different experiences of people and communities. As the authors in the Health Equity Collaborative Report (2021) note:

> even terms such as 'PoC' and 'multi-racial' can be problematic and colonial ways of removing identity, and yet for others can be empowering ways of acknowledging intersection and shared experiences within communities. (p. iv)

Throughout the report, we attempt to be specific when speaking to the experiences of an individual and name their unique identities. When quoting specific individuals, we will honour the language that each respondent used to acknowledge their unique experience and story. However, we will get this wrong at times. We hope this report allows us to further these important conversations on race and racism, on language and power, while still holding up the experiences that are recounted here.

For additional notes on core concepts, please see the *Glossary of Terms*. Also included is a letter and biographies that further highlight our roles and position with respect to this report.

Zaheera Jinnah, Ryan Khungay, Drexler Ortiz, and Cindy Quan
Survey Report Research Team

EXECUTIVE SUMMARY

> *"I have learned to accept that to live here in Greater Victoria, I have to learn to live without equal treatment by police, health care workers, government workers, landlords, or employers."*
> Indigenous person, identifies as male, born in Canada

This report explores perceptions, experiences and responses to racism in Greater Victoria. It is based on an online survey on racism in the community and a community dialogue conducted by ICA in late 2020 for residents of Greater Victoria. Close to 1,000 people engaged with the survey and 398 completed the demographic section which allowed for a deeper analysis of the findings. Of those 398 respondents, 213 identified as Indigenous, Black, Asian or People of Colour, and 158 were immigrants.

The report offers four main findings:

- **Racism is real in Victoria**
  A majority (71%) of the people who identify as Indigenous, Black, Asian or a Person of Colour personally experienced racism in the last five years and report that this occurs regularly: daily, weekly, or monthly. Thirty percent of IBPoC respondents experienced racism from the police. Other types and forms of racism experienced by respondents included online violence, a range of daily microaggressions in grocery stores and on public transit, overt and direct violence, and structural and systemic racism in schools, workplaces and with government services.

- **Racism hurts and harms**
  A majority (70%) of Indigenous, Black, Asian, or People of Colour feel isolated, lonely and unsafe in Victoria because of their race or ethnicity. More than half report feeling undervalued, powerless, and report suffering from a loss of self-esteem. Almost a quarter report decreased physical health as a result of experiencing racism. Evidence also suggests that racism affects life choices – including where to live, how to engage in community life, and opportunities for school and work – in ways that might not yet be fully understood.

  To cope with racism, respondents often look away and choose not to engage or respond to racism. Instead, they turn inwards to their friends, families, and community groups in order to preserve their safety and energy. Others are forced into a form of performative politeness by speaking, behaving, and acting in ways that fit into the dominant white society, or masking their anger and hurt so as not to cause further harm to themselves.

- **No significant difference in experiences of racism based on immigrant status**

  This study found being Indigenous, Black, Asian, or a Person of Colour, matters more for experiencing racism than being an immigrant, or being born in Canada. This finding disrupts many narratives on newcomer settlement that suggest that, if only immigrants learn the dominant languages, understand and adopt 'Canadian' culture, and join the Canadian workforce, they will belong, be included, and be treated with respect. Instead, this survey affirms that racism is entrenched and racism is a choice, made by those who have power over those who are systemically and historically on the margins. This research suggests that existing resources and supports for immigrants might not meet the particular needs that racism fuels - feeling safe, needing to belong, coping with the harm that racism causes. Nor do the existing supports address racism itself. Racism might be the biggest barrier to the full integration of immigrants who are racialized.

- **Deliberate and thoughtful action is needed**

  Considerable work and resources are needed to dismantle racism and address the harm it causes. Indigenous, Black, Asian and People of Colour call for structural changes in organizations and institutions; supportive practices and policies in workplaces; better cultural training and protocols for police; and stronger anti-racism laws. Making Greater Victoria safe for indigenous, Black, Asian and People of Colour means also to foster greater awareness of racism, naming racism, and collecting better data; disrupting discourses that perpetuate racism; disrupting the "good citizen/migrant" narrative; and actively building anti-racist and decolonial approaches in community organizations and settlement services.

It is a priority to make our cities safe for everyone and to pay particular attention to the multiple and intersecting vulnerabilities that Indigenous, Black, Asian, and People of Colour face. There is no magic wand that can be waved to achieve this, but a helpful starting point includes: developing tougher laws and legislation that criminalizes racism; creating better supports that address racism; undoing centuries of colonial structures and systems that perpetuate racism and reproduce power in all aspects of life; and, rewriting discourse that disrupts notions of whiteness with conversations that consistently centre the voices of Indigenous, Black, Asian and People of Colour. **Conversations that de-centre whiteness can be uncomfortable but they are a necessary and important step toward action.**

1. OVERVIEW OF THE REPORT

Racism is not a new phenomenon. Much of it is embedded in centuries of racist systems of **colonization** that have evolved into discourses and manifestations of **white supremacy, imperialism, and xenophobia** (Embrick, Carter, Lippard, & Thakore, 2020; Parmar, 2020; Walia, 2013). Across the world, racist, xenophobic policies and violence continue at the border and on the bodies of **racialized** peoples (Embrick et al., 2020; Isakjee, Davies, Obradovic-Wochnik, & Augustova, 2020; Parmar, 2020). At home, Canada's foundational history and legacy continues to be built through practices of racism and colonization, which is often not sufficiently acknowledged. As Lawrence (2002) states:

> (I)n order to maintain Canadians' self-image as a fundamentally 'decent' people innocent of any wrongdoing, the historical record of how the land was acquired – the forcible and relentless dispossession of Indigenous peoples, the theft of their territories, and the implementation of legislation and policies designed to affect their total disappearance as peoples [has been] erased. (pp. 23-24)

In 2020, alongside George Floyd and Breonna Taylor in the United States, people of colour in Canada experienced violent and deadly forms of racism from the police. Specifically, the stories of Regis Korchinski-Paquet in Toronto, D'Andre Campbell in Brampton, Ejaz Choudry in Mississauga, Eishia Hudson and Jason Collins in Winnipeg, and Chantel Moore and Rodney Levi in New Brunswick need to be listed. Racist actions and rhetoric toward Mi'kmaw fishers in Nova Scotia continue as they fight for their inherent rights to their land and waters.

In British Columbia, several high-profile events and reports highlight the racial justice work that needs to be done:

Colonialism occurs when groups of people come to a place or country, steal the land and resources from Indigenous peoples, and develop a set of laws and public processes that are designed to violate the human rights of the Indigenous peoples, violently suppress their governance, legal, social, and cultural structures, and force them to conform with the colonial state. (Turpel-Lafond, 2021, p. 8)

Imperialism is the ideological foundation that justifies and normalizes domination and exploitation of people and territories (i.e. racism, capitalism), while colonization/colonialism refer to the material practices, policies, and actions of dispossession and domination. (The CARED Collective, 2020, p. 14)

Racism is the belief that a group of people are inferior based on the colour of their skin or due to the inferiority of their culture or spirituality. It leads to discriminatory behaviours and policies that oppress, ignore or treat racialized groups as 'less than' non-racialized groups. (Turpel-Lafond, 2021, p. 8)

Racialized refers to the process through which groups come to be socially constructed as races, based on characteristics such as race, ethnicity, language, economics, religion, culture, and politics. (Canadian Race Relations Foundation, 2019)

Xenophobia refers to the attitudes, prejudices and behaviour that reject, exclude and often vilify persons, based on the perception that they are outsiders or foreigners to the community, society or national identity. In other words, xenophobia is fear and hatred of strangers or foreigners or of anything that is strange or foreign. (The CARED Collective, 2020, p. 36)

White Supremacy is often connected to extremist, right-wing hate groups. However, the term is often used in anti-racist work to force an acknowledgement of the ideology which perpetuates white racism. (The CARED Collective, 2020, p. 36)

See also the *Glossary of Terms used in this Report* at the end of this document.

- The Wet'suwet'en First Nation's territories and people were subjected to anti-Indigenous racism, violence, and occupation as the government forged ahead in constructing the Coastal Gaslink Pipeline through traditional territories.

- The report *In Plain Sight: Addressing Indigenous-Specific Racism and Discrimination in B.C. Health Care* found significant and widespread Indigenous-specific stereotyping, racism, and discrimination in the British Columbia healthcare system toward Indigenous service users, staff, and students. It also shows how the current dual public health emergencies of COVID-19 and the overdose crisis have magnified racism and vulnerabilities for Indigenous peoples (Turpel-Lafond, 2021).

- A study titled *Believe Me: Identifying Barriers to Health Equity for Sexual and Gender Diverse Communities in British Columbia* found sexual and gender diverse patients who are Indigenous, Black, Multi-racial, or People of Colour face **intersecting** barriers of racism and gender discrimination in BC's healthcare systems, and concluded that this "echoe[d] other national and international studies on health **equity** which show that although advanced medical guidelines exist, these are subject to physician discretion, which is often guided by moral, religious or other personal views" (Health Equity Collaborative, 2021, p. 13).

Equity is a condition or state of fair, inclusive and respectful treatment of all people. Equity does not mean treating people the same without regard for individuals differences. (Canadian Race Relations Foundations, 2019)

Intersectionality is the theory—conceptualized in the 1980s by Black feminist legal scholar Kimberlé Crenshaw—that markers of identity do not act independently of one another, but exist simultaneously, creating a complex web of privilege and oppression and "negating the possibility of a unitary or universal experience of any one manifestation of oppression." Examining the experiences of people who live at the intersections of two (or more) subordinated identities becomes a useful way to diagnose oppression within a system. (Adams, Bell, & Griffin, 2016, p. 42; Crenshaw, 1991)

- A 2017 study by Vancity, *Good Intentions: An Examination of Attitudes on Immigration and Experiences of Racial Discrimination in British Columbia* found that most respondents supported immigration and multiculturalism primarily from an economic and labour-market standpoint and that 51% of survey respondents felt that racism had decreased over the year; however, 82% of IBPoC respondents still faced some form of discrimination or racism (Vancity, 2017).

- On Lekwungen territories, reports of white supremacy and anti-Indigenous racism at the Royal BC Museum in Victoria were documented and subsequently investigated (Kotyk, 2020).

- Finally, racism continues to thrive during the COVID-19 global pandemic. Anti-Asian hate crimes have increased by close to 900% in 2020 in British Columbia (Stanton, 2021), and racialized migrants have disproportionately higher COVID-19 rates and hospitalizations, while also navigating racist barriers within Canadian healthcare systems (Tuyisenge & Goldenberg, 2021).

It is within this reality and this moment which calls for racism to be named, and documented, and for **anti-racism** work to move forward, that this report is written by a research team from the University of Victoria on behalf of ICA's Greater Victoria Local Immigration Partnership.

The research team was interested in understanding the relationship between race, racism, and power in the broader context of society, economics, politics, emotions, and prevailing discourses. For this reason, this report is grounded in critical race theory, which is defined as "a view that the law and legal institutions are inherently racist and that race...is a socially constructed concept that is used by white people to further their economic and political interests at the expense of People of Colour" (Curry, 2020, p. 1). Two basic tenets of critical race theory are shared here:

- Racism is normalized and "ordinary". In other words, it is unacceptable and harmful, but also a common part of everyday life; and
- Racism serves "important purposes for the dominant group" (Delgado & Stefancic, 2017, p. 8) such as advancing the interests and power of **whiteness**. Racism is understood as connected to creating and maintaining dominant forms of power, superiority, and privilege (Delgado & Stefancic, 2017).

Anti-racism is the practice of identifying, challenging, preventing, eliminating and changing the values, structures, policies, programs, practices and behaviours that perpetuate racism. It is more than just being "not racist." (Turpel-Lafond, 2021, p. 8)

Latinx is a person of Latin American origin or descent (used as a gender-neutral or nonbinary alternative to Latino or Latina).

Whiteness is complex, multidimensional, and systemic: it does not simply refer to skin colour, but to an *ideology* based on beliefs, values behaviours, habits and attitudes, which result in the unequal distribution of power and privilege based on skin colour. It represents a *position of power* where the power holder defines the categories, which means that the power holder decides who is white and who is not. "White" only exists in relation/opposition to other categories in the racial hierarchy produced by whiteness. In defining "others," whiteness defines itself. Who is considered white changes over time. (The CARED Collective, n.d.)

In this report, attention is also drawn to the colonial history of Canada, which paves the way for the economic, social and political subjugation of Indigenous peoples, and the ongoing racism experienced by Indigenous, Black, Asian, and People of Colour.

Critical race theory offers three main benefits to this study:

- It provides a framework to centre the rights and experiences of different ethnic, religious, and racial groups who experience racism, such as Indigenous peoples, Black people, Asian people, and Latin-American or **Latinx** communities.
- It locates this study within the broader global movement and scholarship of anti-racism and racial justice.
- It is strongly linked to activism, action, and change.

This report aims to enable meaningful action alongside the need for critical reflection. It contributes to the solidarity and mobilization of the **Black Lives Matter** movement, youth-led solidarity marches for the Wet'suwet'en First Nation, and other local community-led advocacy and action, and responds to the Truth and Reconciliation Commission's recommendation that newcomers learn about colonization in Canada (Truth and Reconciliation Commission of Canada, 2015b).

Using this approach, the report makes an effort to deliberately centre the voices and experiences of the 213 people surveyed who identify as Indigenous, Black, Asian and/or other persons of colour. Within this context, the main objectives of the report are to:

- Document and understand the experiences of racism of respondents who are Indigenous, Black, Asian and/or other People of Colour;
- Explore what the effects of racism are for those who experience it; and
- Consider and share some of the ways to move forward as identified by respondents themselves.

Black Lives Matter is a Black-centered political movement founded by Alicia Garza, Patrisse Cullors, and Opal Tometi in 2013. Black Lives Matter is an ideological and political intervention in a world where Black lives are systematically and intentionally targeted for demise. It is an affirmation of Black folks' humanity, [their] contributions to this society, and [their] resilience in the face of deadly oppression. (The CARED Collective, 2020, p. 5)

2. SITUATING THE REPORT

2.1 Who Are We? ICA Overview

For 50 years, the *Inter-Cultural Association of Greater Victoria* (ICA) has been the leading immigrant and refugee serving organization on Vancouver Island. ICA's purpose is to support the full integration of newcomer immigrants and refugees into the social, economic, and civic life of the Capital Region of British Columbia.

ICA achieves its purpose by creating a welcoming and inclusive community that helps individuals and organizations connect across cultures; providing information, support and tools to help immigrants and refugees reach their settlement and resettlement goals; and engaging people through networks, education and arts programming.

ICA offers services for 2500 immigrant and refugee newcomers annually, including settlement and integration services, translation and interpretation, English classes, mentoring, job search assistance and guidance, volunteer matching, and peer support. Since 2015 ICA's resettlement and private sponsorship of refugees program has worked with hundreds of community members to collectively resettle and welcome nearly 700 refugees to the Greater Victoria area. ICA also provides outreach and education in the community through community development workshops on equity training, diversity awareness and human rights, as well as arts programming. The Community Partnership Network hosted by ICA has over 400 businesses and organizations committed to building diverse, welcoming, and inclusive communities in Greater Victoria.

The *Greater Victoria Local Immigration Partnership (GVLIP)* is an initiative powered by ICA and funded by Immigration, Refugees and Citizenship Canada (IRCC) since 2014. The GVLIP is a coalition of nearly 100 newcomers, community organizations, government agencies, institutions, businesses, and business organizations focused on developing strategies for improving the participation, belonging, and inclusion of newcomers in Greater Victoria. GVLIP's goal is to ensure that Greater Victoria is a *welcoming, anti-racist, inclusive, equitable, and well-connected community* in which everybody has opportunities to thrive, learn, live, work, and play in safety.

2.2 Local Demographics

Greater Victoria is the capital of British Columbia and includes a relatively small urban core with a larger rural margin on the perimeter. It is located on southern Vancouver Island, which is home to nine Coast Salish Indigenous communities, including the Esquimalt Nation, Songhees First Nation, Scia'new First Nation (Beecher Bay), T'Sou-ke First Nation, Tsawout First Nation, Tsartlip First Nation, Tseycum First Nation, Pauquachin First Nation, and the Malahat First Nation.

The most recent census reports that Greater Victoria has a population of 360,000, of which only 14% are visible minorities,[1] 5% are Indigenous peoples, and 18% are immigrants (people who are, or who have ever been, landed immigrants or permanent residents). Of the Indigenous population in Victoria, 58% are First Nations people, 38% are Métis, 0.8% are Inuit, and 3.2 are multiple or other Indigenous identities. The census reports that the top three countries of birth for recent immigrants (arrived between 2011 and 2016) are the Philippines, China, and the United States (Statistics Canada, 2017). While these numbers have changed over the past five years, Greater Victoria remains a majority white region.

RECENT IMMIGRANTS IN GREATER VICTORIA
(Based on 2011-2016 Census Data)

Population

357,690
Total Population

7,690
Recent Immigrants

44
*Median Age,
Total Population*

34
*Median Age,
Recent Immigrants*

Top Country of Birth
Philippines

Recent Immigrants by Admission Category

4,985
Economic

2,400
Sponsored
by Family

260
Refugees

45
Other

Economic Status

73%
*Labour Force
Participation, Age 15+*

$23,445
*Median Individual
Income, Age 15+*

7%
*Unemployment
Rate, Age 15+*

25%
*Poverty Rate
(LIM-AT*)*

Highest Level of Education (Age 15+)

655
Less than High School

1,290
High School

4,610
Post-Secondary

Community Data Program

Source: Statistics Canada, 2016 Census of Population. The Community Profile series is produced using data available from the Community Data Program. The Community Data Program is an initiative of the Canadian Community Economic Development Network.

*Based on the after-tax Low-Income Measure.

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[1] "Visible minorities" is Statistics Canada's term, not ours. It's use has recently been criticized by community groups and the United Nations for homogenizing and marginalizing Black, Asian, and other People of Colour in Canada. A spokesperson of Statistics Canada said: "It's time to revisit the concept, because it's been 30 years now [since visible minority was brought in]" (Hennig, 2019).

3. METHODOLOGY

The "Racism in Greater Victoria" survey was created in the summer of 2020 by ICA in consultation with GVLIP partners and external statistics experts. Respondents completed the survey anonymously and confidentially as outlined on the survey itself. It consisted of quantitative and qualitative questions about witnessing and experiencing racism locally in the past five years, and was structured into four parts:

- Witnessing racism and views on racism in Greater Victoria
- Experiencing racism in Greater Victoria
- Responses to racism
- Demographic information

On average, the survey took about 25 minutes to complete. The survey was distributed in November 2020 through a media release, ICA and GVLIP email lists, and social media. Community partners, educational institutions, municipalities, and about 30 IBPoC community organizations were directly contacted to share and respond to the survey. The survey received ample attention through social media, local newspapers, and radio stations.

3.1 Accessibility and Ethical Considerations

It was important to the GVLIP and ICA that consultations on the development of the survey were as far-reaching as possible, especially with racialized individuals. The survey was created by two ICA staff members, both immigrants of Black and South Asian background. While the survey was then further developed by two white individuals (one immigrant and one Canadian-born), it received further comments from IBPoC and immigrant voices from the organization. Beyond ICA, two external statistics experts, as well as GVLIP community partners, Partnership Council, and Immigrant Advisory Team (consisting of Indigenous, Black, Asian, and immigrants of colour, as well as white immigrants) commented on the survey and process as it was developed.

To counter inequities related to access to technology, such as the fact that many immigrant families do not have access to multiple computers in their homes, the decision was made to allow family members to use the same device to answer the survey. As a result, multiple survey responses on one device were allowed. This choice was made with the understanding that this could mean that responses were less reliable because one person could have responded more than once. From the response patterns shown on the survey, it is not obvious that this indeed happened, but it cannot be ruled out.

The survey was checked for accessibility of language by ICA's English language instructors. Funding was not available to translate the survey into other languages, so it was available only in English. The survey was open to anyone over 14 years of age who was either living in Greater Victoria currently, or who had lived in the region in the past five years.

The survey was confidential and anonymous and acknowledged upfront that it might be triggering and emotionally challenging for racialized people to answer all questions. A statement to that extent was included at the beginning of the survey and again at the section that asked for people to share experiences of racism. People were free to skip questions when needed or state that they preferred not to answer. Respondents were asked for permission to quote them. All quotations included in this report were reproduced with permission from respondents.

It was not possible to give every respondent an honorarium. Nonetheless, to acknowledge that taking this survey required time and (emotional) effort, everyone completing the survey was invited to enter their name in a draw for two gifts of $150 each. About 105 people chose to do so. To ensure anonymity, the draw did not link to the survey data of the respondent. Two names were drawn from the survey list and each person was gifted $150.

3.2 Community Consultation on Racism in Greater Victoria

A two-hour community consultation on racism with 80 participants was held in December 2020 through Zoom. This was done to gather information about the lived experience of racism in Greater Victoria in a conversational format. The event was facilitated by Dr. Mandeep Kaur Mucina, Assistant Professor in the School of Child and Youth Care at the University of Victoria, and Simone Blais, an Indigenous community activist. The consultation was organized to complement the survey and to discuss this difficult topic with more meaning and nuance. A short discussion of the event is included later in this report.

In our recent survey
70% of racialized people told us that they have felt unsafe in our community.

We want to hear from you!

We're listening and want to hear more from you!

3.3 Analysis and Writing of the Report

Upon receiving a high number of responses to the survey, GVLIP and ICA engaged with a research team from the University of Victoria to provide a thorough analysis and help draft the report. Drexler Ortiz and Cindy Quan provided the statistical analysis, and Dr. Zaheera Jinnah and Ryan Khungay delivered the interpretation and writing. Drafts of the report went through several rounds of review by ICA. The research team also led an **Accountability Circle** with a specific eye on receiving input from Black and Indigenous individuals. At this event, the report was presented orally and in writing to a group of two Black and one Indigenous individual who are community members and/or scholars working on issues of anti-racism in Victoria. We received comments during the gathering from all present and written feedback from some participants after the meeting.

> An **Accountabiltiy Circle** is a group or committee struck to guide, develop, advise and lead a part or an entire process of research. The committee is to be remunerated and should include several members from Indigenous, Black, Asian or other people of colour communities. This will ensure that the research design including the research questions, language used, methodology, data tools, analytical framework, writing and research communication be guided and led by research principles that align to the communities who are affected most by the research.

3.4 Limitations

The survey was administered virtually because of the COVID-19 pandemic. The absence of deliberately sampling representative groups in the area raised both opportunities and barriers for participation and engagement. On the one hand, it allowed greater access to participate remotely and confidentially. On the other hand, online surveys have several limitations, including: mirroring existing access inequities for those who might face technological, linguistic, ability-related or other barriers; providing a mask for anonymity, which can embolden extremism; difficulty probing for meaning and nuance; and, potentially allowing the same individual to take the survey multiple times.

The survey was framed as an open invitation to anyone currently living in the Greater Victoria area, or who had lived in the region in the past five years. As such a significant number (46%) of people who identify as white self-selected to participate in the research. Black and Indigenous peoples were underrepresented in the sample. Offering an English-only survey resulted in a lower overall reach among recent immigrant communities. The survey did not provide a possibility to do a full intersectional analysis of race and ethnicity with other marginalized communities. More limitations are mentioned in Addendum A.
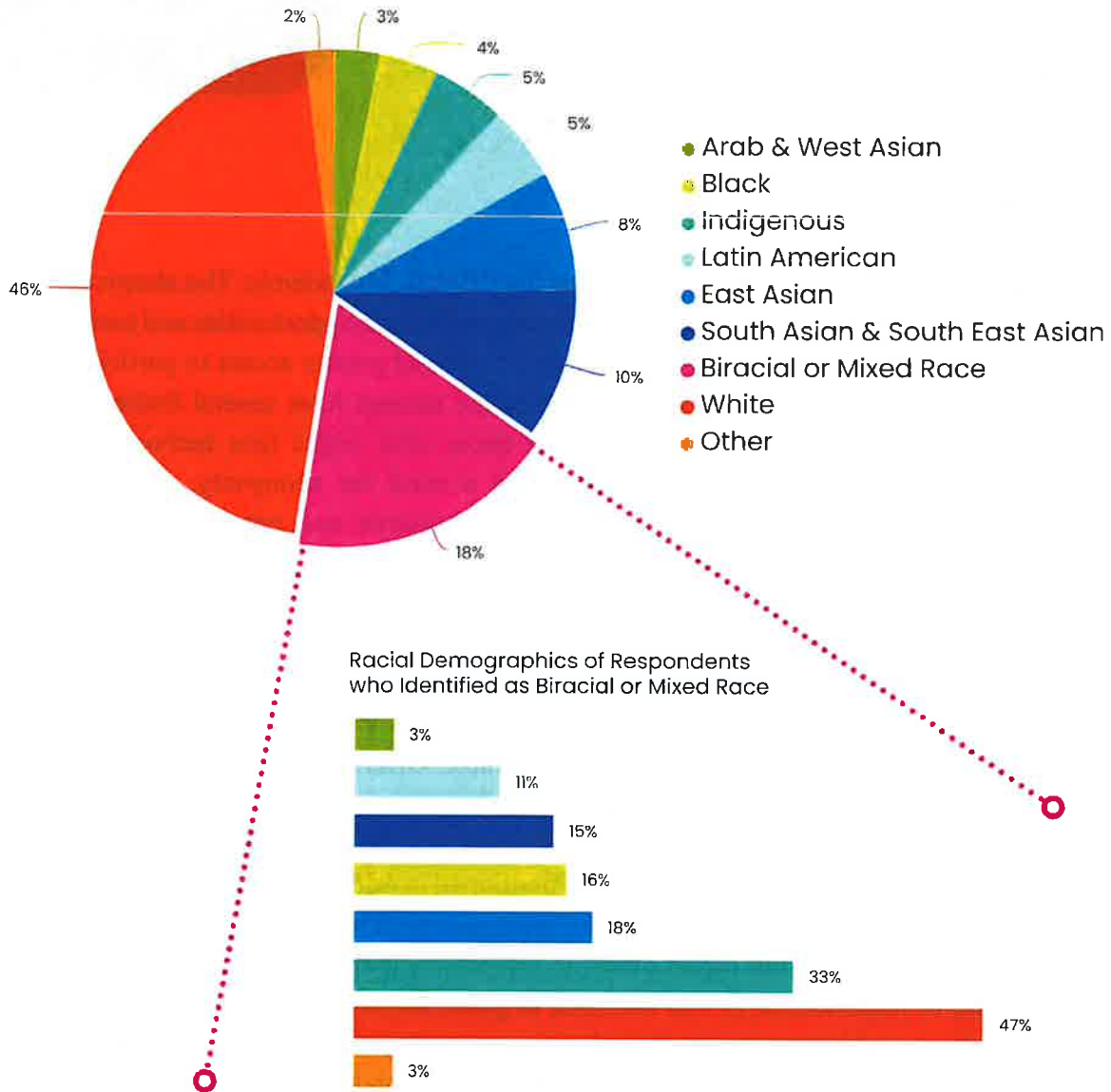
With these cautions in mind, this report offers an exploratory look at what racism is for this particular group of respondents, at this moment, as gathered through these methods. The report and findings could serve as tools that encourage ongoing conversations and action on race, racism, power and inequality in Canada and British Columbia in general and in Greater Victoria in particular.

3.5 Who Responded to the Survey?

Racial Demographics of the Total Sample

In total, 398 people completed the demographic section of the survey. Of this, 185 people (46%) identified as white (of which 140 or 35% were white and born in Canada) and 213 people (54%) broadly categorized as Indigenous, Black, Asian or other People of Colour. This includes 73 people who identify as biracial or mixed race and 45 Indigenous individuals (the survey did not allow for additional detail here). The responses most notably show an under-representation of Black (4%), Indigenous (5%), Arab (1%), South East Asian (2%), and West Asian (2%) groups.

Racial Demographics of the Total Sample

2% 3%
4%
5%
5%

● Arab & West Asian
● Black
● Indigenous
● Latin American
● East Asian
● South Asian & South East Asian
● Biracial or Mixed Race
● White
● Other

8%
46%
10%
18%

Racial Demographics of Respondents who Identified as Biracial or Mixed Race

3%
11%
15%
16%
18%
33%
47%
3%

Indigenous, Immigrant, and IBPoC Identification

Of the 45 individuals who identified as Indigenous, 24 identified as Indigenous *and* bi-racial or mixed race. Of the 53 Black, Asian, or other People of Colour who were born in Canada, the majority (59%) identified as bi-racial or mixed race, followed by 17% who identified as South Asian. There were 108 immigrants who identified as Indigenous, Black, Asian, or another person of colour. The largest group of them identified as East Asian (23%), followed by South Asian (19%) and Latin American or Latinx (16%).

Indigenous, Immigrant, and IBPoC Identification

No data 2%

Indigenous 11%

White Immigrants 11%

BPoC, Canada 13%

White, Canada 13%

BPoC Immigrants
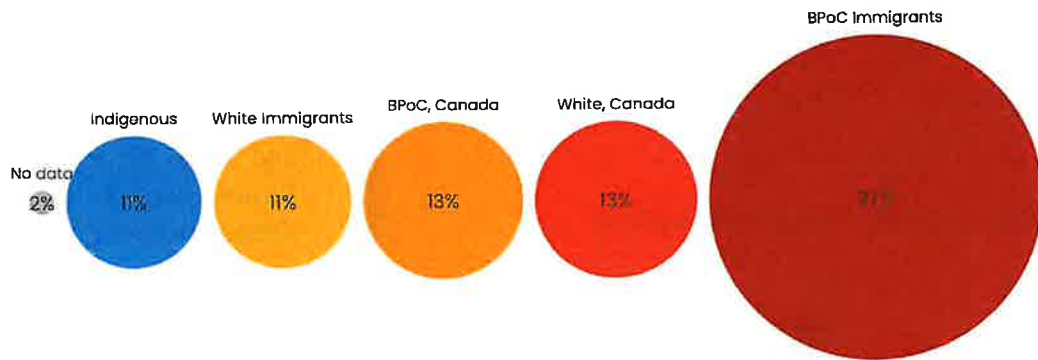
Age

The majority of all repondents were in the 31-60 age range.

Indigenous, Black, Asian, and other respondents of colour were on average slightly younger than white respondents because among IBPoC respondents there was a larger representation of respondents between 19-30 years old.

Among white respondents there was a larger cohort of 60+ years old.

Age of IBPoC Respondents

31-60 years: 66%

18-30 years: 22%

60+ years: 8%

Missing Data: 4%

Age of White Respondents

31-60 years: 55%

60+ years: 36%

18-30 years: 9%

18
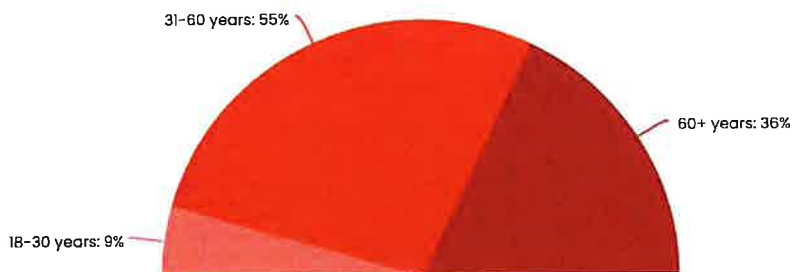
Gender Identity of IBPoC Respondents

6%

5%

29%

60%
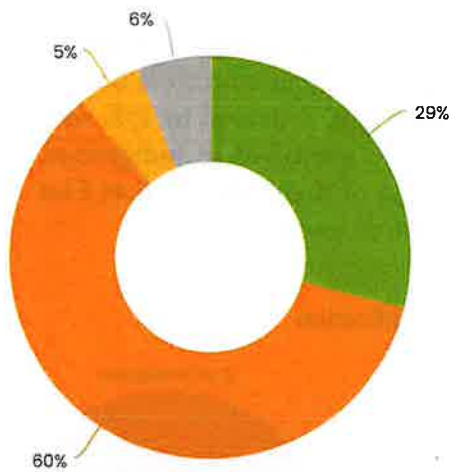
Gender Identity of White Respondents

1%

1%

28%

71%

- ● Male
- ● Female
- ● Non Binary
- ● Missing Data
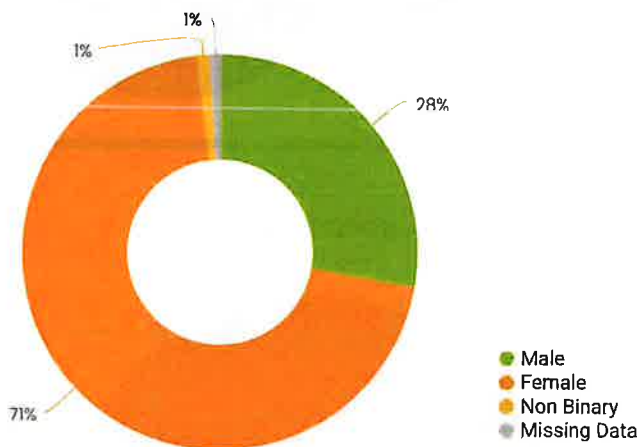
Gender Identity and Sexual Orientation

In terms of gender identity, the majority of Indigenous, Black, Asian, or other respondents of colour identified as female. In the IBPoC sample 5% of individuals identified as non-binary and less than 1% of white respondents did so.

The sexual orientation of respondents was not asked and may be considered for future research to allow for deeper intersectional analysis.

4. EXPERIENCES OF RACISM IN GREATER VICTORIA

This section of the report documents racism in Greater Victoria, as reported by the respondents of the survey and attendants to the community consultation. It discusses how, and where, racism occurs, who experiences it, and teases out the various ways by which to understand racism.

4.1 Who Experiences Racism in Greater Victoria?

71%

Experienced Racism Personally in Greater Victoria in the Past Five Years

IBPoC Respondents Report

Seventy-one percent of those who self-identified as Indigenous, Black, Asian and/or a person of colour reported personally experiencing racism in Greater Victoria in the last five years. This is not surprising: "racism is ordinary...the usual way society does business, the common, everyday experience of most people of colour" (Delgado & Stefancic, 2017, p. 8). Nevertheless, it is important to recognize this finding because the survey confirms through empirical evidence what many racialized people know and experience every day, but what is perhaps overlooked or downplayed in popular Canadian and liberal democratic discourses of multiculturalism, and/or diversity. As these two respondents said:

"People seem to think that there is no racism here but the only people I've heard that from are white folks who tend to spin it as, 'well it wasn't REALLY racism...they were just overreacting'. Having our experiences of racism belittled and dismissed does even more harm."
Indigenous biracial/mixed race person, identifies as female, born in Canada.

"Many of us have been conditioned for years that to call people out on being racist is overreacting."
Southeast Asian person, identifies as female, immigrated to Canada.

Documenting racism is *necessary* to shift the discourse. Voicing, naming, and publicly acknowledging racism is essential in validating the experiences of respondents who are Indigenous, Black, Asian, and/or other People of Colour, and in taking positive steps toward action.

4.2 What Types of Racism do People Experience and Where?

Multiple forms of racism exist in Greater Victoria as reported by the respondents in this study. We identify several broad, but overlapping categories:

- *Subtle forms of racism* refer to intentional but covert racism that is masked in politeness, paternalism or other forms of discrimination. For example, people reported condescending tones towards immigrants, being surprised that People of Colour can speak English well, and disregarding or diminishing professional expertise, experience and knowledge because of race.

- *Unconscious racism* refers to racism without apparent awareness or intent on the part of the perpetrator. This is often experienced by racialized people as daily **microaggressions**. A respondent shared an example of racism when white people participated in cultural activities or assumed expertise in other people's cultures that they knew nothing about.

- *Systemic racism* refers to systemic or structural factors of racism. Examples of systemic or structural forms of racism include: not recognizing qualifications or work experience from outside Canada; school curricula that distort or deny Indigenous knowledge; and overlooking cultural and religious holidays that do not conform to dominant practices. Although some of these frustrations may be shared by white newcomers, for Indigenous, Black, Asian, and other People of Colour, the experience is a racialized one. As Dutt (2021) explains, "Systemic racism cannot be isolated from everything else around us; it is embedded in our attitudes, perceptions and institutions, and often rooted in unconscious biases" (p. 2). A respondent writes:

Microaggressions are "everyday insults, indignities and demeaning messages sent to people of color by well-intentioned white people who are unaware of the hidden messages being sent to them." Microaggressions can leave the receiver feeling confused/angry due to the subtle nature of these communications, especially if the speaker denies that their words or actions are biased. (Sue quoted in The CARED Collective, 2020, pp. 28-29)

Systemic racism is enacted through routine and societal systems, structures, and institutions such as requirements, policies, legislation, and practices that perpetuate and maintain avoidable and unfair inequalities across racial groups, including the use of profiling and stereotyping. (Turpel-Lafond, 2021, p. 8)

> *"White people do not admit or understand the underlying power for them in a country founded on white supremacy. Therefore racism becomes as normal as gravity and something rarely thought about. Unless you are of colour."*
> East Asian person, identifies as female, born in Canada.

- *Identity-based racism* refers to racism based on individual racialized identities, as well as intersectional identities based on gender identity, religion, race, and ethnicity. This includes direct, intentional, and often violent incidents or racist attacks that occur in public spaces (online and in person) and in private interactions. Also called **interpersonal racism.**

Interpersonal racism, also known as relationship racism, refers to specific acts of racism that occur between people, and may include discriminatory treatment, acts of violence and microaggressions. (Turpel-Lafond 2021, 213)

Respondents selected a number of reasons why they felt they were *being treated unfairly* as prompted[2] by the survey. The most frequent forms of racism identified by respondents were related to race/ethnicity, immigration status, language/accent, physical features, socio-economic status, and religious clothing. It is noted that although newcomers were more likely to cite language/accent and immigration status, 76 Canadian-born IBPoC individuals also selected these reasons.

Indigenous, Black, Asian or other respondents of colour reported the following types of racism:

Racism Experienced on Social Media

22%
of IBPoC
Respondents
experienced online
harassment.
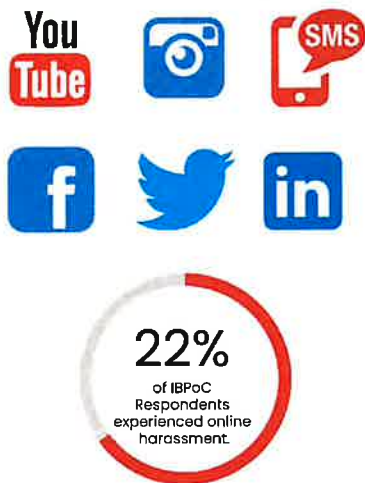
- Online harassment,
- Harassment in person,
- Denial of opportunities or adequate services,
- Being undervalued.

Harassment in person through stereotypes and slurs or racist comments were common, half of IBPoC respondents reported experiencing this, as was having people being surprised that they could do something well.

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[2] These prompts could be triggering for folks who have experienced racism and future research could approach this question with more care to ensure that respondents feel supported and safe in their responses, while also being able to share valuable experiences.

The comments below illustrate some of these experiences in more detail:

"Having teachers/instructors assume I just arrived or from a certain country based on my dressing when I am actually a Canadian citizen. Being told 'I speak English well' when English is my 1st language."
Racialized person, identifies as female, immigrated to Canada.

"While I've experienced overt racism, the majority of the challenges I've faced were experienced through covert racism in the form of racist comments and jokes which has the effect of alienating people belonging to minority group."
South Asian person, identifies as female, immigrated to Canada.

"I have personally been explicitly denied educational and employment opportunity based on my race. Much of the racism I have experienced is systemic in nature, but made personal at access points."
Black person, identifies as non-binary, born in Canada.

"Have had objects thrown at me when downtown, been yelled at by random people on downtown streets, I believe it is because I have Indigenous features."
Indigenous, biracial/mixed race person, identifies as female, born in Canada.

"My children have experienced racism at school and schools have not handled it properly."
Black, Indigenous, biracial/mixed-race person, identifies as female, born in Canada.

Types of Racism

Being Harassed

Stereotypes	63%
Slurs/racist comments	46%
Followed by security guards	27%
Verbal threats	27%
Physical threats	7%
Physical violence	6%

Being Undervalued

People surprised you could do certain things	53%
Not being believed	33%
Being excluded from networks	31%
Unnecessary monitoring at work	16%
Denied services	13%
Denied entry into a space	10%
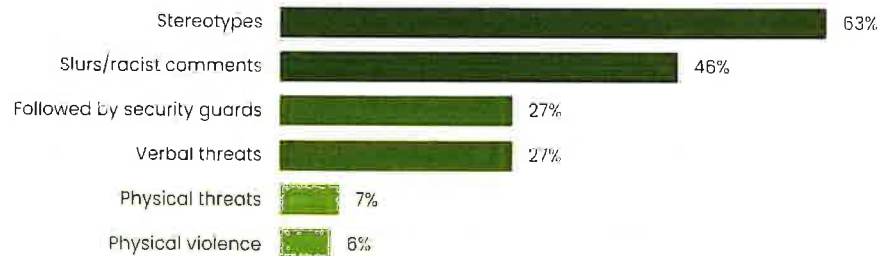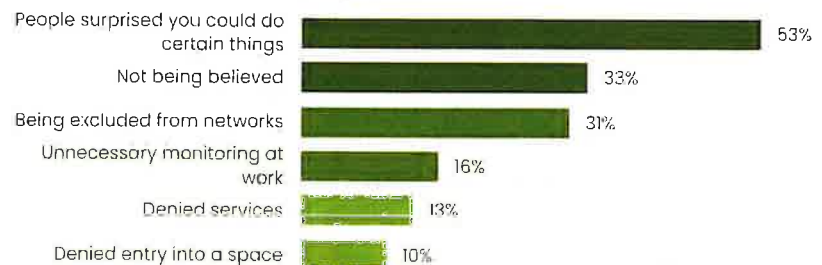
Being Denied Opportunities

Missed job opportunities	31%
Missed promotion at work	25%
Inaccurate treatment by health practitioner	22%
Missed housing opportunities	11%
Unfair grading at school	10%
Missed education opportunities	9%

23
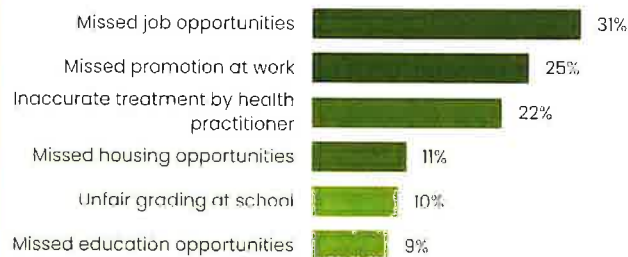
The survey asked specific questions about racism within the police. Although people who are Indigenous, Black, Asian and/or other People of Colour were more likely than white respondents to report perceptions and experiences of racism with the police, there was both positive and negative feedback regarding the police among racialized people. On the one hand, there were reports of racism from the police such as racial and ethnic profiling and fears of being shot. On the other hand, there was also a common theme of respondents reporting that they would seek help from the police when experiencing racism. Given the small sample size and the range of responses reported here, it is recommended that additional research be undertaken in this area.

30%
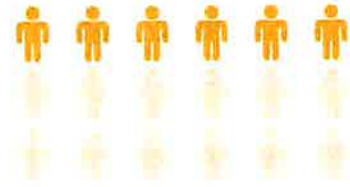
Experienced Racism from the Local Police

IBPoC Respondents Report

4.3 How Often and Where is Racism Experienced?

How Often IBPoC Respondents Experience Racism

5%
16%
18%
43%
18%

● Daily ● Weekly ● Monthly ● A few times a year ● Never
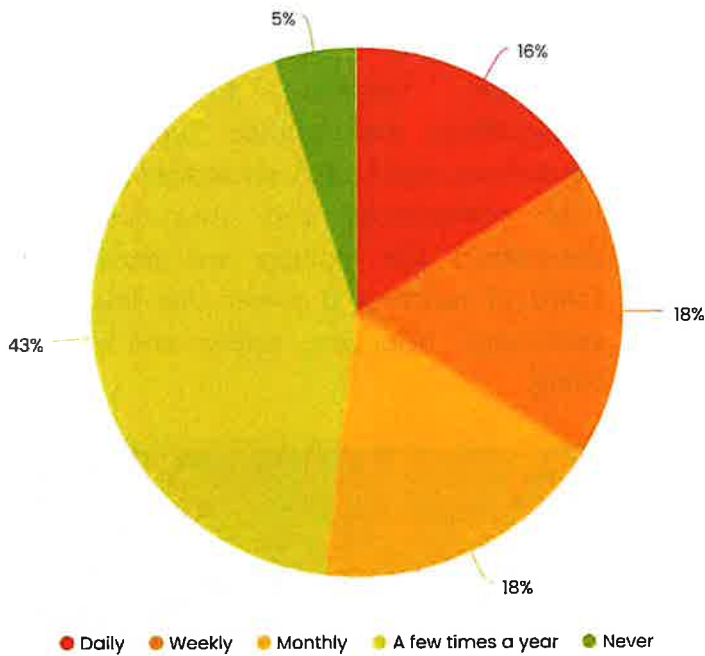
Sixteen percent of respondents who are Indigenous, Black, Asian and/or other People of Colour, reported that they experience racism daily, 18% report that they experience racism weekly and another 18% monthly. Forty-three percent report experiencing racism a few times a year.

Only 5% of racialized people said that they had never experienced racism in Greater Victoria.

Where is racism experienced?

The most common spaces where Indigenous, Black, Asian and/or other People of Colour experience daily racism is *online* and in *workplaces*. Other frequent experiences of racism are in government offices, in public places, at school, and on public transit. In contrast, religious buildings such as temples, mosques and churches are seen as 'safe' spaces where the lowest rates of racism are reported, although with individual exceptions.

These findings suggest that for Indigenous, Black, Asian and/or other People of Colour who responded to the survey, there are different ways in which racism shows up, that it occurs in a range of places, including professional interactions and in personal relationships, that it is both everyday and structural, and that just over half the sample experience racism on a daily, weekly, or monthly basis, with a further 43% reported having experienced racism a few times a year. Racism therefore is a lived reality for these respondents. The frequency of online racism reported by respondents requires additional attention.

4.4 Immigrant Status and Racism

The survey found *no significant difference* between racialized respondents of colour who were born in Canada, and immigrants who identify as Indigenous, Black, Asian and other People of Colour when reporting experiences of racism. Although the sample sizes are small, this raises the need for further research. The process of settlement for immigrants is often understood as labour done by newcomers, emphasizing things that newcomers "need to do, learn, unlearn, know or say" (Drolet & Teixeira, 2020), such as language training, housing, employment assistance, and other soft skills in order to successfully integrate. However, for the respondents in this study, racism is a strong barrier to belonging and settlement. More specifically, this suggests that settlement and inclusion are *deeply dependent on safety, feelings of belonging, and*

opportunities to contribute to community, and workplaces. In other words, what newcomers do, or don't do, what they learn, or how they speak, cannot override racism in host communities, and this **othering** prevents full access to opportunities, safety, and belonging. Therefore, alongside settlement services to improve opportunities and provide support to newcomers, significant work is needed with host communities and structures to deconstruct the multiple and pervasive forms of racism and power that impede settlement, belonging, safety, and well-being.

> **Othering** refers to the process whereby an individual or groups of people attribute negative characteristics to other individuals or groups of people that set them apart as representing that which is opposite to them. (Rohleder, 2014, p. 414)

4.5 Talking About Racism: Community Consultation

Surveys are limited tools for capturing the nuances and all-encompassing nature of human experiences. In order to be able to gather people's experiences with racism in a more personal and multidimensional way, the GVLIP organized an IRCC-funded online community consultation on racism in Greater Victoria in December 2020. Eighty participants (racialized and white individuals) joined the consultation, which was held as a conversation on experiencing racism by Dr. Mandeep Kaur Mucina and Simone Blais. It is important to pay attention to how a space (even when virtual) is set up so that difficult conversations can happen. For this purpose, John Ayala, a local Filipino musician, was invited to play live music as people were entering the meeting. The conversation centred on three themes - What does welcome and inclusivity mean? How does racism show itself? How can we work for change? – with opportunities for discussion with the whole group and in small breakout rooms. Susana Guardado from *Bright Light Ideas* created a visual representation of the conversation.
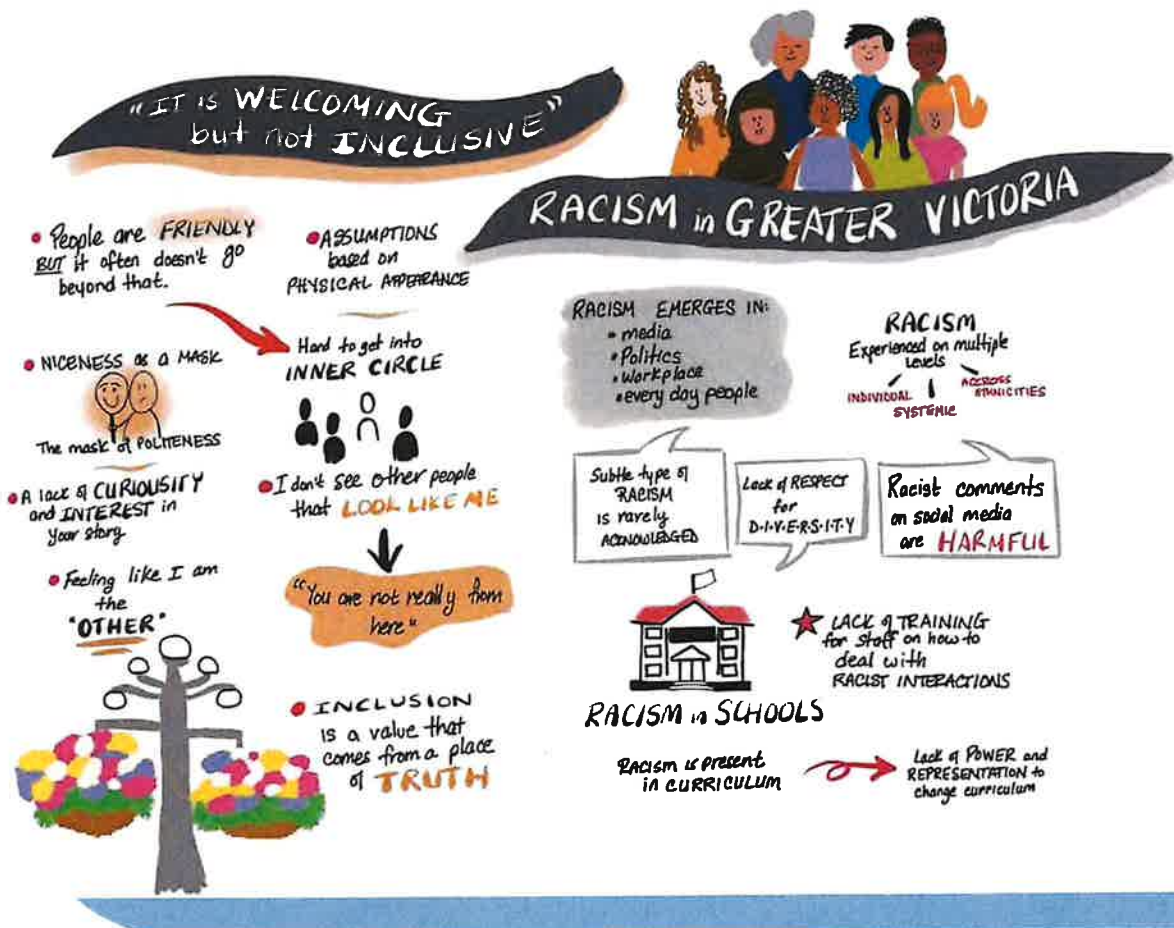
The findings of the discussion mirrored the findings of the survey, but the in-person conversation allowed for a more in-depth follow up. Much of the conversation concentrated on racism in schools.[3] Some of the main topics of discussion are mentioned below:

1. What does inclusivity and welcome mean?

The discussion led to a conversation on *what it means to "welcome"* in the context of being on colonized territory. Who can welcome and who is welcomed, when the state itself is an uninvited visitor? It is important to build relationships with the Indigenous Nations on whose traditional territories immigrants and settlers live and recognize that it is truly only Indigenous people who can extend a welcome.

2. How does racism show itself in Greater Victoria?

Niceness can act as a mask: Greater Victoria was described as quite friendly on the surface but not very inclusive. This superficial friendliness that hides exclusion prevents opportunities to build deeper relationships between communities and hides racist structures. Immigrants especially mentioned that it is hard to find networks of support and opportunities to become engaged in leadership roles in the area.

Explicit and implicit racism: Racialized attendees spoke about hearing racial slurs, witnessing and experiencing incidents of cultural appropriation, and being excluded from networks and opportunities because of their race.

Assumptions are made of people based on their physical appearance as "other". People report that their skin colour or dress makes them be treated as "not really from here."

Racism in the education sector: Survey respondents reported that racism most often happens in workplaces and in schools. The community consultation confirmed this reality. The conversation especially focused on racism in schools and in school curricula. Schools and playgrounds were described as places where the best and the worst can happen: it can be a place where children can relate to each other and find friends from different backgrounds. It is valuable to be able to experience many cultures, customs and colours in one space, and schools offer many opportunities to connect through activities such as outdoor activities, music, sports, and the arts. Often, however, these are also places where kids play out their understanding of the world and what they learn in the home. Slurs find their way onto playgrounds, and schools often do not know how to handle such incidents of racism.

Racism can also find its way into curricula through, for example, the way history is discussed or depicted and in the way some histories are not sufficiently included in the curriculum.

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[3] That the community consultation specifically focused on racism in schools does not mean that this is the only place where the participants saw racism happening. It was due to the fact that many participants in the conversation were parents and this topic was on their minds that day.

5. RACISM MAKES ME SICK: "[I] WORRY ABOUT MY SAFETY AND MENTAL WELL-BEING"[4]

In this section we discuss the effects of racism as reported by the respondents in the study and look at the ways in which people respond to it.

5.1 Racism as Violence

Racism is a form of violence; it is hurtful and harmful in multiple ways. Racism makes people feel physically unsafe, has a detrimental effect on mental and physical health and emotional well-being, and fosters a sense of hurt, shame, and anger. It also creates feelings of resentment that threaten community cohesiveness and appreciation of difference. We identify various intersecting forms of harm as a result of racism as reported by the respondents in this study.

70% **Felt undervalued isolated & unsafe because of their race or ethnicity**
IBPoC respondents report
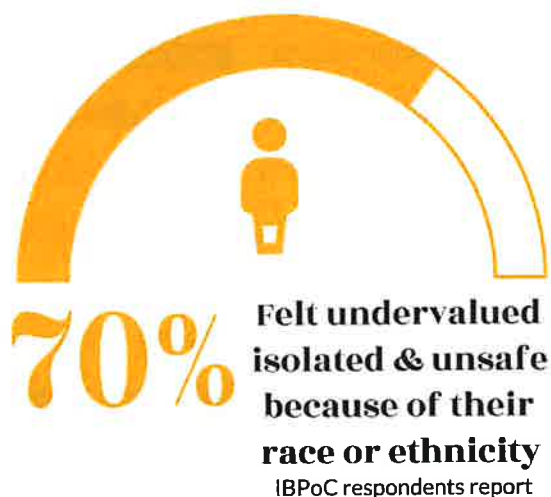
> "I feel scared or lonely, even if (there are) just 1-2 incidents. I worry about my safety and mental well-being."
> South Asian person, identifies as female, immigrated to Canada.

> "(I feel) isolated and shut out, constant microaggressions and passive-aggressive behaviour towards me in meetings by co-workers and people in power."
> South Asian person, identifies as female, born in Canada.

> "(it) hurts to see how many generations racism impact."
> Indigenous biracial/mixed race person, identifies as female, born in Canada.

> "(I am) burdened by childhood and intergenerational trauma."
> Biracial/mixed race person, identifies as male, immigrated to Canada.

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4 South East Asian person, identifies as female, immigrated to Canada.

Effects on Health and Well-Being

Feeling resentment	71%
Feeling undervalued	57%
Feeling powerless*	51%
Loss of self-esteem*	50%
Feeling depressed*	42%
Feeling lonely*	42%
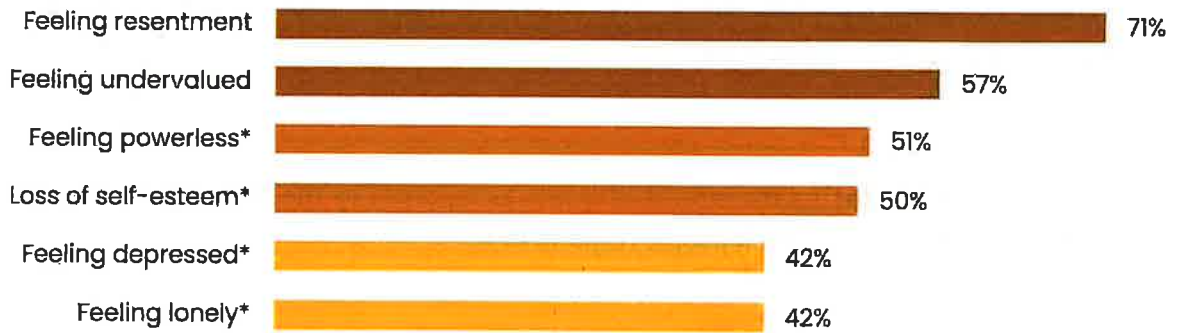
Social Effects of Racism on IBPoC Respondents

Avoided going to certain places*	49%
Avoided public transit	28%
Ended a relationship	23%
Lost social networks	22%

Effects on Income, Housing, and Education

Experienced financial stress**	18%
Lost employment	17%
Experienced legal difficulties**	11%
Dropped out of school	9%
Experienced homelessness	5%
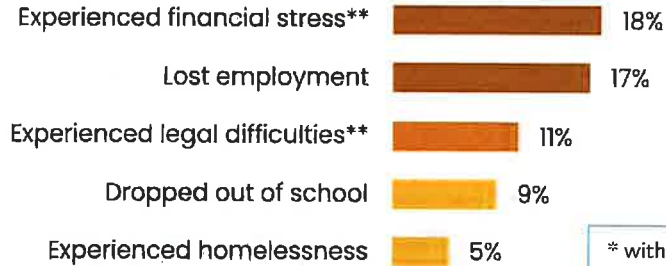
* with Canadian born IBPoC being more likely to report this.
** with immigrant IBPoC being more likely to report this

Aside from the direct impacts of feeling unsafe, and being upset and harmed, respondents also report indirect and longer-term effects of experiencing racism, including self-blame, and doubting their own abilities:

> "It has made me extremely angry and bitter towards the fact that the people of my own hometown will never consider me to be truly Canadian or local, simply based on my appearance."
> South Asian person, identifies as female, immigrated to Canada

29

> "It just sends me in a shock and I just go numb and that prevents me from saying anything because at times, [it] is just so overwhelming."
> South Asian person, identifies as female, immigrated to Canada

22%

Decreased Physical Health

IBPoC Respondents Report*

5%

Self Harm

IBPoC Respondents Report
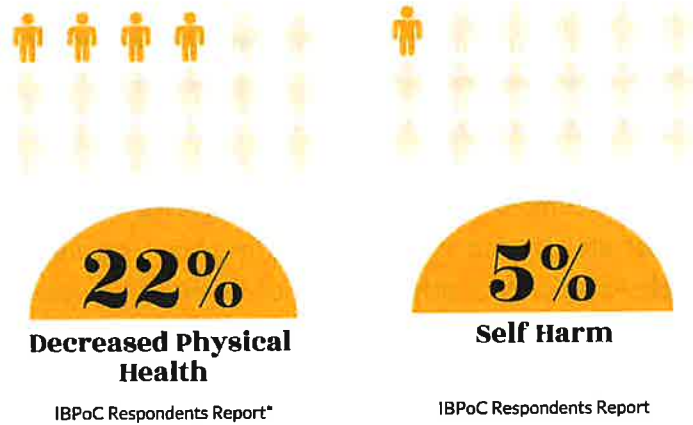
* with Canadian born IBPoC being more likely to report this.

There is a tentative indication that being born in Canada and being Indigenous, Black, Asian, or a Person of Colour is associated with stronger feelings of despair (for example, loss of self-esteem, powerlessness, fear of harm), and that, conversely, immigrants are more optimistic about positive change than Canadian-born IBPoC respondents. Immigrants tend to face additional legal and financial difficulties due to racism compared with respondents who are Canadian-born, Indigenous, Black, Asian and/or other People of Colour. Although findings are tentative, this might suggest an overarching sense of despondency associated with entrenched and ongoing racism in Canada.

5.2 Responding to Racism

Responding to racism relies on several factors, including: feeling physically safe enough to take action; having enough emotional energy and hope that responding will result in positive change; awareness of resources in terms of where to go to report racism; and, support from others to intervene. There were no significant differences between Canadian-born IBPoC people and IBPoC newcomers in their likelihood to respond to victimization.

How Often Would IBPoC Participants Respond to Racism?

Other 7%

Always 10%

Usually 17%

Sometimes 35%

Rarely 20%

Never 11%
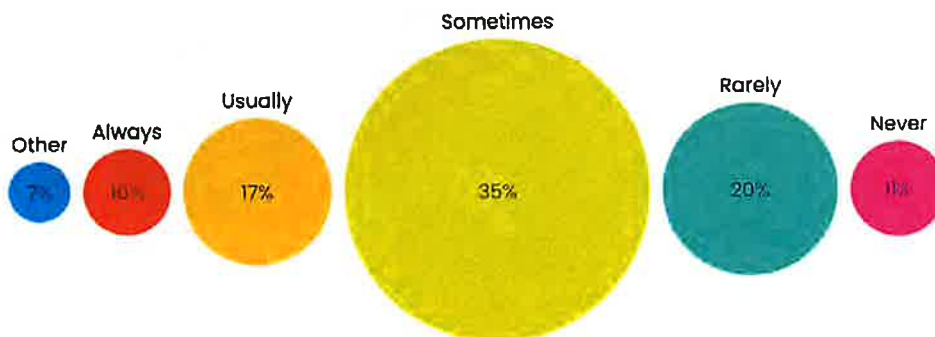
Only 12% of racialized respondents said they knew where to go for help when experiencing racism. There was no significant difference between immigrant and Canadian-born groups in reporting knowing where to go for help or seeking help.

The most common reasons given by people for not responding suggest fear of personal harm, loss of status, and feeling uncomfortable, especially among Canadian-born Indigenous, Black, Asian and/or other People of Colour. Very few respondents (eight in total) selected not having English skills as the reason for their lack of a response.

Reasons from IBPoC Respondents for not Responding to Racism

Reason	%
I might be worried for my safety	40%
I might fear it may hurt my work/job security	34%
I might be uncomfortable	32%
I might fear it may impact my personal life or social position	26%
I might not know what to say	19%
Other	17%
I might not want to offend anyone	16%
I might fear it may impact my housing	11%
I might not want to change people's opinion of me	5%
My English is not good enough	4%
None, I always respond	3%

Do You Know Where to Go for Help When Experiencing Racism?*

No, I do not know where to go: 39%

Maybe: 18%

Yes: 12%
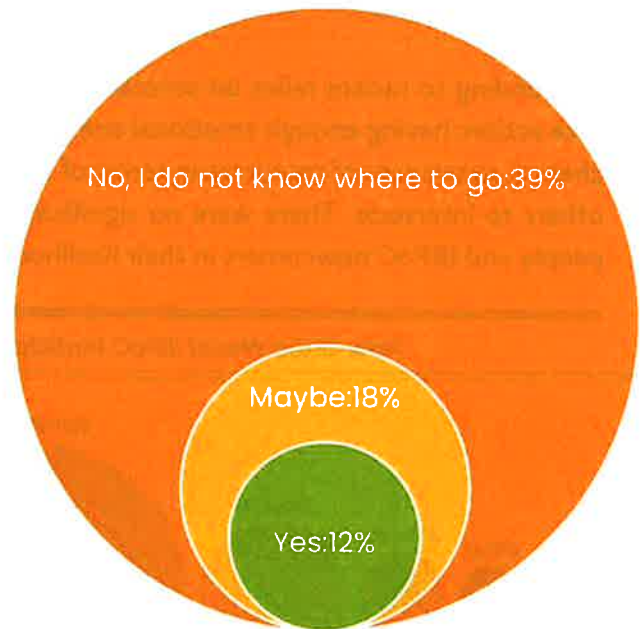
* IBPoC responses (31% missing data)

These themes are further echoed by individuals who stated that responding to racism will cause further harm or result in other negative outcomes. This included physical harm to themselves, their families, or communities, a risk of losing their jobs or social status, or emotional harm, as the following excerpts indicate:

"If my children are with me, if I confront someone, I fear that my children may be harmed or witness violence or racist aggression."
East Asian person, identifies as female, immigrated to Canada.

"I will be labelled as a trouble maker and I will be consequenced in my position for speaking out."
South Asian person, identifies as female, born in Canada.

"I have experienced physical violence and threats. I felt if I responded I would make others like me a target and thus further endanger my community."
Biracial/mixed race person, identifies as male, born in Canada.

"As a client/service user I fear that the service will be taken away or impacted."
Biracial/mixed race person, identifies as female, immigrated to Canada.

A few respondents identified the emotional energy needed to call out racism, and the likelihood that they will not be believed. In addition, there seems to be a despondency that nothing will change:

"It often seems pointless, if the situation is not blatant, arguing with racists is exhausting and excruciating and often leads nowhere."
Latin-American or Latinx person, identifies as male, immigrated to Canada.

"Sometimes it is not worth the battle and tiring as we need to always justify 'being.'"
Arab person, identifies as male, born in Canada.

"Most of the so-called helping places are not really helpful. Many people at the so-called helping organizations are simply making money from the government."
East-Asian person, identifies as male, immigrated to Canada.

5.3 Coping with Racism

Availability, access to, and uptake of supports, resources, and recourse is poorly matched to the frequency and forms of racism experienced within this sample. In other words, IBPoC people are experiencing racism, but they are unable to seek support for coping with the harm it causes.

Most respondents coped with racism by relying on informal and personal support from friends, family, and community, with fewer selecting formal support or taking action.

Indigenous respondents also identified forms of self-care, such as land-based and water-based healing practices.

Coping with Racism in Personal Networks

Talking to family and friends	57%
Learn more about cultural history	33%
Connecting to ethnic minority communities	25%
Connecting to community organizations	17%
Connecting to leaders/influencers within racial or ethnic groups	17%

Formal Supports Used to Cope with Racism

Activism for social and political change	25%
Counselling	18%
Human Rights complaint	5%
Police report	4%

There were individual reports of supportive services received at specific formal institutions, such as an ombudsperson at a university, and organizations specific to promoting anti-racism (e.g., ICA, and for Indigenous participants, Native Friendship Centres).

There were individual comments that spoke to not being able to cope or passive coping such as developing a "thick skin":

> "(I) cry a lot and accept that I was made to be inferior to white people and the reality will not change."
> South Asian person, identifies as female, immigrated to Canada.

Two respondents also stated that their experiences of racism in the city made them want to leave as a way to cope with it:

> "I'm planning to leave the city, it's impacted me that badly."
> South Asian person, identifies as female, immigrated to Canada.
>
> "I started to make plans to go back to my home country."
> Latin American/Latinx person, identifies as male, immigrated to Canada.

6. "NO MORE STARES AT THE GROCERY STORE"[5]: RECOMMENDATIONS FOR ADDRESSING RACISM

The findings of the survey suggest that there are two distinct experiences of living in Greater Victoria:

- As previous sections showed, **for Indigenous, Black, Asian, and People of Colour** who responded to the survey, regardless of whether they were born in Canada or are immigrants, **racism is real and ongoing.** It is violent and harmful. It happens online and in person. It makes people physically sick and mentally unwell, prevents them from accessing employment and housing, affects relationships, and undermines their sense of belonging in the city they call home.

- For white people in Greater Victoria, the city is inclusive and diverse. While the majority of white respondents report that systemic racism is a serious to moderate problem in the area (58%), only a few (10%) report actually recognizing racist incidents when they happen[6] and more than half (56%) also describe Greater Victoria as very or fairly welcoming. This suggests that **for most white respondents racism is something that occurs outside of their own circles**, and that many of them often overlook the racism they witness or hear of, in favour of being able to hold on to a more dominant national discourse of welcome, multiculturalism, equality, and progressive liberalism.

The work of the prolific African American scholar and activist, W.E.B. Du Bois, helps make sense of these conflicting experiences and narratives. Writing more than a century ago, his concept of 'double consciousness' names the strife that Black people feel in living in a world of whiteness.

> It is a peculiar sensation, this double-consciousness, this sense of always looking at one's self through the eyes of others, of measuring one's soul by the tape of a world that looks on in amused contempt and pity. (Du Bois, 2008, part I)

Du Bois explains that experiencing racism is to experience *both* a direct harm of racism *and* at the same time to interpret that harm through the white eyes that question whether this racism is real. To lessen this double burden, it is important to begin with naming race and racism, naming the harm it causes, naming the harm of denying racism, and recognizing that in this survey, the experiences of living in Greater Victoria for Indigenous, Black, Asian and other People of Colour, both immigrant and Canadian, are characterized by racism.

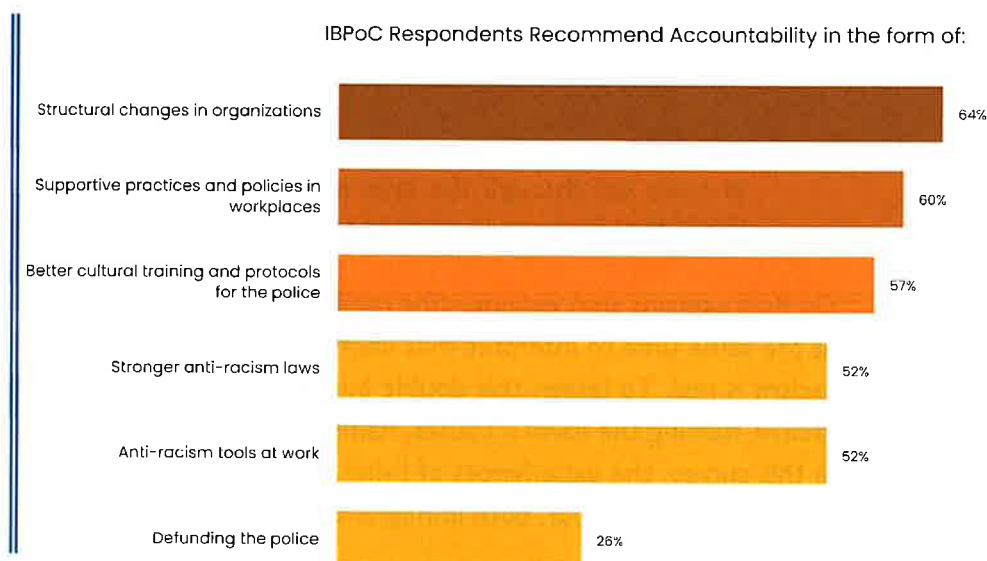[5] East Asian person, identifies as female, born in Canada.
[6] While 30% of all IBPoC respondents say that they experience racism daily or weekly, *only 10% of white respondents see racist incidents on a daily to weekly basis*, and 30% of white respondents report never having seen a racist incident.

Addressing racism requires a multipronged effort with a clear vision and intent, sufficient resources, and collaboration among local, provincial, and federal community partners and the public. The final section of the report outlines possible pathways for anti-racism work and racial justice, and offers some concluding thoughts for further action. These suggestions are offered through the voices of the participants themselves and should be seen as conversation starters, recognizing that more work is needed in this area to better understand the extent and forms of racism, the nuanced ways in which it emerges and impacts people, and the specific and intersectional experiences of Indigenous peoples, Black, Asian and other People of Colour.

6.1 Recommendations from Survey Participants

Respondents selected several strategies to reduce racism. These reflect broad and overlapping categories, but are organized into themes for ease of reference. The hope is that these suggestions will lead institutions, community partners, and individuals to engage in deeper discussions and increased investment to develop strategies to reduce racism in our institutions, organizations, workplaces, schools, and the area as a whole.

1. **Accountability:** this includes fostering greater accountability at various levels. Directed at the federal and provincial governments, there are calls for tougher hate crime and discrimination laws and better crafted legislation. Respondents called for stronger anti-racism legislation. This is an urgent need to ensure that racism is recognized as a central part of racialized people's realities of living in Canada, and that there are clear consequences for those that engage in racist behaviour. Indigenous respondents in particular spoke to the need for accountability and representative policing. This would require tougher conversations and potential legislation around safety online, in workplaces and schools, and in the public sphere.

IBPoC Respondents Recommend Accountability in the form of:

Structural changes in organizations	64%
Supportive practices and policies in workplaces	60%
Better cultural training and protocols for the police	57%
Stronger anti-racism laws	52%
Anti-racism tools at work	52%
Defunding the police	26%

35

Some comments from respondents on this theme included:

> *"I would like white people to become less fragile and more accountable for the racist system that they uphold through expecting BIPoC to adopt their standards all the time."*
> East Asian person, identifies as female, immigrated to Canada

> *"More rules against discrimination and open displays of support for POC that are backed by legislation and interventions."*
> Biracial/mixed race person, identifies as female, born in Canada

> *"Strong accountability structures in place in institutions."*
> Black person, identifies as female, immigrated to Canada

2. Almost half of the Indigenous, Black, Asian, and other respondents of colour identified the **need for data collection on racism,** and the need to demonstrate and document racism more frequently and thoroughly. This is of critical importance in order to generate evidence-based strategies, documenting the intersectional experiences of people and validating the 'consciousness' of racism. Among Indigenous respondents, there was a strong call for responsible and ethical data collection premised on relationship-building, reciprocity, and transparency with researchers.

"There (needs to be) trust in the community about who is collecting the data? (A) strategic approach is important. Data collection is great but who is collecting the information and why? Is there trust in the community about who is collecting the data?"
Indigenous, biracial/mixed race person, identifies as female, born in Canada.

"Representation of different abilities and backgrounds in all tiers of leadership."
Person of Colour, identifies as female, born in Canada.

"Diverse community where there isn't truly a handful of minorities in public spaces, restaurants or classrooms."
East Asian person, identifies as female, born in Canada.

46%

Recommend data collection on racism.

IBPoC respondents report

62%

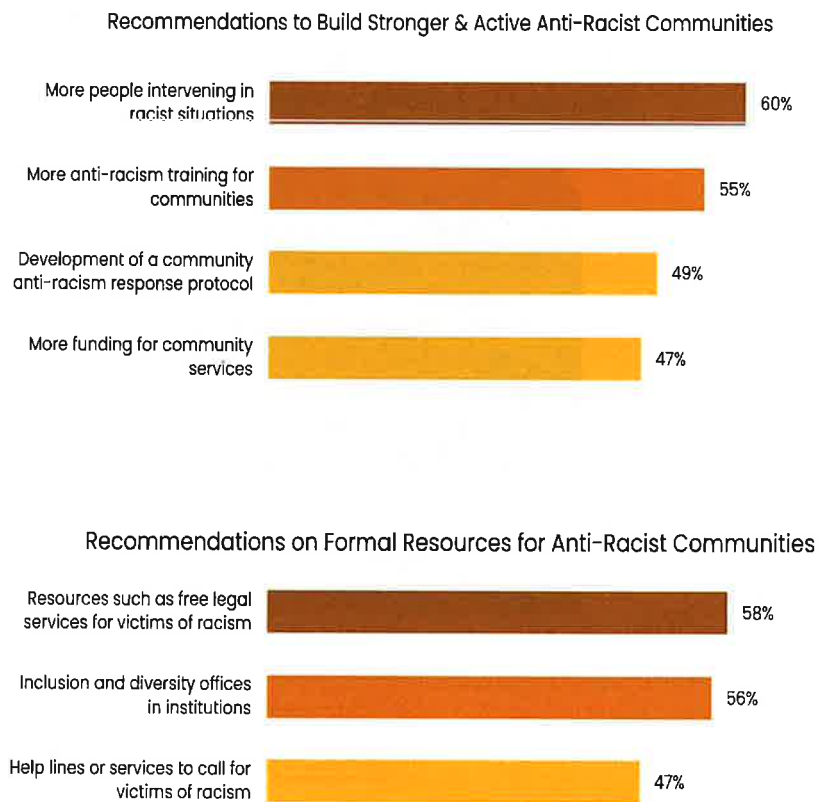**Recommend more diversity in leadership.**

IBPoC respondents report

In order to address this, several measures can be used. For example:

- Forming and compensating a committee of Indigenous, Black, Asian and other People of Colour to lead the design of any study and data collection through all its processes – research objectives, ethics, the design and testing of research instruments, data collection, analysis, writing, and dissemination.

- Doing work with communities in a collaborative way, using research tools, languages, and processes that are culturally safe, and offering the research back into communities.

3. Supporting increased **representation and diversity** in leadership was also recognized. A majority of racialized respondents said they would like to see more diversity in leadership positions; the comments below support this theme:

4. **Stronger and actively anti-racist communities** is a pathway to making communities safer, respondents shared. Especially respondents asked for more people who would intervene in racist situations. More training and funding for the community doing anti-racist work was also often mentioned.

5. Respondents said they would like to see more people intervening in racist situations. Additional funding and more **formal resources for anti-racist services and literacy** in institutions were also identified. In order to do this, there is a need for *better resources* to protect people if they experience racism. Including supports to deal with the physical and emotional harm that people experience.

Recommendations to Build Stronger & Active Anti-Racist Communities

More people intervening in racist situations	60%
More anti-racism training for communities	55%
Development of a community anti-racism response protocol	49%
More funding for community services	47%

Recommendations on Formal Resources for Anti-Racist Communities

Resources such as free legal services for victims of racism	58%
Inclusion and diversity offices in institutions	56%
Help lines or services to call for victims of racism	47%

Rooting these forms of support in Indigenous teachings and using culturally safe practices can help foster better support. For example, this might include using land-based resources and/or working with spiritual leaders to offer faith-based supports.

6. Finally, respondents identified the need for stronger action to **tackle specific types of racism** such as anti-Indigenous racism. This includes more engagement in **reconciliation** efforts and paying taxes for Indigenous land use. Other respondents shared in the survey and the dialogue that more work needs to be done to understand and study xenophobia and anti-Asian racism, **Islamophobia**, **anti-Semitism**, anti-Sikh sentiments, and other intersectional oppressions (especially in the wake of the COVID-19 pandemic).

> "I feel unsurprised when things got worse because of the pandemic, just disappointed, which made me feel worse; reaffirmation that even though I grew up in Canada and am Canadian, that could be revoked at any time, as though I am a second class citizen. The racism I have experienced, especially this year, has been sickening. I have not felt safe outside of my home since March."
>
> East Asian person, identifies as female, immigrated to Canada.

6.2 Recommendations from the Community Racism Consultation

A major concern expressed by the community consultation participants was that Indigenous, Black, Asian and other People of Colour are often expected to do the work to eradicate racism. In line with this concern, six more recommendations were suggested:

7. **Anti-racist work should not increase the burden of Indigenous, Black, Asian and other People of Colour. White people need to take on this challenge and learn through self-education, seeking out meaningful engagement, and developing relationships with diverse communities.**

8. Anti-racism training is important, but we should also move beyond simply checking a box and move towards **doing work that truly moves the needle** in terms of dismantling structural and systemic racism.

Anti-Semitism is hostility to or prejudice against Jewish people.

Colourism is prejudice or discrimination against individuals with a dark skin tone, typically among people of the same ethnic or racial group.

Islamophobia is Anti-Muslim bigotry: hostility or prejudice against Muslims. (Bullock, 2017, p. 3)

Reconciliation is about establishing and maintaining a mutually respectful relationship between Aboriginal and non-Aboriginal peoples in this country. In order for that to happen, there has to be awareness of the past, an acknowledgement of the harm that has been inflicted, atonement for the causes, and action to change behaviour (Truth and Reconciliation Commission of Canada, 2015a, pp. 6-7).

9. There is a strong need to be **assertively anti-racist** by leveraging our power to create change.

10. Racialized communities are interested in having their own conversations about race, **colourism**, and prejudice that speak to them *internally*, which would allow them **not to have to centre whiteness and the actions of white people.**

11. In line with the discussion on racism in schools, **participants suggested that staff and teachers at all levels should be better prepared to respond to incidents of racism.**

12. Finally, participants say that there is a need for **better places to report racism,** such as a centralized place to report racism and racist situations. While some supports currently exist, the question is whether they are safe enough for racialized individuals to access and whether they will provide the necessary help.

Susana Guardado of *Bright Light Ideas* summarized some of these findings:
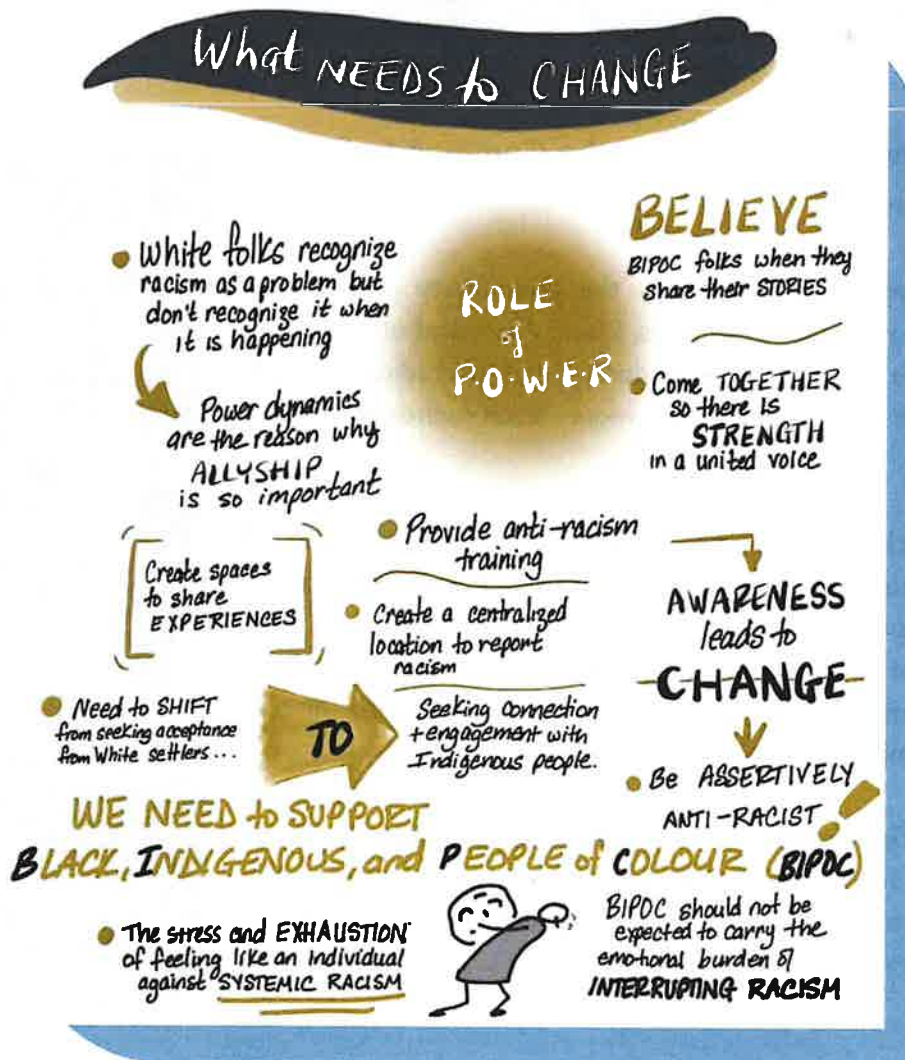
7. CONCLUSION - WHAT NOW? FUTURE PATHWAYS AND PRACTICES

This survey and the consultation provided a first glimpse into the forms, effects and experiences of racism among a sample of Indigenous peoples, Black, Asian, and/or other People of Colour in Greater Victoria. It showed that racism is a lived reality, that it occurs in professional settings and within interpersonal relations, in grocery stores and classrooms, online and on transit, is masked in everyday microaggressions and displayed in violent acts, and is pervasive in long-term structural discrimination through colonization.

Where to from here? How can the harm that racism produces be addressed? How can Victoria be a safer city for everyone? While this work is ongoing and requires multi-pronged efforts to undo colonial systems of oppression, it is important to follow the 12 previously listed recommendations of Indigenous, Black, Asian, and other individuals of colour who reponded to the survey or participated in the community consultation while keeping in mind that:

- First and foremost, they call on local governments, institutions, community organizations and agencies to **be accountable and develop roadmaps for strengthening their work from a decolonial and anti-racist perspective.** Given the important role settlement agencies play in bringing communities together and supporting immigrants, there is a special opportunity for these agencies to re-imagine their role in fostering racial justice and reconciliation.
- Second, respondents and participants call on **community members (especially white individuals) to step up as well** and take action to create change.

7.1 Practices for Dismantling Systemic Racism

Racism is an entrenched problem that requires a collaborative, cross-sectoral, and sustained effort. This report is only one step in the direction of this effort. While developing new anti-racist policies, research, and actions, it is important to note the following crucial practices:

1. **Practices for Safety**
   Through first-person narratives of people who identify as Indigenous, Black, Asian and/or other People of Colour, the survey shows that racism harms and hurts, and that any anti-racism efforts need to be centred on *the creation of safe spaces.* Yet creating safe spaces is not enough when the social environment remains unchanged. As one respondent stated:

As this person writes, creating safe spaces is not just about creating actual physical spaces in which people are safe, or to merely add markers to a physical space (such as safe-space stickers), but instead what is needed is to **create *socially* and culturally safe spaces** which means that people can feel safe from racist harm in their networks and communities.

2. Intersectional Practices

Alongside safety, there is also a need to **address socio-economic inequities and other social justice issues** such as homelessness, **homophobia, transphobia,** and **ableism.** Although this study did not cover the intersection of social justice with racism, this work is necessary to foster inclusivity, belonging, and diversity. This also means that any approach to address racism should be taken on with a **cross-sectoral and intersectional lens.**

3. Practices for Ethical and Thoughtful Engagement with Racialized Communities

We need deeper engagement and conversations with Indigenous, Black, Asian and other communities of colour on what matters to them, and to involve communities who are affected by racism in gathering knowledge and practices that document, respond to, and address racism. **Improved mechanisms for race-based data collection** will ensure that racism is named and known. Better awareness of racism and intersectional needs can also inform program and policy development across health, education, and social services. For settlement agencies, ongoing and decolonial anti-racism training for staff, refugee sponsors, donors, and stakeholders is necessary. Alongside this, anti-racism awareness and resources for those experiencing racism will help Indigenous, Black, Asian, and other immigrants of colour access the support they need, while placing the responsibility for creating safe spaces with white Canadians and white newcomers.

Ableism is the pervasive system of discrimination and exclusion that oppresses people who are differently abled, including differences in mental, cognitive, emotional, and/or physical abilities, through attitudes, actions, or institutional policies. (The CARED Collective, 2020, p. 1)

Cultural safety describes an environment that is physically, socially, emotionally and spiritually safe. There is recognition of, and respect for, the cultural identities of others, without challenge or denial of an individual's identity, who they are, or what they need. Culturally *unsafe* environments diminish, demean or disempower the cultural identity and well-being of an individual. (Turpel-Lafond, 2021, p. 212)

Homophobia is prejudice against gay people.

Transphobia is prejudice against transgender people.

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4. **Practices for Disrupting Discourses**

Finally, **centring anti-racist, decolonial approaches** in work with Indigenous, Black, Asian, and other communities of colour is necessary. This includes **stronger reflection on reproducing harmful narratives** that centre whiteness and deny or overlook racism, as well as **better tools to name and document** racism.

This study has demonstrated the continual harm that racism causes. In light of that harm, **we need to pause and reflect on concepts such as multiculturalism, welcome, diversity, and inclusion.** How do we use them? In what ways are conversations around these concepts framed, and whose interests do they serve? In settlement services, has enough been done to orient immigrants to the colonial history of Canada and to connect them with Indigenous peoples and their ways of being, knowing, and doing? In the quest to be welcoming to immigrants who are Indigenous, Black, Asian, or People of Colour, are harmful notions of othering being reproduced?

The survey design and the type of responses also suggest a need to **revisit how we understand racism, and the language we use.** As an Indigenous respondent shared:

> *"Ensuring understanding of certain definitions (like "inclusion") is important - what are we trying to include folks in? I don't necessarily want to be included in a place where I know I will experience unchecked harm."*
> Indigenous, biracial/mixed race person, identifies as female, born in Canada.

Borrowing from previous work, this report calls on agencies and community organizations to see how their work reflects a discourse of Canada being a 'kind and gentle place' and how it can be disrupted to reflect the "silent histories" (Frie, 2020, p. 277) of racialized people in Canada.

7.2 Call to Action: Working Together for Change

While the heavy lifting of making structural changes in institutions such as workplaces, schools, the health sector, and government needs to be done by the *institutions themselves*, respondents to the survey and participants in the community consultation also highlight the need for individuals in the community to commit to taking action.

Good practices for each individual working against racism include:

- To **believe Indigenous, Black, Asian, or other People of Colour** when they tell their stories and share their experiences of racism. Especially for white community members, it is important not to deny, rephrase, or reinterpret the experience that is shared, but instead to acknowledge the experience, if appropriate to ask the person what they need at the moment, and if needed to find tools to further educate oneself on such experiences. To practice **cultural humility** is important throughout such listening and responding.

- To avoid increasing the burden of Indigenous, Black, Asian, and other People of Colour and to **be assertively anti-racist** in one's own daily life, wherever one goes – at home, in the workplace, in schools, and in the public sphere. This is especially crucial for those individuals who hold positions of actual power in their workplaces and communities.

> **Cultural humility** is a life-long process of self-reflection and self-critique. It is foundational to achieving a culturally safe environment. Cultural humility begins with an in-depth examination of one's assumptions, beliefs and privilege embedded in one's own understanding and practice. Undertaking cultural humility allows for marginalized voices to be front and centre and promotes relationships based on respect, open and effective dialogue and mutual decision-making. (Turpel-Lafond, 2021, p. 212)

- The data suggests that white allies recognize that systemic racism *is* a problem but do not recognize *when* it happens. It is therefore important to **educate oneself** by reading the many resources available on racial justice, and to take any opportunity for education seriously.

- To realize that this anti-racist work is about **working together** *in* community, *with* communities, and led by the most *marginalized* communities.

- **Holding each other up and holding institutions accountable** is an important role that communities can play.

Finally, when racism is "as normal as gravity", as one respondent was quoted, it requires "gravity defying" work to create change. Governments, institutions, organizations, communities, and individuals are all called to action to work against racism in a sustained, thoughtful, collaborative, intersectional, and decolonial manner. It is this call to action that we invite you to join.

GLOSSARY OF TERMS USED IN THIS REPORT

Term	Current Definition	Source
Ableism	The pervasive system of discrimination and exclusion that oppresses people who are differently abled, including differences in mental, cognitive, emotional, and/or physical abilities, through attitudes, actions, or institutional policies.	The CARED Collective (2020, p. 1)
Accountability Circle	A group or committee struck to guide, develop, advise and lead a part or an entire process of research. The committee is to be remunerated and should include several members from Indigenous, Black, Asian or other people of colour communities. This will ensure that the research design including the research questions, language used, methodology, data tools, analytical framework, writing and research communication be guided and led by research principles that align to the communities who are affected most by the research.	
Anti-Racism	The practice of identifying, challenging, preventing, eliminating and changing the values, structures, policies, programs, practices and behaviours that perpetuate racism. It is more than just being "not racist".	Turpel-Lafond (2021, p. 8)
Anti-Semitism	Hostility to or prejudice against Jewish people.	
Black	Used to refer to people with black skin and to a racial identity. In some cases, the term Black can also be used to refer to a specific cultural identity. In the context of white supremacy (as described below), the term Black is often associated with naming, calling out, and analyzing anti-Black racism.	Simon Fraser University (2020)
Black Lives Matter (BLM)	A Black-centred political movement founded by Alicia Garza, Patrisse Cullors, and Opal Tometi in 2013. Black Lives Matter is an ideological and political intervention in a world where Black lives are systematically and intentionally targeted for demise. It is an affirmation of Black folks' humanity, [their] contributions to this society, and [their] resilience in the face of deadly oppression.	The CARED Collective (2020, p. 5)
Colonialism	Occurs when groups of people come to a place or country, steal the land and resources from Indigenous peoples, and develop a set of laws and public processes that are designed to violate the human rights of the Indigenous peoples, violently suppress their governance, legal, social, and cultural structures, and force them to conform with the colonial state.	Turpel-Lafond (2021, p. 8)
Colourism	Prejudice or discrimination against individuals with a dark skin tone, typically among people of the same ethnic or racial group.	
Cultural humility	A life-long process of self-reflection and self-critique. It is foundational to achieving a culturally safe environment. Cultural humility begins with an in-depth examination of one's assumptions, beliefs and privilege embedded in one's own understanding and practice. Undertaking cultural humility allows for marginalized voices to be front and centre and promotes relationships based on respect, open and effective dialogue and mutual decision-making.	Turpel-Lafond (2021, p. 212)

Cultural safety	A culturally safe environment is physically, socially, emotionally and spiritually safe. There is recognition of, and respect for, the cultural identities of others, without challenge or denial of an individual's identity, who they are, or what they need. Culturally unsafe environments diminish, demean or disempower the cultural identity and well-being of an individual.	Turpel-Lafond (2021, p 212)
Decolonization	A process that begins with the understanding that one is colonized (at whatever level that may be). It is creating and consciously using various strategies to liberate oneself from, or adapt to, or survive in oppressive conditions. It is the restoration of cultural practices, thinking, beliefs, and values that were taken away or abandoned, but are still relevant or necessary for survival and well-being. It is the birth and use of new ideas, thinking, technologies, and lifestyles that contribute to the advancement and empowerment of Indigenous Peoples.	Yellow Bird (2008, p. 284).
Discrimination	The denial of equal treatment and opportunity to individuals or groups because of personal characteristics and membership in specific groups, with respect to education, accommodation, health care, employment, access to services, goods, and facilities. This behaviour results from distinguishing people on that basis without regard to individual merit, resulting in unequal outcomes for persons who are perceived as different. Differential treatment that may occur on the basis of any of the protected grounds enumerated in human rights law.	Canadian Race Relations Foundation (2019)
	In British Columbia, discrimination is prohibited on the basis of race, colour, ancestry, place of origin, religion, marital status, family status, physical or mental disability, sex, sexual orientation, gender identity or expression, or age of that person or that group or class of persons, and in certain cases: political belief, lawful source of income or conviction of a criminal or summary conviction offence unrelated to their employment.	*BC Human Rights Code*
Equity	A condition or state of fair, inclusive, and respectful treatment of all people. Equity does not mean treating people the same without regard for individual differences.	Canadian Race Relations Foundation (2019)
Homophobia	Prejudice against gay people.	
Imperialism	The ideological foundation that justifies and normalizes domination and exploitation of people and territories (i.e. racism, capitalism), while colonization/colonialism refer to the material practices, policies, and actions of dispossession and domination.	The CARED Collective (2020, p. 14)
Indigenous Peoples	The first inhabitants of a geographic area. In Canada, Indigenous peoples include those who may identify as First Nations (status and non-status), Métis and/or Inuit.	Turpel-Lafond (2021, p. 213)
Interpersonal Racism	Also known as relationship racism, refers to specific acts of racism that occur between people, and may include discriminatory treatment, acts of violence and microaggressions.	Turpel-Lafond (2021, 213)

Intersectionality	The theory—conceptualized in the 1980s by Black feminist legal scholar Kimberlé Crenshaw—that markers of identity do not act independently of one another, but exist simultaneously, creating a complex web of privilege and oppression and "negating the possibility of a unitary or universal experience of any one manifestation of oppression." ... examining the experiences of people who live at the intersections of two (or more) subordinated identities becomes a useful way to diagnose oppression within a system.	Adams (2016, p. 42); Crenshaw (1991)
Islamophobia	Anti-Muslim bigotry: hostility or prejudice against Muslims.	Bullock (2017, p. 3)
Latinx	A person of Latin American origin or descent (used as a gender-neutral or nonbinary alternative to Latino or Latina).	
Oppression	Refers to discrimination that occurs and is supported through the power of public systems or services, such as healthcare systems, educational systems, legal systems and/or other public systems or services; discrimination backed up by systemic power. Denying people access to culturally safe care is a form of oppression.	Turpel-Lafond (2021, p. 214)
People of Colour	Non-white racial or ethnic groups; generally used by racialized peoples as an alternative to the term "visible minority." The word is not used to refer to Indigenous peoples, as they are considered distinct societies under the Canadian Constitution. When including Indigenous peoples, it is correct to say "People of Colour and Indigenous peoples."	Canadian Race Relations Foundation (2019)
Prejudice	Refers to a negative way of thinking and attitude toward a socially defined group and toward any person perceived to be a member of the group. Like bias, prejudice is a belief and based on a stereotype.	Turpel-Lafond (2021, p. 214)
Privilege	Operates on personal, interpersonal, cultural, and institutional levels and gives advantages, favours, and benefits to members of dominant groups. Privilege is unearned, and mostly unacknowledged, social advantage that non-racialized people have over other racial groups.	Turpel-Lafond (2021, p. 214)
Othering	Refers to the process whereby an individual or groups of people attribute negative characteristics to other individuals or groups of people that set them apart as representing that which is opposite to them.	(Rohleder, 2014, p. 414)
Race	Refers to a group of people who share the same physical characteristics such as skin tone, hair texture and facial features. Race is a socially constructed way to categorize people and is used as the basis for discrimination by situating human beings within a hierarchy of social value.	Turpel-Lafond (2021, p. 8)
Racial Microaggressions	"Everyday insults, indignities and demeaning messages sent to people of colour by well-intentioned white people who are unaware of the hidden messages being sent to them." Microaggressions can leave the receiver feeling confused/angry due to the subtle nature of these communications, especially if the speaker denies that their words or actions are biased.	Sue quoted in The CARED Collective (2020, pp. 28-29)
Racialization	Refers to the process through which groups come to be socially constructed as races, based on characteristics such as race, ethnicity, language, economics, religion, culture, and politics.	Canadian Race Relations Foundation (2019)

Racism	The belief that a group of people are inferior based on the colour of their skin or due to the inferiority of their culture or spirituality. It leads to discriminatory behaviours and policies that oppress, ignore or treat racialized groups as 'less than' non-racialized groups.	Turpel-Lafond (2021, p 8)
Reconciliation	Establishing and maintaining a mutually respectful relationship between Aboriginal and non-Aboriginal peoples in this country. In order for that to happen, there has to be awareness of the past, an acknowledgement of the harm that has been inflicted, atonement for the causes, and action to change behaviour.	Truth and Reconciliation Commission of Canada (2015a, pp. 6-7)
Systemic Racism	Is enacted through routine and societal systems, structures, and institutions such as requirements, policies, legislation, and practices that perpetuate and maintain avoidable and unfair inequalities across racial groups, including the use of profiling and stereotyping.	Turpel-Lafond (2021, p. 8)
Transphobia	Prejudice against transgender people.	
White	A social colour. The term is used to refer to people belonging to the majority group in Canada. It is recognized that there are many different people who are "white" but who face discrimination because of their class, gender, ethnicity, religion, age, language, or geographical origin.	Canadian Race Relations Foundation (2019)
Whiteness	Multidimensional, complex, and systemic: it does not simply refer to skin colour, but to an *ideology* based on beliefs, values, behaviours, habits and attitudes, which result in the unequal distribution of power and privilege based on skin colour. It represents a *position of power* where the power holder defines the categories, which means that the power holder decides who is white and who is not. "White" only exists in relation/opposition to other categories in the racial hierarchy produced by whiteness. In defining "others," whiteness defines itself. Who is considered white changes over time. It is important to notice the difference between being "white" (a category of "race" with no biological/scientific foundation) and "whiteness" (a powerful social construct with very real, tangible, violent effects).	The CARED Collective (n.d.)
White Supremacy	This term is often connected to extremist, right-wing hate groups. However, the term is often used in anti-racist work to force an acknowledgement of the belief systems underlying whiteness. Thus, white supremacy is seen as the ideology which perpetuates white racism. This ideology exists in both the overtly prescriptive form, i.e. the white supremacy that we attach to right-wing white power groups, and as the self-perpetuating cultural structure also known as whiteness.	The CARED Collective (2020, p.36)
Xenophobia	Refers to the attitudes, prejudices and behaviour that reject, exclude and often vilify persons, based on the perception that they are outsiders or foreigners to the community, society or national identity. In other words, xenophobia is fear and hatred of strangers or foreigners or of anything that is strange or foreign.	The CARED Collective (2020, p.36)

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RESEARCH TEAM BIOGRAPHIES

Zaheera Jinnah (she/her) co-led the analysis of this report. She is a visitor to the traditional territories of the Songhees, Esquimalt, and WSÁNEĆ peoples. Zaheera identifies as a racialized, Muslim scholar and mother, and is South African of mixed Asian ethnicity. She holds a PhD in Anthropology and is an Assistant Teaching Professor in the School of Social Work at the University of Victoria. For the last decade, she has taught and published in the areas of migration, and African studies. She is also a research associate with the African Centre for Migration and Society, a Designated Representative for the Immigration and Refugee Board of Canada, and volunteers as the women's secretary of the Masjid Al Iman in Victoria and with the GVLIP at the ICA.

Ryan Khungay (he/him) was the co-lead for the analysis of this report. He is a grateful visitor to the traditional territories of the Songhees, Esquimalt, and WSÁNEĆ peoples. He is a Punjabi Sikh settler who identities as gay and is a second-generation immigrant. He holds a Master's Degree in Social Work and is a sessional instructor in the School of Social Work at the University of Victoria. His research interests include diasporic relations, transnational and global social issues, and racialized (Punjabi Sikh) perspectives on wellness. He brings a number of years of practice experience as a social worker in health and mental healthcare spaces.

Drexler Ortiz (he/him) co-led the statistical analysis for this report. He holds a Master of Science in clinical psychology and is a PhD student at the University of Victoria. He is a first generation Filipino Canadian, and as an Asian settler, he is grateful to conduct research on the traditional territories of the Songhees, Esquimalt, and WSÁNEĆ peoples. His research interests are broadly within the intersections of immigration and colonialism, and his current work looks at the development of internalized racism within Filipinx Canadian families.

Cindy Quan (she/her) co-led the statistical analysis for this report. Cindy holds a Master of Science in clinical psychology and is a PhD candidate at the University of Victoria. She is a first generation Chinese Canadian. Her family originally immigrated to Toronto in 2007 and settled on the traditional territory of many nations including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee, and the Wendat peoples. As an Asian settler, she is grateful for being able to learn, conduct research, and live on the traditional territories of the Songhees, Esquimalt, and WSÁNEĆ peoples. Her research interests are at the intersection of migration, families, and mental health. She currently examines ways to develop the strengths of individuals and families navigating challenging circumstances. She also studies ways to support the delivery and use of culturally responsive mental health services using community-based participatory research approaches.

ADDENDUM A: POSITIONS AND POSITIONALITIES OF THE RESEARCH TEAM

In December 2020, we were contracted by ICA to develop the analytical framework, undertake quantitative and qualitative analysis of selected questions and assist with writing sections of the report. The overall authorship of the report rests with ICA. Our biographies are outlined below.

This report was conceived and produced on the traditional territory of the Lekwungen peoples, and the Songhees, Esquimalt, and WSÁNEĆ nations whose historical relationships with the land continue to this day. Racism is embedded in, and furthered by ongoing colonization, and we recognize and honour all those who have fought, were subjected to, resisted, and are still facing violent and oppressive racism in all its forms.

We live and conduct research on the lands of the Songhees, Esquimalt, and WSÁNEĆ nations, and the traditional territory of the Lekwungen peoples. Although each of us identifies as a Person of Colour (PoC), we acknowledge that we are still in a position to displace Indigenous peoples and benefit from white settler colonialism. We especially acknowledge the ongoing work needed to represent the perspectives and ways of knowing of Indigenous peoples in reports such as these. We are in solidarity with the Indigenous peoples on whose lands Greater Victoria is located. We are grateful to ICA, and in particular to Florentien Verhage, GVLIP Coordinator and Meghan Mergaert, Director of Impact and Innovation for their support and guidance throughout this process. We also acknowledge with gratitude the time and vulnerability of respondents who shared their experiences of racism and recognize the difficulties of doing so.

Our journey with this study started halfway through the process, once the survey was administered, and the data collected. Our role with the research was to develop and apply an analytical framework, informed by the literature. As part of the process of writing this report, we received helpful comments and feedback orally and in writing from two scholars and community activists who identify as Black, and from one racialized scholar. We are grateful for their time and care but recognize that this process could have been more fulsome to allow for additional discussions and comments on the report. We offered the report back to ICA, who, as authors, did further content and copy edits, and finalized the report. We acknowledge that this process was different than how we would have approached the research (and indeed what might have been possible given the funding limitations that ICA faced), and provide some reflections and recommendations for future research below.

The approach and language we used in this report is both deliberate and cautious. As a research team, we focused specifically on the responses of those who identify as Indigenous, Black and/or racialized in an attempt to centre their experiences, and disrupt a problematic narrative of Greater Victoria as a 'welcoming' city that stems from, and furthers whiteness. This was important given that almost half of the respondents of the survey and a significant number of the participants in the community dialogue were white. For us, as a research team, this raised important questions around who speaks to and about racism, whose voices matter, and who gets heard. The study also showed a need to further increase understanding of racism as a concept and a lived experience. For example, 15% of white people reported having personally experienced racism in the last 5 years in Greater Victoria suggesting that racism might not be fully understood.

We strongly recommend that for any further research on racism, a committee be struck to guide, develop, advise and lead the entire process of the research. The committee should be remunerated and include members from Indigenous, Black, other racialized, and racialized newcomer communities. This will ensure that the research design including the research questions, language used, methodology, data tools, analytical framework, writing and research communication be guided and led by research principles that align to the communities who are affected most by the research. We hope that further research contributes to relationship building and trust with research communities, especially Indigenous, Black and other racialized communities. We are mindful that there has been very little consultation and engagement from Indigenous perspectives during the production of this report, especially with local First Nations on the Island. We also recognize that more consultations with various communities that experience racism in Greater Victoria, during the survey and while drafting the report, was needed. This is a significant ethical concern for us.

Finally, we recommend that future research studies develop a stronger intersectional understanding of racism to inform the study. In particular, much more work is needed to understand how racism is connected to sexual identities, gender and ethnic identities and socio-economic class.

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Event-level outcomes of police interactions with young people in three non-metropolitan cities across British Columbia, Canada

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ABSTRACT

This study examines encounters between youth and police to identify individual, contextual, and social factors that predict the outcome of these encounters. Young people aged 16–30 years were surveyed between May 2017 and June 2018 in three non-metropolitan cities across British Columbia, Canada. Outcomes were analysed using multinomial logistic generalized estimating equations. A total of 675 encounters were reported by 360 participants. These outcomes resulted in participants being questioned ($n = 227$; 33.6%); given warnings ($n = 132$; 19.6%); being searched ($n = 104$; 15.4%); being given a ticket ($n = 101$; 15.0%); and being handcuffed or arrested ($n = 111$; 16.4%). Young Indigenous people (vs. white) were significantly more likely to be handcuffed or arrested (OR=3.26; 1.43, 7.43). Statistical significance held after adjusting for history of police encounters and contextual factors. Findings suggest that police discretion, which has the potential to benefit youth, may be undermined by discriminatory applications of discretion.

Introduction

Experiences between youth and police have frequently been characterized by negativity, harassment, and mutual disrespect (Fagan & Tyler, 2005; Hinds, 2007; Mcara & Mcvie, 2005; Piquero, Fagan, Mulvey, Steinberg & Odgers, 2005; Hinds, 2007; Stewart, Baumer, Brunson & Simons, 2009). Young people have frequently reported procedurally unfair practices, discrimination, and harassment (Cunneen & White, 1995; Hinds, 2007; Stewart et al., 2009; White, 1993). In particular, young people who are marginalized and/or from diverse backgrounds appear to be disproportionately impacted by forceful policing (Hagan, Shedd & Payne, 2005). For instance, Owusu-Bempah and Wortley (2014) surveyed over 3300 Toronto high school students about encounters with police. These researchers found that black youth *without* a history of criminal involvement were significantly more likely to be stopped and searched than white youth *with* a history of criminal involvement – indicating a disproportionate frequency of racial

profiling amongst black youth. Less is known about variation in experiences between police and young people impacted by other forms of marginalization, including those identifying as non-binary gender and Indigenous.

Highlighting the importance of studying this issue, concerns have been levied by researchers who claim that it may be difficult for young people to overcome the social impact of early encounters with police – leading to long-term entrapment within the legal system for what often begins as non-violent and low-level offenses (Nagin, Farrington & Moffitt, 1995; Rasmusen, 1996). In their study, McAra and McVie (2005) show that police contact with youth not only fosters hostility towards the law, but also increases offending. Others who have studied patterns of policing suggest that officers may target young people – particularly those who are socially marginalized (Fitzgerald & Carrington, 2011). Regardless of the extent to which these problems manifest and define contemporary policing practices, there is significant public interest in ensuring that the encounters between young

people and police are not only procedurally just (i.e., procedures follow criteria independent of a person's identity; Maskaly, Fridell, Jennings & Donner, 2015), but also ultimately benefit young people and communities (Caputo, McIntyre, Wang & Hodgkinson, 2018).

Previous studies of police have also highlighted the role that appearance, behaviour, and context play in shaping police decisions and how these decisions impact the outcome of police encounters (Dunham, Alpert, Stroshine & Bennett, 2005; Novak, Frank, Smith & Engel, 2002; Rowe, 2007). From the citizenry's perspective, however, the outcomes of police encounters must be meted out fairly, and not based on one's social position (e.g., age, ethnicity, socioeconomic status; Bronitt & Stenning, 2011) However, since the 1970s, policing responsibilities in Western countries have been encroaching into increasingly "low-level" offenses and have, for better or worse, repositioned police both as enforcers of the law, and "preventers" of crime, a stance lifted from the fields of social work and public health (Livingston, 1997; Roberts, 1976). Policing has also come to include greater focus on health and social issues, despite minimal training in these areas. As a result, the role of personal and social biases amongst police may play a greater role in shaping how police-youth encounters unfold than commonly assumed. The unfolding of these encounters in turn may influence the ultimate outcome that these encounters have on youth (Berry, 2019; Ross, 2018).

In Canada, much of the research on young peoples' encounters with police has been conducted in Ontario and Quebec (Abbott, 2017; Fitzgerald & Carrington, 2011; Tator & Henry, 2006) or have focused on urban, metropolitan, and inner-city areas (such as Metro Vancouver; Meng, 2014; Omura, Wood, Nguyen, Kerr & DeBeck, 2014; Sersli, Salazar & Lozano, 2010; Ti, Wood, Shannon, Feng & Kerr, 2013; Wortley, 2007). Studies suggest that social context, including city of residence, may shape young peoples' attitudes towards police (Taylor, Turner, Esbensen & Winfree, 2001). Canadian government surveys and reports have singled out jurisdictions with distinct social ecologies that relate to the policing of young people, including rural and remote areas (Nuffield, 2003) and British Columbia (BC) specifically (Carrington & Schulenberg, 2003). For example, notably few (20–30%) apprehended youth have been charged in BC compared with those in other provinces (Carrington & Schulenberg, 2003); yet, the rating BC young people give police is consistently lower than counterparts in other Canadian jurisdictions (Cotter, 2015).

These and other studies indicate a need to evaluate the ongoing relationships between young people in non-metropolitan jurisdictions and the outcomes of police encounters across British Columbia. The current study aimed to understand event-level police encounters and outcomes reported amongst young people in three BC urban communities, including the salient situational, psychosocial, and individual factors that may be associated with these outcomes. We hypothesize that young people who exhibit greater social marginalisation – based on social identity (e.g., ethnicity, gender identity), situational context (e.g., time of day, substance use) or psychosocial factors (e.g., social support, quality of life) – will have higher odds of experiencing negative police encounter outcomes.

METHODS

Data collection

Data on young peoples' encounters with police was gathered from the The Youth Experiences Project, which recruited participants between May 2017 and June 2018 using a community-informed mixed chain-referral and maximum variation sampling method in three BC municipalities: Victoria, Chilliwack, and Prince George. Additional information on study recruitment is provided in Selfridge et al. (2019). In brief, participants were approached by trained research assistants at restaurants, construction sites, high schools, universities, skateboard parks, and other downtown locales. Posters were also hung at local

young people community service agencies, health clinics, cannabis dispensaries, and coffee shops, as well as distributed via Facebook and Instagram. Participants were encouraged to tell friends about the study. To facilitate recruitment of young people, regular office hours at youth community service agencies were offered. Interested individuals could also text, Facebook message, or call the contact information on the recruitment material to schedule an interview with research assistants. Eligibility criteria restricted participation to young people aged 16–30 who lived in the recruitment community for the past six months. As the study was designed to examine the experiences of young people who used drugs (including cannabis, which was not legal at the time of this study), we aimed to recruit a sample where two-thirds reported more than weekly use and one-third reported less than weekly (or no) use. After informed consent was given, a questionnaire was administered to the participant by a trained research assistant and took approximately one hour to complete. Each participant received $25 CAD. After data collection, all participants were offered five recruitment coupons and instructed to share these with eligible peers within one month. Participants who successfully recruited peers were remunerated $5 CAD for each new participant who completed the study (maximum $25 CAD). This study was reviewed by the research ethics board at the University of Victoria.

Explanatory variables

A series of questions about police encounters were repeated for up to three police encounters per participant. Participants were instructed to report on the most recent encounters, but it remained possible that they actually reported on the most salient ones. Explanatory variables (Table 1) included those related to: 1) individual demographics; 2) contextual factors; and 3) personal or social factors.

First, person-level explanatory variables included age at time of study (16–20, 21–25, 26–30), gender identity (male, female, nonbinary), sexual orientation (heterosexual, other), ethnicity (White, Indigenous, other), and monthly income (< $663 [i.e., provincial income assistance level], $664-$1200, $1201-$2000, > $2000). To account for previous encounters with police which may have contributed to their encounters, participants reported the number of times they encountered the police in the past five years (0, 1–3 times, 4–10 times, > 10 times). Participants also indicated whether they had ever dealt drugs (no, yes).

Second, encounter-level explanatory variables, or factors specific to each encounter, included: the time of day; situation (what the participants were doing); police reason told to participant for encounter occurrence; the people or associates participants were with during the stop; whether the participant was using drugs at the time of the encounter, and whether they were found in possession of drugs during the encounter. These encounter-level factors were included as descriptive variables and to control for the confounding effect of specific contextual details of the event. Controlling for these variables as confounders in our multivariable approach allowed us to assess identity-related characteristics independent of the context of the encounters being studied.

Finally, to understand the social or personal factors that might explain outcomes, we included three scales: The Medical Outcomes Study Modified Social Support Scale (MOS-MSSS' Gjesfjeld, Greeno & Kim, 2008), the Public Visibility and Activities Scale (PVAS; Wortley & Owusu-Bempah, 2011), and; the EUROHIIS Quality of Life Index (QOL; Rocha, Power, Bushnell & Fleck, 2012). These three scales captured participants' quality of life, public visibility, and social support to test our hypotheses related to experiences of marginalized individuals, who often have less social support, lower quality of life, but are more publicly visible. First, the MOS-MSSS consisted of five items (e.g., "How often are the following kinds of support available to you if you need it... Someone you can count on to listen to you when you need to talk?") describing the frequency individuals have access to social support. Each item is scored on a five-point Likert scale ranging from "None of the

Table 1
Explanatory Variables.

Variable	Levels
Age	16–20, 21–25, 26–30
Gender identity	Male, female, non-binary
Sexual orientation	Heterosexual, other
Ethnicity	White, Indigenous, other
Monthly income	< $663, $664-$1200, $1201-$2000, > $2000
Past police encounter	0, 1–3 times, 4–10 times, > 10 times
Past drug dealing	No, yes
Contextual	
Time of day	Morning/afternoon, evening/night
Situational	Biking or walking; driving or in a car as a passenger; hanging out (e.g., at a party, at work or school, at home); illegal activities (e.g., engaged in non-legal drug or under-aged alcohol use, in a fight)
Reason	looking for crime suspects, noise complaint, responding to call or overdose; road block or random check; suspected of drug possession, trespassing, public intoxication; violent encounter or disturbance, breaking up a party; traffic, jaywalking, or suspected intoxication while driving; other (e.g., problem with vehicle, didn't give a reason)
Associates	Alone/none, with friends, with parents/family/partner, with professionals/coworkers/other
Drug use	Yes/no
Drug possession	Yes/no
Personal and social	
Social support	The Medical Outcomes Study Modified Social Support Scale
Public Visibility	Public Visibility and Activities Scale
Quality of life	EUROHIIS Quality of Life Index

time (1)" to "All of the time" (5). Final scores were calculated by summing the scores of each question. Second, the PVAS consisted of five items (e.g., "How often do you hang out on the street, outside of schools, or in the parks of your neighbourhood?") measuring public visibility. Each item is scored on a seven-point Likert scale ranging from "Never (1)" to "Every day (7)." Final scores were calculated by summing the scores of each question. For each scale, scores were only calculated for individuals who answered all constituent items. Third, the QOL consisted of eight items (e.g., "How would you rate your quality of life?") measuring quality of life. Each item is scored on a five-point Likert scale ranging from "Very poor (1)" to "Very good (5)." Final scores for each scale were calculated by summing the scores of each question.

Outcome variable

A five-level variable was constructed from six questions regarding each police encounter (*"Did the police ask you for identification?"; "Did the police search you?"; "Did the police frisk or pat you down?"; "Did the police handcuff you?"; "If you were arrested were you taken into custody?";* and *"What was the result or outcome of this encounter?"*). Participants' responses were classified according to the most severe action taken by police during the encounter ranging from (1) "no action, questioned, or asked for identification;" (2) "warned and/or told to leave;" (3) "searched and/or frisked;" (4) "ticketed or given a citation;" to (5) "handcuffed or arrested." This classification method was selected to distinguish beyond simple dichotomies of "any action vs. none." While the experience of being ticketed or warned would be qualitatively distinct from the experiences of being handcuffed, our quantitative methods did not allow for such delineation. Although some salient distinctions exist between the concepts captured in each variable (e.g., search vs. frisk; handcuffed vs. arrested), these levels were selected due to either small counts in the otherwise mutually exclusive categories or due to concerns that participants did not understand the distinctions well enough to accurately control for misclassification bias. It is important to note that encounters were classified into the most severe outcomes that were reported during the encounter (e.g., participants who were arrested may have also been frisked leading up to the arrest, but were classified only as being arrested). This classification scheme was selected as our intent was not to estimate effects for each specific policing activity, but to identify the independent and adjusted factors associated with encounter-level outcomes.

Statistical analysis

All statistical analyses for this study were conducted in R (v. 3.5.2). Analytic criteria restricted inclusion to participants who stated that they had at least one police encounter in the past five years and who provided encounter-level descriptions for at least one police encounter over the past three years. Bivariable and multivariable multinomial logistic regression models were constructed using generalised estimating equations (known as GEE) with Huber-White standard errors from the multgee package (Touloumis, 2014). The referent level for all models was having "no action, questioned, or asked for identification." In multivariable modelling, all theoretically appropriate variables were included and no artificial variable selection method was utilised. These models were used to identify the independent and adjusted factors associated with the outcome of police encounters, while also controlling for multiple observations per participant. Sensitivity analyses were also performed by using recruitment chain clusters as the clustering variable – however the effect on estimates and standard errors with and without these clusters was negligible (likely due to the reality that most participants were not part of recruitment chains and due to the small number of participants in each chain). Likewise, comparisons of simple regression and multilevel regression models showed little to no effect of within-chain clustering but a significant effect on conclusions attributable to repeated measures.

In addition to the multivariable modelling approach, we also used cross tabulations and bivariable odds ratios to evaluate whether person-level factors significantly associated with the outcome of police encounters were associated with the circumstances of the event. Bivariable odds ratios were calculated using generalised estimate equations with the *geepack* package for two binary outcomes: (1) whether the participant reported engaging in an illegal activity prior to the encounter and (2) whether the participant reported that the police officer had suspected them of illegal activity as the rationale for their encounter.

RESULTS

A total of 449 young people participated in the cross-sectional multi-community survey. Of these participants, 412 reported having at least one encounter with the police in the past five years. However, of these 412 participants with a history of a police encounters, only 360 participants answered questions about police encounters. These 360 participants provided information regarding 675 encounters with

Table 2

Person-level Characteristics for Analytic Sample ($N = 360$ Participants).

	n (%)
Age	
16 - 20	155 (43.1)
21 - 25	134 (37.2)
26 - 30	67 (18.6)
City of Residence	
Victoria	116 (32.2)
Chilliwack	115 (31.9)
Prince George	129 (35.8)
Gender	
Female	169 (46.9)
Male	178 (49.4)
Non-binary	13 (3.6)
Sexual Orientation	
Heterosexual	286 (79.4)
Non-heterosexual	73 (20.3)
Income Level (Monthly)	
$0 - $663	154 (42.7)
$664 - $1200	88 (24.4)
$1201 - $2000	51 (14.2)
$2001 or more	67 (18.6)
Ethnicity	
White	226 (62.7)
Indigenous	85 (23.6)
Other	49 (13.6)
History of Drug Dealing	
No	284 (78.8)
Yes	76 (21.1)
Number of Police Encounters in Past 5 Years	
1 to 3 Times	161 (44.7)
4 to 10 times	116 (32.2)
More than 10 times	83 (23.1)
Quality of Life Scores *(Median [Q1, Q3])*	30 (25, 33)
Social Support Scores *(Median [Q1, Q3])*	21 (19, 24)
Public Visibility Scores *(Median [Q1, Q3])*	14 (11, 17)

*Observations with missing values included in proportion calculation.

Table 3

Encounter-level Characteristics ($N = 675$ Encounters).

	n (%)
Encounter Outcome	
No action, Questioned, and/or Asked for Identification	227 (33.6)
Warned and/or Told to leave	132 (19.6)
Searched and/or Frisked	104 (15.4)
Ticket and/or Citation	101 (15.0)
Handcuffed or Arrested	111 (16.4)
Time of event	
Day time	269 (39.9)
Night time	402 (59.6)
Activity leading up to encounter	
Driving (as driver or passenger)	247 (36.6)
Biking or Walking	117 (17.3)
Hanging out (e.g., at school, at home, in public)	241 (35.7)
Doing something illegal (e.g., in a fight)	69 (10.2)
Reason Given By Police for Encounter	
Traffic-related Infraction (e.g., Jaywalking/DUI)	159 (23.6)
Random stop (e.g., roadblock)	131 (19.4)
Responding to a call (e.g., overdose, noise complaint)	183 (27.1)
Suspected Illegal Activity (e.g., trespassing, fighting)	102 (15.1)
Other	95 (14.1)
Encounter-level Use of Drugs	
No	350 (51.9)
Yes	319 (47.3)
Found in Possession of Drugs	
No	604 (89.5)
Yes	60 (8.9)
Participant was...	
Alone	202 (29.9)
With Friends	368 (54.5)
With Family members	74 (11.0)
With others (e.g., coworkers, professionals)	28 (4.2)

*Observations with missing values included in proportion calculation.

police (participants reported up to three events). Descriptive statistics for the analytic sample are provided in Table 2. In brief, most included participants identified as heterosexual ($n = 286$; 79.4%), white ($n = 226$; 62.7%), and <20 years of age ($n = 155$; 43.1%) or between the ages of 21 and 25 ($n = 134$; 37.2%). The sample was evenly divided between those who identified as women ($n = 169$; 46.9%) and men (178; 49.4%), with thirteen (3.6%) identifying as gender non-binary. A total of 76 (21.1%) participants reported ever dealing drugs and 199 (55.3%) reported having more than four encounters with police in the past five years.

Descriptive statistics for the encounter-level encounters between young people and police are provided in Table 3. Within the context of these encounters, 117 (17.3%) occurred while the participant was biking or walking; 247 (36.6%) occurred while the participant was driving or riding as a passenger; 241 (35.7%) occurred while the participant was hanging out; and 69 (10.2%) occurred while the participant was engaged in an illegal activity. Most encounters occurred when a participant was with friends ($n = 368$; 54.5%) or alone ($n = 202$; 29.9%); and most encounters occurred at night or in the evening ($n = 402$; 59.6%). Additional variables can be found in Table 3.

Regarding the outcomes of these encounters, 111 (16.4%) resulted in the participant being handcuffed or arrested; 104 (15.4%) resulted in being searched or frisked; 101 (15.0%) resulted in being ticketed or given a citation; 132 (19.6%) resulted in being warned or told to leave; and 227 (33.6%) resulted in no action, just being questioned, or being asked for identification.

Supplemental Table S1 shows bivariable associations between the outcome of the police encounter and each explanatory factor of interest and Table 4 provides the multivariable-adjusted independent correlates of our outcome variable. The referent level for both bivariable models and our multivariable model was no action, being questioned, or being asked for identification (outcome level 1). In multivariable modelling, being warned and/or told to leave (outcome level 2) was associated with living in Victoria (vs. Prince George), higher quality of life scores, driving leading up to the encounter (vs. biking or walking), traffic-related citations (e.g., traffic/jaywalking/driving under the influence [DUI]), drugs or alcohol use at the time of the encounter, and being alone (vs. being with others). Being searched and/or frisked (outcome level 3) was associated with younger age, residence in Chilliwack (vs. Victoria), higher social support scores, illegal activity, random or non-explained police encounters, and drug possession. Being ticketed or given a citation (outcome level 4) was associated with higher income ($1201–2000 vs. $0–663), encounters at night, hanging out (vs. driving), and traffic-related infraction (e.g. traffic/jaywalking/DUI). Finally, being handcuffed or arrested (outcome level 5) was associated with identifying as gender non-binary, Indigenous, a history of drug dealing, random police stops and "other" situations (e.g., problem with car) (vs. traffic-related infractions), as well as being in possession of drugs at time of the encounter.

Supplementary results in **Supplemental Table S2** show sub-analyses examining whether (i) non-binary, (ii) Indigenous, and (iii) younger individuals were more likely to report that (a) the police officer said they stopped them because they were suspected of illegal activity and (b) they were doing something illegal at the time of the police encounter. These results showed that younger age, non-binary gender, and Indigenous ethnicity were independent of participation in illegal activity and of being suspected of a crime at the time of the encounter.

DISCUSSION

To our knowledge, this is the first study which examines contextual, individual, personal, and social factors implicated in encounters between police amongst young people—particularly with its novel focus

Table 4

Multivariable Adjusted and Independent Associations with the Outcome of Young Adults' Encounters with Police (N = 624 Encounters).

	Warned and/or told to leave aOR (95% CI)	Searched and/or Frisked aOR (95% CI)	Given a Ticket and/or Citation aOR (95% CI)	Handcuffed and/or arrested aOR (95% CI)
Person-Level Factors				
Age				
16 - 20	1.00	1.00	1.00	1.00
21 - 25	0.60 (0.31, 1.16)	**0.33 (0.15, 0.73)**	0.67 (0.32, 1.41)	0.82 (0.40, 1.66)
26 - 30	0.55 (0.25, 1.21)	**0.44 (0.21, 0.93)**	0.64 (0.23, 1.76)	0.43 (0.17, 1.06)
Gender				
Female	1.00	1.00	1.00	1.00
Male	1.26 (0.69, 2.32)	1.18 (0.66, 2.11)	0.77 (0.36, 1.66)	0.65 (0.32, 1.32)
Non-binary	1.7 (0.29, 10.01)	2.82 (0.62, 12.89)	0.69 (0.14, 3.47)	**8.40 (1.01, 69.72)**
Ethnicity				
White	1.00	1.00	1.00	1.00
Indigenous	1.57 (0.73, 3.38)	1.84 (0.86, 3.95)	0.90 (0.31, 2.65)	**3.26 (1.43, 7.43)**
Other	1.22 (0.59, 2.53)	1.55 (0.66, 3.64)	1.05 (0.42, 2.63)	1.22 (0.47, 3.14)
Income Level (Monthly)				
$0 - $663	1.00	1.00	1.00	1.00
$664 - $1200	1.35 (0.70, 2.58)	1.22 (0.58, 2.59)	2.02 (0.82, 4.96)	1.05 (0.51, 2.19)
$1201 - $2000	1.29 (0.51, 3.29)	1.54 (0.57, 4.20)	**2.67 (1.01, 7.02)**	0.96 (0.30, 3.07)
$2001 or more	1.43 (0.64, 3.19)	1.23 (0.50, 3.07)	2.40 (0.92, 6.25)	1.19 (0.48, 2.94)
Sexual Orientation				
Heterosexual	1.00	1.00	1.00	1.00
Non-heterosexual	1.19 (0.59, 2.40)	1.39 (0.61, 3.17)	1.32 (0.46, 3.77)	0.58 (0.25, 1.35)
City of Residence				
Victoria	1.00	1.00	1.00	1.00
Chilliwack	0.66 (0.35, 1.27)	**2.36 (1.12, 4.96)**	0.50 (0.22, 1.14)	0.65 (0.26, 1.61)
Prince George	**0.37 (0.18, 0.77)**	1.47 (0.62, 3.48)	0.74 (0.29, 1.92)	1.15 (0.46, 2.88)
Quality of Life Scores	**1.06 (1.00, 1.12)**	0.94 (0.89, 1.00)	1.04 (0.97, 1.11)	1.00 (0.93, 1.08)
Social Support Scores	0.97 (0.90, 1.04)	**1.12 (1.04, 1.21)**	0.98 (0.88, 1.09)	0.95 (0.86, 1.05)
Public Visibility Scores	1.02 (0.95, 1.09)	1.01 (0.93, 1.08)	0.99 (0.91, 1.09)	1.03 (0.95, 1.11)
History of Drug Dealing				
No	1.00	1.00	1.00	1.00
Yes	1.44 (0.75, 2.79)	1.6 (0.76, 3.40)	0.99 (0.34, 2.94)	**2.37 (1.15, 4.89)**
Number of Police Encounters in Past 5 Years				
1 to 3 Times	1.00	1.00	1.00	1.00
4 to 10 times	1.19 (0.67, 2.12)	0.83 (0.43, 1.63)	0.64 (0.32, 1.25)	1.44 (0.67, 3.10)
More than 10 times	1.08 (0.49, 2.41)	0.73 (0.32, 1.69)	0.69 (0.24, 1.98)	1.89 (0.76, 4.69)
Encounter-Level Factors				
Time of event				
Day time	1.00	1.00	1.00	1.00
Night time	0.68 (0.38, 1.21)	1.29 (0.7, 2.37)	**0.45 (0.23, 0.89)**	0.71 (0.39, 1.27)
Activity leading up to encounter				
Driving (as driver or passenger)	1.00	1.00	1.00	1.00
Biking or Walking	**0.32 (0.11, 0.94)**	2.41 (0.95, 6.11)	0.48 (0.16, 1.42)	0.85 (0.31, 2.33)
Doing something illegal (e.g., in a fight)	2.1 (0.66, 6.72)	**3.49 (1.11, 10.94)**	0.85 (0.17, 4.17)	1.47 (0.43, 4.96)
Hanging out (e.g., at school, at home, in public)	1.13 (0.48, 2.66)	1.49 (0.60, 3.74)	**0.18 (0.06, 0.62)**	0.96 (0.38, 2.43)
Reason Given By Police for Encounter				
Traffic-related Infraction (e.g., Jaywalking/DUI)	1.00	1.00	1.00	1.00
Random stop (e.g., roadblock)	**0.13 (0.05, 0.33)**	**0.69 (0.25, 1.85)**	**0.03 (0.01, 0.08)**	**0.27 (0.10, 0.78)**
Responding to a call (e.g., overdose, noise complaint)	**0.21 (0.07, 0.64)**	0.89 (0.30, 2.67)	**0.02 (0.01, 0.13)**	0.91 (0.31, 2.64)
Suspected Illegal Activity (e.g., trespassing, fighting)	**0.24 (0.07, 0.77)**	1.24 (0.37, 4.11)	**0.12 (0.03, 0.49)**	0.57 (0.17, 1.87)
Other	**0.13 (0.05, 0.39)**	0.74 (0.25, 2.20)	**0.10 (0.03, 0.26)**	**0.32 (0.12, 0.90)**
Encounter-level Use of Drugs				
No	1.00	1.00	1.00	1.00
Yes	**2.08 (1.16, 3.72)**	1.69 (0.88, 3.23)	1.56 (0.63, 3.87)	1.34 (0.69, 2.59)
Found in Possession of Drugs				
No	1.00	1.00	1.00	1.00
Yes	1.99 (0.49, 8.04)	**5.77 (1.53, 21.84)**	3.58 (0.48, 26.61)	**14.59 (4.18, 50.87)**
Participant was...				
Alone	1.00	1.00	1.00	1.00
With Friends	1.83 (0.94, 3.56)	1.78 (0.88, 3.59)	0.76 (0.36, 1.61)	1.15 (0.55, 2.41)
With Family members	0.51 (0.19, 1.35)	0.57 (0.17, 1.94)	0.69 (0.22, 2.14)	0.71 (0.23, 2.14)
With others (e.g., coworkers, professionals)	**0.09 (0.01, 0.96)**	0.53 (0.11, 2.60)	0.24 (0.02, 3.58)	0.08 (0.01, 1.08)

Reference Level = Nothing happened, questioned, and/or asked for identification; aOR = Adjusted Odds Ratio; 95% CI = 95% Confidence Interval.

on younger Canadians living in smaller, non-metropolitan communities. Our study found that key person- and context-specific factors were associated with the reported outcomes of these encounters. Notably, we found that gender non-binary and Indigenous participants were more likely to experience punitive measures (i.e., being handcuffed or arrested), even after adjusting for histories of drug dealing, past police encounters, and contextual factors. Younger participants were also more likely to be searched or frisked by police regardless of

illegal activity or being suspected of a crime at the time of the encounter. These findings indicate that outcomes of encounters between young people and police may be discriminatory – predicated on individual's visible characteristics, such as race, gender, and age.

These findings support and extend other findings indicating that police may interact more frequently with marginalised individuals by demonstrating that the outcomes of these encounters are more severe for people identified as minorities (e.g., identified as Indigenous people

or gender non-binary), irrespective of situational factors and criminal histories. For a variety of reasons, research primarily emphasises profiling based on ethnicity and Indigeneity (Hayle, Wortley & Tanner, 2016; S. Wortley & Tanner, 2004, 2006), but also includes markers that may indicate other identity-related characteristics, such as a person's religion (Roux, 2018), lower socioeconomic status (Robinson, 2019), or non-heterosexual sexual orientation (Mallory, Hasenbush & Sears, 2015). However, visible differences alone are not a sufficient explanation for these findings. Indeed, stigma combined with histories of social oppression (e.g., colonialism, patriarchy) have long been institutionalized and enforced (Benoit, Jansson, Smith & Flagg, 2018). Thus, we would interpret the combination of visibility and social history as the drivers behind these findings.

In combination with our findings, evidence of discriminatory policing amongst young people in BC is particularly concerning as these encounters may significantly impact the wellbeing of an already marginalised population, young people who are rendered vulnerable through systemic oppression, stigmatisation, discrimination, and colonisation, in the face of police who wield a significant amount of power (Boyce, Rotenberg & Karam, 2015; Pan et al., 2013). These findings also underscore human rights concerns posed by others regarding such encounters (Carrington & Schulenberg, 2003).

Relatedly, our finding that young people using drugs or alcohol were more likely to be warned or told to leave suggests that police sometimes exercise discretion when interacting with young people, opting for informal police action over punitive measures. While such discretion over the control of public spaces is not without harm (Sylvestre, 2010), restraint in invoking the criminal process is commendable. Yet, our finding that young people with a history of drug dealing are more likely to be handcuffed or arrested suggests that police might be relying on young people's past histories to make decisions during these encounters. Taken together, these findings speak to the so called 'low visibility decisions' in the administration of justice within police encounters (Goldstein, 1959). Given the street-level bureaucratic power maintained by police, our findings support the need for improved training on when police officers should employ discretion and also highlight the need to actively ensure that such discretions are meted out irrespective of race, gender or age. Further research is also needed to understand how these discriminatory decisions might impact health and wellness of youth overtime as they move towards adulthood.

Finally, our findings indicate that contextual factors were associated with encounter outcomes. For example, encounters occurring at night were less likely to result in police action, particularly with regards to issuance of tickets and citations. Noting that nearly two-thirds of encounters occur at night, our results call into question the nature of these encounters and whether police encounters with young people occur simply as a preventative measure or if they are actually intended to avert crime or harm (White, 1993). If the former, we should note that previous studies have found that youth who feel targeted by police are less likely to access police for protection or when there is an imminent need (Norman, 2009). Discouraging non-essential encounters might, therefore, improve the efficiency and efficacy of policing activities.

Similar to our finding regarding police activities at night, our results provide some descriptive insight into the nature of the encounters reported by our participants. For instance, those engaged in illegal activity were more likely to be searched, and those found in possession of drugs were more likely to be searched/frisked and more likely to be handcuffed or arrested. These findings were somewhat expected given the criminalisation of personal drug use and possession in Canada. While this is not to say that young people are not exposed to unjust punitive outcomes (other studies have shown that racial minorities are more likely to be searched (Tillyer & Klahm, 2011), it does suggest that, in general, police are responding to illegal activities by invoking more severe measures. Likewise, our finding that youth driving versus hanging out were more likely to be cited was unsurprising given the role police have in enforcing traffic safety and motor vehicle laws.

These findings speak to the role police have been assigned in enforcing the criminal code and public safety.

The present study is not without limitations. First, we recognise that the encounters between young people and police are incredibly diverse and that this diversity may not be captured within the current findings. While we did our best to classify encounters using succinct and well-reasoned quantitative categories, it was clear that improvements to survey methodologies on police encounters could be made. This limitation is particularly true for variables describing what participants were doing leading up to the encounter, reasons given by police for each encounter, and the setting in which arrests occurred as bias may be present. Nevertheless, this retrospective, encounter-level data provides a unique contribution to the study of police encounters with young people that may enrich and catalyse future studies – particularly those which adopt qualitative methods to capture the nature of young peoples' encounters with police, and how various situational, personal, and social factors are experienced by youth people in diverse and complex ways. As well, despite our attempt to recruit a diverse sample of young people using multiple methods of participant engagement, our study does not come from a random sample and therefore may not be generalizable to all young people who use drugs—especially those who might not have been willing to talk with interviewers or were not available at the locations where interviews were advertised. Similarly, we note that some small cell counts (e.g., only 13 participants reported non-binary gender) – arising from both our sampling procedure and our use of a multi-level outcome – may limit the generalizability of our findings and introduce risk for error. While we rely on p-values to inform us as to whether the differences between these groups may be observed by chance alone, we do recognize that our study may be underpowered. A larger scale study is thus needed to better understand the relationships modelled here. Furthermore, a larger sample size would also address potential issues with model fit that may arise from including the relatively large number of variables required to isolate the effects being studied in this analysis. In addition to random error, our subject is also vulnerable to bias. Indeed, because our study was conducted amongst young people who use drugs and aimed to understand encounters with police, it is likely that our study was subject to response biases in that some young people who would be afraid to talk about their experiences with police may not represented in our sample. In addition, participants were only required to reside in their city for the past six months while the events reported may have taken place anywhere. Therefore, the inclusion of city in our multivariable model should not be interpreted with great weight. Finally, we recognize that the validity of this study relies, at least in part, on the validity of self-reported data. As noted by Knight, Little, Losoya and Mulvey (2004), self-reported data regarding experiences with police are generally believed to be valid and reliable, but some between-group differences may exist. This is important to consider given that our study sought to specifically understand how between-group demographic traits might relate to outcomes of encounters with police (Knight et al., 2004). Further investigation into these differential effects is warranted, but it is worth noting that our findings are generally consistent with well-established narratives that young people themselves provide regarding policing practices (Wästerfors & Alm, 2020). Furthermore, other studies generally suggest that self-reported prevalence, frequency, and timing of arrest is valuable – particularly in interview administered questionnaires such as that utilized in the present study (Morris & Slocum, 2010).

Despite these limitations, our results, in tandem with the larger body of evidence on this topic, reflect the unfortunate reality in which those with the least trust and confidence in police are those who have experienced the worst outcomes from interacting with police. Given that negative perceptions of police have been linked with reduced likelihood of reporting crimes (Wiedlitzka, Mazerolle, Fay-Ramirez & Miles-Johnson, 2018), reduced willingness amongst victims to cooperate with police (Koster, 2017), and increased citizen support for

vigilantism (Haas, Keijser & Bruinsma, 2014), our findings suggest that the overall effectiveness of policing initiatives may be degraded through policing activities themselves which are discriminatory, especially when, as reported in our study here, policing activities appear to have a disproportionate burden on already marginalised individuals and communities (Doob & Gartner, 2017; Weaver, 2018). As such, promoting citizens' respectability towards law enforcement may require an immediate improvement to policing activities which address the inequities in policing outcomes in order to address the disparate discrimination and negative outcomes marginalised individuals and communities experience (Bazemore & Schiff, 2001; Cunneen, 2001; Dwyer, 2014).

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Declaration of Competing Interests

None.

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Supplementary materials

Supplementary material associated with this article can be found, in the online version, at doi:10.1016/j.drugpo.2020.102824.

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Schools, Prisons and Aboriginal Youth: Making Connections

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ARTICLE

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Abstract

This article examines the school-to-prison nexus for Aboriginal youth in Canada. The author calls on educators to examine their complicity in the overrepresentation of Aboriginals in Canada's penal system, and suggests four overlapping areas that point to this need: the racist and colonial histories of law and education for Aboriginals; the disciplinary culture of schools; the lack of diversity in the Canadian teaching force, understood as a larger problem of systemic Whiteness; and the overuse of paradigms of cultural differences to explain Aboriginal under-education.

Introduction

Aboriginal[1] peoples make up 3% of the Canadian population, yet represent 17% of the total inmate population (Correctional Service Canada, 2012). In the province of Saskatchewan, young Aboriginal men are more likely to go to prison than to finish high school (Therein, 2011). The issue of Aboriginal overrepresentation in Canada's penal system has been a mainstay in media reports, government publications, and scholarly research for the past several decades. The problem has received a considerable amount of attention in the areas of law and criminal justice, but is not usually considered an issue for educators and schools. Linkages made between education and incarceration for Aboriginal peoples rarely goes beyond citing the low levels of education amongst inmates, or making recommendations for improving the educational opportunities of those already incarcerated. Dominant discourses suggest that schooling is an attractive and available alternative (Simmons, 2005) to incarceration.

In the United States, the racial disproportions in the penal system amongst Black and Latino populations has prompted educational researchers to examine how schools are complicit in the movement of youth from schools to prisons. This area has come to be known as the school-to-prison pipeline, defined by Sander (2010) as "systemic setbacks that gradually shepherd students away from positive school connections and academic success and into increasing criminal activity" (p. 4). Scholars have documented school-based practices that increase the likelihood of future incarceration for students, including disciplinary measures, alternative education and streaming programs, and the shaping of select youth as needing surveillance and containment (Meiners, 2007). Raible and Irizarry (2010) point out that "given similar social dynamics . . . across the globe and the historic uses of schooling to manage minority populations, [Canadian researchers] should be able to contribute research that uncovers the connections between schooling . . . and the overrepresentation of minority populations in the penal system in their local contexts" (p. 1196).

As I shall argue, there are indeed under-examined links in the Canadian context between schooling for Aboriginals and incarceration. Simmons (2004, as cited in Meiners, 2007) contends that "linkages between schools and jails are less a pipeline, more a persistent nexus or a web of intertwined, punitive threads" (p. 32). The nexus metaphor "captures the historic, systemic, and multifaceted nature of the intersections of education and incarceration" (Meiners, 2007, p.32), and it is from this framework of understanding that I shall discuss the connections between schooling for Aboriginals and incarceration in this article. First, I provide the historical contexts of Aboriginal education and Aboriginals and the justice system. Second, I present three further areas I contend are part of the school-to-prison nexus for Aboriginal youth: systemic Whiteness within Canadian education, the disciplinary culture of schools, and lastly, the overuse of paradigms of cultural differences to explain Aboriginal under-education.

Historical Context

> My concerns about law are similar to my concerns about education. Both the systems of law and education that we now live [under] have been forced upon us. Law and education are two of the central institutions of processes through which First Nations have been colonized and oppressed. There are similar patterns in both systems of order. (Mohawk scholar Patricia Monture-Angus, 1995, p. 80)

The foundations of Aboriginal schooling were grounded in racist ideologies and based on the belief that Aboriginal

peoples were inferior to White settlers. From European contact on, the history of Aboriginal education can be divided into colonial periods (Bear Nicholas, 2001). The first period corresponds to the fur trade era, during which the aim of Aboriginal education was to "mold Aboriginals into an exploitable and subservient class within, yet apart from, colonial society" (Altbach & Kelly, 1978, in Bear Nicholas, 2001, p. 11). After the fall of New France in 1760, First Nations were dispossessed of their lands and dislocated by British settlers. After Confederation in 1867, the first Indian Act[2] was passed, and the Department of Indian affairs established. Schools were under contract with the federal government not only to "civilize and Christianize Native peoples" (Bear Nicholas, 2001, p. 12), but also to transform them into citizens of the new nation. Comeau (2005) asserts that two explicit goals shaped this period: first, "the construction of the colonizer identity, and second, the protection of Canada and Canadian citizens from the threat of degeneracy said to be posed by racialized, classed and gendered Others" (p. 11). During this period, residential schools[3] were established across Canada. Aboriginal children were forced by government officials to attend the schools, which were governed by strict models of discipline, and ". . .based on the utopian models of prisons that advocated hard labor, discipline, religion and solitary meditation" (Schissel & Wotherspoon, 2003, p. 36). The infamous objective of the Residential school system, stated by an unknown government official, was to kill the Indian in the child. Residential schools began closing in the 1940s because they had failed to assimilate Aboriginal children, and Aboriginal students were subsequently integrated into public schools—from which only a small number would graduate.

Today, education has yet to fulfill its promise for Aboriginal youth; although improvements have been made, high rates of school push-out and under-education are typical amongst Aboriginal students across Canada. Colonialism[4] remains the "primary ideology underlying the education of Indigenous peoples in Canada today" (Bear Nicholas, 2001, p. 10).

Alongside systems of Education, White settlers also imposed new forms of law and order on Aboriginal communities. Aboriginals had their own traditions for maintaining peace in their communities before the arrival of Europeans, which were mostly replaced by Western ways of meting out punishment. Europeans justified colonial policy by casting Aboriginal peoples as uncivilized and unruly. Policies designed to restrict traditional Aboriginal lifestyles and land use were imposed, certain religious practices and ceremonies were outlawed, women were denied political participation, and treaties restricted Aboriginals to reserves. The Indian Act, now recognized as one of the most shameful colonialist dimensions of Canadian law and society (Samuelson & Monture-Angus, 2002), was imposed after Confederation in 1867. Under the act, Aboriginals were confined to reserves and Registered Indians could not vote until 1960. According to Doxtator (2011), "during the nineteenth century, no other group in Canada was as closely regulated or controlled. Regulations were passed in the Canadian Government to control Indians—where they could live, how they were governed, how they should make their living" (p. 34).

In the 1960s, the high numbers of Aboriginals in custody started to receive attention. A report released by the Canadian Corrections Association in 1967, entitled "Indians and the Law," initiated some changes; specifically, sections of the Indian Act were determined as contrary to the Canadian Bill of Rights, and a special Aboriginal constable program was developed. Ever since, efforts to combat the problem of racial disproportions in the prison system have centered on the paradigm of cultural differences, and have included cross-cultural training, affirmative action recruitment, and Aboriginal liaison committees or positions (Samuelson & Monture-Angus, 2002, p. 167).

The imposition of the systems of the law and of education required the belief that Aboriginal peoples were inferior and degenerate. Interventions based on models of discipline were viewed as an appropriate means of civilizing Aboriginal peoples. While residential schools have all but closed down today, penitentiaries have replaced them as new forms of containment for Aboriginal peoples. In some cases, they are even built on the grounds of old residential schools, such as in the case of the Prince Albert Federal Penitentiary in the province of Saskatchewan, which sits on the site of a former residential school run by the Anglican Church. In a report prepared for the Canadian Bar Association, Aboriginal rights advocate Michael Jackson stated, "The prison has become for many young native people the contemporary equivalent of what the Indian residential school represented for their parents" (Jackson & Canadian Bar Association, 1988, p. 4).

While the above points of comparison between the education system and the justice system are significant, the connections between incarceration and Aboriginals are found on a deeper level. The next step lies in examining how the racist ideologies that formed the foundations of the education and the justice system for Aboriginals continue to govern schools today. Specifically, questioning whether schooling for Aboriginal youth shapes students as degenerate, unruly, and in need of discipline and containment is key. I turn now to discussing indicators that these ideologies continue to prevail in schools today.

The Disciplinary Culture of Schools

Discipline is deeply rooted in the history of education for Aboriginal peoples. Today, we must not assume that schools are void of their oppressive elements of the past. U.S.A research has demonstrated that "racial disparity in school discipline and achievement mirrors racially disproportionate minority confinement" (Raible & Irizarry, 2010, p. 1199), thus confirming Singer's (1996) assertion (in Noguera, 2003) that "…those most frequently targeted for punishment in school often look--in terms of race, gender, and socioeconomic status--a lot like smaller versions of the adults who are most likely to be targeted for incarceration in society" p. 343). The overrepresentation of Aboriginals in custody is obvious, as are their low levels of educational achievement; both the former and the latter are well documented and have received a considerable amount of attention. Less clear are the ways in which Aboriginal students are disproportionately targeted for punishment in their schools, and how their treatment in schools is part of a process that sets them up for a future of imprisonment.

What is currently known, however, points to the need for further interrogation of these processes, along with how low educational achievement amongst Aboriginal youth has been interpreted. In one longitudinal study on serious and violent young offenders of Aboriginal descent in British Columbia (Corrado & Cohen, 2002), researchers found that large numbers of youth in custody had previously been disciplined at school: Out of 100 Aboriginal youth, 96 percent of the males and 85 percent of the females had previously been in trouble at school. And the documented behaviors were those that could result in suspension or expulsion: "The most common form of trouble for both genders of Aboriginal youth [were] physical fights with students, teachers and administrators, drug use, cheating, and truancy" (p. 21). The average onset of trouble at school was reported as 10 years of age for males, and 10.6 for females. At the time the youth committed their most current offence, only half of the youth were enrolled in school, and were two or three academic years behind their peers. The researchers conclude the Aboriginal youth show a low commitment to school, and they require education programs in custody that will "foster self-esteem, improve their overall reading and writing skills, and build a positive attitude and commitment to education" (p. 21).

The latter study suggests the Aboriginal youth in the study must improve their attitudes towards their educational experiences, and that they also demonstrated a low commitment to school. This may very well have been the case; however, the question that begs to be asked is, Was the education system committed to them? Another report, which formed part of a major literature review on Aboriginal education across Canada, suggests a negative response to this question. Two of Canada's leading Indigenous Education scholars, Verna St. Denis and Eber Hampton (2002), noted (in Hesch, 2010) the following in their report on the current state of Education for Aboriginal students:

> Racism was present and active at all levels of public and post-secondary education, including the Aboriginal teaching workforce. The racism experienced on an everyday basis took multiple forms, including verbal and psychological abuse, low expectations of teachers and administrators, marginalization and isolation within the school community, a denial of professional support and attention, the unfair and discriminatory practice of rules and procedures, and the denial of Aboriginal experience, human rights, and history. The several ways in which racism is denied is in itself constituted racist practice because the issue could not then be considered for its contribution(s) to lack of academic success. (St. Denis & Hampton [2002] in Hesch, 2010, p. 258).

Aboriginal student behavior at school cannot be understood in isolation of the above factors that St. Denis and Hampton (2002) outlined. Canadian researchers might learn from our neighbors to the south: Studies from the United States of America on racialized and non-dominant students have concluded that non-conformist behavior at school is performed with full knowledge that students' "anti-social behavior will guarantee their failure in school, largely because they have already concluded that their education will not lead them to college or middle-class jobs in the future" (Noguera, 2003, p. 343). Noguera (2003) explains that the implicit contract for maintaining order in schools is least effective for "students who are not receiving the benefits of an education . . . Once they know that the rewards of an education . . . are not available to them, students have little incentive to comply with school rules" (p. 343). According to Watts and Everelles (2004), students marked by "race, class, or disability are always constructed as students who lack, who are therefore seen as dangerous, and of little value to the school system" (p. 292).

Surveillance of Aboriginal students in the school system leads into the subsequent section of this article, in which I aim to further complicate the issue of Aboriginal student discipline by examining systemic Whiteness in the education system; in particular, I focus on the lack of teacher diversity in Canadian schools. Thus far, I have contextualized the situation of Aboriginal education and Aboriginals in the justice system, and demonstrated that given these histories, which are connected to forms of race and class, it seems "more than plausible that we continue to reproduce versions of this surveillance today" (Meiners, 2007, p.49). Although it is likely that Aboriginal students are singled out disproportionately for their behavior at school, more studies are needed to interrogate racial disparities in school discipline.

> Historically, the role of white teachers and their relation to Aboriginal students…was abundantly clear; until 1969, the objective of education had been to suppress Aboriginal culture and languages in efforts to "improve" children with the goal of assimilation. (Harper, 2000, p. 134)

Several researchers have concerned themselves with the lack of diversity amongst the North American teaching force (e.g., Carr & Klassen, 1997; Gebhard & Hopson, 2012; Meiners, 2002); however, arguing that White teachers are part of the complex web that links schools and prisons is relatively novel. Meiners (2007) was the first to make connections between the Whiteness of the North American teaching force and the prison industrial complex. She calls on researchers to examine the contexts that shape the high numbers of White, female teachers in North American schools, and suggests that studying these contexts ". . . may offer new opportunities to view the nexus of relationships between schools and jails, and options to interrupt this movement" (p. 43). Following Meiners, Raible and Irizarry (2010) also make connections between White teachers and racial disproportionality in prisons. They contend that the majority of pre-service teachers try to preserve identities that "often revolve around conforming to traditional Western norms that maintain the status quo as opposed to challenging injustice and oppression" (p. 1196). When these identities remain unchallenged, the result can be "the hyper-surveillance of poor, deviant students of color that can lead to school exclusion and, as data have demonstrated, lead them on a pathway to prison" (Raible and Irizarry, 2010, p. 1200).

In this section I respond to Meiners (2007), and Raible and Irizarry (2010) by making the linkages between the homogeneity of our teaching force and the overrepresentation of Aboriginals in custody. The predominantly White teaching force is understood here as indicative of a larger issue, which is the operation of Whiteness within the Canadian education system. According to Carter (2000), "Whiteness functions as a hidden construction through which the privilege of being White shapes experience and in which race can be ignored and White normative culture go unrecognized and unacknowledged" (p. 25). The operation of Whiteness "gives enormous privilege to those whose histories, ethnic backgrounds, social class, family assumptions, and personal knowledge are in line with these dominant practices" (Schick & St. Denis, 2005, p. 300).

While Canada's population is racially diverse, and there are numerous students of different racial backgrounds who look nothing like their teachers, I concentrate here on Aboriginal students because Aboriginal peoples are the most overrepresented racial group in our penal systems and because in my own Canadian prairie context, "Aboriginal peoples form the greatest critical mass to challenge normative practices of a dominant white culture. The 'other' is typically understood to be Aboriginal peoples, even though other visible minority groups also make the area their home" (Schick & St. Denis, 2005, p. 297). I argue that although the homogeneity of the teaching force is but one factor in a complicated web of several—which interlock to support Aboriginal over-incarceration—it is significant nonetheless. My objective is not to argue a cause-and-effect relationship between teachers and Aboriginals in custody, but to demonstrate teachers' complicity in, or at the very least their connections to, the injustice. I recognize that by referring to White, female teachers as a single group, this is unfair to those who fit the description yet do not conform to the ideals of those teachers I describe in this section.

The student-to-Aboriginal-teacher ratio is low in provinces across Canada. In the province of Saskatchewan, while 16.5% of the student population is self-declared of Aboriginal descent, this is the same for only 6.4% of the teaching population —resulting in a ratio of 271 Aboriginal students for every one Aboriginal teacher (Saskatchewan Ministry of Education, 2009). This means that Aboriginal students have a small chance of ever being taught by someone of similar ancestry. In one study conducted in an inner-city Winnipeg high school, 96% of Aboriginal student respondents said that there should be more Aboriginal teachers (Silver, Mallette, Greene &Simard 2002). When students were asked why they believed there should be more Aboriginal teachers, amongst the responses were "To make Aboriginal students feel more comfortable/It would probably make a big difference/So they can actually understand where some students are coming from," and "Able to relate to me because they are from the same background" (p. 16). In the same study, when students were asked if they feel that teachers at their school understand Aboriginal students, over three in four said no, and expressed the impossibility of their teachers understanding their lives. One student responded, "Socially, I don't think most teachers know how it is to grow up on a reserve or grow up poor," and another said, "They do not understand us because they are white" (p. 16). One student felt that "Teachers make no conscious attempt to learn about Aboriginal culture" (p. 16). These students' perceptions of their teachers are significant; they point to the divide between Aboriginals and non-Aboriginals, which indeed is felt by Aboriginal students in their schools.

In the Canadian Prairie Provinces, it is common for Aboriginal and non-Aboriginal communities to be divided; thus, it is likely that the only contact that many White teachers have with Aboriginals is inside of their classrooms. Noguera (1995)

explains the danger of teachers being unfamiliar with the places and the ways in which their students live their lives outside of school walls:

> [Teachers] often fill the knowledge void with stereotypes based upon what they read or see in the media, or what they pick up indirectly from stories told to them by children . . . Many teachers, like others who live outside of poor urban communities, tend to hold negative views toward these areas, views that are rooted in a fear of violence and in media representations of the people who reside in the inner city as less than civilized. This fear invariably influences the interaction between teachers and administrators and their students. (p. 204)

Outside of their classrooms, teachers (not unlike anyone else) are inundated with negative portrayals of Aboriginal peoples in the media. According to Joyce Green, a researcher on Aboriginal-settler relations, "Aboriginals exist for the media only as practitioners of violence or political opposition, as marketing stereotypes, or as bearers of social pathologies" (Green, 2011, p. 237). It is not unreasonable to suggest that teachers who cannot relate to the lives of their students may enter their classrooms with negative assumptions about Aboriginal peoples; Noguera (1995) contends that "numerous studies on teacher expectations have shown that race, class and gender have considerable influence over the assumptions, conscious and unconscious, that teachers hold toward students" (p. 203).

Indeed, critical educational researchers have consistently demonstrated that White, female teachers do not enter their classrooms equipped with critical understandings about race and equality (e.g., Harper, 2004; Schick, 2002; Carr & Klassen, 1997). On the contrary, they often display meritocratic and individualistic assumptions about themselves and the students they teach (Gebhard, 2008). Finney and Orr (1995) found that the majority of a group of White, pre-service teachers were ignorant of the history of abuse and subjugation of Aboriginal peoples by White Europeans; the teachers were unable to think "contextually about school achievement and meritocracy...and tended to view others as responsible for their own fates in a morally neutral and open, un-stratified society" (p. 329). Comments similar to the following were common in the study's findings: "Is their [Aboriginals'] reason for returning to a life of crime because they lack self-confidence because of the reputation they have? Why don't they try harder?" (p. 329).

Carol Schick's (2002) research demonstrates that White pre-service teachers often resist equity-based courses that aim to dismantle oppressive assumptions like those described above. Her interpretation is that these courses pose some kind of threat; initiatives such as anti-racist and multicultural education are threatening to the "heroic tales of successful occupation by white settlers" (p. 105) of these students' ancestors. Schick's (2002) research also points to the importance of examining the historicity of the White, female teaching force, which Meiners (2007) insists can shed new light on the connections between schools and prisons. The dominant assumptions White settlers have about Aboriginal peoples are not ahistorical, nor is the logic that has led to the predominance of White, female teachers in the teaching force. In the beginning of mass public schooling, Canadian historians documented that ". . . women were the ideal bodies to reproduce patriarchal values and colonial epistemologies, but not to challenge these frameworks" (Meiners, 2007, p. 46). White females were entrusted with the role of executing class-based surveillance and monitoring, and they were considered as unthreatening and cheap mechanisms to execute the work (Meiners, 2007). Along with the economic advantages of employing women, state leaders argued, "women teachers, like ideal mothers, would be morally pure and gentle guardians for young children" (Placier, 2011, p. 249).

Consequently, a mythical representation of a teacher emerged during the time of British imperialism, the White Lady Bountiful. The term "Lady Bountiful" was first coined by Honor Ford Smith, and borrowed by Harper and Cavanagh (1994), Canadian researchers who questioned the White Lady Bountiful identification within the multicultural classroom. Ford Smith (1993, in Harper & Cavanagh, 1994) describes the "White lady Bountiful":

> [The White Lady Bountiful] was seen as having a unique duty to bring civilization to the "uncivilized." In the early 1800s, her role was to educate British working-class women in religion, morality and hygiene. Exported to the colonies, the ideal of femininity became the White woman, an embodiment of chastity and purity who acted as a "civilizing" force. According to Honor Ford Smith, this image and role carries {sic} with it the imperative "to know" and the incredible arrogance of that imperative. Lady Bountiful, to be bountiful, must know and feel what is wrong and be able to fix it. She needs to be at the center but at the same time her needs—her own "self"—remain absent. Her ability to act as the civilizing force, to be the white teacher-mother in the service of the Empire, is dependent upon her need to be at the center, knowing and helping her charges. If Lady Bountiful doesn't know, can't feel, can't be in control, then she will feel guilt as well as the fear that she is unmotherly or unladylike or unchristian. (p. 28)

Meiners (2002) argues that the persistence of the White lady Bountiful in her teacher education programs makes it "difficult to address white supremacy, hetero-normativity and social class issues"(p. 85). Time and again, Meiners has

noticed the similarities amongst the students she teaches. As they introduce themselves to the group,

> The majority of the students in [her] classes begin to evoke the same figure. This lady . . . has always loved children. She is gracious, nurturing, often soft-spoken and is usually married or engaged . . . For her, teaching is a calling or a vocation, and she has always known that she wanted to be a teacher . . . Sometimes, a redemptive narrative circulates: she has always had the desire to save underprivileged children (p. 89).

As aforementioned, in Meiner's book, The Right to be Hostile: Schools, Prisons and the Making of Public Enemies (2007), she further problematizes the White Lady Bountiful archetype. Meiners argues she is an "often unacknowledged, [yet a] prevalent and persistent icon with significant consequences related to the linkages between schools and jails" (p. 46). Evidence suggests the White Lady Bountiful does not exist only within U.S. borders, and that in the Canadian context, it is the racialized Aboriginal student who may very well be the underprivileged child she dreams about saving. Schissel and Wotherspoon (2003) argue the discourses of learning and virtue, of family involvement, and of the dedicated teacher with missionary zeal continue to frame compulsory education. One Saskatchewan study found that White, female pre-service teachers not only felt naturally suited to the teaching profession, but that several of them romanticized their future roles as teachers by imagining themselves saving children (Schick, 2000). Similar interpretations can be drawn from a previous study by Finney & Or (1995) of pre-service teachers in a course on cross-cultural understandings. While critical thinking and consciousness-raising were the goals of the instructor, these were found to be lacking at the end of the course. One student reported the following:

> Although I have a better understanding of some of the Aboriginal philosophies, I would still like to help some of the [Aboriginals] create better hygiene practices for their children . . . I felt very sad and disgusted when I was shopping the other day and I saw a little native girl running around the store wearing no shoes or warm clothes . . . My heart wanted to help that little girl by taking her away from that situation and caring for her myself. My initial thought was, why don't these people look after their children? (Finney & Orr, 1995, p. 327)

The above savior-like mentality is a discourse that is dependent on the construction of Aboriginal peoples as inferior. In the above example, instead of engaging in a critical reflection on why the Aboriginal child has no shoes, the teacher blames the parents and imagines saving the Aboriginal child from her parents and culture. Even though Aboriginals are an oppressed group, and non-Aboriginals can become their allies, support for Aboriginals must be grounded in notions of equality, and not superiority. When support is racially motivated by feelings of superiority, Aboriginals are kept locked in subordinate positions and the colonizer's attempts are glorified.

In a school setting, the construction of the Aboriginal child as in need or at risk is also dependent on the construction of the White settler as the benevolent savior. Bailey and Betts (2009) are two White teachers who recognize the problem of teachers' clinging to their notions of goodness. They struggle with trying to understand how their belief in their own good intentions may contribute to the overrepresentation of Aboriginal students in special education programs:

> There is no doubt in our mind that we are working with the best of intentions. We are not setting out to further disadvantage those who come to us from already established positions of disadvantage . . . We are doing the best we can with the impoverished backgrounds, different cultures, stressed families . . . What gets in our way is lack of imagination. We assume that the way that we do things is the way to do things . . . We see ourselves as educated people who are neither racist nor biased, and who are working in a good system, but with damaged and/or deficient people - this story concludes that systemic changes are not required." (Bailey & Betts, p. 81).

The difficulty of turning the gaze on teachers is that most teachers truly do have the best of intentions for their students in mind, as exemplified by Bailey and Betts (2009). The question, however, is how teachers might come to understand how their practices stem from racist ideologies that have evolved from Canada's colonial past. When teachers, no matter their race or gender, identify with the archetype of the White lady bountiful, it is very unlikely that they will challenge systemic racism in their school environments that set up Aboriginal students for failure. More often, schools use explanations of cultural differences to explain educational gaps between Aboriginal and non-Aboriginal students. This point brings me to the final section of this article, in which I shall briefly argue that schools' refusal to examine systemic issues as the cause of Aboriginal push-out and low rates of school completion—and instead employ paradigms of cultural differences—thwarts the educational experiences of Aboriginal youth, and is therefore another factor in the school-to-prison nexus.

Celebration . . . not Racism

"A measure of teacher competence has been a generous application of 'culturally relevant' events as a provincial and

national response to the failure of schools to educate Aboriginal students" (Schick, 2009, p. 117). Discourses of cultural difference are the principal ways by which schools attempt to explain Aboriginal under-education, and also by which schools attempt to address the issue. Thus, cultural differences are commonly cited as both the problem and the solution, and engaging in culturally relevant curriculum has come to signify good teaching (Schick, 2009); one White teacher of Aboriginal students asserts: "What white teachers really need is intensive professional development to help us learn to teach children living in a culture we do not understand" (Starnes, 2003, p. 170). For those confused as to why this seemingly sensible approach would be contested, Schick (2009) explains:

> The question is not whether classrooms should be culturally relevant, non-relevant or irrelevant, but whether this culturally relevant approach is sufficient to overcome and unsettle the social positioning and "commonsense" assumptions of white people who would be effective teachers. Promoting cultural relevance as a solution to inequality is problematic when this approach presupposes and reproduces an innocent white teacher whose task is to supply those qualities that marginalized students are said to lack. (p. 115)

Critical race scholar Sherene Razack (1998) is equally sceptical of the cultural differences approach, and demonstrates how it plays a role in maintaining a predominantly White teaching force:

> The adoption of apparently helpful cross-cultural strategies does little to ensure that white teachers will view their [racialized] pupils as capable of the same level of achievement and range of desires as their white students. Further, teachers are not pressed to examine whether the behaviour that is called cultural, for example passivity with authority figures, is in fact a response to an alienating and racist environment . . . If white teachers can learn the appropriate cultural rules, we need not hire [racialized] teachers, and we need not address racism. (pp. 9-10)

Kanu (2011) insists that the consistency in which success amongst Aboriginals students has been explained by the discontinuities between the cultural patterns of those of the students and those of the school, points to culturally relevant curricula as an obvious answer. On the contrary, I suggest that this consistency is perhaps due to a systemic refusal of schools to turn the gaze inward. From the perspectives of Aboriginal people today, land claims, sovereignty, ending violence, and rebuilding devastated structures are of utmost importance. Teaching superficial understandings of Aboriginal culture is an effective means of ignoring what is really important to Aboriginal peoples today. A curriculum that continues to focus on the celebration of cultural differences is a curriculum that, in its refusal to acknowledge systemic racism, is complicit in the movement of Aboriginal students from classrooms to prisons.

Final Thoughts

The overrepresentation of Aboriginal peoples in Canada's penal system is a complex problem that does not lend itself to one straightforward explanation. A large number of factors are involved, and in most cases, it is impossible to determine what leads any person to commit a crime or become incarcerated. Borrowing from Meiners (2007), educators are too often "used as scapegoats for cultural and economic problems" (p. 186), and it is unrealistic to place the blame on schools and teachers alone. Yet schools are powerful forces that exert considerable influences on the lives of youth—influences that are both positive and negative. In order for education to be viewed as an attractive and available alternative to incarceration, the carceral elements must be removed from our schools (Simmons, 2005).

Education is often championed as a great equalizer for Aboriginal youth; however, in order for this to hold true, schools must first become places of resistance to a punitive society. Schools must not be places where racialized youth are shaped as unruly and in need of White saviours, and educators must examine the underlying racist motivations of naturalized and taken-for-granted policies and practices governing schools in order to resist their complicity in the school-to-prison nexus for Aboriginal youth. Perhaps the greatest challenge in education for Aboriginal peoples today is that it must work to dismantle the racist foundations on which it was built, a difficult yet urgent task. Teachers must "interrogate their inherited professional roles in the ongoing surveillance, discipline and management of youth…who belong to socio-economic and racial sub-groups that have been deemed problematic and 'undesirable'" (Raible & Irizarry, 2010, p. 1197).

Although the over-incarceration of Aboriginal peoples is a complex problem, it is not an unassailable reality. It is something that requires the cooperation and complicity of countless people; learning how we are all invited to participate in the colonial project of Aboriginal over-incarceration—and then refusing to do so—is perhaps the first step in unmaking the school-to-prison nexus for Aboriginal youth in Canada.

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Notes

[1] For the purpose of this paper, the term Aboriginal is meant to encompass people categorized as non-status or status Inuit, Metis, and First Nations. (A status Indian is recognized and registered under the Indian Act, and a non-status Indian is a person who considers himself or herself to be First Nation, but cannot prove their status or have lost their status; First Nations refers to Aboriginals who are neither Inuit nor Metis). While recognizing that one term cannot encapsulate the diversity found within Aboriginal cultures and languages, I will follow the direction of the Royal Commission of Aboriginal Peoples and use the term Aboriginal peoples. When I quote or paraphrase authors, different terms may be used in order to respect the right of people to name themselves. Also, terms may vary depending on the historical period, geographical context, or tribal group in question.

[2] The Indian Act is "legislation that has intruded on the lives and cultures of status Indians more than any other law. Though amended repeatedly, the act's fundamental provisions have scarcely changed. They give the state powers that range from defining how one is born or naturalized into 'Indian' status to administering the estate of an Aboriginal person after death" (Henry, Tator, Mattis & Rees, 1998, p. 130).

[3] According to Cannon and Sunseri (2011), residential schooling was "a colonial system of schooling enforced on Indigenous nations aimed at effecting cultural genocide and assimilation on children . . . The residential school experience is characterized by forced removal from families; systemic and ritualized physical and sexual assault; spiritual, psychological and emotional abuse; and malnutrition, inhumane living conditions, death, and murder" (p. 278).

[4] "Colonialism is not only about material accumulation but requires the production of ideologies that justify the theft and violent practices at its root" (Said, 1979; Said,1994, in Cannon & Sunseri, 2011, p. 275).

Barriers and Facilitators to Accessing Mental Healthcare in Canada for Black Youth: A Scoping Review

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Abstract

There is evidence to suggest that Black children and youth in Canada face disproportionate challenges in accessing mental healthcare. Thus, the objective of this scoping review was to map current literature on the barriers and facilitators to care for Black youth in Canada. Both academic articles and gray literature published between January 2005 until May 2019 were reviewed. Six databases were searched for relevant academic articles: CINAHL, PsycINFO, PubMed, EBSCOhost, Social Science Citation Index, and Applied Social Sciences Index & Abstracts. Gray literature was sourced from community recommendations and Google. Thirty-three (33) sources met the inclusion criteria. Data were coded and analyzed using a thematic analysis framework. Barriers to care for Black youth were identified and occurred at multiple levels of society including systemic (i.e., wait times, poor access to practitioners, geographical challenges and financial barriers to care), practitioner-related (i.e., racism and discrimination from providers, the inability to provide culturally competent care and a lack of organizational support) and personal and community-related barriers (i.e., internalized stigma and stigma from community). Support from family and friends, as well as a good relationship with providers, were noted as facilitators. The findings of this review suggest that Black children and youth face many barriers to accessing the Canadian mental healthcare system despite its purported universality. An increase in funding, expansion of the universal healthcare system to include mental health, and concerted effort on delivering culturally competent care are requisite to facilitate access to care for this population. Further research should focus on Black youth, be rooted in community-based research, and explore intersecting identities in the context of mental illness.

Keywords Black youth · Youth · Family · Canada · Mental health

Introduction

The mental wellbeing of children and youth is becoming a national public health issue in Canada (Archie et al. 2010). Indeed, one out of every five children in Canada who need mental healthcare is unable to access it (Canadian Mental Health Association [CMHA] 2020). Though youth are more likely to be affected by mental illness, they are the least likely to use services to address their mental health needs (MacDonald et al. 2018). Ensuring positive mental health in children and youth is important, as, without intervention,

illnesses may not necessarily go away as they grow into adulthood (Lipman and Boyle 2008). Recently, there have been calls from the community highlighting the need to address mental health in Canadian Black children and youth (Patel 2015; Taylor and Richards 2019). Understanding the barriers and facilitators that affect access to mental healthcare for Black children and youth is especially important because they face unique challenges, including racism (Lalonde et al. 2008), higher levels of poverty (Khenti 2013), and social exclusion (Adjei and Minka 2018). Moreover, Black youth who do not access mental health treatment are likely to face difficulty in school, family conflict and increased interaction with the justice system (Planey et al. 2019). Thus, the purpose of this scoping review was to map current literature on the barriers and facilitators to care for Black youth in Canada.

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Canada prides itself on its universal healthcare system, and many consider it to be inextricable from Canadians' sense of national identity (Dufresne et al. 2014). Internationally, Canada is often regarded as egalitarian, with a "genuine commitment to comprehensive, accessible health care for all its citizens" (Rodney and Copeland 2009). Indeed, the ability to access care based on need rather than the ability to pay is a national source of pride (Martin et al. 2018). Canada's universal healthcare system is unique in that it is publicly funded, but often privately delivered by independent physicians, clinics or large hospital networks (Martin et al. 2018). Though national sentiment on the healthcare system is positive, recent analysis on healthcare systems in the global north has ranked Canada's healthcare system as 3rd last, primarily due to poor performance concerning equity, healthcare outcomes and access. In particular, reliance on private or out-of-pocket funding for aspects of care not funded by Canada's medicare plan (i.e., prescription drugs, dental care and mental healthcare) impacted affordability and access to care (Grant 2017). Most access to mental healthcare in Canada requires private funding for outpatient services, making it difficult to get this form of care for almost a third of Canadians, among whom racialized people and youth are disproportionately impacted (Martin et al. 2018). Unfortunately, very little is known about the existence of disparities in access to healthcare, including mental health for Black populations in Canada, mainly because race-based data related to health outcomes are not collected (Rodney and Copeland 2009; Nestel 2012).

Mental Health in Black Populations

Canada is home to one of the most ethnically diverse populations in the world, as 20% of Canadian residents are foreign-born (Chiu 2017). Black people represent the third-largest population of racialized people in Canada, nearing 3.5% of the total population (Statistics Canada 2016). As race-based data related to all health outcomes are not collected in Canada, there is very little epidemiological information about the prevalence of mental illness in this population. Though research in Canada is limited, evidence from the United States (US) does shed insight on potential challenges and areas of concern.

A national survey of American adolescents found that 46.8% experienced some form of mental illness before the age of 18 (Planey et al. 2019; Merikangas et al. 2011). Furthermore, Black youth in the US are more likely to be diagnosed with major depressive disorder (MDD) than white youth and six times more likely to die by suicide due to their depression (Williams et al. 2007). Concerningly, Black youth with MDD were likely to remain untreated. In a national sample of youth with major depression, Black youth in the US were less likely to receive mental healthcare in an outpatient clinic than white youth (Cummings and Druss 2011). Futhermore, racism has implications for the prevalence of mental illness in Black populations. In a review conducted by Paradies (2006) which focused on defining and conceptualizing racism in health research, almost half of the included studies' outcomes focused on mental health. Self-reported racism was also positively correlated with poorer mental health outcomes (Paradies 2006).

Black Youth and Mental Health in Canada

There remain persistent health disparities among racialized populations in Canada, and Black youth are no exception. Ample research has identified the social and economic challenges that affect the mental health of Black children and youth. Black youth disproportionately access mental healthcare through both forensic and emergency care pathways, which suggests that Black youth are not receiving care unless they are (1) interacting with the justice system or (2) are symptomatic enough to need intensive intervention (Anderson 2015; Anderson et al. 2015). The disproportionate rates of involuntary entryways to care may be due to both the systemic over-policing of this population and a simultaneous delaying of care until symptoms can no longer be managed. There is also evidence to suggest that there is a reliance on the judicial system to access the mental healthcare system in Canada because of how difficult it is to get care through voluntary modes of entry (Finlay et al. 2019). Moreover, Black Canadians may delay or avoid seeking care because of mental illness and mistrust of mental healthcare professionals.

Many activists in the Black community have described mental health and addiction issues as reaching "crisis" levels (Taylor and Richards 2019). Given the challenges Black children and youth face in terms of mental health outcomes, the state of the mental healthcare system is concerning. The current conceptualization of mental healthcare systems is neither designed for young people nor accessible to them (Macdonald et al. 2018). Furthermore, Black youth in Canada need to navigate this insufficient system with the added challenges of discrimination and institutional racism (Arday 2018). Identifying the barriers and facilitators to mental healthcare in Canada is necessary to understand the access needs of Black children and youth in Canada and reduce disparities to access.

Barriers and Facilitators to Accessing Care

Despite the lack of relevant research on the access needs of Black populations in Canada, many systematic reviews have explored the barriers and facilitators to mental health in other contexts. Barriers are described by Planey et al. (2019) as "reasons or obstacles that prevent individuals from seeking, obtaining, or completing mental health treatment." Alternatively, facilitators are factors that aid entry to and retention within the mental healthcare system. Researchers have identified personal factors such as self-stigma, difficulty identifying mental illness, and lack of knowledge about available services as barriers to care for American youth (Gulliver et al. 2010) and Canadian immigrants (Thomson et al. 2015). Similar barriers were identified by Planey et al. (2019) in their review of factors that affected access for African American youth. In their review, the personal factors that hindered access to care included a perception that a child was not mentally ill, a pattern of self-reliance and a child's refusal to attend treatment. Internalized and externalized stigma surrounding mental illness contributed to the shame of help-seeking and served as further barriers to care.

Religion can be both a hindrance (Planey et al. 2019) and an enabler to accessing care (Whitley 2012). Dogmatic reliance solely on religion to treat mental illness and a lack of discussion from religious leaders made caregivers and Black youth less likely to seek care. However, when faith communities supported mental health services, youth were more likely to access them. Other facilitators identified in Planey et al.'s (2019) review noted the importance of parent and caregivers' attitudes, capacity, and recognition of their child's mental illness and a supportive social network as important personal determinants of care accessibility.

The characteristics of practitioners also served as key barriers and facilitators to accessing care. A trusting relationship with providers and service staff was considered to be a facilitator. Race, perceived credibility and participants' familiarity with providers also positively impacted access to care (Gulliver et al. 2010; Planey et al. 2019). Moreover, a positive relationship with providers made further treatment more likely (Planey et al. 2019). Especially noteworthy was the way providers engaged and treated their clients as trustworthiness was identified as an important factor that determined youths' careseeking. Cultural rapport and culturally competent care were also noted as important facilitators for African American youth (Planey et al. 2019) and immigrant populations (Thomson et al. 2015). The affordability of mental health treatments, physical accessibility and transportation as well as wait times, appointment availability and timely follow-up were all systemic factors that could help or hinder access to care (Planey et al. 2019).

Some facilitators to care occurred in contexts that were not ideal, including mandated care as a result of involvement with the criminal justice system and involuntary hospitalization. How youth enter care can vary because of access to resources, context, as well as systemic and sociodemographic factors. The process of entering care is often called a "pathway" (Macdonald et al. 2018). These pathways to care reflect the accessibility of the mental healthcare system. In a systematic review of articles that explored pathways to care for youth of all ethnicities, Macdonald et al. (2018) found that Black youth were far more likely to have adverse pathways to care, featuring involvement from law enforcement. One of the studies included in that review found that in the United Kingdom (UK), 25% of participants had some contact with police (Commander et al. 1999). Moreover, in that sample, police were involved in 60% of Black participants' entry into the mental healthcare system (Macdonald et al. 2018; Commander et al. 1999). Furthermore, Black patients in this sample were far more likely to be hospitalized against their will (Commander et al. 1999).

Current Study

Despite the existence of similar research in the United States and the United Kingdom, very little research and programming have been made available and explicitly tailored to the needs of Black youth residing in Canada (Taylor and Richards 2019). Moreover, the barriers and facilitators identified for Black youth in other contexts may not necessarily apply to Canada due to differences in healthcare system delivery (Maticka-Tyndale et al. 2016) and in the ethnic makeup of Canada's Black population (Fante-Coleman et al. 2019). Thus, the purpose of this scoping review is to address the gap in existing research concerning access to mental healthcare for Black children and youth who reside in Canada. In keeping with that goal, the primary research question was: What are the barriers and facilitators to accessing mental health and addictions care for Black youth in Canada?

Methods

The authors used the protocol for scoping reviews outlined by Arksey and O'Malley (2005) and further expanded upon by Levac, Colquhoun, and O'Brien (2010). For this review, the authors followed the PRISMA reporting guidelines for scoping reviews. Suggestions provided by the Joanna Briggs Institute Reviewers' Manual supplemented methodology and reporting (2015). Levac et al. (2010) outlined six-key steps as necessary for scoping reviews: (1) identifying the research questions, (2) identifying relevant studies, (3) study selection, (4) charting the data, (5) collating, summarizing, and reporting the results and lastly, (6) consultation, which was

optional. These steps form the basis of the reporting of this article.

Identifying Relevant Studies

Reviewers met throughout the search process to determine the best course of action. Study selection was an iterative process (Levac et al. 2010). Topics discussed included (1) the purpose of the scoping review, (2) population, context, and outcome, (3) keywords, and (4) databases to be searched. The objective of this review was to identify and map the current state of mental health and addictions care for Black children and youth (population) in Canada. The population referred to Black children and youth (childhood-30 years old) living in Canada. The context was settings where mental healthcare and addictions services are accessed by and offered to Black children and youth and the outcome focused on barriers and facilitators to care. Keywords used were: Black, Youth, Family*, Canada, Mental Health, Substance Use and Addiction, Best Practices, and Community Organizations. The initial focus was solely on mental health and wellbeing. Still, after discussion with project partners, it was decided that it was necessary to also include addictions into the search criteria.

Authors searched for relevant articles in six databases: CINAHL, PsycINFO, PubMed, EBSCOhost, Social Science Citation Index (SSCI) and Applied Social Sciences Index & Abstracts (ASSIA). The authors had initially intended to use two additional databases: Google scholar and SOCindex but were unable to utilize Boolean phrasing in the former and could not access the latter. Inclusion criteria for the peer-reviewed articles were:

(1) Peer-reviewed
(2) Focused on the Canadian context
(3) Original studies using qualitative and quantitative data
(4) Focused on Black youth residing in Canada and mental health namely, the barriers and facilitators to accessing mental healthcare, and best practices for mental healthcare
(5) Published in English
(6) Conducted between 2005 and 2019

Exclusion criteria were:

(1) Gray literature sources, including theses and dissertations

Study Selection

After conducting an initial search, reviewers determined the number of articles to be inadequate and decided to eliminate

two keywords in the database searches: best practices and community organizations. Reviewers adjusted the placement and use of "and" and "or" in the search terms and included those changes above. The final search was conducted on May 14th, 2019. The software reference manager, Mendeley, was used for the initial management of citations and duplicate identification. References were then imported in Covidence, a software designed for systematic review management for further review.

Gray Literature Search

Gray literature was sourced through a variety of methods. Colleagues familiar with the subject matter and stakeholders in the Pathways to Care project provided some sources. Other gray literature sources were identified on Google by searching the names of well-known mental health organizations that worked with Black communities. Once organizations were identified, the websites of other organizations that they partnered with were also searched for relevant gray literature. If reports were not available to be downloaded, they were requested via e-mail. A Google search was initiated using a combination of the key terms "Black," "youth," "mental health," "addictions," and " Canada." In the search process, Canada was replaced with provinces and cities across Canada for greater specificity.

Charting the Data

Data were extracted from source material into Microsoft Excel using the following categories: Authors/organization, year of publication, title, objective, province/territory, population demographics (age), population demographics (race), sample size (if applicable), methodology and source type (if applicable), barriers, facilitators, and gaps in research. Authors also charted best practices, the results of which are explored in a subsequent article. Table 1 displays the charted data for peer-reviewed articles and gray literature sources, respectively.

Analysis

The datasets created in Microsoft Excel were uploaded into Nvivo 12 for further analysis. One author (TFC) coded themes resulting from charted datasets using standard methods for thematic analysis (Braun and Clarke 2006). Both authors reviewed emerging themes and the themes that occurred frequently and which were determined to be salient were selected.

Table 1 Identified Sources (n = 19 peer-reviewed sources; n = 14 gray literature sources)

Number	Author(s) (Organization)	Year of publication	Title	Province / territory	Population demographics (age)	Population demographics (race)	Sample size N (demographics)	Methodology	Source type
Peer-reviewed sources									
1	Adeponle, Thombs, Groleau, Jarvis, & Kirmayer	2012	Using the cultural formulation to resolve uncertainty in diagnoses of psychosis among ethnoculturally diverse patients	Quebec	16 and older	**Black**, White, Asian, Other	323 **Black = 58**, White = 24, Asian = 170, Other = 71	Quantitative—retrospective analysis	Peer-reviewed journal article
2	Anderson et al	2015	Pathways to first-episode care for psychosis in African-, Caribbean-, and European-origin groups in Ontario	Ontario	14 and older	**Black-African, Black-Caribbean,** or White European and White–North American	171 **Black-African = 41, Black-Caribbean = 40,** White-European = 90	Quantitative—prospective cohort study	Peer-reviewed journal article
3	Anderson, Cheng, Susser, McKenzie, & Kurdyak	2015	Incidence of psychotic disorders among first-generation immigrants and refugees in Ontario	Ontario	14–40	Immigrants to Canada—Europe, North America, Central America, South America, **Caribbean and Bermuda**, Asia & Oceania. **West Africa, East Africa, Central Africa, South Africa**	4,284,694 General population = 3,866,261, Immigrants = 323,285, Refugees = 95,148 Country of birth (when given) North America = 8,540 Central America = 17,533 **Caribbean and Bermuda = 41,154** South America = 26,886 Western Europe = 5646 Eastern Europe = 49,000 Northern Europe = 16,814 Southern Europe = 31,416 **West Africa = 5348 East Africa = 21,117 North Africa = 3934 Central Africa = 676 South Africa = 2776** West central Asia and Middle East = 35,282 East Asia = 50,294 Southeast Asia = 46,610 South Asia = 53,817 Oceania = 1590	Quantitative -retrospective cohort design	Peer-reviewed journal article
4	Anderson, Fuhrer, Schmitz & Malla	2013	Determinants of negative pathways to care and their impact on service disengagement in first-episode psychosis	Montreal, Quebec	14–30	White, **Black**, Asian, Other, Missing	324 White = 196, **Black = 42**, Asian = 40, Other = 31, Missing = 15	Quantitative –survey design	Peer-reviewed journal article

Table 1 (continued)

Number	Author(s) (Organization)	Year of publication	Title	Province / territory	Population demographics (age)	Population demographics (race)	Sample size N (demographics)	Methodology	Source type
5	Anderson, McKenzie & Kurdyak	2017	Examining the impact of migrant status on ethnic differences in mental health service use preceding a first diagnosis of schizophrenia	Ontario	14–35	Migrant populations—European, **African**, **Caribbean**, South Asian, East Asian, Latin American, **North African**, Middle East	18,080 General population = 15,473, European = 471, **African = 312, Caribbean = 414,** South Asian = 427, East Asian = 421, Latin America = 232, North African & Middle East = 330	Quantitative—cohort study	Peer-reviewed journal article
6	Archie, Akhtar-Danesh, Norman, Malla, Roy & Zipursky	2010	Ethnic diversity and pathways to care for a first episode of psychosis in Ontario	Ontario	16–50	Based on ethnic categories in Canadian census: White, Black, Asian, other	200 White = 121 **Black = 31** Asian = 25 Other = 22 Missing = 1	Quantitative - cross-sectional survey	Peer-reviewed journal article
7	Emerson, Minh & Guhn	2018	Ethnic density of regions and psychiatric disorders among ethnic minority individuals	Canada	12 and older	White/Caucasian, Chinese, South Asian, **Black**, additional groupings	252,391 (Total respondents) Ethnic minority responses = 33,201 Demographics = N/A	Quantitative—cross-sectional survey design	Peer-reviewed journal article
8	Ferrari et al	2015	The African, Caribbean and European (ACE) Pathways to Care study: a qualitative exploration of similarities and differences between African-origin, Caribbean-origin and European-origin groups in pathways to care for psychosis	Ontario	N/A	**African, Caribbean,** European	34 (25 with lived experience, 9 family members) Lived experience focus groups: **male Caribbean-origin = 3, male African-origin = 3** and male European-origin = 7, female European-origin = 8 Family member focus groups: **Caribbean-origin = 3,** European-origin = 6 Individual interviews (female): **African-origin = 2, Caribbean-origin = 1,** European-origin = 1	Qualitative—focus groups and interviews	Peer-reviewed journal article
9	Ferrari et al	2018	Gender differences in pathways to care for early psychosis	Ontario	M = 26	**African, Caribbean,** European	25 12 women (**African = 2, Caribbean = 1,** European = 9) 13 men (**African = 3, Caribbean = 3** and European = 7)	Qualitative—interviews and Focus groups	Peer-reviewed journal article

Table 1 (continued)

Number	Author(s) (Organization)	Year of publication	Title	Province / territory	Population demographics (age)	Population demographics (race)	Sample size N (demographics)	Methodology	Source type
10	Haner and Pepler	2015	"Live Chat" clients at Kids Help Phone: Individual characteristics and problem topics	Canada	12 and older	Canadian, British, French, Québécois, First Nations, Aboriginal, or Métis, White, European, or Caucasian, South, South East Asian, Asian, **Black African or Caribbean**, Southeast Asian, West Asian, Latin American	462 When given*: Canadian=208, British=53, French=25, Québécois=33, First Nations, Aboriginal, or Métis=21, White, European, or Caucasian=162, South Asian=15, Asian=37, South East Asian=18, **Black African or Caribbean=25**, West Asian=10, Latin American=12 *Total may be greater because participants can choose more than one identity	Quantitative-comparative cohort study	Peer-reviewed journal article
11	Maraj, Anderson, Flora, Ferrari, Archie & McKenzie	2017	Symptom profiles and explanatory models of first-episode psychosis in African-, Caribbean and European-origin groups in Ontario	Canada	17–41	European, **African, Caribbean**	171 White European=90, **Black African=41, Black Caribbean=40**	Quantitative-survey design	Peer-reviewed journal article
12	Pahwa, Karunanayake, McCrosky & Thorpe	2012	Longitudinal trends in mental health among ethnic groups in Canada	Canada	15 and older	British, Eastern European, Western European, Chinese, South Asian, **Black**, Other	14,713 British=37.6%, Eastern European=4.6%, Western European=36.4%, Chinese=2.4%, South Asian=1.6%; **Black=1.0%;** and Other=16.4%	Quantitative-survey design	Peer-reviewed journal article
13	Rousseau, Hassan, Measham & Lashley	2008	Prevalence and correlates of conduct disorder and problem behavior in Caribbean and Filipino immigrant adolescents	Montreal, Quebec	12–19	Quebecois, Filipino, **Caribbean-Canadian**	252 Quebecois=67, Filipino=136, **Caribbean-Canadian=118**	Quantitative - survey design	Peer-reviewed journal article
14	Shanley and Reid	2015	The impact of parents' illness representations on treatment acceptability for child mental health problems	Ontario	4–15 (study focused on parents' perceptions)	Caucasian, Aboriginal, **African American,** Chinese, and another ethnic background	487 Parents self-identified as: Caucasian=92%, Aboriginal=3%, **African American=2%,** Chinese=1%, Other ethnic background=2%	Quantitative-survey design	Peer-reviewed journal article

Table 1 (continued)

Number	Author(s) (Organization)	Year of publication	Title	Province / territory	Population demographics (age)	Population demographics (race)	Sample size N (demographics)	Methodology	Source type
15	Tranulis, Corin & Kirmayer	2008	Insight and psychosis: Comparing the perspectives of patient, entourage and clinician	Montreal, Quebec	22–43	Francophone and Anglophone Canadians, **Caribbean-Canadians**	54 (18 patients, 18 family members, 18 clinicians) Patients: Anglophone = 9, Francophone = 9, **Ghana, Trinidad, South African, Haitian, Comoro, Jamaica, Guinea, Guyana, and Algeria = 9**	Qualitative—interviews	Peer-reviewed journal article
16	Van der Ven, Bourque, Joober, Selten & Malla	2012	Comparing the clinical presentation of first-episode psychosis across different migrant and ethnic minority groups in Montreal, Quebec	Montreal, Quebec	14–30	**African and Afro-Caribbean**, Asian, Central and South American, Middle Eastern and North African, European, North American	289 Reference Group = 145, **African and Afro-Caribbean = 39**, Asian = 27, Central and South American = 15, Middle Eastern and North African = 24, European and North American = 39	Quantitative - survey design	Peer-reviewed journal article
17	Whitley	2016	Ethno-racial variation in recovery from severe mental illness: A qualitative comparison	Canada	22–69	European, **Caribbean-Canadian**	47 European = 28, **Caribbean-Canadian = 19**	Qualitative—interviews	Peer-reviewed journal article
18	Whitley, Wang, Fleury, Liu & Caron	2017	Mental health status, health care utilisation, and service satisfaction among immigrants in Montreal: An epidemiological comparison	Montreal, Quebec	15–65	Region of birth: Canada, Asia, Europe, **Latin America/ Caribbean, Africa**, Other	1823 (at T2) Region of Birth (at T2): Canada = 1332, Asia = 79, Europe = 143, **Latin America/ Caribbean = 108, Africa = 85**, Other = 34	Quantitative -longitudinal cohort study	Peer-reviewed journal article
19	Woodgate and Busolo	2018	Above chaos, quest, and restitution: narrative experiences of African immigrant youth's settlement in Canada	Winnipeg, Manitoba	13–29	**Immigrant and refugee youth from Africa**	52	Qualitative—interviews	Peer-reviewed journal article
Gray Literature									
1	Alexander (Centre for Addictions and Mental Health)	2018	Clinical practice framework for working with clients of African descent	Ontario	N/A	**African Descent**	N/A	N/A	PowerPoint

Table 1 (continued)

Number	Author(s) (Organization)	Year of publication	Title	Province / territory	Population demographics (age)	Population demographics (race)	Sample size N (demographics)	Methodology	Source type
2	Anucha, Srikanthan, Siad-Togane & Galabuzi (YouthREX)	2018	Doing right together: for Black youth: What we learned from the community engagement sessions for the Ontario Black Youth Action Plan	Ontario	N/A	**Black youth living in Ontario**	Total unknown Community engagement sessions > 1500 Community members	Community engagement sessions, written submissions, and Key informant interviews	Report
3	Black Health Alliance	2015	A sound mind: Mental health in the Black community forum report	Toronto, Ontario	N/A	**Black people living in Canada (Toronto)**	N/A	Roundtable Discussion/ Forum	Report
4	Black Health Alliance	2016	A sound mind ii: Mental health and youth	Toronto, Ontario	N/A	**Black people living in Canada (Toronto)**	N/A	Roundtable Discussion/ Forum	Report
5	Canadian Mental Health Association	2018	Bringing mental health into balance: A Mental Health Parity Act	Canada	N/A	N/A	N/A	N/A (other sources)	Report
6	F.A.C.E.S of Peel Collaborative	2015	Fighting an uphill battle: report on the consultations into the well-being of Black youth in Peel Region in 'The Black community in Peel'	Peel Region, Ontario	15–24	**Black youth**	103 Key informants=20, Black youth=23, Black residents in Peel=30, Service providers=30	Interviews with key informants, on-line survey of Black youth, focus groups with Black residents in Peel interviews with service providers	Report
7	Hasford, Amponsah & Hylton (Canadian Observatory on Homelessness)	2018	Chapter 2.4 Anti-racist praxis with street-involved African Canadian youth in Mental health & addictions interventions for youth experiencing homelessness: practical strategies for front-line providers	Canada	N/A	N/A	N/A	N/A (other sources)	Book Chapter

Table 1 (continued)

Number	Author(s) (Organization)	Year of publication	Title	Province / territory	Population demographics (age)	Population demographics (race)	Sample size N (demographics)	Methodology	Source type
8	Lovell and Shahsiah (Across Boundaries)	2006	Mental well-being and substance use among youth of colour	Ontario	15–24	Ethnic Origin— Afghan, Arab, Cambodian, **Ghanaian**, Indo-Guyanese, Iraqi, **Jamaican**, Latino, Pakistani, **Somali, St. Vincentian**, Tamil	416 Questionnaire=300 youth, Focus groups=100, Community workers=16	Mixed-methods – questionnaire, focus groups, community worker in-depth interviews	Report
9	McMurtry and Curling (Government of Ontario)	2008	The review of the roots of youth violence	Ontario	No upper limit on who should be considered a youth. Definition should go beyond the age limit for the Youth Criminal Justice Act (18), up to some point in early to mid-20 s	All youth living in Ontario, **Black youth, African-Canadians**	N/A	Youth consultations, neighbourhood insight sessions, literature reviews, governance review, local and provincial consultations	Report
10	Office of the Provincial Advocate for Children and Youth	2018	Hairstory: Rooted	Ontario	15–25	**Black**	Total unknown Dialogue sessions=130	Dialogue sessions (n=130), youth advisory committee, A.R.T.S. youth forum	Report

Table 1 (continued)

Number	Author(s) (Organization)	Year of publication	Title	Province / territory	Population demographics (age)	Population demographics (race)	Sample size N (demographics)	Methodology	Source type
11	Ontario Ministry of Children and Youth Services	2016	Because young people matter: Reports of the residential services review panel	Ontario—Thunder Bay, Hamilton, Sudbury, London, Brampton, Hamilton, Oakville, Mississauga, Toronto, Kingston, Consecon, Ottawa	N/A	All youth living in Ontario—special consideration for Black Youth	865 Youth=264	Foundational review of existing material, panel consultations with stakeholders, one-on-one consultations with youth	Report
12	Seiler, Shamonda, Thompson (DESTA Black Youth Network)	2011	Race, risk, and resilience: implications for community-based practices in the Black community in Montreal	Montreal, Quebec	17–26	**Black youth** (70% had parents born in the West Indies)	105	Quanitative-Surveys	Report
13	Shahsiah and Ying Yee (Access Alliance &Across Boundaries)	2006	Striving for best practices and equitable mental health care access for racialised communities in Toronto	Toronto, Ontario	N/A	**Racialized Communities**	40 Consumer survivors=15, Service providers=9, Policy makers, Funders, Senior management, Educators, Researchers=16)	Workshops with consumer survivors from racialised communities, service providers, policy makers, funders, senior management, educators and researchers	Report

Table 1 (continued)

Number	Author(s) (Organization)	Year of publication	Title	Province / territory	Population demographics (age)	Population demographics (race)	Sample size N (demographics)	Methodology	Source type
14	Shakya, Khanlou and Gonsalves (Access Alliance)	2010	Determinants of mental health for newcomer youth: Policy and service implications	Toronto, Ontario	14–18	Afghan, Colombian, **Sudanese**, Tamil	Total unknown Questionnaire=56 youth, In-depth interviews=10 youth, Parent interviews=5, Service provider interviews=5 6 focus groups with youth (2 w/ Afghan youth, 2 w/ Colombian youth, 1 w/ Sudanese youth, 1 w/ Tamil youth)	Mixed-methods- focus groups, interviews, questionnaire	Report

Black populations in each sample were highlighted in bold

Results

An initial database search yielded 1700 articles. After the preliminary search, data were screened for duplicates in Mendeley, after which 1176 articles remained for assessment of relevance. Articles were then uploaded into Covidence for further screening. Both authors analyzed the remaining titles and abstracts for adherence to inclusion criteria. Of the 1176 articles reviewed, 1101 were discarded, and 75 selected for full-text review. Again, the first and second authors reviewed the full texts independently, and 19 articles were included after review. If there were disagreements, both authors reviewed the article together and determined if it met the inclusion criteria.

Thirty gray literature documents were identified as being potentially relevant to the scoping review based on the title and date of publication. After a full-text review, 14 Gray literature documents met the inclusion criteria. Except for the requirement for peer-review, gray literature sources were assessed with the same criteria used for the peer-reviewed literature. In total, 33 articles and gray literature documents were included in the scoping review (see Fig. 1).

Characteristics of Sources

The research articles included in this scoping review were mainly concentrated in Ontario and Quebec. More specifically, 36.8% were conducted in Ontario (n=7), 26.3% (n=5) were located in Canada, 31.6% (n=6) in Quebec (5 of which took place in Montreal), and 5.3% (n=1) in Manitoba. For gray literature, the geographical location was more concentrated. 14.3% (n=2) of gray literature material was written or conducted with a population that lived in Canada. 78.6% (n=11) were in Ontario, of which six were in Toronto and surrounding areas, and 7.1% (n=1) were in Quebec, specifically in Montreal.

In terms of methodology, peer-reviewed studies were mostly quantitative (73.7%, n=14), while 26.3% (n=5) were qualitative in nature. The methodology of gray literature sources was more varied: 3 reports (21.45%) used a mixed-methods approach, 50% (n=7) used a qualitative approach, including community-forums, panel consultations, engagement sessions, roundtable discussions, and key informant interviews. Two sources (14.3%) relied on other sourced data to form recommendations, and one source (7.1%) used a quantitative approach with surveys. The final source was a PowerPoint presentation that did not list a methodology.

The size of research samples in the literature vary. In peer-reviewed articles, they ranged from 25 to 4,284,694 participants. Sample size reporting was not consistent for
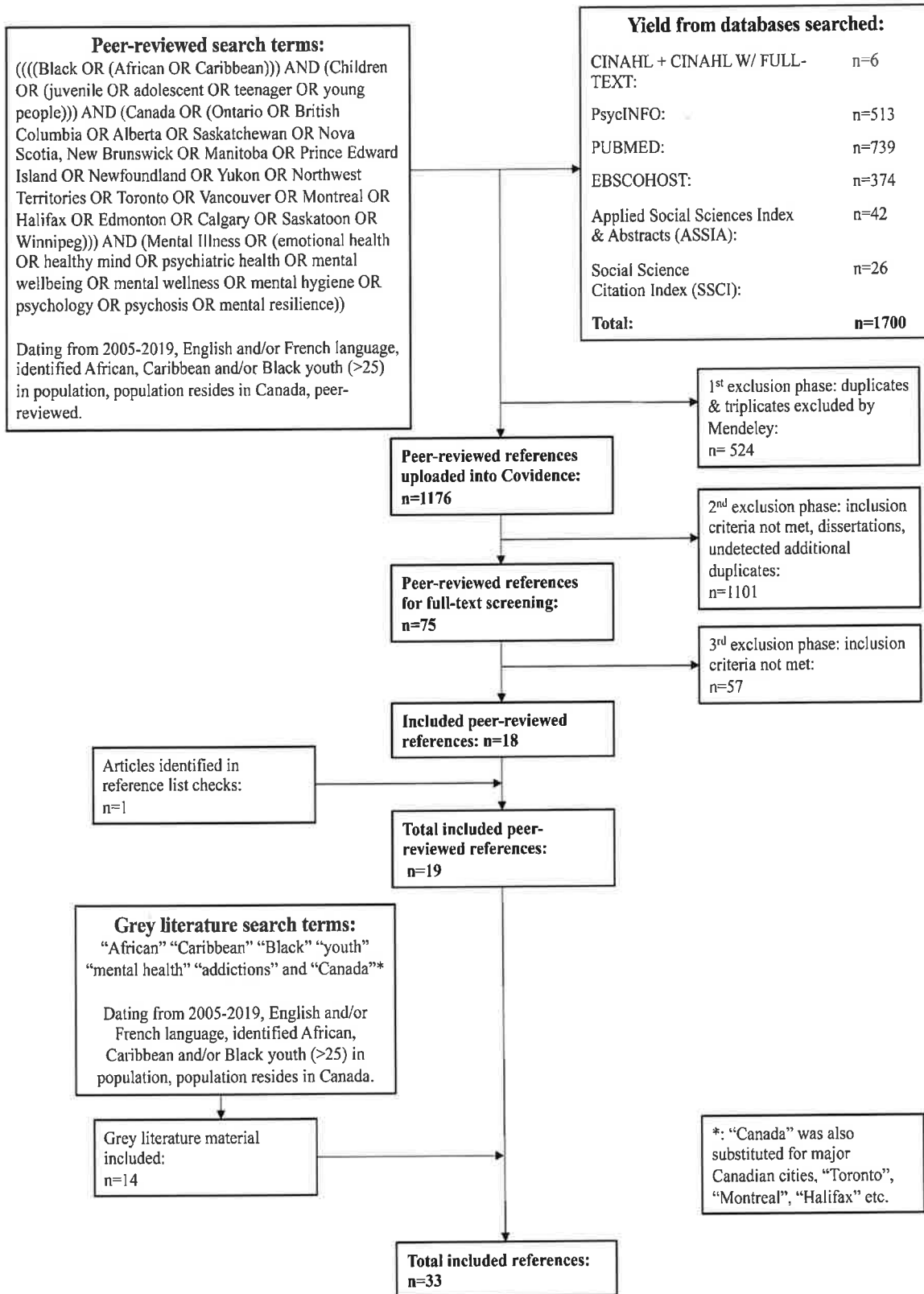
Peer-reviewed search terms:
(((((Black OR (African OR Caribbean))) AND (Children OR (juvenile OR adolescent OR teenager OR young people))) AND (Canada OR (Ontario OR British Columbia OR Alberta OR Saskatchewan OR Nova Scotia, New Brunswick OR Manitoba OR Prince Edward Island OR Newfoundland OR Yukon OR Northwest Territories OR Toronto OR Vancouver OR Montreal OR Halifax OR Edmonton OR Calgary OR Saskatoon OR Winnipeg))) AND (Mental Illness OR (emotional health OR healthy mind OR psychiatric health OR mental wellbeing OR mental wellness OR mental hygiene OR psychology OR psychosis OR mental resilience))

Dating from 2005-2019, English and/or French language, identified African, Caribbean and/or Black youth (>25) in population, population resides in Canada, peer-reviewed.

Yield from databases searched:

CINAHL + CINAHL W/ FULL-TEXT:	n=6
PsycINFO:	n=513
PUBMED:	n=739
EBSCOHOST:	n=374
Applied Social Sciences Index & Abstracts (ASSIA):	n=42
Social Science Citation Index (SSCI):	n=26
Total:	**n=1700**

1st exclusion phase: duplicates & triplicates excluded by Mendeley:
n= 524

Peer-reviewed references uploaded into Covidence:
n=1176

2nd exclusion phase: inclusion criteria not met, dissertations, undetected additional duplicates:
n=1101

Peer-reviewed references for full-text screening:
n=75

3rd exclusion phase: inclusion criteria not met:
n=57

Included peer-reviewed references: n=18

Articles identified in reference list checks:
n=1

Total included peer-reviewed references:
n=19

Grey literature search terms:
"African" "Caribbean" "Black" "youth" "mental health" "addictions" and "Canada"*

Dating from 2005-2019, English and/or French language, identified African, Caribbean and/or Black youth (>25) in population, population resides in Canada.

Grey literature material included:
n=14

*: "Canada" was also substituted for major Canadian cities, "Toronto", "Montreal", "Halifax" etc.

Total included references:
n=33

Fig.1 Presentation of PRISMA map

gray literature sources, but in sources that did report sample size, the samples ranged from 40 participants to community forums with over 1500 participants. It is important to note that not all gray literature sources secured ethical approval, as academic research and wide dissemination may not have been the intended outcome.

Study participants in gray literature sources who fell under the umbrella category of "African, Caribbean, and Black" were described as "Black," "of African descent," and others were described as belonging to "racialized communities." Descriptions included also characterized their samples by countries of origin where race had to be assumed by the authors, such as "Ghanaian," "St. Vincentian," and "Sudanese" and of "West Indian" descent (a common alternative for Caribbean). Common population descriptors in peer-reviewed articles included "African," "African-American," "Caribbean," "Black-African," "Black-Caribbean," "Black." Other descriptions included "Black," as described in the Canadian census, "Caribbean-Canadian," "Afro-Caribbean," "immigrant and refugee populations from Africa," as well as "migrant populations from Africa." Of note, many peer-reviewed articles included other populations in addition to "Black" people. Further details are noted in Table 1.

Nine sources mentioned grounding their research in a theory or approach. The most common was an anti-oppressive framework, which was used by four sources (Black Health Alliance 2015; Lovell and Shahsiah 2006; McMurtry and Curling 2008; Seiler et al. 2011). Three sources used an anti-racist approach (Hasford et al. 2018; Black Health Alliance 2015; Lovell and Shahsiah 2006). There was overlap in the use of both of the preceding theories likely because they are closely related and often draw from each other. Lastly, the use of socio-cultural theories, which related context to mental illness, was also common (Emerson et al. 2018; Tranulis et al. 2008; Whitley 2016).

Barriers to Mental Healthcare

Systemic Barriers

Many of the obstacles to care related to structural problems within the mental healthcare system in Canada. Barriers included wait times to access mental healthcare practitioners, poor access to practitioners (especially Black practitioners), and geographical and financial barriers to care. Lastly, adverse pathways to the mental healthcare system were identified as barriers.

Wait times in the mental healthcare system for Black children and youth were noted as a significant barrier. Anderson et al. (2015) found that Black-Caribbean populations waited on average, 16 months for care, more than twice the wait experienced by white patients, who waited for seven.

Black patients also had referral delays between three and four months (Anderson et al. 2015). One explanation for wait times attributed them to a lack of funding for evidence-based psychological services delivered by psychologists and other mental health professionals (CMHA 2018). Other reasons cited for wait times highlighted a shortage of mental health professionals, including psychiatrists, psychologists, nurses, and social workers (McMurtry and Curling 2008), as well as a poorly defined system of care (Lovell and Shahsiah 2006).

Poor access to mental health professionals often led to inadequate follow-up and poorer mental health outcomes (CMHA 2018). Access to family doctors is often a primary pathway to mental health and addiction services, and 80% of Canadians rely on them for mental healthcare (CMHA 2018). Still, many Black youth have poor access to family physicians (Anderson et al. 2017). Anderson et al. (2015) identified that only 35% of Black-Caribbean and 51% of Black-African participants had access to a family physician in accessing care, compared to 62% of white participants. Furthermore, family physicians play a prominent role in mental healthcare, but they may be too resource-strapped to meet mental healthcare demands adequately (CMHA 2018). Access to Black mental health professionals was noted to be of particular importance (Office of the Provincial Advocate for Children & Youth 2018). However, there remains a pronounced lack of available Black professionals in the mental healthcare sector (Shahsiah and Ying Yee 2006).

Sources cited poor access to services for Black children and youth due to geographical barriers (F.A.C.E.S. of Peel Collaborative 2015). There was a dearth of services available to low-income communities, despite the higher prevalence of mental illness within them (F.A.C.E.S. of Peel Collaborative 2015). Lack of knowledge about services also impacted care (F.A.C.E.S. of Peel Collaborative 2015). Citing prior research, the CMHA (2018) suggests that the Canadian universal healthcare system in its current state prioritizes increased psychiatric treatment for those who have higher socioeconomic status and comparatively milder psychiatric disorders. This focus further disadvantaged groups with persistent or severe mental illness.

Financial challenges were frequently noted as a barrier to care (Whitley 2016). Mental health and addiction services in Canada (except for hospital in-patient services) either require payment out-of-pocket or private insurance coverage from "good, stable employment" (CMHA 2018). The need for upfront payments for care may alienate Canadians who are un- or underemployed and cannot afford them. Similarly, medications also pose a financial barrier to care if the client has to pay out of pocket (CMHA 2018). The financial barriers to care may compound access challenges related to race, as disparities exist in accessing clinicians for Black children and youth. White participants were far more

likely to receive mental healthcare through a psychologist, likely because of their increased access to private insurance (Archie et al. 2010). These challenges may also impact the healing trajectory as financial strain was also noted as a barrier to recovery (Whitley 2016).

Black youth are underrepresented in treatment-oriented voluntary services and overrepresented in imposed services such as correctional facilities and hospitalization (Ontario Ministry of Children and Youth Services 2016). Though access to care in hospitals alleviated financial barriers to care, it is linked to decreased use and dissatisfaction with mental health services. In this review, findings suggest youth were not comfortable accessing hospitals (McMurtry and Curling 2008), which were seen as harmful to mental health (van der Ven et al. 2012) and incompatible with recovery (Whitley 2016).

Hospitalization was also associated with a lack of follow-up. Lovell and Shahsiah (2006) noted that consumer survivors often felt "regret at having sought mental health services in the first place, particularly with regards to psychiatric and hospital-based services." Unfortunately, Black youth were likely to be involuntarily committed (van der Ven et al. 2012) and to first present for treatment at hospitals (Anderson et al. 2017).

In addition to hospitalization as an adverse pathway, Black children and youth are also accessing care through the criminal justice system (Alexander 2018). In a study by Archie et al. (2010), 23% of Black youth were introduced into mental healthcare treatment by police. Black youth remain untreated for mental illness due to a lack of access to voluntary services (Ontario Ministry of Children and Youth Services 2016), underfunding of services that are culturally responsive (CMHA 2018), and stigma from within the community (Anucha et al. 2017). These untreated mental health issues are then addressed in the criminal justice system (McMurtry and Curling 2008; Office of the Provincial Advocate for Children and Youth 2018). Black youth entering care through the criminal justice system is of concern because it is ill-equipped to address mental illness, which encourages further criminalization (Office of the Provincial Advocate for Children and Youth 2018).

Practitioner Related Barriers to Receiving Care

Many challenges to receiving care were identified, including racism and discrimination in accessing care, difficulty putting anti-Racism praxis into action, and a lack of organizational support for practitioners.

Racism and Discrimination

Racism within society at large contributes to the likelihood and severity of mental illness (Anderson et al. 2015) and is an obstacle to gaining access to mental health services (Shahsiah and Ying Yee 2006). Furthermore, racism is historically entrenched in mental health pedagogies (Alexander 2018) and overlaps with the stigma of mental illness to encourage further prejudiced treatment of Black youth seeking care from mental health providers (Lovell and Shahsiah 2006).

Putting Anti-racism Praxis into Action

Many treatment programs remain Eurocentric in nature (Shahsiah and Ying Yee 2006), fail to provide culturally competent care (Archie et al. 2010), and lack understanding of the complex needs and intersecting oppressions that Black youth encounter (Office of the Provincial Advocate for Children & Youth 2018). Eurocentric care is problematic as it can reinforce stereotypes (Alexander 2018) and further silence and marginalize clients (Shahsiah and Ying Yee 2006). When Eurocentric and culturally incompetent care forms the basis of practice, the result is ineffective care that often fails to address the realities of Black clients (Shahsiah and Ying Yee 2006).

A lack of cultural understanding can have serious consequences. The consequences identified in this review included improperly diagnosing mental illness (van der Ven et al. 2012), over or under-medicating (Shahsiah and Ying Yee 2006), improperly medicating (Tranulis et al. 2008) and misunderstanding patients' cultural representations of their experiences, which often drew on religious imagery (Tranulis et al. 2008; van der Ven et al. 2012). The experiences of racism, the lack of culturally competent care and the inability to include holistic aspects of mental healthcare (Black Health Alliance 2015; Shahsiah and Ying Yee 2006) often manifested as the alienation of Black consumers and caused further distrust (Office of the Provincial Advocate for Children & Youth 2018). Moreover, mistrust of the mental healthcare system was cited as a reason for disengagement from mental health services (Hasford et al. 2018). Among immigrant and refugee youth, only 3.8% discussed seeking mental healthcare, mainly because they did not trust the approaches used (Woodgate and Busolo 2018). Lastly, cultural stigma (Hasford et al. 2018), and marginalizing stigma from healthcare professionals (Ferrari et al. 2015; Shahsiah and Ying Yee 2006) were also cited as barriers to care.

In addition to racism and discrimination impacting access to the mental healthcare system, practitioner challenges related to their organizations also presented as a barrier. When practitioners wanted to provide culturally competent care, they faced constraints related to praxis. Many

practitioners found that there was a "conceptual gap" (Shahsiah and Ying Yee 2006) between identifying the need for anti-racist praxis and implementation within the treatment paradigm. Moreover, service providers lacked the tools to provide anti-racist services (Shahsiah and Ying Yee 2006). There was also a clear need to redefine mental health to reflect a more holistic definition (Shahsiah and Ying Yee 2006). As noted, racism is a determinant of health (Mikkonen and Raphael 2010), and many organizations strive to implement anti-oppressive standards; however, practices were often conceptual and not always enforced.

Lack of Organizational Support

Similarly, a lack of organizational support was frequently cited as a barrier for practitioners wishing to provide mental healthcare to Black children and youth. Barriers for practitioners took many forms and included organizational restrictions related to funding requirements and difficulties related to challenging the way that services were delivered. Practitioners faced pushback when implementing innovative programming, and risked marginalization when they challenged current practices to better provide appropriate services (Shahsiah and Ying Yee 2006). Often, this was related to restrictions placed on organizations by funders, whose focus was on evidence-based treatments (Shahsiah and Ying Yee 2006). This focus on evidence-based treatment created tension when practitioners believed those treatments were not the most effective for their clients (Shahsiah and Ying Yee 2006).

Moreover, challenging power structures and the status quo surrounding race and treatment provision was difficult when senior employees were mostly white (Shahsiah and Ying Yee 2006). Organizations often made claims about their values and goals concerning anti-racism and anti-oppression, but changes were often surface-level, and racialized service providers remained tokenized. The surface-level implementation of changes also negatively affected the implementation of assessment tools to track client data (Shahsiah and Ying Yee 2006).

Personal and Community Barriers

Black youth may avoid or delay seeking care due to cultural stigma (Hasford et al. 2018; Whitley et al. 2017). Mental illness in the Black community is stigmatized (Whitley 2016) and simultaneously unacknowledged by the community (Anucha et al. 2017). Furthermore, in Black communities, mental illness is often attributed to religious interference (Tranulis et al. 2008). Religiosity is helpful in the development of personal schemas surrounding mental illness (Whitley 2016). However, challenges arose when spiritual forces were invoked as the sole cause of illness (Tranulis

et al. 2008), and when religious intervention was upheld as the only treatment (Ferrari et al. 2015).

Stigma intersects with the experience of racial discrimination (Shahsiah and Ying Yee 2006), which may lead Black youth to ignore signs and symptoms (Ferrari et al. 2015). Moreover, stigma often led to a lack of discussion, causing youth to look for treatment on their own or delay seeking care, in fear of judgment from their family and community (Anucha et al. 2017; McMurtry and Curling 2008) and to avoid being labeled as "crazy" or "mentally ill" (Lovell and Shahsiah 2006). As a means to self-medicate and shield their illness from family and friends, cannabis was often used as a coping mechanism (Ferrari et al. 2015). Stigma also had implications for treatment adherence (CMHA 2018; Whitley et al. 2017). Stigmatization from mental health providers was considered to be particularly harmful (Ferrari et al. 2018; Shahsiah and Ying Yee 2006) and caused patients to regret seeking treatment (Ferrari et al. 2015; Shahsiah and Ying Yee 2006).

Facilitators to Mental Healthcare

Family and friends were noted as facilitators to care and as sources of emotional support (Shakya et al. 2010). Moreover, support from family members and friends positively impacted recovery from mental illness (Black Health Alliance 2016). Studies have shown that friends or family initiated between 36 and 56% of "help-seeking," respectively (Archie et al. 2010; Ferrari et al. 2015). However, this was predicated on family recognizing symptoms and attributing them to mental illness (Archie et al. 2010).

Family involvement also has an impact on treatment adherence, particularly for younger children. For parents of children aged 4–15 with externalizing mental illness symptoms, parental belief in treatment capability, and their ability to manage this behavior impacted treatment engagement and dropout rates (Shanley and Reid 2015). However, this relied upon a family-centered approach and clinicians working to adapt treatments and strategies to include parents' perceptions. In contrast, and with a slightly older population, family involvement may cause clinicians to perceive that patients may be less in need of services, leading to less assertive follow-up, and increasing the likelihood of disengagement (Anderson et al. 2013).

As stated previously, many Black youth have challenges accessing mental health providers. However, having a "connection" to mental health service providers was identified as important to youth (Office of the Provincial Advocate for Children & Youth 2018) and was considered to be a source of "social support" (Whitley 2016). Lastly, religiosity and religious institutions were mentioned as facilitators to mental healthcare (Whitley 2016), and youth identified religious spaces as being comfortable to seek support from (Shakya

et al. 2010). Religious competence in treatment may also assist patient recovery (Whitley 2016).

Discussion

Given the importance of addressing mental health challenges in youth (Lipman and Boyle 2008) and the calls from community organizations for action on mental health in Black Canadian populations (Black Health Alliance 2016; Taylor and Richards 2019), understanding the barriers and facilitators to mental healthcare is necessary. The findings of this review respond to those calls by collecting and summarizing the breadth of knowledge concerning Black youth and mental healthcare access in Canada. Commitment to community is a driving force of this scoping review (Chambers et al. 2014). Thus, sources were drawn from both academic articles and literature created by community organizations. The findings of this review contribute to the gap of current research on this topic.

Barriers were varied and occurred at the systemic, organizational, and interpersonal levels of society. Systemic level barriers included: wait times, poor access to mental practitioners, and geographical and financial barriers to care. Often, when Black youth did access the system, it was because they were involved in the justice system, for reasons both related and unrelated to their mental health, or they were symptomatic enough to warrant outside intervention. In the treatment setting, receiving adequate care that met the needs of Black youth was also difficult. Racism and discrimination from practitioners impacted the experience of seeking care, which was reinforced by care that failed to meet the cultural needs of Black youth. Mental health providers themselves faced constraints when conceptualizing and implementing anti-racist praxis in their work. Interpersonal barriers included stigma and mistrust of the mental healthcare system. Internalized stigma and anticipated stigmatization from their broader community made it less likely that Black youth would seek out mental healthcare and often caused them to hide their mental illness. The stigmatization of Black youth who experience mental illness was compounded if they were further stigmatized by their healthcare providers, which may cause them to regret seeking treatment.

Similar to other systematic reviews on barriers and facilitators to mental health, there were very few references to facilitators to care (Gulliver et al. 2010). Moreover, what emerged in the data focused on personal-level interactions. Support from family, friends, and the broader community, religious organizations, and a good relationship with physicians were all identified as facilitators to mental healthcare. These findings echo those identified by Planey et al. (2019), which found that religion and spirituality, a supportive social network, and positive experiences with caregivers were all contributing factors that facilitated access to care. Planey et al. (2019) also identified referrals from parents, primary care physicians, and teachers as facilitators to care.

Importantly, the juvenile justice system was also identified as a facilitator to care and as the primary referral pathway reported by mothers (Planey et al. 2019). Entry into the mental healthcare system through the justice system was identified as a barrier in this scoping review. However, that may be attributed to the assertion that entering the mental healthcare system via the justice system was considered a barrier to future mental healthcare-seeking because of negative experiences of this entry pathway (van der Ven et al. 2012; Whitley 2016). Recent reports have identified that Black children and youth in Ontario often rely on the juvenile justice system to receive mental healthcare (Finlay et al. 2019). However, requiring the juvenile penal system to access care highlights the inaccessibility of the current mental healthcare system in Canada. Access to the mental healthcare system through the penal system should not be conflated as a facilitator when the ultimate result is compulsory care and potential alienation from the mental healthcare system.

Many research articles focused on psychosis or psychiatric disorders (Anderson et al. 2013, 2015, 2017; Emerson et al. 2018; Ferrari et al. 2015, 2018; Maraj et al. 2017; Tranulis et al. 2008; van der Ven et al. 2012; Whitley 2016) which can be attributed somewhat to the inclusion of articles associated with a large research study (the African, Caribbean and European (ACE) Pathways project). The ACE Pathways project had four articles which were retrieved in this scoping review. In comparison, few studies focused on anxiety or depression despite being identified as the two most common mental health disorders among youth in Canada (Malla et al. 2018). Thus, the results concerning barriers and facilitators to care may lean heavily towards psychosis, rather than the most common mental health challenges. The heavy focus on psychosis in the articles included in this scoping review highlights the need for further exploration of the barriers and facilitators to care for depression, anxiety, and other forms of mental illness.

There was a significant dearth of articles that explored the barriers and facilitators to mental healthcare for Black youth living in Canada. No articles that met the inclusion criteria focused solely on Black youth, though many articles included Black youth as part of a larger study population, representing a significant gap in available research. Particularly glaring was the lack of articles that focused on facilitators and those which focused on the specific developmental needs of Black children and youth. Furthermore, few peer-reviewed literature sources explored the barriers and facilitators to addictions care for Black youth, which may represent a more significant gap in the overall literature and treatment

focus. Seiler et al. (2011) have noted that there is a need for programs that address addictions. This need would be no different for Black children and youth.

There was also a dearth of research focused on access to mental healthcare for Black youth within Black-led community organizations. Governments have increasingly relied on Black-led community organizations to deliver mental health services (McMurtry and Curling 2008), and because of their immersion within communities, they are uniquely positioned to address mental health concerns. This gap in praxis may be alleviated as community-based participatory research (CBPR) is increasingly utilized in research (Shakya et al. 2010), but for now, the gap between action and knowledge for this population is vast, highlighting an urgent need for focus in this area.

Research conducted in partnership with Black youth or that includes Black youth as a part of the research team was also lacking. Engaging youth in the research process may increase the availability of primary research that further unpacks barriers and facilitators to care. Youth engagement may also provide insight into how current mental healthcare treatments can be adapted or created. Another evident gap was that most research lacked the use of intersectional approaches in identifying barriers and facilitators to care. Few articles explored the needs of Black youth with mental health challenges who identify as LGBTQ+. The overlapping stigmatization of racism, mental illness, and LGBTQ+ identity during the formative years requires further exploration.

There was very little insight provided into the facilitators and promoters of mental healthcare, nor was there a strong focus on research from an assets-based perspective. This analysis would be beneficial to highlight successes, especially in the context of work within community organizations. Similarly, the actions needed to define and incorporate concepts related to praxis tangibly were not apparent to practitioners. Concepts were often named, i.e., "anti-racist praxis" or "anti-oppression," but a clear representation of those concepts within the organizational structure, treatments offered, and practice standards was harder to define. Upon review, it was clear that organizations need to critically examine their internal processes, asking, for instance, "what does anti-oppression look like for organizations?" "What does anti-oppression look like for youth workers?" Appraising their internal practices and their effects on treatment provision would alleviate the gap between theory, intention, and practice.

Recommendations for Future Research

Across all sources, there appears to be a dearth of research that explores the experiences of mental illness and barriers to care for Black youth, especially those who are multiply marginalized (Emerson et al. 2018). There is a need for further peer-reviewed research on barriers to care for Black youth with anxiety, depression, and particularly those who are experiencing challenges with addictions. As well, further research into what interventions are most effective for Black youth and the efficacy of adapting current evidenced-based interventions would address some of the barriers they experience in accessing care, particularly those related to care that is not culturally competent.

Research should query the impact of racism on mental health, both from a qualitative and empirical standpoint (Anderson et al. 2017). Youth perspectives of treatment effectiveness, cultural competence, and the Eurocentric focus of treatment need to be considered (Black Health Alliance 2015; F.A.C.E.S. of Peel Collaborative 2015). Ideally, this research should use a CBPR approach and involve youth throughout the research process.

Community organizations and practitioners would benefit from research that explores and evaluates different approaches to treatment that accounts for experiences of racism and barriers to access; these treatment approaches should also be assessed for feasibility over time (CMHA 2018). The impact of racism and cultural references on the diagnosis of mental illness is of concern. Further evaluation of diagnostic criteria and treatment protocols for Black youth is necessary. Likewise, there is a need for the evaluation of current diagnostic and referral practices of organizations that want to serve Black youth and strategies to avoid adverse pathways to care and wait times. These evaluations would benefit from analysis on the impact of race-based data collection on organizational practice (Adeponle et al. 2012; Anderson et al. 2013; van der Ven et al. 2012).

Black communities have been requesting the collection of race disaggregated data for some time (Black Health Alliance 2015). Although this review did not focus on epidemiological research, the lack of any that pertains to the prevalence of mental illness and which explores which types of mental illnesses most affect this population is a glaring gap in current research concerning Black youth that live in Canada.

Implications

The articles and gray literature included in this scoping review revealed some implications for mental healthcare in Canada. Foremost, there needs to be a concerted systemic effort to ensure that Black youth are not falling through the cracks of a poorly designed system of care (Lovell and Shahsiah 2006). More funding for the Canadian mental healthcare system is needed, particularly as it relates to Canada's single-payer plan. Two aspects of healthcare have been historically not funded in Canada: prescription drugs and mental healthcare (though both are insured inside of hospitals).

Recently, the Liberal federal government announced funding for a national pharmacare program (Ballingall 2019). The findings of this article strongly suggest that a similar measure should be taken for mental healthcare.

In noting that a universal mental healthcare system would help to reduce disparities, it is necessary to consider the effects of enforced care and hospitalization. While hospitalization and its merits in mental healthcare treatment are outside the scope of this article, hospitalization was linked to decreased use and dissatisfaction with mental health services (Whitley 2016). Similarly, coordination needs to occur to prevent Black youth with mental illness from interacting with the justice system as a result of that illness, though this will require transformational change within both the mental healthcare and justice systems (Corrigan and Boyle 2003; Finlay et al. 2019).

A universal healthcare system that is expanded to include mental health would address many of the financial barriers to accessing mental healthcare (Archie et al. 2010), but it may be insufficient in addressing all disparities to access. As evidenced by existing racial inequities in accessing care in Canada (Nestel 2012), universality alone will not reduce disparities if it does not consider the effects of racism and the Eurocentric nature of mental healthcare. The findings of this review clearly show that Black children and youth require mental healthcare that is culturally responsive and is affirming of the reality of racism and other forms of oppression (Archie et al. 2010; CMHA 2018; Hasford et al. 2018; Office of the Provincial Advocate for Children & Youth 2018). For Black youth to be truly served by a mental healthcare system, Afrocentric standards of care must be implemented, and practitioners must be cognizant of the unique needs of Black children and youth to close the "conceptual gap" that currently exists (Shahsiah and Ying Yee 2006).

Funding should be earmarked to aid mental health organizations and researchers to innovate novel mental health treatments and adapt existing evidence-based practices to be culturally competent. There is also a need for more diversity in senior leadership roles in mental health organizations that may be able to allow more flexibility in mental healthcare provision.

Limitations

Despite best efforts, all studies have limitations. This study was unable to source articles from SOCindex and Google Scholar. Relevant articles may have been missed as a result. Articles written in French were also subject to inclusion, but none were retrieved in our search. Gray literature sources that would have met our inclusion criteria were likely missed; however, steps were taken to mediate this. Namely, sources were reviewed for other potential resources that met inclusion criteria. Due to the dearth in research that focused

explicitly on Black youth and access to mental healthcare, the inclusion criteria were expanded to include articles that had Black youth in their sample, even if they were not the target demographic. Thus, findings may be representative of a broader population.

Moreover, few of the articles focused on the developmental aspects of seeking care, an important consideration since Black youth are often perceived as older than they are (Goff et al. 2014) and are socialized differently (Peck et al. 2014). The lack of relevant research is indicative of the broader limitations of research concerning access to mental healthcare and Black children and youth. However, the findings represent the current state of research concerning the experiences of Black children and youth in Canada to the best of their ability.

Defining race was challenging. The term "racialized" or countries of origin were often used in place of race or ethnicity. Assumptions concerning race were often required to identify whether a gray literature document met the inclusion criteria. Moreover, though necessary, the reduction of the African diasporic populations to simply "Black" in this scoping review has implications. Much work has been done to affirm the diverse diasporic cultures and socio-political histories of African, Caribbean and Black people in Canada (Fante-Coleman et al. 2019; Maticka-Tyndale et al. 2016) and the authors are wary of oversimplifying and essentializing the "complex, blurred and sometimes blended" experiences and realities of this population (Chambers et al. 2014). However, the defining of populations is somewhat constrained by the methodology of scoping reviews (Chambers et al. 2014). The findings were shared at community outreach sessions and with community members-at-large, in addition to data-checking sessions with stakeholders of the Pathways to Care project, to ensure results reflected reality.

Conclusion

Much remains unknown about the barriers and facilitators to accessing mental healthcare for Black children and youth; Thus, the purpose of this scoping review was to address gaps in extant research on this topic. A review was conducted on sources that focused on Black youth in the Canadian context. The review yielded 33 sources. Many barriers to care were identified, including barriers at the systemic level (i.e., wait times, poor access to mental health professionals, geographical and financial barriers) and adverse pathways to care, including interactions with imposed services and hospitalization. As well, certain aspects of receiving care from practitioners posed a challenge for Black children and youth. Particularly, racism and discrimination from practitioners caring for Black youth and organizational challenges for practitioners who wanted to innovate ways of providing

care made addressing mental health in Black youth people more difficult. Lastly, personal and community barriers related to cultural stigma also hindered access to care. While there were fewer facilitators, family and community, and a connection with mental health providers were considered to aid access. The implications of these findings highlight that despite a universal healthcare system, many challenges remain for Black children and youth accessing mental healthcare. The findings suggest that the current organization of the healthcare system in Canada is detrimental to youth. Many of these challenges further implicate practitioners and organizations and highlight the importance of adapting to the needs of Black children and youth integrally. Research that focuses on Black youth that is rooted in community-based participatory research approaches is imperative. Moreover, further research should explore facilitators, developmental needs, and intersecting identities in the context of mental illness. By synthesizing and summarizing existing research, this article answers a call from the Black community in Canada and provides a basis for further research that concerns this population.

Compliance with Ethical Standards

Conflicts of interest Tiyondah Fante-Coleman and Fatimah Jackson-Best are employed by the Pathways to Care Project. Black Health Alliance is the primary stakeholder of the Pathways to Care project.

Research Involving Human and Animal Participants This article does not contain any studies with human or animal subjects performed by any of the authors.

Informed Consent For this type of study, formal consent is not required.

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Education not Incarceration: A Conceptual Model for Reducing Racial and Ethnic Disproportionality in School Discipline

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Introduction

"Ensuring that our educational system is a doorway to opportunity – and not a point of entry to our criminal justice system – is a critical, and achievable, goal."

-U.S. Attorney General Eric Holder

Among the most significant failings of the legal system for children is the extension of its retribution- and incapacitation-based criminal justice policies and practices to schools. Primary and secondary educational institutions are tasked with preparing children to be constructive, productive, and responsible members of society. Ideally, the schools provide secure places for academic and social learning and growth, including the inevitable juvenile and adolescent mistakes that accompany that process.[1,2] Adoption of punitive "zero tolerance" approaches in the early 1990s and the subsequent increase in the involvement of and reliance on law enforcement for school discipline has dramatically expanded the number of suspensions and expulsions, threatening the ability of schools to serve their primary role of educating children.[3] Such exclusionary discipline has substantial negative effects on schools and students' life outcomes.[4] Removing students through suspension is associated with *decreased* overall student achievement and perceived positive school climate.[5] Further, controlling for school and individual characteristics, students who are suspended or expelled for non-

dangerous behaviors are substantially more likely to become involved in the criminal justice system,[6] a well-documented phenomeon now widely known as the "school-to-prison pipeline."[3]

Given these long-term negative consequences, it is particularly concerning that the effects of criminalizing school discipline falls most heavily on minorities.[7] Decades of research consistently shows that students of color, particularly African American males, are at significantly higher risk for exposure to exclusionary school discipline practices, including office discipline referrals (ODRs) and suspensions.[7] Moreover, as indicated in Figure 1, a longitudinal comparison of discipline rates shows that, overall, the magnitude of that racial and ethnic disparity in school discipline (henceforth called disproportionality) is increasing.[8] Indeed, in some districts, over half of all African American males were suspended at least once each year.

Figure 1. Increase in Percentage of White and Black Students Suspended for One or More Days
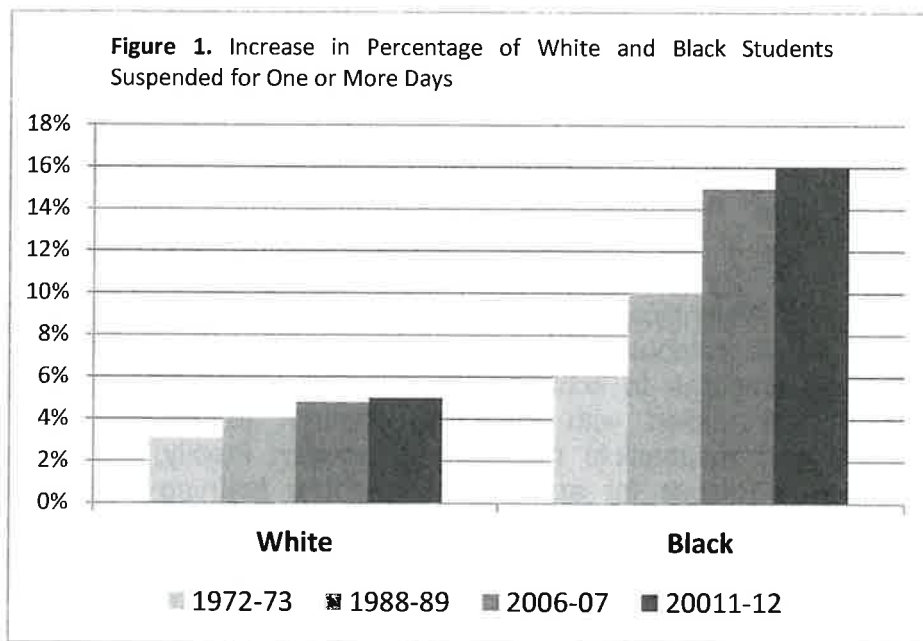
Notes: Suspension data from the U.S. Department of Education-Office for Civil Rights; 1972-73 US DOE-OCR data archived in[9].

To be sure, schools are not alone. Similar racial and ethnic disparities exist in components of the legal system that are designed to serve youth. For example, African American youth are placed in foster care at over twice the rate of white children (see National Council of

Juvenile and Family Court Judges). Similarly, the juvenile delinquency case rate for African American adolescents is more than twice that of their white peers (see National Center for Juvenile Justice). But schools are unique in the extent of their early interactions with children, their educational mission, and their potential influence as the primary intervention to prepare youth of today for success tomorrow. As a result, the US Department of Justice and US Department of Education have recognized school discipline disproportionality as one of the more significant challenges they face[9,10] (for more information see eg, Coordinating Council on Juvenile Justice and Delinquency Prevention).

A number of structural explanations for disproportionality have been proposed (eg, poverty, different base rates of problem behavior), but none have empirical support. African American students are referred and suspended at higher rates than their White peers, even after controlling for individual SES and other demographic variables.[12,13] Similarly, there is no published research demonstrating that students of color—and African American students in particular—have higher base rates of problem behavior.[8] Research by Bradshaw, et al. found that African American students were significantly more likely to receive ODRs, even when controlling for teacher ratings of their disruptive behavior.[14] The results of other research has shown that White students are more often issued ODRs for relatively objective problem behaviors, which are easily classified (eg, smoking, vandalism), whereas African American students are more often issued ODRs for more ambiguous or subjective problem behaviors (eg, disruption)[15] which require a judgment call regarding whether to refer the student. These consistent findings indicate that—although structural factors may explain some of the differences—conscious or unconscious racial bias may also play an important role in the discipline gap.

Thus, at present, there is a solid research base documenting the extent of disproportionality and many of its effects. By comparison, empirical work identifying specific malleable variables that could be acted upon to reduce disparities and testing the validity of interventions targeting them in educational settings is in its infancy. As a result, educators trying to address the issue are left with few empirically validated options to reduce disproportionality at the school level. Although some schools and districts have shown improved outcomes,[16] these results are not the norm, and without clear options, many school and district teams sometimes enact policies that have been shown to increase—rather than decrease—disproportionality, including zero tolerance policies themselves.[5] However, there is a considerable base of research from other disciplines and

domains, including social psychology and research on racial and gender bias in the workplace and legal settings, that could provide valuable guidance in schools. A careful examination of theories in the broader literature that may explain disproportionality could enhance our ability to address this critical threat to equitable education and the opportunities for children that go along with it.

The purpose of this article is constructive, to move past identification of failures of educational and legal systems in efforts to inform and improve efforts to resolve it. To do so, we offer a conceptual model of bias and discipline disproportionality based on research from educational, cognitive, and social psychology. The intent of the model is to help identify malleable variables for intervention that have not been used, as well as indicate which variables may be more effective targets for efforts to reduce disproportionality in schools. We then describe a multicomponent school-wide intervention for reducing disproportionality and enhancing outcomes for students who are culturally and linguistically diverse. Each component is designed to be implemented within—rather than supplant—current school-wide approaches. Finally, we briefly propose a line of future research to validate the model and the interventions it recommends.

Hypothesized Factors Leading to Disproportionality in School Discipline

A common understanding of disproportionality relies on a unidimensional conceptualization of bias in decision-making based on personal biases (eg, racism). The left side of Figure 2 illustrates this unidimensional conceptualization, with racial bias as the sole predictor of disproportionate discipline. In this view, to reduce disproportionality, personal racial biases must be changed (eg, through cultural sensitivity training). This approach has at least two serious disadvantages. First, it focuses solely on one variable that has been shown in many studies to be highly resistant to change. Interventions intended to reduce personal racial biases are frequently ineffective and have even strengthened existing levels of racial bias.[17-20] Second, this view fails to consider contextual variables that may be as critical to biased decision making but are much more malleable.

Figure 2: Unidimensional and Multidimensional Conceptualizations of Bias
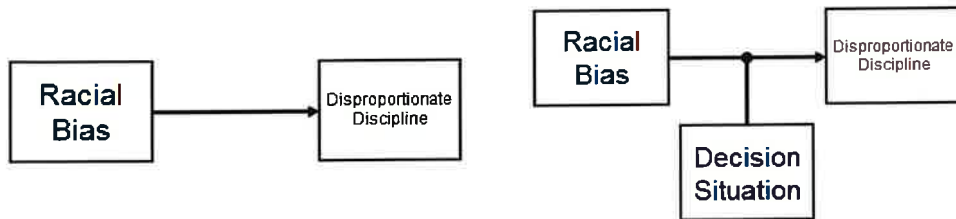
Unidimensional Conceptualization of Bias.

Multidimensional Conceptualization of Bias.

Presenting a constructive alternative, decades of social-psychological research suggest that racial bias is best considered multidimensionally.[21] The right side of Figure 2 illustrates the conceptualization under which, with no change to one's attitudes or beliefs, an individual may selectively show racial bias in different decision situations. For example, a teacher may make more equitable discipline decisions at the start of the day but be more likely to send students of color to the office at the end of the day, when fatigue affects decision making.[22] The core insight of this view is that the interaction between individuals' biases *and* the situation leads to biased decision making.[23,24] This multidimensional theory has two advantages over the unidimensional view. First, it is more accurate in predicting biased decision making.[25] Second, it facilitates identification of solutions to seemingly intractable problems.[26,20] However, the multidimensional view also requires a more precise understanding of bias and decision-making.

Different Processes, Different Racial Biases, Different Solutions

In the unidimensional view, bias is often considered to be a single personality trait. A substantial body of research from social cognition psychology, however, suggests that there are two distinct types of bias (explicit and implicit), each associated, in what are called dual-process models, with one of two different types of cognitive processing.[27,28] The first type of processing (generally known as System 1) is efficient, operates extremely quickly, and is automatic, working mostly outside of our conscious awareness. It monitors, decodes, evaluates, interprets, and otherwise tries to make some sense out of the nearly continuous input our brains receive from the environment without us having to pay attention or make any conscious decisions. The second type of cognitive processing (System 2) is what we experience as conscious attention.[29] It is relatively slow and effortful, allowing us to make controlled and deliberate decisions.

Explicit bias. *Explicit biases* operate as part of System 2. These biases are what we typically think of as racism (the consciously held belief that members of certain racial or ethnic groups are inherently inferior) and other consciously endorsed biases. Over the past 50 years, levels of overt racism have declined dramatically in the US[30] Nevertheless, some subtle (ie, non-overt) forms of explicit racial biases persist. For example, rather than believing in an inherent inferiority of members of a racial or ethnic group, an individual may profess an adherence to "traditional American values such as self-reliance, the work ethic, and respect for authority"[31, p. 438] and the belief that members of some ethnic or racial groups tend to reject these values.[32] Even after controlling for alternative predictors such as political ideology, age, sex, and income, individuals reporting these beliefs tend to object to social policies that more commonly support African Americans[33] and instead favor punitive criminal policies (eg, three-strikes laws) that disproportionally harm them.[31] Evidence of explicit bias in the school discipline context may be seen in the relation between school rates of disproportionality and the principal's endorsement of exclusionary discipline and zero tolerance policies.[34]

Because explicit biases operate as part of System 2 and therefore rely on consciously held values, their effects on judgment and decision-making are resistant to change.[35] Consistent with this theory, a range of studies show that interventions commonly used in schools (eg, cultural sensitivity training, explaining the value of diversity), have little to no effect on levels of disproportionate treatment.[18,19,20] By comparison, structured, top-down policy interventions that are implemented with the overt support of and accountability to administrators are more likely to reduce the effects of explicit bias. For example, a meta-analysis of intergroup contact (eg, school integration) found that interventions implemented with strong intra-institutional support, which limits the ability of individuals to avoid the intervention, were substantially more effective in reducing racial and ethnic discrimination.[36]

Implicit Bias. Implicit biases are associated with System 1 (ie, efficient, automatic) cognitive processing. Rather than conscious endorsement, they have their roots in generalized associations formed from systematically limited experience or exposure (eg, regular experience with male but not female surgeons or female but not male kindergarten teachers may lead an individual to assume as a default that surgeons are male and teachers of young children are female, even though that individual may know some exceptions and support gender equity).

Consistent with the functioning of System 2, given the various limitations on our ability to process information and the inferences that are used to function in a fast-paced world, these associations (eg, stereotypes) act as shortcuts that help us to navigate the complexity of the world.[22] In doing so, they can bias perception, judgment, and decision-making without our conscious knowledge or intent.[37, 38] This phenomenon is particularly true when people do not or cannot act deliberately, such as, "when a perceiver lacks the motivation, time, or cognitive capacity to think deeply (and accurately) about others."[39, p. 105, 21] Thus, however egalitarian their values, individuals' implicit biases are more likely to affect their decisions when the structural demands of a situation exceed the available information (eg, judgments that are inherently difficult, subjective, or ambiguous[40]), or when cognitive resources are limited (eg, when decisions must be made quickly or individuals are physically or mentally fatigued[22, 41]).

Implicit biases, such as those favoring Whites over African Americans, are typically measured in a way that does not allow for conscious deliberation (eg, reaction times in a highly speeded task or associations with ambiguous stimuli). Performance on such measures predict a wide variety of behaviors,[38] including the tendency for pediatricians to recommend pain medication at lower rates for African American children than White children with identical symptoms,[42] discrimination against Arab-Muslim[43] and obese[44] job applicants, the extent to which labor arbitrators decide disputes in favor of women,[45] and how much force police officers use when arresting children of color.[46]

In the educational context, van den Bergh and colleagues[47] measured the explicit and implicit ethnic biases of a sample of elementary school teachers, along with their academic expectations for their students. In addition, the researchers obtained the students' ethnicity, gender, socio-economic status, and standardized test scores. Controlling for student gender and socio-economic status, their analysis showed that teachers' implicit, but not explicit, biases predicted the extent of the achievement gap between the teachers' non-minority and minority ethnic students on the standardized tests. This effect was mediated by the lower expectations the teachers had for their ethnic minority students. Similarly, evidence that disproportionality is greater for discipline decisions related to more ambiguous or subjective student problem behaviors,[48] which require teachers to make an inference or judgment call rather than rely on objective criterion, suggests that implicit bias also affects school discipline decisions.
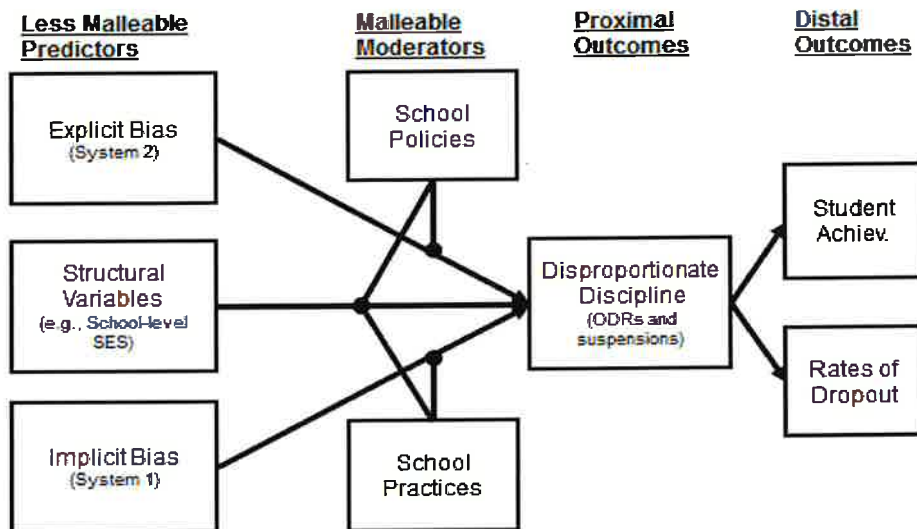
Because implicit bias can affect decision-making outside of conscious awareness, it can be difficult for individuals to know when and

how to correct for it, even when they want to do so. Thus, in ambiguous or snap judgments, which facilitate the operation of implicit bias, simply making people accountable for making unbiased decisions, without more support, has been shown to be ineffective in reducing implicit bias in gender discrimination.[45] Providing specific guidance as to how to make unbiased decisions in these situations, however, allows people who are motivated by equity to be unbiased.[20,49,50] In addition, implicit biases also tend to be widely shared within society, even among members of minority groups.[51] Consistent with this research, interventions that rely upon ethnic matching, such as hiring more non-White teachers and administrators, although laudable for many reasons, have not always been shown to remedy the problem.[14] Even so, there are indications in other fields that focusing on counter-stereotypical examples (eg, positive African American role models) can moderate implicit biases.[20]

A Conceptual Model of Factors Leading to Disproportionality and Potential Moderators

The dual-process perspective has direct implications for addressing explicit and implicit bias through multicomponent interventions. Figure 3 presents a conceptual model of variables related to disproportionality. Across the center, structural variables (eg, school demographic characteristics, poverty, level of parental education) predict disproportionate discipline, leading to reduced levels of student achievement and increased rates of dropout (and eventually, increased contacts with the justice system). Drawing on the multidimensional conceptualization of bias, disproportionality is also predicted by explicit and implicit bias. The effects of these less malleable predictors may be moderated (ie, strengthened or weakened) by school policies and practices, with top-down policies moderating the effects of explicit bias, effective school and classroom practices moderating the effects of implicit bias, and both partially moderating the effects of structural variables. Thus, although certain structural conditions and biases may themselves be difficult to change, the model shows that understanding how they work is fundamentally necessary for identifying interventions that are most likely to reduce or eliminate disproportionate discipline, thereby improving student engagement, achievement, and opportunity.

Figure 3: A Conceptual Model of Disproportionality

Less Malleable Predictors

Explicit Bias (System 2)

Structural Variables (e.g., School-level SES)

Implicit Bias (System 1)

Malleable Moderators

School Policies

School Practices

Proximal Outcomes

Disproportionate Discipline (ODRs and suspensions)

Distal Outcomes

Student Achiev.

Rates of Dropout

The conceptual model stresses how particular interventions may be effective or ineffective in reducing disproportionality. From the literature, effective top-down policies (eg, evaluating administrators and teachers based on levels of disproportionality) are more likely to mitigate the effects of explicit bias. By comparison, policies without direction and accountability (eg, inclusion of an equity goal into a school's mission statement but without any strategies for enactment) are unlikely to make any difference. Moreover, policies that are effective for explicit bias will not necessarily reduce the effects of implicit bias.

For implicit bias, the model describes that school practices are the best targets for intervention. For example, practices that involve creating clear guidelines for what incidents should be handled in the classroom versus issuing an ODR should reduce ambiguity in decision situations, and as a result, the influence of implicit bias. However, some policies that take decision making out of the hands of school personnel (eg, zero tolerance policies) may also exacerbate the effects of explicit bias, making the problem worse. Finally, practices that involve defining and teaching students what is expected of them, including how to relate to adults and each other, may moderate the effects of both implicit bias (by adding clarity to interactions) and some structural variables, such as poverty (by educating students who may not have the knowledge or skills necessary to discern and navigate the behavioral norms in a school setting).

Vulnerable Decision Points in School Discipline

A potential intervention for reducing the effects of implicit bias on disproportionality is to provide guidance in making unbiased discipline decisions in ambiguous or snap-decision situations. General guidance (eg, telling school personnel to be less biased) is not effective, but specific guidance may aid in such situations.[20] Efficient and effective development of specific guidance requires a set of empirically-derived vulnerable decision points on which to focus training and implementation. For this article, we use the term *vulnerable decision points* to mean contextual events or elements of the immediate situation (eg, teacher decision to refer to the office, administrator decision to suspend) that increase the likelihood of bias affecting discipline decision making. These vulnerable decision points *momentarily* increase the likelihood that an adult will make a biased discipline decision. Many decisions to refer a student to the office involve snap judgments (invoking System 1), but some decision points may be more vulnerable to bias than others.

The literature identifies some decision points that are most vulnerable to implicit bias and may be consistent across a range of schools. In general, implicit biases tend to affect decisions that involve more uncertainty, ambiguity, or discretion. Consistent with the results of prior research,[15,52] there is more likely to be disproportionality (particularly for African American students) in ODRs and suspensions for more subjective problem behaviors. In addition, time of day, representing onset of hunger or mental fatigue, has been shown in other fields (but not yet tested in education) to increase bias in decisions.[22, 41] Extrapolating to educational contexts, there may be more disproportionality in ODRs before lunch or at the end of the school day. Similarly, disproportionality may be more likely at the end of the week and end of the school year, when fatigue and stress tend to increase. Further, disproportionality could be greater for ODRs outside of the classroom because they are more often issued by adults who are not familiar with students (ie, no personal connection) and thus more likely to rely on potentially negative racial or ethnic stereotypes than individualized knowledge about the specific student.[53] At the school level, structural variables (eg, grade levels served) may also influence implicit bias. For example, physically mature high school students may be perceived as more threatening to teachers, evoking more use of ODRs.[54]

A Proposed Multicomponent Intervention to Prevent and Reduce Disproportionality

The existing research and our conceptual model make it clear that that no single strategy may be sufficient to produce substantive and sustainable change. As such, we propose here a model with the assumption that multiple components may be needed, but not all components may be necessary in all schools. Our goal is to propose a set of intervention components that fit with the conceptual model proposed above, may spur the design of additional interventions addressing disproportionality and stimulate new research efforts on this issue.

Discipline disproportionality results from an interaction between the behavior of students and the behavior of adults within schools. An "opportunity" for disproportionality exists when an adult acts on the assessment that a student's behavior is unacceptable. Adults both identify a student's behavior as unacceptable and assign a disciplinary response. Both of these adult behaviors expose opportunities for disproportionality. We propose a comprehensive, multicomponent approach to reducing disproportionality in schools with three major goals: (a) to prevent situations that can lead to disproportionate discipline, and, when such situations occur, reduce the likelihood that (b) explicit bias or (c) implicit bias will influence the outcome of the situation.

Prevent Situations that Can Lead to Disproportionate Discipline

An obvious, but under-valued, component of any effort to reduce disproportionality is developing school-wide systems of academic and behavior support that reduce the likelihood of behavior judged unacceptable by adults. This approach includes both reducing student behavior that is genuinely unacceptable and developing shared expectations that help both students and adults differentiate between behaviors that are appropriate and inappropriate for school. If we can reduce the opportunities in which students may be sent to the office, we can reduce risk for disproportionality. Two major approaches in this regard are (a) effective academic instruction and (b) school-wide positive behavioral interventions and supports.

Use effective instruction to address the achievement gap. Academic skill deficits are associated with increased risks of problem behavior and exclusionary discipline, but providing quality instruction can mitigate the behavioral risks for students who enter school with academic challenges.[55] Because of the well-documented academic achievement gap between students of color and White students,[56] ameliorating it may reduce disproportionality. As such, focusing on delivering high quality

academic support to all students with academic deficits may simultaneously increase academic success and reduce their risk for ODRs and suspensions, reducing the additional risk for disproportionality based on academic failure.

School-wide Positive Behavioral Interventions and Supports (SWPBIS). SWPBIS also holds promise as a prevention strategy for limiting the likelihood of opportunities for disproportionality. SWPBIS focuses on improving behavior by teaching students pro-social skills and redesigning school environments to discourage problem behavior.[57] Core features of SWPBIS include (a) teaching a small set of positive, school-wide behavioral expectations to all students, (b) establishing a regular pattern in which all adults acknowledge and reward appropriate student behavior, (c) minimizing the likelihood that problem behaviors will be inadvertently rewarded, and (d) collecting and using behavioral data to guide whole-school support efforts. SWPBIS also incorporates a multi-tiered system of support so students needing more intensive support gain access to increasingly individualized support options. We recommend adopting a flexible, systems-level approach such as SWPBIS because it (a) is effective in reducing the use of exclusionary discipline (eg, ODRs and suspensions), (b) can be adapted to improve its fit with specific school and community cultures, and (c) provides the systems-level capacity for schools and districts to implement and monitor additional interventions to reduce disproportionality.[58]

SWPBIS is particularly relevant to the challenge of disproportionality because of its focus on establishing a clear, consistent, and positive social culture. Identifying and teaching clear expectations can reduce ambiguity for both students (eg, it is not assumed that all students know how to be respectful at school) and adults (eg, expectations and violations are clearer, reducing ambiguity). The whole-school emphasis within SWPBIS also increases opportunities for both students and adults to see appropriate behavior modeled for them. In addition, systems for identifying and acknowledging positive behaviors by students, particularly students of color, may be particularly effective for countering the default formation and operation of negative stereotypes.[20,59]

Effects on disproportionality. Although the effects of SWPBIS on academic achievement and behavior have been well documented,[60] research to date on the effects of SWPBIS on disproportionality have been promising but inconclusive. In descriptive case studies, SWPBIS is associated with reduced overall rates of ODRs and suspensions in

schools in which the vast majority of students were non-White.[61,62] Other descriptive studies have shown larger proportional reductions in suspensions for African American than White students.[63] And a longitudinal, national evaluation of 69 elementary schools showed that through implementing SWPBIS, ODRs decreased over time for each racial/ethnic category.[64] There is also quasi-experimental evidence that SWPBIS may reduce the extent of disproportionality. Vincent and colleagues[65] found that disproportionality was statistically significantly smaller in schools implementing SWPBIS than those not implementing SWPBIS. Notably, however, disproportionality was not eliminated. The results of other studies have been mixed, with implementation of SWPBIS, or certain components of it, being shown to reduce disproportionality in some settings, grade levels, or both, but ineffective elsewhere.[59,65]

Consistent with the conceptual model and multi-dimensional perspective, our view of the evidence is that typical implementation of SWPBIS has promise for reducing discipline disproportionality, but, to the extent it is not specifically targeted towards the different sources of disproportionality operating in a particular school (eg, structural factors, explicit bias, implicit bias) it is unlikely to be as effective as it can be or to eliminate disproportionality completely. As such, typical implementations of SWPBIS may function as an efficient first step toward reducing disproportionality, but may require additional strategies in some settings.

Additional strategies. Two additional strategies are of special relevance for SWPBIS and disproportionality. First, it is important to develop school-wide expectations with active involvement of families, students, and the community. SWPBIS involves defining what behavior is and is not appropriate in educational settings and establishing consequences for adherence to or deviation from such behavior. When a school's systems (eg, expectations, matrix examples, acknowledgment systems) differ from those experienced by students outside of school, they are particularly vulnerable to exclusionary discipline. Students with challenging home lives, for example, may not know what behavior is expected or have the skills needed to do it. Similarly, those who are not from the dominant culture may be more likely to exhibit behavior that is perceived as respectful (or neutral) by them and their families but is viewed as problem behavior by other students and adults in the school.[66] The resulting discontinuity, in which behaviors of students who are economically and socially disadvantaged or culturally diverse are systematically labeled as norm-violating, can lead to disproportionality that institutionalizes explicit bias as well as the stereotypic associations that

support implicit bias. Such mismatches may be reduced by examining and exploring school expectations with community representatives to ensure that they are congruent with those of local families and the greater community. Second, because focusing on counter-stereotypical examples tends to reduce bias,[20] a strategy that may be helpful is *counter-stereotypical acknowledgment.* This strategy includes actively encouraging the use of the school's SWPBIS formal acknowledgement system for students from groups with disproportionate ODRs.[59] This small change could (a) make school more reinforcing for these students and (b) help school personnel recognize more appropriate than problem behavior from students, changing their underlying assumptions, biases, and ultimately perceptions of ambiguous student behavior.

Reduce Effects of Explicit Bias

Although it is reasonable to provide professional development to address explicit bias (eg, cultural responsiveness training), such strategies have not been shown to reduce biased behavior.[19,20] Instead, formal policies and procedures may be more effective.[67,49] Promising policies include: (a) regular collection and reporting of discipline data disaggregated by race and (b) district policies that support equity and have accountability.

Collect and use disaggregated student data. The single most efficient process for achieving a valued outcome within a complex system is to define measure and report progress toward achieving that outcome on a regular cycle.[68] Any school or district committed to reducing disproportionality should consider establishing data systems that allow disaggregation of student data by race. Some discipline data systems for entering and analyzing office discipline referrals and suspensions, such as the School-wide Information System (SWIS), can automatically produce disproportionality data for identifying and monitoring the extent of disproportionality. Risk indices or risk ratios (which are easily calculated from risk indices) are common metrics for assessing disproportionality.[69] Like the "diversity dashboards" recommended for traditionally male-dominated businesses to motivate and track the effectiveness of programs to ensure gender equality,[70,71] these data can easily be added to monthly school team meeting agendas, as well as built into district and state accountability systems. The National Technical Assistance Center on PBIS has developed a guide for using school discipline data to assess and address disproportionality.[72]

Develop district policies with accountability for disciplinary equity. Many schools and districts include a commitment to educational equity in their mission statements. However, research shows that this strategy alone is ineffective.[19,20] Instead, policies that state this commitment but have clear steps to achieve equity and accountability for taking these steps are needed.[67,49] Although there is little research testing these insights in schools, we believe that policies that are more likely to be effective include three key components. First, the mission statement can include a prominently stated commitment to equity. This institutional commitment to equity nullifies any ambiguity and provides the authority for both personal and organizational self-assessment. Second, the policies include clear, actionable procedures for enhancing equity (eg, remove harmful practices, data collection, hiring preferences, professional development). Hiring procedures should include a preference for individuals with a commitment to educational equity. Professional development investment should include opportunities for personnel to assess the cultural responsiveness of their overall school culture and their own instructional practices. Third, the procedures should have true accountability, such as inclusion of training attendance and equity outcomes into administrator and teacher evaluation processes in order to reduce opportunities for individuals with high explicit bias to act on them.[36]

Reduce Effects of Implicit Bias

As the model describes, different strategies may be needed for addressing implicit, or unconscious, bias. Because implicit bias is more likely in some situations rather than others,[15] a necessary precursor of effective implicit bias intervention is to identify the situations (ie, the vulnerable decision points) that are most likely to be affected by implicit bias. Once identified (either through national or school-specific analyses[72]), a few strategies can be used to address bias in these specific situations.

Identify school-specific vulnerable decision points. School teams can assess their vulnerable decision points if their discipline data system allows drill downs of situational information regarding each incident of problem behavior (eg, student, grade, problem behavior, date, time of day, referring staff) and the administrative consequences (eg, suspensions). Teams can use these data with their risk indices and ratios to identify specific situations where disproportionality is more likely to occur.[72]

Reduce ambiguity in discipline procedures. Once these decision points are identified, school or district staff can examine their ODR definitions and processes (eg, definitions of defiance, distinctions between classroom and office managed behavior) to reduce ambiguity in these specific decision points. Decision points with more ambiguity (eg, vague procedures) are more likely to result in biased decisions.[20] As a result, this strategy can be useful when relying on national research (eg, responding to subjective behaviors) but is more likely to be effective if decision points are derived from the school's own data regarding where disproportionality is most likely to occur.

Teach neutralizing routines for vulnerable decision points. In addition to clarifying procedures, research indicates that it may be effective to use the school's data to teach school personnel to identify when they are in a vulnerable decision point (eg, fatigued, unfamiliar student, subjective behavior) and use a self-review routine just prior to a making a discipline decision. Such if-then routines, frequently called "implementation intentions,"[73] may neutralize the likelihood of disproportionate discipline from implicit bias, especially in situations that are chaotic, ambiguous, or seem to demand snap judgments.[20] Establishing neutralizing routines requires that the school staff identify a specific set of vulnerable decision points and develop a brief set of self-instructed questions and alternatives for all staff to use in discipline decisions. Although there is no research in education regarding specific language to use, research in law enforcement suggest that short if-then statements are most effective. One example may be the following: "Is this a vulnerable decision point? If so, use [predetermined alternative strategy] to keep this student in class." Much more research is needed to validate and understand these procedures, but preliminary studies employing neutralizing routines are encouraging.[73]

Conclusion

Disproportionality in school discipline remains a pressing problem, with devastating consequences in terms of school completion and incarceration. Rather than focusing solely on less malleable factors, our multidimensional approach provides significant guidance by identifying more malleable intervention targets, such as decision situations that are more prone to bias, and shows how certain policies and practices may reduce the effects of bias on decision making. Further work will be necessary to validate this conceptual model and test the proposed

intervention components it suggests, including those outlined here, with a formal and substantial program of research. Doing so will establish an evidence-based framework for more precise—and thereby, more efficient and effective—interventions to reduce disproportionality in school discipline.

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RacialProfiling

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and institutional white power and privilege, I am perfectly safe and I can handle it. If I cannot handle it, it's on me to build my racial stamina.

2. Thank you.

The above guidelines rest on the understanding that there is no face to save and the jig is up; I know that I have blind spots and unconscious investments in white superiority. My investments are reinforced every day in mainstream society. I did not set this system up but it does unfairly benefit me and I am responsible for interrupting it. I need to work hard to recognize it myself, but I can't do it alone. This understanding leads me to gratitude when others help me.

In my workshops, I often ask the people of color,

> *"How often have you given white people feedback on our unaware yet inevitable racism and had that go well for you?"*

Eye-rolling, head-shaking, and outright laughter follow, along with the general consensus of never. I then ask,

> *"What would it be like if you could simply give us feedback, have us graciously receive it, reflect, and work to change the behavior?"*

Recently a man of color sighed and said,

> *"It would be revolutionary."*

I ask my fellow whites to consider the profundity of that response. Revolutionary that we would receive, reflect, and work to change the behavior. On the one hand, it points to how difficult and fragile we are. But on the other hand, how simple taking responsibility for our racism can be.

IMPORTANT NOTICE

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Racial Profiling

A Special BCCLA Report on Racial Profiling in Canada

The B.C. Civil Liberties Association: Working to End Racial Profiling

Racial profiling is bad policy. Although promoted as improving security, it has not been demonstrated to do that. To the contrary, it decreases security, including by undermining the respect to which each member of society is entitled and weakening the fabric of our multicultural democracy. Under a regime employing racial profiling, travel by those who fit the suspect profile is impeded. The right to leave home and move freely without harassment and scrutiny is infringed or denied. That infringement extends not just to social and commercial activities, but also participation in democratic processes, including exercising the right to vote and the right to attend and participate in the debates of the day. Further, by heightening racial tensions, racial profiling affords a free pass to those who would destabilize society by accentuating differences among citizens as a basis for unequal treatment. The social cost arising from such steps ought not, and cannot, be measured in money. For the BCCLA, racial profiling's remarkable costs to our democratic life as Canadians, as well as to our safety and the safety of others we care about, are inexcusable.

On May 12, 2007, with the generous support of the Law Foundation of British Columbia, the BCCLA welcomed some of the foremost thinkers on the issue of racial profiling to the Wosk Centre for Dialogue. Guests of the Association that day included esteemed immigration and human rights lawyer Barbara Jackman; scholar and future BCCLA board member, University of Windsor Associate Professor Reem Bahdi; Pritchard-Wilson Chair in Law and Policy at the University of Toronto, Kent Roach; RCMP Chief Superintendent Richard Bent; criminology scholar, Professor Scot Wortley, also of the University of Toronto; leading minds in the area of

Rob Holmes
BCCLA President

racial profiling policy, Professor Frances Henry and Carol Tator of York University and Daniel Moeckli, an Oberassistent in Public Law at the University of Zurich and a Fellow of the University of Nottingham Human Rights Law Centre.

All of the guests of the Association welcomed that day produced papers for presentation at the conference that caused a great deal of public discussion and debate on the issue of racial profiling, an issue that even then was struggling to find broader recognition as a harm to public security as well as a harm to the participation of many groups in the fulsome debate and struggle of our democratic process. The BCCLA pledged that day to publish the presented papers and make them widely available, and the happy day has finally come that we have made good on that promise.

Given the time that has passed since the date of the conference, we are very pleased to make these papers available together with an update from BCCLA board member Reem Bahdi. Most of the papers' authors took the opportunity presented by the publication of their papers to update their findings and conclusions to make them relevant to Canada in 2010. We greatly appreciate their time and effort in the first, and now this second, go around.

The BCCLA remains resolutely opposed to racial profiling. To that end we trust that this collection of papers enlivens and informs debate, enlightens readers to nuances of the issue, and encourages people to become involved with the BCCLA. Our work towards eliminating racial profiling is ongoing. Educating the public about the issues and encouraging government and police officials to show due respect for the rights and liberties of all remains our chief concern. Thank you for your continuing interest in our work.

Setting the Stage:
An Introduction to Six Papers on Racial Profiling
March 2010

Reem Bahdi[1]

mar Farouk Abdulmutallab's failed attempt to ignite a bomb on Christmas Day, 2009, as Northwestern flight 253 descended to the Detroit airport has spurred a new round of debate over the efficacy of racial profiling as a national security strategy. In May 2007, in Vancouver, B.C., the BC Civil Liberties Association (BCCLA) held a public conference on racial profiling. Questions of racial profiling–broadly understood as profiling on the basis of race or religion – had hardly received the attention it deserved at the time and the Association's board felt that it was important to encourage a public and open dialogue on the issue. To that end, they invited a number of experts to share their opinions about racial profiling and national security. The papers commented on here reflect the range of papers presented at the Vancouver conference.

While some considerable time has passed since the 2007 conference, the problem with profiling and stereotyping in Canada has yet to be adequately addressed. For example, both the O'Connor and Iacobucci commissions of inquiry found that national security agencies had improperly labelled four Arab Muslim men an imminent threat to Canada and wrongly linked them to Al Qaeda. These labels, according to both Commissioners, were inflammatory and lacked investigative foundation. While the commissions condemned the labelling and, in the case of the O'Connor Commission, provided important policy statements against profiling, they did not offer a sustained analysis of whether racial profiling or stereotyping came into play based on the facts before them.

In a continuing effort to encourage greater discussion of the meaning and consequences of racial profiling, the BCCLA board decided to make the 2007 conference papers available to readers on the Association's website. In the Summer of 2009, the Association adopted a policy paper on racial profiling in which it committed to work against racial profiling by, among other things, contributing to public education on the subject. A number of the authors who participated in the 2007 conference were invited to update their papers over the Spring and Summer of 2009. By making these papers available, the BCCLA aims to promote public education about this pressing topic. This short essay is meant to "set the stage" for the reading of the five papers that are available on associated web pages.

The authors who wrote the papers represent various disciplines, perspectives and experiences. They all agree that racial profiling cannot be tolerated in a multi-cultural society and accept that racial profiling is not an effective law enforcement strategy. However, they take different positions about whether profiling is, in fact, practiced in Canada and have different reasons for rejecting profiling.

Reg Whitaker begins his paper, *Profiling: From Racial to Behavioural to Racial?*, with a profound and eloquent observation: racial profiling inevitably reflects society's fault lines. He reviews the logic, feasibility and effectiveness of adopting "behavioural profiling" as a security-screening device at airports. He emphasizes that behaviour profiling can shade into racial profiling. Adopting Ben Gurion Airport in Israel as his test case, he notes that behavioural profiling *works*, but

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the attendant human rights costs are too high for most societies to absorb because behaviour profiling becomes mingled with racial profiling in practice.

In presenting his analysis, Whitaker posits a trade-off between human rights and security. Some might argue that the trade-offs are worth it. Whitaker is more cautious. He concludes that behavioural profiling cannot be dismissed because it has some predictive value, although great care is required in adopting and implementing profiling policies:

> *Perhaps the most useful advice is to urge moderation and restraint. If the racial and religious elements of behavioural profiling can be handled with extreme caution and circumspection, within a framework that insists upon respect for human rights and non-discrimination, behavioural profiling may prove to be a risk-management device that offers some additional security. But it does negotiate a fine line, with an ever-present downside.*

Whitaker acknowledges some of the inefficiencies and harm associated with profiling, but remains committed to the presumption that profiling, at some level, can have predictive value. He notes, for example, that terrorist attacks against an Air India flight that originated in Canada might have been averted if a behaviour- profiling policy had been in place:

> *When passenger "M. Singh" showed up at the Canadian Pacific ticket counter in Vancouver with a demand that his bag be interlined² to Air India flight 182 departing from Toronto Pearson, even though he had no confirmed ticket for that flight, a series of warning flags should have been applied. The expensive ticket had been purchased at the last moment in cash; the passenger name had subsequently been changed; and "M. Singh's" manner in demanding the improper interlining of his bag was aggressive and bullying. All these anomalies should have singled out "M. Singh" and his bag for police attention, and the lives of 329 people would have been spared. Tragically, the harried*

> *CP ticket agent, against her better judgment, against airline rules, and to her lifelong regret, gave in and unwittingly allowed the fatal bag to proceed.*

Whitaker strives, admirably, to take both sides of the debate seriously. He does not, however, engage with those who question that human rights and security need be traded off against each other. As I discuss in my own contribution to this collection, scholars like Bernard Harcourt, author of *Against Prediction,* point to the substitution problems and evasion opportunities occasioned by racial profiling. Harcourt and others reject the security versus human rights trade-off that frames much of the profiling analysis because they have not been convinced that profiling *does* lead to security (though it clearly violates human rights). Their logic is simple: if there is no evidence of the security gains attributable to profiling, then there is no need to ask whether the human rights losses are worth it from a security perspective. Consider Air India, for example. While behavioural profiling may have prevented the bombing by drawing attention to the irate and insistent behaviour of the bomber, one needs to consider whether adherence to racially-neutral airline policies in place at the time would have achieved the same results.

Other important questions remain unanswered in the paper as well. Whitaker draws his conclusion that profiling works largely from his briefings with Israeli security officials and his tours of the main Israel terminus, Ben Gurion Airport. As he notes, there have been no terrorist attacks at Ben Gurion or on the Israel airline, El Al. This is certainly an impressive claim. However, one should be very cautious in concluding that profiling therefore works in the short- or long-term as a counter terrorism measure. Israel's profiling practices extend beyond far beyond Ben Gurion. Israel's laws and policies define the behaviour and limit the mobility of individuals according to race and religion through an elaborate system of controls and screening devices that include check points, walls, gates, trenches, towers, road blocks

and by-pass roads – access around, through or on these structures is explicitly defined by race and religion. Yet, Israel is nonetheless subject to terrorist attacks. Clearly profiling does not work in these contexts. Indeed, one might wonder whether animosity and conflict are exacerbated rather than thwarted by the very system of racial and religious profiling and controls that purportedly aim at security. In all fairness to Reg Whitaker, his paper does not purport to answer all questions – it is simply intended to set out the parameters of the debate. My own observations are intended to broaden those parameters.

My own contribution to this collection, authored with Olanyi Parsons and Tom Sandborn, takes the form of the *BCCLA Position Paper on Racial Profiling* as adopted by the BCCLA board. The paper surveys the experiences of Blacks, Arabs, Muslims and Aboriginal peoples with profiling in Canada, but it does not purport to offer an exhaustive overview of racial-profiling practices or the communities that are affected by it. The paper sets out the various arguments advanced by proponents of profiling such as the claim that it proves to be an invaluable risk-assessment tool. A question often repeated by those who support profiling is: Since all the men involved in the September 11 attacks were Arab and Muslim, does it not make sense to concentrate greater resources on people who share this profile than on others? The answer developed in the paper is: No. The paper explores whether racial profiling can lead to greater security or, put differently, whether there must inevitably be a trade-off between human rights and national security. It concludes that racial profiling does not generate security. As Bernard Harcourt observes:

> *There is no reliable empirical evidence that racial profiling is an effective counter terrorism measure and no solid theoretical reason why it should be. The possibility of recruiting outside the profiled group and of substituting different modes of attack renders racial profiling in the counter terrorism context suspect.*

Moreover, a recent study sponsored by the Canadian Human Rights Commission and the Canadian Race Relations Foundation has confirmed that racial profiling is not an effective law enforcement strategy in *any* context. The authors of the paper note that while statistics might be useful to determine risk, channel resources and define priorities in other aspects of law enforcement, statistical analysis aimed at supporting racial profiling is unreliable. In the national security context, the authors emphasize, for example, that the statistics have no predictive value because the samples are too small to be meaningful.

Turning their attention largely to the profiling of Black communities in Canada, Frances Henry and Carol Tator's *Theoretical Perspectives on Racial Profiling in Postmodern Societies* accepts Whitaker's starting point. They agree that racial profiling reflects society's fault lines. However, they part company with Whitaker by concluding that profiling can never be an effective law enforcement tool. They set out to illustrate the futility of employing racial profiling in an anti-discriminatory fashion precisely because racial profiling is a product and tool of discrimination. The implication to be drawn from Henry and Tator's essay is that Whitaker fails to appreciate the full significance of his own observation that profiling reflects society's fault lines. As Henry and Tator put it:

> *"[t]he processes of racialization are deeply embedded in the ideological frameworks and interlocking discursive spaces and structures of lawmaking, immigration, criminal justice, education, the media and various other vehicles of social control and representation."*

Recognizing that police and other agencies deny relying on racial profiling in their law enforcement work, Henry and Tator point to the development of counter-narratives that have emerged from racialized communities and their allies who take very seriously the experiences racialized communities have with profiling. They examine the narratives advanced by police, including the

argument that racial profiling, when it does take place, is the product of a few "bad apples" or individual, rogue officers who do not represent the position of the larger institution. They also analyze the techniques adopted by apologists for profiling and conclude that these constitute an effort to control and limit the kinds of conclusions that can be drawn about profiling. They conclude by reminding readers that racial profiling, to the extent that it is used and justified by law- enforcement agencies, is supposed to keep society safe from violence. Yet, they argue, profiling is *itself an act of violence*. Not only does it impose hardship upon individuals and communities, *"it challenges the ideals and core values of a democratic liberal society."*

While Henry and Tator focus on profiling as a manifestation of larger social biases, Barbara Jackman, in *Sustaining Investigations and Security Certificates through the Use of Profiles*, employs the case of Hassan Almrei, a Syrian Muslim man held under a security certificate, to illustrate how profiling operates within the legal system. She argues that in national security cases, profiling lies at the core, and not the periphery, of decision-making, but that it is very difficult to prove that profiling has taken place because profiling is embedded in the inferences and conclusions drawn by virtually all actors in the national security system, from the national security agencies themselves to the courts that review them. National security agencies openly indicate that they rely on profiles such as travel patterns, political views and associations.

Jackman argues that these profiles are *implicitly racialized*. An Arab, Muslim man may become the subject of a national security investigation not specifically because he is Arab or Muslim. Rather, his Arab and Muslim identity either implicitly becomes the reason why he is targeted or it becomes the lens through which acts and incidents in his life are judged. For example, individuals come under scrutiny because they might have travelled to Afghanistan to fight against the Soviets. Since it is mostly Arabs and Muslims who tend to travel for this reason, the scrutiny is implicitly based on race. Jackman notes that agency claims that they do not rely on racial profiling is thus based on a logical and factual fallacy: national security agencies treat profiling based on travel as racially-neutral when it is, in fact, a *substitute* for race and religion.

Moreover, the racial and religious identity of the individual becomes the lens through which the dangerousness of the activity is assessed. Thus, for example, an Arab Muslim who travels to Afghanistan is ultimately presumed to have done so for nefarious reasons. Even though most individuals who travelled to fight against the Soviets in Afghanistan are not prone to fundamentalism, national security agencies presume that they are fundamentalists. Further, they interpret the life events of their targets through this lens of fear and suspicion while remaining unaware that they are stereotyping and making false generalizations. As Jackman puts it:

> *It is the character of being Arab and/or Muslim that informs the concern about travels and other such elements of a profile. As such, what results is a nuanced profile, rooted in racialized characteristics, but not perceived as grossly stereotypical. The additional factors are seen as being grounded in the experience of the intelligence service with terrorists, and as such are considered "objective" indicators of concern, rather than being grounded in racialized characteristics. Hence, the "profile" is legitimized. This divorces the profile from the racialized characteristics although it is a profile which draws its very sustenance from such characteristics. [Emphasis supplied.]*

Indeed, the Federal Court recently quashed the certificate issued against Almrei on December 14, 2009. In a fascinating 183-page decision, The Honourable Justice Mosley noted the case against Almrei was based on invalid inferences, questionable logic and faulty information. The case serves as a wake-up call for anyone interested in national security and intelligence gathering

in Canada and reaffirms the concerns raised by Barb Jackman.

Richard Bent wrote his paper, *Racial Profiling and National Security: Canada's Response to Terrorism*, while holding the post of Deputy Criminal Operations Officer, Community, Contract and Aboriginal Policing Services, RCMP "E" Division. Bent's main argument is that police do not engage in systemic profiling though "a few bad apple" officers might turn to profiling. He explores a dimension of the racial profiling debate that has not received sufficient attention: the need to build community trust to ensure effective cooperation between profiled communities and the police. Bent argues that trust must be built to counter the perception that racial profiling exists. To that end, Bent reviews the various trust-building initiatives that the RCMP and federal government have undertaken:

> *Created in February of 2005, the CCRS (Cross Cultural Roundtable on Security) is composed of 15 volunteers from a range of ethnicities and cultures who are tasked with upholding the government's commitment to involve all Canadians in building and maintaining an effective approach to the security and protection of Canada. The creation of the CCRS appeared to reflect awareness that national security concerns could divide communities and result in the singling out of minority groups. In creating the CCRS, the government sought to maintain ongoing community dialogue encouraging understanding and respect of all segments of society.*

Bent also discusses specific RCMP initiatives. For example, the RCMP Integrated National Security Enforcement Teams (INSET) consulted with members of the Muslim community to develop sensitivity training materials:

> *The national security educational components focus on diversity and culture, human rights concerns in national security, racial profiling, bias-free policing, national security community outreach programs, and national security youth outreach. Examples of*

> *this cultural awareness education include cultural practices, such as offering to remove shoes, asking if a woman is comfortable alone with a male investigator, or allowing a witness to be accompanied by someone during an interview.*

Richard Bent holds a generally positive view of these initiatives. Unfortunately, Bent's paper does not mention the experiences of Maher Arar, Abdullah Almali, Ahmed Al Maati or Muyyad Nurredin who, in part as a result of actions taken by the RCMP and other Canadian officials, found themselves in overseas torture chambers. As noted above, the commissions of inquiry that examined their stories found that the men were improperly tarnished with associations to Al Qaeda and labeled as imminent threats to Canada. Both commissions found that the labels were inflammatory and lacked investigative foundation. While the Iacobucci Report, which examined the cases of Almalki, El Maati and Nurredin, was issued after Bent wrote his paper, the O'Connor Inquiry reported several months before Bent's paper. Readers may well be disappointed that Bent does not raise the case of Maher Arar either in discussing the extent to which profiling might have been at play in his story or in discussing the impact of Arar's experiences on trust-building between Arab and Muslim communities and the police. As I testified before the O'Connor Inquiry, Arabs and Muslims in Canada fear being "Arar'ed," by which I meant that they fear having innocent actions interpreted through the lens of Islamophobia and anti-Arab stereotyping.

While they do not engage the specific RCMP or federal initiatives discussed by Bent directly, both the Whitaker and Henry and Tator papers implicitly deal with the issue of trust. Whitaker's paper suggests that the discourses around profiling are so diverse that trust-building would prove complicated indeed. Henry and Tator's analysis suggests that trust-building is impossible if the agencies that police communities do not take the experiences of members of these commu-

nities seriously. In other words, the problem is not simply one of "perception," but of the real experiences of individuals and communities that have endured profiling.

Daniel Moeckli's contribution to this collection, *Terrorist Profiling and the Importance of a Proactive Approach to Human Rights Protection*, puts racial profiling into a larger global context. In contradistinction to Bent, Moeckli contends that police forces across the Western world rely on racial profiling. He observes that counter terrorism strategies tend to give police forces special powers not ordinarily available in other criminal or administrative contexts. He notes that this potent arsenal has been further expanded after September 11, as law enforcement agencies have been granted evermore power to deter and prevent, rather than just to investigate and prosecute, terrorism.

Moreover, law enforcement authorities generally enjoy extremely wide discretion in deciding how – and in particular against *whom* – to use these far-reaching powers. The broad discretion that law enforcement authorities enjoy is generally not subject to robust judicial review. Moeckli's paper examines whether selecting persons for enhanced law enforcement scrutiny based on race or religion is compatible with international human rights standards and offers some possible strategies of ensuring that law enforcement authorities comply with these standards when engaging in anti-terrorism efforts. To do this, the paper examines the police tactics employed after September 11 in three Western democracies: the United States, the United Kingdom and Germany, all of them states with relatively large immigrant communities.

Like Jackman, Bahdi, and Henry and Tator, Moeckli takes seriously claims by racialized communities that they are subject to profiling. Like these other authors, he also rejects racial profiling as a national security strategy. He demonstrates how profiling violates international human rights law and indicates how the technique has proven

unhelpful across Europe. While Moeckli does not examine developments in Canada, his conclusions regarding the wide range of discretion afforded to law enforcement agencies and the lack of effective oversight of these agencies certainly applies to Canada. As he notes, national security agencies turn to the prevention side of their mandates to seek even broader discretion.

Testimony at the O'Connor Commission revealed that CSIS wanted the RCMP to lay charges against Abdullah Almalki while he was held in Syria so that he could be brought back to Canada. However, the RCMP did not have enough evidence against Almalki to charge him, so their strategy shifted to prevention, rather than enforcement. In the RCMP framework, prevention including seeking access to the information that Abdullah might provide under torture by the Syrians. "We may have to take and be satisfied with the prevention side of the mandate and hope that additional information can be gleaned with respect to his plans…" wrote Corporal Rick Flewelling, the man tasked with overseeing the RCMP anti-terrorism investigation, with reference to Abdullah Almalki while Almalki was being held by the Syrians.

Similarly, Moeckli's observations about the lack of effective oversight proves relevant to Canada. The O'Connor Inquiry made several recommendations regarding the need for a new oversight body, but such a body has yet to be introduced. Shirley Heafey, a BCCLA board member and former Chair of the Commission of Public Complaints Against the RCMP (the CPC), has repeatedly stressed that the CPC lacks the resources and legal authority to oversee the work of the RCMP. The CPC, unlike the Security Intelligence Review Committee which oversees CSIS, does not have the clear statutory authority to compel testimony or require the production of documents or impose change upon the RCMP. Heafey bluntly summed up the situation: "We can't investigate unless there's a complaint and even if there is a complaint, we can't see the information," she said. "So for all practical

purposes, there's no civilian oversight." Even the Security Intelligence Review Committee, often heralded as the best model for oversight and accountability, can only make recommendations, not binding decisions.

There have been a number of significant developments since the five papers referred to here were written. For example, as noted above, the Federal Court has reviewed the reasonableness of the security certificates issued against several Arab, Muslim men including Hassan Almrei. For example, the public summary of the "Security Intelligence Report" that supported the government's case against Almrei was reviewed by expert witness Professor Brian Williams, who concluded that the report "was not written by experts," but appeared as if the authors had cobbled the material together in about two weeks using Google as their primary resource. Justice Mosley of the Federal Court observed,

> As I understand the Ministers' position, anyone who shares the principles of Al Qaeda and is in some way linked to it is a member of the Bin Laden network.. . .

> [However,] individuals and groups who have no connection with Al Qaeda cannot be said to be part of the network without some other indicia of membership such as willingness to follow directions from Bin Laden. It is not enough, in my view, to assert membership in an organization merely on the basis of a shared ideology. That is what I believe the Ministers have been attempting to do in this case. They can't establish that Almrei is a member of Al Qaeda or an affiliated organization and have attempted to bring him within the scope of this amorphous concept of a network based on his belief and participation in jihad.

> An "unrestricted and broad" interpretation of organization does not encompass those who have expressed views that are sympathetic to the ideology of Bin Laden and Al Qaeda and approval of the actions they have taken. That is far too broad a net to cast and would be incompatible with the freedom of expression guaranteed by our Charter.

While Justice Mosley does not discuss the role of racial profiling, the findings in the case lend credence to Barb Jackman's central claim: the racial and religious identity of the individual becomes the lens through which risk or dangerousness is assessed. A full analysis can be found on the BCCLA national security blog at http://nationalsecurity.bccla.org/.

Recently, we have also learned that behavioural profiling will make its ways to Canadian airports following the report made by the 2006 Advisory Panel to the Minister of Transport reviewing the *Canadian Air Transport Security Authority Act* chaired by Reg Whitaker. These developments attest to the importance of the issues discussed in these papers and the need for ongoing public education and discussion about the efficacy of racial profiling. Virtually all of the authors of the papers represented in this important current collection denounce profiling.

Finally, we are just beginning to learn the extent to which Canadian policies and practices are influenced by American policies and practices. Perhaps Benamar Benatta's case best illustrates this point. Benamar Benatta, an Algerian, Muslim aeronautics engineer, came to Canada on September 5, 2001 via the United States and made a refugee claim. As he was travelling on false documents, Benatta was held in immigration detention while Canadian officials confirmed his identity. After the September 11 attacks, however, Canadian officials handcuffed Benatta and drove him over the border to the United States without his knowledge or consent. Handed over to American officials, he remained in American detention for approximately five years. Mr. Benatta has since returned to Canada and has been recognized as a refugee by the government of Canada. While in American custody, Benatta was abused and

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arbitrarily detained. The American Civil Liberties Union identified Mr. Benatta in 2004 as one of "America's Disappeared."

While Benatta was in US detention, the United Nations Working Group on Arbitrary Detention considered his detention arbitrary – which, by definition, means that he was outside the protection of the law – and further noted that his treatment may amount to torture. In reaching its conclusion that American officials had arbitrarily detained Benatta, the Working Group had regard for the fact that Mr. Benatta was held incommunicado and assigned "high security status."

The FBI had cleared Benatta of any terrorist links in November 2001, but he was not told that he had been cleared and not assigned a lawyer until April 30, 2002. Further, the Working Group noted that Mr. Benatta had been held in detention for over-staying his visa to the United States and not released for five years, in part, because he did not have the funds to pay a $25,000 bond. The Working Group concluded that such treatment was disproportionate to the alleged wrong committed by Mr. Benatta, namely overstaying a visitor's visa by a brief period.

Benatta was eventually brought before an American magistrate. Although he did not use the term, Magistrate Schroeder effectively found that Benamar Benatta had been a victim of racial profiling:

> *There is no doubt in this Court's mind that the defendant, because of the fact that he was an Algerian citizen and a member of the Algerian Air Force, was spirited off to the MDC Brooklyn on September 16, 2001 and held in SH [special housing] as "high*

security" for purposes of providing an expeditious means of having the defendant interrogated by special agents of the FBI's ITOS as a result of the horrific events of September 11, 2001.

Magistrate Schroeder also noted that Benatta "undeniably was deprived of his 'liberty' and held in custody under harsh conditions which can be said to be 'oppressive.'" Although charges against Benatta were dismissed in October 2003, he remained detained in the United States until July 2006 on the claim that he was a flight risk. Benatta has since returned to Canada and has brought a case against the Canadian government for its part in his arbitrary detention and torture in the United States. While the precise role that Canadian officials played in his detention and torture might yet be revealed through litigation, it is clear that Canadian officials, at minimum, drove Benatta over the Rainbow Bridge from Ontario to New York and handed him over to their American counterparts.

While most law enforcement officials renounce racial profiling and while most commentators either adopt a cautious approach to profiling or, more prominently, reject it altogether, the problem of racial profiling will not go away. Canada, like other jurisdictions around the world, continues to grapple with racial profiling in law enforcement. The BCCLA has determined that racial profiling is counter-productive in both the criminal and national security contexts and has committed to developing a strategy toward eliminating racial profiling. The papers commented upon above set out the main issues raised by racial profiling and should provide the basis for further discussion and action aimed at eradicating racial profiling in Canada.

ENDNOTES

1   Reem Bahdi teaches Access to Justice and Torts at the University of Windsor. Her current research focuses on the feasibility of using tort law to hold government decision-makers accountable for actions resulting in the torture of Canadian citizens abroad. Professor Bahdi is Co-Director of the Project on Judicial Independence and Human Dignity, an initiative which aims to support access to justice in Palestine through continuing judicial education and directed civil society engagement.

2   In this case, interlining refers to a shipment carried by different carriers on different legs of a journey.

Profiling: From Racial to Behavioural to Racial?

Reg Whitaker[1]

Profiling is seen in very different ways by the profilers and the profiled. Analysis of the effectiveness of the practice varies dramatically according to the perspective of the analyst. Policing and security agencies assert that they do engage in racial and religious profiling, as such, and that such profiling is neither efficient nor effective. Those on the receiving end, on the other hand, assert that they are targeted along racial and religious lines. In certain senses, both the profilers and the profiled are right.

This paper focuses on a case study of improvements in security screening of air passengers in North America and Europe using the Israeli-inspired concept of "behavioural profiling" of passengers, in which emphasis is placed on detecting atypical or anomalous behavioural patterns that flag a small number of suspect passengers for closer scrutiny. A federal advisory panel on aviation security, of which the author was the chair, examined behavioural profiling closely and, while refusing to rule the concept out, expressed caution about moving too quickly in this direction. While there may be value from a risk-management perspective, there may also be pitfalls to this approach, not the least of which is racial stereotyping.

I n the immediate aftermath of 9/11, in the midst of many media calls I received, was one from a reporter who was writing a story about the impact of new anti-terrorist security measures on Muslim and Arab communities. Did the new measures, she inquired, add up to racial/religious profiling? "Of course they do," I responded. "I have a problem," she said. "Every outside expert has given me this response. But every government official I have contacted in Canada and the United States denies that this is what they are doing." Rather too quickly, perhaps, I countered: "Well, they would, wouldn't they?" I went on to suggest that government people could hardly own up to the unpleasant reality of their own policies.

I have subsequently come to see my reaction as rather too glib. I believe that it would be more appropriate to indicate that governments and minority communities are talking past one another, each embedded in discourses that are mutually exclusive. I have spoken with security and policing officials who adamantly assert that they do not profile terrorist suspects on racial, ethnic, or religious lines because such a practice would be a violation of rights. Somewhat more convincingly, they insist that such profiling would be a colossal waste of time and resources, and would divert them from the hard work of detecting the real evidence of terrorist threats.[2]

Two Discourses

The official security discourse is that of risk analysis: resources are limited; 100% security is impossible; the rational response is to analyze the risk levels of potential threats and deploy resources proportionately. In screening for the potential risks posed by individuals, a multitude of risk factors should be brought into play. Among leading risk indicators, national and ethnic origins and/or religious beliefs may be included. In a climate in which the principal terrorist threat after 9/11, Madrid, London, etc.

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is believed to emanate from those espousing an extreme Islamist ideology, perhaps it is not surprising that at points of entry to Western countries, say, young males of Arab or Muslim origin should be seen as posing a potentially higher risk than other categories of persons whose identities pose relatively lower risk, as measured in both cases by a number of indicators, such as gender, age, travel patterns, etc. But the implications of this are quite limited. To put the matter simply: even if most of the terrorists who threaten Western society today are inspired by Islamist ideology, only a tiny proportion of persons of Muslim identity pose any sort of terrorist threat; therefore, any profiling program that flags persons as risky solely on the basis of religion would be catastrophically inefficient and ineffective. Adding an FWA ("Flying While Asian") offence to aviation security (as has been alleged in the UK) would be as foolish from a purely practical point of view as the justly-condemned DWB ("Driving While Black") offence in urban policing – and equally repulsive from a human rights standpoint.

Members of the targeted communities and civil libertarians are concerned that *any* consideration of race, ethnicity, or religion should be included in risk calculations. When a visible minority air passenger, for instance, finds himself persistently picked out at airport security or immigration control points for special attention not accorded non-visible minority passengers, it is hardly surprising that humiliation, frustration and anger result. The official risk discourse offers little solace in such situations: one is no less humiliated for being treated as a statistical threat construct than as a target of old-fashioned racism. Of course, unwarranted attention may in practice be the result of front-line personnel interpreting risk more crudely than the theory permits, or letting their own prejudices rule in situations in which there is considerable scope for arbitrary officiousness. But this, too, is a challenge to the official risk discourse. If front-line implementation of security cannot properly follow through the theory, there is clearly a problem with the theory.

Inevitably, even with the best of intentions and monitoring of administrative practice, persons from Muslim and/or Arab backgrounds will, in the present global context, find themselves picked out for security attention disproportionately to persons who are neither Muslim nor Arab and, as a result, there will be a perception of the violation of human rights.[3] The official position is that risk analysis justifies this otherwise disproportionate attention. After 9/11, the London underground and Madrid train bombings, and the number of terrorist plots allegedly uncovered in the US, UK and Canada, it would be reckless and irresponsible for authorities to ignore this crucial, if by itself, limited, risk factor. It is hard to argue with the logic of either of these seemingly-contradictory positions. Both are right, but in the sense that they begin from different premises.

There may not be any clear way out of this impasse. Profilers will continue to profile because it makes more sense to them than it does not to profile. And those profiled will continue to complain about the practice. From time to time egregious examples of profiling-related injustice will impinge upon the public consciousness, but such instances will be matched by the evidence of religious-based terrorism threatening public safety, with attendant calls for better security measures, including more and better profiling of high-risk persons. Yet even if the impasse remains, it is still worth casting more light on just what profiling can reasonably be expected to do, as well as its limitations as a security measure.

Profiling as a Risk-Management Tool

What exactly is profiling? If we look for an officially-sanctioned definition, we search in vain. Not surprisingly, officials are reticent about laying down markers to attract complaints of rights violations. Of course, there is no codification of the practice into legal language, like the controversial definition of terrorism written into the 2001 *Anti-Terrorism Act* that, in part, has already fallen prey to critical judicial review.[4] There is no shortage, however, of practical statements about how to ap-

ply the procedure in specific contexts. From these we may distill a neutral definition. Profiling refers to the observation, recording and analysis of selected characteristics of individuals or groups for the purpose of predicting future behaviour. There are a number of key elements involved in this process. The collection of personal data is the necessary, although not sufficient, condition for compiling profiles. Less obvious, and less frankly admitted by practitioners, is a further assumption: both the selection of what data to compile, and the analysis of this data, presuppose prior guidelines, or pre-existing models – what to look for and why it matters. Finally, there is a crucial assumption that the past, as revealed in the collected data, can be predictive of the future. If, for example, a set of characteristics (x) has in the past been highly-correlated with a certain behaviour pattern, say, pedophilia, then it follows that if a particular individual exhibits a high correlation score with x, he may represent a high risk as a potential, or actual, but as yet undetected, pedophile. Or in other words, he exhibits the profile of a potential offender.

The forensic investigation that followed the 9/11 attacks in the United States, unprecedented in its scope and depth, revealed detailed transactional trails, both paper and electronic, left by the terrorists as they planned and executed the acts that cost the lives of close to 3,000 people. These trails retroactively yielded patterns, or profiles, of what a potential Al Qaida terrorist threatening the United States *might* look like, assuming, of course, that future attacks will mirror the patterns established in 9/11. The promise of this investigation for the future was its apparent potential for predicting, and interdicting, other terrorist plots by identifying the kind of individuals who posed a high threat risk and offering direction to the kind of personal data that could pick out such individuals from the crowd.

Profiling is nothing if not predictive. The first two elements (data collection; prior modeling) are crucial to determining the predictive capacity of any profiling exercise. If the data is inadequate or if the analysis is faulty, predictive capacity is dubious – and the possibility of false negatives as well as false positives and potential violations of individual rights rises sharply. We should be clear that high accuracy in prediction is not the required standard from a security and policing perspective. What is being measured is *risk*, itself more a matter of statistical probability than of certainty. Security screening, for instance, does not indicate culpability, but rather seeks to identify levels of risk and to screen out those who might potentially pose a threat according to agreed-upon risk indicators, those who match or approximate the profile of a risky individual. False positives are an inevitable by-product of any risk-based approach. Of course this standard, far lower than that required in criminal justice, begs the question of the impact on individuals falsely identified as high risk, or the impact on entire communities in effect singled out as suspect on the basis of the correlation of high risk with a minority of individuals from that community. Once again, we have two parallel discourses, each yielding very different results.

Let us stay for a moment with the official discourse, and even, for purposes of argument, grant its tacit assumption that the production of false positives, even in limited proportions, and the resultant collateral human damage is a regrettable, but inevitable, result of risk-based security. Let us look closely at the profiling process, in its own terms, and attempt to assess its usefulness and its limitations as a security measure.

First: data collection. Once, finding sufficient information might have been a problem. Today, in the midst of the information technology revolution, with the emergence of what many have called a surveillance society[5] in which transparency is as much or even more characteristic of the private sector than of the public sector, the problem is the opposite. There is the "Sorcerer's Apprentice" syndrome: how to contain and manage the relentless flow of data. To some enthu-

siasts, this is not a problem, but an opportunity. Most notorious was the Bush administration's "Total Information Awareness" program under the direction of impresario John Poindexter who spoke glowingly about "command and control of the global transaction space" where terrorists leave "an information signature. We must be able to pick this signal out of the noise."[6]

The TIA program was so egregiously oversold and roused such antipathy even from conservative supporters of the administration that it was scrapped. However, a multitude of TIA-like programs under other names have followed. The Poindexter theory – vacuum up all the "noise" and you will find the "signal" – remains in some sense the ruling guide to American anti-terrorist surveillance practice. After recent intelligence failures such as 9/11 and the London underground, others have questioned whether too much information impedes rather than facilitates finding the signal. "Connect the dots" seems like a wise admonition, but not when there are too many dots for any analyst to connect sensibly and instructively.

This brings us to the second element in the profiling process, prior modeling. The prior model contains the expectations the analyst brings to the collected data. Raw mined data needs to be structured. The model tells the analyst what questions to address, which data to focus on, what kind of signal is to be sought out of the noise. Put so baldly, this may sound like prejudice (literally, pre-judgment) at work. Certainly there is enormous scope for prejudice and the application of ideological blinkers. The intelligence literature is rife with warnings about the analytical pitfalls that await those trying to deduce the intentions and future actions of adversaries from the information collected on their past and present behaviour.[7]

Yet there is no escaping the obligation of the analyst to have a pre-packaged model to apply: otherwise, all is drift and confusion. Even hard

scientists do not devise testable hypotheses from indiscriminate innocent observation. They pick and choose what they observe and how they measure it from pre-determined ideas of what might be interesting and useful. Far down the food chain of knowledge, lowly intelligence analysts grappling with the more intractable difficulties of observing adversaries who are deliberately setting out to conceal their tracks and baffle investigators, are in even more need of sharp-edged models that will cut through the noise with some prospect of success.

The issue then is not that the analyst is "prejudiced," but rather how well, or badly, the pre-judgment directs the analyst in separating signal from noise. The full returns on the so-called "Global War on Terror" are not yet in. However, we have the example of counter-espionage from the Cold War that preceded the present security focus on terrorism. The example is not encouraging.

In the early Cold War years, a series of British defections to the USSR uncovered high-level penetration of the UK by Soviet intelligence (the so-called Cambridge Ring that ultimately proved to include at least five Britons, all with senior roles in the UK diplomatic and intelligence services). The shock waves from this development struck all the Western capitals, especially Washington, where the Cambridge case quickly became a paradigm for Cold War counter intelligence. In various ways, all the Cambridge spies had been ideologically motivated by sympathy for Communism conceived in the 1930s while at university. The model of the "ideologically-motivated traitor focused attention away from betrayals based on non-ideological motives and sent counterintelligence experts chasing after mythical hares. The Cold War paradigm developed abstract profiles of *spies who might have been* and then set out to match real public servants to these hypothetical profiles to find cases of risk." By the early 1970s, reckless internal "mole" hunts had been unleashed in the US, UK and Canada. This "hunt had become, in the hands

of true believers, a methodology that admitted of no disproof and turned self-destructively inward".[8] In Canada, there were two leading victims of this kind of profiling. Herbert Norman, a distinguished scholar and diplomat, took his own life while Ambassador to Egypt in 1957 after repeated attacks from witch-hunting US politicians, who were only repeating unfounded allegations developed by the RCMP and FBI as a result of Cambridge-style profiling. Leslie James Bennett, who had headed the Soviet desk in the RCMP security service, did not lose his life, but his career, when he was forced out of the service, and out of Canada, after being profiled as a Cambridge-style mole by counterintelligence. It turned out that there *was* such a mole, but it was not Bennett, but, instead, a Mountie who bore no similarity to the profile – quite the opposite – and thus went undetected. The mole, Gilles Brunet, son of a Deputy Commissioner of the RCMP and apparent model officer, did sell out his country, but out of motives of greed and self-indulgence, not ideology. Subsequently, with the uncovering of the Aldrich Ames and other similar affairs, the US learned that money had become a much likelier motivator for betrayal than ideology had been for the 1930s generation. In short, the Cambridge profile had turned out to be a diversion, one that produced counterintelligence failure, not to speak of collateral human damage.

The Cold War example is a cautionary tale. It does not disprove the value of profiling, but it does caution against placing too much weight on the past to predict the future. There are some indications that the lesson may have been taken to heart by at least some in the security world post-9/11. Warnings abound concerning the dangers of fixating too literally on the profiles of the 9/11 bombers. To illustrate the point, Richard Reid, the would-be shoe-bomber, was not of Arab or Asian origin (although he was a convert to Islam); the perpetrators of the London Underground bombings were British-born; and the majority of the Toronto group charged under

the *Anti-Terrorism Act* are Canadian-born. In all these cases, however, Islamist ideology continued to be a common thread.

Women have been used as suicide bombers by Hamas in Israel, overturning certain preconceptions of Israeli security. It is not rocket science for terrorists facing security measures designed to block 9/11 profile conspirators to see the advantages of designing different, less suspect, profiles for front-line *jihadist* soldiers of the future. Nor has this possibility escaped the minds of security officials who urge wide vigilance against new and unanticipated terrorist methods: Donald Rumsfeld's "unknown unknowns." If there is one post-9/11 cliché to match "connect the dots," it is "think outside the box".[9]

That said, while appeals to think outside the box and imagine the unimaginable may have some play at the more rarefied atmosphere at or near the top of security intelligence agencies, it is much less likely to be on the plate of street-level front-line workers doing the daily business of screening individuals as, say, in the busy airports of the world. Here adherence to one-size-fits-all guidelines and narrow rule-based decision-making, backed by the usual bureaucratic "cover-your-ass" mentality, will tend to force thinking strictly within the box.[10]

Air Passenger Profiling: A Case Study

In this context, I would like to focus on a case study of a proposed innovation in profiling in aviation security. I recently served as chair of an advisory panel reviewing Canadian aviation security that reported to the Minister of Transport and Parliament in late 2006.[11] The occasion for this exercise was a mandate in the *Canadian Air Transport Security Authority (CATSA) Act* of 2002 for an independent review after five years. CATSA was created after 9/11 as a federal Crown Corporation responsible for security screening passengers and their belongings at 89 designated Canadian airports. In the course of our review, we

examined screening practices and performance across Canada and abroad and we looked at various suggestions for improvements in the system. Featuring prominently among these suggested reforms were recommendations to shift focus away from screening for *dangerous objects*, the focus of the then current mandate, toward screening in the first instance for *dangerous persons*.

There has been an undercurrent of support for this latter approach since 9/11, much of it inspired by Israeli methods of passenger profiling, as implemented at Ben-Gurion International Airport in Tel Aviv. But support appeared to gather momentum following the shock to the existing screening system after the discovery in August 2006 of an alleged terrorist plot to target a series of transatlantic flights simultaneously, and the sudden imposition of bans on carry-on liquids and gels, etc. throughout European and North American airports. There followed a spate of media commentaries, favourably citing the Israeli experience, arguing that it was a waste of time to screen unthreatening people's bags and persons for potentially dangerous objects when such objects will only be employed by the tiny percentage of passengers with intent to wreck havoc. The latter category, it was suggested, would fit the profile of air terrorists and could be screened out, thus enhancing security while at the same time improving the efficient flow-through of peaceful passengers from ticket counter to aircraft.

One response to the admonition to look for dangerous people rather than dangerous objects is to recall the dubious slogan of the gun lobby: "Guns don't kill, people kill." Of course, people kill much more efficiently with guns than without. Screening for dangerous passengers, while relaxing controls over dangerous objects, would invite resourceful terrorists to evade screening with enhanced access to weapons or improvised explosives once on board. In any event, passenger profiling is only one part, albeit an important part, of an impressive multilayered system of

security at Ben-Gurion.[12] It is the multilayered approach (if a threat makes it past one layer, chances are high that it will fail to penetrate other layers) that has made Israeli security the alleged gold standard in civil aviation security, according to most aviation security experts. In 1972, Ben-Gurion's predecessor, Lod Airport, was attacked by three members of the Japanese Red Army who opened fire with automatic weapons and threw hand grenades at people in the airport, killing 26 and injuring 78. Ben-Gurion offers elaborate protection against such an attack, which has never been repeated.

The Israeli approach focuses on reducing the primary emphasis on screening for objects without removing that requirement. As the former head of Israeli air security explained to an American congressional committee, it is impossible to do a thorough check of all passengers:

> *These checks consume a long time (about one hour for a single passenger with one checked bag), they are very intrusive and considered by most passengers as a very substantial hassle. It became clear that it will be impossible to provide this type of procedure to all passengers and therefore a need to develop a method that will allow an intelligent decision as to who is more eligible for this thorough search.*
>
> *The answer to this need came in the development of a systematic, real time, investigation of the passenger profile. This well designed procedure allows the security officer to make a decision, based on identifying the level of risk, as to the level of checks to be performed before the passenger is allowed to board the aircraft.*
>
> *This real time investigation can be as short as 90 seconds or last as long as 20 minutes. It involves the checking of documents (I.D., flight tickets etc.) and questions that relate to the passenger's journey and background.*
>
> *This profiling method has been used very successfully for the last 32 years by the state of Israel.[13]*

When interviewed, if a passenger exhibits, for instance, high levels of stress, or reveals contradictions in his story, this will focus even closer attention. The precise criteria flagging further checking are not publicly available as this is considered sensitive information, but the Israelis argue strenuously that this procedure is not in based on such simplistic categories as race, ethnicity, or religion. Israeli profiling claims to be *behavioural*, looking to indicators of anomalous patterns that send warning signals that something may not be quite right with regard to a particular passenger.

The Israelis cite as the primary success of their system the detection of an explosive device in an attempted terrorist attack on El Al flight from London to Tel Aviv in 1986, employing a pregnant and very naïve young Irish woman. A suspicious El Al security officer, noting anomalous aspects to the woman's story, discovered that the woman was carrying a bag she had received from her Palestinian "boyfriend." The thorough check of the bag exposed Cemtex and a sophisticated altimeter initiation device disguised as an electronic calculator. The Israelis cite the absence of any further such attempts on El Al as evidence that their system acts as an effective deterrent.

There is much to be said for Israeli-style passenger profiling purely from a security standpoint. The Air India bombing in June 1985, an act of mass murder in relation to the population of Canada at the time comparable to the death toll of 9/11 on the United States, and today the subject of a judicial commission of inquiry, could have been averted had Israeli-style behavioural profiling been practiced in 1985 at Canadian airports. When passenger "M. Singh" showed up at the Canadian Pacific ticket counter in Vancouver with a demand that his bag be interlined[14] to Air India flight 182 departing from Toronto Pearson, even though he had no confirmed ticket for that flight, a series of warning flags should have been applied. The expensive ticket had been purchased at the last moment in cash; the passenger name had subsequently been changed; and "M. Singh's" manner in demanding the improper interlining of his bag was aggressive and bullying. All these anomalies should have singled out "M. Singh" and his bag for police attention, and the lives of 329 people would have been spared. Tragically, the harried CP ticket agent, against her better judgment, against airline rules, and to her life-long regret, gave in and unwittingly allowed the fatal bag to proceed. But there was at this time no training in behavioural profiling offered air carrier employees; no authority issued staff to question passengers about their circumstances; and no intelligence warnings given to front-line employees about the security threat to Air India from Sikh extremists.

There is another point, rather more unsettling. While the behavioural anomalies surrounding passenger "M. Singh" would have constituted the core of any passenger profiling exercise that might have screened out the bomber, the fact of "M. Singh" being apparently of Sikh background was hardly marginal. Rather, his apparent racial/religious background would be an important factor in a context in which Sikh extremists were threatening Air India flights. In other words, behavioural profiling does not, and cannot, rule out taking into consideration racial and religious factors as a component of the larger picture, even though profiling Sikh passengers as constituting risks would have been neither appropriate nor acceptable.

Given its attractiveness as a potentially-effective risk-management tool, the Israeli approach to passenger profiling is increasingly finding support outside Israel. The leading private screening company at European airports is headed by an Israeli who is introducing elements of passenger profiling into the European airports with which his company has contracts.[15] After the August 2006 plot was uncovered, European ministers decided to consider the formal adoption of Israeli-style passenger profiling.[16] Boston Logan

Airport has introduced the SPOT (Screening of Passengers by Observation Techniques) program directly inspired by Israeli advisors.[17] SPOT is now being promoted by the US Transportation Security Administration for adoption by other American airports.

In our Panel's *Report* we paid careful attention to programs that:

> *...rely upon observation of atypical behaviour patterns to identify suspicious persons who are flagged for closer attention. It is important to note that these programs do not attempt to extrapolate presumed intentions, but merely observe anomalous external behaviour.*

Yet despite the clear advantages promised by such approaches, we were cautious about moving quickly in this direction.

> *We have some concerns about the application of this approach in Canada. However interpreted, it implies a degree of discretion assigned to frontline personnel to make judgments about passengers — judgments that might have serious impact on individuals. We note that the threat environment in some other countries greatly exceeds anything experienced in Canada; consequently there is widespread acceptance in Israel, for example, of security measures that might not be as acceptable to Canadians. We would note as well the danger of such a system of passenger analysis being misunderstood as 'profiling,' which in its ethnic, religious and racial forms is generally seen as inappropriate, if not illegitimate, in Canada. In fact, these implications are neither necessary nor inevitable if such an approach is planned and implemented properly. However, there would certainly be public perception and civil liberties issues that must be taken seriously.*

> *Despite our reservations about the introduction of the behavioural analysis method as an additional type of screening tool, the Panel recognizes that its application is being both tested and adopted in a few other countries. Before the adoption of such a technique is considered for Canada, it would be necessary to review international experiences with this method and to carry out carefully planned and controlled pilot projects in Canada in order to assess such things as the accuracy of the behavioural analysis process, the competencies and training required, and the impact on the overall efficiency and effectiveness of screening.[18]*

If I may introduce a personal note, I was given a behind-the-scenes tour of Ben-Gurion by the Israel security service, *Shin Bet*. While impressed by the depth and scope of the many layers of security, I had reservations about the profiling. Very young security officers were making quick visual judgments as passengers entered the airport, judgments that could shunt someone into the high-risk stream. My own contacts in Israeli universities had reported to me that students doing their compulsory military service, who were assigned duties as airport profilers, sometimes received what they considered less than adequate training and admitted that judgments were often arbitrary. I could not help but wonder to what degree Arab Israeli and Palestinian passengers might receive differential, if not discriminatory, treatment — hardly surprising, perhaps, in the high-risk and volatile security situation in Israel.

In fact, Israeli Arabs and Israeli human rights groups have been making such claims for some time.[19] Israeli spokespersons explaining their system in other countries have in the past tended to dismiss these claims, stressing the behavioural focus of their profiling, while occasionally acknowledging that the since the main security threat comes from Palestinians, there is an additional risk factor associated with Israeli Arabs that is taken into consideration in profiling. Yet, in a recent editorial, the Israeli newspaper *Haaretz* commented: "Every traveler passing through Ben-Gurion International Airport recognizes the scene: Arab passengers, citizens of Israel, are automatically pulled aside for security checks, some of them degrading, which sometimes last for hours." The newspaper went on: "There is no dispute that security checks are essential to ensure the safety of flights and passengers. But there are ways to carry them out without besmirching an entire community by suggesting that every Arab

is a suspect unless proven otherwise....There is no reason to discriminate against Israeli Arabs, in airport terminals or anywhere else. A community of one million people, the vast majority of whom have never participated in terrorist activities against the country, does not deserve to be automatically considered suspect."[20]

Examples abound of clearly discriminatory and humiliating treatment routinely accorded non-Jewish air travelers, especially Arab Israelis, Palestinians, and other non-Israeli Arabs. Take the case of the first-ever Israeli Arab cadet, or diplomatic intern, in the Foreign Ministry, the daughter of an Israeli Supreme Court Justice, who despite her eminently respectable credentials, was taken out of the passenger line and subjected to intrusive and humiliating questioning both on departing and arriving back in Israel from Europe.[21] Or the example of an Israeli-Arab member of the law faculty at the Hebrew University attempting to board a flight to Tunis to participate in an academic conference, who was detained and prevented from boarding when security screeners discovered she resided in East Jerusalem.[22]

It is therefore of considerable interest that the Israeli press has reported that *Shin Bet* has in effect accepted that charges of discrimination have some apparent substance, and have publicly stated their intention to revamp their system to minimize such discriminatory treatment: "The *Shin Bet* security service is to acquire a security system based on new technology in order to prevent the need for separate personal checks of Arab passengers in airports, *Shin Bet* chief Yuval Diskin said....Once the new technology has been introduced, identical checks will be conducted for Arab and Jewish passengers and will no longer include body searches for Arabs....Diskin said that in some instances, those conducting security checks have already been instructed to ease their checks of Arab passengers."[23]

Like Arab passengers, independent observers will retain some scepticism concerning these claims of reform. For instance, reform was widely ad-

vertised to the system of highly-visible coloured tags attached to baggage, corresponding to the three levels of risk determined in the initial triage at Ben-Gurion, in which Arab passengers had their bags fixed with red tags, thus alerting all further screening on those so selected to apply the maximum and most-intrusive special interrogations and searches. In the reformed system, all passengers, of whatever origin, were to be allocated identical white tags.[24] Following this change, it soon became apparent that nothing substantial had changed. Luggage belonging to Arab passengers still undergoes a more thorough security check than that of Jews; Arab luggage is sent to an X-ray scanner with higher resolution than is used on Jewish luggage. And everyone immediately noticed that the "identical" white tags were not identical: Jewish white tags had the number "1" printed on them, while Israeli Arabs' white tags had "2" affixed, and non-Israeli Arabs were issued white tags with the number "5".[25]

Israeli authorities explained that the new system was intended to "prevent a sense of discrimination among various sectors."[26] Did these authorities actually think that the targets of a continuing discriminatory practice would not notice the slightly-less visible tagging? Or was the exercise merely one of public relations with no real intention to transform the practice? Ariel Merari, Israeli aviation terrorism expert and an adviser on terrorism to former Prime Minister Yitzhak Shamir, insists that ethnic profiling in airport screening is both effective and unavoidable: "It's foolishness not to use profiles when you know that most terrorists come from certain ethnic groups and certain age groups. A bomber on a plane is likely to be Muslim and young, not an elderly Holocaust survivor. We're talking about preventing a lot of casualties, and that justifies inconveniencing a certain ethnic group."[27]

However, the notoriety of discriminatory practices at Ben-Gurion has even reached the US State Department which has issued a travel advisory to Palestinian Americans planning on flying to Israel.[28] And the complaints of human rights

groups within Israel have risen in recent years.[29] We may thus expect that further visible changes will be made, without actually eliminating the crucial element in the behavioural profiling approach, which is to identify the risk level associated with those coming from particular groups, along with other non-ethnic risk identifiers.

I would like to draw some observations from this brief consideration of the "Israeli system." First, it must be said that security at Ben-Gurion is truly impressive. As a multilayered designed-in security system, Ben-Gurion is unmatched in the civil aviation world. Its incident-free record, situated as it is in an extreme high-risk environment, speaks for itself, as does the matching security record of the national airline, El Al.[30] However, neither the dense security architecture of Ben-Gurion, nor the elaborate security precautions surrounding El Al flights everywhere in the world, are exportable as a complete package, since neither such high-risk perceptions nor such generous funding levels are likely to be found anywhere else. There are, however, elements of the Israeli system that are eminently exportable, and passenger profiling is one of these.[31] As an export product it has so far had limited, but significant, success in North America and Europe, and appears to be on an upward trajectory of acceptance and implementation.

Looked at strictly as a security measure, Israeli passenger profiling has a number of strengths. One thing must be understood, even by its critics: *it works*. Yet looking at it simply as a socially- and politically-neutral security technique misses a great deal that is critical to grasping the significance of passenger profiling in its Israeli context. Passenger profiling arose out of a very specific social and political context: an embattled state confronting hostile forces outside and deeply apprehensive of forces within that challenge the state's very definition. Within a context of a society hierarchically constructed with a privileged Jewish majority; an Arab-Israeli minority of decidedly second-class status; and, since 1967,

occupied territories with subject Palestinian populations, in a fluid situation of persistent tension, conflict and violence between Israeli Jews and Palestinians, it would be delusional to expect that any security screening process for Israel could escape the constraints of national ideology and attain a neutral and scientific impartiality.

It is no surprise, then, to find that the system reproduces *in its own workings* the same ideological colour of the larger society that gave rise to it. In theory, passenger profiling could focus on anomalous behaviour patterns as risk identifiers, but, in practice, racial, ethnic, religious profiling, with all the discriminatory implications implicit in such techniques, has always been central to the approach.

Passenger profiling serves dual functions: it is effective security measure and, at the same time, is yet one more part of a system of domination and repression that works consistently to discriminate against persons of Arab and Muslim background. Passenger profiling serves not only security concerns, but also the pervasive requirement for social control of the non-Jewish population, especially crucial as it operates as a sorting system at the entry and exit points from Israel. Nor can the two functions be disentangled. In the specific context of unresolved Palestinian-Israeli conflict, targeting Arabs is a scientifically-sound aspect of passenger profiling, while it is, at the same time, inherently and irredeemably discriminatory and repugnant to human rights.

In the wider world to which Israel exports its technique, behavioural profiling remains a viable, if controversial, tool from the point of view of security in the age of terrorist threats to public safety. Profiling is also inherently dangerous from a human rights perspective inasmuch as it inevitably impacts differentially on different groups. Tensions between the two discourses will continue, and no doubt resulting conflicts in the real world will continue to simmer and occasionally boil over. In countries where com-

munity tensions are less intrusive than in Israel, the racial and religious elements of behavioural profiling must be handled with extreme caution and circumspection, within a framework that insists upon respect for human rights and non-discrimination. Assuming this caveat, profiling may prove to be a risk-management device that offers some additional security. But it would seem that in the country that gave birth to the technique, there is little, if any, likelihood of the balance between security and human rights being negotiated successfully without a fundamental transformation of the nature of that society.

I do not propose to pass judgment on the Israeli system here. My point is simply that even the reputedly most effective system of behavioural profiling – seen strictly from a security perspective – is not proof against discriminatory elements based on race and/or religion creeping into the process.

In Lieu of a Conclusion

I conclude as I began, that is to say, without a definitive conclusion. Behavioural profiling remains a viable, if controversial, tool from the point of view of security in the age of terrorist threats to public safety. Profiling is also inherently dangerous from a human rights perspective inasmuch as it inevitably impacts differentially on different groups. Tensions between the two discourses will continue, and no doubt resulting conflicts in the real world will continue to simmer and boil over from time to time.

Perhaps the most useful advice is to urge moderation and restraint. If the racial and religious elements of behavioural profiling can be handled with extreme caution and circumspection, within a framework that insists upon respect for human rights and non-discrimination, behavioural profiling may prove to be a risk-management device that offers some additional security. But it *does* negotiate a fine line, with an ever-present downside.

ENDNOTES

1   Reg Whitaker is Distinguished Research Professor Emeritus at York University and Adjunct Professor of Political Science at the University of Victoria. Recent books include *The End of Privacy: How Total Surveillance is Becoming a Reality* (1999) and *Canada and the Cold War* with Steve Hewitt (2003). He served on the Advisory Panel to Justice O'Connor on the Commission of Inquiry into the Maher Arar affair; chaired the Advisory Panel to the Minister of Transport reviewing the *Canadian Air Transport Security Authority Act* in 2006; and advised the Commission of Inquiry into the Air India bombing on the aviation security aspects of the Air India bombing.

2   This information is drawn from confidential interviews. As information from confidential sources cannot be cited, where useful, the confidential origin of information will be noted.

3   This problem was highlighted when an RCMP criminal intelligence brief ("Law Enforcement Requirements to Combat Terrorism," dated September 18, 2001) was subjected to close scrutiny by the lawyer for Maher Arar at a public hearing of the (O'Connor) Commission of Inquiry into the Actions of Canadian Officials in Relation to Maher Arar, June 30, 2005. The document had identified the "type of adversary we are up against" by describing what was known at the time about the 9/11 hijackers, identified by a number of behavioural characteristics. Under questioning, an RCMP anti-terrorism officer was asked if this description would not apply to "many, many North American Arab/Muslim men who have adjusted and integrated into Canadian…society" and that this description constituted "an express invitation to racially profile people when you have a mandate, sir, as you had, which is to turn over every stone." The officer was reduced to mumbled agreement, captured in the transcript as "Mm-hmm."

4   The definition of terrorism in the 2001 *Anti-Terrorism Act*, including a consideration of motive, quickly attracted much critical attention from academics and subsequently has been challenged in the Ontario courts: *R. v. Khawaja* [2006] 214 Canadian Criminal Cases, 3rd series, 399 (Ontario Superior Court); Kent Roach, "The Charter and Terrorism Offences: A Comment on *R. v. Khawaja*," (2007), 11 *Canadian Criminal Law Review*, p. 273. Any attempt to define profiling in law would invite severe attack, and prudent governments have left it instead in the field of administrative practice.

5   Also known as the end of privacy, see Reg Whitaker, *The End of Privacy: How Total Surveillance is Becoming a Reality* (New York: New Press, 1999).

6   Quoted in Reg Whitaker, "A Faustian Bargain? America and the Dream of Total Information Awareness," in Kevin D. Haggerty and Richard V. Ericson, eds., *The New Politics of Surveillance and Visibility* (Toronto: University of Toronto Press, 2006: 157).

7   The US 9/11 Commission has an interesting chapter entitled "Foresight – and Hindsight" in which the authors discuss *imagination and the need to institutionalize imagination* in intelligence warnings about terrorist threats: *Final report of the National Commission on Terrorist Attacks Upon the United States* (New York: W. W. Norton & Company, 2004: 339-360).

8   Reg Whitaker, "Spies Who Might Have Been: Canada and the Myth of Cold War Counterintelligence," *Intelligence and National Security* 12:4 (October 1997), p. 25.

9   In a document prepared by the New York Police Department Intelligence Division, "Radicalization in the West: The Homegrown Threat" (Mitchell D. Silber and Arvin Bhatt, Senior Intelligence Analysts, 2007), the authors note that while homegrown radicals exhibit a "remarkable consistency in the behaviors and trajectory across all the stages" of their radicalization into terrorists, there is no "useful profile to assist law enforcement to predict who will follow this trajectory of radicalization" (p. 82) and that "ordinary" people may be sought out by extremists "because they are 'clean skins'" (p. 85).

10 Examining the US, UK, and Germany since 9/11, Daniel Moeckli makes the point that "the law enforcement agencies of all three states at issue have regularly used terrorist profiles that are based on stereotypical group characteristics such as 'race', 'ethnicity', national origin and religion to select the targets of their preventive powers" and have done so mainly out of political convenience: Moeckli, "Terrorist Profiling and the Importance of a Proactive Approach to Human Rights Protection," pp. 1-2, paper presented at the B.C. Civil Liberties Association's 2007 Conference on Racial Profiling, Vancouver, BC, Canada, and drawn in part from his 2008 book, *Human Rights and Non-Discrimination in the 'War on Terror'* (Oxford: Oxford University Press).

11 *Flight Plan: Managing the Risks in Aviation Security*, Report of the Advisory Panel on the Review of the Canadian Air Transport Security Authority Act (Ottawa, December, 2006).

12 Further detail and citations are not provided as the security tour at Ben-Gurion is provided on a confidential basis.

13 Remarks of Rafi Ron, CEO, New Age Technology, Ltd. before the Aviation Subcommittee, U.S. House of Representatives Committee on Transportation and Infrastructure, February 27, 2002.

14 In this case, interlining refers to a shipment carried by different carriers on different legs of a journey.

15 International Consultants on Targeted Security – Europe Holdings BV.

16 Ben Webster, "Muslims face extra checks in new travel crackdown," *The Times* (London), (August 15, 2006).

17 See, for example, Sally B. Donnelly, "A New Tack for Airport Screening: Behave Yourself," *Time*, May 17, 2006; Jeff Jacoby, "What Israeli security could teach us," *The Boston Globe*, August 23, 2006.

18 *Flight Plan: Managing the Risks in Aviation Security*, Report of the Advisory Panel on the Review of the Canadian Air Transport Security Authority Act (Ottawa, December, 2006), 7.4, pp. 160-161.

19 Larry Derfner, "Stereotyping security," *The Jerusalem Post*, March 22, 2007; Yoav Stern, "Rights group wants to monitor Arab travelers' airport checks," *Haaretz* (English edition), January 11, 2007.

20 *Haaretz*, "Clipping El Al's wings," September 20, 2007.

21 Larry Derfner, "Stereotyping security," *The Jerusalem Post*, March 22, 2007. Acutely, the journalist raises the question: "It bears understanding that if ethnic profiling can't be helped, the ethnics being profiled can't help the way they take it."

22 Richard Silverstein, "Israeli-Arab Hebrew University Professor Harassed, Denied Permission to Attend Academic Conference," *Tikkun Olam*, November 25, 2006.

23 Yoav Stern, "Shin Bet: New system will ease checks of Arabs at airport," *Haaretz* (English edition) February 28, 2007.

24 Zohar Blumenkrantz and Yoav Stern, "Colored tags for Arabs' luggage at Ben Gurion airport discontinued," *Haaretz*, August 7, 2007.

25 "Flying While Arab: Israeli Airport Security Harassment," *Tikkun Olam*, August 7, 2007.

26 Comment attributed to Avner Ovadia, Transportation Ministry spokesperson, in Blumenkrantz and Stern, "Colored tags for Arabs' luggage at Ben Gurion airport discontinued," *Haaretz*, August 7, 2007.

27 "Israel's airport security challenged: Arabs complain they face racist treatment when boarding planes," The Associated Press, March. 19, 2008; Zohar Blumenkrantz, "Mazuz moves to limit racial profiling at Ben-Gurion Airport," *Haaretz*, June 4, 2008.

28 "Palestinian Americans warned of security profiling at B-G Airport," *Haaretz*, March 20, 2008.

29 Yuval Yoaz and Jack Khoury, "Civil rights group: Israel has reached new heights of racism," *Haaretz*, December 16, 2007.

30 El Al's exemplary security record does not carry over into an equally-impressive record in aviation safety. The US Federal Aviation Administration in late 2008 downgraded Israel's aviation safety rating to Category 2, which is "commonly assigned to developing countries": Zohar Blumenkrantz, "El Al plane nearly crashed close to Jerusalem hills," *Haaretz*, February 4, 2009.

31 Another example is that of the highly-trained armed air marshals who fly on all El Al international flights. This was an Israeli innovation copied by airlines in a number of Western countries, including the United States and Canada.

Racial Profiling
B.C. Civil Liberties Association
Position Paper

Reem Bahdi
with Olanyi Parsons and Tom Sandborn

acial profiling is both ineffective as a law enforcement strategy and offensive to fundamental principles of civil liberties and the Canadian *Charter of Rights and Freedoms*.[1] The BCCLA is committed to helping end the influence of racial profiling in Canadian law enforcement as a step toward making the day to day operation of government less corrupted by a practice that allows racism and social bias to direct and distort the way government powers touch the lives of democratic citizens. Racial profiling harms individual Canadians and distorts the functioning of our democracy. By adopting this position paper, the BCCLA commits to a multi-faceted strategy to denounce and help eliminate racial profiling in Canada. This effort will, over time, include:

- developing education and outreach efforts that demonstrate why racial profiling should be denounced from a civil liberties perspective;
- engaging policy-makers and legislators in supporting laws, policies and practices that eliminate profiling from Canadian law enforcement and security agencies;
- engaging in test case litigation involving allegations of racial profiling.

Racial profiling is both ineffective and wrong. Racial profiling's adverse effects outweigh its alleged benefits in all areas where law enforcement or intelligence interact with society, including criminal, immigration and national security contexts and racial profiling undermines fundamental Canadian values. The perception that crime is rampant in today's society or national security is under attack does not justify ineffective and irrational tactics by law enforcement and security agencies which disregard human rights, violate the *Charter* and erode civil liberties.

Communities that are subjected to racial profiling are unfairly over-policed, unjustly scrutinized and disproportionately represented in the criminal justice system.[2] Racial profiling is the product of stereotyping of racialized communities and it fuels further stereotyping.[3] We pause here to note that the term racialized communities is used rather than terms such as "visible minorities", "persons of colour" or "non-white persons". References to the term "racialized communities" conveys that it is a social construct to view persons or groups who share (or are perceived to share) a given ancestry as different and unequal in ways that matter to economic, political and social life, and that this view is not based in reality.

Victims of racial profiling have their liberty interests taken from them. They are stopped, searched, arrested, subjected to unwarranted force, detained in custody[4] and in the most extreme cases, shot, tortured or killed as a result of being ill-perceived as a serious threat. Racial profiling has had a long and inglorious history in Canada, with serious impacts on surveillance,

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search, investigation, arrest and incarceration rates for the racialized communities singled out for its destructive attentions. Racial profiling can not only result in distorted levels of law enforcement and imprisonment, as it has for members of Canada's First Nations; it can be literally lethal, resulting in unnecessary deaths of suspects selected not on the basis of sound police practice, but on the basis of institutionalized racism and private bias. Since the tragic events of September 11, 2001, the destructive impacts of racial profiling have been felt more and more seriously by Canadian residents who are or are perceived to be of Muslim origin.

Racial profiling has not been proven as an effective policing strategy. It does not effectively combat crime and/or terrorism since innocent individuals are wrongly targeted, detained and interrogated, while those who are responsible may slide under the radar because of an under-inclusivity of searches and inquiries. Racial profiling also promotes cynicism about law enforcement and the judicial system amongst members of racialized communities who are subjected to racial profiling, thus decreasing the probability of citizen co-operation with legitimate investigations.

Racial Profiling: What Is It?

For the purposes of this paper, "profiling" and "racial profiling" are used interchangeably, to reflect the reality that illegitimate and *Charter-offending* law enforcement profiling can be conducted in terms both of explicitly racial categories and in terms of social/religious/cultural identities that serve as proxies for race and similarly are invoked to justify behaviour that singles out the profiled for disproportionate suspicion, surveillance, investigation and arrest. We adopt the Ontario Human Rights Commission's definition of racial profiling, which is: "any action undertaken for reasons of safety,

security or public protection, that relies on stereotypes about race, colour, ethnicity, ancestry, religion, or place of origin, or a combination of these, rather than on a reasonable suspicion, to single out an individual for greater scrutiny or different treatment".[5] Essentially, racial profiling is the use of race as a proxy for risk in the policing of criminality, and more recently, terrorism. Racial profiling can be an overt strategy of law enforcement or subtle and unconscious. In its overt form, racial profiling involves the targeting of certain communities or individuals within a community for surveillance on the basis that the community itself is susceptible to crime. This form of racial profiling was evident most dramatically after September 11 when Arab and Muslim communities were held under surveillance as potential threats to national security.

In its more subtle form, racial profiling involves the filtering of information through the lens of stereotype. For example, we believe that the RCMP racially profiled Maher Arar when they associated him with Al Quaeda with very little evidence to substantiate their conclusions. The fact that Maher Arar was an Arab Muslim man almost certainly factored into the RCMP's assessment of him. This form of racial profiling can also impact on police conduct in other ways. It can lead police to use unwarranted lethal force against members of racialized communities.

The use of disproportionate force by police is inevitably linked to an assessment, based on stereotype, that the individual they are confronting is inherently violent because of their racialized status. One recent and tragic international example was the killing of Charles de Menezes, an innocent Brazilian man, in London, England following the July 7, 2005, subway bombings.[6] Because de Menezes was brown skinned, he was mistaken for a terrorist, with fatal conse-

quences. Another fatal incident was the shooting death of a young Aboriginal leader, J.J. Harper, on March 9, 1988. Harper was stopped by a Winnipeg police officer, who had mistaken him for a car thief. A scuffle ensued and Harper was shot, and killed.[7] Harper allegedly had nothing in common with the suspect who was being sought other than his Aboriginal identity.

The Canadian media has significantly contributed to stereotyping and profiling of racialized communities by linking them with violence and aggression. For instance, the moral panic and anti-Black stereotypes that were perpetuated by various media outlets following the 'Just Desserts' killing in Toronto, Ont. indirectly condoned the subsequent racial profiling of Black Jamaican men on the basis that there is a relationship between Blackness and crime.[8] This incident also prompted the Canadian government to introduce amendments to the *Immigration Act* through Bill C-44[9] in 1995. Bill C-44 removed the right of permanent residents to appeal deportation orders based on criminality when the Minister issued an "opinion" that the appellant was a "danger to the public in Canada."[10]

Given the negative stereotypes that associated Black males with criminality, Bill C-44 was the legislator's attempt to "get tough on crime." This translated into a message to get tough with certain communities. Although racial profiling of Blacks was not explicitly permitted in Bill C-44, a study released by the African Canadian Legal Clinic ("ACLC") in 2002 entitled "A Report on the Canadian Government's Compliance with the International Convention on the Elimination of All Forms of Racial Discrimination" revealed that it commonly occurred.[11] The report showed that since Bill C-44 nearly 40% of the total removals from Ontario were Jamaicans, and that it was five times the number of the next highest recipient country of Trinidad & Tobago, another Caribbean country, and more than the number of deportees to all of

Europe, the United States and South America combined. [12]

The media has also fueled the profiling of Arabs, Muslims and Asians. Several studies have demonstrated how the media has portrayed these groups as inherently violent. For example, Willard Oxtoby's study of American perceptions of Arabs confirms that Arabs are commonly depicted as fanatical, irrational, immoral, untrustworthy, and incorrigible barbarians bent on destroying peace. Oxtoby cites a 1976 issue of *Harpers Magazine* as an example: "Arabs are religious fanatics devoted to a non-Western warrior religion. Their bequests to us include the words *assassin* and *jihad* … the Arab draws his blade with gusto, and when he is finished butchering he is always that much closer to Allah."[13] Canadians receive this stereotype of the Arab as terrorist, or potential terrorist, through American media as well as Canadian sources.[14] September 11 simply amplified the stereotype. On June 14, 2003, for example, The Globe and Mail printed a cartoon honouring Father's Day. The cartoon depicted an Arab man with stereotypical features gleefully receiving a belt of explosives from his young son.[15]

The Extent of Racial Profiling in Canada

While some deny that racial profiling takes place in Canada and argue that those who believe that there is a problem are either misguided or misinformed, others contend that racial profiling remains a part of the arsenal of police.[16] Ken Closs, Chief of the Police Services in Kingston, Ontario acknowledges that racial profiling is a common policing tactic.[17] This acknowledgement is reinforced by a May 2005 study of police statistics in Kingston, Ont., which found that young Black and Aboriginal men were more likely to be stopped than men from other groups. The data showed that police in the predominantly White city were 3.7 times more likely to stop a Black as opposed to a Caucasian,

and 1.4 times more likely to stop an Aboriginal person than a White.[18]

Stephen Lewis, the former Ontario NDP leader and Canadian Ambassador to the United Nations, released a report in December 1995, which extensively examined racism in policing in Canada. Researchers for the report conducted telephone interviews in 1994 with 1,257 individuals who self-identified as Black (417), Chinese (405), or White (435). The study revealed that:

- 17% of Black residents reported having been stopped on two or more occasions over the previous two years, as compared to only 8% of White residents; and
- 43% of Black male residents reported having been stopped by the Toronto police in the previous two years, as opposed to only 25% of White male residents.

Racial profiling in Ontario is often referred to bitterly as having created the crime of "driving while black" or "DWB." David Tanovich's book, The Colour of Justice, opens with a vivid account of a DWB incident.

In the early morning hours of October 22, 2003, Dwight Drummond, a popular Citytv assignment editor, and his friend, Ron Allen, were driving home in Drummond's Blue Volkswagen Passat. They were young Black men and about to experience, as Drummond would later call it, a "rite of passage" – an unwarranted encounter with the police.[19]

The two men were boxed in by police cruisers, ordered to exit their vehicles, raise their hands, get on their knees, and lie on their stomachs with their hands outstretched. They were handcuffed, searched and placed in the cruiser.

What was a routine ride home from work and a meeting of friends suddenly escalated into a situation where Drummond and Allen faced the very

real possibility of joining the many other young Black men who have been shot by the Toronto police under troubling circumstances.[20]

Scot Wortley, one of the commission researchers and criminology professor at the University of Toronto, conducted a follow-up study. Wortley found that Blacks were still two -times more likely to experience a single stop, four-times more likely to experience multiple stops and seven times more likely to experience an "unfair" stop.[21]

1 Profiling Blacks

Prior to 9/11, Black Canadians were subject to some of the most egregious examples of racial profiling.[22] In waging the "war on drugs" between 1986 and 1992, police intensified their patrol of low income areas in Ontario targeting Black people as suspects.[23] This directly resulted in the overrepresentation of Blacks in prison as reported by The Ontario Systemic Racism Commission even though there was no evidence to suggest Canadian Black populations were any more likely to use or profit from drugs than members of other races.[24] The perceived success of profiling Blacks signaled by the high incarceration rates fueled the already existing stereotype that young Black males were likely to be involved in drug related crimes and in turn contributed to more overt racial profiling. Consequently, the profile became so loosely based that any Black male regardless of his age, or location was a potential threat.[25] Toronto police went as far as initiating what legal scholar David Tanovich calls a no-walk list requiring African Canadian youth and other racialized groups to carry identification while walking the streets of Toronto. [26]

The limitless precautions taken at the sight of a Black male with no evidence of criminal activity other than the colour of his skin, immediately poses the question "is this really necessary?"

For instance, the *Toronto Star* recently conducted a national survey in which it asked Canadians how many people with a Canadian criminal record are visible minority, including Aboriginals. The average response in the survey was 36.7 per cent, while the correct answer, which comes from an RCMP database containing the criminal histories of 2.9 million people, shows that the percentage of "non-Whites" with a criminal record is 16.7 per cent — below 2006 Census data on the total percentage of visible minorities (racialized communities) and Aboriginal groups in Canada (20.0 per cent). Even though the statistics show that racialized communities are not committing as many crimes as so many believe, the targeting of these communities, particularly Blacks and Aboriginals, has lead to an over-representation of these groups in the criminal justice system.[27]

2 Profiling Arabs and Muslims

September 11 lead to an increased acceptance of racial profiling of Arabs and Muslims for national security. Special forces, such as the RCMP and CSIS, were instructed to use their discretion in order to minimize the likelihood of another terrorist attack.[28] Moreover, the Canadian parliament passed statutes in response to September 11, including Bill C-36, the *Anti-terrorism Act* and Bill C-17, the proposed *Public Safety Act*, which were absolutely silent on this issue. These bills neither explicitly authorized profiling nor expressly banned it. Consequently, profiling persons based on race, ethnicity, place of origin and/or religion was implicitly accepted by the Canadian government. It is not surprising that racial profiling has become part of the "war against terrorism."

The post 9/11 wave of panic and insecurity felt by many Canadians has served as a rationale for profiling Muslim and Arab communities since it seems to only make sense to focus one's resources on the likely perpetrator. This idea was supported by Ed Morgan, Professor of Law at the University of Toronto. After 9/11 Professor Morgan said that "[w]e have to assume that some level of profiling will not only be done but upheld." He said that "[i]t is only rational law enforcement to do some kind of profiling -- if you have evidence to fit the profile."[29] Given that Arabs and Muslims were portrayed as fanatical, violence-loving maniacs in the popular presses of both Canada and the United States even before the 9/11 incident, the subsequent profiling of them was perceived by many as rational, reasonable and inevitable.

The mass hysteria caused by 9/11 all but solidified the common stereotype associating terrorism to Arab and Muslims and the panic that followed was a major contributor in making profiling an acceptable tool just as it seemed to be falling out of favour; although not necessarily out of use. In a survey released in 2003, 48 per cent of Canadians reported that they approved of profiling Arabs and Muslims,[30] despite the fact that their civil liberties were going to be called into question. Moreover, a survey released in 2002 by a national Islamic anti-discrimination and advocacy group (Council on American-Islamic Relations CANADA (CAIR-CAN)), a majority (60 percent) of Canadian Muslims say they experienced bias or discrimination since the 9/11 terrorist attacks.[31]

In addition, a national survey conducted by Ipsos Reid in 2005 revealed that Muslims and Arabs were the most likely group to be targets of racism, at 38 per cent - a finding that largely results from the after-effects of the 9/11 terrorist attacks against the United States.[32] The overwhelming support for profiling Arabs and Muslims along with the increased racism that they were subjected to after 9/11 served to justify and condone intensifying the scrutiny, surveillance and profiling of individuals based on ethnicity, place of origin and religion.

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Although we still do not have a complete or fully accurate picture of how the Arab and Muslim community has been affected by stereotyping in law enforcement and racial profiling, we do know that the consequences can be severe. Maher Arar's case represents an extreme example of racial profiling gone wrong. Canadian officials labeled Arar an "Islamic Extremist" without an evidentiary basis and thus contributed to his detention and torture overseas. But there are other serious consequences. The freezing of assets of those individuals and entities identified as terrorist is but one example.[33] The Office of the Superintendent of Financial Institutions (OSFI) held the responsibility of issuing a consolidated list with the names of terrorists to the financial institutions.[34]

However, in addition to providing the list, they also advised the institutions to "regard with suspicion not only the people whose names are on the list, but anyone whose name resembles the name of a listed person."[35] This measure encouraged racial profiling as it promoted further scrutiny of Arabs and Muslims on the sole evidence of their last name. Furthermore, it resulted in many innocent people with common Arabic/Muslim names being humiliated and forced to endure the hardship of convincing their financial institutions that they are not the listed entity.[36] While the primary focus of this paper is on the negative impacts of racial profiling when it misguides the law enforcement powers of the state, it is notable how the damage created by racial profiling by law enforcement filters out into the larger society and creates more irrational bias and unfair treatment in matters like banking.[37]

Security measures which were derived with no intention of exacerbating the disparity between human beings can, and have had, the opposite result. For example, airlines are required to provide information on passengers at the request of foreign governments regardless of their nationality.[38]

This seemingly unbiased requirement provides an open door for racial profiling because of the existing stereotype linking Arabs and Muslims to terrorism. Given that Arabs and Muslims are already depicted in America as violent, fanatical, incorrigible barbarians bent on destroying peace,[39] it should come at no surprise that upon receipt of information that an Arab is travelling aboard an aircraft, they would likely be subject to intense scrutiny within an airport setting.[40] It is without a doubt that racial profiling in Canada has contributed to the hardships faced by the Arab and Muslim community. Individuals are being subjected to greater scrutiny, unjust surveillance, an intrusion of their privacy rights and even torture.

3 Other Victims of Profiling in Canada

Although the profiling of Blacks, Arabs and Muslims receive the most media attention and scrutiny, other racialized groups such as South Asians and Aboriginals feel the sting of being stigmatized. The Criminal Intelligence Service Canada (CISC) provides reports each year linking South Asians to the drug trafficking scene between Vancouver and Alberta resulting in the same type of increased scrutiny used by police, which ultimately leads to complaints and challenges.[41] These reports also include Aboriginals, South Americans and Caribbean groups and their propensity to commit certain types of crimes.[42]

Aboriginal peoples in particular have historically experienced racial profiling in their interaction with police and the criminal justice system.

It is well documented that Aboriginal peoples are vastly over-represented in the criminal justice system and that the treatment they receive, while there, is

strikingly different from other racial groups. While representing only 2.8 per cent of Canada's population, self-identified Aboriginal people represent approximately 17 per cent of the federal offender population. Adult Aboriginal persons are incarcerated more than 6 times the national rate. Aboriginal inmates waive their rights to a parole hearing more frequently than do other inmates. And parole is denied at a higher rate than for non-Aboriginal offenders.[43]

Nineteen years after his conviction, Micmaq Donald Marshall was exonerated by a Commission of Inquiry that found that racism and prejudice against Aboriginal peoples and a willingness at all levels of the criminal justice system to presume that Aboriginal peoples are prone to criminality resulted in Marshall's wrongful conviction.[44] Very simply, had Marshall been White, the investigation would have taken a different turn.

Arguments in Favour of Racial Profiling:

Even though the adverse effects of racial profiling on individuals and communities have been documented and widely discussed, some proponents of racial profiling nonetheless contend that the price is worth it. Proponents of racial and ethnic profiling often validate profiling on the basis of utilitarian logic which holds that crimes are committed disproportionately by certain racial groups and that therefore disproportionate targeting and suspicion of members of those groups is appropriate. It is within this context that some individuals would support racial profiling. Racial Profiling, it is argued, prevents terrorist attacks and activities.

1 Deter and Disrupt

Advocates of profiling justify it as a counter-terrorism measure for three main reasons. First, they argue that racial profiling deters and disrupts terrorist networks and activities. For example, the American Department of Homeland Security asserts that various anti-terrorism measures which focus on Arabs and Muslims enhance national security because they deter and disrupt terrorist activity. For example, justifying policies aimed at weeding out and deporting Arab and Muslim men after September 11, the DHS asserted that the programme was justified because it "signaled a clear message to those 'sleeper' terrorists embedded in U.S. communities, that U.S. immigration law would be enforced." DHS also claimed that programmes which focused on Arabs and Muslims "forc[ed] would be terrorists to comply with the terms and conditions of their admission to the United States or run the risk of being removed from the United States. This additional pressure may make the job of carrying out a terrorist mission much more difficult, therefore disrupting the mission."[45]

2 Muslim is Simply Part of the Equation

The second type of argument advanced in favour of profiling relies on analytical reasoning. Proponents argue that it not only necessary but inevitable that race and/or religion will become a probative factor in investigations given that national security is threatened by Muslim extremism. In such a context, one cannot take Muslim out of the equation. Thus, it makes sense to focus on Maher Arar as an investigative target if one is concerned about "Islamic extremism." Arar came to the attention of RCMP officials because of his association and meetings with Mr. Abdullah Almalki. Arar had several characteristics which would have identified him as a risk if one accepts the efficacy of racial profiling: he was an Arab Muslim man who also knew about wireless technologies, was born in Syria and travelled to countries that had links to terrorism. The same kind of logic might be applied to the Air India disaster. Given that

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Canadian officials knew about a specific threat by Sikh extremists, they could have prevented the Air India tragedy if they had simply paid greater attention to Sikh passengers the fateful day when a suitcase filled with explosives was allowed onto a flight originating from Canada.

3 Risk Management

Finally, some proponents of profiling contend that racial profiling makes statistical sense as a risk management and resource allocation strategy. Racial profiling gained popularity within law enforcement circles as part of a general move towards profiling and statistics based risk management theory. Rather than appealing to vague claims about deterrence and substitution, some advocates contend that racial profiling makes statistical or actuarial sense. The actuarial argument for profiling purports to appeal to value-free hard facts and seemingly neutral numbers. Profiling is presented as an aspect of a risk management. As one commentator has observed,

> *Young Muslim men bombed the London tube and young Muslim men attacked New York with airplanes in 2001. From everything we know about the terrorists who may be taking aim at our transportation system, they are more likely to be young Muslim men.*[46]

Racial profiling, according to this viewpoint, is just smart law enforcement. If you know that risk comes from within a particular group, then it only makes sense to focus resources on that group. After all, statistical or actuarial methods have worked in law enforcement when compiling other types of profiles such a geographic profiling.

Popular press articles supportive of profiling often rely on statistical arguments. For example, Heather MacDonald, a writer for the City Jour-nal, is convinced that the "anti-profiling crusade thrives on an ignorance of policing and a willful blindness to the demographics of crime."[47] In her article, she cites a number of statistics demonstrating the reportedly elevated crime rates amongst racial minorities in comparison to the majority. This is then used to substantiate her claim that race is a likely indicator of potential criminal activity. In response to what she calls the hue and cry of anti-profiling juggernauts, MacDonald states that there is "nothing illegal about using race as a factor among others in assessing criminal suspiciousness"; especially given the fact that many crime filled areas just happen to be populated by minorities.[48] "Hence, special efforts at crime reduction directed at members of such groups are justified, if not required"[49]

According to this argument, the resulting feeling of inferiority faced by the supposed victims of racial profiling are minor when compared to the salutary benefits of catching criminals. In essence, if you make a few innocent Blacks or Arabs uncomfortable at the benefit of stopping a major drug deal or terrorist plot, you have made an acceptable trade off of rights for security in the public interests. Indeed, Risse and Zeckhauser contend that the hurt feelings of minorities does not have so much to do with racial profiling as it does with their historical encounters with the ruling class.[50] In that sense, the harm is expressive since an event or practice is a reminder of other painful events or practices. As an example, women have been treated as merely sex objects for hundreds of years, so it is not surprising that many would be against pornography due to its historical background.[51] Yet pornography, in large part, constitutes a legal practice. History is the driving force behind the alleged overreactions which underlie anti-racial profiling arguments. But, racial profiling should not be abandoned for this reason. Rather, the underlying pathology which leads some

to reject racial profiling needs to be understood so that the value of racial profiling can be appreciated.[52]

Arguments Against Racial Profiling:

1 Profile Evasion and Substitution

First, critics of racial profiling in the national security context in general and of the DHS counter terrorism programmes in particular point out that terrorists tend to study and know the legal and administrative regimes within which they are working. They carefully alter or tailor their behaviour to escape scrutiny within the confines of a given regime. The 9/11 Commission Staff Report About Terrorist travel confirmed this point. It noted that:

> *To avoid detection of their activities and objectives while engaging in travel that necessitates using a passport, terrorists devote extensive resources to acquiring and manipulating passports, entry and exit stamps, and visas. The al Qaeda terrorist organization was no exception. High-level members of al Qaeda were expert document forgers who taught other terrorists, including Mohamed Atta, the 9/11 ringleader, their tradecraft. The entry of the hijackers into the United States therefore represented the culmination of years of practice and experience in penetrating international borders.* [53]

Terrorists also have access to sophisticated fraudulent documents and other means to evade the profile. This is particularly the case where the profile relies on stereotypes of Arab and Muslim looks and behaviour.

New York City Police Commissioner Raymond Kelly pointed to the substitution problem when he expressed his frustration with the suggestion that profiling is just smart law enforcement. Commissioner Kelly stated that:

> *Look at the 9/11 hijackers. They came here. They shaved. They went to topless bars. They wanted to blend in. They wanted to look like they were part of the American dream. These are not dumb people. Could a terrorist dress up as a Hasidic Jew and walk into the subway, and not be profiled? Yes. I think profiling is just nuts.*[54]

Similarly, Bernard Harcourt concludes:

> *There is no reliable empirical evidence that racial profiling is an effective counter-terrorism measure and no solid theoretical reason why it should be. The possibility of recruiting outside the profiled group and of substituting different modes of attack renders racial profiling in the counter-terrorism context suspect.*[55]

MI5 has recently reportedly reached a similar conclusion about the ineffectiveness of racial profiling as a national security strategy.[56]

A recent study sponsored by the Canadian Human Rights Commission and the Canadian Race Relations Foundation has confirmed that racial profiling is not an effective law enforcement strategy in any context. The study extensively reviewed the profiling literature and concluded that "the results are credible and suggest that profiling does not constitute an effective method of investigation or prevention. This is especially the case for studies on racial profiling."[57]

The fact that the profile can be evaded undermines all three arguments in favour of racial profiling. The three strands of the pro-profiling position all tend to assume the elasticity of the targeted groups (more attention on the groups will mean less terrorist activities within them) but ignore the elasticity of the non-profiled groups (less attention on the non-profiled groups creates greater opportunities within

them). This dual elasticity creates the opportunity for substitutions. Individuals change tactics, seek to evade the profile by either recruiting from outside the profiled group or creating identities for themselves that evade the profile.

2 Racial Profiling and Stereotyping or Discrimination

While the substitution argument focuses on the inadequacy of profiling because of its impact on the behaviour of the profiled terrorist, the stereotyping and discrimination argument focuses on the inadequacy of racial profiling because of its influence on the decision-maker him or herself. Race does not operate as a neutral factor in decision-making. When race and religion form part of the assessment, they eventually overtake other characteristics as part of the purported risk assessment. Instead of remaining one factor among a multitude of factors, race or religion becomes the lens through which all other information is filtered and understood. This is because we often unconsciously make decisions and assumptions about people on the basis of their race. Where the race or religion is associated with stereotypes, the information we assess about an individual is thus filtered through a lens tainted by stereotype.

This type of dynamic played itself out in the case of Maher Arar. Rather than rationally investigating Arar's activities, the RCMP irrationally and without sufficient justification labeled him "an Islamic extremist individual with links to the Al Qaeda network." This information was subsequently shared with American authorities without caveats and lead to Arar's ordeal in Syria. Justice O'Connor neatly summed up the problem with racial profiling and stereotyping in the context of national security investigations. His observations in this regard are worth citing at length.

Although this may change in the future, anti-terrorism investigations at present focus largely on members of the Arab and Muslim communities. There is therefore an increased risk of racial, religious and ethnic profiling, in the sense that race, religion or ethnicity of individuals expose them to investigation. Profiling in this sense would be at odds with the need for equal application of the law without discrimination and with Canada's embrace of multiculturalism. Profiling that relies on stereotyping is also contrary to the need discussed above for relevant, reliable, accurate and precise information in national security investigations. Profiling based on race, religion or ethnicity is the anti-thesis of good policing or security intelligence work.[58]

The propensity for profiling to morph into stereotyping was confirmed by the European Union Network of Independent Experts in Fundamental Rights warnings that the proposed terrorist profiles presented a major risk of discrimination.[59] Profiling and stereotyping are inextricably linked. Profiling – in the sense of allowing race or religion to be considered a risk factor – quickly morphs into stereotyping. Profiling plays to people's fears and presuppositions about group characteristics and invites judgment of an individual through the lens of group characteristics. Profiling cannot be separated from stereotyping. Given the existence of widespread and unconscious stereotypes of Arabs and Muslims, profiling thus leads to irrational results rather than good intelligence or effective enforcement. This argument against racial profiling applies to instances of profiling across time and not simply once the profiled terrorists have the opportunity to devise new tactics.

The concern about profiling and stereotyping exists beyond the counter-terrorism context. In *Radek*,[60] the British Columbia Human Rights Tribunal held that the negative stereotypes of

Aboriginal individuals lead to their victimization. In this case, the respondent developed a neutral policy that intended on denying access to the shopping plaza of all suspicious people and vagrants; however, this policy had an adverse effect on the Aboriginal population. Security officers were advised to look for individuals who: wore ripped or dirty clothing; exhibited attitudes when approached; proved reluctant to answer questions; talked to themselves; had open sores and wounds on their face and body; had red eyes; acted intoxicated or stoned; bothering customers; begged for money or cigarettes on the street; and, had bad body odour.[61] Some of the criteria used to deny access were commonly held stereotypes of Aboriginals. This was reiterated by expert witness, Dr. Bruce Miller, who identified a number of currently held stereotypes about Aboriginal people. These included, but were not limited to the following:

- Aboriginal people are backwards-looking and stand in the way of social progress;

- All Aboriginal people drink and are alcoholics - the "drunken Indian" image;

- Aboriginal people are violent and prone to petty crime;

- Aboriginal people are lazy and will not work or keep a steady job;

- Aboriginal people are unhealthy and have a fatalistic disinclination to do anything about their health and other problems; and

- Urban Aboriginal people are degraded drug and alcohol abusers and sex-trade workers (an image reinforced by the recent publicity about the murder of large numbers of women from the Downtown Eastside, many of whom were Aboriginal).[62]

Dr. Miller explained that stereotypes funnel perception and create a strong conservative bias in the thought process of decision-makers: people place stimuli into existing categories and ordinarily reject discordant observations. In the case of interactions between Aboriginal peoples and members of non-Aboriginal society, the non-Aboriginals channel their observations through their existing schemas or understandings of them.[63] Ultimately, the prejudices against Aboriginals tended to support the idea that they needed to be targeted or watched closely to maintain peace and prevent crime.

3 Implementation Problems

We do not agree that certain groups are more inclined to commit crimes than others. There may well be more drug use in wealthy White neighbourhoods than poorer racialized neighbourhoods, for example, but selective street stops and searches in neighbourhoods where people of colour live and congregate tip the statistics in ways that reinforce racist stereotypes of the "criminal other." Rather, these statistics "produce hidden distortions with significant costs for society."[64] However, even in the event that statistically certain racialized groups are more inclined to commit certain crimes, or at least to be arrested and convicted due to unequal enforcement tactics driven by racial profiling, there is no empirical evidence that racial profiling does in fact reduce crime rates.[65]

Even if racial profiling might work in theory, it is impossible to develop strategies to implement it efficiently and effectively in practice. Experiences in the United States clearly demonstrate this point. For example, after September 11, American authorities developed a system for registering Arab and Muslim non-citizens on the theory that all of the men involved in the terrorist attacks were in the United States on some form of visa and some of them violated the terms of their visas. If they had been caught

and deported for violating the terms of their visas, September 11 might have been avoided. Extensive resources have therefore gone into watch lists and registration programmes. Nonetheless, all of these lists and registration programmes contain gaps and inconsistencies that would have allowed the September 11 terrorists to remain in the United States. For example, the 9/11 Commission Report observes that the exit interview conducted under the NSEERS programme which is designed to track the exit of non-citizens is not conducted at the actual place of exit. It is possible, therefore, that individuals be registered as having departed he United States when they have not in fact left the country. It also remains relatively easy for a sufficiently motivated individual to avoid registration in the NSEERs programme in the first place despite the networks and resources dedicated to NSEERS.

Canadian experiences also suggest the problems with translating profiling into practice. Muslim communities have long complained that national security agencies focus on questions such as how often an individual prays. Presumably such questions come from the belief that if one is investigating Islamic extremists who are driven to violence by religious fervour, then it only makes sense to gauge a target's devotion to his/her religion. There are many grounds on which to criticize such quests to translate profiling theory into practice, including the general point that equating a person's dedication to his or her religion with fanaticism and terrorist propensity smacks of Islamophobia.[66] Religion is central to both the Ku Klux Klan and a Catholic priest. Yet, we would never use devotion to religion to try to distinguish between the Klansman and the priest. Similarly, one cannot say that simply being a dedicated adherent of Islam – as measured by the number of times one prays - should be considered a risk factor. People who are devoted to non- violence pray devoutly. So

what does devotion to religion tell us in assessing someone's behaviour and potential for violence? It tells us little because it does not allow us to distinguish between those who are a risk and those whose values society embraces.

Profiling's Impact Upon Affected Communities

Directly responding to Risse and Zechauser's article, Annabelle Lever challenges the expressive harm thesis stating that it underestimates the damage that racial profiling can do in a society that is predisposed already to favor White people's perspectives on crime. [67] Racial profiling does more than just reflect racist attitudes, habits and institutions[68]; it contributes to them all by compounding on these harms and giving them an official seal.[69] For example, publicly associating Blacks with criminality severely "increases the likelihood that Whites will think of Blacks as importing crime into their supposedly crime-free neighbourhoods".[70] This fuels stereotypes and ultimately leads to increased racism experienced by Blacks in every capacity; even while attending school.[71] Therefore, the incremental harm that Risse and Zechauser speak of is much larger than it is projected to be. Laws and their enforcers should never contribute to or aggravate existing inequalities. [72]

Racial profiling also offends against numerous sections of the Canadian *Charter of Rights and Freedoms*, a document which guarantees Canadian rights against abusive actions of government. Section 15 of the *Charter* was created to ensure equality in the formulation and application of the law.[73] Specifically, it guarantees equality before and under the law, equal protection of the law and equal benefit under the law.[74] Therefore, any unequal treatment or differential impact regardless of the intent of the government action can be seen as a violation of one's *Charter* protected right.

Bearing this in mind, racial profiling offends against this right as it allows enforcers to deliberately subject individuals to differential and unequal treatment without sufficient evidentiary basis. [75] Section 9 of the *Charter* protects individuals from arbitrary detainment.[76] "Canadian law stresses that decisions made on the basis of stereotypes subvert the integrity of any decision-making process. Decision-makers who labour under stereotypical assumptions cannot produce informed, accurate or just results." [77] Therefore, when enforcement agencies arrest and detain individuals for reasons generated by preconceptions, they are in effect violating s.9 of the *Charter*, as well as s.7 since individuals' life, liberty and security interests are being deprived contrary to the principles of fundamental justice. Finally, sections 2(c) and 2(d) of the *Charter*, which protect the fundamental freedom of peaceful assembly and association respectively, are constantly being impaired by the practice of racial profiling, as it subjects individuals to increased scrutiny on the basis of their congregation and association with each other. This could be as simple as a group of Muslims playing paintball or a group of Black males walking and talking on a city street. Canadian research data reveals that Black youth in groups are four times more likely to be stopped and six times more likely to be searched than similarly situated White youth.[78]

Moreover, racial profiling disempowers those racialized communities that are subjected to profiling, and, ultimately creates a level of mistrust between the institutions of the state responsible for administering security and law enforcement and those racialized communities. Lastly, in regard to the societal impact, racial profiling leads to the underrepresentation of these racialized communities in key societal institutions, including ones that are perceived to be engaging in racial profiling.[79]

As a result of racial profiling in Black communities, fear of violence and death at the hands of law enforcement officials in addition to feelings of hurt, resentment and distrust plague many victims.[80] Unfortunately, these feelings resurface even in situations where officers appear to be polite and considerate[81] causing them to arouse even more suspicion from police officers by their actions. It would seem as though the profiled also profile the profiler effectively creating a cycle of "reciprocal distrust".

Profiling's Impact Upon Law Enforcement and Intelligence Agencies

An often overlooked aspect of racial profiling is the fact that it may backfire on the institutions that use it. This can happen in a number of ways. First, because profiling is over-inclusive, it can lead to significant wasted resources and false-leads. Contrary to the suggestion that racial profiling helps focus and funnel resources so that they can be used efficiently, racial profiling thus results in inefficiencies. In the Maher Arar case significant resources were devoted to investigating Mr. Arar in circumstances that implicated his race and religion.[82] Second, profiling can undermine agency reputations. When no concrete evidence was found, not only was Mr. Arar a victim but Canada also suffered the extreme embarrassment of taxing its resources on a false lead. Finally, because profiling is linked to stereotyping, it can create an increased tolerance for stereotyping and racism within an agency.

Conclusion

The BCCLA has an important role to play in any national debate about racial profiling. As one of the nation's oldest and best respected defenders of civil liberties, the Association can contribute through its public education programs, consultations with policy makers and

legislators and interventions into court cases. Moreover, it might offer assistance to those who have been racially profiled and wish to file complaints against police services, customs, security agencies, as well as any other agency and/or institution that profiles solely based on race, place of origin, ethnicity and/or religion. The result will be better law enforcement and more carefully protect civil liberties, especially for visible, racial and religious minorities. It is well past time for the BCCLA to speak out on this important manner. We urge the BCCLA to develop a full position paper, issue a press release about it and empower staff to mount a campaign against racial profiling.

LEGISLATION

Bill C-10: An Act to amend the Criminal Code (minimum penalties for offences involving firearms) and to make consequential amendment to another Act, (revised 6 June 2007).

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36 *Ibid* at 302 For example, Abd Al-Hadi Al-Iraqi is included on the list of suspected individuals with no other identifying information other than his alias "Abu Abdullah," an extraordinarily common Arab name, and a suggested alternative spelling of his name, Abdal Al-Hadi Al-Iraqi.

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Theoretical Perspectives on Racial Profiling in Postmodern Societies

Frances Henry and Carol Tator[1]

This paper explores the growing debate over racial profiling. The manifestations of racial profiling and racialized policing examined reach well beyond law enforcement. The processes of racialization are deeply embedded in the ideological frameworks and interlocking discursive spaces and structures of lawmaking, immigration, criminal justice, education, the media and various other vehicles of social control and representation. Dominant White authorities have attempted to control the debate over racial profiling with a number of discursive strategies. Similarly, the crisis over racial profiling produced a set of oppositional narratives from those members of the community who are the objectives of racialization. These include Toronto's racially-marginalized communities which were able to name the experience of racial profiling in concrete ways that had heretofore been inaccessible to them and to have their experiences validated. Expressions of resistance also began to arise from within various community constituencies, including White columnists and editors (mainly from the Toronto Star*), lawyers, researchers, community activists and advocates. These counter-narratives serve as primary data in a study of the processes of racialization, as well as a powerful educational and organizational tool.*

The 2007 conference for which this paper was prepared dealt with an extremely important topic that only recently had come onto the public agenda in Canada. "Racial profiling," a term coined originally in the United States, has undergone change since its initial meaning when it referred exclusively to the compiling of race-based criminal profiles for use by the police. Nowadays, the term is primarily used both here in Canada and in the U.S. to refer to the police use of discretionary authority to pull over Black drivers (Engel, Calnon and Bernard, 2002). It is also used by immigration authorities and other government agencies to describe an approach to controlling racialized minorities, including Arabs, Muslims, Aboriginals and Hispanics.

Racial profiling is probably used most often in the context of police behaviour – specifically, in discriminatory behaviour rooted in stereotypes and prejudices held by individual police officers. Thus, racism within police forces has often been dismissed as nothing more than the rogue actions of a limited number of isolated and bigoted individuals. This is the "few bad apples" thesis enshrined by the then-Mayor of Toronto, Mel Lastman. We have referred to this as one of the main elements of a specific discourse – the denial of racism as a set of institutional practices and communal cultural behaviours that collectively support and reinforce racially-different systemic outcomes. The implication of the "bad apples" perspective is that all we need do to solve the problem of racial profiling is to provide police officers with more training in race relations and cultural sensitivity, or recruit a limited number of racialized officers. This, of course, leaves unchanged the structure of policing as well as the core ideology of police officers – their beliefs, values and norms.

The authors came to the study of racial profiling through our extensive work on racism in Canadian society. To illustrate, both of us have examined systemic racism within the institutions of our society for many years – at both individual and systemic levels – and we have collaborated on a book which explores the phenomenon in

broad terms. We have also looked specifically at the institution of media and, more specifically, on the role it plays in producing, reproducing and disseminating racist ideologies. One of our earliest books (Tator, Henry and Mattis, 1998) explored the transmission of racialized images, ideas and practices in cultural production, including museum exhibits, theatre, film and mass media. Later, we traced the processes of racialization in the everyday discourses that appear in print and television (Henry and Tator, 2002).

Most recently, we have made an attempt to bring some understanding to what is increasingly identified as racial profiling as carried out by policing organizations and specifically targeting people of colour, especially African- descended groups and Aboriginal people. However, given our backgrounds and experience in analyzing attitudes and behaviours considered racialized or stereotypical or misrepresentative, it is not surprising that *we consider racial profiling to be just another buzz label for good old-fashioned racism.*

Racial profiling is not a new phenomenon. Nor is the racial profiling of African Canadians a new issue in Canadian society. When racial profiling is discussed in Canada, the focus is mainly on recent experience, which tends to support the notion (as in Britain) that profiling is a new phenomenon and largely a consequence of changes in immigration patterns and policies which have resulted in substantial numbers of people, including those of African descent, coming to Canada. Racial profiling, in fact, really refers to what the police have always done. Mosher (1998), for example, in analyzing the relations between police and the African-Canadian population in the years 1892 to 1961, found that in six cities in Ontario, 12% of all public-order charges were against African-Canadians, 11% against Aboriginals and 2% against Chinese. He established that these percentages are vastly out of proportion to their actual numbers in the population and, of those charged, African-Canadians and Aboriginals were most likely to be imprisoned and for far-longer periods than other groups.

Nor is racial profiling confined to policing. As we have demonstrated in *The Colour of Democracy: Racism in Canadian Society* (2006) and *Racial Profiling in Canada: The Myth of "A Few Bad Apples"* (2006), racism or racial profiling exists within all institutional sectors even in liberal, democratic societies. Policing culture and practices are a composite of ideologies, values, norms and practices that are deeply connected to, and embedded in, diverse institutional and discursive spaces. In *Racial Profiling in Canada*, we demonstrate how otherness is "marked" in the law, the justice system and systems of governance. We document the link between the legacy of racism in law-making, immigration policies, the justice system and racialized practices in education, including policies such as "zero tolerance," curriculum and teaching practices.

The question that arises from these examples of racism or racial profiling in the varied institutions of Canadian society is simple: "Why does racial profiling, or racism, occur in modern, industrialized societies such as Canada?"

In earlier work, we have described such societies as including both the values normally associated with democracy and those linked to racism, especially the more elusive or covert forms of racism. For example, the values associated with modernism and democracy include justice, equality, constitutional and elected governments which work toward the common good, the notion that individual rights are dominant, even over collective rights, and so on. Yet these commonly-acknowledged "positive" values have not deterred the oppression and inequality that are the product of racism. They have led to the development of some state-organized structures and mechanisms to supposedly alleviate racial disparities, among them, human rights commissions to investigate grievances; constitutional laws such as *Section Fifteen* of the *Canadian Charter of Rights and Freedoms*; and the *Multiculturalism Act of 1988*.

However, these measures do little to alleviate the more subtle forms of the "new racism" or

"democratic racism." Many people in democratic societies are entrenched in attitudes and behaviours that result in discriminatory acts toward "them" or people who are not like "us." We find evidence of discrimination in employment, housing, education, media and the justice system. Thus, democratic racism is an ideology in which two conflicting sets of values are made congruent with each other. Commitments to democratic principles such as justice, equality and fairness *conflict*, but *coexist*, with attitudes and behaviours that include negative feelings about minority groups, differential treatment and discrimination against them. Thus, in these ways, racist sentiments and ideologies are found in democratic societies such as ours. Moreover, the ideology of democratic racism flourishes in societies which have attempted to control such racism – but primarily in such overt forms as discrimination in employment, housing and similar areas of obvious disadvantage. These can be investigated by human rights commissions and through a range of grievance procedures and mechanisms created at various levels of government as well as through private sector corporate and institutional structures. Overarching laws, and recent court decisions which recognize, at least to some extent, the devastating nature of racism, also tend to focus on the most obvious and overt instances of racism.

However, what we refer to here as "democratic racism" is deeply embedded in the popular culture and in popular discourse. It is located within what has been called society's "frames of reference," which include a largely unacknowledged set of beliefs, assumptions, feelings, stories and quasi-memories that underlie, sustain, and inform perceptions, thoughts and actions. Democratic racism, in its discursive or subtle forms, begins in the families and communities within which we are socialized; in the schools and universities in which we are educated; in the media that surround us and communicates ideas, information and images; and in popular culture including the television, films, songs and texts that supposedly provide entertainment.

Racialized discourses cover a wide spectrum of expressions and representations, including a nation's recorded history; scientific forms of racist explanations (such as J.P. Rushton's theory of racial differences); economic, legal and bureaucratic forms of doctrine; cultural representations in the form of national narratives, images, symbols and so on. Social power is reflected in racialized discourse because most of the decision-making elite of this society and others like it are controlled mainly by Whites who maintain a dominant White culture. Thus, there exists a constant moral tension: *the dissonance between the everyday experiences of racialized and Indigenous peoples, juxtaposed with the perceptions and responses of those who have the power to redefine that reality.*

Many people resist anti-racism and equity initiatives because they are unwilling to question *their* own belief and value systems and discursive practices, *their* organizational and professional norms, *their* positions of power and privilege within the workplace and society. Thus, they are unable to examine the relation between cultural and racial differences and the power dynamics constructed around ideas about those differences. Acknowledging that ethno-racial differences make a difference in the lives of people is to concede that Euro-Canadian hegemony continues to function and organize the structures within which the delivery of mainstream programs and services operates (Dei, *et al*, 2004). Resistance may manifest itself as active opposition, expressed openly, but it is more commonly articulated in more subtle forms of discourse. Discourses on race and racism converge with concerns about Canadian identity, national unity, ethnicity, multiculturalism and so on. Discourse provides the conceptual models for mapping the world around us and incorporates both social relationships and power relations, but, as Yon (2000) demonstrates in his ethnographic study of students and teachers in a Toronto high school, discourse about identity and nation that never mentions the word "race" can also be considered racist discourse.

Increasingly, discourses about culture and cultural differences deflect concerns about racism because they are often framed in the context of being "tolerant," "sensitive" and sufficiently enlightened to appreciate and respect the diverse cultures of the "others." Cultural discourse tends to cover up the "unpleasantness" of domination and inequity (Wetherell and Potter, 1992).

There are some major discourses that powerfully sustain the ideology of democratic racism. These include, for example, the discourse of denial (there is no racism in Canada; I am not a racist); the discourse of colour blindness (I never notice the colour of a person's skin); the discourse of equal opportunity (all we need to do is treat everybody the same and fairness is ensured); the discourse of blame-the-victim (if equal opportunity and equality already exist, then the lack of success of some racialized groups must be of their own doing); and the discourse of White victimization (White immigrants to this country suffered just as much as the more recent racialized groups).

One major consequence of the ideology and discourses of democratic racism is that there is a lack of support for policies and practices that might ameliorate the relatively low status of some racialized people who are the main targets of racism. These policies and practices tend to require changes in the existing social, economic and political order, usually by state intervention. The intervention, however, is perceived to be in conflict with, and a threat to, liberal democracy. Thus another important aspect of democratic racism holds that the spread of racism should only be dealt with – if at all – by leaving basic economic structures and societal relations essentially unchanged (Gilroy, 1987). Efforts to combat racism that require intervention to change the cultural, social, economic and political order will lack political support. More importantly, they will lack legitimacy, according to the egalitarian principles of liberal democracy. Thus, challenges

to the dynamics and dominance of world capitalism will be strongly resisted.

The extended opening section of this paper has brought us to the central topic of the 2007 conference, racial profiling, and to our assertion that racial profiling or racism by the police (and members of other institutions) in a democratically racist society is virtually inevitable. However, rather than dwell on aspects of racial profiling already well-known, we want to move on to *theories of explanation* by raising the question of why racial profiling – especially at it affects policing practices – is so prevalent in many postmodern societies where disadvantaged racialized groups, and especially Blacks, are marginalized.

Three distinct, albeit related, theoretical approaches have most influenced our perspective. These are:

1. *Whiteness studies,* which examine the racialization of Whiteness and its role in sustaining systems of power and privilege. This approach focuses on Whites as a racial group in hegemonic control of marginalized subgroups in society.
2. *Blackness studies,* which focus on the abnormalization of Blackness and the Black body image.
3. *Danger and racialization theory,* which refers to the idea that people of colour – and especially Blacks – pose a danger to predominantly White societies.

We have already referred to a fourth perspective emphasizing *discursive analysis theories,* an approach which explores how White hegemonic discourse produces, reinforces and disseminates racism in democratic liberal societies.

Whiteness Studies

The emerging field of "Whiteness studies" focuses on racialization – a process that is normally

understood as making race a relevant factor to people or situations when, in fact, it is totally irrelevant. In this context, we are reversing the term to refer to the racialization of the "White" race. Whiteness studies maintain that if people of colour are racialized, then so should Whites be recognized and identified as members of the White or Caucasian race. White identity is based on the concept that those who have traditionally held hegemonic positions of power over all other groups have done so by constructing hierarchical structures of exclusion and marginality. White studies scholars contend that Whites must accept a race category for themselves, but one which does not include the assumption that they are biologically superior to other "races." Whiteness studies provide something of an answer as to why the discourse of denial of racism is still so powerful and persistent in Canadian society and especially among White power elites.

A bedrock truth in many postmodern societies is that Whiteness is hegemonic over Blackness. This "truth" is believed not only by those who are strongly prejudiced, but also by those who do not perceive themselves as prejudiced, and who are not generally viewed as prejudiced, yet who exercise control over society's structures and systems. The beliefs, values, and norms of the White elite operate in the law, the media, and the educational and criminal justice systems, as well as in other systems of social control and representation. The hegemonic concept has attained its own, largely unconscious reality, which manifests itself in terms of the meaning of "Whiteness," especially in contrast to the meaning of "Blackness." Whiteness has thus become another socially-constructed identity – an identity that has long held the dominant position in perpetuating social inequities.

Whiteness has three interlinked dimensions: it is "a location of structural advantage"; it is a "standpoint or place from which White people look at ourselves, at others and at society"; and it refers to a set of cultural practices that are "usually unmarked and unnamed" (Frankenberg, 1993:1). Whiteness studies shifts the onus in studies of institutionalized racism, of racism in popular culture, and of racism deeply embedded in society, from the disadvantaged groups of colour to those who are White and privileged and whose views are considered natural, normative and basically raceless.

Whiteness studies reverse the focus on "Blackness" and "Otherness" to critically examine the role of Whites in preserving and reinforcing racial bias and exclusion. Whiteness studies analyse the link between white skin and the position of privilege operating in most societies, including those which have been subjected to European colonialism. White privilege confers benefits, whereas people of colour are often disadvantaged, excluded and marginalized because of their skin colour and its associated stereotypic constructs. Whiteness contests the discourse of colour blindness which we noted above as untrue and inaccurate. Whites see the "colour" in others in the same manner that they are seen as "White." Most White people do not, however, recognize themselves as a racial category, and their self-identification rarely includes the descriptor "White." White people are often not even aware they are White and, without that essential self-recognition, they find it difficult to recognize and accept their role as perpetrators of racial discrimination and exclusion. Many Whites do not recognize their own identity as based on race; thus, they do not participate in conversations in which race is discussed.

The power of Whiteness manifests itself in the ways in which racialized Whiteness becomes transformed into social, political, economic and cultural behaviour. White culture, norms and values in all these areas become normative and natural. They become the standard against which all other cultures, groups and individuals are measured—and usually found wanting. Whiteness comes to mean truth, objectivity and merit.

Blackness Studies: Black Body Imagery and Definitions of Masculinity

We racialize Whiteness in order to understand the hegemonic role it plays – often inadvertently – in modern societies. Similarly, we will have to understand Blackness – which has long been racialized – as the other side of that coin. Blackness is contextualized in images of the Black male heterosexual body as represented in a broad spectrum of spaces, including public, social and cultural spaces. These images serve an important function: they define not only skin colour but also constructions of masculinity. More specifically, ideas of Black heterosexual masculinity are found in

> *the popular imagination as the basis of masculine hero worship in the case of the rappers; as naturalized and commodified bodies in the case of athletes; as symbols of menace and threat in the case of black gang members; and as noble warriors in the case of Afrocentric nationalists and Fruit of Islam. While these varied images travel across different fields of electronic representation and social discourse, it is nevertheless the same black body – super star athlete, indignant rapper, 'menacing' gang member, and pitch-man, appropriate middle class professional, movie star – onto which competing and conflicting claims about (and for) black masculinity are waged* (Gray, 1995:402).

Negative and disturbing concepts of the Black male body were constructed under colonialism, which defined Blackness as "the other" and in so doing confirmed the supremacy of Whites as well as the power of the colonizers. Black men thus became subordinate and powerless, robbed of their cultural identities and reduced to stereotypic images based on White men's fantasies (Fanon, 1967). These fantasies were mainly sexual and erotic and based on the imagery of the Black primitive. But those images projected a menace. Colonialism had eroticized Black men and at the same time denied them power; nonetheless, their images were threatening because of their

potential to attract White women and thereby undermine the confidence and self-esteem of White men. Many of the constructs of the Black man that have evolved throughout history are still pervasive, albeit in an altered form. What has remained consistent, however, according to writers on this subject (most of them Black), is the image of the Black male body (Mercer, 1994; Gray, 1995; Carrington, 2002; Chapman and Rutherford, 1989).

According to these scholars, the Black male body is a construct created largely by White men; moreover, Black men do not own their own bodies because they have been subjected to slavery and colonialism by Whites. Blackness is a visible sign of racial difference that leaves Black people vulnerable to societal and individual racism; yet, at the same time, the image of the Black male body carries a set of highly ambiguous meanings. It is the one thing that White men allow Black men to have – they have no choice in this, for after all, one cannot be deprived of one's body except through death.

The supposedly-animalistic Black male body is still represented strongly today in the arena of sports. Sport is a naturally competitive activity and the competition between White men and Black men is highlighted especially in track and field, where Blacks are alleged to have a natural superiority. The media play a key role in perpetuating these images, in that sports reporting is how most people learn about and follow sports (see, for example, Wilson, 1997; Carrington, 2002). In reporting on sports, reporters indirectly strengthen racialized ideologies – for example, they refer to the "natural" athletic ability of athletes who happen to be African Americans; and they disseminate stereotypes about "dumb jocks." This is especially true in the American media, though Canadian sports reporters tend toward it as well (Wilson, 1997; Carrington, 2002). Carrington argues that the "facts of Blackness and the lived experiences of being Black in the new century are no longer invisible in the public sphere as markers of social inequality." Indeed,

Blackness is promoted through "mantras of equal opportunities" such as "diversity" and "multiculturalism." Mainstream media culture is "dominated by Black faces and bodies, from the sports fields and fashion catwalks, to our cinematic screens and music video channels." Further, Carrington contends that Blackness can now be enjoyed "24-7 in a way which is no longer threatening by its mere presence" (Carrington, 2002:3).

However, the effects of discrimination and inequality are still present in Western liberal democracies. This "spectacle of hyperblackness" (Carrington, 2002:4) is a mechanism for continuing historically-derived racialized images and ideologies. Blackness is represented to this day by these images, and the Black male body "has come to occupy a central metronymic site through which notions of 'athleticism' and 'animalism' operate....These tropes of Blackness provide the discursive boundaries within which the black subject is still framed" (Carrington, 2002:4). Black participation in sports, Black presence in media reporting and the growing use of Black bodies in advertisements in which their strength, power and virility are highlighted, all point to a paradoxical contradiction between these images and the reality of the lived experiences of most Black men.

Thus, the image of the Black male body, in times past as well as in contemporary society, creates fear and apprehension and is probably one critical factor in the continued oppression of Blacks, especially men, by the dominant hegemonic forces – primarily White men. Images of Black men and their bodies are disseminated today largely through the sports in which they are alleged to have natural ability; through the media, which highlight Black men's supposed propensity for criminal activity (mugging, rape, homicide); and through the spectre of racialized crime.

According to Gray (1995:402), today, similar contradictory images are produced and disseminated that require "new contextualizations and different reading strategies." An example is young Blacks' hero worship of gangsta rap, which also generates powerful images of Black masculinity. Another example is the commodification and "naturalization" of Black athletes, who are deemed to have natural prowess, and whose talents are then commodified in advertisements. The menace presented by Black gang members and the construct of the "noble warrior" presented by Afrocentric nationalists and the Fruit of Islam, the male-only paramilitary wing of the Nation of Islam, are further examples. These images are found on television and in films and are often cited in social discourse. And they all branch out from the same trunk: "It is nevertheless the same black body – super star athlete, indignant rapper, 'menacing' gang member, ad pitch-man, appropriate middle class professional, movie star – onto which competing and conflicting claims about (and for) black masculinity are waged" (Gray, 1995:402).

Gray goes on to suggest that the negative and disturbing images emanating from rappers and gang members represent the oppositional and resistive forces that have created a new and menacing construction of the Black male. These forces are contested not only by Whites, but also by the middle-class and civil rights elements within the Black community itself.

Evident in the discourse of the new Blackness – as represented by these various and contested images that are emerging from the contemporary cultural life of Black Americans – is that racial profiling is by and large simply another approach to the social control of Blacks (and other ethno-racial communities, in Canada and elsewhere). Racial profiling, then, *is mostly about how the White gaze filters notions and images of Blackness.*

Danger and Racialization Theory: Moving Toward Racial Profiling

Whiteness has become normalized; it follows that non-Whiteness has become "abnormalized." It is easy to notice the abnormal because of their

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skin colour. Thus Black drivers are immediately perceived in terms of a particular body and colour image associated – almost subliminally – with a criminal disposition. Skin colour is the basic marker; agents of social control such as the U.S. Drug Enforcement Agency (DEA) then draw from a set of visible cultural behaviours associated with that "abnormal" skin colour. Examples of these behaviours: wearing gold chains; wearing a black jump suit; carrying a gym bag; being a member of an "ethnic group associated with the drug trade"; and travelling from a "source city" such as Los Angeles, Miami, or Detroit, or in a car bearing licence plates from a state in which there are source cities (Ehreneich, 1990). These features are also observable through surveillance techniques such as CCTV. Individuals demonstrating these features are then stopped and searched for no other reason than that they fit a profile.

To be preventive, to be proactive, surveillance must be able to identify the abnormal by what it *looks like* rather than by what it *does:* it needs to abnormalize – or criminalize – by visible social category, not by social behaviour (Fiske, 2000). Black men are the first group to be abnormalized; in this sense, racism is the ultimate source of their "abnormalization by surveillance." The abnormalization of the racial "other" is what presumably enables the DEA to identify drug-runners by what they look like. The same process manifests itself in other arenas. Banks employ it to identify users of stolen credit cards; and stores employ it to identify shoplifters by their appearance (that is, rather than by their behaviour). As Fiske (2000:53) notes: "Surveillance is a technology of Whiteness that racially zones both the city space that exists as a matter of physical geography, and the social space, that while metaphorical, is nonetheless really inhabited in different places by different social groups." This processing is central to modern-day forms of racism. Fiske contends that "at the core of this process is the way that Whiteness normalizes itself, and excludes itself both from categoriz-

ing and being categorizable: it thus ensures its invisibility" (2000:62).

The abnormalization of the Black male has also been noted in the processes whereby the notions of *race* and *danger* are brought together. The idea behind this is that people of colour – especially Blacks – pose a threat to predominantly White societies (Rose, 2002; Garland, 1996; Visano, 2002; Hall *et al.*, 1978; Jiwani, 2002:67-86). A recent, highly provocative article by William Rose provides some compelling answers to the question of why racial profiling against people of colour takes place. Rose discusses what he calls the "risk society'" or the "return of dangerous classes." He notes that the use of race and especially Blackness as a "proxy for criminal dangerousness" is embedded deep in American history: "Black bodies have [been] supersaturated with meaning.…The narrative attached to Black men in particular, has been one of criminal danger" (2002:182).

Drawing from Garland, a British criminologist, Rose notes that penology has moved away from the rehabilitative model toward one in which society must be protected from rising criminality. Garland contends that high crime rates have become a normal social fact in the United Kingdom and in many other countries as well. The fear of crime and criminality has reached epic proportions. It has become yet another modern danger "which has been routinized and normalized over time" (Garland, 1996:446). As a consequence, the emphasis has shifted from rehabilitating criminals to managing crime in the most efficient manner possible given the state's limited resources. In the United States, this has resulted in a bureaucratic approach to crime, one that involves more and more punitive measures. State after state has undertaken "legislative efforts to stiffen criminal penalties, introduce mandatory minimum sentences [and] revitalize the death penalty" (461). Garland further notes that since the late 1970s there has been a "new and urgent emphasis upon the need for security,

the containment of danger, and the identification and management of any kind of risk." He goes on to argue that an important effect of all this has been the "emergence of a criminological discourse of the 'alien other.' [This approach] represents criminals as dangerous members of distinct racial and social groups which bear little resemblance to 'us'....[It is] a criminology which trades in images, archetypes and anxieties, rather than in careful analyses and research findings" (461).

Rose maintains that racial profiling is driven by two factors: an adaptive or managerial approach to crime, and a new emphasis on punitive responses to it. He contends that racial profiling "results from the politicization of danger. That is, "profiling" may appear to be grounded in some sort of actuarial calculation, but it is not. Rather, "it is a new way of talking about danger" (Rose 2002:185). Garland contends that there is a "new penology" that deals less with morality, diagnosis, or intervention than with regulating levels of deviance. This new penology is concerned with "techniques to identify, classify and manage groupings sorted by dangerousness." The objective is not to identify a dangerous offender but to "identify and manage 'risky' population subgroups sorted by danger" (2002:449).

Racial profiling, and police stops and searches of Black drivers undertaken, not because of traffic violations, but because they are "driving while Black," have become endemic in these societies. Similarly, police stops and searches of Blacks on street corners, in Black neighbourhoods, and in shopping malls are conducted on suspicion of criminal activity even when there is no observable evidence that any law is being violated. Russell-Brown (2004:66) suggests that the profiling of young Black men takes place "whether they are driving while Black, walking while Black, sitting while Black, bicycling while Black, or breathing while Black."

Citing Rodney King, Mike Tyson and O.J. Simpson as examples, Fiske (2000:60) maintains that

in White America, Blacks — and especially Black men — must be watched because they demonstrate an ever-present danger to the social order of White society: "In the contemporary U.S. city the image of a Black man 'out of place' is immediately moved from information to knowledge, from the seen to the known. In these conditions being seen is in itself oppressive. To be seen to be Black or Brown, in all but a few places in the U.S., is to be known, to be out of place, beyond the norm that someone else has set, and thus to be the subject of white power."

It is not only that such persons are *seen* in places, but also that this seeing becomes transformed quickly into the notion of *danger*. An example of this — one often encountered by individuals of African descent — involves being stopped by the police for being present in a White neighbourhood. A Black man in a predominantly White geographic space is immediately suspect because he is out of place and perceived as acting abnormally.

Moreover, White people need to engage in critical self-reflection to find the "traces of a deeply sedimented white knowledge that the Black man is always, potentially at least, the source of social disorder, and that this disorderliness can be all too easily imagined in terms of excessive sexuality or criminal drug use" (Fiske, 2000:54). The Black man has been made to symbolize the internal threat to law and order, which is implicitly framed in the discourse of Whiteness. Threats of Blackness that cannot be eliminated must be contained. Surveillance must therefore be directed constantly at the male Black body to ensure that he is contained in his place (both geographically and socially). When he is allowed outside of his place, he must be watched to ensure that his behaviour is "normal," as measured by White standards. In this way, *not only surveillance, but also constant monitoring in the form of police stops and searches and other forms of racial profiling, become essential to what is a highly segmented and racialized postmodern society.* These dynamics are more deeply entrenched in the United States and United

Kingdom; however, the signs of surveillance, control and containment are also present in Canada, especially in large urban centres such as Toronto.

Visano embraces a similar analytical framework in his examination of racial profiling and criminalization in the criminal justice system – specifically in policing. He asserts that the qualitatively-different policing of Black and White communities reflects historical and colonial hegemonic systems of racism. Approaches to policing that view Blacks as intrinsically criminal and as potential threats to law and order open the gates for more strongly-racialized practices, including racial profiling. He suggests that criminalization can be understood as a "staged process that manipulates sanctions by defining disturbances…as totalizing narratives of trouble that warrant closure, containment, and coercion." One of the dominant narratives on which the criminal justice system builds is "the criminal subject as the essentialized and inferior other" (2002:212). When layered with colour, class and gender, the criminalized "other" constitutes a serious threat to the dominant White society, its social institutions and the state as a whole.

The criminal justice system and other institutions – including the media and other vehicles of cultural and knowledge production – perpetuate a pathology of deviance by problematizing race and thereby generating a climate of mutual threat" (Russell-Brown, 2004:67). The resulting relationship between minority citizens and the police is characterized by what Russell-Brown describes as underground codes. These codes, which hinge on the nexus between race and crime, make it possible for society to ignore and dismiss the concerns of minority communities. Thus the dominant White culture does not perceive racial profiling as a threat to the public. At the same time, these codes or myths reinforce stereotypes of crime and criminality as "a Black problem" or "an Aboriginal issue" (Russell-Brown, 2004:98).

In this paper we have attempted to deconstruct the underlying processes of racialization on which so much policing is based; to expose the multitude of meanings attached to racial profiling; and to unravel the coded language and racialized discourses that associate Black and other racialized communities with deviant and dangerous "otherness." Ultimately, the suppression of basic civil and human rights, and the everyday narratives of large and small aggressions against Blacks, Aboriginals and other people of colour reveal the huge social and psychological costs to society. Racial profiling exists in Canada, presumably to help in keeping its citizens safer from violence, yet it is, ironically an act of violence itself – an act that challenges the ideals and core values of a democratic liberal society.

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ENDNOTES

1   Frances Henry, Professor Emerita, York University, is one of Canada's leading experts in the study of racism and anti-racism. Since the mid-seventies, when she published the first study of attitudes toward people of colour, she has pioneered research in this field. Her most recent book (co-authored with Carol Tator and published in 2009) is *Racism in the Canadian University: Demanding Social Justice, Inclusion and Equity. Racial Profiling in Canada: Challenging the Myth of "a Few Bad Apples"* (2006) examines racial profiling in systems of policing and also demonstrates how profiling is carried out in other institutional arenas of society. Other books include co-authorship of *The Colour of Democracy: Racism in Canadian Society*, now in its fourth edition, a work that demonstrates how the "new racism," here identified with the concept of "democratic racism," manifests itself within Canadian institutions. Other publications include a book on racist discourse in the media, *Discourses of Domination: Racial Bias in the Canadian English Language Press*, 2002, which uses critical discourse analysis as a tool for deconstructing racism in media representation. As an anthropologist, Professor Henry's area of specialization is the Caribbean. She has written the only ethnographic study of the Caribbean community in Toronto, *The Caribbean Diaspora in Toronto: Learning to Live with Racism*, 1994, and recently published *Reclaiming African Religion in Trinidad: The Orisha and Spiritual Baptist Faiths*, 2003.

Carol Tator has worked on the frontlines of the anti-racism and equity movement for over three decades as an advocate, educator and scholar. She teaches anti-racism and equity in the Department of Anthropology at York University. Published widely on the subject of racism, she has co-authored five books with Frances Henry, including *The Colour of Democracy: Racism in Canadian Society*, 4th edition, 2009, *Racism in the Canadian University: Demanding Social Justice, Inclusion and Equity, Racial Profiling in Canada: Challenging the Myth of "a Few Bad Apples,"* 2006, *Discourses of Domination: Racism in the Canadian English Language Press*, 2002, and *Challenging Racism in the Arts: Case Studies of Controversy and Conflict*, 1998.

Sustaining Investigations and Security Certificates
Through the Use of Profiles

Barbara Jackman[1]

The Canadian Security Intelligence Service (CSIS) and the Royal Canadian Mounted Police (RCMP) commonly and openly use racial and religious markers not only to identify persons of interest but to justify ongoing investigations and sharing of information with respect to citizens and non-citizens and to establish the case against non-citizens. This paper argues against the institutional claim that these practices are not racial profiling.

ntuitively, counsel representing individuals alleged to pose a security threat to Canada know that racial profiling plays a role in the identification of targets, in sustaining investigations, and in affecting the conduct and outcome of judicial proceedings. Knowing this is one matter, proving it is another – it is rarely possible to establish the insidious role racial profiling plays in the investigative and judicial process.

This paper does not attempt to provide answers to the problem of racial profiling in national security cases. This is a complex and layered problem. At best, the paper raises questions for debate and discussion.

Racial profiling has been recognized as an existing factor in criminal law enforcement. The Court of Appeal for Ontario in *R v Brown*[2], indicated:

> *9 In the opening part of his submission before this court, counsel for the appellant [i.e. the crown] said that he did not challenge the fact that the phenomenon of racial profiling by the police existed. This was a responsible position to take because, as counsel said, this conclusion is supported by significant social science research. I quote from the Report of The Commission on Systemic Racism in the Ontario Criminal Justice System (Toronto: Queen's Printer for Ontario, 1995) (Co-chairs: M. Gittens and D. Cole) at p. 358: The Commission's findings suggest that racial-*

> *ized characteristics, especially those of black people, in combination with other factors, provoke police suspicion, at least in Metro Toronto. Other factors that may attract police attention include sex (male), youth, make and condition of car (if any), location, dress, and perceived lifestyle. Black persons perceived to have many of these attributes are at high risk of being stopped on foot or in cars. This explanation is consistent with our findings that, overall, black people are more likely than others to experience the unwelcome intrusion of being stopped by the police, but black people are not equally vulnerable to such stops.*

While the Court noted that a racial-profiling claim could rarely be proven by direct evidence, as a police officer is not likely to admit it as the reason for stopping and checking a person, the Court accepted that such a claim may be established by inference drawn from circumstantial evidence.[3] An instance where the offence could not have been known before a person is subject to a police stop, as for example, where the person is carrying two driver's licences, may be more amenable to establishing that profiling played a role in the stop.

In national security cases, suspect identification based on a racial profile presents similar problems of proof. The fact that profiling is used is not usually at issue. What is problematic is establishing that the profiling is rooted in racialized characteristics. It is not as simple as establishing that an intelligence officer could not have known

before targeting a person that the person was of concern were if not for the use of a profile, as in the case with the "discovery" of two licences after a police stop. There are normally other factors at play — association, political views and attitudes, and other aspects of a profile not overtly rooted in racialized characteristics. For example, an Arab Muslim may become the subject of a national security investigation not solely because he is Arab and Muslim, but, rather, because he holds what are perceived as traditionalist views of Islam — or he was in Afghanistan during the anti-Soviet jihad, or because he travelled to countries or areas of concern to the Canadian Security Intelligence Service (CSIS or "the Service"), such as Yemen, Azerbaijan or the Pakistani border with Afghanistan. This is not a "profile" based solely on being Arab and/or Muslim. It is, however, a profile very much dependent for its contour on such characteristics. How likely is it that non-Muslims travelled to Afghanistan to participate in the anti-Soviet jihad? Further, how likely is it that travelling to Yemen or Azerbaijan will be of real concern, if the traveller is a Christian university student or a white middle-class middle-aged couple with a family? It is the character of being Arab and/or Muslim that informs the concern about travels and other such elements of a profile. As such, what results is a nuanced profile, rooted in racialized characteristics, but not perceived as grossly stereotypical. The additional factors are seen as being grounded in the experience of the intelligence service with terrorists, and as such are considered "objective" indicators of concern, rather than being grounded in racialized characteristics. Hence, the "profile" is legitimized. This divorces the profile from the racialized characteristics although it is a profile which *draws its very sustenance from such characteristics.*

This is the primary problem in national security cases: the profile is perceived as legitimate. When a young black man is stopped by the police and the only charge laid is holding two licences, this is perceived by the courts as inherently wrong, because the inference drawn from the facts is

that race was the primary motivator for the police check, and that it is not acceptable to engage in profiling based on race. When an Arab Muslim on a nuanced profile is brought before the Court for the state to establish that there are reasonable grounds to believe that the person is a terrorist or a member of a terrorist organization, the nuanced profile is accepted as legitimate.

Rather than imply racial profiling, the profile itself establishes the case on the basis of the inferences drawn from it. A "reasonable" inference is drawn that a Muslim Arab would have gone to participate in the anti-Soviet jihad because he is a religious ideologue bent on destroying the western world; and, if he were not an extremist before he went, he became one while there. A "reasonable" inference is drawn that he travelled to Afghanistan to be trained by Bin Laden, or one of his terrorist associates, to engage in jihad against the western world. A "reasonable" inference may be drawn that he travelled to countries like Yemen or Azerbaijan to make contact with other terrorists. All are "reasonable" inferences to be drawn from the profile, and it does not matter that such inferences are denied, they are sufficient to establish the case. The root of this profiling is the person's identity as an Arab Muslim. The inferences would not be drawn but for this identity. The assumptions underlying the identity profile sustain the inferences drawn from the other "objective" factors. Unlike racial profiling in the context of police stops, the profile in national security cases sustains the state's case, often with little else.

A good example of this is the case of Hassan Almrei, a Syrian Arab Muslim who grew up in Saudi Arabia. The state alleged that there were reasonable grounds to believe that Almrei is a member of a network of extremist groups and individuals who follow and support the Islamic extremist ideals espoused by Osama Bin Laden.[4] The case was based on a number of factors: he participated in "jihad" and shares bonds with individuals in the Osama Bin Laden network;[5] he was in contact with Arab Afghans implicated

in Bin Laden's network, i.e., those who fought in Afghanistan in the 1980's and early 1990's against Soviets and the Soviet-backed communist regime;[6] he obtained and traveled on false travel and other documents and was involved in a forgery ring with international connections that produces false documents;[7] and he behaved in a clandestine fashion and was preoccupied with security.[8] The Service concluded that he would provide assistance in the movement of Al Qaeda members through providing forged or falsified documents based on the factors noted above.[9]

These allegations were dealt with in detail by two judges of the Federal Court on Almrei's two applications for release from detention.[10] Both judges, Justice Blanchard first and then Justice Leyden Stevenson, determined that Almrei presented a danger to Canada's security to such a degree that he could not be released from detention.[11] Justice Leyden Stevenson characterized the essential nature of the case against Almrei: "Islamic extremist ideology, as earlier noted, is the force that drives the Ministers' case. When reduced to its bare bones, the Ministers' position is founded largely on Mr. Almrei's participation in jihad."[12]

"Jihad" participation – bonds with those in the OBL network

Justice Blanchard determined on the basis of secret evidence that Almrei was not credible in stating that he had gone to Afghanistan along with many young Arabs to participate in the jihad, that he had not been involved in the fighting and that he did not share the views of Bin Laden. He accepted the state's assertions that Almrei was prepared to engage in combat; that his involvement in jihad put him in a community of individuals who support Osama Bin Laden; that he was not credible because he failed to disclose his role as Imam to authorities in making his refugee claim; that he funded his own travels to Afghanistan; and that he could not remember the names of other camps in Jalalabad.[13] Justice

Blanchard further determined that Almrei was not credible as to his account of his associations with others who had gone to Afghanistan. Almrei admitted the associations, but indicated that they were not nefarious.[14]

Justice Leyden Stevenson also reviewed the evidence, concluding that Almrei's "participation in jihad (specific to him) gives rise to an objectively reasonable suspicion that Mr. Almrei did adopt the Islamic extremist ideology espoused by Osama bin Laden."[15] He had denied this. She based her conclusion on a CSIS assessment that Islamic extremists present a threat to Canada; that Almrei had been under the command of two Islamic hardliners while in Afghanistan (not Bin Laden); that he was young and impressionable at that time and so it was not probable that he would not adopt their views; that he admired one of these commanders and kept in touch with him after leaving Afghanistan; that his father was a member of the Muslim Brotherhood, even though Almrei indicated that his father was not a fundamentalist; that Almrei had returned to Afghanistan a number of times between 1990 and 1995, not just going there once; because the CSIS officer J.P. testified that those who attended Al Qaeda and its affiliated camps were instructed on its ideology, and would have pledged allegiance to its goals; and because he was not bothered by people dying when he was in Afghanistan as he saw them as martyrs (although he was speaking in the context of a war, where fighters were killed in battle).[16]

False documents

Justice Blanchard noted that the state's case on this point was based on the fact that Almrei knew individuals in Montreal who could obtain false documents; he profited from obtaining a false passport for another Arab (who had also been in Afghanistan); he had a reputation in the community as a person who could obtain false documents; he was not credible as he could not remember why the other Arab needed the pass-

port (Almrei had said that his friend wanted to visit his mother and had no status in Canada and no documents); he could not recall who gave him the name of the Montreal contact; he knew it was illegal to obtain a false document; and he had befriended a human smuggler in Thailand and kept in touch with him after coming to Canada. Justice Blanchard concluded on this evidence and the secret evidence that Almrei was involved in an international forgery ring.[17]

Justice Leyden Stevenson also concluded that Almrei was involved in a forgery ring. Almrei admitted that he had helped another Arab, who had also been in Afghanistan, to obtain a false passport. He had also helped to arrange for an Arab woman without status to enter into a marriage of convenience to secure status, and had contacts with the man she married, who was himself alleged to be involved in procuring false documents. She concluded that "the totality of the evidence provides reasonable grounds to believe and gives rise to an objectively reasonable suspicion that Mr. Almrei participated in a network involved in forged documentation."

Clandestine behaviour

Almrei had indicated that if he engaged in clandestine behaviour, there were reasons for this – he was under an ongoing investigation by CSIS of which he was aware; there is mistrust of the Service in the Muslim community; and since September 11, 2001, Muslims are perceived to be targeted. Justice Blanchard rejected his explanations, finding him not credible on the basis of secret and public information. He found that he had engaged in clandestine behaviour.[18] Justice Leyden Stevenson, on the other hand, concluded that the allegation that Almrei was preoccupied with security and behaved in a clandestine fashion was weak. She noted: "Aside from the fact that participation in a document forgery ring (if established) would necessarily involve clandestine behaviour, the only public evidence to support this allegation is that Mr. Almrei's cell phone was

not registered in his name. The evidence in the confidential record is similarly equivocal and I attach little weight to it."[19]

Justice Blanchard summarized his reasons for concluding that Almrei was a danger to the public:

> *129 I have found Mr. Almrei's testimony before this Court not to be credible. I have also made the following determinations with respect to Mr. Almrei, (1) that he used clandestine methodologies; (2) that he supports the extremist ideals expressed by Osama Bin Laden; (3) that he is not credible with respect to his Arab-Afghan connections; (4) that he is not credible with respect to his involvement in Jihad; and (5) that he was involved in a forgery ring with international connections that produces false documents.*
>
> *130 I am satisfied that, should Mr. Almrei be released, there is a strong likelihood that he will resume his activities and become re-acquainted with his connections in the forgery ring and those Arab-Afghans connected to the Osama Bin Laden network.[20]*

Justice Leyden Stevenson also summarized the basis for her conclusion that Almrei is a danger to the public:

> *397 This brings me to the final aspect of this stage of the inquiry. The Ministers contend that it is the combination of Mr. Almrei's participation in jihad, adoption of the Islamic extremist ideology espoused by Osama bin Laden, and participation in a network involved in forged documentation that constitutes the danger to the security of Canada or to the safety of any person. The adoption of the Islamic extremist ideology is the driver. I have determined that Mr. Almrei has adopted the Islamic extremist ideology of Osama bin Laden, as that term is defined today, and that he participated in a network involved in forged documentation. His participation in jihad has long been established. His participation in jihad, in the circumstances specific to him, is the foundation for the finding that he is an individual who adopted the Islamic extremist ideology.*
>
> *398 The combination of the factors leads to a situa-*

tion whereby Mr. Almrei, even if he personally has no intention of committing a direct act of violence in Canada, has the potential to facilitate the movement of others who also harbour such beliefs and ideals and to position them to perpetrate violence on foreign or Canadian soil. This threat is substantial and it is serious. The factors giving rise to the finding of danger have been assessed individually and it necessarily follows that the same result is applicable to their combination. I conclude, on a balance of probabilities, that Mr. Almrei constitutes a danger to national security or to the safety of any person....[21]

As background to the determinations made in Almrei's and the other Arab Muslim security certificate cases, is the general profile developed by CSIS. In a CSIS threat assessment of June 24, 2005, entitled "Islamic Extremists and Detention: How Long Does the Threat Last?",[22] the Service opens with the statement that "thousands of extremists passed through Al Qaeda or Al Qaeda-affiliated training camps in Afghanistan during the 1990's." It notes "all attendees were indoctrinated into an extremist form of Islam that called upon adherents to kill those perceived as the enemy. This ideology was drummed into these individuals and is likely to remain with them for years." The assessment covers those who did not go to the Afghan camps by stating "Others who did not attend training camps have turned out to be just as radical and dangerous. Violent beliefs of Islamic extremists will not fade with time, rendering these individuals threats to public safety for years to come." Under the sub-heading "Once a Terrorist, Always a Terrorist?", the assessment concludes that the general conditions which promote social harmony – a sense of morality that violence on another is ethically wrong, and the deterrent of punishment by the state – do not apply to Islamic extremists. It goes on to assert that for Islamic extremists it is actually moral to commit acts of violence to fulfill one's religious obligation and that the fear of punishment is irrelevant because the extremist wishes to die. It notes "Therefore the deterrents available to civilized societies to counter religious extrem-

ism using traditional methods remain a serious challenge." The premise of the assessment is that such persons must be detained indefinitely. It provides some examples of extremists who were released and returned to terrorism. If notes, for example, that ten of the Guantanamo detainees who were released returned to terrorist actions.[23] The report creates an impression that all who participated in the Afghan conflict are believers in an Islamic extremism rooted in a religious belief lacking in human morality.

In Almrei's case, CSIS applied this profile. A CSIS officer testified that Almrei "had a profile." Blanchard, J. summarized the evidence of this officer, J.P., that the "main concerns about Mr. Almrei were his military training and his ability to forge documents. J.P. commented that Mr. Almrei's profile compared with the profile of Al Qaeda members, and indicated that there were "sufficient elements of a profile in this case...."[24]

If one considers the findings of the Court against the profile being applied by the Service, the basis for the conclusions are questionable, at least on the open evidence.[25] The essential premise of the state's case was that Almrei supported the extremist ideals of Osama Bin Laden. This was based on his participation in the jihad in Afghanistan. The CSIS position, set out above, is that everyone who went to Afghanistan was indoctrinated into, and pledged allegiance to, the extremist Islamic ideology of Osama Bin Laden. Further, that all the training camps were run by Bin Laden or, if not by him, by others who shared his beliefs. This, of course, is simplistic – and simply not true. It conflates the history of the jihad against Soviet control in Afghanistan with the development of Al Qaeda as though the two were one and the same thing.[26] It assumes that the Islamic beliefs of all commanders in Afghanistan were the same as those of Osama Bin Laden. And it assumes that all who travelled there shared a belief in a jihad directed against Western interests, without regard to principles

of morality and the rule of law. Participation in the Afghan conflict does not *per se* give rise to a finding that a person is a threat to Canada, absent the acceptance of a presumption that the youth who went there were all extremists. Learning how to use a Kalashnikov rifle does not mean that a person has a propensity to use one outside the context of an armed conflict or against innocent persons. If this were a legitimate inference, the same could be said of members of the Canadian armed forces, who also have learned to use weapons.

In Almrei's case there was testimony from individuals knowledgeable about the Afghan conflict. Both the Yale law professor, Dr. El Fadl, and the former representative of the Muslim Brotherhood in England, Dr. El Helbawy, provided detailed information. Both noted that the struggle against the Soviets was supported by the United States, and most Middle East countries. Large numbers of Muslim youth from various parts of the world, notably Saudi Arabia, Egypt, United Arab Emirates, Algeria and Jordan, responded to calls from states and mosques to help the Afghans. Some governments, like Saudi Arabia, offered financial assistance for youth to participate. Most who went did not receive rigorous military training, but only elementary basic training necessary for their own safety. Dr. El Fadl indicated that many went because of the Muslim belief that one must come to the aid of a Muslim brother or sister. The prevailing mood at that time was that a communist state had invaded a Muslim state; Muslims equated communism with atheism, and a number of governments, including Saudi Arabia, pressed this view. The majority of young people who went to help in Afghanistan worked in non-combat positions such as humanitarian and educational activities. There were over 100 aid organizations operating in the region during this conflict.[27]

Dr. El Helbawy, who had been in Pakistan for a number of years at the time of the jihad, knew many Afghan leaders, including Sayyaf, Mas-

soud, Rabbani, Hekmatayar, Mojadedi, Khalis, Nabi and Gailani. He explained that there were hundreds of training camps in Afghanistan during this period run by many different people and different groups, often without proper organization. Dr. El Fadl indicated that Bin Laden may have had about 30 camps of which about 15 were active. He indicated that there were many other camps run by other groups. Bin Laden was not a "major player" during the jihad. He was seen at the time to be pro-Saudi and was rumoured to have dealings with the CIA. He did not come to prominence until much later in 1995 or 1996.[28]

Dr. El Helbawy and Dr. El Fadl indicated that very few of the young men who went to Afghanistan became extremists – perhaps at most 15%. Most were average, decent, moral Muslims who had strong religious beliefs. They were being fed a one-sided account, that the "bad guys" were the Soviets and the "good guys" were the Afghan people who were being dominated by the bad guys.[29] Dr. El Fadl distinguished between extremists and Muslims who are critical of the United States. A large number of Muslims are critical of the US invasions and do not trust US motives. They see the US invasions as disproportionate to the harm inflicted on the US. Dr. El Fadl indicated that there is no correlation between opposing the US invasions and being an extremist. Extremists have a very distinctive creed of violence, and believe in a continuous state of revolution that is ultimately going to bring down the evil powers of the world, so that violence for them has become a way of life.[30]

When one considers the evidence and its complexity, it begs the question of why the Court decided to conclude that Almrei adopted extremist beliefs, over his denials, simply because he was in Afghanistan, rather than accepting that he was one of the roughly 85% of Muslim youth who were observant believers trying to help out a victimized people, as he had testified. When virtually all the commanders in Afghanistan were observant Muslims, is it fair to assume that they

all indoctrinated everybody in their camps into the extremist ideology of Osama Bin Laden, a commander whom many later opposed through the Northern Alliance? There were clearly human rights abuses in the course of the armed conflict by all commanders, and while egregious and wrong, it was in the course of an armed conflict and does not translate into a propensity to later attack civilians in the West. For both judges involved in reviewing Almrei's case, it was his participation in the Afghan conflict that led to the conclusion that he had adopted the Islamic extremist ideology of Osama bin Laden. Such a conclusion is rooted in the CSIS profile which the Court applied, namely that anyone who had been in Afghanistan must have been an extremist, notwithstanding the expert evidence to the contrary before the Court (which was not rejected as not being credible). Justice Blanchard drew this conclusion without even linking it to the danger presented, as though, once determined, it *automatically* led to a conclusion that Almrei presented a danger. Justice Leyden Stevenson's conclusion of extremism was likewise rooted in Almrei's participation in the Afghan armed conflict. Once this finding was made, the other allegations were sustained by it.

This is evident in the Court's conclusions on the other principal allegation against Almrei – his involvement in procuring false documents. He was alleged to be involved with a forgery ring with international connections. There was no allegation that this ring was created to support terrorists or even that it was involved in supporting terrorists. The allegation on its own would not lead to a finding that Almrei would support terrorist activities. At best, it showed that he was engaged in criminal activity. Refugees travel on false documents. Almrei, a recognized Convention refugee, could not get a passport from Syria. Undocumented persons use false documents. Helping a woman without status in Canada to obtain landing through a marriage of convenience is not unheard of within a community where many lack status. It is the Islamic extremist label which

colours these activities. Having determined that Almrei believed in extremism, this sustained the finding that he would act to support terrorists through helping them to obtain false documents because he had obtained one for another Arab who had been in Afghanistan. Justice Leyden Stevenson did not even find that this support would necessarily involve an intent to engage in violence in Canada on Almrei's part. She noted that "even if he personally has no intention of committing a direct act of violence in Canada," he had the *potential* to facilitate the movement of others who harbour such beliefs and ideals.

While it is not possible to know what motivated the judges in Almrei's case to draw the conclusions that they did, the case made by the government, articulated by Justice Leyden Stevenson as being driven by Almrei's participation in jihad as the indicator of his adoption of extremist beliefs, is troubling. Not only does it involve a simplistic and ahistorical view of the Afghan conflict, it presumes a blind and unthinking adherence to extremist beliefs based on one's religious beliefs and applies to all who went to Afghanistan.[31]

The security certificate subjects have the additional disadvantage of not being Canadian citizens. Status is another layer that informs judicial decision-making. Canada's immigration history is one of racism, religious intolerance, gender discrimination and class bias. Historical jurisprudence generally reflects this history of intolerance of "socially unacceptable" strangers.[32]

While this paper has focused on the case of Hassan Almrei, others subject to security certificates have faced similar assumptions. The demonization of "others" is apparent in many cases, including Kurds, Tamils and Palestinians alleged to be inadmissible on the ground of being a threat to Canada's national security. The root assumption in these kinds of cases is that the individual is amoral, lacking consideration for the humanness of others, and incapable of rational thinking, having been blinded by a belief, imputed to the

person on the basis of her ethnicity, religion, or race or a combination of such factors. The ultimate conclusions against the person may be drawn from a variety of factors which appear unrelated to a racial profile, but such conclusions could not be sustained without the assumptions rooted in the profile itself.

ENDNOTES

1   Barbara Jackman is an experienced immigration and refugee lawyer based in Toronto. She was called to the bar in 1978 and practices in the area of immigration and refugee protection law through her law firm, Jackman & Associates. Ms. Jackman has represented clients in a number of high-profile cases involving Canada's anti-terrorism laws and immigration security certificates.

2   *R v Brown*, (2003) 173 C.C.C. 3d 23.

3   *Ibid.*, at para. 44.

4   *M.CI. v Almrei, Case Summary*, Oct. 18, 2001, p. 1; Nov. 1, 2002, p. 3. Since this paper was written, there have been further legal developments. The Supreme Court of Canada in *Charkaoui v M.C.I.*, [2007] S.C.J. No. 3 concluded that the security certificate process did not meet fairness standards required under s. 7 of the *Charter of Rights and Freedoms*, 1982. As a result, Parliament enacted new legislation in February, 2008 which rendered ineffective the security certificate that had been issued against Mr. Almrei and others and provided for a new process. A new certificate was issued against Mr. Almrei and a new hearing held during the summer of 2009. A decision on this is pending in the Federal Court.

5   *M.CI. v Almrei, Case Summary*, Oct. 18, 2001, p. 14-15, 21; Nov. 1, 2002, p. 6.

6   *M.CI. v Almrei, Case Summary*, Oct. 18, 2001, p. 16-17; Nov. 1, 2002, p. 6.

7   *M.CI. v Almrei, Case Summary*, Oct. 18, 2001, p. 13, para. 24, p. 14, 17-19; Nov. 1, 2002, p. 7.

8   *M.CI. v Almrei, Case Summary*, Oct. 18, 2001, p. 1, 17; Nov. 1, 2002, p. 7.

9   *M.CI. v Almrei, Case Summarizing*, Nov. 1, 2002, p. 6; There were several other less- significant allegations, such as Almrei's involvement in a honey business. *Case Summary*, Oct. 18, 2001, p. 15. Blanchard, J. did not really address this, while Leyden Stevenson, J. discounted it, concluding that the Ministers' reliance on his honey business to conceal his true purpose in travelling to various locations in the Middle East was speculative. *Almrei v M.C.I.*, [2005] F.C.J. No. 1994 at para. 344. Almrei had opened a little stall selling honey and *oud* (a resin used to make perfume) when he was in high school. Later he operated a little business selling the same things. The link to Bin Laden was a New York Times article written by a reporter, later discredited as a mouthpiece for the US Pentagon, that Bin Laden had moved money and arms through a honey business.

10 The reasonableness hearing before the Federal Court on the security certificate was brief. The Court refused to close the hearing to listen to why Almrei believed that he could not give some evidence in public and as a result he did not testify. The certificate was upheld as a result. It was only in the release application hearings, where Almrei was permitted to lead some evidence *in camera*, that an assessment of the case against him was undertaken by the Court.

11 It is ironic that of the five Arab Muslim men detained on security certificates in recent years, the other four have been released even although, on the face of it, the allegations against the others were far more serious than those laid against Almrei. Almrei remains detained at present. He was detained in October, 2001, just after the September 11, 2001 attacks.

12 *Almrei v M.C.I.*, [2005] F.C.J. No. 1994 at para. 343.

13 *Almrei v M.C.I.*, [2004] F.C.J. No. 509, at para. 111-113.

14 *Ibid.* Blanchard, J, at para. 121; one of the men with whom Almrei had contact is a Canadian citizen and subject to no apparent state controls or actions against him.

15 *Ibid.* Blanchard J., at para. 382.

16 *Ibid.* Leyden Stevenson, J, at para. 347-382.

17 *Ibid.* Blanchard, J. at para. 108-110.

18 *Ibid.* Blanchard, J., at para. 125-126.

19 *Ibid.* Leyden Stevenson, J, at para. 345.

20 *Ibid.* Leyden Stevenson, J., at para. 343.

21 *Ibid.* Leyden Stevenson, J, at para. 397-398.

22 IB 2005-6/10(b), June 24, 2005. It appears that the assessment was prepared ostensibly to provide the federal government with information about the threat presented by detained Islamic extremists, but actually to shore up the state's case in several of the security-certificate cases, which were then before the Federal Court on applications for release from detention.

23 The CSIS assessment provides no precise citations, although the reference to the Guantanamo detainees was taken verbatim from a *Washington Post* article. The assessment also makes no reference to the balance of the *Post* article which noted that the ten who returned to terrorist activities were ten out of several hundred detainees released or returned to the custody of authorities in their home countries. The assessment is misleading, not only because it is not based on the percentage of those released who returned to terrorist activities to determine the degree of threat presented, but also because it leaves the impression that *all* who are detained will return to such activities.

24 *Almrei v M.C.I.,* [2004] F.C.J. No. 509.

25 In security certificate cases, there is secret evidence not disclosed to the person. This makes it difficult to sustain a case of racial profiling because the secret evidence is not known and cannot be challenged. In Almrei's case, he denied support for the "extremist ideals" of Osama Bin Laden. There was no direct public evidence to counter his statement. At best, there was evidence from which a negative inference was expected to be drawn. For example, the RCMP pulled photos of Bin Laden, the war in Chechnya and other such photos from Almrei's computer. It did not disclose that these were not collected by Almrei, but rather were simply photos from public news reports and articles that had been accessed. Unmentioned were other photos which would have indicated that he read many different news reports.

26 The Afghan jihad was in fact, an international armed conflict, within the meaning of the *Geneva Conventions, 1949* and the two *Protocols,* and was in this sense legitimate in the context of international law norms. *Geneva Conventions Act, R.S.C. 1985, C. G-3.*

27 *Almrei Hearing Transcript,* Jan. 5, 2004, p. 1067-1071, 1074-1075, 1085-1086, 1107-1112, 1118-1119.

28 *Almrei Transcript,* Jan. 5, 2004, p. 1083-1086, 1092-1094, 1099-1100, 1119-1120, 1143-44, 48.

29 *Almrei Transcript,* Jan. 5, 2004, p. 1071-75, 1079-1090, 1101-1102, 1110-1112.

30 *Almrei Transcript,* Jan. 5, 2004, p. 1114-1118.

31 This perception differs from that taken by state officials before Justice O'Connor at the Arar Commission. The view expressed before Justice O'Connor was that participating in the Afghan conflict did not lead to a conclusion that the person was an extremist. See, for example, the testimony of Gar Pardy, DFAIT, Commission Transcript, May 26, 2005, pp. 3942-3943. It is clear, however, that but for the failure to openly aver to profiling on the basis of being in Afghanistan that racial profiling played a significant, if not determinative, role in what happened to Maher Arar.

32 For a succinct overview of this history, see *The Immigrant's Handbook, A Critical Guide,* Law Union of Ontario, Black Rose Books, Montreal, 1981, Chapter 1, "History of Immigration Laws and Policy," pp. 16-51. There are other books which document this history, one of the more famous ones being *None is Too Many, Canada and the Jews of Europe 1933-1948,* by Irving Abella and Harold Troper, Lester & Orpen Dennys, 1983. Another profoundly-disturbing book for lawyers is Constance Backhouse's *Colour Coded, A Legal History of Racism in Canada, 1900 - 1950,* University of Toronto Press, 1999. See also the Canadian Council for Refugees website at www.web.net/~ccr/fronteng.htm; and Barbara Jackman, *One Measure of Justice in Canada: Judicial Protection for Non-Citizens,* Canadian Bar Association, April, 2005.

Racial Profiling and National Security:
A Canadian Police Perspective

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This paper examines the Canadian police experiences with Project Shock (the RCMP investigations in Canada as a result of the September 11, 2001 attacks in the United States), the influence of interest groups in the crafting of the Anti-Terrorism Act *and the community-outreach programs and other preventative measures the police in Canada use to safeguard against racial profiling in national security investigations.*

This analysis examines how the protections enshrined in the Charter *and the* Canadian Human Rights Act, *the Canadian approach to identifying and targeting individuals and groups suspected of being involved in terrorist acts or other threats to national security, the practices and policies of government and police and the ongoing accountability through legislation and the courts fulfill their responsibility to provide the appropriate balance between the rights of individuals and the protection of society in reference to the issue of racial profiling.*

A preliminary examination of whether there was racial profiling during Project Shock suggests that there were very few complaints of racial profiling by police. Nonetheless, the RCMP addressed this possibility and took several proactive steps to minimize the potential for conscious or subconscious profiling of suspects. These steps, such as meetings with diversity groups by senior police managers, are explored.

The Canadian response to the terrorist attacks in the United States on September 11, 2001 has focused the public's attention on the issue of national security. One of the potential risks associated with a focus on anti-terrorism is the use of racial profiling against minority groups. Racial profiling represents the unjust use of superficial characteristics (e.g., race) to identify and target those individuals who should be subject to greater police attention. Given that the terrorist hijackers on 9/11 were all Arab and Muslim individuals, there has been an increased perception of the use of profiling or specific targeting of Arab and Muslim communities for investigation of terrorist-related activities in Canada.

Although there is no empirical evidence to prove the use of racial profiling in national security issues in Canada, it is important to recognize that there is the potential for its use. Of importance, therefore, is what Canada and its law enforcement and security agencies are doing to ensure that racial profiling is not practiced. The Canadian police response to perceptions of racial profiling involves actively engaging in community initiatives to promote greater community understanding of police purposes and tactics and to incorporate community concerns in the development of their initiatives. In addition, the Canadian government has also engaged in a series of community consultations to determine community perceptions and understanding of legislative acts, such as the *Anti-terrorism Act.*

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Moreover, there have been a series of Supreme Court and other court cases that have shed some light on the courts' position on racial profiling and other national security measures involving minority groups.

This paper examines the development of racial profiling in Canada and the United States, and examines the methods used to ensure that racial profiling is not used by Canadian law enforcement agencies. In particular, attention is focused on the *Canadian Charter of Rights and Freedoms* and judicial decisions in relation to the *Anti-terrorism Act* as they pertain to racial profiling. Moreover, this paper examines several of the initiatives of the Canadian law enforcement community to address public concerns about the perceived use or potential use of racial profiling.

Definition of Racial Profiling

The term "profiling," in reference to racial profiling, was not defined until March 2004, when the online edition of the Oxford English Dictionary revised its contents to include the following definition:

> *a) the recording, itemisation, or analysis of a person's known psychological, intellectual, and behavioural characteristics, especially as documentation used...in the assessment of an individual's capabilities; b) selection for scrutiny by law enforcement officials, etc., based on superficial characteristics ([such] as ethnic background or race) rather than on evidentiary criteria.* (Manski, 2006:F347).

Racial profiling is an example of definition b) in that it occurs when law enforcement officials base their justifications for increased scrutiny on the characteristic of race without any additional evidence to implicate the individual in wrongdoing.

The use of racial profiling in law enforcement is an extremely controversial issue with law enforce-

ment officials, policy makers and academics on both sides of the issue – those who recognize its potential role in advancing national security interests and those who give primacy to its potential to violate or corrupt civil and human rights. One of the leading arguments against the use of racial profiling is that the practice results in the targeting of innocent members of minority populations with little statistical evidence that its use increases law enforcement's ability to prevent and respond to criminal activity (Heumann and Cassak, 2005).

Dangerously, racial profiling can lead to a situation in which the public' sand criminal justice agencies' beliefs that minorities commit more offences are substantiated by the fact that the police arrest more minority offenders (Heumann and Cassak, 2005). Conversely, supporters of the use of racial profiling argue that inclusion of race as one of many factors in a profile allows law enforcement officials to make better use of limited resources in preventing and responding to criminal activity. In fact, some make the argument that if police stop minorities more often, it is because they are more often committing violations and, therefore, the police are simply doing their job effectively (Heumann and Cassak, 2005).

In considering the ethics of racial profiling, Risse and Zeckhauser (2004) reference its efficiency. For them, if racial profiling assists police in reducing crime, notwithstanding that it may be ethically challenging, its benefits to the public good outweigh its risks to individual and collective rights. However, studies from the United States have suggested that racial profiling is not an effective or efficient police practice. For example, Knowles, Persico, and Todd (2001) devised a model in which the "hit rates," or success rate of police searches of civilians, were compared between high-crime-propensity groups. Their empirical research indicated that when hit rates differed, they tended to be lower among certain

minority groups, specifically African American and Hispanic populations. This finding suggested that these minority groups had a greater risk of being stopped and searched without any subsequent findings of wrongdoing (Dominitz and Knowles, 2006). Similarly, Heumann and Cassak (2005) contended that, while the hit rates were approximately the same for white and black individuals (around 28 per cent), many more black motorists were subjected to traffic stops, resulting in a higher number of false positive hits.

In practical terms, racial profiling has the potential to negatively affect the relationship between specific communities and the police. Experiencing racial profiling may lead victims to disrespect or distrust agents of the criminal justice system. According to Melchers, "racial profiling beliefs are a threat to social cohesion and public safety. They drive a wedge between law enforcement officials and those who, for whatever reason, come to think of themselves as their victims" (2006:4). Similarly, Heumann and Cassak (2005) noted that many law-abiding black Americans have been stopped by the police, ostensibly for traffic violations, although they were often not issued a ticket or charged with any traffic law violation. They suggested that this practice reduces positive perceptions of minority populations toward the police and other criminal justice agents (Heumann and Cassak, 2005).

Origins of Racial Profiling

The practice of racial profiling began in the United States in the 1980s as part of the United States' "War on Drugs" (Heumann and Cassak, 2005; Tanovich, 2002). In the 1970s, a "drug courier profile," which included information on race, was developed to assist security personnel to identify those who might be transporting drugs by air. While the profile contained a reference to race, it essentially focused upon behavioural indicators, such as location of origin of the flight, using cash to purchase the plane ticket, using an alias, or appearing nervous (Heumann and Cassak, 2005; Tanovich, 2002).

In the 1980s, United States law enforcement personnel began to crack down on the transportation of drugs along national highways. In assisting officers in determining who to target, the Drug Enforcement Agency (DEA) provided law enforcement officers with a drug courier profile (Heumann and Cassak, 2005; Tanovich, 2002). Given that the behavioural indicators from the airplane drug courier profile were less-easily observed with highway drivers, the new profile increased the emphasis on non-behavioural indicators, such as race. In effect, specific minority populations were identified as being more significantly involved in the drug trade than others.

This police strategy, named Operation Pipeline, resulted in the use of this profiling tool by law enforcement officers in 48 states (Heumann and Cassak, 2005). Tactically, Operation Pipeline involved officers making traffic stops for motor vehicle violations, such as speeding or weaving. The motor vehicle violation gave the officer a probable cause to make the stop, which subsequently allowed them to further investigate for signs of drug trafficking. If the officer was suspicious that the occupants of the vehicle may be engaged in illicit drug trafficking, they would ask for consent to search the car and would conduct pat-down searches of the occupant(s). Through this practice, traffic stops began to be referred to as pretext stops, a means to allow law enforcement officers to legally stop a driver to search for drugs without any legitimate reason to assume that the vehicle or its occupants had drugs (Heumann and Cassak, 2005).

Although the DEA denied that Operation Pipeline involved profiling potential drug couriers based on race, reports in the 1980s and 1990s suggested that the DEA associated certain drugs with specific ethnic groups, such as Thais, Colombians and Cubans. In addition, a 1991 report by the California legislature on Operation Pipeline revealed that nearly all motorists arrested were minorities (80 to 90 per cent), while only 10% were white (Heumann and Cassak, 2005). In the mid-1990s, Operation Pipeline was implemented

in Canada. Despite the fact that there was no evidence of Canadian law enforcement officers racially profiling drivers, Tanovich (2002) contended that as in the United States, racial profiling practices were likely also employed in Canada.

Research on racial profiling has also been conducted in Canadian jurisdictions. In 1994, the Ontario Commission on System Racism interviewed over 1,300 residents in the Metropolitan Toronto area. Respondents were asked to self-report the number of police stops they had experienced over the past two years. The results showed that nearly half (43 per cent) of respondents identifying as black males reported being stopped by the Toronto police, as compared to 25% of white male respondents and 19% of Chinese male respondents (Tanovich, 2002). Further analysis indicated that these racial differences remained even after controlling for additional relevant variables, such as age, class and level of education. Overall, the results indicated that blacks were twice as likely as whites or Asians to be stopped by the police a single time and four times more likely to be stopped multiple times. Furthermore, blacks were nearly seven times more likely than whites or Asians to perceive a police stop as unfair.

However, Melchers (2006) contended that the arguments that support the existence of racial profiling were based on flawed research and methodological weaknesses. Specifically, he argued that:

> *What we learn first and foremost from the U.S. experience of efforts to address allegations of "racial profiling" through empirical testing, is their futility. No challenge to "racial profiling" can have salience so long as "racial profiling" is held as an unassailable belief. Allegations of "racial profiling" are not falsifiable, no more than are beliefs of any sort. "Racial profiling" beliefs cannot be disproved through data collection* (Melchers, 2006:4).

In other words, analysts frequently employ data obtained from the census, traffic surveys and traffic stop outcomes as base rates to compare traffic-stop data. However, as stated by Heumann and Cassak (2005), a more proper comparison measure may be the number of minority drivers who committed traffic violations because, while minority drivers may be pulled over at a higher rate than non-minority drivers, it may be because they commit more traffic violations and not because of some explicit or implicit form of racial profiling.

The RAND Corporation similarly argued that these comparisons lack additional relevant information, such as the frequency of exposure to police or driving behaviours. The RAND Corporation subsequently employed an innovative method of analyzing stop data. In exploring whether traffic stop decisions were influenced by observations of race, the study used a "veil of darkness" methodology. Essentially, the researchers argued that as it becomes darker during the day, the ability for a law enforcement officer to determine the race of a driver prior to stopping the driver is impeded. In order to explore the role of race, the researchers compared the distribution of race among traffic stops made for a moving traffic violation one hour before sunset and one hour after sunset. The results indicated that there was not a significant difference among black drivers pulled over during the day (50 per cent of stops) compared to at night (54 per cent). The authors concluded that race did not play a role in officer decisions to make a traffic stop. However, the authors did find the appearance of some racial disparities with respect to post-stop activities, such as the length of the stop and the frequency of pat searches. Black drivers were more often stopped for a longer period of time and were more often subjected to a pat-down search. The authors concluded that these disparities could be rectified through departmental policies and training (RAND Corporation, 2004).

From the studies conducted to date, the research supporting or negating the existence of racial profiling in police practices remains inconclusive.

While there does appear to be some evidence that racial profiling has occurred outside the context of national security in the United States, there is no empirical evidence that it has been used in Canada within the context of national security. However, this is not to say that the potential for using racial profiling does not exist in Canada. Given this, Melchers (2006) suggested that police and other agents of criminal justice must remain transparent and accountable to the public to maintain their confidence that racial profiling does not occur. In addition, there are two important safeguards against its use, namely the *Charter of Rights and Freedoms* and the *Canadian Human Rights Act*.

Racial Profiling and Canadian Human Rights

In Canada, academics have argued that the use of racial profiling violates various aspects of the *Canadian Charter of Rights and Freedom*, as well as the *Canadian Human Rights Act* and the rights protected by Human Rights Commissions. The *Charter* sets out the basic rights and freedoms of all Canadians. The fundamental freedoms set out by the *Charter* under Section 2 include the freedoms of a) conscience and religion; b) thought, belief, opinion and expression; c) peaceful assembly; and d) association. The *Charter* also specifies a number of legal rights, such as the right to life, liberty and security of the person (Section 7); the right to be secure against unreasonable search and seizure (Section 8); the right to an informed and lawful detention and to be informed of the right to retain and instruct counsel (Section 10); the right to be tried within a reasonable time (Section 11(b)); and the right to be presumed innocent (Section 11(d)).

It is important to note that under Section 1, the limitations clause of the *Charter*, these rights and freedoms can be subject to reasonable limitations when deemed justifiable in a free and democratic society. For instance, the Canadian courts have deemed that while Section 319 of the *Criminal Code*, which prohibits the unlawful promotion of hatred against identifiable groups, violates the freedom of expression found in Section 2(b) of the *Charter*, this violation can be justified under Section 1 as a reasonable limitation to the freedom of expression (R v. *Keegstra*, 1990).

Several rights and freedoms have been discussed specifically in relation to racial profiling. These sections include the equality rights, protected under Section 15, and the freedom against arbitrary detention, as set out in Section 9.

Section 15(1) of the Charter

Academics have suggested examining racial profiling in police practices under Section 15(1) of the *Charter* as this section applies to equality rights. Specifically, Section 15(1) stipulates that all individuals are equal under the law and that they have the right to equal protection and benefit of the law without discrimination, such as discrimination based on race, national or ethnic origin, colour, or religion. However, this section is one of the most difficult provisions to apply because this provision is constantly changing and there is a lack of existing legal guidance to provide direction in using this approach (Tanovich, 2002). In additional, the financial resources required to mount a legal case proving a violation of this section of the *Charter* is prohibitive for many citizens. Given this, Tanovich (2002) argued that racial profiling cases would be better served by section 9 of the Charter.

Section 9 of the *Charter*

Section 9 of the *Charter* applies to the protection of citizens against arbitrary detention by the police. The powers handed to police by this section have been shaped by two key case decisions. In *Ladouceur*, the use of the "roving random stop" by law enforcement officials was deemed permissible by the courts (R v. *Ladouceur*, 1990). According to Tanovich (2002), this case provided police with the powers to stop any

individual, at any time, in any place, and for any reason. Tanovich argued, therefore, that this case provided police with an "implicit licence to engage in racial profiling by means of pretext stops" (Tanovich, 2002: 167). However, these powers were somewhat limited by the case of *Brown*, in which the courts ruled that Section 9 of the *Charter* was violated if the traffic stop was conducted for an improper purpose, such as the targeting of a specific racial group (*Brown et al. v. Regional Municipality of Durham Police Service Board*, 1998). Although difficult to prove, this case provided a number of sources of circumstantial evidence that would lend support to the claim of racial discrimination (Tanovich, 2002).

Given the difficulty in proving the law enforcement officer's intention in making the traffic stop, Tanovich (2002) argued that Section 9 of the *Charter* should be amended to include four additional subsections. These sections include that: 1) an onus should be placed on the Crown to establish a lack of racial motivation in police traffic stops of minority motorists; 2) an onus should be placed on the judiciary to interpret the defendant's conduct that allegedly gave justification for further police investigation in a race-neutral manner; 3) all investigatory stops should be deemed to be detentions; and 4) all unlawful detentions of racial minorities should be deemed to be arbitrary detentions, including stops of pedestrians. Tanovich's argument is perhaps extreme considering the strong decisions from the Supreme Court with respect to protecting the rights under the *Charter*. The Supreme Court has been, and is, in fact, a strong check and balance against infringements on rights. In addition, a *Charter* amendment as suggested is very unlikely. Unlike amendments to other federal statutes, an amendment to the *Charter* requires, in addition to passage in Parliament, a majority approval of the provinces.

Racial Profiling after September 11, 2001

Heumann and Cassak (2005) contended that the terrorist acts in New York City and Washington

on September 11, 2001 resulted in a major shift in the way racial profiling was perceived by Americans. Prior to these events, there was a near consensus on the fact that race should not be the sole factor in determining who to investigate for suspected criminal activity. However, after 9/11, the public's perception on racial profiling as a means of identifying potential hijackers was much more favourable. Heumann and Cassak (2005) noted that many of those who previously spoke out against racial profiling favour its use in screening air passengers. Furthermore, members of "targeted" minority groups, such as Arabs and Muslims, supported the use of some racial profiling as "Arab-Americans... want to be safe when we fly. Cooperating with security procedures, even when we suspect that we are getting more attention than our fellow citizens, makes sense" (Heumann and Cassak, 2005:167).

Heumann and Cassak (2005) identified the development of a "Hijacker Financial Profile" following the events of September 11. In this profile, race or ethnicity was the primary, and sometimes even the sole factor, in determining who to investigate prior to boarding a plane. In support of this approach, a Gallup poll in the United States identified that 71% of African-Americans and 63% of other non-whites (including Arabs) supported the use of intensive pre-flight boarding security measures that focused on Arabs. The level of support among whites for these practices was much lower (57 per cent). The Detroit Free Press similarly found that nearly two thirds (61 per cent) of Arab-Americans supported more intensive security measures for people appearing to have Middle Eastern features and accents (Heumann and Cassak, 2005).

The September 11, 2001 terrorist attacks also changed the debate about racial profiling in Canada. As a result of the attacks, Canadian law enforcement agencies implemented a number of projects aimed at enhancing the security and safety of Canadian citizens. The challenge facing the government was to find a balance between civil rights and national security. The Canadian

government's national security policy entitled *Securing an Open Society: Canada's National Security Policy* (2004) was a broad, multi-faceted policy covering the areas of intelligence, emergency planning and management, public health, transport security, border security and international security. The Executive Summary states:

> *It is crafted to balance the needs for national security with the protection of core Canadian values of openness, diversity, and respect for civil liberties...* (vii).

This theme continues in the first chapter of the policy document:

> *A core responsibility of the Government of Canada is to provide for the security of Canadians. The right to life, liberty, and security of the person is enshrined in our Charter of Rights and Freedoms. A clear and effective approach to security is not just the foundation of our prosperity — it is the best assurance that future generations will continue to enjoy the very qualities that make this country a place of hope in a troubled world* (1)

While the various projects implemented by Canadian law enforcement agencies were intended to increase the safety and security of Canadian citizens, critics have cautioned that they have served to alienate the population of interest from law enforcement officials. In other words, in identifying terrorist suspects, law enforcement requires the assistance of the very group subjected to additional police tactics, such as increased surveillance and infiltration (Heumann and Cassak, 2005). However, members of these populations have distanced themselves from Canadian law enforcement agencies due to increased distrust of the police and segments of Canadian society. In terms of preventing terrorism on Canadian soil, Canadian law enforcement officials appear to realize that they must form working relationships with Arab and Muslim populations. In more general terms, with respect to racial profiling and the police, Canada and its law enforcement agen-

cies have partnered with minority communities to assist them in ensuring that systemic racial profiling does not occur.

Following the events of 9/11, the Royal Canadian Mounted Police (RCMP) began a national investigative and enforcement initiative to prevent and respond to terrorism. Project Shock was the name given to the RCMP investigation into the 9/11 attacks. This investigation followed leads generated from the American investigation and searched for evidence of additional attacks. Prior to 9/11, the RCMP's national security program was largely isolated from other law-enforcement initiatives, which led to a lack of information-sharing. Project Shock developed relationships with organizations such as the Canadian Security Intelligence Service (CSIS), the Department of Foreign Affairs and International Trade, the Canada Custom Revenue Agency, the Department of Justice, Transport Canada, Citizenship and Immigration Canada, the Department of National Defence and the Privy Council Office (Brian, 2002). The RCMP also reached out to the community, for example, by providing a public information line for terrorism-related tips. This resulted in thousands of tips that were subsequently investigated (RCMP, 2006). In addition, the RCMP National Security Investigation Section made contact with leaders in the Muslim communities to share information and to explain the nature of the investigation. Key to this interaction was opening lines of communication with the communities in order to provide clarity of the police role and to provide assurances that the police would not target Muslims or persons of Middle Eastern descent.

An enquiry to the RCMP Criminal Intelligence Directorate, Ottawa, revealed that there were no public complaints to the RCMP of "racial profiling" flowing from the RCMP investigation during Project Shock. There were, however, sentiments expressed through the media and other venues used by the Middle Eastern ethnic communities that they felt under constant suspicion and that

they were wrongfully being linked to terrorist activity. The Canadian government, police and security intelligence agencies were aware of community concerns regarding the limitation of some civil rights in support of national security and, in response, the police identified the need to educate the public and to inform them that police policy is to identify persons of interest based on intelligence and information about behaviour and activities, not based on their appearance or ethnic or religious beliefs.

It must be kept in mind, however, that none of this guarantees that violations of civil rights on the basis of racial profiling will not occur. However, it does suggest that the police are attentive to being transparent and building into their practices a series of checks and balances. It is also encouraging that the police are attentive to the feeling and perceptions of those Canadians who are most threatened by the potential of racial profiling. It is also important to note that Canadian police and security intelligence agencies rely on legislation to grant them their powers and authorities. Given this, politicians and bureaucrats must balance civil rights against the need to protect national security through the expansion of powers to agents of the state. An example of the difficulty in balancing the need to ensure national security while protecting individual rights is the *Anti-terrorism Act* which was passed soon after the 9/11 terror attacks.

In responding to the threat of terrorism, the Canadian government introduced the *Anti-terrorism Act,* Bill C-36, in 2001. The act was designed to uphold the delicate balance between the public's right to safety and basic human rights as enshrined by the *Charter.* Essential to the act are six foundational principles; these principles, which included the principles of protection, restraint and minority rights, emphasized the need to ensure that the implementation of the *Anti-terrorism Act* provisions and powers were achieved in a manner that both defended public security and abided by the rule of law (*Anti-terrorism Act* consultation, 2004).

The *Anti-terrorism Act* sought to criminalize activities that took place prior to the occurrence of a terrorist act (Department of Justice, no date, a), such as financing terrorist organizations. The legislation also provided for additional investigatory tools and powers to allow the Canadian government and its public agencies to better protect the security of its citizens while safeguarding the basic human rights secured in the *Charter* (Department of Justice Canada, no date, b). These safeguards included: requiring the consent of the Attorney General for investigative hearings or to prosecute terrorism offences; requiring a high degree of mental culpability to prove the commission of a terrorist offence; the inclusion of sunset clauses and other Parliamentary reviews, annual reports and the incorporation of Parliamentary and judicial review mechanisms; protection against self-incrimination in investigative hearings; and the need to establish reasonable grounds prior to utilizing preventive detention or requiring attendance at an investigative hearing (Department of Justice Canada, no date, b).

However, some have argued that the *Anti-terrorism Act* undermines several basic rights and freedoms (e.g., Canadian Labour Congress, 2007). The British Columbia Civil Liberties Association (BCCLA) took the position that, while "no rights are absolute, and security is a fundamental condition of the exercise of all other rights" (Barriere, 2001:2), some provisions in the *Anti-terrorism Act* should be revised. For example, the investigative hearing procedures permit the government to require an individual to appear before an investigative body presided over by a judge. The individual can then be compelled to answer questions or provide documents, such as journals or letters. However, Barriere (2001:6-7) argued that the investigative hearing procedures threaten the basic principle of the right to speech, the principle that individuals may choose when and to whom they speak. In order to limit the restrictions placed on basic rights and freedoms by the provisions in the *Anti-terrorism Act,* the BCCLA recommended that many of the provisions be accompanied with sunset clauses to necessitate

their revision or extension by Parliament within a specified amount of time following their enactment (Barriere, 2001:6-9, 13, 17).

Both prior to and following the Royal Assent given to Bill C-36, the government of Canada heard a number of submissions from various interest groups concerned with the reach of the bill. For example, the Canadian Bar Association, the Federation of Law Societies of Canada, the Canadian Association of University Teachers, the University of Toronto: Faculty of Law, the International Civil Liberties Monitoring Group and the Muslim Lawyers Association submitted concerns regarding the bill (Carters Professional Corporation, 2007).

The Canadian Bar Association (CBA) argued that the bill was unnecessary as the government already has legislation to fight terrorism, namely the *Criminal Code* and the *Immigration Act*. The CBA recommended, however, that if the Bill should be implemented, sunset clauses should be attached to reduce its potential negative effects on basic rights and freedoms. The CBA also argued against the definition of terrorist activity as written in the bill because it was felt that the definition was overly broad and would subsume too many innocent individuals and organizations, such as those engaged in public demonstrations or strikes. Perhaps most relevant to this paper, while recognizing that the provision for preventive arrest does involve several checks and balances, the CBA maintained that this provision may be disproportionately applied to minorities (Canadian Bar Association, 2001).

In November of 2001, the Coalition of Muslim Organizations presented a submission on Bill C-36 to the Standing Committee on Justice and Human Rights. The Coalition argued that given the "climate of hate and violence directed at Muslim-Canadians, and other minorities" following the events of 9/11, the provisions in the bill were likely to be disproportionately applied to minority members of the Canadian population (Coalition of Muslim Organizations,

2001:2). The Coalition argued that the bill violated fundamental Canadian values and rights. For instance, in agreement with the CBA, the Coalition of Muslim Organizations contended that the definition of terrorist activity, facilitation and terrorist group were all unnecessarily broad. Moreover, they argued that the Bill violated basic rights enshrined in the *Charter*, including: "i) rights upon arrest or detention; ii) due process and the right to full answer and defence; iii) equality guarantee; and iv) prohibition against cruel and unusual punishment" (Coalition of Muslim Organizations, 2001:17). An important recommendation of the Coalition was for the government to engage in public consultations to inform the public of the bill's provisions and to hear the public's perceptions of the bill (Coalition of Muslim Organizations, 2001).

Therefore, in addition to hearing submissions from interest groups, the Government of Canada also reached out to the community to assess their perceptions of the bill. In late 2004, Justice Canada and Public Safety and Emergency Preparedness Canada held a public consultation with representatives of ethno-cultural and religious communities, including the Coalition of Muslim Organizations, the Muslim Students Association, the African Canadian Legal Clinic, the Canadian Council of Muslim women, the Canadian Jewish Congress, the World Sikh Organization and the Muslim Canadian Congress. The focus group responses suggested that many community members did not fully understand the *Anti-terrorism Act*. Others supported the Act, but were disenchanted with the methods by which the police and CSIS implemented its provisions. Still others perceived the act as justifying violations of human rights by state agents. Overall, focus group participants emphasized the need for law enforcement agencies to engage in community consultations to encourage mutual understanding and trust (*Anti-terrorism Act* consultation, 2004).

Focus groups were also conducted with minority community members in March, 2003. Using

a random sampling methodology, individuals throughout Canada were invited to participate in a focus group in which they were asked to express their views of the *Anti-terrorism Act*. In all, 138 participants from approximately 60 ethnocultural minority groups participated. Based on ethnic background, three focus groups were created: Group 1 consisted of people of Arab, West Asian, North African and Pakistani ethnicity; Group 2 was composed of other Asian ethnicities; and Group 3 involved Western, Northern, Central, Southern and Eastern European ethnicities and those who were Aboriginal or Jewish (CREATEC Centre, 2003). Of interest here is that participants were concerned that the publicizing of identified terrorist organizations could result in minority stereotyping and that police investigative powers could lead to singling out ethnic minorities (CREATEC Centre, 2003).

More recently, the federal government created the Cross-Cultural Roundtable on Security (CCRS). Created in February of 2005, the CCRS is composed of 15 volunteers from a range of ethnicities and cultures who are tasked with upholding the government's commitment to involve all Canadians in building and maintaining an effective approach to the security and protection of Canada. The creation of the CCRS appeared to reflect awareness that national security concerns could divide communities and result in the singling out of minority groups. In creating the CCRS, the government sought to maintain ongoing community dialogue encouraging understanding and respect of all segments of society (Chair, 2006).

The CCRS has engaged in dialogue with a broad range of diverse communities to gauge their perception of new security measures and how they have affected their communities. The relevance to racial profiling here is that the CCRS communicates with senior government officials and ministers to relay the concerns expressed to them by communities. By acting as one link between government and communities, the CCRS

provides government agencies with insights into community perceptions that allows for cultural awareness and sensitivity to be integrated into the shaping of security investigations, training and recruitment, and border activities. The CCRS also facilitates meetings held directly between government representatives and community groups. These meetings allow an opportunity for government to explain what they are doing to protect Canadians and why they are employing the strategies and tactics in place. In return, community groups express their concerns about how these initiatives may disproportionately single out certain members of society. This dialogue has resulted in the reassessment by security intelligence agencies of how to build long-term partnerships and relationships with communities, and an exploration on how best to engage communities in issues of national security. This exploration has led to the recognition of the need for mutual trust and understanding between communities and security intelligence agencies to better protect Canada as a whole (Chair, 2006).

The *Anti-terrorism Act* was created with the *Charter* in mind, building into the legislation several checks and balances to protect the rights of Canadians. Following the events of 9/11, many Canadians became willing, at least temporarily, to allow a suspension of some basic rights to enhance the security of the nation. Following this shift in attitude, the courts were increasingly relied upon to judge the extent to which these basic rights and freedoms could be suspended (Roach, 2002). The *Anti-terrorism Act* provided police forces with increased powers, such as allowing them to make preventive arrests of those they suspected were aiding in or about to commit a terrorist offence. The *Anti-terrorism Act* also permitted the use of investigative hearings, where individuals could be required to appear before a judge or justice of the peace and compelled to provide information. The provision of such powers was approved by the Canadian government, even as it increased concerns regarding the basic infringement of rights, especially among minority

groups.[2] Of concern, at the time, given that the 9/11 hijackers were all Arabs and Muslims, was that such measures would single out Arab and Muslim individuals in Canada on the sole basis of the racial and ethnic profiling of minorities.

An additional measure that has been in practice since 1978, but which only recently has become controversial, is the use of security certificates issued under the *Immigration and Refugee Protection Act*. Security certificates can be issued against non-citizens of Canada (including permanent residents) who are deemed to pose a threat to the national security of Canada. Signed by both the Minister of Citizenship and Immigration and the Minister of Public Safety and Emergency Preparedness, security certificates allow for non-citizens to be detained without charge for an indefinite period of time. The validity of the security certificate is argued in federal courts; once the federal court judge makes the final decision, it is meant to be non-reversible. If the judge deems the certificate to be valid, a removal order is issued which results in the individual's deportation to their home country (Griffiths, 2007). Although the use of security certificates might be justified as a necessary national security measure, its use became controversial in the debate over racial profiling when it was discovered that it has been used against five individuals since 9/11, of whom all were Arab and Muslim men and of whom two were permanent residents of Canada. While not explicitly discussed in these court cases, it is argued by some interest groups that it is possible that racial profiling could play a role in the security certificate process.

In order to prevent these occurrences, Canadian law enforcement officials recognize that responding to accusations of racial profiling requires more than denying the existence of the practice or implementing policies to prevent it. Instead, the RCMP has engaged in a number of initiatives to reach out and partner with communities to address a wide range of national-security concerns, including racial profiling.

For example, community initiatives have been implemented. The community outreach program is a component of the RCMP's Bias-Free Policing Program developed to better engage community partners in preventing terrorist acts (RCMP "E" Division, 2007). The primary goals of the community outreach program include: to engage the community to increase understanding and trust; to ensure all are treated equally and with respect; and to identify and remove barriers. Community outreach programs seek to broaden communication between the RCMP and ethno-cultural communities to allow for greater mutual understanding. This is especially important if members of the community have recently immigrated to Canada from a country characterized by mistrust and corruption of both government and the police. The community outreach programs promote understanding of the legal processes and protection of civil rights, ensure that accurate and complete information is shared, and allow for a discussion of community concerns, for instance, regarding hate crimes or racial profiling. Other police agencies, such as the Vancouver Police Department and Toronto Metro Police, have also established similar community outreach programs.

In addition, the RCMP's Integrated National Security Enforcement Teams (INSET) formed a Community Advisory Group with the Muslim community. Together, they developed a law enforcement training package to educate law enforcement officers on cultural issues and Islam (RCMP "E" Division, 2007). Although not exclusive to the Muslim community, cultural-awareness education in the national-security context has an emphasis on Muslim communities and culture and is similar to that used to educate RCMP members regarding Aboriginal cultures. The national security educational components focus on diversity and culture, human rights concerns in national security, racial profiling, bias-free policing, national-security community outreach programs, and national-security youth outreach. Examples of this cultural awareness

education include cultural practices, such as offering to remove shoes, asking if a woman is comfortable alone with a male investigator, or allowing a witness to be accompanied by someone during an interview.

Moreover, INSET partnered with private businesses to support increased awareness and communication. The RCMP also created community programs to encourage the engagement of a wide range of ethnic, cultural and religious communities with the general purpose of increasing community understanding of the RCMP goals and ensuring that the RCMP understands community goals (McLellan, 2005). At local levels, Community Consultative Groups are being formed whereby the police invite the community to form a consultative group of community leaders through which the community can bring forward its questions and concerns, the police can educate the community and provide community members with information, and in which mutual trust and respect can be developed.

Additionally, police and security intelligence agencies, such as the RCMP and CSIS, have participated in events organized by the CCRS. In February of 2006, the CCRS organized a community event called "Atlantic Regional Symposium: Engaging Canadian Society in Keeping Canada Safe." The event involved panel participation by security officials from the RCMP, CSIS and the Canadian Border Services Agency (CBSA). Panel representatives presented an overview of the roles and responsibilities of their respective agencies with respect to national security activities and took questions from participants. The event enabled a group discussion on the various roles and responsibilities of the security intelligence agencies, individuals and communities in protecting national security. Furthermore, the group discussion focused on a range of topics including racial profiling, balancing human rights with security rights, barriers faced by immigrants to Canada, the need for cultural sensitivity

training for security intelligence agencies, the need for greater outreach to communities and the need to build mutual trust between security intelligence agencies and communities (CCRS, 2007). Similar events have taken place in other Canadian cities.

Law enforcement agencies across the country recognized that certain groups were at risk of being targeted as a response to real or potential terrorist incidents. In June of 2006, twelve adults and five youth were arrested in Toronto and charged with terrorist-related offences under the *Criminal Code*. In perceiving that such arrests could result in unfair accusations and possible hate crimes, the Ottawa Police Service posted a public announcement on its website stipulating that members of the force were meeting with all community organizations with a concern for the safety of their community members or regarding their places of worship. In doing so, the Ottawa Police Service emphasized its strong relationship with diverse ethnic and religious community groups (Ottawa Police Service, 2006). In addition, since 1999, the Ottawa Police Service has operated a Community-Police Action Committee (COMPAC) whose purpose is to maintain a partnership between the police service and visible minority groups characterized by openness, trust and respect.

The Canadian Security Intelligence Service (CSIS) has also recognized the need to establish relationships with various communities, especially since the role of CSIS is not well understood by the majority of Canadians or recent immigrants to Canada. CSIS recognized the need for a multifaceted approach aimed at demystifying its role and mandate. To accomplish this objective, CSIS targeted national leadership by establishing relationships with national forums and organizations. In addition, CSIS sought to develop relationships with local communities and their leaders. Among CSIS' key messaging to these communities is that these communities have a civic responsibility

to protect society and to deter and prevent any threat to national security.

Conclusion

The events of September 11, 2001 led to new security measures in Canada introduced to better protect its citizens. However, the provisions introduced under the *Anti-terrorism Act* led to a number of concerns regarding racial profiling, specifically within the context of the unfair and inappropriate targeting of minority ethno-cultural communities by law enforcement and security-intelligence agencies. Notwithstanding the fact that there is no evidence of racial profiling in the context of national security issues, Canada, with its historical emphasis on multiculturalism and tolerance, recognized the potential for racial profiling and other abuses and has reached out to diverse ethno-cultural communities in an attempt to engage in discourse to foster greater understanding and mutual trust.

Although Canada's intentions have always been to provide a balance between the protection of basic rights and freedoms and the protection of national security, the introduction of the *Anti-terrorism Act* was viewed by some special-interest groups to have the potential to swing the pendulum in favour of national security concerns. However, recent case law suggests that this may not be the case. The Supreme Court of Canada recently ruled that the security certificate process was unconstitutional in that it violated several rights protected under the *Charter*. There was nothing in the Supreme Court decision that referred to concerns about the potential for racial profiling. The Supreme Court did recognize the value and need to have a security certificate process and gave Parliament one year to address the constitutional concerns. Further, concerns were expressed by various interest groups, academics and lawyers regarding the preventive arrest and investigative hearing clauses and these provisions were both subjected to a sunset clause and, as of March 1, 2007, expired.

Both the government of Canada and its security-intelligence agencies continue to engage in community consultations to minimize the potentially disproportionate impact of the *Anti-terrorism Act's* provisions on minority community members. Public forums and community events have allowed agencies, such as the RCMP, to explain the nature of its roles and responsibilities with respect to security initiatives, and have allowed community members to share their fears and concerns. While community members have generally expressed their satisfaction with the national security provisions, it is essential that such discourse continue to further develop and maintain mutual trust and understanding.

Though there is no evidence of systemic racial profiling, there is no empirical evidence with which to disprove it. Perhaps more importantly, there remains the potential for racial profiling to occur in Canada. One key way to prevent its systematic use is to continue to establish and nurture relationships between community and the police and to maintain a mutual level of trust and respect. In considering appropriate national-security measures, it is not only necessary to consider individual rights, but to have the Canadian public's support, including minority groups' support, for laws enacted or policies implemented. It is also vitally important that the Canadian legal system continue to play its part in ensuring that all the necessary checks and balances exist in national security policies and practices that have the potential for racial profiling.

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ENDNOTES

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In 1994, he was promoted to the rank of Inspector in Nova Scotia, where he worked in planning the 1995 G7 Summit in Halifax, in the Staffing and Personnel Section, and finally as the Officer In Charge of the Federal Policing Branch for the province. In 1997 he was transferred to National Headquarters, where he gained exposure in a number of areas including the Finance Commissioner's Secretariat, Criminal Intelligence and Community, Contract and Aboriginal Policing Directorates. He then worked for two years in Executive/Officer Development and Resourcing. In 2002, Dick was promoted to the rank of Chief Superintendent and transferred to the position of the Deputy Criminal Operations Officer in BC responsible for all federal policing in the province. In 2005 Dick assumed his current role.

2   The provisions regarding investigative hearings and preventive detentions recently were allowed, by way of a sunset clause, to expire. There was one investigative hearing process initiated which was appealed to the Supreme Court of Canada. The Supreme Court of Canada found that the provisions for investigative hearings were not a violation of *Charter* rights. The investigative hearing did not proceed for other reasons.

Terrorist Profiling and the Importance of a Proactive Approach to Human Rights Protection

Daniel Moeckli[1]

We should not waste time searching old white ladies. It is going to be disproportionate. It is going to be young men, not exclusively, but it may be disproportionate when it comes to ethnic groups.

<div style="text-align: right">

Ian Johnston, Chief Constable of the
British Transport Police, 31 July 2005[2]

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In the post-9/11 and 7/7 world, law enforcement agencies are increasingly relying on terrorist profiles that are based on stereotypical group characteristics such as religion, race, ethnicity and national origin to single out persons for enhanced scrutiny. The purpose of this paper is, first, to examine whether this law enforcement method is compatible with international human rights standards and, second, to tentatively sketch some possible strategies of ensuring that law enforcement officers comply with these standards when engaging in anti-terrorism efforts. To do this, the paper looks at the police tactics employed after September 11 in three Western democracies: the United States, the United Kingdom and Germany.

The prediction of the Chief Constable of the British Transport Police, made shortly after the London bombings of 7 July 2005, and quoted above, came true very quickly. By August 2005, his force was five times more likely to stop and search people of Asian appearance than white people.[3] In fact, as will be demonstrated, what is commonly termed "racial profiling" has become one of the central tools of law enforcement agencies in their fight against terrorism, not only in the United Kingdom, but in the Western world in general. The purpose of this paper is, first, to examine whether this method of selecting persons for enhanced law-enforcement scrutiny is compatible with international human rights standards and, second, to tentatively sketch some possible strategies of ensuring that law enforcement authorities comply with these standards when engaging in anti-terrorism efforts. To do this, the paper looks at the police tactics employed after September 11 in three Western democracies: the United States, the United Kingdom and Germany, all of them states with relatively large immigrant communities.[4]

Section 1 of this paper shows that, in the wake of September 11, states have granted law enforcement authorities not only ever-more preventive powers to detect and deter terrorist activities at as early a stage as possible, but also more discretion in deciding how – and, in particular, against *whom* – to use these powers. As section 2 demonstrates, the law-enforcement agencies of all three states at issue have regularly used terrorist profiles that are based on stereotypical group characteristics such as "race,"[5] "ethnicity,"[6] national origin and religion to select the targets of their preventive powers. Section 3 explores the reasons for this development, highlighting the fact that, especially with the current political climate, such profiling practices are for the police particularly convenient forms of law enforcement. Section 4 examines the compatibility of these selective law enforcement efforts with human rights standards, in particular the right to non-discrimination. Finally, section 5 highlights the importance of a

proactive approach to human-rights protection to ensure that law enforcement agencies respect human rights standards when engaging in anti-terrorism efforts.

1 Police Powers in the Anti-Terrorism Field

Since governments view terrorism as a particularly dangerous form of criminal conduct, they have always accorded law enforcement agencies more far-reaching powers in this field of criminal justice than in others. Special police powers added to those already available under the ordinary laws have included, for example, the authority to arrest terrorist suspects without disclosing the exact reasons,[7] to detain them for longer without charge than normally allowed,[8] to delay their access to a lawyer,[9] and to monitor communications between them and their lawyer.[10]

This strong arsenal has been further expanded after September 11, as law-enforcement agencies have been granted ever-more powers to deter and prevent, rather than just to investigate and prosecute, terrorism. The US post-September 11 legislation has created new grounds for preventive detention[11] and expanded surveillance and search powers.[12] In the United Kingdom, the police have been authorized to stop and search vehicles and pedestrians randomly,[13] to impose control orders on terrorist suspects[14] and, under the *Terrorism Act 2006*, to detain terrorist suspects for up to 28 days.[15] In Germany, the second anti-terrorism package of 2002 grants the law enforcement agencies access to data stored by social insurance agencies as far as they need such information for the purposes of a so-called *Rasterfahndung*,[16] a preventive data mining method described in more detail below.

At the same time, law enforcement authorities generally enjoy extremely wide discretion in deciding how – and in particular against *whom* – to use these far-reaching powers. The first reason for this discretion is that anti-terrorism powers

tend to have a wide scope of application. Terrorist offences are commonly very broadly and vaguely drafted, thus giving the authorities great leeway to argue that they have cause to investigate. Especially laws that criminalise the support or encouragement of terrorism often establish only minimal *actus reus* and *mens rea* requirements.[17]

Furthermore, suspicion of a particular terrorist crime is not always a prerequisite for the applicability of anti-terrorism powers. In the United Kingdom, for example, a police officer can arrest anyone he or she "reasonably suspects to be a terrorist," without the need to have any specific offence in mind.[18] In the case of some preventive powers, the threshold may be even lower, as is illustrated by the stop-and-search powers under Section 44 of the *British Terrorism Act 2000*. This provision authorizes the police, in designated areas, to stop and search people without having to show reasonable suspicion at all.[19] Since September 11, relevant designations have been made for almost every police authority area in Britain, including on a rolling basis for the London metropolitan area.[20] As a consequence, the powers of stop and search under the *Terrorism Act 2000* have been used against tens of thousands of people,[21] including protesters against an arms fair in London,[22] a heckler at a party conference in Brighton[23] and a woman in Dundee for walking along a cycle path.[24] This wide use demonstrates that the scope of discretion for those enforcing an anti-terrorism power such as this is almost unlimited.

The second reason for the broad discretion that law enforcement authorities enjoy in this field is the general lack of judicial oversight over the use of anti-terrorism powers. In some cases, post-September 11 laws expressly exclude effective judicial review. Under the *USA Patriot Act*, for example, the FBI may apply for a court order requiring the production of "any tangible things" from any person, without having to show probable cause; as long as the FBI specifies in writing that the order is for a terrorist investigation, the

court has no authority to refuse it.[25] Similarly, Section 217 of the *Patriot Act* authorizes law enforcement officials to intercept, without a judge's assent, communications of persons using a computer without authorization. Furthermore, even where the law does provide for the possibility of judicial review, courts often tend to take a deferential approach to governmental decisions that touch upon national security interests.[26] As a consequence, as far as anti-terrorism operations are concerned, law enforcement officers will only rarely have to justify their decisions before a court.

In brief, in the anti-terrorism field, legislatures and courts are granting law enforcement agencies not only ever-more powers, but also more discretion over whom to target and what sorts of investigative tactics to use. Governments tend to justify this shift by arguing that only the police and the security forces can understand the real nature and extent of the current terrorist threat – and since only they have the expertise to cope with it, they should be equipped with all the necessary instruments to do so. In the debate on the British *Terrorism Bill 2005/06*, for instance, the Prime Minister justified his proposal for the extension of pre-charge detention of terrorist suspects by repeatedly stressing that this was "what the most senior police officers have asked us to do."[27] William Stuntz contends that there is nothing new about, and nothing wrong with, the claim that, after an event such as September 11 and ensuing public demands for more security, the police should be granted increased powers.[28] "Law enforcement authority," he argues, "naturally varies with the nature and size of the crime problems police must combat."[29] Therefore, courts should be quick to grant the police considerable leeway in how they use their powers in the fight against terrorism.[30]

One can challenge this position on a number of grounds, not least because it is debatable whether there is anything natural and inevitable about a state's reaction to security threats. What is particularly relevant in the present context is, however, the consequence of the trend described above (and approved by Stuntz). The tendency to grant law enforcement agencies an increasing amount of discretion means that it is left to them to identify the kind of terrorism worth concentrating on and to determine how to target their vast array of powers, which, on their face, are neutral. This lack of accountability over how the fight against terrorism is waged at the law enforcement level, coupled with the shift toward preventive anti-terrorism strategies, has given new impetus to a police tactic that, prior to September 11, had come to be seen as increasingly unacceptable: the use of group characteristics such as race, ethnicity, national origin and religion as part of a profile to decide who merits special attention from law enforcement.

2 The Selective Use of Anti-Terrorism Powers: Terrorist Profiling

Since law enforcement personnel and resources are limited, the police inevitably have to be selective in the use of their anti-terrorism powers. This selection works on the basis of profiles. The EU, for example, has explicitly asked its member states to cooperate with one another and with Europol to develop "terrorist profiles."[31] A group of experts from Europol and several EU member states, among them Britain and Germany, has been established for this purpose.[32] But terrorist profiling also occurs in less explicit forms. For example, the police officer "on the street" often relies on sets of physical or behavioural characteristics when deciding whom to stop and search for anti-terrorism purposes.

A short note on the definition of the term "profiling" is in order. Law- enforcement officers, just like everyone else, react to people they confront based on certain of their traits.[33] When they systematically associate sets of physical, behavioural or psychological characteristics with particular offences and use them as a basis for making their investigative decisions, this may be described as

criminal profiling.[34] Profiles can be either *descriptive*, i.e., designed to identify those likely to have committed a particular criminal act and thus reflecting the evidence the investigators have gathered concerning this act; or they may be *predictive*, i.e., designed to identify those who may be involved in future, or as-yet-undiscovered, crimes.[35] Accordingly, the EU has defined a *terrorist profile* as "a set of physical, psychological or behavioural variables, which have been identified as typical of persons involved in terrorist activities and which may have some predictive value in that respect."[36] When one of the characteristics used as part of a profile – even if it is in combination with other factors – is race or ethnicity, *racial* or *ethnic profiling* occurs.[37] Underlying this type of profiling is the assumption that members of certain racial or ethnic groups are more likely to commit crime in general or a particular type of crime.[38]

Criminal profiling is used in widely-varying contexts and there is nothing wrong as such with this practice. Detailed profiles based on factors that are statistically proven to correlate with certain criminal conduct can be effective law enforcement tools. This systematic kind of profiling, used in the context of a set of particular known offences, was developed in the 1970s in the United States to prevent the hijacking of planes and to find serial killers.[39]

There is, however, an important difference between serial killer and terrorist profiles. In the case of a killer, the police can collect information to construct a detailed behavioural and psychological profile.[40] In the case of international terrorists, in contrast, they are looking for so-called "sleepers," individuals who do not fit any specific behavioural or psychological pattern, individuals whose very existence is only assumed. Thus, they rely on predictive profiles that, like most predictive profiles, are based on generalizations about groups of people.[41] As a consequence, broad stereotypical traits such as race, ethnicity, national origin and religion have become central elements of the current terrorist profiles.

A paradigmatic example of a very systematic approach to using such profiles is the so-called *Rasterfahndung* programme, initiated by the German authorities in the wake of September 11 to identify terrorist "sleepers." The *Rasterfahndung* method is of particular relevance because the German government has repeatedly called for its EU-wide adoption,[42] so that the police forces of other European states may soon employ it as well.[43] *Rasterfahndung* is a screening method whereby the police search personal data sets of public bodies or private agencies according to presumed characteristics of suspects.[44]

This method had been previously employed – without much success[45] – in the late 1970s and early 1980s to track down members of the Red Army Faction who had changed their identity and gone underground. At that time, the police searched for "conspiratorial flats" (apartments) by screening the data of electricity providers and other agencies for clients who apparently tried to avoid contact with the authorities, were using only little electricity and water, paid their utility bills in cash to avoid opening a bank account and similar criteria.[46]

After September 11, the *Rasterfahndung* was revived by the police forces of all German *Länder* (federal states).[47] But while the method had previously been justified by reference to the investigation of specific criminal offences, it was now – for the first time ever – used for purely preventive purposes.[48] Three of the September 11 hijackers had been living in Germany prior to the attacks, and the authorities suspected that more "sleepers" of Islamist terrorist organisations were present in Germany.[49] Furthermore, since it is a typical feature of "sleepers" that they do *not* raise suspicion by their behaviour, the search criteria related this time not to the behavioural pattern of those searched for but to their personal characteristics. Although, especially at the beginning of the search, the exact criteria employed varied from *Land* to *Land,*[50] a federal coordination group later asked the police forces

to use a unified profile with the following criteria: male; age 18-40; current or former student; Muslim denomination; born in, or national of, one of several specified countries with a predominantly Muslim population.[51] Registration offices, universities and immigration authorities had to provide the personal records of all individuals matching this profile, so that the police could analyse them.[52] In total, the data of 8.3 million people were processed. Approximately 32,000 of them fitted all the criteria and were included in a file of potential "sleepers" compiled by the *Bundeskriminalamt* (Federal Criminal Police Office).[53]

In the United Kingdom, developments after September 11 suggest that there has been an increase in racial and ethnic profiling in the exercise of anti-terrorism powers with people of Asian and Middle Eastern appearance as the main target. This is evidenced, for example, by the disparate use of the power to stop and search under Section 44 of the *Terrorism Act 2000*. The general increase in the use of this power[54] has disproportionately affected ethnic minorities.[55] Between 2001-02 and 2002-03, for example, the number of persons of Asian ethnicity subjected to Section 44 searches rose by 302 percent as compared to a rise of 118 percent for white people.[56] By 2003-04, Asian people were about 2.9 times more likely, and black people about 3.3 times more likely, to be stopped and searched under anti-terrorism legislation than white people.[57] In the first two months after the London bombings of July 2005, the number of Asian and black people stopped in the London metropolitan area under Section 44 increased twelvefold on the same period in 2004; for white people the increase was fivefold.[58]

The statement of the Chief Constable of the British Transport Police quoted at the beginning of this paper, as well as a similar remark by the Home Office Minister, Hazel Blears,[59] suggest that this disproportionate use of anti-terrorism powers is not simply the result of decisions taken by officers in the field, but part of a concerted

effort to focus law enforcement resources on certain ethnic groups. As a spokesman of the British Transport Police put it: "We are saying to our officers, not all Asian people are terrorists but given we are looking at Islamic terrorists [sic] – if we were looking for Irish republican terrorists we would not be stopping Asian or black people."[60]

In the United States, the immigration authorities have adopted a series of policies and practices that single out certain groups of immigrants based on their country of origin or nationality and, at least indirectly (through the choice of the targeted countries), their race and religion.[61] More "traditional" law enforcement powers, which are not limited to non-citizens, have also been used to target certain religious and ethnic groups. Thus, there has been a reported increase in road traffic stops of persons of Muslim, Arab, Middle Eastern and South Asian appearance after September 11;[62] the FBI ordered its field officers to count the mosques and Muslims in their areas;[63] and there have been complaints from Muslims who were stopped and searched by the police at or near their places of worship.[64] In short, "[r]acial profiling of citizens and visitors of Middle Eastern and South Asian descent, and others who appear to be from these areas or members of the Muslim and Sikh faiths, has substantially increased since September 11, 2001."[65]

These, and similar developments elsewhere in the world,[66] have led the UN Special Rapporteur on racism to observe that "[t]here is no escaping the fact that [post-September 11 measures] systematically single out persons of Arab or Muslim origin and that the use of racial profiling for operational purposes is everyday practice."[67]

3 Rationales for Terrorist Profiling Based on Race, Ethnicity, National Origin and Religion

For law enforcement authorities, stereotypical traits such as race, ethnicity, national origin and

religion may offer a convenient starting point for their preventive anti-terrorism efforts. Given that all the nineteen suicide hijackers of September 11 were Arab Muslims[68] and three of the four London bombers Muslims of South Asian appearance,[69] reliance on these characteristics seems to make intuitive sense. Moreover, since the legislature and the judiciary tend to grant the police wide discretion over whom to target,[70] there are generally no strict limitations at the national level on the use of characteristics such as race or religion for terrorist profiles.

Importantly, profiling is for the police a *politically*-convenient form of law enforcement: whereas practices that affect everyone might lead to political pressure to curtail police powers, the targeting of marginal groups is less likely to have this effect.[71] In fact, there is now strong support from different quarters for racial and religious profiling to prevent terrorism. Whereas, prior to the September 11 attacks, 81 percent of the American public had opposed racial profiling, after the attacks, 58 percent said that they approve of profiling, as long as it was directed against Arabs.[72] Similarly, several commentators[73] and legal scholars[74] have made the case for racial profiling that focuses on persons of Middle Eastern or South Asian descent. The extremity of the threat posed by terrorism, they argue, makes this police tactic completely different from the kind of profiling designed to help find drugs or guns;[75] with the high stakes involved, and given the identity of the known terrorists, they maintain, singling out Middle Easterners for heightened scrutiny is perfectly justified.[76] In the post-September 11 climate, Samuel Gross and Debra Livingston claim, it is only normal that the public demands "less precision" from the government in its response to terrorism.[77]

Support for racial profiling has also grown in political and government circles. In the United States, several politicians and government officials have advocated the use of this practice,[78] and a bill that would have banned it at all levels of government, introduced in Congress in June

2001, languished in the aftermath of September 11.[79] More limited Department of Justice guidelines, issued in 2003 to address the problem of racial profiling at the federal level, explicitly permit the use of race and ethnicity to prevent potential terrorist attacks.[80] The British guidelines on the use of the police power to stop and search make a similar exception, stating that it "may be [...] appropriate for officers to take account of a person's ethnic origin in selecting persons to be stopped in response to a specific terrorist threat (for example, some international terrorist groups are associated with particular ethnic identities)."[81] As explained above, different British officials have explicitly supported profiling practices.

With the sudden public and political support for racial profiling, law enforcement officials are likely to feel encouraged to resort to this tactic. Indeed, Stuntz argues, it seems almost inevitable that the police will rely on racial profiles when they use their increased post-September 11 powers; there is little that the law can do to prevent this, and the courts, he predicts, will be reluctant to disapprove of profiling practices.[82] "In short," he concludes, "racial and ethnic profiling is a fact of life that the legal system probably cannot change."[83]

4 Conformity with Human Rights Standards

The sort of terrorist profiling practices described above raise concerns with regard to a number of human rights guarantees. Data screening initiatives based on broad terrorist profiles that include group characteristics such as religion and national origin may constitute disproportionate interferences with the right to privacy.[84] Stops and searches of persons that are based on stereotypical assumptions that certain religious or racial groups are more likely to pose a terrorist threat than others rather than on specific, individualized evidence may, depending on the particular circumstances, amount to a disproportionate and arbitrary interference with the freedom of movement, the right to privacy and/or the right

to personal liberty.[85] In addition to these possible infringements of substantive human rights guarantees, all these profiling practices involve differential treatment according to criteria such as race, national or ethnic origin and religion and thus raise the question as to their conformity with the human rights principle of non-discrimination. Because of its relevance to different forms of profiling, the issue of discrimination is dealt with in particular detail in this paper.

All the major human rights treaties, including the *International Covenant on Civil and Political Rights (ICCPR)*,[86] which has been ratified by the United States, the United Kingdom and Germany, and the European *Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR)*,[87] ratified by the United Kingdom and Germany, prohibit discrimination on all the grounds just listed. Discrimination based on race and national or ethnic origin is also prohibited by the *International Convention on the Elimination of All Forms of Racial Discrimination (ICERD)*,[88] which has been ratified by all the states at issue. Article 5 of the *ICERD* explicitly prohibits racial discrimination with respect to the "right to equal treatment before [...] all [...] organs administering justice" and to "freedom of movement."[89] Finally, at least the prohibition on the grounds of race and religion is also part of customary international law.[90]

These binding obligations have been reinforced and supplemented by a range of "soft law" standards. The UN Code of Conduct for Law Enforcement Officials, for example, provides that such officials must "maintain and uphold the human rights of all persons," including the right to non-discrimination.[91] Similarly, the European Code of Police Ethics of the Council of Europe recommends that "[t]he police shall carry out their tasks in a fair manner, guided, in particular, by the principles of impartiality and non-discrimination."[92] A provision specifically directed against racial profiling is to be found in the Programme of Action adopted at the UN World Conference against Racism in 2000, urging states "to design, implement and enforce

effective measures to eliminate the phenomenon popularly known as 'racial profiling.'"[93]

However, the fact that the law enforcement practices considered here involve distinctions on the basis of race, ethnicity, national origin and religion does not necessarily mean that they violate the principle of non-discrimination. Government actions inevitably classify persons; the crucial question is whether these classifications are justified or not. According to the jurisprudence of all the relevant human rights bodies and courts, a difference in treatment only violates the principle of non-discrimination if it is not supported by objective and reasonable grounds.[94] The inquiry as to the existence of an objective and reasonable justification is generally divided into the following two sub-tests. First, does the difference in treatment pursue a legitimate aim? Second, is there a reasonable relationship of proportionality between the difference in treatment and the legitimate aim sought to be realized?

As far as the first requirement is concerned, the aim of the profiling practices at issue is the prevention of further terrorist attacks. Undoubtedly, this constitutes a legitimate, even compelling, governmental interest. The decisive question is therefore whether the differential treatment that these profiling practices involve is a proportionate means of achieving this aim. In the present context, it is helpful to deal with the question of proportionality in two separate steps and to examine, first, whether the profiling practices under discussion are a suitable and effective means of countering terrorism and, second, what kind of negative effects these practices may produce.

4.1 Suitability and Effectiveness

When the police have information that a crime they are investigating was committed by someone belonging to a particular ethnic or religious group, it will generally be perfectly reasonable and legitimate for them to use this information for a suspect description. In other words, for the development of *descriptive* profiles, racial, ethnic or

religious characteristics may not only be suitable, but *essential*, elements. If, for example, there was evidence suggesting that there are individuals at large who were involved in the London bombings and that they are of a certain ethnicity, then the police could, of course, rely on these characteristics to target their search efforts.

Yet, as demonstrated above, in the wake of September 11, characteristics such as race, ethnicity, national origin and religion are increasingly used to construct *predictive* profiles. The German *Rasterfahndung*, the use of stop and search powers in Britain and similar law enforcement efforts in the United States are all designed to anticipate and prevent future terrorist attacks, rather than to identify the perpetrators of past acts. Starting from the assumption that certain groups of people pose a greater risk than others, these predictive profiling practices are based on broad generalizations about race, national or ethnic origin and religion. As David Harris has shown, the fundamental problem with predictive, informal, profiles is that they normally reflect unexamined preconceptions rather than systematic analysis of hard data.[95] This is also evident in the post-September 11 context, where law enforcement authorities have often defended their profiling practices not by providing evidence for their utility but by appealing to "common sense."[96]

In fact, however, a careful analysis of the selective law enforcement practices at issue suggests that they are not a suitable means to identify potential terrorists. In order to serve as a suitable and effective counter-terrorism tool, a profile would need to be narrow enough to exclude those persons who do not present a terrorist threat and, at the same time, broad enough to include those who do. However, terrorist profiles that are based on characteristics such as race, ethnicity, national origin and religion are regularly inaccurate and both over- and under-inclusive.

Race, ethnicity, national origin and religion are inaccurate indicators because the initial premise on which they are based, namely that Muslims and persons of Middle Eastern and South Asian appearance or origin are particularly likely to be involved in terrorist activities, is highly doubtful. The appeal to "common sense" cannot compensate for the fact that a statistically-significant correlation between these characteristics and terrorism involvement has never been established. On the contrary, the report of the Official Account of the London Bombings concluded that, as far as the national, ethnic and social background of potential terrorists is concerned, "there is not a consistent profile to help identify who may be vulnerable to radicalisation."[97]

In practice, most terrorist profiles use racial or ethnic appearance or national origin as proxy traits for religion, as religious affiliation is normally not readily identifiable and, in any case, easy to conceal. Yet race and national origin are very poor proxies for religion. For example, a mere 24 percent of all Arab Americans are Muslims.[98] In the United Kingdom, where Muslim religion is often associated with "Asian" appearance, only half of those belonging to this ethnic group are in fact Muslims.[99] Thus, profiles based on racial or ethnic appearance or national origin are overbroad in two respects. First, many of those matching this element will not be Muslim. Second, the overwhelming majority of those who *are* Muslim have, of course, nothing to do with terrorism. As a consequence, the profiling practices under discussion affect – based on an unsubstantiated assumption – a great number of individuals who are in no way linked to terrorism. One may wonder, for example, whether the shooting of Jean Charles de Menezes, the Brazilian mistaken for a terrorist trying to blow up a London underground train, was not a tragic consequence of the over-reliance on stereotypical characteristics such as ethnic appearance in anti-terrorism operations.[100]

At the same time, profiles based on race, ethnicity, national origin and religion are also under-inclusive in that they will lead law enforcement agents to miss a range of potential terrorists who do not fit the profile. First, they focus on only

one form of terrorism, namely Islamist terrorism, even though it is far from clear that future terrorist attacks could not also come from other groups.[101] Second, even as far as Islamist terrorism is concerned, they are under-inclusive. The "shoe bomber" Richard Reid, a British citizen not of Muslim or Middle Eastern origin, would not have been covered by the profile used for the German *Rasterfahndung*, nor would have the "dirty bomber" José Padilla, a U.S. citizen of Puerto Rican descent, nor the "American Taliban" John Walker Lindh, a white U.S. citizen. Terrorist groups have regularly proved their ability to adapt their strategies, with the use of female and child suicide bombers to avoid the stereotype of the male terrorist as just one example.[102] At the moment, the main concern of intelligence services in this regard is that Islamist terrorist groups may increasingly rely on converts.[103] This shows that profiles based on physical characteristics, including ethnic or religious appearance, can easily become self-defeating.

What is even worse, such profiles can shift the attention of law enforcement officers away from more pertinent indicators such as psychological or behavioural characteristics. As Harris has persuasively argued, observing and assessing behaviour is the most – and perhaps the only – promising way of predicting criminal intentions.[104] The importance of focusing on behaviour is highlighted, for example, by the experiences of the US Customs Service. In the late 1990's, the Customs Service stopped using a profile that was based, among other factors, on race and gender in deciding whom to search for drugs.[105] Instead, the customs agents were instructed to rely on observational techniques, behavioural analysis and intelligence.[106] This policy change resulted in a rise in the proportion of searches leading to the discovery of drugs of more than 300 percent.[107] Behaviour would seem to be an equally significant indicator in the terrorism context. "If your goal is preventing attacks," a senior US intelligence specialist has suggested, "you want your eyes and ears looking for pre-at-

tack behaviors, not characteristics."[108] Similarly, practical guidance on stop and search produced by the British National Centre for Policing Excellence on behalf of the Association of Chief Police Officers stresses that "[a]ctions define a terrorist, not ethnicity, race or religion."[109]

Given the deficiencies of the terrorist profiles under discussion, it is not surprising that the law enforcement initiatives based on them have proved largely unsuccessful. Perhaps the clearest example of the ineffectiveness of law enforcement practices based on vague terrorist profiles is the German *Rasterfahndung*. Even when employed as an *investigative* instrument before September 11, the *Rasterfahndung* had proved largely unsuccessful.[110] For the post-September 11, *preventive* initiative, the search parameters have been widened so much that they have become all but meaningless. This is evidenced by the sheer amount of information scrutinized. As explained above, the data of 8.3 million persons have been processed, amounting to more than ten per cent of the German population.[111] Many of those identified as potential "sleepers" were then more closely examined, that is, they were interrogated or put under surveillance or enquiries with their employers were made.[112] Yet, not in a *single* case, has the *Rasterfahndung* led to the detection of a "sleeper."[113] Instead, the few successes achieved by German police forces in detecting alleged Islamist terrorists so far have all been due to traditional law enforcement methods based on specific information.[114] The extremely poor success rate of the *Rasterfahndung*, coupled with its serious impacts on a huge number of innocent people, make this measure highly problematic from the point of view of proportionality.

In the United Kingdom, the widespread, and racially-biased,[115] use of stop and search powers has like-wise produced hardly any results. In 2003-04, for example, 8,120 pedestrians were stopped under Section 44(2) of the *Terrorism Act 2000*. Yet these stops led to only five arrests in connection with terrorism – a "success rate" of

0.06 percent. Incidentally, all of those arrested were white.[116] Similarly, the further increase in stops and searches in the first two months after the London bombings has not resulted in any arrests or charges related to terrorism.[117] Finally, in the United States, the strategy of mainly targeting immigrants of Middle Eastern descent has not produced any significant results in the form of arrests or investigative leads.[118] Vincent Cannistraro, the former head of counter-terrorism at the CIA, has concluded: "It may be intuitive to stereotype people, but profiling is too crude to be effective. I can't think of any examples where profiling has caught a terrorist."[119]

Some government officials have tried to justify this ineffectiveness by arguing that the main aim of these preventive law enforcement strategies was not necessarily the detection of potential terrorists but deterrence and disruption. The Minister of the Interior of the German federal state of Hesse, for example, whilst admitting that the *Rasterfahndung* has not produced any tangible results, argued that it has had the preventive effect of "putting the Islamist potential under pressure."[120] In the United Kingdom, an Assistant Chief Constable defended the lack of arrests as a result of stop and searches by stressing that "this is a power to be used to put people off their plans, hence it is used in a pretty random way."[121] Yet no evidence has been adduced in support of this alleged deterrent effect. Even if preventive law enforcement measures did have such an effect, this could still not justify their selective use: any symbolic policy of deterrence would need to be directed against potential terrorists rather than particular racial, ethnic or religious groups.

To conclude, although it is difficult exactly to gauge the effectiveness of preventive law enforcement techniques, the available evidence suggests that profiling practices based on religious and/or racial characteristics are an unsuitable, and therefore disproportionate, means of countering terrorism: they affect thousands of innocent people, without producing concrete results. Moreover, even if the classifications underlying

these methods did correspond to a higher risk posed by some categories of persons, this would still not mean that their use is justified. For, as the following section demonstrates, terrorist profiling practices entail considerable costs, which must also be factored into the proportionality assessment.

4.2 Negative Effects: The Costs of Terrorist Profiling

The kind of terrorist-profiling practices considered here entail three, closely-related, categories of costs: namely, costs to the law enforcement agencies themselves, to the individuals directly affected by these practices and to the communities of those directly affected.

First, the over-inclusiveness of the kind of terrorist profiles described above imposes costs on law enforcement agencies in the form of "false positives" that they have to deal with. The broader the profiles are designed, the greater the number of people whom the police treat as suspects becomes, even though the vast majority of them will turn out to present no risk. This may not only, as explained above, shift law-enforcement's attention away from a more promising focus on behaviour, but may also result in an overwhelming of the system with massive amounts of information that the relevant agencies will struggle to process properly. Analysing 8.3 million personal records, as was done in the German *Rasterfahndung*, obviously presents a massive challenge to the police. Thus, the logic of casting the anti-terrorism net wide comes at a price. Since law enforcement manpower is limited, important resources will be diverted away from other, intelligence-led or behaviour-oriented, anti-terrorism efforts or, indeed, from crime prevention in general. In the German federal state of North Rhine-Westphalia, for example, 600 police officers were delegated to work on the *Rasterfahndung* initiative for several months; during this period, general crime rates rose markedly.[122]

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Second, selective law enforcement measures create personal costs in the form of a profound emotional toll taken on those subjected to them. Randall Kennedy has shown that profiling practices have a more serious impact than "neutral" law enforcement methods. Although anyone stopped, searched or questioned by the police may feel intimidated or degraded to a certain extent, the encounter has a particularly humiliating effect when those involved know that characteristics such as race, ethnicity or religion played a role in the law enforcement officer's decision.[123]

Third, these individual experiences may be translated into negative group effects. Terrorist profiling practices single out persons for enhanced law- enforcement attention simply because they match a set of group characteristics, thus contributing to the social construction of all those who share these characteristics as inherently suspect. It is for this reason that a US Department of Justice guide, published prior to September 11, stated that racial profiling should not be allowed even if there was some empirical basis for the stereotypes used: "It would be unfair to stigmatize an entire community based on the conduct of a few."[124] This stigmatization may, in turn, result in a feeling of alienation among the targeted groups, in the present context, especially Muslim and Arab communities. This led the Commissioner for Human Rights of the Council of Europe to warn that the impact of anti-terrorism measures on certain communities "should be an important consideration when deciding to adopt such measures and every effort must be made to avoid the victimization of the vast majority of innocent individuals."[125]

The victimization and alienation of certain racial and religious groups has significant negative implications for law enforcement efforts, as it involves a deep mistrust of the police. The British Metropolitan Police Authority has highlighted "the huge negative impact" of the use of stop and search powers on community relations: "It

has increased the level of distrust of our police; it has created deeper racial and ethnic tensions against the police; [...] it has cut off valuable sources of community information and intelligence."[126]

In a similar vein, the Commissioner for Human Rights of the Council of Europe remarked about the increase in stop and searches of Asians that "[t]he maintenance of good community relations is clearly difficult under such circumstances."[127]

In Germany, the Central Council of Muslims has claimed that the government's post-September 11 campaign has not only served to foster prejudice against all Muslims, but also to undermine the confidence of Muslims in the rule of law and in the impartiality and efficiency of the law enforcement authorities.[128]

Such lack of relationships of trust between the police and communities may be especially disastrous in the anti-terrorism context. For the gathering of intelligence is the key to success in largely preventive law- enforcement operations – it is no coincidence that in the case of both September 11 and the London bombings the failure to prevent the attacks has been mainly attributed to the police and security services' (potentially-avoidable) lack of specific intelligence on potential terrorists.[129] Therefore, if, as governments claim, terrorist "sleepers" are really most likely to be Muslim, Middle Eastern and South Asian men, then it would be crucial for law enforcement agencies to enjoy the cooperation of the respective communities. It is telling that one of the few investigative successes of the US authorities in their domestic "war on terrorism" so far was triggered by information from inside the Yemeni community where the suspects in that case lived.[130] To be successful, anti-terrorism law enforcement policies would have to strengthen or, where it has been completely lost, rebuild the trust between the police and communities. Profiling practices have the contrary effect.

4.3 Result

When law enforcement agencies use the kind of terrorist-profiling practices described in this paper, they treat otherwise comparable categories of people differently based on their race, ethnicity, national origin and/or religion. Such differential treatment can only be compatible with the right to non-discrimination if it is a proportionate means of countering terrorism. The sweeping practices under discussion do not meet this demanding proportionality requirement: not only are they unsuitable to identify potential terrorists, but they also entail considerable negative consequences that may render these measures counterproductive in the fight against terrorism.

This is not to argue that the police are never allowed to use terrorist profiles or that criteria such as race, national or ethnic origin and religion can under no circumstances form part of such profiles. If, in the context of an investigation into an already committed terrorist crime, there are reasonable grounds to assume that the suspect fits a certain descriptive profile, then the use of characteristics such as race, ethnicity, national origin or religion is normally unproblematic. Similarly, these factors can be employed to target search efforts where there is specific intelligence suggesting that someone fulfilling these characteristics is preparing a terrorist act.[131]

The situation is different, however, in the case of preventive anti-terrorism efforts that are not based on specific intelligence. While profiles used for such efforts may include behavioural or psychological characteristics, they may not be based on stereotypical generalisations that certain racial, ethnic or religious groups pose a greater terrorist risk than others. The statement of the Chief Constable of the British Transport Police that his force will not search "old white ladies," quoted at the beginning of this paper, is therefore dubious. It may be legitimate for the police, when performing preventive stops,

not to focus on persons who are carrying small handbags rather than backpacks, who appear too frail to commit a terrorist attack or who do not behave suspiciously. What cannot be a consideration, however, is whether the person in question is white or black or Asian.

Consequently, in the absence of specific information or useful behavioural indicators, controls will either have to be universal, affecting everyone equally – a very costly but, undoubtedly, also very effective method. Or, if the costs for blanket searches are deemed to be too high, the targets for heightened scrutiny have to be selected on a random rather than on a racial, ethnic or religious basis. In fact, this is what airlines are already routinely doing. As opposed to profiling, random searches are impossible for terrorists to evade and may thus be more effective than profiling.[132]

5 Conclusion: A Proactive Approach to Human Rights Protection

This paper has demonstrated that, after September 11, law enforcement agencies have been granted ever-more preventive anti-terrorism powers as well as more discretion over whom to target and what sorts of tactics to use. Governments have presented this delegation of increased powers and discretion as a natural and inevitable reaction to the increased terrorist threat. As a consequence of this development, law enforcement agents are largely free to choose the anti-terrorism methods that they consider most useful and convenient. Terrorist profiling based on group characteristics such as race, national or ethnic origin and religion may be seen as offering such a useful and convenient starting point for law- enforcement efforts. Since contemporary Islamist terrorist organizations function as loose networks of groups and individuals with often-differing methods and objectives,[133] their "sleepers" do not fulfil a specific behavioural or psychological pattern and all they seem to have in common is their radical religious belief. Ter-

rorist profiling based on religious affiliation and – often taken as obvious indicators of religion – race, ethnicity and national origin is therefore presented as a measure that makes common sense and is, indeed, inevitable. As Stephen Ellmann has claimed, "one aspect of the answer to the question of whether racial profiling should be a response to terrorism is simply that it will be – whether this is authorized or not."[134]

Yet this is a misleading answer. While the profiling practices described in this paper may, at first sight, appear to be convenient tools in the fight against terrorism, their use by law enforcement agencies is far from inevitable. Rather, it is the consequence of conscious decisions taken within a general political climate that favours the targeting of particular marginal groups. As demonstrated above, the governments of the three states at issue, through their anti-terrorism policies and official statements, have, at least implicitly, signalled to law enforcement agencies that they will not only tolerate the use of profiling practices but that they encourage it. This governmental approval, coupled with the fact that these methods seem to enjoy broad public support, makes terrorist profiling also a *politically*-convenient strategy for law enforcement authorities.

Therefore, the first step to ensuring that law enforcement efforts to counter-terrorism comply with human rights standards – and in particular with the principle of non-discrimination – must be to change the general political conditions that are conducive to the use of discriminatory profiling practices. As long as law enforcement agents feel justified and supported in targeting particular racial, ethnic or religious groups for anti-terrorism purposes, a merely reactive approach that is limited to the condemnation of single instances of discriminatory-police practices by courts or human rights bodies will not have a significant impact. Instead, international and regional human rights bodies, as well as those bodies that are charged with monitoring and co-ordinating the implementation of international

obligations to counter-terrorism, should adopt a proactive approach and send a clear signal to states that law enforcement practices adopted in the anti-terrorism context must comply with human rights standards, including the principle of non-discrimination. Calls for upholding the right to non-discrimination in law enforcement efforts may have an important symbolic value, described by Kennedy in the following words: "Even when rightful rules are underenforced, they are still worth fighting for because they set the standards for legitimacy, standards which, like magnets, exert a pull that affects the order of things."[135]

Crucially, international expert bodies should not only highlight that discriminatory anti-terrorism practices are impermissible under human rights law but also, and related to this, that such practices are in fact an ineffective means of countering terrorism.

As a further element of this proactive approach, international human rights bodies should ask states to create clear legal frameworks for the exercise of anti-terrorism powers by law enforcement agents. Instead of granting law enforcement authorities ever-more discretion in exercising their powers, governments should establish strict guidelines as to what factors may or may not be employed for search efforts in the anti-terrorism context. Such guidelines should make clear that terrorist profiles may be based on behavioural or other objective factors, but not on stereotypical generalizations that certain racial, ethnic or religious groups pose a greater terrorist risk than others. To monitor and ensure compliance of anti-terrorism practices with human rights standards and operational guidelines, states should be asked to establish systems of transparent and independent oversight of law enforcement agencies. States should also provide an effective means of holding law enforcement agents accountable for any violations of human rights, including when committed in the context of countering terrorism. Finally, these regulatory

frameworks should be backed up by a system of training of law enforcement agents that makes clear that profiling practices based on race, ethnicity, national origin and religion are incompatible with human-rights standards and ineffective in the fight against terrorism.

ENDNOTES

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2   V. Dodd, "Asian Men Targeted in Stop and Search," *The Guardian*, 17 August 2005.

3   *Ibid.*

4   In the United States, 11% of the population are foreign born; 24.9% belong to an ethnic minority (12.3% are Black or African American, 3.6% Asian). U.S. Census Bureau, *US Census 2000*, "Profile of General Demographic Characteristics," available at http://censtats.census.gov/data/US/01000.pdf. Data on religion are not collected in the U.S. census. In the United Kingdom, 7.9% of the population belong to an ethnic minority (4% are Asian or Asian British, 2% Black or Black British); 2.7% are Muslim; in England and Wales, approximately 9% of the population are foreign (non-UK) born. Office for National Statistics, *Census, April 2001*, available at http://www.statistics.gov.uk/census/default.asp. In Germany, around 9% of the population are foreign nationals; 4% are Muslim. Statistisches Bundesamt Deutschland, *Bevölkerung nach Geschlecht und Staatsangehörigkeit 2004*, available at http://www.destatis.de/jetspeed/portal/cms/Sites/destatis/Internet/DE/Navigation/Statistiken/Bevoelkerung/Bevoelkerung.psml; P. Stalker, *A-Z of Countries of the World* (2004).

5   It is now widely accepted that the notion that there are different human "races" has no scientific basis in biology. See, e.g., American Anthropological Association, *American Anthropological Association Statement on "Race,"* 17 May 1998. Instead, "racial" categories are social constructs, produced through power-relations and social practices. American Sociological Association, *Statement of the American Sociological Association on the Importance of Collecting Data and Doing Social Scientific Research on Race*, 2003. It is to describe these socially- constructed categories that I use the terms "race" and "racial."

6   Just like "race," "ethnicity" is a social construct and membership of an "ethnic" group can be contested. M. Bulmer and J. Solomos, "Introduction: Re-thinking Ethnic and Racial Studies" (1998) 21 *Ethnic and Racial Studies* 819.

7   For the United Kingdom, see *Prevention of Terrorism Act 1989*, Section 14(1)(b); *Terrorism Act 2000*, Section 41.

8   For the United Kingdom, see *Terrorism Act 2000*, Section 41 in conjunction with Schedule 8.

9   *Ibid.*, Section 41 in conjunction with Schedule 8, para. 8.

10 *Ibid.*, Section 41 in conjunction with Schedule 8, para. 9. For Germany, see *Strafprozessordnung* (Code of Criminal Procedure), Article 148(2) in conjunction with *Strafgesetzbuch* (Penal Code), Article 129a.

11 *USA Patriot Act*, Section 412; Disposition of Cases of Aliens Arrested Without Warrant, 8 C.F.R., Section 287.3(d) (2001).

12 *USA Patriot Act*, Sections 201-225.

13 After September 11, the police have been regularly authorised under section 44 of the *Terrorism Act 2000* (as amended by the *Anti-Terrorism, Crime and Security Act* (ATCSA) 2001, Schedule 7, para. 31) to carry out stop-and-searches without reasonable cause, particularly in the London metropolitan area. Lord Carlile of Berriew, *Report on the Operation in 2004 of the Terrorism Act 2000*, paras. 90, 92, available at http://security.homeoffice.gov.uk/news-publications/publication-search/independent-reviews/terrorism-act-report.pdf?view=Binary.

14 *Prevention of Terrorism Act 2005*, Sections 1-2.

15 *Terrorism Act 2006*, Section 23 in conjunction with *Terrorism Act 2000*, Schedule 8.

16 *Gesetz zur Bekämpfung des internationalen Terrorismus*, 9 January 2002, BGBl I, 361, Article 18 (amending *Zehntes Buch des Sozialgesetzbuches* [Tenth Book of the Social Welfare Code], Article 68).

17 See, for instance, the offence of "encouragement of terrorism" introduced by the *British Terrorism Act 2006*, Section 1.

18 *Terrorism Act 2000*, Section 41(1). See C. Walker, *Blackstone's Guide to the Anti-Terrorism Legislation* (2002), p. 121.

19 *Terrorism Act 2000*, Section 45(1)(b).

20 Lord Carlile of Berriew, *supra* note 12, paras. 90, 92.

21 In the year 2003-04 alone, a total of 29,407 stops and searches were made under Section 44. Home Office, *Statistics on Race and the Criminal Justice System – 2004* (2005), p. 25.

22 R *(Gillan) v. Commissioner of Police for the Metropolis* [2006] UKHL 12. See D. Moeckli, "Stop and Search under the Terrorism Act 2000 and Discrimination: A Comment on R (Gillan) v Commissioner of Police for the Metropolis" (2007:70) *Modern Law Review* 659.

23 J. Glover, "Rousing Return Sees Ejected Walter Roughed Up Again," *The Guardian*, 30 September 2005.

24 D. Lister, "Two Wheels: Good. Two Legs: Terrorist Suspect," *The Times*, 17 October 2005.

25 *USA Patriot Act*, Section 215.

26 For a British example, see *Secretary of State for the Home Department v. Rehman* [2001] UKHL 47; [2003] 1 A.C. 153.

27 P. Wintour, "Blair Talks Tough But Keeps Options Open on 90-day Clause," *The Guardian*, 8 November 2005.

28 W.J. Stuntz, "Local Policing After the Terror" (2002) 111 *Yale Law Journal* 2137, 2142-2160.

29 *Ibid.*, p. 2138.

30 *Ibid.*, p. 2160.

31 Council of the European Union, "Draft Council Recommendation on the development of terrorist profiles," 18 November 2002, Doc. 11858/3/02 REV 3.

32 Council of the European Union, "Terrorist profiling (Draft reply to written question by Sarah Ludford)," 30 March 2004, Doc. 7846/04.

33 See R. Kennedy, *Race, Crime and the Law* (1997), p. 137.

34 D. Harris, *Profiles in Injustice: Why Racial Profiling Cannot Work* (2003), pp. 11, 16.

35 *Ibid.*, pp. 10, 19-20, 26.

36 Council of the European Union, *supra* note 30.

37 Harris, *supra* note 33, p. 11; National Research Council, *Measuring Racial Discrimination* (2004), p. 187.

38 S. Gross and D. Livingston, "Racial Profiling Under Attack" (2002) 102 *Columbia Law Review* 1413-1438 (2002), p. 1415.

39 Harris, *supra* note 33, pp. 17-19.

40 *Ibid.*, pp. 26-27.

41 *Ibid.*, pp. 26-28.

42 The German government had already called for an EU-wide adoption shortly after September 11 and eventually submitted an official proposal in March 2002. Council of the European Union, *Note from German delegation to Article 36 Committee: Europe-wide computerised profile searches*, 8 March 2002, Doc No. 6403/02 (ENFOPOL 27). It reinforced its call in 2004. R. Kleine, "Schily fordert Raster-Fahndung in ganz Europa," *Bild-Zeitung*, 27 March 2004.

43 On the prospects of a Europe-wide *Rasterfahndung*, see B.A. Bischof, "Europäische Raster-fahndung – grenzenlose Sicherheit oder gläserne Europäer?" (2004) 37 *Kritische Justiz* 361.

44 H. Bäumler, "Informationsverarbeitung im Polizei-und Strafverfahrensrecht" in Lisken and Denninger (eds.), *Handbuch des Polizeirechts* (2001), p. 780; M. Siebrecht, *Rasterfahndung: Eine EDV-gestützte Massenfahndungsmethode im Spannungsfeld zwischen einer effektiven Strafverfolgung und dem Recht auf informationelle Selbstbestimmung* (1997); W. Graf, *Rasterfahndung und organisierte Krimi-nalität* (1997).

45 Bäumler, *supra* note 43, p. 792.

46 See, e.g., H. Busch, "Nichts zu verbergen? Datenschutz, Sicherheitsgesetze, Rasterfahndung" (2001) 70 *Bürgerrechte & Polizei* 28; W. Hoffmann-Riem, "Freiheit und Sicherheit im Angesicht terroristischer Anschläge" (2002) 35 *Zeitschrift für Rechtspolitik* 497.

47 Geschäftsstelle der Ständigen Konferenz der Innenminister und-senatoren der Länder, *Um-laufbeschluss der Innenministerkonferenz vom 18. September 2001*; *Antwort der Bundesregierung auf die Kleine Anfrage der Abgeordneten Ulla Jelpke und der Fraktion der PDS: Rasterfahndung gegen Studieren-de*, 22 October 2001, Bundestag-Drucksache 14/7206.

48 H. Lisken, "Zur polizeilichen Rasterfahndung" (2002) 21 *Neue Zeitschrift für Verwaltungsrecht* 513, p. 515.

49 See *Antwort der Bundesregierung auf die Kleine Anfrage der Abgeordneten Ulla Jelpke und der Fraktion der PDS: Umfang und bisherige Ergebnisse der nach den Anschlägen vom 11. September 2001 angelaufe-nen bundesweiten Rasterfahndung*, 31 October 2001, Bundestag-Drucksache 14/7249.

50 In Berlin, the search covered all persons of Muslim denomination with a legitimate residence permit status. See Kammergericht Berlin, decision of 16 April 2002, 1 W 89-98/02. In Hesse, universities were required to pass on their data on all male students aged between 18 and 40 who were likely to be originally from certain specified countries and were enrolled on courses in scientific or technical fields. See Verwaltungsgericht Gießen, decision of 8 November 2002, 10 G 4510/02.

51 M. Kant, "Ausser Spesen nichts gewesen? Eine Bilanz der Rasterfahndung nach dem 11.9.2001" (2005) 80 *Bürgerrechte & Polizei* 13, 14.

52 *Ibid.* See also Landgericht Wiesbaden, decision of 6 February 2002, 4 T 707/01, reprinted in (2002) 26 *Datenschutz und Datensicherheit* 240; Oberlandesgericht Düsseldorf, decision of 8 February 2002, 3 Wx351/01, reprinted in (2002) 21 *Neue Zeitschrift für Verwaltungsrecht* 629.

53 Kant, *supra* note 50, pp. 13-15. See also M. Kant, "Nothing Doing? Taking Stock of Data Trawling Operations in Germany after September 11, 2001," *Statewatch Bulletin*, May/August 2005.

54 See *supra* Section 1.

55 Figures are only available as to the ethnic, but not the religious, composition of those stopped and searched, since the police are only required to record stops and searches by ethnicity, but not by religion. Police and Criminal Evidence Act 1984 (PACE), Code A: Exercise by Police Officers of Statutory Powers of Stop and Search, 2005, para. 4.3.

56 Home Office, *Statistics on Race and the Criminal Justice System – 2003* (2004), p. 28.

57 Home Office, *Statistics on Race and the Criminal Justice System – 2005* (2006), p. 31.

58 V. Dodd, "Surge in Stop and Search of Asian People after July 7," *The Guardian*, 24 December 2005.

59 Hazel Blears stated that the nature of the terrorist threat "inevitably means that some of our counter-terrorist powers will be disproportionately experienced by people in the Muslim community." House of Commons, Home Affairs Select Committee, *Minutes of Evidence*, 1 March 2005, H.C. 156-v, Q 474.

60 M. Woolf, "Anti-Terror Police Told to Target Asians," *The Independent*, 13 September 2005.

61 These measures include the Voluntary Interview Program (singling out immigrants for questioning on the basis of their age, gender and country of origin), the National Security Entry-Exit Registration System (imposing fingerprinting, photographing and registration requirements for all males who are citizens of, or were born in, certain designated countries), and the Absconder Apprehension Initiative (prioritizing the enforcement of deportation orders against those two percent of deportable persons who originate from Arab and/or Muslim countries). See US General Accounting Office, *Homeland Security: Justice Department's Project to Interview Aliens after September 11, 2001*, GAO-03-459, April 2003, p. 1; Attorney General John Ashcroft, "Attorney General Prepared Remarks on the National Security Entry-Exit Registration System." 6 June 2002; Deputy Attorney General, "Memorandum for the INS Commissioner, the FBI Director, the Director of the US Marshals Service and US Attorneys re Guidance for Absconder Apprehension Initiative," 25 January 2002, available at http://news.findlaw.com/hdocs/docs/doj/abscndr012502mem.pdf. For an analysis of these measures, see, e.g., Migration Policy Institute, *America's Challenge: Domestic Security, Civil Liberties, and National Unity after September 11* (2003); K. Lapp, "Pressing Public Necessity: The Unconstitutionality of the Absconder Apprehension Initiative," (2005) 29 *New York University Review of Law and Social Change* 573.

62 Amnesty International USA, *Threat and Humiliation: Racial Profiling, Domestic Security, and Human Rights in the United States*, September, 2004, pp. 5-6.

63 E. Lichtblau, "FBI Tells Offices to Count Local Muslims and Mosques," *New York Times*, 28 January 2003.

64 Amnesty International USA, *supra* note 61, pp. 12-13.

65 *Ibid.*, p. vi.

66 See *Report of the Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance: Situation of Muslim and Arab peoples in various parts of the world in the aftermath of the events of 11 September 2001*, 3 January 2003, UN Doc. E/CN.4/2003/23, paras. 44-55.

67 *Ibid.*, para. 44.

68 Fifteen of them came from Saudi Arabia, two from the United Arab Emirates, one from Egypt and one from Lebanon. National Commission on Terrorist Attacks Upon the United States, *The 9/11 Commission Report: Final Report of the National Commission on Terrorist Attacks Upon the United States* (2004), pp. 160-163, 225, 231.

69 *Report of the Official Account of the Bombings in London on 7ᵗʰ July 2005*, 11 May 2006, HC 1087, p. 13.

70 *Supra* section 1.

71 D. Cole, *No Equal Justice: Race and Class in the American Criminal Justice System* (1999), p. 21.

72 J.M. Jones, "Americans Felt Uneasy Toward Arabs Even Before September 11," *Gallup Poll*, 28 September 2001.

73 E.g., S. Taylor Jr., "The Case for Racial Profiling at Airports," *National Journal*, 22 September 2001; M. Kinsley, "When is Racial Profiling Okay?" *Washington Post*, 30 September 2001; D. Rabinowitz, "Critic at Large: Hijacking History," *Wall Street Journal*, 7 December 2001.

74 Gross and Livingston, *supra* note 37; Stuntz, *supra* note 27; P. Schuck, "A Case for Profiling," *The American Lawyer*, January 2002, p. 59.

75 Gross and Livingston, *supra* note 37, pp. 1429, 1437; Taylor, *supra* note 72.

76 Gross and Livingston, *supra* note 37, p. 1437.

77 *Ibid.*, p. 1429.

78 See L. Braber, "Korematsu's Ghost: A Post-September 11th Analysis of Race and National Security," (2002) 47 *Villanova Law Review* 451, note 39.

79 Amnesty International USA, *supra* note 61, September 2004.

80 Department of Justice, *Fact Sheet: Racial Profiling*, 17 June 2003, available at http://www.tsa.gov/interweb/assetlibrary/DOJ_racial_profiling.pdf.

81   *Police and Criminal Evidence Act 1984* (PACE), Code A: Exercise by Police Officers of Statutory Powers of Stop and Search, 2005, para. 2.25.

82   Stuntz, *supra* note 27, pp. 2142, 2161-2180.

83   *Ibid.*, p. 2179.

84   It is on this ground that the German Constitutional Court has ruled that the *Rasterfahndung* initiative, described in Section 2 above, violates the basic right to respect for privacy. BVerfG, 4 April 2006, 1 BvR 518/02, reprinted in (2006) 61 *Juristen-Zeitung* 906. For a commentary, see U. Volkmann, "Anmerkung zum Beschluss zur Rasterfahndung," (2006) 61 *Juristen-Zeitung* 918.

85   For the ECHR, see *X v. Austria* (1979) 18 DR 154 (holding that even a very short period of restraint for the purpose of effecting a blood test engages the right to liberty, and that compulsory physical treatment of an individual, however slight the intervention, falls within the sphere of private life); D. Harris, M. O'Boyle and C. Warbrick, *Law of the European Convention on Human Rights* (1995), p. 100; D. Feldman, *Civil Liberties and Human Rights in England and Wales* (2002), p. 304. But see R *(Gillan) v. Commissioner of Police for the Metropolis*, [2006] UKHL 12, paras. 25 (Lord Bingham holding that a "brief" stop and search does not amount to a deprivation of liberty), 28 (Lord Bingham holding that "an ordinary superficial search of the person" does not constitute an interference with the right to respect for private life).

86   Articles 2, 26.

87   Article 14.

88   ICERD, Articles 1(1), 2(1)(a).

89   ICERD, Articles 5(a) and 5(d)(i) respectively.

90   See, for instance, *South-West Africa Cases (Second Phase)*, ICJ Reports (1966), 3, p. 293 (Judge Tanaka, dissenting). *Legal Consequences for States of the Continued Presence of South Africa in Namibia (South West Africa) notwithstanding Security Council Resolution 276 (1970)*, Advisory Opinion, ICJ Reports (1971), 16, pp. 76, 130.

91   Code of Conduct for Law Enforcement Officials, GA Resolution 34/169, 17 December 1979, UN Doc. A/RES/34/169, Article 2 and Commentary 2(a).

92   Recommendation (2001)10 of the Committee of Ministers to member states on the European Code of Police Ethics, 19 September 2001, Appendix, Article 40.

93   Report of the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, UN Doc. A/CONF.189/12, Programme of Action, para. 72.

94   UN Human Rights Committee, General Comment No. 18: Non-discrimination (1989), para. 13; *Belgian Linguistics Case (No. 2)* (1968) 1 EHRR 252, para. 10.

95 Harris, *supra* note 33, pp. 26-28.

96 The then-US Assistant Attorney General Viet Dinh, for example, has stated that the targets of the Voluntary Interview Program (see *supra* note 55) were selected "using common-sense criteria." V. Dinh, "Freedom and Security after September 11," (2002) 25 *Harvard Journal of Law and Public Policy* 399, p. 403.

97 *Report of the Official Account of the Bombings in London on 7th July 2005*, 2005-06 HC 1087 (2006), p. 31.

98 Arab American Institute, *Arab American Demographics*, available at http://www.aaiusa.org/demographics.htm.

99 House of Commons Home Affairs Committee, *Sixth Report of Session 2004-05: Terrorism and Community Relations*, 6 April 2005, HC 165-I, p. 21.

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102 E.g., D.D. Zedalis, *Female Suicide Bombers*, Strategic Studies Institute (2004), available at http://www.strategicstudiesinstitute.army.mil/pdffiles/PUB408.pdf.

103 Privy Counsellor Review Committee, *Anti-terrorism Crime and Security Act 2001 Review: Report*, HC 100 (2003), para. 88; R.S. Leiken, "Fair Game: Al Qaeda's New Soldiers," *The New Republic*, 26 April 2004; R.S. Leiken and S. Brooke, "The Quantitative Analysis of Terrorism and Immigration: An Initial Exploration," (2006) 18 *Terrorism and Political Violence* 503, p. 511.

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106 *Ibid.*, pp. 5-6, 16.

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111 Kant, *supra* note 50, p. 13.

112 *Ibid.*, p. 20. See also I. Johnson and D. Crawford, "Germany's Terrorist Hunt Spurs Corporate Defiance," *Wall Street Journal*, 9 August 2002.

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114 C. Gusy, "Rasterfahndung nach Polizeirecht" (2002) 85 *Kritische Vierteljahresschrift für Gesetzgebung und Recht* 474, 475; Hessischer Landtag, *Kleine Anfrage des Abg. Hahn (FDP) vom 10.03.2004 betreffend Ergebnisse der Rasterfahndung und Antwort des Ministers des Innern und für Sport*, Drucksache 16/2042, 18 May 2004.

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117 Dodd, *supra* note 1.

118 Lawyers Committee for Human Rights, *Assessing the New Normal: Liberty and Security for the Post-September 11 United States*, September 2003, p. 39; US General Accounting Office, *supra* note 60, pp. 6, 16.

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120 Hessischer Landtag, *supra* note 113.

121 House of Commons Home Affairs Committee, *supra* note 98, p. 18.

122 See TV programme Panorama, "Rastern für Europa – Minister Schily und sein Fahndungs-flop," 8 April 2004, transcript available at http://daserste.ndr.de/container/file/t_cid-2873262_.pdf (statement of Wilfried Albishausen [Union of German police officers]).

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131 Often this is the same as saying that these factors can be used for descriptive profiles, since in most jurisdictions already the preparation of a terrorist act is a punishable crime.

132 See J.L. Rhee, "Rational and Constitutional Approaches to Airline Safety in the Face of Terrorist Threats," (2000) 49 *DePaul Law Review* 847, p. 870; National Research Council, *Measuring Racial Discrimination* (2004), p. 200.

133 J. Burke, *Al-Qaeda: Casting a Shadow of Terror* (2003), pp. 7-22.

134 S. Ellmann, "Racial Profiling and Terrorism" (2003) 22 *New York Law School Journal of International & Comparative Law* 305-360, p. 320.

135 Kennedy, *supra* note 122, p. 163.

UPPER GRAND
DISTRICT SCHOOL BOARD

Superintendent Memo
Police Presence in Schools Task Force Report

To:	Martha Rogers, Director of Education
From:	Marva Wisdom, Wisdom Consulting
	Joy Sammy, Workplace Equity, Diversity & Inclusion Manager
	Cheryl Van Ooteghem, Superintendent of Education
Date:	March 23rd, 2021
Report Type:	Decision

Background

On June 24, 2020, the Board of Trustees established a Police Presence in Schools Task Force to review police presence in UGDSB schools in response to questions from community leaders and individuals across the board about the role of policing in the Upper Grand District School Board.

The Board approved the Terms of Reference for the committee's work on September 29th, 2020. The committee met weekly and/or bi/weekly between July 2020 and February 2021 in order to gather community feedback, consult with police, review presentations, summarize research, and analyze data and available historical background information on police presence in schools in both the elementary and secondary panels (JK to grade 12).

On November 24th, 2020, the Task Force requested and received an extension to the deadline for the Police Presence in Schools Task Force Review Report until March 31st, 2021 in order to seek additional feedback from UGDSB secondary students.

In the report, the Police Presence in Schools Task Force has provided recommendations to the UGDSB that reflect an equity and human rights-based approach to working with the police services in the UGDSB. The recommendations support the UGDSB's values, beliefs and guiding principles, and they uphold the UGDSB's anti-racism statement and Equity Plan.

Issue

To present the "Police Presence in Schools Task Force Report" and the committee's recommendations to the Board of Trustees for approval.

This document is available in alternative formats upon request.

Recommendations

(1) THAT the Police Presence in Schools Task Force Report dated March 18th, 2021 be received.

(2) That the UGDSB and police services continue to deliver all foot safety patrol training (including street, driveway, and parking lot patrols) and bus patrol training.

(3) That as per the Violence Threat Risk Assessment (VTRA) Community Protocol, the presence of police at all UGDSB schools continue when a VTRA is activated.

(4) That all police presentations be vetted using the Presentations in Schools Guidelines (updated in 2019) developed by the Student Support and Program Services department of the UGDSB.

(5) That all students and parents be notified in advance of all police presentations at school.

(6) That staff collect feedback from students and staff on all police classroom/school presentations.

(7) That the School Resource Officer program in the UGDSB be discontinued.

(8) That administrators collect data on all incidents that police respond to at UGDSB schools.

Rationale

Refer to the attached report.

Upper Grand District School Board

POLICE PRESENCE IN SCHOOLS TASK FORCE REPORT

March 18, 2021

UPPER GRAND
DISTRICT SCHOOL BOARD

Upper Grand District School Board

March 18, 2021

Executive Summary

In May 2020, following the police killing of George Floyd in Minneapolis and the worldwide protests against racism and racial injustice, trustees and board staff received questions about the role of policing in the Upper Grand District School Board (UGDSB) from community leaders and individuals across the board.

On June 24, 2020, the Board of Trustees established a Police Presence in Schools Task Force (herein referred to as the Task Force) to review police presence in UGDSB schools. The purpose of the Task Force was to gather community feedback, consult with police, summarize research, and make recommendations to the UGDSB trustees regarding police presence in schools in both the elementary and secondary panels (JK to grade 12).

When the UGDSB Task Force began in July 2020, five police services worked within the boundaries of the board. At the time of this writing, there are now only three police services operating within the UGDSB, including Guelph Police Service, Wellington OPP Detachment and Dufferin OPP (now serving Dufferin County, and the towns of Shelburne and Orangeville).

When the Task Force commenced, invitations to represent the community on the committee were sent to UGDSB community partners and posted in local newspapers and on social media. Thirty applications were received. When selecting members for the Task Force, every effort was made to ensure that each member chosen had knowledge and/or lived experience of police in schools and that the board's geographical diversity was equitably represented. Membership on the Task Force was composed of three staff members, two trustees, one student trustee and eight community members chosen to represent community organizations and agencies from across the school district. The work of the committee was facilitated by co-chairs Superintendent of Education Cheryl Van Ooteghem and consultant Marva Wisdom.

Throughout the nine-month process, the Task Force was unable to find any data previously collected on the effectiveness, impact, benefits or challenges of the School Resource Officer (SRO) program in secondary schools, police presentations or police responses to school incidents. This lack of data and evaluation is not unique to the UGDSB. Policing in schools across Canada and elsewhere are not well researched[1]

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[1] Petrosino, A., Guckenburg, S., & Fronius, T. (2012) *'Policing Schools' Strategies: A Review of the Evaluation Evidence,* Journal of MultiDisciplinary Evaluation, Volume 8, Number 17.

and that which does exist tends to focus on the impact of SROs on school safety and the results of these studies are inconclusive.[2]

It was clear to the Task Force that further research was required to understand police in schools, the SRO program, and the impacts police have had, and are currently having on the school community. Between September 2020 and February 2021, the committee engaged in both qualitative and quantitative data collection, including presentations and discussions, meetings with police, interviews, community consultation in the form of events and surveys, and a review of relevant research. And the Task Force is able to say with confidence that the research is representative of the racial identities and geographies of the UGDSB.

When analyzing the data, the Task Force used an equity and human rights-based approach rather than a populous approach. Equity is about focusing on the experience of marginalized communities despite the fact that their experiences are not those of the majority. Disaggregating data this way highlights the identities that are often invisible, marginalized, and dismissed, and brings to light discrimination that would otherwise be hidden in a broader data set. When using an equity approach to analyzing data, the experiences of those most impacted by a program or policy, even when those communities represent a smaller percentage of the overall population, are centered or highlighted. This is one way in which systemic racism is identified and dismantled.

To use a populous approach would be simple. Decisions would be based on 'majority rules'. The numbers, not the voices and the lived experiences of the students and families would determine the decisions. Obtaining equitable outcomes for all students cannot be obtained by a populous approach or simple majority. The Upper Grand District School Board's Vision Statement, Guiding Principles, Equity Plan and Anti-Racism statement can only be upheld by using an equity approach.

In December 2020, the Task Force asked for an extension to report to the Board of Trustees in order to survey all grade 10 to 12+ secondary students. In total,1668 students responded to the survey. It was of interest to learn that the majority of students had no opinion at all about SROs in secondary schools and many had not interacted with SROs. When the data was disaggregated using an equity approach to explore the experience for students from marginalized communities however, the results showed that

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[2] Broll, R., & Howells, S. (2019) *Community Policing in Schools: Relationship-Building and the Responsibilities of School Resource Officers*, Policing, Volume 0, Number 0.

- 2SLGBTQIA+ students were 3 times more likely than non 2SLGBTQIA+ to want SROs removed from secondary schools
- Black students were more likely to have negative experiences with SROs and want SROs removed from secondary schools
- Indigenous students interact with SROs the most and were most likely to feel somewhat discriminated against

This data indicates that students in the margins experience the most negative impacts of SROs in secondary schools. The research and data in this report was analyzed and presented in a way that does not privilege the majority and instead pulls the lived realities of minorities to the surface. Using a human rights-based approach to analyze the data looks to support equitable change and 'level the playing field' for marginalized students. Accountability is a critical piece in a human rights-based approach, as it actively works to dismantle systems of oppression.

Contained within the report is data that indicates the police play an important role in the UGDSB. There are benefits to having police provide curriculum-based presentations to both elementary and secondary students. There is however, a need for a regular review of these programs given that many have not changed over the years, despite many changes to the curriculum and the experiences of youth. Police can also be good resources for both students and staff. They are sometimes able to quickly facilitate connections to resources and offer alternatives when the wrong choices are made by some students. Like many professions, police need more training specific to youth, mental health and de-escalation practices. When they do engage with students with mental health needs, they often use 'a warm hand-off' approach to trained school staff already in the building.

When an officer lacks skill specific to working with youth, especially those with mental health needs or living in the margins or uses fear-based or monitoring tactics instead of de-escalation strategies, harm is done, well-being is seriously impacted, learning is affected and equitable outcomes for all students is not achieved. This is not about intention. It is about impact. The full context of an individual and their community must be taken into account.

SROs should never be in schools to enforce the rules, monitor dress codes, gather information or police the halls. That is not the role of a SRO, despite what those in the broader community may think. It is an administrator's responsibility along with their staff to build a climate of safety, trust and belonging. Suspension and expulsion rates and school climate data in the UGDSB indicate that student safety is not an issue in UGDSB

schools, and that administrators and educational staff are doing an effective job in this area.

The Police Presence in Schools Task Force has completed its work and has been dissolved. It offers the Upper Grand District School Board Trustees seven recommendations regarding Police Presence in Schools. These recommendations provide police with some opportunities to work in schools in order to build relationships and foster community. The recommendations also offer police services the opportunity to work alongside those in the education sector to eliminate practices that support bias, oppression and racism in a fully transparent and accountable and ongoing manner for all Upper Grand students, staff, families, and stakeholders.

Recommendation # 1:

That the UGDSB and police services continue to deliver all foot safety patrol training (including street, driveway, and parking lot patrols) and bus patrol training.

Action:

1) The school safety supervisor and police continue to work together to ensure students are receiving the necessary training required for all foot safety patrol and bus training.

Recommendation # 2:

1) That as per the Violence Threat Risk Assessment (VTRA) Community Protocol, the presence of police at all UGDSB schools continues when a VTRA is activated.

Action:

No action required at this time.

Recommendation # 3:

That all police presentations be vetted using the Presentations in Schools Guidelines (updated in 2019) developed by the Student Support and Program Services department of the UGDSB.

Actions:

1) The UGDSB review all elementary police presentations to ensure current and grade appropriate curriculum links.
2) All police presentations be reviewed through an equity, anti-racist and anti-oppressive lens.

Recommendation # 4:

That all students and parents be notified in advance of all police presentations at school.

> **Action:**
>
> 1) A letter informing students and parents of the date, time and purpose of the presentation be sent home by the administrator of the school.

Recommendation # 5:

That staff collect feedback from students and staff on all police classroom/school presentations.

> **Actions:**
>
> 1) UGDSB board staff (with input from police) create grade and age-appropriate feedback forms and/or surveys for all students and staff to complete following a police presentation.
> 2) Classroom/school feedback be shared with police and used to update and improve presentations.

Recommendation # 6:

That the School Resource Officer program in the UGDSB be discontinued.

> **Actions:**
>
> 1) The Police/ School Board Protocol for The Investigation of School Related Occurrences (as per Ministry of Education) be used to guide the work between the Upper Grand District School Board and police services within the board's geographic boundaries.
>
> 2) The Police/School Board Protocol for The Investigation of School Related Occurrences be reviewed yearly by the UGDSB and police personnel and include input from local police governance, school staff, students, and parents/guardians.
>
> 3) The yearly review of The Police/ School Board Protocol for The Investigation of School Related Occurrences include members of the BIPOC community and those living in the margins.

Recommendation # 7:

That administrators collect data on all incidents that police respond to at UGDSB schools.

Actions:

1) An internal data collection system be created for school administrators for the purpose of collecting data on police calls to schools.
2) Police services and board staff participate in a yearly review of feedback and data collected.
3) An annual presentation from police and UGDSB staff be provided to the Board of Trustees and include an analysis of the data collected (e.g., # of presentations, curriculum links, feedback from students, # of students not participating, calls to schools and outcomes of calls, and racialized/marginalized data).

Introduction

On June 1, 2020, the Upper Grand District School Board issued the following statement:

"As an educational community we have a responsibility to identify and describe racism and oppression and then work to dismantle it. The Upper Grand District School Board is committed to disrupting systemic racism and oppression in all of its forms. We will implement ongoing mandatory anti-racism and anti-oppression training for all staff, review our protocols and policies, including our hiring practices, and be fully transparent and accountable to all Upper Grand students, staff, families, and stakeholders in an ongoing manner."

Three weeks later, on June 24, 2020, the Board established a Police Presence in Schools Task Force (herein referred to as the Task Force) to review police presence in UGDSB schools. The scope of the Task Force Review included both the elementary and secondary panels (JK to grade 12) in the UGDSB. The work of the Task Force included the following:

- review and respond to the role of police presence in schools and their impact on all students, families and staff
- gain an understanding of the impact of police presence in schools on racialized students, families and staff
- gain an understanding of students', families' and staff experience with police presence in schools based on socio-economic status
- gain an understanding of 2SLGBTQIA+ students, families and staff experience with police presence in schools
- gain an understanding of students', families' and staff experiencing mental health interventions by police presence in schools
- listen to the voices of local organizations and agencies, students, families and staff related to police presence in school

Membership on the Task Force was composed of three staff members, two trustees, one student trustee and community members representing community organizations and agencies. The work of the committee was facilitated by co-chairs Superintendent of Education Cheryl Van Ooteghem and consultant Marva Wisdom.

Invitations to represent the community on the Task Force were sent to UGDSB community partners and posted in local newspapers and on social media. Thirty community applications were received, and eight 8 community members were chosen for the Police Presence in Schools Task Force. When selecting members for the Task Force, every effort was made to ensure that each member chosen had knowledge and/or lived experience of police in schools and that the board's geographical diversity

was equitably represented.

Task Force Members

Trustees
Mike Foley
Robin Ross
Taran Fournier (Student Trustee)

Community Members
Iman Aziz – Canadian Council of Muslim Women (youth)
Joy Sammy – Guelph Black Heritage Society
Kelly Ward – North Wellington Community
MacKenzie Main – First Nation Métis Inuit (youth)
Melissa Williamson – Orangeville Community
Monica Peirson Durbin – Social Service/Community Worker
Nkese Charles – Shelburne Community
Susan Buchanan – First Nations Métis Inuit

Staff
Carla Anderson – Principal – Guelph
Geer Harvey – Social Worker – Shelburne

Co-Chairs
Cheryl Van Ooteghem - Superintendent of Education
Marva Wisdom – Consultant (Appendix 1 Biography, Marva Wisdom)

Throughout the past 9 months, the Task Force was committed to:

- considering and respecting the geographical differences and needs regarding police in schools across the UGDSB for all JK to grade 12 students, families and staff
- strategically balancing the successes and value of police in schools with the concerns and negative impacts of police presence in schools on UGDSB students, families and staff
- ensuring the UGDSB Police in Schools Task Force process was anti-oppressive, informed and transparent
- developing a comprehensive communication plan to ensure that all stakeholders' voices were heard and used to inform the recommendations

- developing and offering a variety of options for all UGDSB students, families and staff to share their experiences with police presence in schools including a Community Town Hall virtual meeting
- maintaining an open discussion between all parties

The Task Force was to offer recommendations for consideration regarding police presence in schools to the UGDSB trustees by December 31, 2020. On November 24th, 2020 the committee asked for and received an extension until March 31, 2021.

Between February 2021 and June 2020, the committee met weekly and/or bi-weekly (Appendix 2, Police Task Force Meeting, Events and Activities Timeline). Meetings included presentations from Gary Pieters Principal at TDSB, Human Rights Lawyer Alex Battick, University of Guelph, Associate Professor Ryan Broll (researching SROs), and account executive from Thought Exchange Shawn Heming. UGDSB staff and students also provided informative presentations, including Social Worker Geer Harvey, Chief Psychologist Lynn Woodford and Mental Health Lead Jenny Marino (Appendix 3, Mental Health Resource Officers in UGDSB Schools - A reflection on the program from a mental health lens), and Equity Lead, Jessica Rowden and First Nations, Métis, Inuit Lead Colinda Clyne (Appendix 4, Equity and FNMI Staff Presentation).

Provincial Overview of the SRO Program

Below is information on school boards across the province that have or are reviewing Police Presence in Schools (School Resource Officers).

Table 1, school boards across Ontario that have or are reviewing Police Presence in Schools.

Date	School Board	Decision
Current	Waterloo Region District School Board	Under Review - Decision Pending
Current	Thames Valley District School Board in collaboration with the London District Catholic School Board	Under Review - Decision Pending
Current	Ottawa Carleton District School Board	Under Review - Decision Pending
November, 2020	Peel District School Board	Peel Regional police announced a permanent end to the School Resource Officer (SRO) Program.
June, 2020	Hamilton-Wentworth District School Board	School Board trustees voted to end the School Resource Officer (SRO) program. The decision was based on unanimous recommendations from their human rights and equity community advisory committee.
November 2017	Toronto District School Board	Toronto District School Board discontinued the SRO program, based on consultations with thousands of students, staff, parents and community members. The report found that while many students had a positive impression of the program, a number of students said the presence of an SRO made them feel uncomfortable, intimidated, and/or watched or targeted.

What is an Equity Approach?

An equity approach to data collection and analysis focuses on the proportional representation of diverse identities such as race, sexuality, gender, ability, and age. Proportional representation in this context means that even though the BIPOC and 2SLGBTQIA+ communities represent a relatively small portion of the UGDSB population the opinions of these communities are centred as those most impacted by police presence in schools. An Equity Approach is not based on a 'majority rules' approach. This report utilized an equity-based approach by highlighting minority and marginalized communities' experiences to ensure that all students' experiences, safety, and health were prioritized and acted upon.

What is a Human Rights-Based Approach?

A human rights-based approach to research and analysis provides people with the necessary data to support them in asserting their human rights. **The central principles are participation and inclusion, non-discrimination, and accountability** (Broberg and Hans Otto 2018: 664).[3] The methods and review of data collection and analysis by the Task Force followed these principles. Community members were given opportunities to voice their concerns at a Community Town Hall delivered through the Thought Exchange platform, a community survey, and in-depth qualitative interviews.

By disaggregating the data and accounting for race, sexuality, mental health, and gender, the Task Force used an equity approach and human rights-based approach. Disaggregating data highlights the identities that are often invisible, marginalized, and dismissed, bringing to light discrimination that would otherwise be hidden in a broader data set.

Accountability is a critical piece in a human rights-based approach. The research was analyzed and presented in a way that does not privilege the majority and pulls the lived realities of minorities to the surface. A human rights approach must include a framework of transformation toward equity and justice and remain action-oriented, to support equitable change.

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[3] Morten Broberg & Hans-Otto Sano (2018) *Strengths and weaknesses in a human rights-based approach to international development – an analysis of a rights-based approach to development assistance based on practical experiences,* The International Journal of Human Rights, 22:5, 664-680

How data was collected and why?

The Task Force was unable to find any data collected on the effectiveness, impact, benefits or challenges of the SRO program, police presentations or police responses to school incidents. This lack of data and evaluation is not unique to the UGDSB. Policing in schools across Canada and elsewhere are not well researched[4] and existing research tends to focus on the impact of SROs on school safety and the results of these studies are inconclusive.[5]

It was clear to the Task Force that further research was required to understand the SRO program and the impacts that it has had and is currently having on the school community. Professionals both within and outside of the UGDSB were engaged and community consultation was carried out. This research took the form of both qualitative and quantitative data collection including presentations and discussions, interviews, community consultation in the form of events and surveys and a review of relevant research. A more detailed summary of the methods used is provided below.

Professional Groups

UGDSB School Administrators (12 participants)
- Interviews that were casual and open ended in nature were held with administrators. The question guiding the conversation was, "What is your opinion on police presence in schools?"

UGDSB Staff Presentations and Discussions

- Dr. Lynn Woodford (Supervisor, Psychology and Social Work) and Jenny Marino (Mental Health Lead)
  - Reported to the Task Force providing an overview entitled "Resource Officers in UGDSB Schools: A reflection on the program from a mental health lens" (October 2020)
- Jessica Rowden (Equity and Inclusion Lead) and Colinda Clyne (Indigenous Education Lead)
  - Reported to the Task Force providing an overview of the work of the Equity team since June 2020 and,

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[4] Petrosino, A., Guckenburg, S., & Fronius, T. (2012) *'Policing Schools' Strategies: A Review of the Evaluation Evidence*, Journal of MultiDisciplinary Evaluation, Volume 8, Number 17.

[5] Ibid Broll, R., & Howells, S. p.15

- ○ Shared findings from data collection from racialized staff, students and families about the SRO program from 2019

Police Services

- Questions prepared by the Task Force were sent to all five police services that work in the UGDSB region (Guelph Police Service, Orangeville Police Service, Shelburne Police Service, Ontario Provincial Police - Dufferin Detachment and Wellington Detachment)
- Representatives from all departments took part in a meeting with the Task Force on October 22, 2020

Community Consultations

Contextual Data
- Census data provided information on the BIPOC population in the UGDSB
- UGDSB suspension and expulsion data was provided and includes a breakdown of incidents including weapons, drugs and bullying
- VTRA data to provide context to school safety concerns

Community Town Hall
- Thought Exchange, a crowdsourcing platform was used to (1) identify common ground and areas of disagreement in participants (2) identify themes from the thoughts that were shared and (3) compare and contrast what was important to different groups of people by cross analyzing groups to understand similarities and differences
- The Town Hall took place on October 20, 2020
- There were 140 participants who shared 172 thoughts and provided 3,164 ratings in response to question 1 – "What are your thoughts about the role and impact that police presence has in the UGDSB school community?"
- There were 124 participants who shared 161 thoughts in response to question 2 - "After our discussion this evening, what additional feedback do you have for the Task Force to consider going forward?"
- 159 people viewed the live stream of the Town Hall

Community Survey
- This survey was open from October 20th - October 26th, 2020
- There were 573 respondents
- Survey questions were the same as those asked at the Town Hall meeting (see above)

Student Survey
- The purpose of the student survey was to capture the voice of students who were underrepresented in the data from the community Town Hall and survey
- The student survey was open from November 30 - December 11, 2020
- The student surveys were completed by 1668 students in the UGDSB in grades 10 thru 12+

Additional Feedback Received
Student Voice
- Student Letters
  - One letter from a Centre Dufferin student
  - One letter from a recent graduate of the UGDSB
- Letters provided by Black Chapter of Centre Dufferin District High School
  - Letter to the Task Force
  - Letter to new teachers

Public and Community Feedback Received
Several organizations, parents and members of the public contacted the Task Force to express their opinions of police in schools. These included:
- 7 letters from individuals
- 5 letters from organizations or individuals representing organizations

Feedback from Professional Groups

UGDSB Secondary School Administrators

In order to gain the perspective of school administrators interacting and working with SROs in their schools, a total of 12 current administrators volunteered to be interviewed. The interviews revealed four critical themes: positive assets, administrative support, secondary school environments, and educational resources.

SROs as Positive Assets

Three out of 12 administrators expressed strong sentiments towards SROs being a significant asset in schools. They cited the multifaceted roles that SROs play in secondary schools, including acting as role models, supporting staff in increasing safety through preventative and proactive methods, and being a staff resource. One administrator stated,

"I have worked with 8 SROs in Guelph high schools, and through these experiences, my perspective is that police are a significant asset to schools. I value the role in 3 important categories.
1) Role models and student/family support
2) Safety in the school/preventative work
3) Resource for staff" (A1).

Another administrator focused on the importance of relationship-building between SROs and students. They stated,

"Since the resource police officers are visible in the school community, the interactions between students and the resource police officer seem to me to be less stressful and elevated for students when serious situations arise. The resource police officer is therefore not a stranger to students, but a familiar face in the building" (A3).

Two out of the 12 administrators highlighted that SROs are available to support criminal investigations including concerns of drug use, drug trafficking, and weapon possession within secondary schools. As the administrators stated,

"As an administrator, I feel comfort in knowing that when I find a weapon or drugs during a search, I have support. These are issues that people don't want to talk about, but the reality is that it happens. We deal with students who possess for trafficking, students who overdose, and bring knives to school. In many of these cases, the officers opt to "divert" instead of assign charges - this allows students to seek further support instead of legal punishment" (A1)

"Present to help with investigations – drug search but should investigate matters – more discreet" (A4).

The majority of respondents expressed concern over the potential consequences of having unknown officers inexperienced in mental health and youth interacting with their students. For some, an SRO reduced the risk of the "wrong" police officer interacting with students in a harmful or uncaring way. One administrator said,

"Secondary School Resource Police Officer physically in the school building each day, in my opinion, is okay. It is critical to have a designated Secondary School Resource Police Officer trained specifically for a school setting, who can check in regularly with the staff, and who can serve as the first responder to any school situation

that could have criminal charge implications. In this way, students will be served by another caring adult who wants to be working with students, and who has a strong understanding of the needs and issues of students as they grow and learn during their secondary school years" (A3)

Administrators want a relationship with officers coming into their school,

"Haven't called the police this year. Past SRO – knows how to work with teenagers.
Good to know who the police are in the building" (A9).

SROs as Administrative Support

Some administrators view SROs as support persons for staff who have questions that may arise in schools or as the person who can step in and deal with difficult situations. Some comments from administrators included,

"I rely heavily on the SRO to deal with difficult situations, rarely in a punitive role but in a proactive and supportive role" (A1).

"These Resource Police Officers also serve as a resource for staff members at the school who have questions about situations that arise at the school." (A3)

Two out of 12 administrators commented on the benefits that the officers receive through their experience in schools and that the skills they learn are transferable skills to the broader community. Schools in this sense offer professional development opportunities for SROs. These administrators stated,

"The perspective he gained in his SRO role allowed him to understand the individuals when he went on calls. He still comes across the individuals he worked with as teens, and the interactions are peaceful because the relationship is established. I wish more officers could have the SRO experience to help them develop professionally" (A1).

"Typically, the Secondary School Resource Police Officers enjoy building relationships with students, like interacting with young people, have a good understanding of mental health issues that affect some of our students, and are very effective at de-escalating situations with young people. These officers apply to be in the role because they want to work with young people, and they want to be connected with the school system in their local communities" (A3).

To ensure that the 'right' officer interacts with students, it is essential to some administrators that they have access to a dedicated officer who, as an individual, can bridge these gaps. There seems to be a connection between relationship building and peaceful interactions with police officers. Therefore, SROs can gain valuable training by working with students to improve their ability to police the broader community.

SROs as an Educational Resource

Four out of the 12 administrators discussed the educational benefits of having SROs in secondary schools. Some SROs provided workshops, class visits, coaching, and education surrounding the law and their rights. Administrators generally found this to be a positive form of engagement between SROs, students and staff.

> *"I have seen SRO's work with gym and health classes on drug education, law classes to learn about the court system, physics classes to learn about radar and DD classes where the officers spend time in the gym and visit students at the Special Olympics," (A1)*

> *"The Secondary School Resource Police Officer is beneficial to students related to criminal issues that some students, unfortunately, encounter at school (criminal harassment, sexual/physical assault, drug trafficking, etc.). Sometimes it takes the involvement of police, and the education of students by the police, for behaviours to change or stop, which ensures that our students and schools stay safe" (A3).*

> *"It has also been my experience that the goal of the Resource Police Officer has been to educate, to protect, to support, and to avoid criminal charges wherever possible when working with students who encounter issues" (A3)*

SROs in Secondary School Environments - Challenges

Six out of 12 of the administrators reported concerns about calling the police via 911 into schools. In particular, one administrator described a child having a physical reaction and shaking when called into an office with a police officer.

> *"We have a lot of issues with police showing up at our site- one student never came back to school.*

> *We are telling staff not to call the police unless it is dangerous" (A8).*

"A kid came into the office with police which caused the kid to be triggered and they started shaking

Didn't matter if police were in uniform or not" (A8)

One particular administrator commented on the complexity of some SROs building relationships in the school to gain informants to "solve their crimes." This administrator felt powerless to tell the officer no.

> *"He was calling kids out of class and "using the school" to make relationships to "solve crimes" (A8). "They come into school – like they own the place – hard for me as... to tell them NO," (A8)*

Three out of 12 of the administrators spoke of the importance of diversity training for SROs, the need for de-escalation training, and the risk of potential harm to Black students' SROs may pose. One of the 12 respondents advised that diversity on SROs is needed, but that the program remains beneficial with suitable candidates.

> *"This is a debate across the province SROs are harmful to Black children – Over surveillance and targeting of black students" (A8)*

"Is the program perfect? No. Like teaching, the success of the program sits on the candidates. We need outstanding candidates to fill these positions. Diversity is required and a true commitment to youth (not just the prospect of a Mon-Fri, 8-4 job). In recent years over half of the officers went on leaves, so that is something that needs to be addressed" (A3).

One administrator felt strongly that SROs and officers more broadly do not belong in schools and are counterproductive to creating a safe environment for all students.

> *"I don't want them anywhere near my school, unless I call them, ...If we don't change the military model- we can't expose our kids to that model under which they're trained. It doesn't serve the purposes we are doing. When it's about crime- I'll call them. They are not trained in mental health...makes my job harder... I'm the person who used to want them in. We need to create a safe environment. We need to think about what police represent to Black and White" (A10)*

The vast majority of administrators discussed not wanting general officers dispatched to their schools due to lack of training in dealing with youth and the officers' behaviors

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being unpredictable. For many administrators, the struggle is between the known (SROs) and the unknown (general officers).

💬 *"I have seen the difference between the treatment of our students by a resource police officer and a general police officer sent by dispatch to address issues with students. The comparison usually proves that our designated school resource police officers are more patient, supportive, understanding, caring and kind to our students during the interactions. Unfortunately, I have witnessed first-hand how some of the general police officers (sent randomly by dispatch) can escalate situations with students, and make matters worse for students and staff at schools, simply because it is not their preference to be in that school situation trying to reason with a student possibly struggling with serious mental health issues," (A3)*

"It depends on who comes. No relationship with the kids means that they won't care about the kids, and if we call them, there is going to be a charge" (A6)

Summary of Secondary School Administrator Interviews

Noted in the analysis of the data is a lack of consensus on the role of SROs in schools. Some SROs fill the role of counsellor, adviser, disciplinarian, investigator, enforcer, advocate and teacher. These roles differ between schools and regions and are not clear. Some administrators feel empowered and have an increased sense of safety by having SROs in their schools, while others experience a loss of control and stability, and face uncertainty. It is clear that SROs symbolically represent different things to diverse groups. While SROs represent safety for some administrators, they also symbolize fear for others.

Generally, there seemed to be some consensus around the benefits of having SROs providing workshops or presentations in areas such as the legal system, student rights, and drug use.

UGDSB Staff Presentations

Presentations by staff within the UGDSB were requested by the Task Force to gain a better understanding of the impact of the SRO program on BIPOC and other vulnerable or marginalized groups.

Equity, Diversity & Inclusion
First Nation Métis Inuit Lead - Colinda Clyne
Equity Lead - Jessica Rowden

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Diversity data was collected from 2018 - 2020 to inform the actions for the UGDSB Equity Plan. Online surveys (n[6]=76 racialized staff and n=99 racialized students/families) were conducted and two (2) virtual meetings (n=9 racialized staff and n=9 racialized students/families) were held.

Table 2, Feedback from BIPOC staff and students on the subject of SROs (from Equity led) survey and meetings.

	Positive opinion towards SROs	Mix +/-	Negative opinion towards SROs
Student	13	15	10
Staff	8	6	15

This data, although representing a small overall number of people, is unique in that it was gathered from only BIPOC members of the UGDSB community. It was found that more staff than students had a negative opinion of the SRO program. The quotes provided below show the range of opinions provided on police in schools.

"Seems like a very nice guy, I haven't really had to talk to him about anything, but he always greets me with a smile even though he doesn't know me." (UGDSB Student)

"Police officers have pulled me over to tell me to pull my pants up because I'm not living in Brampton anymore, which is why they basically tell me how to and how not to express myself." (UGDSB Student)

"I do not believe that they are necessary and feel they are invasive. A lot of youth have traumatic experiences with police which can trigger responses that are not needed. We do not need police in our schools. More social workers or CYWs (Child Youth Worker) would be not only sufficient but superior care for our youth." (UGDSB Staff)

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[6] The 'n' stands for number of people. Therefore n=76 indicated that 76 people were involved in the research (e.g., interview, survey, focus group)

Mental Health

Mental Health Lead - Jenny Marino
Supervisor Psychology and Social Work - Dr. Lynn Woodford

"A reflection on the SRO program from a mental health lens" was presented by Dr. Lynn Woodford to the Task Force. The presentation began with a review of the Violent Threat Risk Assessment Protocol (VTRA) outlining how police are involved (Appendix 5, VTRA Protocol). VTRA is a community protocol signed by many organizations across the region that commits to following a responsive, multidisciplinary and collaborative approach to threat-risk assessment, in order to ensure a comprehensive and multi-lens approach to understand and support the student.

The partners include children's mental health, family and children's services, police services, school boards, local health network, Kerry's Place for autism services and shelter agencies among others.

In practice, administrators connect with the UGDSB VTRA Lead (Mental Health Lead) and their SRO regarding any threat. If the threat meets the VTRA criteria, then an SRO is dispatched to the school immediately.

Elementary and Secondary Stage 1 VTRAs by year
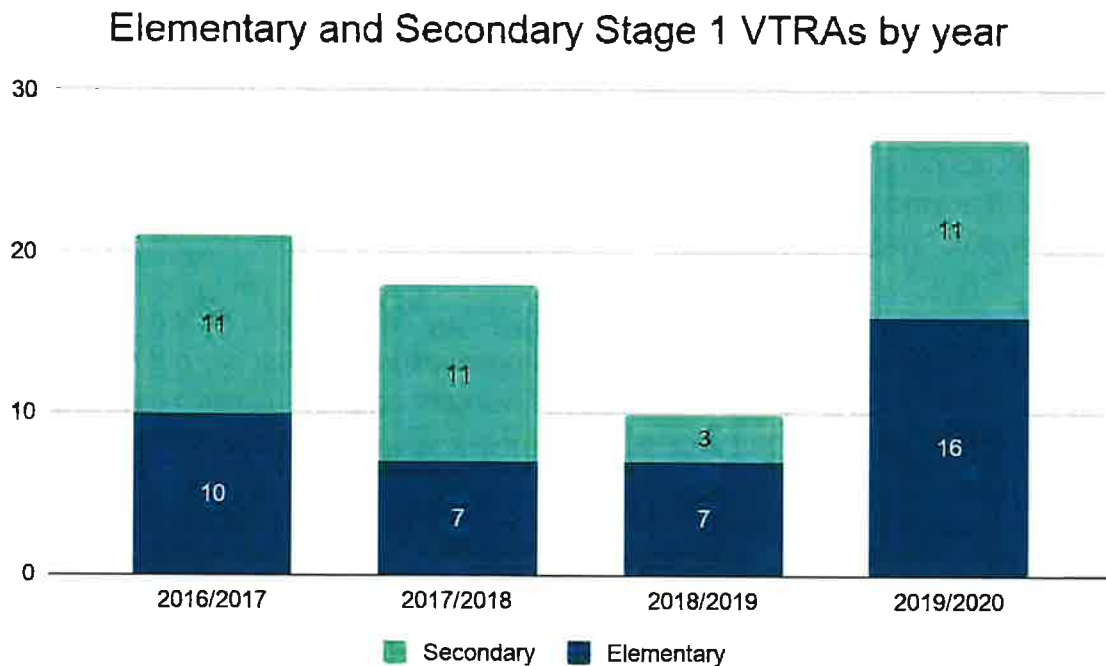
Figure 1, Stage 1 VTRA cases from 2016/2017 - 2019/2020 for elementary and secondary schools, UGDSB.

Overall, there were 76 Stage 1 (data collection and immediate risk reduction actions) and 27 Stage 2 (multi-agency specialized risk evaluation)[7] VTRAs in the period reported. Officers would be involved in these cases. The data shows a growth in the number of elementary VTRA calls since the 2016-2017 school year and a steady number of VTRA related calls in secondary schools.

Feedback from mental health professionals who work with students in schools that reflects some successes and positive impacts of SROs within several categories.

- Relationships/caring adults: Police at school can be a resource for students who need to speak to them or get advice.
- Making connections: Mental health staff and police work together and are a major support for one another. Police are helpful in getting other resources fast, e.g., IMPACT team.
- Mental health: Officers are helpful in advocating for supports for students and/or families and collaborating with school mental health supports.
- Classroom presentations by police can help youth and families to understand youth rights.

Feedback from School Based Mental Health staff also identified challenges and barriers to success:

- There is a lack of consistency across the UGDSB in implementation of the SRO program.
- The personality of the SRO was identified as very important in the success and effectiveness of the SRO. Most leave a sense of support, but some make students feel like they are being monitored.
- Increased fear and anxiety in students.
- Ineffective presentations that use scare tactics to discourage certain behaviours.
- Some SROs spend more time socializing and building relationships with staff and little or no time with students.
- Some SROs don't understand others' expertise and work in a condescending and patronizing manner. And others appear to not want to work with youth.

Board Mental Health staff also received feedback from Indigenous students which indicated a deep mistrust of police that "has been woven into the fabric of Indigenous

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[7] North American Center for Crisis Response Inc. 2018 *Violent Threat Risk Assessment (VTRA) Protocol A Community Based Approach*, 10th Edition.

children's lives and worldview." They shared that this mistrust comes from a history of trauma and discriminatory treatment at the hands of police that spans generations.

Recommendations from School Based Mental Health staff focus on 'fit' and understanding the role.

SROs must:
- be open to engaging with students in a non-threatening and caring manner, non-judgmental, good at establishing relationships, flexible, hard-working and have an awareness of their biases or potential biases and like teenagers
- have a high level of self-awareness (specifically, of the power that they carry and how it is perceived by others, particularly in relation to those communities who tend to be discriminated against/marginalized)
- know how to work on multidisciplinary teams
- SROs who were youth friendly and aware could build positive relationships with students

Mental health staff would like more clarity of the role of SROs and more training for SROs:

SROs need:
- need a clear outline of their role
- to work with students on initiatives to show police don't only get involved when there are problems
- consider changes in uniform/weapons
- have training in anti-racism, anti-oppression, trauma informed, ASIST, working with youth with mental health needs, and VTRA before being in schools or working with the board
- to review their programs and presentations, as some lack the wider context of the topics on which they were presenting

Summary of Feedback from UGDSB Staff Presentations

SROs are considered to be a good resource for students and mental health staff, due to their ability to quickly facilitate connections to resources for students. Feedback from staff also indicates that the police goal of engaging youth and relationship building is achieved when the SRO is a 'good fit" and has the personality and manner that builds trust with staff and students. It was stated that "The right person for the role is essential and can lead to wonderful collaborations." Conversely officers who 'do not want to be

there' are ineffective and can negatively impact students with 'fear based' tactics and a feeling of being monitored.

Feedback from Indigenous students received from staff, does not support the presence of police in schools and cites negative impacts. Survey data gathered to inform the Equity Approach indicates that members of the BIPOC community of the UGDSB are fairly evenly distributed across negative opinions (n=25), mixed opinion (n=21) and positive opinions (n=21) of police officers in schools.

The VTRA data which is an indication of incidents at schools that require mental health support and police officer support and intervention shows that from the 2016/2017 to 2019/2020 school year the majority of incidents are in elementary schools and that there were 76 Stage 1 and 27 Stage 2 VTRA cases.

Police Services

When the Task Force began, there were five different policing units that operated within the UGDSB
- Guelph Police Service
- Orangeville Police Service
- Shelburne Police Service
- Ontario Provincial Police - Dufferin County Detachment
- Ontario Provincial Police - Wellington County Detachment

At the conclusion of the Task Force there were three different police services operating within the UGDSB

- Guelph Police Service
- Ontario Provincial Police - Dufferin County Detachment
  - amalgamated with Orangeville Police Service - October 2020
  - amalgamated with Shelburne Police Service - February 2021
- Ontario Provincial Police - Wellington County Detachment

Questions of police services were asked via email and police services also attended a Task Force meeting to provide more details and answer further questions.

A complete list of questions asked of police are found in (Appendix 6, Questions for Police Services). The areas of focus included
    History of Police in Schools
    SRO Role & Experience/Training

Data and Records
Interactions
Changes

The discussion provided below is based on the written responses to the questions as well as points of discussion from the Task Force meeting held with the police services.

History of Police in Schools

The evolution of police in schools is different in the various regions of the board.

In **Orangeville** the program started over 20 years ago by the police chief at that time and has remained the same.

Shelburne does not operate a full time SRO program and for many years, police officers have dropped into schools to conduct foot patrols. Approximately 16 years ago, foot patrols were increased, mainly at lunch time.

Guelph has had the longest history with an elementary schools' program (School Safety Officer) starting in 1939, operating from kindergarten to grade 8. In 1986, the Values, Influences and Peers (VIP) program was introduced on a part time basis for Grade 6 students in both the public and separate school boards. The VIP program was and continues to be sponsored by the Kiwanis Club of Guelph. In 1989, the VIP program became full time and has since expanded to include Grade 7 and 8 students.

The Secondary School SRO program in Guelph started in both the public and Catholic school systems as a pilot program in 2001 with 2 officers and was initiated by the Wellington Catholic District School Board (WCDSB). Additional officers were added each year and in 2004 the OPP joined by placing SROs in Centre Wellington and Orangeville. Guelph Police currently have four SRO officers with each officer looking after two secondary schools in the City of Guelph.

Wellington County OPP currently have 4 full-time secondary school SROs to work in the four secondary schools in the county (Erin, Centre Wellington, Norwell, and Wellington Heights). There is also funding for one Youth Resource Officer who delivers the D.A.R.E program to all elementary schools in Wellington County.

At a glance

- Guelph has 4 SROs each looking after 2 secondary schools in the City of Guelph

- Wellington County OPP has 4 SROs in 4 secondary schools and 1 Youth Resource Officer running the D.A.R.E program in elementary schools
- Shelburne Police Service/Dufferin County OPP have no dedicated SROs
- Orangeville Police Service transitioned to Dufferin County OPP October 2020 and have 1 officer for 2 secondary schools.

SRO Role & Experience

All police services indicated that officers are in schools to provide education through presentations in classes and to engage and build relationships with young people. The Wellington County OPP and Guelph Police Service also included conducting investigations and referring students to partner agencies when required to their list of duties. A variety of quotes from the police services regarding their role in schools are provided below.

💬 Education

"Education regarding the law so that young people have a good understanding of their rights, and of what is acceptable and unacceptable in society." (Guelph Police Service)

"in-class presentations on a variety of subject matter including Policing in Canada, drug usage, drinking and driving, cyber bullying, sexual assault and consent, among many others." (Guelph Police Service)

"offer crime prevention presentations/programs to students, parents and staff" (Orangeville Police Service)

"prepare and participate in school lockdown exercises" (Wellington County OPP)

💬 Engagement

"engagement with young people...humanize the badge" (Guelph Police Service)

"build positive relationships between police and youth" (Wellington County OPP)

"engaged in numerous charity events, school activities, and coaching youths in various sports in the community." (Wellington County OPP)

💬 Law enforcement

"Law enforcement and investigation is a part of the role" (Guelph Police Service),

"investigate and enforce applicable Federal and Provincial Laws (Criminal Code, Controlled Drugs and Substance Act, Youth Criminal Justice Act, Highway Traffic Act, Smoke Free Ontario Act, etc.)" (Wellington County OPP)

💬 Referrals

"diversions, referrals and collaborative resolution options (restorative justice). Officers in this role are always looking for mutually beneficial alternatives to resolve or correct a situation that would not involve the young person being arrested." (Guelph Police Service)

"conduct referrals to partner agencies to support safety and wellbeing of students (ex. Family and Children's Services, John Howard Society, IMPACT/CMHA etc.)" (Wellington County OPP)

Officers stated that they respond to crisis intervention calls at schools and act as a conduit between police and schools in a crisis intervention. Initial concern is for the safety of the student body, the person in crisis and the staff. Officers aim to de-escalate and take appropriate next steps to get the help required.

SRO Selection, Training, Value

SRO officers are chosen in a variety of ways. Orangeville Police Service indicated that they are assigned by the Chief of Police. The Wellington County OPP have a 3-year rotation for SROs and officers are chosen based on a letter of expression of interest outlining their skills and experience. The Guelph Police Service has an internal application and selection and interview process with a selection panel including the supervisor of the Youth Division, a Human Resources member and a Senior Leadership member.

Once an officer is selected, they receive a variety of training that may include:
- Effective Presentation Skills
- Drug Abuse Resistance Education (D.A.R.E)
- Violence Threat Risk Assessment (VTRA)
- Suicide Awareness/Prevention

- Youth Officer Training Course at The Ontario Police College in Aylmer, Ontario. This course curriculum focuses on interacting with youth, rapport building, trust and proper application of the Youth Criminal Justice Act. (Guelph PS, Wellington County OPP)

The training that is provided will depend on the programs that the officer is responsible for delivering, for example, the D.A.R.E training is only for officers delivering that program (this program is for elementary schools in Wellington County and Dufferin County). In the Task Force meeting with the police services, it was also stated that the Guelph Police Resource officers are assessed by a superior on a routine basis. This could include the supervisor attending the school with the SRO and obtaining feedback from administrators. School administrators interviewed had no knowledge of this happening.

Police officers are always required to wear their uniforms and it was suggested that this also helps to make students more comfortable with uniformed officers and to provide a sense of safety. In the conversation held with the Task Force one officer stated that, *"Developing the rapport with the kids while in full uniform is far more valuable than dressing down the uniform to be more approachable."*

Officers also discussed other activities that they participate in as a part of the school community, including coaching sports teams, participating in the Terry Fox Run, and serving lunch in cafeterias. These interactions are positive aspects of student engagement and although unrecorded and informal, could be explored further as an alternative focus for police-student relationship building. All the police services report that the positive relationship with students is the most valuable feature of the program. Officers report former students approaching them years after they have graduated high school to say hello or to thank them for giving them a second chance or simply being a mentor.

Funding

Programs are funded directly by the police services (Orangeville Police Service), through the policing contract between the County and OPP (Wellington County OPP). In Guelph, the program is funded directly by the police service, as well as, through community partners who over the years have included, The Co-operators and Wayne Pitman Ford (contributing towards the VIP vehicle lease), The Kiwanis Club (funding books for the students in the VIP program), Winmar Restoration (funded presentations made for youth betterment) and CAA (donating safety patrol traffic vests). The Guelph Police Service indicated that any funds donated are used to offset the costs associated

with the youth programs. The Shelburne Police Service and Dufferin OPP detachment do not have specific funding as they do not operate a full time SRO program.

Data and Records

All police services record incidents at schools handled by an SRO or other police officers. Incidents are logged by way of a call for service being created in the Records Management Systems. The Guelph Police Service indicated that descriptors are recorded when a student is arrested or referred to an alternative resolution program, officers are required to fill out an information sheet with any arrest, and it includes physical descriptors such as height, weight, eye colour, hair colour, marks, scars, tattoos and race. This data was not available to the Task Force. For incidents that do not lead to arrest no race related data is collected.

Informal interactions with students are not tracked or logged by any police services. During the meeting with the Task Force police services provided estimates of how many and what type of interactions were occurring. The Guelph Police Service estimated 'countless' interactions on any given day. The Guelph Police Service also estimated dealing with 1-2 mental health and counselling interactions per week and indicated that officers have basic mental health training. They indicated that most of the time there is a 'warm hand off' of the youth to the schools Child and Youth Worker or Social Worker.

Interactions that specifically deal with conflict (most common by far according to the Guelph Police Service), drugs/criminal activities and/or interactions leading to further police interventions are estimated to be 1-2 interactions per day, and rarely progress to charges being laid.

The Wellington County OPP detachment is the only policing unit that provided data. They recorded the number of school patrol hours which averaged 15 hours per day from 2014 - 2019 (spread across 4 schools and 5 officers). These hours include D.A.R.E presentations in elementary schools as well as any time spent in secondary schools.

In addition, Wellington County OPP detachment records school 'occurrences' which include calls for service from all 4 secondary schools, as well as calls generated by the officer themselves and directly related to the school. For September 2018 - September 2019 there were 209 occurrences and for September 2019 - September 2020 there were 122 occurrences.

During the Task Force meeting with police services the Wellington County OPP estimated approximately 5-10 calls per month involving conflict (bullying, fights,

assaults), and about 2-3 calls per month being drug related. They also estimated that in an average month there are 15-20 formal interactions with students, which were described as related to mental health, bullying, fights/assaults, drugs, and mischief. Formal interactions would roughly correspond to the occurrences provided in Table 3 below.

Table 3, Number and type of occurrences at schools (Centre Wellington District High School, Norwell District Secondary School, Wellington Heights Secondary School, Erin District High School) recorded by the Wellington County OPP detachment.

Occurrence Type	# of occurrences	
	Sept. '18 - Sept. '19	Sept. '19 - Sept. 2020
Complete (Non-Criminal) *	132	82
Cleared by Charge	9	6
Diversionary Program*	7	1
Departmental Discretion (includes warnings) *	30	16
Insufficient Evidence to Proceed	11	12
Still Under Investigation	4	2
Unfounded	12	3
Victim Declines to Proceed	4	Not present
Total	209	122

*Complete (Non-Criminal), Diversionary Program and Departmental Discretion all include diversions of youth

In addition to 'occurrences' and formal interactions with students, police take part in diverting students to other organizations and institutions as a voluntary way to resolve minor criminal charges. Wellington County OPP estimated 2-3 diversions per month to the John Howard Society. Data from Wellington County OPP indicated an average of 35 Criminal Code diversions per year and 5 Provincial Offences diversions per year from the 2014 -15 school year to the 2019 - 2020 school year. The Guelph Police Service diversions reported to the John Howard Society are:
- 2020 up to October, 23 diversions
- 2019, 94 diversions

- 2018, 71 diversions
- 2017, 76 diversions

As shown in Table 3 above, diversion data can be recorded in several ways even within one police service, making it difficult to know an exact number of student diversions.

There is also no specific data related to referrals that have been made to multidisciplinary teams or other resources (e.g., Canadian Mental Health Association, The Homewood, Family & Child Services, Wyndham House) by the SROs. The Guelph Police Service indicated that there are 'very few referrals' because young people are often already connected with other agencies and that SROs 'regularly' refer cases to the Canadian Mental Health Association Integrated Mobile Police and Crisis Team (IMPACT) in instances where the schools Child and Youth Worker isn't available.

The Orangeville Police Service records the date and time they attend a school for a presentation, the topic of the presentation, grade level and number of students who attended. This data is not tracked by other police services.

Interactions

Administrators and Teachers

No records are kept of interactions or requests from administrators or teachers. It was reported that most often interactions are to arrange presentations, to attend the school office to speak with a young person who has committed an offense *"to make a point of law with the young person, and to explain the seriousness and potential consequences of their actions."* (Guelph Police Service), and to assist in handling incidents previously cited, as assessing a student in crisis, advising on conflict between students that might escalate to violence/bullying, or investigating a federal/provincial offence needs to be investigated.

SROs and the wider community

The police services were asked how they dealt with information they received from administrators or from the school community about students that might have an impact on students outside of school.

They stated that, as previously mentioned, information is captured through generating a report through the Records Management Systems. Officers are also made aware of information through email communications. If there are safety concerns or ongoing issues, a zone alert may be completed and sent out via email to other officers in the

county (OPP). Officers will also often be notified if 'one of their students' was involved in an incident outside of school, although this is not required procedure.

Changes

The Orangeville Police Service indicated that the program had not changed since it began, while the Guelph Police Service and Wellington County OPP indicated that the program had become more proactive with officers participating in school lockdown exercises and engaging in foot patrols and participating in school activities.

In terms of changes that the police services would like to see in the future, the Shelburne Police Service value their current system of part time SROs. From the Orangeville Police Service,

"I would recommend that Resource Officers be used only for proactive roles to educate students regarding various crime prevention topics and initiatives and be a resource for staff and parents to consult with when required. Any negative interactions/calls for service should be dealt with by frontline officers. This would help maintain positive relations between the police and the community!" (Orangeville PS)

The Guelph Police Service would like to see one dedicated SRO per secondary school to increase engagement.

Summary of Police Services Feedback

The findings from feedback from the police services that work throughout the UGDSB is that their perception of the impact of the SRO program is largely positive and touches on education, engagement, law enforcement and referrals. Incident reports are filed to log events that require an SRO or any police intervention at a school. Data exists that show youth diversion rates but are not logged consistently within various police services, and it is therefore difficult to know an exact number of diversions attributed to SRO interventions. There is also no consistent data specifically collected in relation to the SRO program evaluating its effectiveness and impact on the school community.

In addition, the hiring and training of SROs is varied across the UGDSB. The process of assigning SROs is internal to police services and the UGDSB does not participate in identifying candidates. Police also acknowledged that they are present in schools, to investigate and enforce laws.

When considering feedback from police it is important to note that a person does not have to intend harm to cause harm. SROs do not intend to do harm to students when they are in schools. Oftentimes however, just their physical presence causes harm to some students by impacting their emotional well-being and their ability to learn.

Community Consultations

The research provided in this section includes:

- Contextual data: population and school safety data
- Community Town Hall and Survey
- Student Survey

Contextual Data

The data presented here provides context for the interpretation of data collected by the Task Force. This data includes:

- Population data (Statistics Canada, 2016) was used to provide context for the community data and the student survey data. This data ensures that the research activities that were undertaken adequately represent the geographies and racial diversity of the UGDSB
- Incident data provided by the UGDSB was used to give context to school safety concerns

Population and Geographic Representation

Table 4, Percentage of total population (282,099) for each community in the UGDSB, Community Town Hall and Survey participants and Student Survey respondents.

UGDSB Catchment Communities	Population (n)	Percentage of UGDSB population represented by community	Representation as a percentage of participants		
		Community (census data)	Community Town Hall	Community Survey	Student Survey
Guelph	131,794	47%	62%	63%	52%
Orangeville	28,900	10%	9%	5%	9%
Erin	11,439	4%	2%	3%	7%
North Wellington	11,914	4%	3%	7%	13%
Dufferin County	61,735	22%	3%	6%	2%
Centre Wellington	28,191	10%	9%	11%	13%
Shelburne	8,126	3%	8%	2%	4%
Other	--	--	4%	4%	--
Total Population	282,099				

This table shows that the City of Guelph and Dufferin County are the largest communities in the UGDSB with 47% and 22% of the population respectively. Guelph is slightly overrepresented in the research results (62% of the community town hall participants, 63% of the community survey participants and 52% of student survey respondents were from Guelph). Dufferin County is underrepresented in the research results (3% of the community town hall participants, 6% of the community survey participants and 2% of the student survey respondents were from Dufferin County). Other communities are well represented.

Ethnicity and Race Demographics

Data from the most recent national census in 2016 is used to understand the population of the UGDSB catchment area. The national census uses the terms aboriginal and visible minority which are not currently used by the UGDSB. In this report these terms are only used when referring to national census data.

Table 5, Census data (2016) shows the aboriginal and visible minority populations in each community within the UGDSB. Total BIPOC community is shown as a percentage of the total population of each community and of the UGDSB.

UGDSB Catchment Communities (census data)	Aboriginal Population	Visible Minority	Total BIPOC (Aboriginal + VM)	Total Population of Community	BIPOC Population as % of total population
Guelph	1870	23,015	24885	131,794	19%
Orangeville	540	1790	2330	28,900	8%
Erin	170	520	690	11,439	6%
North Wellington	185	205	390	11,914	3%
Dufferin County	70	4405	4475	61,735	7%
Centre Wellington	465	675	1140	28,191	4%
Shelburne	185	1310	1495	8,126	18%
Totals	3485	31,920	35405	282,099	13%

Table 6, Participant identities for the Community Town Hall and Survey

Identities	Community Town Hall	Community Survey
BIPOC	21%	4%
2SLGBTQIA+	9%	3%
Living in Poverty	0%	1%
Living with a Mental Health Condition	9%	9%
None of the above (presume white majority)	61%	78%

This table shows that there was a significant difference in the participation of the BIPOC community in the Town Hall meeting compared to the survey. It is important to note that the Town Hall participants were 45% parents, 10% students, 17% staff members and 28% community members. The Community Survey was 59% parents, 6% students, 15% staff members and 20% community members. This data does not adequately represent the student voice and therefore the Student Survey was used to reach the student population.

Table 7, Intersectional identities of participants in the Community Survey

Intersectional Identities	Community Survey
Living in Poverty, Living with Mental Health Condition	1%
BIPOC, Living with a Mental Health Condition	0.5%
BIPOC, 2SLGBTQIA+	0.4%
BIPOC, 2SLGBTQIA+, Living with a Mental Health Condition, Living in Poverty	0.2%
BIPOC, 2SLGBTQIA+, Living with a Mental Health Condition,	0.2%
BIPOC, living with a Mental Health Condition, Living with Poverty	0.2%

Table 8, Participant gender identity (Student Survey)

Gender Identity	Number of respondents	Percentage
Cisgender Woman	866	52%
Cisgender Man	633	38%
Transgender Woman	1	0.06%
Transgender Man	9	1%
Non-binary	31	2%
Two-spirited	3	0.2%
My gender is not listed	45	3%
Prefer not to say	80	5%
Total	1668	100%

16% of respondents indicate that they are a part of the 2SLGBTQIA+ community.

Table 9, Racial identities of respondents (Student Survey)

Racial Identification	Number of respondents	Percentage
Black	48	3%
Indigenous	26	2%
Other Person of Colour	230	14%
White	1315	79%
Prefer not to say	49	3%
Total	1668	100%

To compare the respondents from the student survey to the census data the total BIPOC population was calculated. From the census data 13% of the population of the UGDSB is BIPOC and from the student survey 19% of the respondents were BIPOC.

When further broken down, census data indicated that 1.2% of the population was Indigenous and the student survey had 2% representation. Census data indicated that visible minorities including Black people and other People of Colour represent 11% of the overall population and the student survey had 17% of respondents identify as Black or other Persons of Colour.

The community town hall saw 21% of the respondents identifying as BIPOC and the community survey saw 4% of the respondents identify as BIPOC. All promotion and outreach to communities was the same throughout the UGDSB.

School Safety

The public perception of violence in schools is high, although the reality is that violence in schools is very low[8]. Presented below are records of weapons possession and use (September 2015 - June 2020), incidents involving drugs (September 2015 - June 2020), reports of physical, verbal, emotional and cyber bullying (2013 - 2020), and total suspensions/expulsions (September 2015 - June 2020). In addition, information from the UGDSB School Climate survey is presented to provide a more robust context for school safety overall.

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[8] Barrans, M. E., (2010) Police Presence in Schools: An Exploratory Study of Teachers' and Staff's Perceptions of School Resource Officers, University of Ottawa

Incidents Involving Weapons

The most common weapons found in schools are knives, scissors and in one incident a pencil. The consequences for these various incidents are suspension less than 20 days, suspension less than 11 days, suspension 1-5 days, suspension more than 19 days and expulsion from school. Incidents involving the use of a weapon are very low with only 6 suspensions for weapons use from 2015 - 2020. Incidents involving possession of a weapon are higher with 20 suspensions over the 5-year period.

Table 10, Incidents involving weapons possession and use September 2015 - June 2020

Incidents involving weapons possession September 2015 - June 2020					
Year	2019-2020	2018-2019	2017-2018	2016-2017	2016-2015
# of suspensions in elementary involving possession of a weapon	1 - Weapon: Knife	2 - Weapon: Knife	0	0	0
# of suspensions in secondary involving possession of a weapon	10 - Weapon: Knife	5 - Weapon: Knife	1 - Weapon: Knife	1 - Weapon: Knife	0
Incidents involving weapons use September 2015 - June 2020					
Year	2019-2020	2018-2019	2017-2018	2016-2017	2016-2015
# of suspensions in elementary involving use of a weapon	2 - Weapon: 1x Scissors 1x Pencil	0	1 - Weapon: Scissors	0	1 - Weapon: Knife
# of suspensions in secondary involving use of a weapon	1 - Weapon: Scissors	1 - Weapon: Knife	0	0	0

Table 11, Incidents Involving Weapons September 2015 - June 2020

Incidents Involving Drugs

There were no incidents involving drugs in elementary schools from September 2015 - June 2020. In secondary schools the possession of alcohol/drugs and being under the influence of alcohol are the most common incidents involving drugs up to the 2018/2019 school year. The influence of and possession of cannabis was introduced as a separate incident in 2019/2020 as is indicated by the absence of data prior to 2019. Likewise, the incidents involving the possession of alcohol, drugs and cannabis were captured up until 2018/2019. It can be inferred from the data that many of the incidents included in

'alcohol and drugs' prior to 2019/2020 are cannabis related, with the legalization of cannabis in 2018.

Suspension less than 20 days was the most common disciplinary action in response to incidents involving drugs. There were only 2 suspensions of more than 19 days and 1 'expulsion from board'.

Table 12, Incidents involving drugs in Secondary schools UGDSB 2015 - 2020.

Year	2019/2020	2018/2019	2017/2018	2016/2017	2015/2016
Influence of Alcohol	2	16	2	0	0
Influence of Cannabis*	23	N/A	N/A	N/A	N/A
Possesses Cannabis*	21	N/A	N/A	N/A	N/A
Possessing Alcohol/Drugs (excluding cannabis) *	3	N/A	N/A	N/A	N/A
Possesses Alcohol/Drugs (including cannabis)	N/A	31	11	3	0
Alcohol to a Minor	0	1	0	0	0
Trafficking	0	1	0	0	0

*influence and possession of cannabis and possessing alcohol/drugs (excluding cannabis) are incident codes that were created in 2019.

Total Suspensions/Expulsions

The tables below report the total number of expulsions and suspensions for elementary and secondary schools from 2016 - 2020. There were no expulsions in elementary school and 3 expulsions from secondary schools during that time period. Again, suspension rates are higher, but expulsions are very low.

Table 13, Expulsion and suspensions from elementary and secondary schools from 2015 - 2020.

Elementary			
Year	# Suspensions	# Expulsions	Total Incidents
2019-2020	301	0	301
2018-2019	310	0	310
2017-2018	210	0	210
2016-2017	113	0	113
2015-2016	37	0	37
Secondary			
Year	# Suspensions	# Expulsions	Total Incidents
2019-2020	510	1	511
2018-2019	429	2 (1x Expelled from School, 1x Expelled from Board)	431
2017-2018	205	0	205
2016-2017	80	0	80
2015-2016	3	0	3

The top 3 infractions in elementary school are categorized as medical/immunization (which is a medical order), fighting/violence and serious breach of Code of Conduct (for example, ongoing disrespect of the school rules and procedures). The top 3 infractions in secondary school are categorized as fighting/violence, persistent opposition to authority and habitual neglect of duty (for example, not attending class, not completing any schoolwork). For a full list of infractions please see Appendix 7 (School Safety Data/Type of Infraction).

Bullying Reports

Bullying reports from 2013 - 2020 include physical, verbal, emotional and cyber-bullying. After a rise in bullying in both elementary and secondary schools starting in 2014, there was an overall decline in reported bullying from 2016 onwards.

Figure 2, Reports of physical, verbal, emotional and cyber bullying in secondary schools 2013-2020.

Reports of Physical, Verbal, Emotional and Cyber Bullying

— Reports of Physical Bullying   — Reports of Verbal Bullying   — Reports of Emotional Bullying
— Reports of Cyber Bullying

Elementary School Totals
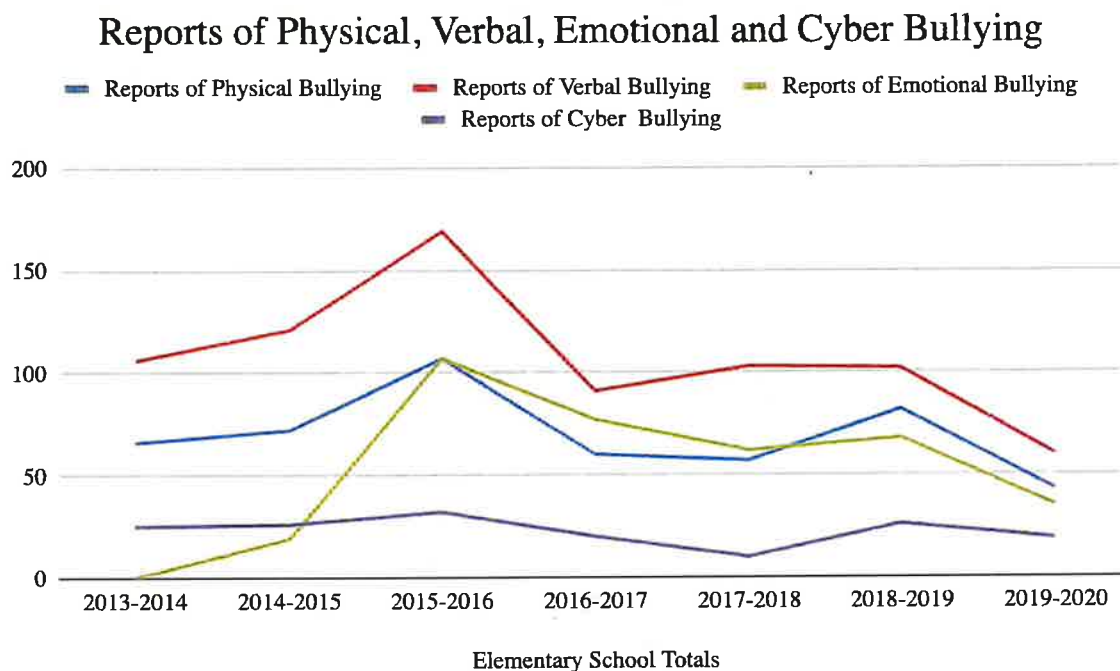
School Climate

The UGDSB School Climate Survey is a bi-annual, board-wide survey that seeks input from students, parents and staff to help inform planning and evaluation in the following areas:
- School climate and inclusivity
- Student engagement
- Student mental health and wellness

School climate has an influence on student violent behaviour and therefore contributes to school safety.[9] As stated by Fitzgerald (2009), *"School authorities are able to reduce the level of violence in schools through strategies aimed at improving factors associated with school climate (McEvoy and Welker 2000)."*

Overall, the school climate survey (2018) found that the UGDSB has created a safe and inclusive environment for students. However, 2SLGBTQIA+ and Indigenous students tend to report lower levels of safety and inclusion.

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[9] Fitzgerald R., Self-reported Violent Delinquency and the Influence of School, Neighbourhood and Student Characteristics (2009), Crime and Justice Research Paper Series Statistics Canada

Table 14, Feelings of safety and inclusion reported in the School Climate Survey (2018)

Grades	All Students		2SLGBTQSIA+ Students		Indigenous Students	
	Very Safe	Very Included*	Very Safe	Very Included	Very Safe	Very Included
4-6	54%	21%	46%	22%	44%	19%
7-8	50%	25%	28%	12%	38%	20%
9-12	46%	20%				

*Included encompasses feeling important, respected and a valued part of the school community

At this time, students reported feeling supported in their own learning at school, with 36% of students in grade 7-8 and 27% of students in grades 9-12 reporting their school does a very good job of supporting all students. Students' overall well-being included feeling proud of themselves, happy, feeling good about themselves and good about their future. Teachers that participated in the survey were also largely positive when reporting on different aspects of school climate. It was clear from this survey however, that teachers need greater support in regard to helping students with social, emotional, behavioural, mental health or learning difficulties.

Summary of Contextual Data

Census data shows 13% of the population of the UGDSB catchment identifies as BIPOC. The community town hall and survey and student survey had 19% of the respondents indicate they are from the BIPOC community. The Task Force is able to say with confidence that the research is representative of the racial identities and geographies of the UGDSB.

Arguments in favour of police presence in schools often cite threats to student safety as a motivation for SROs. However, the data referenced above, in addition to the VTRA data provided by UGDSB staff show that incidents that would negatively impact the safety of the school community are actually very low. Over a 5-year period there were only 3 expulsions.

In addition, research has shown that 'school climate' has a large influence on the outcomes of students. School climate is described in Towards Race Equity (2017) as a

combination of curriculum, learning environment and disciplinary practices of educators[10].
It is further described by Fitzgerald (2009) as including other school attributes such as
student and teacher engagement, strong relationships, and perceived support among
students.

*"With respect to the influence of schools, numerous studies have found a positive
association between schools' environments and the behaviours and outcomes of
students who attend them (Lawrence 2007; Gottfredson 2001; Gottfredson,
Gottfredson, Payne and Gottfredson 2005). Apart from factors such as funding,
resources and location, the school climate, or "the 'feel' of a school as perceived by
students and teachers," has also been shown to be linked to behavioural outcomes
among students (Lawrence 2007, 138). In particular, schools characterized by a more
positive climate (e.g., a perceived high level of student and teacher interest and
engagement) have lower rates of student problem behaviours, while schools
characterized by a negative climate (e.g., a perceived lack of school safety or a high
level of physical damage or vandalism) have higher rates of problem behaviours
(Gottfredson et al. 2005; Payne, Gottfredson and Gottfredson 2003)."[11]*

School climate should be considered exceptionally important, (if not more so, than
police presence in schools) when addressing school safety. The staff of the UGDSB
should be commended for the positive school climates they have created across the
board.

Community Town Hall and Survey

The school community including students, parents and staff were invited to share their
perspectives on police in schools through a public town hall event. The town hall was
facilitated through a crowdsourcing platform called Thought Exchange. Thought
Exchange is used to (1) identify common ground and areas of disagreement in
participants, (2) identify themes from the thoughts that are shared and (3) compare and
contrast what's important to different groups of people by cross-analyzing groups to
understand similarities and differences.

Participants in a real-time event were able to share thoughts in response to the question
asked and then rate each other's thoughts (1 - 5 stars). The virtual Town Hall event was
held on October 20th. The following 5 demographic questions were asked as a part of
the event.

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[10] James, C.E. & Turner, T. (2017). Towards Race Equity in Education: The Schooling of Black Students in the Greater Toronto
Area. Toronto, Ontario, Canada: York University.
11 Ibid Fitzgerald p. 45

1. What geographic area of the school board do you live in?
   a. Centre Wellington
   b. Guelph
   c. North Wellington
   d. Orangeville
   e. Shelburne
2. What gender do you identify with?
   a. Cis gender man
   b. Cis gender woman
   c. Non-binary
   d. Transgender male
   e. Transgender woman
   f. Two-spirited
   g. My gender is not listed
   h. Prefer not to answer
3. Please check any of the racialized or marginalized groups you identify with.
   a. BIPOC
   b. 2SLGBTQIA+
   c. Living in Poverty
   d. Living with Mental Health condition
   e. None of the above
4. Please indicate if you are a,
   a. Student
   b. Parent
   c. Staff member
   d. Community Member
5. Are you responding for an,
   a. Elementary school
   b. Secondary school
   c. Both Elementary and Secondary school

The Task Force created two questions for the community town hall.

1. What are your thoughts about the role and impact that police presence has in the UGDSB school community?
2. After our discussion this evening, what additional feedback do you have for the Task Force to consider going forward?

The same questions were used for the Community Survey that was open from October 20th to 26th, 2020. The data and analysis presented below is for both the Community Town Hall and Survey.

Who participated?

There were 140 town hall participants who shared 172 thoughts and provided 3,164 ratings in response to question 1 about police presence in schools, while 124 participants shared 161 thoughts to question two as additional feedback. One hundred and fifty-nine people viewed the live stream of the town hall.

The survey was completed by 573 participants the majority of whom identified themselves as parents or community members.

Table 15, Community Town Hall and Survey participants identified by how they interact with the UGDSB.

Community	Town Hall		Survey	
	n	%	n	%
Parents	56	45%	340	59%
Students	12	10%	34	6%
Staff Members	22	17%	86	15%
Community Members	35	28%	113	20%
Total Participants* (n)	125	100%	573	100%

*Total participants for the Town Hall vary as a result of people participating in only part of the process (e.g., first question but not the second, or dropping out part way through the event or getting disconnected)

Of the students who answered the community survey, 76% (n=25) were secondary school students, 21% (n=7) were both elementary and secondary school students and 3% (n=2) were elementary school students.

The geographic distribution of the community town hall and survey participants is provided below.

Table 16, Community Town Hall and Survey participants geographic representation in the UGDSB.

Community	Town Hall		Survey	
	n	%	n	%
Centre Wellington	11	9%	62	11%
Dufferin County	4	3%	33	6%
Erin	3	2%	16	3%
Guelph/Puslinch	80	62%	357	20%
North Wellington	4	3%	39	7%
Orangeville	11	9%	31	5%
Shelburne	10	8%	11	2%
Other	5	4%	24	4%
Total Participants	128	100%	573	58%

Gender Identity of Community Town Hall and Survey participants.

Table 17, Community Town Hall and Survey participants gender identity.

Community	Townhall		Survey	
	n	%	n	%
Male	49	38%	153	27%
Female	71	55%	383	67%
Non-binary	4	3%	7	1%
Transgender Man	0	0%	1	0.2%
Transgender Woman	1	1%	0	0%
Two-spirited	1	1%	1	0.2%
My gender is not listed	0	0%	0	0%
Prefer not to answer	2	2%	28	5%
Total Participants	128	96%	570	100%

Demographic data indicating identification with marginalized community groups.

Table 18, Community Town Hall and Survey participants community identity.

Community	Townhall		Survey	
	n	%	n	%
BIPOC	27	21%	23	4%
2SLGBTQIA+	11	9%	16	3%
Living in Poverty	0	0%	6	1%
Living with a Mental Health Condition	11	9%	49	9%
None of the above*	77	61%	441	78%
Total Participants (n)	126	100%	535	95%

*By providing options for other identifiers (e.g., BIPOC) 'none of the above' in the survey correlates to the white majority population.

The community survey data allowed for participants to pick multiple identities thus allowing for representation of intersectionality. The town hall data did not allow for this level of detail. The results below indicate individuals with multiple identities.

- 2SLGBTQIA+/Living with Mental Health Condition (n=16, 3%)
- Living in Poverty/Living with Mental Health Condition (n=6, 1%)
- BIPOC/Living with Mental Health Condition (n=3, 0.5%)
- BIPOC/2SLGBTQIA+ (n=2, 0.4%)
- BIPOC/2SLGBTQIA+/Living in Poverty/Living with Mental Health Condition (n=1, 0.2%)
- BIPOC/2SLGBTQIA+/Living with Mental Health Condition (n=1, 0.2%)
- BIPOC/Living in Poverty/Living with Mental Health Condition (n=1, 0.2%)
- 2SLGBTQIA+/Living in Poverty (n=1, 0.2%)

The BIPOC and 2SLGBTQIA+ communities intersect when grouping the data. Overall including intersectionalities there are 27 BIPOC respondents (5% of respondents), 4 BIPOC/ 2SLGBTQIA+ (1% of respondents) and 33 2SLGBTQIA+ (6% of respondents) in total, representing 12% of the respondents.

What does the data show for marginalized populations?

In general, the community survey data shows that 70% of respondents (n= 350) would maintain police presence in schools and 30% (n=151) would remove police from

schools. Looking more closely at the community survey data the Task Force noted that of the students that answered (only 6% of respondents), 70% indicated that they would maintain police presence in schools and 30% were against police presence in schools. It is important to note that the majority of survey respondents (students + nonstudents) identify as white.

When the Task Force looked more closely at marginalized communities within the survey, it was noted that for all groups combined (mental health, poverty, gender identity, BIPOC) 46% are against police presence in schools and 54% would maintain police presence in schools.

Broken down further the chart below shows that for 2SLGBTQIA+ and BIPOC communities, the majority of respondents indicate there should be no police presence in schools. For those living with a mental health condition or living in poverty, the majority would maintain police presence in schools.

Further comparison reveals that,

- BIPOC respondents were twice as likely to want to remove police from schools than those identifying as White (none of the above)
- 2SLGBTQIA+ were 2.5 times more likely to want to remove police from schools than those identifying as White (none of the above)
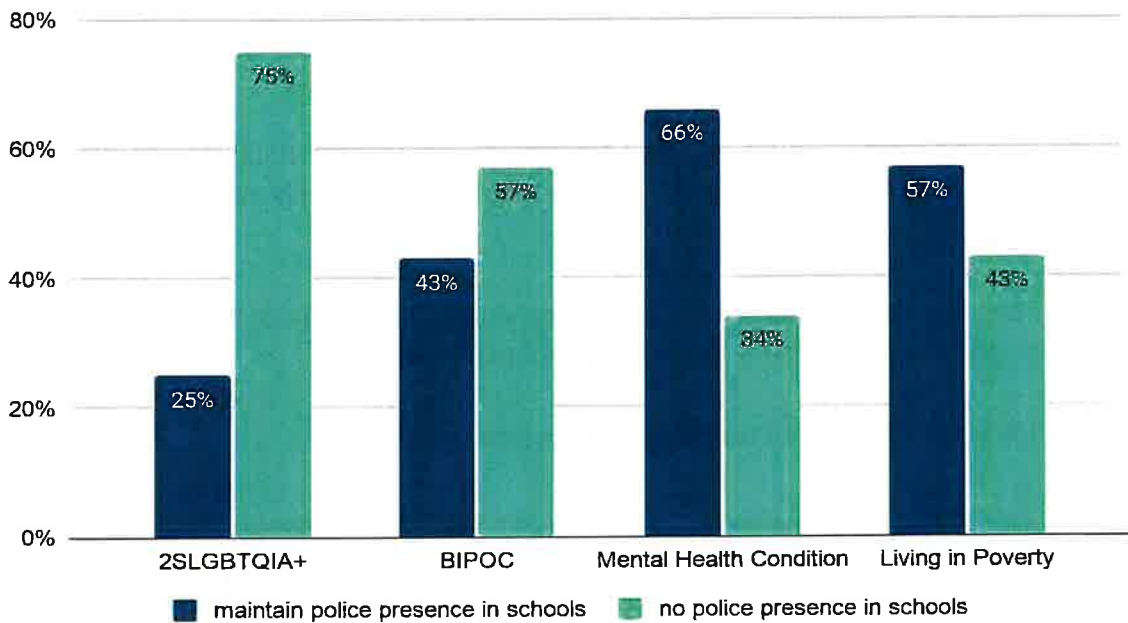
Figure 3, Maintain or remove police presence from schools as indicated by marginalized communities (2SLGBTQIA+, BIPOC, those living with mental health conditions and those living in poverty) from Community Survey.

It is important to remember that the majority of respondents to this survey are parents and community members. Student participation in this survey was very low which is why an additional student survey was conducted that was geared specifically toward the student population of the UGDSB.

What thoughts were shared and how are they best understood?

The analysis below looks more closely at thoughts shared by participants during the community town hall meeting. The thoughts were analyzed in two ways. First, the thoughts were reviewed and themes that emerged were used to categorize thoughts as indicated below. The overall percentage of responses that fell into each category were then calculated.

Themes used to categorize thoughts:
- In favour of no police presence in schools
- In favour of police presence in schools
- Neutral
- Expressing both positive and negative ideas around police presence in schools

- "Only if..." are thoughts that indicate police presence in schools is okay only if they meet certain conditions
- In favour of police presence in elementary schools only

Second, the thoughts were distinguished based on the respondents' star ☆ ratings from 5 (high) to 0 (low). This allows the analysis to show which category of thoughts garnered the most support (Figure 4)

Of the 172 thoughts for question 1, ("What are your thoughts about the role and impact that police presence has in the UGDSB school community?")

- 41% were in favour of **no police presence in schools**

💬 *"The presence of police could negatively impact students in marginalized groups. This is because police are authority figures with a lot of power so personal prejudice could be harmful to some students in ways that impact learning." (3.9 ☆)*

"School is supposed to feel like a safe and nurturing environment where students experience faculty setting them up for success. Not all students feel safer with police presence, some feel the opposite due to personal experiences." (3.9 ☆)

- 36% were in favour of **maintaining police presence** in schools

💬 *"I agree with the idea of having a police presence but with a focus on youth engagement and not necessarily enforcement. I think our youth need positive reinforcement from the police and to understand how they can integrate well." (3.5 ☆)*

"With an office in secondary schools, emergency situations are dealt with by someone who knows the school, staff and students. History has shown that the resolution to issues is more appropriate and satisfactory for all involved." (3.5 ☆)

- 10% of thoughts were **neutral** for example,

💬 *"schools are for learning" (4.1 ☆) or*

"The education system should provide opportunities to respect and honour one another." (3.8 ☆)

- 6% of thoughts indicated **both positive and negative impacts of police presence** in schools. These included acknowledging the negative impacts on marginalized communities while still feeling positive relationship building occurred. Others indicated negative impacts in secondary school but positive impacts in elementary schools.

"Very positively impactful for many of our students and their programs yet understandably challenging for many others due to their lived experiences. It's important for us to understand and see all sides of the question." (3.7 ☆)

- 3% of thoughts fall into the 'only if...' category. For example, police presence in schools is ok only if they stop carrying firearms and weapons, and police presence is ok in schools only if it is tied to education and not enforcement.

- 2% indicated that police presence is positive in the elementary school context.

"I think the police doing the VIP program is appropriate in elementary schools because the VIP program is valuable for kids to learn about drugs and influences of their peers." (4.1 ☆)

- 1% either posed questions or comments were not clear.

Thoughts: Categorized and Rated
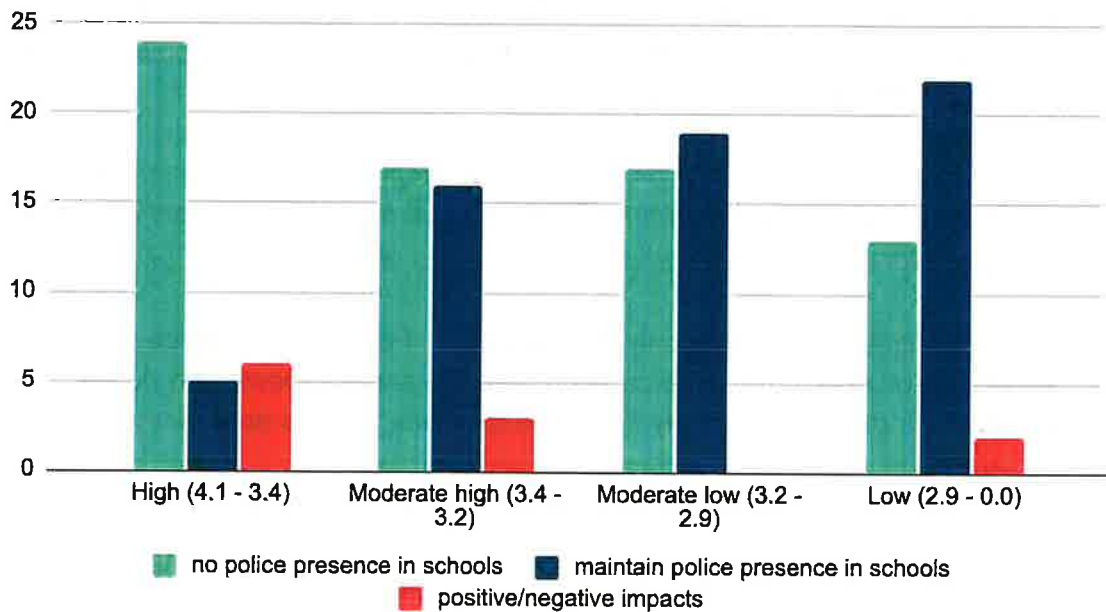
Figure 4, Ratings from high (5) to low (0) of the 3 main categories of thoughts (1) no police presence in schools (2) maintain police presence in schools and (3) police have both positive and negative impacts.

What is clear from the thoughts and ratings expressed, as shown in Figure 4, is that most thoughts indicate that there should be no police presence in schools. Police presence in schools have a negative impact statements are the most in terms of number of thoughts. These thoughts also received the highest ratings. This indicates that any recommendations around removing police from schools are well supported.

In comparison, thoughts that indicate police presence should be maintained in schools are fewer in number in the highest rating profile (only 5 thoughts of this nature received a high star rating). The number of thoughts that support police presence in schools increased towards the lowest rating category indicating that these thoughts were not well supported.

Of the 160 thoughts for question 2, (**"What additional feedback do you have for the Task Force to consider going forward?"**)

- 21% of participants suggested **supporting other service providers** such as mental health support, counsellors and mediators, social and youth workers and

alternative programs at schools that focus on activities, as well as food and nutrition.

> *"Please consider other service providers who could support schools who are not part of the police. Students deserve mental health professionals, and trained educators to teach them about drug use and safety." (4.3 ☆)*

- 17% of participants spoke to the **need for diversity, inclusion and equity to be a top priority in the decision-making process** and advocated for the police to engage with anti-racism and anti-oppressive education.

> *"Be comfortable with not deciding based on the majority. If there is a group of people who do not feel safe with police presence in schools, they should not be discounted. Do not ignore the marginalized." (4.2 ☆)*

- 17% indicated that **police presence in schools is good for relationship building**.

> *"Having police visit schools to build rapport and provide relevant information and reduce stigmas is ok. All children from all backgrounds and orientations need to be treated equally with respect and dignity." (3.6 ☆)*

> *"Let's build bridges. We are better off together." (3.6 ☆)*

- 13% wanted to know more about the police presence in schools' programs (SROs and elementary school programs), including what data is collected, what the impacts have been and how police officers are chosen?
- 12% indicated they felt the program was positive
- 8% indicated they felt the program was negative
- 4% wanted to make sure student voice was heard
- 4% indicated that police presence is positive as a safety measure
- 1% indicated that there are other ways to engage youth outside of schools (e.g., camps or sports) and 1% indicated that it does not have to be 'all or nothing' and that maybe there are ways to amend the program.

The majority of participants suggest alternative supports for students instead of police presence in schools which compliments the findings of the first question.

Differences and Commonalities

The analysis below looked more closely at the differences and commonalities of different groups within the Town Hall exercise. The figures show that members of Side A will rate Side B thoughts low and vice versa. These figures also illustrate where groups overlap or share common ground in their ratings of thoughts.

DIFFERENCES

Police presence in schools [Side A: 43 people | Side B: 34 people]

Side A

It further marginalizes students of colour or those with complex needs. There's no place for police in schools.

★ 4.9 ★ 1.1

Police presence simply does NOT belong in the UGDSB school community. Whatever role the police might play at schools is absolutely best served by employing counsellors, mediators, and other professionals insted

★ 4.9 ★ 1.0

Side A/B Common (high)

Schools are for learning

★ 4.6 ★ 3.9

The education system should provide opportunity to respect and honour one another

★ 3.9 ★ 4.7

Side B

I think that the police presence in school has had a positive affect on my children and children in general. The police who went to the school was positive, approachable, non intimidating etc. It gets kids thinking about policing , and are approachable.

★ 1.4 ★ 4.9

We appreciate the historic and continued presence of our Police in our school. Provides for building positive relationships between our children / students and our Police as well added security to students and faculty

★ 1.3 ★ 4.6

Figure 5, Group differences and similarities in reference to police presence in schools.

Role of police in schools [Side A: 43 people | Side B: 33 people]

Side A

Non familial relationships are especially important for youth who do not have strong family relationships

★ 4.7 ★ 1.3

I agree with the idea of having a police presence but with a focus on youth engagement and not necessarily enforcement I think our youth need positive reinforcement from the police and to understand how they can integrate well

★ 4.8 ★ 1.8

Side A/B Common (high)

Schools are for learning

★ 4.0 ★ 4.4

Police presence should only be in the schools to educate, not to police our children.

★ 4.1 ★ 4.0

Side B

The police are not teachers or social workers.

★ 1.4 ★ 4.8

I believe that schools should emphasize meeting root level causes of student behaviour rather than merely policing it. This is important because merely policing symptoms of problems never actually addresses the problems themselves.

★ 2.0 ★ 4.5

Figure 6, Group similarities and differences in regard to role of police in schools.

These illustrations show how polarizing the issue of police presence in schools is for some groups. Side A/B illustrates where 2 groups align. It is clear that neutral statements such as 'schools are for learning' are easy to agree on however they do not directly address the issues around policing in schools. Similarly, in Figure 6, Side A and Side B that sit in opposition in regard to the role of police in schools, align on learning and education.

Summary of Community Town Hall and Survey

The Community Survey results showed that the majority of the BIPOC and 2SLGBTQIA+ school community (students, staff and parents) do not support police presence in schools. In addition, the Community Town Hall revealed that the highest rated thoughts were those that are not in favour of police presence in schools. These findings show broad community support for the removal of police from schools and the use of alternative mental health and youth supports (e.g., social workers) instead of police.

Student Survey

The student survey was conducted from November 30 - December 11, 2020 and was voluntarily completed by 1668 students in the UGDSB in grades 10, 11, 12 and 12+. Students were asked the following questions.

1) What grade are you in?
   - 9-10
   - 11-12+
2) What gender do you identify with?
   - Cis gender Man
   - Cis gender Woman
   - Non-binary
   - Transgender Man
   - Transgender Woman
   - Two-spirited
   - My gender is not listed
   - Prefer not to answer
3) What race do you identify with?
   - White
   - Black
   - Indigenous
   - Other POC (Person of Colour)
   - Prefer not to say
4) Are you a member of the 2SLGBTQIA+ Community?
   - Yes
   - No
   - Prefer not to say
5) Your previous interactions with School Resource Officers (SROs) in high school have been:
   - Positive
   - Neutral
   - Negative
   - I have not had any interactions with my SRO
6) Have you ever felt discriminated against by an SRO? *[DISCRIMINATION is the unfair or prejudicial treatment of individuals or groups on the basis of grounds set out in the Ontario Human Rights Code such as race, sexual orientation, disability or on the basis of other factors. Discrimination, whether intentional or*

unintentional, has the effect of preventing or limiting access to opportunities, benefits, or advantages that are available to other members of society. Discrimination may be evident in organizational and institutional structures, policies, procedures, and programs, as well as in the attitudes and behaviours of individuals.]

- Yes
- Somewhat
- No
- Other: Please Specify
- I have not had any interactions with my SRO

7) Are you comfortable with SROs in your high school?
- Yes
- Neutral
- No
- Other: Please Specify

8) Would you feel negatively impacted if the SROs were removed from your high school?
- Yes
- Somewhat
- No
- Other: Please Specify

9) Please enter any comments or positive/negative experiences you have encountered regarding SROs: [Long Answer]

In general, the results show that 57% (n=953) of students have not had any interactions with SROs. Furthermore, the data shows that 20% (n=334) had positive interactions with SROs, 18% (n=304) had neutral experiences with SROs and 5% (n=77) had negative experiences with SROs.

Your previous interactions with Student Resource Officers (SROs) have been:

I have not had any interactions with SROs. ● Positive ● Neutral ● Negative
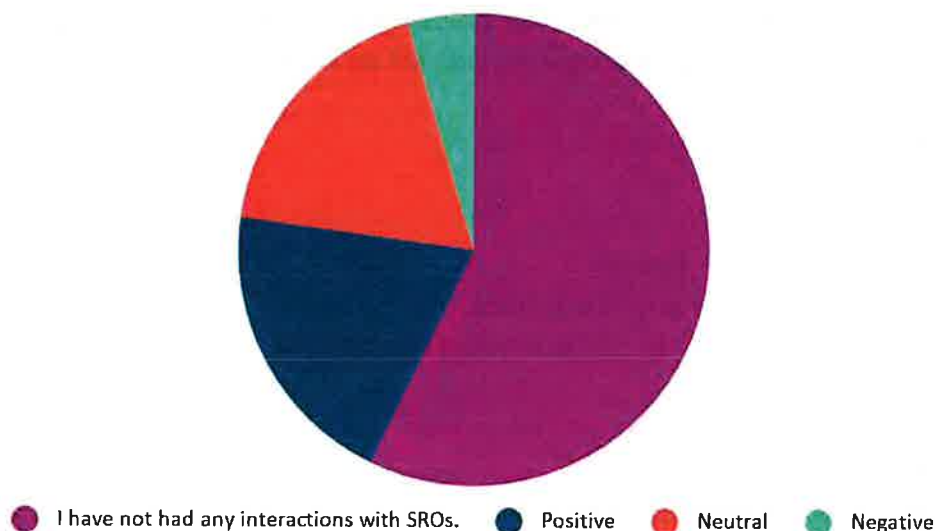
Figure 7, Student interactions with SROs perceived as positive, negative and neutral.

Sexuality Data

The survey data was disaggregated by sexuality to further explore the opinions and experiences of specific student groups. Students were asked if they had ever felt discriminated against by an SRO.

Discrimination by Sexuality

Discrimination is the unfair or prejudicial treatment of individuals or groups on the basis of grounds set out in the Ontario Human Rights Code such as race, sexual orientation, disability or on the basis of other factors. Discrimination, whether intentional or unintentional, has the effect of preventing or limiting access to opportunities, benefits, or advantages that are available to other members of society. Discrimination may be evident in organizational and institutional structures, policies, procedures, and programs, as well as in the attitudes and behaviours of individuals.

Have you felt discriminated against by an SRO?
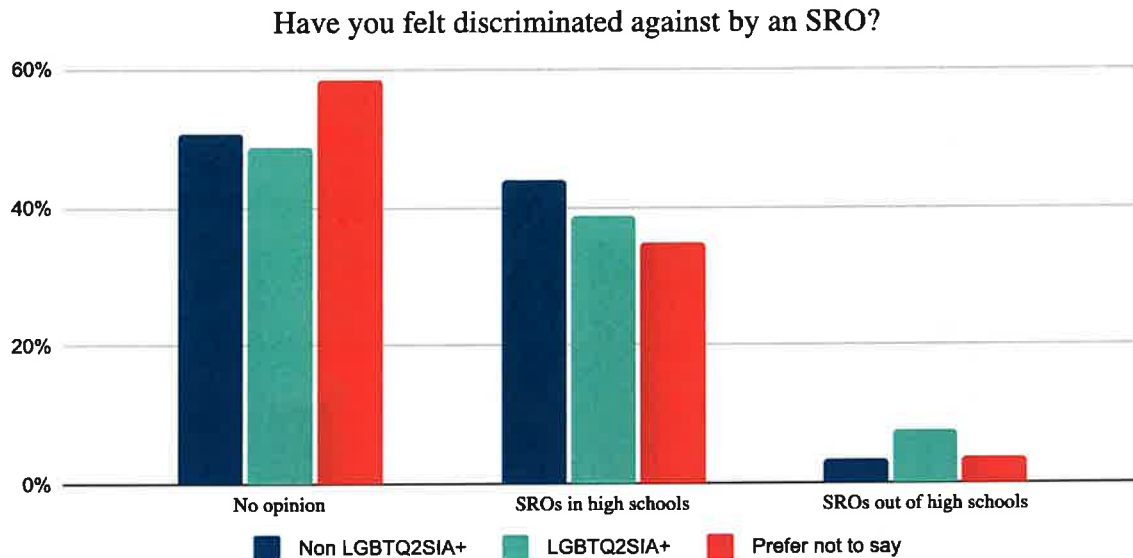
Figure 8, 2SLGBTQIA+ and non 2SLGBTQIA+ students' feelings of discrimination by an SRO.

- The majority of Non 2SLGBTQIA+ students, 51% (n=653) and 2SLGBTQIA+ students 49% (n=132) did not have any interactions with SROs

- 44% (n=566) of Non 2SLGBTQIA+ students and 39% (n=105) of 2SLGBTQIA+students did not feel discriminated against by an SRO

- 3% (n=44) of Non 2SLGBTQIA+ students and 8% (n=21) of 2SLGBTQIA+students felt somewhat discriminated against by an SRO

- 2% (n=28) of Non 2SLGBTQIA+ students and 5% (n=13) of 2SLGBTQIA+students felt discriminated against by an SRO

2SLGBTQIA+ students were more likely to have interactions with SROs than Not 2SLGBTQIA+ students. 2SLGBTQIA+ students were 2.5 times more likely to feel somewhat discriminated against by SROs than Not 2SLGBTQIA+ students. 2SLGBTQIA+ students were 2.5 times more likely to feel discriminated against by SROs than Not 2SLGBTQIA+ students.

The **data results show a clear correlation between sexuality and the likelihood of feeling discriminated against by an SRO with 2SLGBTQIA+ students at an increased risk** compared to their Non 2SLGBTQIA+ student counterparts.

Stance on SROs in/out of high schools by LGBTQ2SIA+ identity
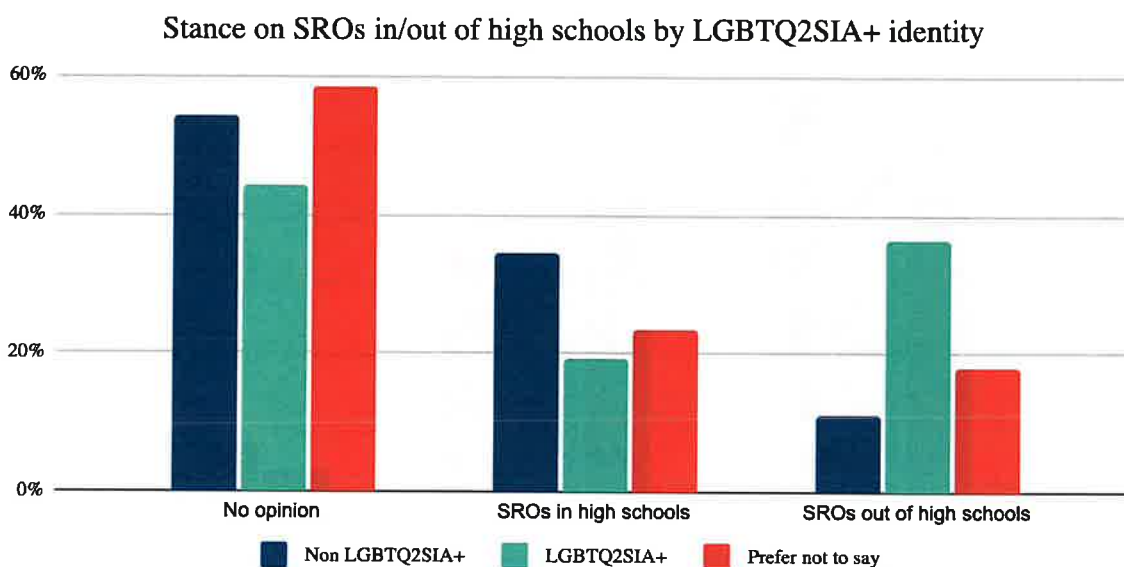
Figure 9, 2SLGBTQIA+ and non 2SLGBTQIA+ students' stance on SROs in secondary schools.

- 34% (n=445) of Non 2SLGBTQIA+ students and 19% (n=52) of 2SLGBTQIA+ students wanted SROs in secondary schools.

- 11% (n=144) of Non 2SLGBTQIA+ students and 37% (n=120) of 2SLGBTQIA+ students wanted SROs out of secondary school.

Non 2SLGBTQIA+ students were 1.5 times more likely than 2SLGBTQIA+ students to want SROs to stay in secondary schools.

2SLGBTQIA+ students were 3 times more likely than Not 2SLGBTQIA+ to want SROs out of secondary schools.

Race Data

Student survey data was disaggregated by race to further explore the experience of racialized students in relation to SROs.

Interactions with the SRO by Race

As stated previously in Table 9, 79% of students are White, 14% identify as People of Colour, 3% identify as Black, 2% as Indigenous and 3% prefer not to say. The graph below shows that 67% (n=32) of Black students, 42% (n=11) of Indigenous students,

71% (n=163) of Other POC students, and 55% (n=718) of White students have not had any interactions with the SROs. The data shows that Indigenous students are most likely to have interactions with SROs.

Student previous interactions with SROs
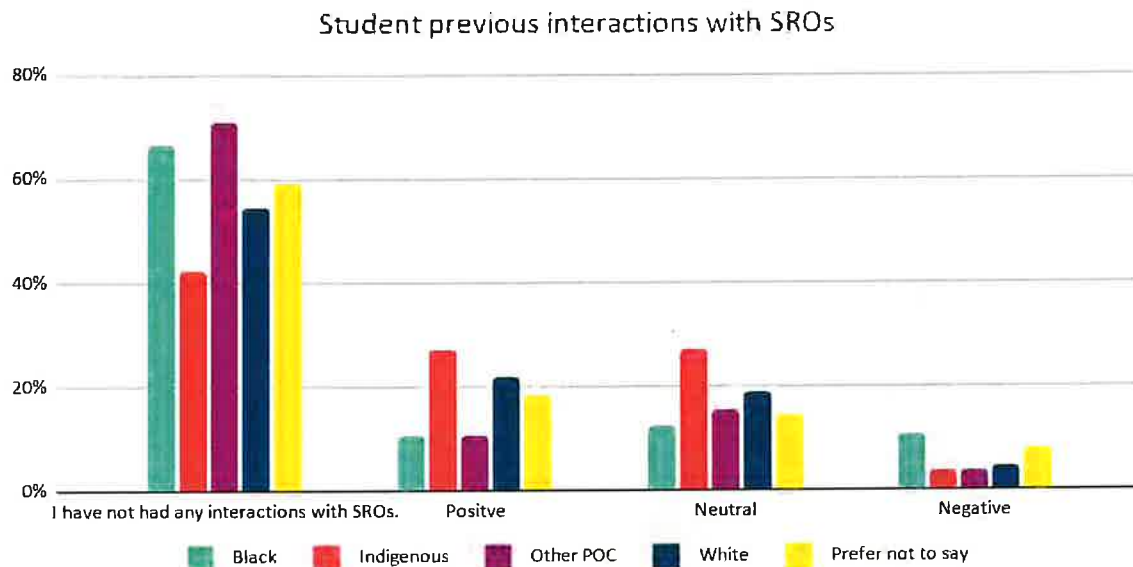
Figure 10, Student interactions with SRO by race.

Positive Experiences with SRO by Race

10% (n=5) of Black students, 10% (n=24) of other POC, 27% (n= 7) of Indigenous students and 22% (n=289) of White students had positive interactions with SROs. Indigenous students were most likely to have interactions with SROs and were 2.5 times more likely than Black and other POC students to have positive interactions with the SROs. Black and other POC students were both equally the least likely to report having positive experiences with the SRO. White students were more than twice as likely as Black and other POC students to report positive interactions with SROs.

Negative Experiences with the SRO by Race

10% (n= 5) of Black students, 4% (n=1) of Indigenous students, 3% (n=8) of Other POC students, and 4% (n=59) of White students have had a negative experience with SROs. **The data shows a clear correlation between race and negative experiences with SROs.** Black students are 2.5 times more likely than White and Indigenous students, and more than 3 times as likely as other POC students to have had negative experiences with SROs.

Discrimination based on Race

Below, the results show that 6% (n=3) of Black students felt discriminated against by an SRO. The data further shows that 3 % (n=7) other People of Colour students felt discriminated against by an SRO. Lastly, only 2% (n=29) of the White student population felt discriminated against by an SRO.

Have you ever felt discriminated against?
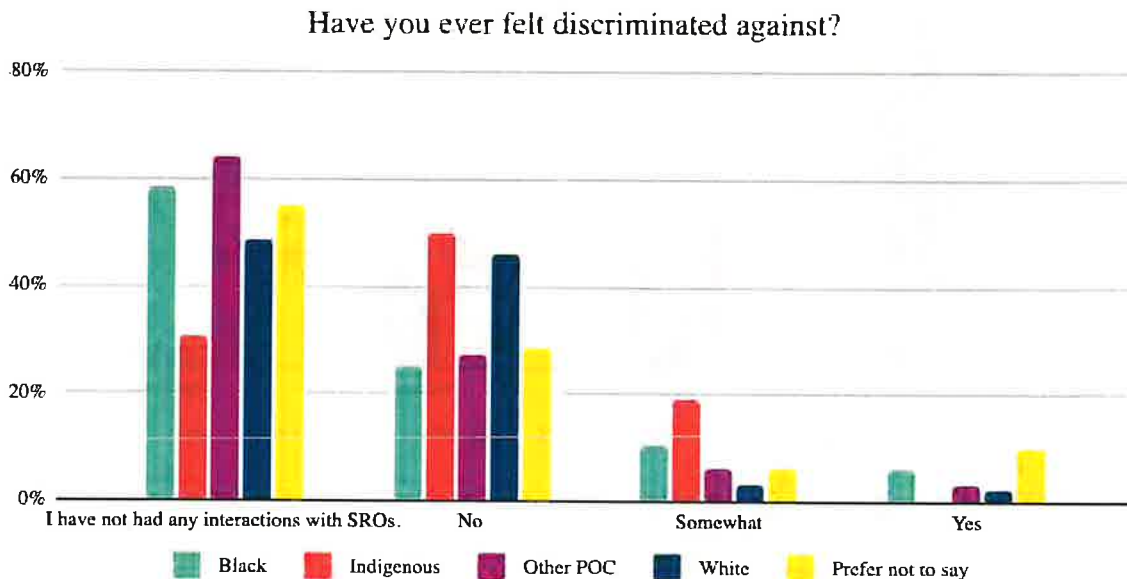
Figure 11, Students felt discriminated Against by an SRO.

It is important to look at the data not just by the percentage but also in comparison to other racial groups. Black students were twice as likely than other People of Colour to feel discriminated against by an SRO. Black students were 3 times more likely than White students to feel discriminated against by an SRO.

The data shows a clear correlation between race and the likelihood of feeling discriminated against. White students are the least likely to feel they have been discriminated against and Black students are the most likely to feel that they have been discriminated against.

Although no Indigenous students reported that they had felt discriminated against by an SRO, Indigenous students were the most likely to report feeling somewhat discriminated against by an SRO in comparison to Black, other POC, and White students.

Race disaggregated data addressing the question: Do you want SROs in Secondary Schools?

Do you want SROs in high schools?
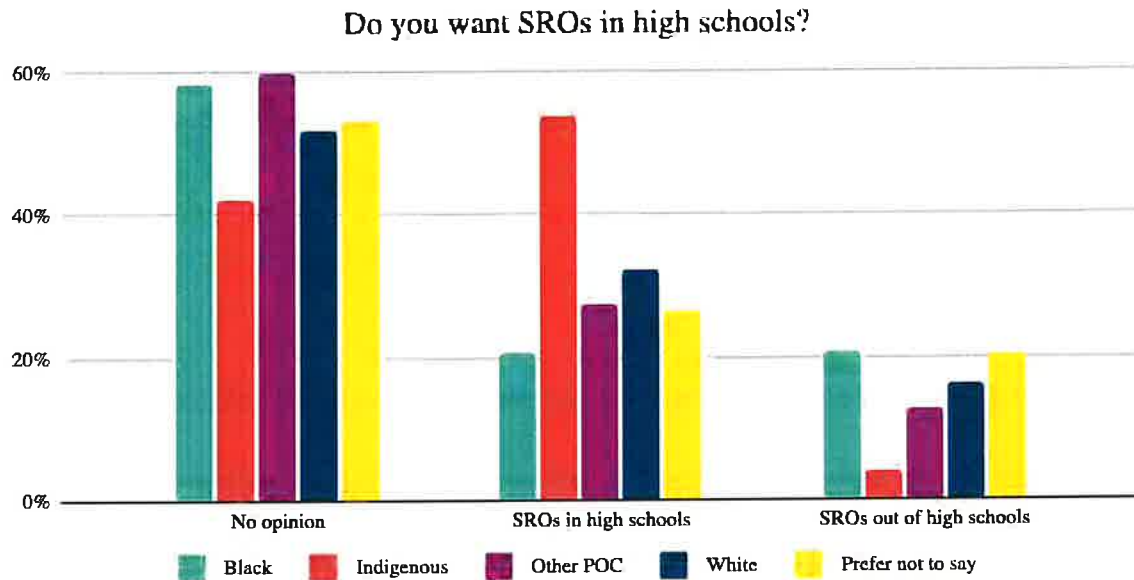
Figure 12, Students want/do not want SROs in secondary school.

Support for and against SROs in Secondary Schools

21% (n= 10) of Black students, 54% (n=14) of Indigenous students, 27% (n=63) of Other POC students, and 32% (n=422) of White students want SROs to remain in secondary schools.

Indigenous and White students were most likely to want SROs to stay in secondary schools while Other POC and Black students were the least likely to want SROs to stay in schools.

21% (n=10) of Black students, 4% (n=1) of Indigenous students, 13% (n=29) of Other POC, and 16% (n=212) of White students want SROs out of secondary schools.

Black students are the most likely to want SROs out of secondary schools followed by White students while Other POC students and Indigenous students are the least likely to want SROs out of schools.

It is important to reflect on the results in a way that prioritizes not the largest population but the largest negatively impacted population. Black students are overrepresented in negative experiences with SROs and underrepresented in positive experiences with

SROs. This suggests that Black students are at the highest risk of experiencing harm with SROs in secondary schools in comparison to other racial categories.

Indigenous students are overrepresented in feeling somewhat discriminated against by an SRO and also have the highest contact with SROs in secondary schools. Simultaneously, Indigenous students are the least likely to want SROs out of secondary schools.

Student Comments

💬 Positive

"Really well. Felt very inclusive when I first came to the school," (Black Student).

"I felt safer at school and knowing some police officers already out of high school I felt like if I ever need help with an issue, I can easily go talk to them and not feel like they would make fun of it. I also had some days where me and the police officers just stood there to have a conversation which made my day because they always made me laugh," (Indigenous student)

"I have had no experiences with SROs; however, I think they are important for school and student's safety and crime prevention at school," (POC student).

💬 Negative

"Racial bias is why I feel SROs need to be more diverse," (POC student)

"Putting police in schools contributes to the school to prison pipeline which disproportionately affects BIPOC youth," (White student).

"Police presence should not be in schools at all times ONLY when necessary. By having police presence in school, you put students in direct contact with the justice system, a corrupt justice system. More often than not there is prejudice against POC and people in the 2SLGBTQIA+ and they are often targeted, children should NOT have to deal with this issue especially in school where they are supposed to be SAFE and feel trusted by adults. Police presence almost completely eliminates their feeling of safety in school, and they are most likely already face discrimination from peers or outside of school, there is no need for them to face that even more, and in school where the main focus is to learn," (White student).

💬 Compromise

"one may be okay to have because they can be really helpful but having multiple around the school could be scary and I know they are just there to help but people that have different views on," (POC student).

"If SROs are placed in secondary schools, I would like them to be there to build trusting relationships with students and not there to simply enforce rules or get students in trouble. I would like them to be gentle and compassionate, and not use force on anyone other than basic self-defence, nothing too hurtful," (POC student).

"I think that it is important to have some sort of authority regarding schools in general as there are things that may require the SROs, I figure it is beneficial to have them in case of a situation that may require their service. It would be better to have them than not and be in the situation where they are needed. I can also see how some students may not want them in the schools, but personally I believe it's better to be safe than sorry," (White student)

💬 Mental Health

"I believe we should be prioritizing the presence of an actual teen mental health professional in the school as well as a sexual health nurse that is there more regularly." (White student)

"I've had interaction with a school police officer when talking about an abusive relationship. He was helpful but having police in the school made me uncomfortable," (White student).

"Most were positive, I felt the officers needed some more mental health training to handle certain situations," (White student).

💬 Intimidation

"They shouldn't carry guns in the hallways if they need it have a safe in their office," (White students)

"I'm terrified of police officers, seeing them automatically sends me into an extreme panic so seeing them at school is really not ideal for me," (POC student).

"A few times, the SRO at my school disrupted class to search a classmate for drugs. It was stressful and made me feel extremely uncomfortable in my learning environment, especially since both times, the student in question didn't have any and was visibly upset after," (White student)

"SRO's have made people feel more anxious and oppressed than they should in a school environment. Even if they don't mean too. It's the multiple accounts of violence against people of colour," (White Student).

Summary of Student Survey

Although the majority of students had no opinion at all about SROs in secondary schools and have not interacted with SROs, when the data was disaggregated to explore the experience for students from marginalized communities, the Task Force found that:

- 2SLGBTQIA+ students were 3 times more likely than Non 2SLGBTQIA+ to want SROs out of secondary schools
- Black students are more likely to have negative experiences with SROs and want SROs removed from secondary schools
- Indigenous students interact with SROs the most and are most likely to feel somewhat discriminated against

It is clear that marginalized student communities experience the most negative impacts of SROs in secondary schools.

Additional Feedback Received

In addition to the community consultation, letters from individuals and organizations were received by the Task Force. In addition, public statements were made by organizations in response to questions and concerns around police presence in schools. These opinions were not sought by the Task Force. They are summarized below as they reflect different perspectives in public opinion.

Student Voice

Two letters were received from students at Centre Dufferin and the other unknown. Both letters spoke out against police presence in schools citing the negative impacts on marginalized students and the systemic oppression of policing in Canada.

One student presented to the Task Force and spoke to a positive relationship with the SRO officer at their school. When asked if the relationship with this particular officer increased the student's trust of other police officers, the student indicated that it did not.

Community and Public Voice

There were 7 letters from individuals and 4 letters from organizations or individuals representing organizations received by the Task Force. The letters were reviewed, and a synopsis provided.

The Guelph Black Heritage Society (Guelph), A Neighbourhood Group (Guelph), and Shelburne Task Force (Shelburne) all spoke out against the continuation of police in schools. These organizations highlighted the negative impact of police in schools on BIPOC students specifically. They noted that negative relationships between the police and the BIPOC community outside of schools influence the impact that police officers may have in schools.

A Mayor of a location in the UGDSB spoke out in favour of police in schools. One person (adult man, Guelph) who has worked closely with police services spoke out in favour of police in schools citing efficient and proper legal protocols for dealing with student conflict and building relationships as the main reasons to continue to have police in schools. One person (adult man, Guelph) who is a retired police officer also wrote in favour of police in schools again citing 'building relationships' between police and the community.

One individual (adult man, Guelph) sent a letter who did not identify any relationship to the UGDSB (e.g., parent, staff etc.) and spoke out against police in schools citing the unfair targeting of Black and Other students of Colour and the perpetuation of bias and long-term impacts (school to prison pipeline).

Four parents from across the board (Guelph, Shelburne, Dufferin County) sent letters and none of them were in favour of police in schools. Parents suggested that the program should be limited to scheduled classroom visits for workshops and presentations and that police in schools create a tense learning environment.

Discussion of the Research

The community policing model includes a triad of objectives, including education, counselling and law enforcement. Effective relationship building is recognized as important to supporting the core functions of SROs.[12] Research has found however, that the majority of relationship building is with administration not with students (Broll & Howells, 2019) and the ability of the SRO to build relationships largely depends on the individual's interpersonal skills and ability to work with youth.

"From a community policing perspective, fostering positive relationships with members of the school community should be essential to the success of SRO programmes (Canady et al., 2012; Trotman and Thomas, 2016); however, building these relationships has proven to be one of the most difficult elements of programme implementation (Briers, 2003; Coon and Travis, 2012; Dickmann and Cooner, 2007; Finn et al., 2005; Theriot and Cuellar, 2016). Perhaps for this reason, school principals rank communication skills and rapport as more important qualities than specialized training for SROs (May et al., 2004)" (Broll & Howell, 2019)

Interviews with administrators, mental health, psychology and equity staff in the UGDSB support these findings. The **personality and ability of individual officers to understand and mesh with the school community** is essential to the success of the SRO program. How officers are assigned to the role of SRO, trained and evaluated is inconsistent however, and has no input from the school board or educators. It is clear from the research that some officers are excellent communicators, work well with youth and effectively build trust and relationships. Other officers, however, appear not to like teenagers, and intimidate and use fear as a learning tool. In addition, students report that comfort with an individual SRO does not translate to comfort with the police at large.

In addition, there is an **inconsistent understanding of the role of SROs** across the board. All administrators interviewed were unaware for example, that SROs were assessed by their supervisors in policing and that administrators could participate in that assessment. No administrator had ever had feedback requested from them. Mental health and psychology staff of the UGDSB reported not fully understanding the role of SROs. Within policing how the SRO program is implemented, how data is recorded, and the levels of officer engagement and officer evaluation is not standardized.

The benefits of police presence in schools cited by administrators, mental health, psychology and equity specialists at the UGDSB include **education** in the form of

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[12]Ibid Fitzgerald R. p.45

classroom presentations and that SROs can often be a **good resource** for administrators and other staff for quick consultation on legal issues and quickly connecting students to resources (e.g., IMPACT team). Administrators express preferring an officer they know to an officer they don't know because of concerns around some officers' ability to interact with students. This points to a larger problem surrounding officers' behaviour with youth in general and perhaps lack of training on youth mental health. Officers report **relationship building** as the most rewarding aspect of the SRO program and discuss other activities they participate in as a part of the school community, for example coaching sports teams, participating in the Terry Fox Run, and serving lunch in cafeterias. These interactions are positive aspects of student engagement and although unrecorded and informal could be explored further as an alternative focus for police-student relationship building.

School safety also arises as motivation for the SRO program. Reports of weapons possession and use, incidents involving drugs, suspension and expulsions and VTRA events indicate that events that threaten student and school safety are very low in the UGDSB and that school climate (which is high in the UGDSB) has a major impact on student behaviour and outcomes. An emphasis on supporting positive school climate could have a greater impact on school safety than policing.

Another theme that arose from the research is the need for **mental health supports for students**. Officers have basic mental health training and do deal with mental health issues at schools. Educators, students and the wider community identify alternative mental health supports as potentially more appropriate and effective than having police in schools. Social workers and child and youth counsellors, for example, are better equipped to deal with mental health issues than the police. Police reported 'a warm hand-off' to trained school personnel when engaging with students with mental health concerns.

The Student Survey and Community Town Hall and Community Survey all have similar results. **Marginalized communities are more likely to experience the negative impacts of school policing**. What should be noted is that police officers do not have to intend harm to cause harm. The harm remains as it is nested within the experience and context of the wider BIPOC community. Black students, staff and the Black community are most negatively impacted by SROs and support the removal of SROs from schools. Students who identify as People of Colour, Indigenous peoples and members of the 2SLGBTQIA+ community are also more likely to have had negative experiences with police than their White counterparts. There is also **broad community support as shown in the Town Hall meeting from both the BIPOC and White community to remove police from schools**. It is evident from the research that from a

police perspective, the SRO program is meant to build community and 'humanize' the police for youth. It is clear however that the **negative impacts of police in schools are disproportionately felt by racialized and marginalized communities.**[13]

The Equity and Inclusive Education Strategy introduced by the Ontario government in 2009, identifies the *"removal of discriminatory biases and systemic barriers to support the achievement and well-being of students."*[14] Results of this research found however, that police acknowledge they are present to enforce laws and conduct investigations. As educational institutions schools should be safe, respectful, focused on learning, and equitable. These are the values found within the Guiding Principles of the UGDSB (Appendix 8 Vision and Guiding Principles, UGDSB) and the UGDSB Equity Plan (Appendix 9, UGDSB Equity Plan 2019-2022). The negative impact of police presence on specific student communities, whether intended or not, is in conflict with the removal of systemic barriers cited in the Vision Statement and Guiding Principles and the Equity Plan of the Upper Grand District School Board.

Summary

As stated earlier, the interpretation of this data was conducted through an equity lens. Equity is about focusing on the experience of marginalized communities despite the fact that their experiences are not those of the majority. The interpretation of this data is also not about intention. It is about impact. Police interactions in schools cannot be removed from the wider historical and current community context. Ontario has a history of segregation, with the last racially segregated school in Colchester, Ontario closing in 1965 (The last racially segregated school in Nova Scotia closed in 1983 in Guysborough County).[15] The police have a long history of discrimination against and targeting of the 2SLGBTQIA+ community and were deeply entwined in Canada's colonization of Indigenous communities.

"...schooling is part of a web of interconnected and interdependent systems that reproduce inequities which contribute to poor social and educational outcomes for Black Canadians. While these systems have changed somewhat over time in response to public pressure, the racism that is inherent in each system (i.e., labour market, education, child welfare, policing, criminal justice system, media, etc.) combines in ways that reinforce the unequal treatment individuals experience in Canadian society. As

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[13] Ibid Towards Race Equity p.47

[14] Ibid Towards Race Equity p.47

[15] Henry, Natasha L., "Racial Segregation of Black People in Canada". The Canadian Encyclopedia, 27 May 2019, Historica Canada. https://www.thecanadianencyclopedia.ca/en/article/racial-segregation-of-black-people-in-canada. Accessed 10 February 2021.

such, it was argued that the education system is no better or worse than any other public institution in the ways it operates to disadvantage Black people."[16]

The full context of an individual and their community must be taken into account. This framework is called substantive equality and refers to the,

"achievement of true equality in outcomes...Substantive equality is both a process and an end goal relating to outcomes that seeks to acknowledge and overcome the barriers that have led to the inequality in the first place...Achieving substantive equality for members of a specific group requires the implementation of measures that consider and are tailored to respond to the unique causes of their historical disadvantage as well as their historical, geographical and cultural needs and circumstances...When substantive equality in outcomes does not exist, inequality remains."[17]

Substantive equality moves the conversation of equality beyond 'treating likes alike; in other words, assuming the same treatment is always appropriate for everyone. Instead Substantive equality embraces *"redressing disadvantage, redressing stigma, stereotyping and humiliation, social inclusion and political voice, accommodating difference and structural change."[18]* As stated in conversation with Alex Battick (January, 2020) *"Achieving substantive equality for members of a specific group requires the implementation of measures that consider and are tailored to respond to the unique causes of their historical disadvantage as well as their historical, geographical and cultural needs and circumstances."*

The data has shown that police presence in schools does not contribute to substantive equality for marginalized groups. Equity for all students in the UGDSB requires a holistic approach that not only 'levels the playing field' for marginalized students but also actively works to dismantle systems of oppression.

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[16] Ibid Towards Race Equity p. 47

[17] Government of Canada Jordan's Principle: substantive equality principles https://www.sac-isc.gc.ca/eng/1583698429175/1583698455266#chp2 Date modified 2019 -11-21

[18] Sandra Fredman, Substantive equality revisited, *International Journal of Constitutional Law,* Volume 14, Issue July 2016, Pages 712–738, https://doi.org/10.1093/icon/mow043

Summary statements are offered below from the Task Force (one staff and eight community members) who spent the past nine months attending weekly meetings, learning, discussing and unlearning. As requested by Trustees, the Police Presence in Schools Task Force held a town hall meeting, conducted surveys, engaged with police services and the community, heard personal stories of lived experiences, held discussions with subject matter experts, and engaged in literature reviews and research. The committee engaged in many discussions amongst themselves. They shared with each other, learned from each other, and gained a great deal of knowledge about police presence in UGDSB schools. Their voices need to be heard.

> *"There is no longer any question as to whether there is racism and discrimination within police agencies, in the interactions between police and the communities that they serve, as well as in the systems that police and school personnel operate in. There is a pervasive undertone of inequity and injustice that has been bleeding throughout our communities and despite the good intentions of many, it is still flowing. This Task Force has forced me to engage in introspection; to look at myself and inside myself in a way that I never have before. What does it mean to have white privilege? How have my life experiences as a white woman been different than those of a woman of colour? And most fitting to this report, how has my view and feelings toward the police been shaped by my white privilege? I no longer question whether these are valid questions. I now seek to find the answers. Although I know that these answers will be mainly found within, I will also look for and accept help from others. I will actively engage in potentially uncomfortable conversations. I will challenge the opinions of others. I will listen with curiosity and empathy. I will continue to grow as a person and as an UGDSB community member. This is what I challenge the Board and Trustees to do as well.*

The Policing Agencies that partner with the UGDSB have shown a commitment throughout the years to allocate a portion of their budget to the various programs that they engage in throughout the Board. As the UGDSB is aware, budgetary funds are a scarce and limited resource. Having community partners that are willing and able to set aside money and resources to help further the goals of the UGDSB in the education of students is not something that should be turned away. Many school boards have looked at and evaluated their relationships with police and some have decided to sever their ties with the police. Some UGDSB community members and community agencies would like to see the same happen with our Board. I urge the Board to consider an alternative to the yes or no answer to having a police presence in schools.

The alternative answer is yes, but not as it has been. The one thing that kept coming up time and again is that there is no defined program for the police presence. There is no clear direction, no job descriptions, no means of evaluation, no defined goals and no cooperation or collaboration between the Board and the Policing agencies. Basically, there's nothing. How can the Board make a decision about the future of a program that there is no mutual understanding of? This is the first place to start. The Board and the policing agencies should collaborate to produce a police presence in school programs with clear goals, job descriptions, methods of evaluation and expectations. These discussions should encourage all stakeholders to think outside the box. To envision new and different ways to foster a positive learning environment that includes the Police.

One option would be to civilianize the program. Change the structure of the program. Instead of uniformed officers within the schools, it should be civilianized. Many police organizations are civilianizing many traditionally uniform positions. Communications centres for 911 calls and dispatch used to be uniform; now all of those positions are civilian. Forensic identification (fingerprinting at the scene of crimes, photos at crime scenes) all used to be uniform; now it is civilians. The court services branch of police agencies is also now civilianized. The court services program is actually the one that I think is the best comparative to what I am thinking. By civilianizing these positions, the police agency was able to reduce the cost (uniform officers are much more expensive than civilians), they are able to tailor the qualifications (specific education and previous experience requirements), they are able to ensure staff retention (uniform officers are transferred on a fairly regular basis), and civilians are not covered under the Police Services act (this is what enables uniform officers to retain their positions even when criminally charged.) Considering that UGDSB is serviced by 5 different policing agencies, I foresee a collaboration with all of them. The 5 policing agencies would form a memorandum of understanding between each other (could be known as UGDSB policing partners) & the UGDSB. The UGDSB policing partners would re-allocate their SRO & VIP budgets to a central budget that would then fund a civilian program. Obviously, there are a lot of details that would have to be worked out. The civilian program would involve civilians that are employees of the police but do not wear a police uniform. They would wear a casual "uniform" consisting of jeans or other comfortable clothing and a golf shirt with a small crest identifying them as UGDSB police partner. These civilians could then fulfill the yet to be determined goals of the UGDSB police partner program (VIP, class presentations, etc.) The job qualifications for these civilians could be tailored to the specific things that have been previously identified as missing/lacking (experience with youths, specialized knowledge of the YCJA, teaching, etc.) Currently many policing agencies have current work agreements where people are employees of one agency but are seconded to another. (The firearms program is an example. Larger agencies have a uniform officer & a civilian seconded to the OPP in order to facilitate the program. These employees have supervisors within

both agencies and receive evaluations from both agencies.) I feel that an agreement like that would ensure that school staff have input as well as the policing employer. This suggestion would involve a lot of administrative changes, but I really think that it would be a good way of compromising and ensuring that the yet to be determined goals of the program are met.

We can't turn our backs on the police when they are reaching out, asking for our assistance, to help them become better. The trend of closing the door on the association between the police and school boards will only contribute to the expansion of the divide between racialized communities and the police. We know that societal change is excruciatingly slow to realize. The change within police agencies to a new, non-discriminatory, equity based, non-oppressive environment seems to be an even slower evolutionary event. But that does not mean that we should refuse their request for help or that we should refuse to help them in their quest to become better. Their desire for internal change can be used by the Board to pursue the Board's agenda. The Board can define the program, set the boundaries and reap the rewards. Yet the Police agencies will also benefit through internal improvements and improved public relations. It's a win/win. Let's keep the door between us open but only let them in on our terms."

"This has been a highly informative and rewarding experience, working with such a dedicated team of educators and community loving people. The professional views and reports presented to us during the course of the Task Force sought to be of an unbiased nature. I am proud to have been a part of this process and believe we did the best we could. Further I trust in this process and honour and support the outcomes and options of the Task Force as a whole.

My personal lived experience guides me through the decision to recommend no police in schools. Young ones affected by police presence in schools have established impressions prior to entering a classroom. Be it through their parents having been incarcerated or drugs and family violence. Police presence is an intergenerational issue for many marginalized students. It is not possible to ask young ones to differentiate between good (at school) cop and bad (at home) cop. Currently this reality is being hidden by the marginalized in shame. They are shamed in the school yard to have to answer the question of where's your Dad? When Dad is in jail. Shame is oppression, equity inclusion, anti-racism goals cannot be achieved in this atmosphere."

"No longer have School Resource Officers in schools as the program currently runs. Completely overhaul the position and program to reintegrate SROs in secondary schools. Hiring of SROs to include job description; specialized training to work with youth; plain clothed and unarmed officers; diversity in hiring (BIPOC, LGBTQ2IA+); outlined goals and measured outcomes.

Rebuild the position for the following reasons:
 a) Community partnerships with police services
 b) Education for students from trained SROs - specifically on mental health,
 substance misuse, human trafficking, police services and occupations within the
 field
 c) Engage with students, teachers and staff to build positive relations "

"I wanted to start off my recommendations by highlighting the commitments that
the UGDSB has said it makes to its students. These were taken from the board
website. [Mission & Vision Statement]

"The mandate of this group was to take an anti-oppressive look at the role of police in
schools. One of the things that we learned from the survey was that it was white
parents (based on the region's response) who in anonymity made it clear that they want
the SRO program in the school. Disaggregating this data from an anti-oppressive lens
tells us that this decision on the part of white parents is steeped in a white supremacy
view that the lives of Black students need to be policed. We will also remember that the
retired principals told us that the SRO program was started out of fear of "gangs from
Toronto". We understand this idea to be deeply racist and reeks of stereotypical views
of a Toronto community that is thought of as made up of BIPOC.

The Ministry of Education has told us that our buildings need to be considerate of the
needs of Black students' mental health and wellbeing. The requirement of the Ministry
aligns with the mission/vision of the UGDSB. We know that the schools in the UGDSB
are safe because there has not been a reported problem of safety concerns in the
schools and the police also told us this.

It was suggested in one of the Task Force meetings that perhaps the purpose of the
SRO is to build relationships with students. I would like to suggest that this is not the
purpose of education. I would also like to suggest that this goal could be accomplished
in a different setting. The Peel School board has a Youth in Policing Initiative (YIP). (In
this program students apply and spend time with the Police in their setting. The Guelph
Police Service currently runs three programs for youth including VIP, the summer YIPI
program, and the after school YEP.
I see the value of the VIP in elementary schools but there may even be another
community agency that could offer this program to the school board.

The TDSB suspended their SRO program in 2017. Please note that this program was
started after Jordan Manners was shot in his high school. The UGDSB has not had a
shooting incident in its schools.

Finally, I would like to encourage the UGDSB trustees to be brave and to join this progressive wave that values the lives and experience of ALL its students. Be brave. If the Ruby Bridges story taught us anything is that you must take a bold stance, despite the fear and hate. I say no to SROs in schools.'

"The positive impacts of SROs (for students) are localized and limited and do not 'spill over' to include all police officers; they are largely dependent on the personality of that particular officer. We cannot rely on 'personality' for a program that impacts so many students. The positive impacts do not outweigh the negative impacts both real and potential that having a uniformed and armed police officer in a school can have. If the UGDSB is concerned with equity, then the potential for harm in particular for marginalized communities is unacceptable.

The SRO program is inconsistent in its application, has no metrics to judge success and lacks any type of evaluation framework. The most pressing safety issues identified thus far in schools are to do with mental health and these issues, although sometimes handled by SROs could be handled (perhaps more effectively) by other trained professionals.'

"Throughout the past nine months, the Task Force has attempted to get an accurate illustration of the current climate of the SRO program and how it is viewed through the lens of police, community members, and students. We asked police about the SRO program, conducted a Thought Exchange Town Hall within the community, and gathered some anecdotal records from students and school staff. While opinions on the VIP and SRO programs did vary, one central theme was that the role of SROs are essentially undefined. We still need to distinguish if SROs in secondary schools are a resource for students rather than just security, and what their exact role in schools is. We gathered many opinions from the community, and then asked students how they feel towards having SROs in their schools. Our recommendations need to benefit all the students of the UGDSB equitably. SROs should not be in UGDSB secondary schools."

"This program began in 2002 and has been unsupervised by UGDSB. We need to make sure it is a positive program in UGDSB schools just as other programs are assessed to track progress towards meeting goals and improving educational outcomes. There are a lot of stringent criteria for any other professional to meet before they can enter a school property. For example, a privately hired speech therapist is not allowed to work with a student within the schools but we allow police to enter without any type of screening from the school board. There is inconsistency in how this

program has been operating in comparison to any other program within the UGDSB system. The SRO program should not continue in this way. Running a program without accountability for expected outcomes and goals is not acting responsibly.

No matter what the recommendations are, the UGDSB should not continue with the status quo and that will require work to be done after the recommendations of the Task Force have been presented. If we are truly an education system, perhaps we have to look at creating change in society by using this program to educate the police system on how to interact with all of society and one place to do that work is with students. They are future police officers in our schools. I know that for many the idea is to eliminate any potential harm by removing the SRO program but if the goal is to improve society overall and change interactions in the future then creating a program where police actually become more educated and consistent in relationships with all citizens means that they need to have a space to do that. It may not be possible to create a program where police LEARN to work and respect all of our society. I think that we should at least look at that possibility. The key would be that the school board drives the terms of the program using the experience of our multi-discipline experts to create and monitor it and they ALLOW police to join if they meet the criteria we set. Police will continue to exist so maybe we need to take an opportunity to improve things from another direction."

"My perspective is that there should be a clear purpose and role definition for the police in schools should it continue, particularly at the secondary level. There currently is a wide range of understanding of what the role of the officers is within the school and this role needs to be adjusted if it is to continue.

"To date, I am not comfortable saying categorically yes or no with the information provided. If there are concerns that cannot be ameliorated through consistent role definition and performance feedback mechanisms that are inclusive of school staff input, then the police presence shouldn't continue as it currently exists. There have been very good aspects of the program identified (i.e., drug education) that might be worth noting to continue that role somehow.

I have heard the concerns that have been raised and I do wonder if an appropriately scoped role could address some of the concerns that have been raised so far in the spirit of reconciliation and relationship building between the BIPOC community and police. When we put ourselves outside of our comfort zone, avoidance is not the best way to achieve skill growth and personal development. Finding ways to equip students and the police with tools and a safe environment for facing challenging situations, growth may happen. When avoidance is practiced, people are not challenged to put theoretical learning and relationship building into practice and may end up remaining in

their comfort zone or fear zone. My daughter learned about this model in her CELP course in secondary school. Are we able to positively shift the role of police in the schools beyond comfort and fear zones into a learning zone and ultimately have students and police find themselves in a growth zone?

I feel there is merit in consideration for a thoughtfully defined role as I have not found the broader feedback to be overwhelmingly negative toward police presence in schools. However, as the role currently exists, there is not enough evidence to suggest that the police presence in school is working as effectively as it should be."

"Students freely told us that they feel unsafe, disrespected and or excluded. Students said they feel uncomfortable with police in their school and that they are victims of racial profiling in some cases. We need to listen, and we need to act. Anti-Black racism continues to be a pervasive problem in education. The UGDSB created an anti-racism statement and posted it on the website in June of 2020. It is now time for the UGDSB to stand behind that statement through their actions."

"Desired Outcomes Related to police in schools need to be considered. These outcomes need to recognize and strive to address the power imbalances that exist between the police and those they are to serve. Outcomes that create anti-racist spaces need to be free from oppression and discrimination. SROs as they currently exist in schools, are not safe for students."

Summary of the Task Force Committee Members Statements

The Police Presence in Schools Task Force committee members reached unanimous agreement on the 7 recommendations offered to trustees.

Elementary Schools

What the Task Force heard and learned:

- Foot safety patrol training (including street, driveway, and parking lot patrols) and bus patrols training is important training police offer to elementary schools.
- In some schools, police officers are seen as community helpers. Community helpers are part of the curriculum. Students learn about safety and safe people in their community.
- In some schools, teachers appreciate the safety presentations provided by police officers.
- Some students experience trauma when an officer comes into their classroom.
- There is no data (current or longitudinal) available about the effectiveness of the elementary police presentations.
- There has been no data collection or evaluation of police presentations in elementary schools.
- The police services stated that the UGDSB determines what role police play in schools.

Secondary Schools

What the Task Force heard and learned:

- The success of the SRO program depends on the personality and ability of the individual officers, who may/may not understand and mesh with the school community.
- How officers are assigned to the role of SRO, trained and evaluated is inconsistent, and the school board or educators have no input into this process.
- Students report that comfort with an individual SRO does not translate to comfort with the police at large.
- Administrators, mental health, psychology and equity staff in the UGDSB see value in the classroom presentations offered by police.
- SROs can often be a good resource for administrators and other staff (e.g., quick consultation on issues, connecting students to resources such as the IMPACT team).
- Officers report relationship building as the most rewarding aspect of the SRO program and discuss other activities that they attend within the

school community (e.g., coaching sports teams, the Terry Fox Run, and serving lunch in cafeterias, Special Olympics).

- The student survey, community town hall and survey all have similar results. Black students, staff and the Black community are most negatively impacted by SROs and support the removal of SROs from schools.
- Students who identify as People of Colour, Indigenous Peoples and members of the 2SLGBTQIA+ community are also more likely to have had negative experiences with police than their white counterparts.
- There is community support, as indicated in the community town hall, from both the BIPOC and the White community to remove police from schools.
- Police presence in schools does not contribute to substantive equality for marginalized groups.
- Equity for all students in the UGDSB requires a holistic approach that not only 'levels the playing field' for marginalized students, but also actively works to dismantle systems of oppression.

Recommendation # 1:

That the UGDSB and police services continue to deliver all foot safety patrol training (including street, driveway, and parking lot patrols) and bus patrol training.

Action:

1) The school safety supervisor and police continue to work together to ensure students are receiving the necessary training required for all foot safety patrol and bus training.

Recommendation # 2:

That as per the Violence Threat Risk Assessment (VTRA) Community Protocol, the presence of police at all UGDSB schools continues when a VTRA is activated.

Action:

- No action required at this time.

Recommendation # 3:

That all police presentations be vetted using the Presentations in Schools Guidelines (updated in 2019) developed by the Student Support and Program Services department of the UGDSB.

Actions:

1) The UGDSB review all elementary police presentations to ensure current and grade appropriate curriculum links.

2) All police presentations be reviewed through an equity, anti-racist and anti-oppressive lens.

Recommendation # 4:

That all students and parents be notified in advance of all police presentations at school.

Action:

1) A letter informing students and parents of the date, time and purpose of the presentation be sent home by the administrator of the school.

Recommendation # 5:

That staff collect feedback from students and staff on all police classroom/school presentations.

Actions:

1) UGDSB board staff (with input from police) create grade and age-appropriate feedback forms and/or surveys for all students and staff to complete following a police presentation.
2) Classroom/school feedback be shared with police and used to update and improve presentations.

Recommendation # 6:

That the School Resource Officer program in the UGDSB be discontinued.

Actions:

1) The *Police/ School Board Protocol for The Investigation of School Related Occurrences (as per Ministry of Education)* be used to guide the work between the Upper Grand District School Board and police services within the board's geographic boundaries.
2) *The Police/School Board Protocol for The Investigation of School Related Occurrences* be reviewed yearly by the UGDSB and Police personnel and include input from local police governance, school staff, students, and parents/guardians.

3) The yearly review of The *Police/ School Board Protocol for The Investigation of School Related Occurrences* include members of the BIPOC community and those living in the margins.

Recommendation # 7:

That administrators collect data on all incidents that police respond to at UGDSB schools.

Actions:

1) An internal data collection system be created for school administrators for the purpose of collecting data on police calls to schools.
2) Police services and board staff participate in a yearly review of feedback and data collected.
3) An annual presentation from police and UGDSB staff be provided to the Board of Trustees and include an analysis of the data collected (e.g., # of presentations, curriculum links, feedback from students, # of students not participating, calls to schools and outcomes of calls, and racialized/marginalized data).

Concluding Statement

The Police Presence in Schools Task Force sincerely acknowledges and thanks the many people whose perspectives have been captured in this report. The voices reflected throughout these pages were willingly and authentically shared, and never silenced. Martin Luther King Jr. stated that, "Our lives begin to end the day we become silent about things that matter." There is a great deal of data and 'voice' within this report. All voices were heard.

Appendix 1 - Biography Marva Wisdom

MARVA WISDOM, M.A. (LEADERSHIP)
SENIOR FELLOW, MUNK SCHOOL OF GLOBAL AFFAIRS AND PUBLIC POLICY
FOUNDER AND PRINCIPAL, WISDOM CONSULTING

A Senior Fellow at the Munk School of Global Affairs and Public Policy, Marva Wisdom is a committed leader provides her clients with the tools and courage they need to facilitate meaningful growth through promising practices in leadership, effective engagement, equity and inclusion. Her service delivery includes keynote speeches, workshop facilitation and design, chairing discussions & research. "I am committed to ending systemic racism by embracing diversity, demanding inclusion and building cultures of belonging. #ChangeStartsNow."

Marva has been a driving force as Director of Outreach and Engagement behind the well-received Black Experience Project (GTA), which is a seven-year research study of the lived experiences of the Black community living and working within the region.

She is the director of the ArtsEverywhere Festival where over four days, the festival offers lectures, conversations, music, artistic performances, circle gatherings, literary readings, exhibitions, and much more. As the publisher of ArtsEverywhere.ca, Musagetes co-presents the festival in partnership with the U of G and the Eramosa Institute. Marva's past projects have included: External Lead Advisor for the City of Guelph's long-term community plan, and president of Canadian Black History Projects. Marva has recently been asked to sit on hiring committees for both the Guelph Police Services senior leadership and the UGDSB.

Over the past three decades, Marva's volunteer work has included: being an active Rotarian for more than a decade; Board President of Kensington Market Jazz Festival; Advisory, Operation Black Vote Canada; founding past President of the Guelph Black Heritage Society (2010-2015), which acquired a historic British Methodist Episcopal Church associated with the Underground Railroad; Founding Chair, Institute of Canadian Citizenship Guelph Chapter (2008- 2013); Vice-Chair of the Canadian Centre for Diversity (2006-2013), fundraising cabinet member of the Canadian Museum for Human Rights (2006-2011); chair of two United Way campaigns with record-breaking results (2010 & 2011) and serving 14 years on the YMCA-YWCA Guelph Board; the last two as chair (2002-2016).

Marva's political engagements include the Prime Minister's appointment as co-chair of two policy platform committees and a three-year elected term as a national policy chair, shepherding equity-seeking policy priorities. Included among Marva's many recognitions are the Queen's Diamond Jubilee Medal, YWCA's Woman of Distinction Award, Toronto Police Exemplary Service Award, Jamaican Canadian Association's Community Volunteer Leadership Award, CIBWE Top 100 Canadian Black Women to watch and Guelph & Wellington County Trailblazer Award. Marva has her Master of Arts (Leadership) from the University of Guelph and has served the University in various capacities including as a member of 2017, twenty-year strategic planning committee; the honours and awards cabinet, as well as the College of Economics & Business' MA Leadership Advisory Board - receiving the College's inaugural Alumni with Impact Award.

Recent articles, publications and contributions include:
https://www.theglobeandmail.com/opinion/article-yes-canada-we-too-have-an-anti-black-racism-problem/
https://afpglobal.org/sites/default/files/attachments/generic/BrightPaper_MarvaWisdom.pdf
New book release - November 23, 2020 – author/contributor
Collecting Courage: Joy, Pain, Freedom & Love, publisher. Gail K. Picco Books imprint of Hilborn's Civil Sector Press
https://hilborn-charitynews.ca/articles/collecting-courage-seen-as-major-breakthrough-past

Appendix 2 - Police Task Force Meetings, Activities and Events Timeline

Date	Activities
Feb 9, 2021	**Committee Meeting:** Data analysis presented
Feb 2, 2021	**Committee Meeting:** Presentation from Alex Battick (Human Rights Lawyer)
Jan 26, 2021	**Committee Meeting:** Outline of report shared
Jan 6 - 25, 2021	Analysis of data and report outline
Jan 5, 2021	**Committee Meeting:** Student survey results presented
Dec 8, 2020	**Committee Meeting:** Update from student survey, further discussion on elementary recommendations for police in schools
Dec 1, 2020	**Committee Meeting:** Update on student survey, discussion of elementary recommendations on police in schools
Nov 30 - Dec 11, 2020	Student survey (secondary) completed
Nov 24, 2020	Motion for extension for board report approved
Nov 24, 2020	**Committee Meeting:** Discussion of recommendations, student survey finalized
Nov 17, 2020	**Committee Meeting:** Presentation from Gary Pieters (TDSB) Mike Foley shared information from SROs, BIPOC student letters shared, student survey reviewed, committee requested an extension from the board
Nov 10, 2020	**Committee Meeting:** Presentation from BIPOC student, sharing from secondary administrator, need to create a student survey
Nov 5 - Dec 10, 2020	Discussion with current administrators
Nov 3, 2020	**Committee Meeting:** Debrief of community consultations and Thought Exchange data (Jonathan Walker)
Oct 27, 2020	**Committee Meeting:** Shelburne Diversity Data shared, Presentation from Lynn Woodford (Chief Psychologist) & Jenny Marino (Mental Health Lead)
Oct 22, 2020	**Committee Meeting:** Town Hall meeting debrief
Oct 20 (pm) - Oct 26, 2020	Community Survey (same as Town Hall questions) available to public
Oct 20, 2020	Community Town Hall Meeting
Oct 13, 2020	**Committee Meeting:** Final details of Town Hall meeting & survey reviewed, additional questions for police finalized

Oct 9 - 20, 2020	Communication regarding Town Hall meeting shared with community
Sept 23 - Oct 9, 2020	Process for Town Hall meeting developed, IT support coordinated, meeting with retired secondary administrators, survey to follow Town Hall meeting confirmed
Sept. 22, 2020	**Committee Meeting:** Finalize steps for Thought Exchange & Survey, presentation from Geer Harvey (Social Worker), presentation from Jessica Rowden (Equity Lead) and Colinda Clyne (First Nations, Metis, Inuit Lead)
Sept 15, 2020	**Committee Meeting:** Questions for Town Hall meeting confirmed, police responses to questions reviewed, additional questions for police developed
Sept 8, 2020	**Committee Meeting:** Community Town Hall questions (demographic data and police presence in schools) developed
Sept 1, 2020	Information update sent to trustees Questions emailed to police services in the UGDSB
Aug 25 - 31, 2020	Active search for community representation from North Wellington Questions for police services confirmed
Aug 25, 2020	**Committee Meeting:** Introduction of community members, Terms of Reference, tasked to-do list, and Terms of Engagement reviewed, presentation by Ryan Broll (University of Guelph, Associate Professor), presentation from Shawn Heming (Account Executive from Thought Exchange)
Aug 19 - 21, 2020	Correspondence sent to all members of the community who applied to Task Force Successful candidates received copies of the Terms of Reference, Tasked to-do list, and Terms of Engagement
Aug 18, 2020	**Committee Meeting:** Community applications reviewed by staff and trustees
Aug 14, 2020	Community applications for the Task Force sent to trustees and staff for review
July 27 - Aug 10, 2020	Request for applications for community representation created and sent to local media outlets Meetings with Thought Exchange (crowdsourcing platform for Town Hall event)
July 24, 2020	**Committee Meeting:** Introduction of Marva Wisdom to the committee, finalized: a) Tasked to-do

	b) Rules of Engagement c) Terms of Reference Determined criteria and application process for public representation, agreed on correspondence protocol for committee members
July 20, 2020	**Committee Meeting:** Discuss goals & rules of engagement Begin planning for community membership applications & Town Hall Meeting Revise Timelines
July 8 - 17, 2020	Consultation & Services of Marva Wisdom retained
July 7, 2020	**Committee Meeting:** Introduction of trustee and staff members Created Terms of Reference, discussed consultant/facilitator for committee and community membership, determined timelines for committee
June 23, 2020	Notice of Motion by Trustees
June 9 & 10, 2020	Question & Answer sheet sent to Trustees regarding School Resource Officers in the UGDSB

Resource Officers in UGDSB Schools:

A reflection on the program from a mental health lens

Presented to the Task Force Oct 2020

By: Jenny Marino, Mental Health Lead

Dr. Lynn Woodford, Supervisor Psychology and Social Work

Overview

VTRA Community Protocol

- What is it and how are police involved
- What are the statistics around number of VTRAs (all involving police)
- What are challenges and Successes

In School Presence

- What are the mental health professionals saying?
- What do we know from youth?
- Successes
- Challenges
- Recommendations

Violent Threat Risk Assessment Protocol

WHAT IT IS

A community protocol signed by many organizations across the region and committing to following a responsive, multidisciplinary and collaborative approach to threat making to ensure a comprehensive and multi-lens to understand and support the student.

Partners include: Children's Mental Health, Child Protection, Police Services, School Boards, Local Health Integration Network, Kerry's Place for Autism Services and Shelter Agencies among others.

HOW DOES IT WORK?

Mental Health Lead is Co-Chair for the Regional VTRA Committee which includes all police centers in our regions

Administrators connect with UGDSB VTRA Lead (Jenny Marino) and their SO regarding threats

If meets criteria then an officer (RSO) are immediately dispatched to the site (virtual at this time) for the data collection meeting.

VTRA Cases over past three years

Elementary and Secondary VTRAs by year

■ Secondary ■ Elementary
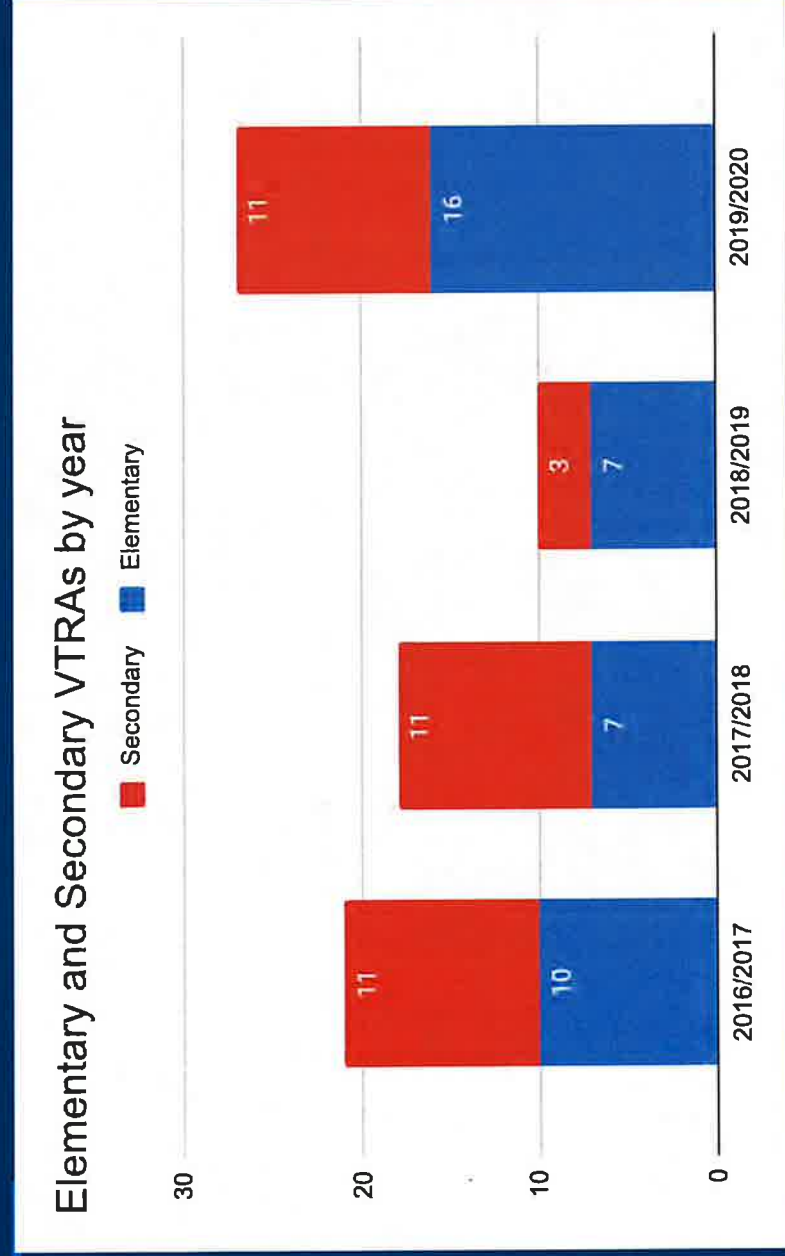
76	**27**
Stage 1 VTRAs	Stage 2 VTRAs

Successes and Challenges: VTRA and RSO's

Successes

- The schools with RSO's had a much quicker response time than areas where there weren't RSO's
- Students and staff familiar with the officer
- RSO's could meet with students in schools which is often a safer space then the police station
- Many RSO's had important information to share with the team
- Having a VTRA trained RSO meant that everyone was collectively looking through the same lens

Challenges

- Officers who didn't understand the process could see only through the punitive lens
- Could disrupt staff relationships with students if officer involvement was seen as conflict (despite requirement to have them at meetings)
- Some officers were resentful of the time they had to spend in these meetings and presented with a negative and dismissive attitude
- In Orangeville it was sometimes hard to get the officers to follow the community VTRA protocol and attend the stage 1 meetings

In School Police Presence: Successes and Positive Impact

Relationships/Caring Adult

- Building relationships with students and staff
- Creating a caring resource in the school
- Some of the students had very positive relationships with the RSOs
- Students would build relationships with officers and speak to them after hours. This built trust in community partners for the youth
- Students appreciated knowing there was the officer on site/available if they needed to speak to them, get advice, etc.

- good at connecting with students and their parents, don't come in wielding their authority yet you know they have it, they don't use power as a tool. They have been non-judgmental and not condescending and not patronizing.

Successes and Positive Impact

Making Connections

- They get to know the kids and there is tremendous mutual respect
- We (MH Staff & Officer) worked so much together and were a major support for one another
- So many times officers were "in the know" and would connect students to school based supports
- Talking together with a student
- Helpful in getting other resources fast, e.g. impact team
- Very helpful with situations involving drugs and alcohol offering support and legal information

- The right person for the role is essential and can lead to wonderful collaborations
- Communication has been great and they work well as a team.
- Conversations with students and officers about how officers can be helpful and supportive
- There were instances where students would disclose incidents from the summer only when they returned to school and could talk to the RSO

Successes and Positive Impact

Mental Health

- Essential support in mental health situations
- Getting an escort to hospital from someone they know and often trust
- Often helpful in advocating for supports for students and/or families
- often officers became a part of the student's self defined support plan
- Collaborating with in school mental health supports made students feel supported and not alone
- Support around harassment and exploitation
- Helpful with bullying situations, mental health situations, fighting, assaults, drugs, violence and social media issues

Other

- Having officers chat with a student before something became a formal charge
- Workshops and presentations in the classrooms
- Officers are able to come into elementary schools and help students understand some of the potential longer term impacts of their actions or ramifications around social media
- Directly working with students and families to support better understanding and youth rights
- Some have been non-judgmental and not condescending and not patronizing

Feedback: Indigenous Students

- The biggest thing is that there is often a deep mistrust of police that has been woven into the fabric of Indigenous kids lives and worldview. This comes from a lot of places, and has been passed down through many generations who had to deal with police enforcing discriminatory and harmful laws, taking their children away (residential school and child welfare), etc.

- Indigenous communities and lives have been policed in an oppressive way since the inception of our country, and that has real consequences today in Indigenous folks ability to trust and have any sort of positive relationship with police.

Feedback from School Based Mental Health Staff: Challenges/Barriers to Success

Resources:

- Lack of police in Fergus led to less stable presence in the school
- Sometimes students would say that the officer seemed "too involved"
- Sometimes officers needed to be involved legally and the students would be upset with workers for involving them
- In Orangeville, inconsistency in terms of who arrived to the school.
- Orangeville: When asked to create a presence (for example, at the Tony Rose Community Centre where students were clearly using substances on a regular basis), they would often refuse.

Officer Personality

- How the officer carries themselves when walking around the building –most leave a sense of support and belonging but some make students feel like they are being monitored - it's the individual officer's personality
- Really depends on individual officer - if they didn't want to be there they weren't as effective

Feedback from School Based Mental Health Staff: Challenges/Barriers to Success

Other Challenges:

- Constant presence can also instill fear and anxiety in students.
- Workshops and presentations often ineffective and use fear as a tactic (e.g. around drug use) although this is not effective
- Some RSOs have spent more time socializing and building connection with staff and little or none at all with students.
- Don't understand others expertise and work with in condescending and patronizing manner

- Some officers have not been quick to deal with things and not been self-starters with dealing with things.
- Some don't appear to like teens
- Some haven't worked well as a team

Recommendations from School Based Mental Health Staff

Recommendations:

- Personality and abilities are so important in terms of goodness of fit: open to engaging with students in a non threatening manner, open/caring manner important, non-judgemental, good at establishing relationships, flexible, hard-working, awareness of their biases or potential biases, like teenagers and work well with them, Needs to mesh appropriately with school culture.

Recommendations:

- A consistent presence could be a positive to build positive relationships
- We need a clear outline of what a RSO's role is.
- Work with students on initiatives to show students in the schools that police do not get involved only when there are problems/issues but also for safety and positive initiatives.
- Consider changes in uniform/weapons
- Communicate more with youth and parents about role

Feedback from Mental Health Leadership

- RSOs who were youth friendly and aware could could build positive relationships with students
- Must know how to work on multidisciplinary teams
- Mental Health Lead survey with student senators in 2018 indicated school resource officers as top 2 adults they would go to for support in a school building
- Would need to have training in: anti racism, anti oppression, trauma informed, ASIST, working with youth with mental health needs and VTRA before being in schools or working with the board
- High level of self-awareness (specifically, of the power that they carry and how it is perceived by others, particularly in relation to those communities who tend to be discriminated against/marginalized)
- Historically some programs and presentations were lacking in the wider context of the topics on which they were presenting

Appendix 4 - Equity and FNMI Staff Presentation

Police Task Force Meeting

Jessica Rowden, Equity Lead
Colinda Clyne, Indigenous Education Lead

22 September 2020

Data Collection Timeline 2020

16 June

UGDSB commits to mandatory anti-racism professional learning for all staff

23 June

Surveys for racialized staff & students, includes specific question about SROs

24 June

Jessica, Colinda & Geer Harvey host virtual meeting spaces, one for students/families and one for staff

Sept

Jessica & Colinda collating data for system sharing

Data Collection from racialized staff, students, families

76

Racialized Staff

Participated in survey

9

Racialized Staff

Participated in virtual meeting

99

Racialized Students/Families

Participated in survey

9

Racialized Students/Families

Participated in virtual meeting

Data from surveys about SROs

	Positive	Mix +/-	Negative
Students	13	15	10
Staff	8	6	15

From the surveys: Students:

❝

Resource (police) officers have been really kind and welcoming, I have only seen them have a positive influence on people around them. I have a few friends that are great at starting conversations with them. I'm glad *** has resource (police) officers.

Seems like a very nice guy, haven't really had to talk to him about anything but he always greets me with a smile even tho he doesn't know me

They're very nice but give certain looks to the black students when they come around

Police officers have pulled me over to tell me to pull my pants up because I'm not living in Brampton anymore, which is them basically telling me how to and how not to express myself

From the surveys: Staff

" They are extremely helpful. Supportive of all groups and try to eliminate vaping and fights for the most part.

I am ambivalent on this issue. I would be more interested in knowing how students feel.

I do not believe that they are necessary and feel they are invasive. A lot of youth have traumatic experiences with police which can trigger responses that are not needed. We do not need police in our schools. More social workers or CYWs would be not only sufficient but superior care for our youth.

There is no need for them in the schools. I have have heard racist remarks and aggressive tone used directly in conversation with me. If I can feel triggered as a staff member then I can only imagine how students feel.

From the surveys: Staff

"

A police officer in the school is a CONSTANT reminder of our oppressor. The police removed our children from our homes and put them in residential schools. The police remove children from our homes and put them in foster homes (60s Scoop and now). The police have shot and killed Indigenous, Black, People of Color and Trans People of Color. The police forcibly removed people from their traditional and unceded lands. The police are at the heart of the Missing and Murdered Indigenous Women and Girls. The police are not a symbol of protection and safety for many communities.

Unnecessary and fear-inducing and dangerous. An armed person in a bullet-proof vest does not tell you that your community is safe, nor does the history and track-record of people in this position definitively communicate that this person is to be trusted as a steward of safety, since they are demonstrating a readiness for fearful situations.

ANTI-RACIST EDUCATOR READS

BOOK 3

Listen Live at
voiced.ca

Robyn Maynard

POLICING
BLACK
LIVES

Colinda Clyne
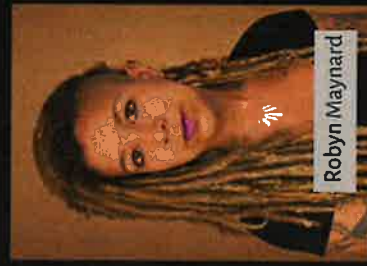
POLICING BLACK LIVES

BY ROBYN MAYNARD

Starting 12 August, 7:30 pm

More info (f) Policing Black Lives – Educators' Book Club (@) #PolicingBlackVoicEd

Melissa Wilson

Tisha Nelson

Camille Logan

ANTI-RACISM BOOK CHAT

voicEd Radio
voiced.ca

Melissa Wilson

Colinda Clyne

THE SKIN WE'RE IN

BY DESMOND COLE

Starting 15 April, 7:30 pm

More info (f) The Skin We're In – Educators' Book Club (@) #TheSkinWereInVoicEd

Parmila Agawal

Camille Logan

Tisha Nelson

Thank You

GUELPH WELLINGTON DUFFERIN
VTRA Protocol 2019

Community Violence Threat Assessment Protocol
A Collaborative Response to Assessing Violence Potential

Third Edition: May 9, 2019

This Community Violence Threat Assessment Protocol reflects the work of
J. Kevin Cameron, Director of the National Centre for Threat Assessment and Trauma Response.

Ontario Trillium Foundation / Fondation Trillium de l'Ontario

NORTH AMERICAN CENTER FOR THREAT ASSESSMENT AND TRAUMA RESPONSE

CONTENTS

I. RATIONALE

The District School Boards, Police Services and their community partners are committed to making our schools and communities safe. The term "partner" in this document is not intended to mean a legal partnership, but rather a collaborative arrangement.

The goal of early intervention by the school boards, community partners, children, youth, and families will be to reduce and manage school or community violence and harm to self or others.

This protocol supports collaborative planning among schools, community partners, families, children and youth, to reduce violence and to reflect safe, caring and restorative approaches. It fosters timely sharing of information about a child or youth who poses a risk for violence towards themselves or others. It is the process for "connecting the dots" that paint the picture that a person is moving on a path towards serious violence, before a violent act occurs. The protocol promotes using preventative plans that take into account the unique developmental, special needs, and cultural differences of each individual.

The strength of this partnership between school boards and community partners lies in the multidisciplinary approach which is fundamental to the safety of the community. Members will strive to share and review relevant details of threatening situations, to collect and share information promptly, and collaborate effectively to make use of a broad range of expertise. This collaborative process will respect an individual's right to privacy and the safety of all, to the fullest extent possible, however public safety takes precedent over all.

II. A NEED FOR TRAINING

This protocol document is not a substitute for training in the field of Violence Threat Risk Assessment (VTRA) and should not be used by an organization until adequate training is received. The VTRA protocol is intended to be used by multidisciplinary teams trained in the theory and practice of threat-risk assessment through Level 1 Violence Threat Risk Assessment Training.

III. COMMUNITY PARTNERS

Community partners include the following organizations across the regions of Guelph/Wellington and Dufferin County:

GUELPH-WELLINGTON	DUFFERIN
Canadian Mental Health Association –Waterloo-Wellington Community, Children & Social Services, Youth Justice Division Conseil scolaire catholique MonAvenir Family and Children's Services of Guelph-Wellington Family Counselling and Support Services for Guelph-Wellington Guelph Police Services John Howard Society of Waterloo-Wellington Upper Grand District School Board Wellington Catholic District School Board Wellington OPP Wyndham House	Choices Youth Shelter Dufferin OPP Dufferin Child and Family Services Family Transition Place Orangeville Police Service Upper Grand District School Board Shelburne Police Service Associated Youth Services of Peel

Additional community partners will be invited to join as training occurs. This will allow the protocol to expand and reflect a comprehensive community commitment to early intervention measures and responses to behaviour that pose a potential threat to students, staff, and members of our community.

IV. VISION AND STATEMENT OF PRINCIPLES

Violence prevention in our schools and neighbourhoods is a community responsibility. All community partners work together to promote and maintain safety and to strive to prevent violence.

The partners agree to work together for the common goals of reducing violence, managing threats of violence, and promoting individual, school, and community safety. We will do so by proactively sharing information, advice, and support.

As partners, we will work together for the benefit of children/youth, and their parent/guardians by:

- Building working relationships based on mutual respect and trust
- Working in ways that promote safe, caring and restorative school environments and practices
- Involving children, youth and their families in planning for services and supports
- Recognizing that each child and youth has unique strengths and needs that should be considered when developing an appropriate plan
- Realizing that working together successfully is a process of learning, listening, and understanding one another.
- Developing a VTRA Regional Committee involving both school board personnel and community agency representatives, as an advisory body to review individual cases, oversee training needs of community and update protocol.

Partners will commit to:

- on-going participation in a minimum of three Regional Committee meetings per year
- staff development and on-going training in threat risk assessment
- program review, and data collection
- designating a VTRA Lead/Advisor in each organization

The protocol is designed to facilitate communication so that when a VTRA is activated, appropriate community partners and district school boards may communicate relevant child/youth information.

The overriding goal is risk reduction and violence prevention to promote the safety of children, youth, parent/guardians, school staff, and community members.

V. KEY APPROACHES IN THREAT/RISK ASSESSMENT

A.   Sharing of Relevant Information

Once it has been determined that a Stage 1 VTRA is required, all partners will share relevant information to avert or minimize imminent risk of violence that affects the health and safety of any person (See sharing of information p. 16).

B.   Investigative Mind-Set

An investigative mind-set is central to successful application of the violence threat risk assessment process. Threat assessment requires thoughtful probing, viewing information with professional objectivity, and paying attention to key points about pre-threat behaviors. Personnel who carry out Threat/Risk assessments strive to be both accurate and fair.

C.   Building Capacity

Violence Threat Risk Assessment training will be provided to as many school personnel and community partner staff as possible. The Regional Committee, made up of community partners, police, and school boards, will take the lead in organizing and providing the training. The ultimate goal is to become self-sustaining through a Train the Trainer model for Level 1.

D.   Program Review

The VTRA Regional Committee will review this protocol annually and revise as needed.

E.   Contact List

The Chair (or Co-chairs) of the VTRA Regional Committee will maintain an up-to-date contact list of the community VTRA partners. Each community partner will provide a list of their VTRA Leads from their agency/service to the committee. The VTRA Administrative Assistant will update lists are received.

VI. VIOLENCE THREAT RISK ASSESSMENT PROCESS

Before the VTRA protocol can be activated, it must be determined that there is a clear, direct and plausible threat that could occur in the immediate or near future.

When a child/youth engages in behaviours or makes threatening comments or gestures that may result in serious injury to self and/or others in our community, the relevant Violence Threat Risk Assessment Team from that school or organization will respond in the manner identified in their internal VTRA processes.

This Violence Threat Risk Assessment Protocol is based on The National Centre for Threat Assessment and Trauma Response's Model of Violence Threat/Risk Assessment (VTRA). There are three possible stages to the VTRA process. Stage 1 is required with Stages 2 and 3 completed dependent upon the outcome of stage 1.

Stage 1: Immediate data collection and risk reducing interventions. Stage 1 focuses on gathering case specific data using the Violence Threat/ Risk Assessment Stage 1 Report Form. It is completed with the development of an immediate plan to reduce risk. Stages 2 & 3 are not always required, many VTRA processes end at Stage 1 with immediate risk reduction and intervention plan. **No consents required at this stage**.

Stage 2: Comprehensive Multidisciplinary risk assessment. Stage 2 involves further data collection, strategic interviewing multidisciplinary data analysis and risk evaluation for a comprehensive multidisciplinary assessment. Stage 2 can take place over a period of time and may include referral to additional specialized assessment. However, ongoing interventions and planned return to school can occur during this time. **Consents required**.

Stage 3: Intervention. Stage 3 involves the ongoing intervention. May include individual treatment, family support, school, and/or environmental interventions. **Consents required**.

The VTRA is based on the combination of early multi-disciplinary research around school-based threat assessment, and general violence risk assessment. The work reflects scientific research conducted by a number of disciplines including medical and mental health professionals, law enforcement, and specialists in the field of threat management.

VII. HOW TO DETERMINE IF THE SITUATION REQUIRES A STAGE 1 VTRA

The following guidelines are intended to help school and community personnel make the determination of when to activate the VTRA process. It is important to carefully consider each and every individual incident to ensure the most appropriate response. To facilitate timely activation of the protocol, each community partner will identify a Lead VTRA contact person and develop a system to internally activate the VTRA protocol. This information will be provided to the VTRA Regional Committee.

A.   Immediate Risk Situations

These situations include armed (weapons/are anything that can be used as a weapon) persons inside a building (or periphery) who pose a risk to some target(s), or active shooter scenarios. When immediate risk is identified, the agency or organization institutes emergency response measures (e.g., school lockdown, code white) and 911 is called. In these cases, immediate police intervention and protection of students and staff is the immediate response – not Stage 1 VTRA.

Agencies will not undertake a formal Stage 1 VTRA until the situation has been stabilized. However, as soon as possible after the situation has stabilized, collecting Stage 1 VTRA data is highly beneficial for intervention planning.

When a threat occurs, the following general guidelines are used to determine if the case should be dealt with as a violence/threat risk assessment case.

B.   Automatic Stage 1 VTRA Activation for:

- Serious violence or violence with intent to harm or kill
- Verbal/written threats or gestures to harm or kill others ("clear, direct, and plausible")
- Internet website/social media - threats to harm or kill others.
- Possession of weapons (including replicas)
- Bomb threats (making and/or detonating explosive devices)

Fire Setting and gang related intimidation and violence may require VTRA activation.

When the VTRA has been activated the VTRA team for that agency or school board, including a VTRA trained police officer, will then collect initial data and make a risk determination and action plan, as per the **Stage 1 Report Form**.

C.   Special Considerations:

Sometimes, school and community members may under-react to a serious threat posed by young children or a child/youth with special needs attributing their behaviours to their age, diagnoses or disability. However, the same dynamics that can increase the risk of violence in the general student population can also be factors in contributing to the violence potential of young children or a child or youth with special needs. If there is a significant increase in baseline behavior, weapons possession or a clear, direct and plausible threat, the VTRA protocol will be activated. These same considerations apply in situations of developmental or cultural diversity of individuals.

VIII. RESPONDING TO THREAT-MAKING BEHAVIOURS

Worrisome/High Risk/Threatening Behaviour
AT SCHOOL **IN COMMUNITY**

School Administration investigates immediate facts, calls police, and VTRA Advisor, who activates calls community partners

Community Partner investigates immediate facts, if significant concern, activates VTRA by calling police, school, and other relevant community partners

Stage 1 VTRA: Threat assessment and immediate risk-reducing steps. VTRA team completes data collection using **Stage 1 VTRA Report Form** and implements immediate risk reducing steps. VTRA team develops an intervention plan.

VTRA may end at this point if the risk is deemed to be low to medium, and/or supports can readily be put into place. If, however, it is medium to high level of risk and it is felt a more formal assessment is required, then a Stage 2 VTRA can be convened.

Stage 2: Comprehensive, multidisciplinary assessment and intervention planning.
Formal consents for release of information are required.
Stage 2 report forms are completed.

Stage 3: Intervention. Stage 3 VTRA team carries out intervention from Stage 2 assessment, monitors effectiveness, and communicates with Stage 1 and Stage 2 VTRA team members as appropriate.

Formal consents for release of information are required.
Stage 2 and 3 can occur simultaneously.

IX. STAGE 1 VTRA

A. Team Leadership and Team Activation

In school-based VTRA situations, the principal and/or designate (V.P.) is the team leader. It is his or her responsibility to maintain a safe and caring learning environment and, therefore, his or her responsibility to activate the protocol when provided with information that suggests a student has engaged in violent or threat making behaviors. Once the Stage I team is activated, the school administrator still assumes the leadership role but the team works collaboratively with Police to decide the initial steps that need to be taken for immediate data collection and any immediate risk reduction. School principals are responsible for disciplinary measures that may need to be addressed and the overall safety of student and staff. Police are responsible for determining if a parallel investigation focusing on the criminal aspect of the case will go forward in addition to being responsible for public safety concerns. The VTRA advisor will ensure that Board support staff (e.g., Social Workers, Psych Consultants) and community partners are contacted regarding potential roles or contributions to the Stage 1 process.

In community-based VTRA situations, the organization is responsible for activating the protocol. The VTRA lead within the organization becomes the team leader. Once the Stage I team is activated, the VTRA lead assumes the leadership role but the team works collaboratively with Police to decide the initial steps that need to be taken for immediate data collection and any immediate risk reduction. The VTRA lead will ensure that appropriate staff, school boards, and community partners, including police, are contacted regarding potential roles or contributions to the Stage 1 process.

B. Criminal Charges:

Public safety is the primary mandate for police services. The police officer assigned to the VTRA team makes the decision as to whether or not charges will be laid. If the law enforcement team member chooses not to proceed with the laying of charges the officer will still continue with the Stage 1 VTRA Team. A police investigation does NOT prevent the remaining VTRA members from continuing on with data collection relative to the threat assessment. Good communication between police and remaining VTRA members is important, so as not to compromise an investigation/prosecution or place unnecessary strain on the victim. It is understood that collaboration between VTRA members will be ongoing, notwithstanding the fact that each team member has his/her own "jurisdiction".

C. Threat Assessment and Suspension

When a threat has been identified, unless the individual of concern poses an imminent or obvious safety concern, removing the threat-maker from the property through suspension or other process, **is not advised**. A poorly timed removal from a community agency or "out of school" suspension is high risk. It is in this stage that many threat makers decide to finalize a plan to attack a specific target: this can include homicidal or suicidal acts. VTRA may or may not result in a suspension. Threat/Risk Assessment is not a disciplinarily measure.

D. Fair Notice

Prior to any VTRA protocol being implemented, all agency staff and clients, and students, staff and parents of school boards, should be provided with information about the protocol and procedures so that **"fair notice"** is given about how threats of violence will be responded to. VTRA partners should ensure that everyone is aware that the response is based upon a community-wide protocol and ensure that a consistent message is given regarding its use.

E. Parent (Caregiver) Notification – Threat Maker

Parent(s) or caregiver(s) of the threat maker should be notified at the **earliest opportunity** by (in school) the school Principal or (in community agencies) the person best positioned to communicate with parents. Notification should occur after the VTRA team has collected enough initial data to confirm that a threat or violent incident has occurred and has determined the current level of violence potential.

In the case of threat/risk assessment, the parent(s) or caregiver(s) are also part of the assessment process as they are necessary sources of insight and data regarding the "bedroom dynamic", "increases or decreases in baseline", and other contextual factors that may be either "risk-reducing or risk-enhancing". As such, notification of parent(s) or caregiver(s) is meant to activate a collaborative process between home and VTRA partners to more fully assess the child/youth and collaboratively plan for appropriate intervention where necessary.

F. Parent (Caregiver) Notification - Target

The parent(s) or caregiver(s) of the target(s) should be notified at the **earliest opportunity** by the (in school) the school Principal or (in community agencies) the person best positioned to communicate with parents. Often the target and his/her parent(s) or caregiver(s) are fearful or traumatized by the situation therefore notification should be **done with skill, tact and planning**. A plan should be made for possible emotional supports the family may need. As such, if the threat is "clear, direct, and plausible" or the VTRA team feels violence may be imminent, notification will occur after the target is secured/protected (if the case is unfolding during school hours and the target is present at school) from potential harm. If the initial threat is not "clear, direct, and plausible", the VTRA team will continue to collect data to determine the level of risk before the parent(s) or caregiver(s) are notified: this is to prevent unnecessarily traumatizing individuals when no risk is present.

G. Supporting Targeted or Victimized Child/ Youth or Staff

A clinical member of the VTRA team is responsible for insuring that recipient(s), victim(s) or target(s) of the threats are assessed with respect to their current needs for support. This should be done by available clinically-trained staff (e.g., Social Worker, Psychologist, therapist) and services or referral for services are provided as necessary. As the threat may be directed towards one or more child/youth, entire groups, or an entire agency or school, the circumstances will dictate how far reaching an intervention may be. The clinically-trained staff and VTRA advisor should determine if crisis counselling or a crisis response team is needed to re-establish calm.

Note: There may be cases where the recipient of a threat has been engaged in high-risk behaviours that may have led to the threat(s) in the first instance. In those situations, the recipient of the threat(s) may need to also be assessed for high-risk behaviour as well.

H. Create an Expectation of Responsible Reporting

Staff, students and community members need to be advised that ANY person in a community having knowledge of high-risk behaviour or having reasonable grounds to believe there is a potential for high-risk or violent behaviour should promptly report the information to the person identified as appropriate contact. In schools, this would be the administrator and/or designate, who informs to the VTRA advisor. In community agencies, it would be the direct supervisor who informs VTRA lead.

I.   Guidelines for Re-Entry into School

When the data suggests that a student poses a threat to others, the student may be suspended from school until a more comprehensive assessment can be conducted. In Stage 1, the VTRA team guides the process from initial threat assessment, to undertaking steps to decrease risk, to planning for re-entry into a school where a suspension has occurred. This is best accomplished when the VTRA team outlines in writing, the steps the student, family, school, and others need to follow for re-entry to school.

X. STAGE 2 VTRA and ONGOING SUPPORT

Stage 2 VTRA is initiated when the Stage 1 threat assessment has concluded. Stage 2 VTRA is recommended when a medium to high level risk is determined and more information is required to reduce threat and develop an intervention plan. Stage 2 VTRA involves comprehensive, multi-disciplinary assessment of the threat-maker, target, and the situation, for the purposes of arriving at a plan of intervention. Intervention plans will vary depending upon the circumstances but could include recommendations for further assessment and/or intervention(s). However, interventions and return to school planning can occur during Stage 2. The Stage 2 team will include appropriate members of the Stage 1 team and additional members (e.g., school/community agency staff, Social Worker, Psychology, Psychiatry, Child Protection, Probation).

Stage 2 VTRA team members complete the Stage 2 Report Form, plan intervention(s), identify who will be involved in completing the intervention(s), determine a follow-up date to assess the intervention(s), and communicate findings with appropriate community members. Stage 2 concludes with the sharing of the Stage 2 Report Form with and agreement about next steps. At times it will be necessary to have multiple Stage 2 meetings.

The provision and monitoring of ongoing treatment or other supports as agreed upon in the Stage 2 VTRA will be monitored through case conferencing with only those members involved in providing or monitoring the intervention plan(s). Communication with Stage 1 or 2 VTRA Team members occurs as needed for the success of the intervention(s) and for ensuring ongoing safety.

XI. INFORMATION SHARING

The general intent of access to information and protection of privacy legislation is to regulate the collection, use, and disclosure of personal information. At Stage 1, consent is not required. At Stages 2 consent to disclose personal information must be obtained. Valid consent does not exist unless the individuals know what they are consenting to and understand the consequences of the intended disclosure. The individuals must be made aware that they can withdraw consent at any time by giving written or verbal notice. The VTRA community partners are committed to the sharing of relevant information to the extent authorized by law. For Key Points in information sharing, see Appendix A. **It is vital to note, however, that legislation allows the release of personal information if there is imminent threat to health and safety.**

Communication with media: As part of a threat assessment process, the VTRA partners may decide it is prudent to develop congruent media releases, if needed, to address safety concerns. Any such releases will not violate confidentiality. In the case of a criminal investigation, police will be the lead regarding media releases. Whenever possible, media releases will be provided to affected community partners in advance of release to the media.

Communication between partner agencies: All VTRA partner agencies will track VTRA occurrences, the number of VTRAs initiated and number of stages completed, and report annually to the VTRA Regional Team. Additionally, communications tools, such as flow charts, brochures, fair notice letters, and other information created by partner agencies will be shared with the VTRA Regional Team.

APPENDIX A

A. **Key Points Regarding Information-sharing**
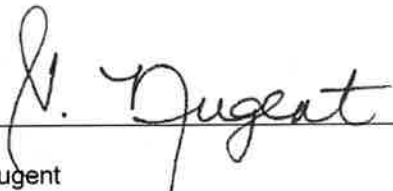
- The Municipal Freedom of Information and Protection of Privacy Act (MFIPPA) and the Personal Health Information Protection Act (PHIPA) provide exceptions for the release of information where there are imminent risks to health and safety. MFIPPA notes compelling circumstances affecting the health and safety of an individual..." (Part II, 32(h), MFIPPA). PHIPA notes that **"a health information custodian may disclose personal health information about an individual if the custodian believes on reasonable grounds that the disclosure is necessary for the purpose of eliminating or reducing a significant risk of serious bodily harm to a person or group of persons."** (2004, c. 3, Sched. A, s. 40(1) PHIPA).

- The Children's Aid Societies will endeavor to obtain consent to release information from all of their clients involved in a school or community immediate threat risk assessment. Disclosure of information without consent may be considered if it is believed on reasonable grounds that: i) failure to disclose the information relevant to the threat is likely to cause the person or another person physical harm, and ii) the need to disclose is urgent.

- Section 125(6), Youth Criminal Justice Act (YCJA) enables information in a Youth Criminal Justice Act record to be shared, within the access period, with any professional or other person engaged in the supervision or care of a young person — including the representative of any school board, or school or any other educational or training institution only in limited circumstances. Information may be shared to ensure the safety of staff, child/youth or others, to facilitate rehabilitation/reintegration of the young person, or to ensure compliance with a youth justice court order or any order of the provincial director respecting reintegration leave. Such sharing of information does not require the young person's consent.

- The recipient of youth justice information is responsible for ensuring compliance with legislated restrictions on its use and disposal under the YCJA s.125 (7). This provision requires that the information must be kept separate from any other record of the young person, that no other person must have access to the information except as authorized under the YCJA or for the purposes of ss.125 (6), and that it must be destroyed when it is no longer needed for the purpose for which it was disclosed.

- The Occupational Health and Safety Act (OHSA) S.32.O.5(3) states, "an employer's duty to provide information to a worker under clause 25(2)(a) and a supervisor's duty to advise a worker under clause 27(2)(a) include the duty to provide information, including personal information, related to risk of workplace violence from a person with a history of violent behaviour if, (a) the worker can be expected to encounter that person in the course of his or her work; and (b) the risk of workplace violence is likely to expose the worker to physical injury."

Violence Threat Risk Assessment Protocol Signatories

Tracey Lindsay on behalf of

Martha Rogers

Director of Education

Upper Grand District School Board

Sheila Markle

Executive Director

Family and Children's Services of Guelph Wellington

Wayne Kailinski

Chief of Police

Orangeville Police Services

Canadian Mental Health Association Waterloo Wellington **Association canadienne pour la santé mentale** Waterloo Wellington	Helen Fishburn Executive Director, Acting Canadian Mental Health Association Waterloo Wellington
CHOICES Youth Shelter A home for today, **choices** for tomorrow.	Eric Prentice *Acting Officiant in lieu of Director* Choices Youth Shelter
SHELBURNE POLICE	Kent Moore Chief of Police Shelburne Police Services
Wellington Catholic DISTRICT SCHOOL BOARD **FAITH IN EDUCATION**	Tamara Nugent Director of Education Wellington Catholic District School Board

family transition place	*Norah Kennedy* (signature) Norah Kennedy Executive Director Family Transition Place
WYNDHAM HOUSE	(signature) Debbie Bentley-Lauzon Executive Director Wyndham House
dcafs **Dufferin Child & Family Services** children's mental health · child protection · developmental support	*Jennifer Moore* (signature) Jennifer Moore Executive Director Dufferin Child and Family Services
GUELPH POLICE SERVICE (crest)	(signature) 2019-05-13 Gordon Cobey Chief of Police Guelph Police Service

Staff Sergeant Marcus Sanderson on behalf of:

Staff Sergeant Nicol Randall

Detachment Commander

Dufferin County Detachment

Ontario Provincial Police

Inspector Scott Lawson

Detachment Commander

Wellington County Detachment

Ontario Provincial Police

Family Counselling and **Support Services**
FOR GUELPH-WELLINGTON

Andrea Wyshniowsky on behalf of

Joanne Young Evans

Executive Director

Family Counselling and Support Services

for Guelph-Wellington

JohnHoward SOCIETY OF WATERLOO-WELLINGTON	Joan Nandlal Executive Director/Chief Executive Officer John Howard Society of Waterloo-Wellington
Ontario **Children, Community & Social Services** **Youth Justice Division**	Jennifer Jones Probation Officer Children, Community & Social Services Youth Justice Division
aysp Associated Youth Les Services Associés Services of Peel pour les jeunes de Peel	Kelly Henderson Executive Director Associated Youth Services of Peel
MonAvenir **CONSEIL SCOLAIRE CATHOLIQUE**	André Blais Director of Education & Secretary Treasurer Conseil scolaire catholique MonAvenir

Appendix 6 - Questions for Police Services

Questions were asked via email and the police services were also present at a Task Force meeting to provide more details and answer further questions. The following questions were asked through email:

History of the Program
1. Please share the history of the Resource Officers in School Program differentiating the Elementary and High School Levels.
   a. What month and year did it [SRO program] begin?
   b. Why was it started and who initiated recommended it (e.g. government, community, policing)?
   c. How has it changed since the beginning?

SRO Role & Experience/Training
2. What is the role of the Resource Officer in a school?
3. How are the Resource Officers chosen?
4. What training do Resource Officers receive? How is this training different from other police officers?
5. How are Resource Officer positions funded (directly and indirectly)?
6. What features of the program do you value most and why?
7. We know the Resource Officers come to school in their uniform. Has there ever been a time when the Resource Officer worked in plain clothes? If so when and why?

Data and Records
8. What data do Resource Officers collect? Can you please share the following data with us?
   a. How many student interactions are happening and what are they?
   b. How many teaching interactions, mental health and counselling interactions do they [SROs] have?
   c. How many interactions are about conflict interactions, drugs/criminal activities and/or interactions leading to further police interventions (charges, going to the police station), etc.?
   d. How many youth have been diverted from the judicial system?
   e. How many youth have been incarcerated as a result of the Resource Officers?
   f. How many referrals (per year) have been made to multidisciplinary teams or other resources (e.g. CMHA, The Homewood, F&CS, Wyndham House) by the Resource Officers?
   g. How do the Resource Officers respond to crisis intervention calls at the school?
   h. What racial data is being collected on students?
   i. Is a log kept of interactions with administrators and teachers?
   j. What requests are administrators asking of the Resource Officers?
   k. What procedures do Resource Officers follow when they receive information from administration and/or other students?
   l. How do the Resource Officers share information they hear at the school to other officers?

Students in the Community

    9. How are Resource Officers brought into interactions (non-school related) that involve youth, who get in trouble outside of school?

Changes

    10. What changes would you recommend be made to the Resource Officers in school position and why?

Follow up questions for Police Representatives at Task Force Meeting on October 22

1) Guelph police noted that the program has been a big success, how was this measured?

2) Would police officers volunteering to coach school teams in high school serve the same purpose to building rapport/relationships/trust?

3) Could school administrators have similar access to police, if officers were not placed in the schools?

4) In Shelburne and Centre Wellington, does the nature of the small town allow police to have better connections/relationships with youth in the community?

5) Is there an issue of criminal behaviour in the schools? Do the police services feel that their presence prevents additional criminal activity?

6) Some of the duties described in the work that the officers do sounds like the work of school Social Workers. Do you think it would be better for Social Workers to handle those duties? (i.e., mental health, counselling)

7) How successful has the SRO program been when diverting youth from the justice system into alternate paths of resolution?

8) Are you open to examining and implementing changes that address systemic racism? What work has been done to date?

9) Our data shows that the SROs have always worn the full uniform, which can be triggering for some students. In your opinion would the officers feel comfortable wearing a 'golf shirt' version of the police uniform (not plain clothes but not full gear) and would that make them more approachable?

10) What special training do SRO's have, if any (some of this has been mentioned already) and what other training do you think would be beneficial for them as a SRO?

11) Is there a job description for the SRO position, and are the officers assessed on a regular basis?

12) From your experience what would you change about the SRO program? What does not work well and what works really well?

Appendix 7 - School Safety Data/Type of Infractions

Appendix 7, Total and type of infractions for elementary and secondary schools from September 2015 - June 2020

Elementary							
Infractions*	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	Total	Average
Bullying (including cyber bullying)	1	0	3	4	6	14	2.8
Fighting/Violence	1	6	24	102	84	217	43.4
Injurious to physical/mental well being	15	22	46	0	0	83	16.6
Injurious to school's moral tone	8	27	24	0	0	59	11.8
Medical/Immunization	1	43	85	45	46	220	44
Motivated by Prejudice/Bias/Hate	0	0	0	8	5	13	2.6
Persistent opposition to authority	2	4	8	16	15	45	9
Physical Assault	0	0	1	7	12	20	4
Possessing a weapon	0	0	0	2	1	3	0.6
Resistant to change behaviour	0	0	1	0	0	1	0.2
Risk to physical/emotional well being of others	1	1	1	0	0	3	0.6
Serious breach of Code of Conduct	1	3	2	90	101	197	39.4
Sexual assault	0	0	0	0	1	1	0.2
Significantly injurious	0	0	1	0	0	1	0.2
Swear at authority figure	1	4	5	19	18	47	9.4
Unacceptable behaviour	2	0	0	0	0	2	0.4
Use of profane or improper language	2	0	1	0	0	3	0.6
Using weapons to cause or threaten bodily harm	1	0	1	0	2	4	0.8
Utter threat	0	4	5	14	13	36	7.2
Vandalism	1	0	2	5	2	10	2
Total	37	114	210	312	306	979	195.8
Secondary							
Infractions	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	Total	Average
Alcohol to a minor	0	0	0	1	0	1	0.2
Behaviour injurious to environment	0	0	1	0	0	1	0.2
Bullying (including cyber bullying)	0	5	0	18	23	46	9.2
Fighting/Violence	1	10	35	77	83	206	41.2
Habitual neglect of duty	0	8	22	24	24	78	15.6
Influence of alcohol	0	0	2	16	2	20	4
Influence of Cannabis	0	0	0	0	23	23	4.6
Injurious to physical/mental well being	0	7	29	0	0	36	7.2

Injurious to school's moral tone	2	11	63	0	0	76	15.2
Medical/Immunization	0	7	0	4	12	23	4.6
Motivated by Prejudice/Bias/Hate	0	0	1	0	4	5	1
Persistent opposition to authority	0	10	12	39	60	121	24.2
Physical Assault	0	0	2	4	7	13	2.6
Possess Alcohol/Drugs	0	3	11	33	0	47	9.4
Possess Cannabis	0	0	0	0	21	21	4.2
Possessing a weapon	0	1	1	5	9	16	3.2
Possessing Alcohol/Drugs (excluding cannabis)	0	0	0	0	3	3	0.6
Resistant to change behaviour	0	0	1	0	0	1	0.2
Risk to physical/emotional well being of others	0	1	0	0	0	1	0.2
Robbery	0	0	1	0	0	1	0.2
Serious Breach of Code of Conduct	0	6	6	174	193	379	75.8
Sexual assault	0	0	1	3	1	5	1
Significantly injurious	0	3	1	0	0	4	0.8
Swear at authority figure	0	6	6	20	25	57	11.4
Trafficking	0	0	2	3	0	5	1
Unacceptable behaviour	0	1	3	0	0	4	0.8
Use of profane or improper language	0	0	2	0	0	2	0.4
Using weapon to cause or threaten bodily harm	0	0	0	2	2	4	0.8
Utter threat	0	1	3	7	18	29	5.8
Vandalism	0	0	0	6	11	17	3.4
Total	3	80	205	436	521	1245	249

*Please note that students may have multiple infractions for a single incident therefore the total number of infractions may be greater than the actual total number of incidents.

Vision Statement

Students will attain individual excellence through dynamic programming provided by an effective staff and supported by a committed community. We will meet our students' diverse needs through the provision of equitable and accessible resources. Our learning environment will be characterized by empowered administrators, effective communication and mutual compassionate respect.

Guiding Principles

We believe that:
- Student learning is our focus
- The learning process is open-ended
- Education is a community responsibility
- Embracing diversity contributes to community
- Teachers make a significant difference
- Leaders must focus on students
- Continuous professional development supports life-long learning
- A commitment to values guides activities
- A safe physical environment needs to be sustained
- A respectful learning environment fosters personal growth
- Opportunities and resources need to be equitably distributed
- Everyone should be treated with respect

Upper Grand District School Board Equity Plan

2019-2022

Eliminate Bias, Oppression and Racism through disruption and action

Identify and Name Bias and Oppression through reflection, evidence, voice, feedback and data

Address and Educate with accountable policies and practices

Build Collaborative Relationships to foster community and align
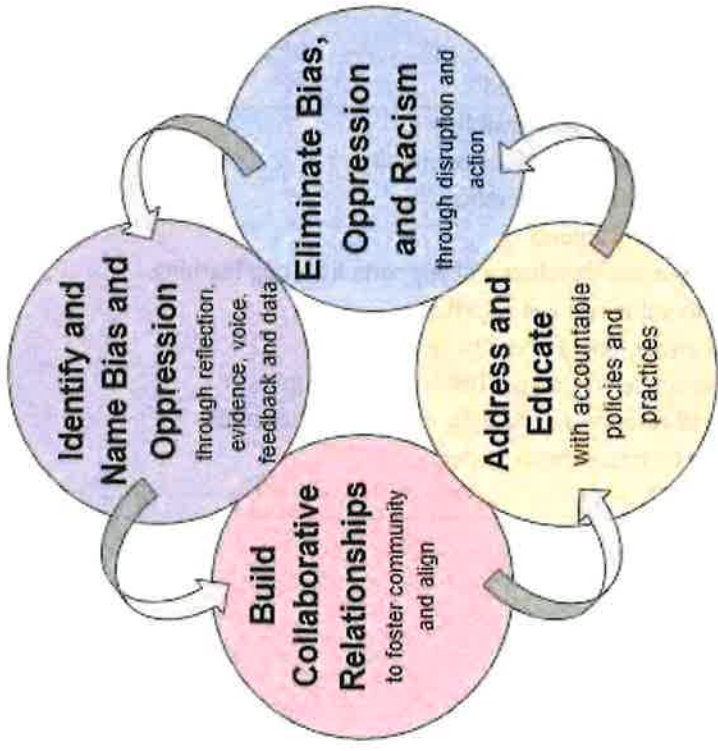
Identify and Name Bias, Oppression and Racism through reflection, evidence, voice/feedback and data

Actions (What)	Strategies (How)	Progress to Date (Evidence)
Identify individual and interpersonal bias, oppression, and racism	**Analyze** ■ UGDSB Diversity Survey data ■ UGDSB/WDG Public Health Climate/WHY data ■ Equity Walk process in all schools ■ Feedback provided by students, families and staff **Support** ■ Staff and students in recognizing their individual biases and oppressive practices ■ Obtaining awareness resources in needed areas (i.e. anti-oppressive language, anti-racism, ableism, white privilege, homophobia, classism) ■ Mandatory anti-racism and anti-oppression learning/training for all staff of the UGDSB **Review** ■ Concerns raised by guardian/parent, student and staff feedback (clubs, voice, committees, experiences, surveys)	
Identify system oppression and gaps	**Analyze** ■ UGDSB Diversity Survey data ■ Board Improvement Plan (BIPSA) and School Improvement Plans ■ UGDSB/WDG Public Health Climate/WHY data ■ Equity Walk process in schools ■ Who does not participate in school trips, graduation trips (grade 8) and ceremonies, clubs and sports and why ■ Board policies, procedures and bylaws through an equity lens ■ Practices and services provided by vendors to the board ■ Report Card and Pathways data, suspension and expulsion rates ■ Hiring practices and gaps in diverse staff representation in all positions	

- Concerns expressed from people who are in the margins
- Student Voice opportunities and feedback
- Policies and practices that center white, colonial experiences

Review
- Requests for Prayer rooms, accessibility needs, anti-Black racism learning/training, anti-oppression learning/training, Black brilliance/positive history supports and events, gender neutral/inclusive washrooms, anti-racism learning/training, trip costs and fee considerations
- Increased communication and transparency of Equity initiatives

Build collaborative relationships to foster community and align

Actions (What)	Strategies (How)	Progress to Date (Evidence)
Identify and support student organized clubs and groups	**Support** - Black Chapters/Black Student Unions, Gay Straight Alliances, Inclusion, Equity, Social Justice Clubs and Student Trustees - Requests from student groups	
Increase communication and transparency with staff, students, family, guardians, and community	**Utilize** - Board supported communication tools such as SchoolMessenger, school websites, Twitter, board website, non-web based approaches such as local newspapers to ensure all members of the UGDSB and community partners are aware of equity initiatives	
Collaborate with UGDSB Departments	**Provide** - Required learning, training and support in anti-Black racism, anti-racism and anti-oppression, to all staff in all departments	
Participate and work with community agencies	**Value** - Working with a variety of community resources and people with lived experiences in all geographic areas of the board	

	■ Reciprocity and shared wisdom offered by people with lived experience and representing organizational expertise ■ Establish and strengthen relationships with Indigenous Elders and Knowledge Keepers, Black Community Leaders, Anti-Poverty Advocates, Religious Leaders and other community leaders
Support our schools	**Support** ■ All schools with required anti-racism and anti-oppression training, empathy building, anti-bullying, mental wellness, days of recognition, inclusive practices and resources to deepen the understandings of identity, privilege and oppression of students and staff

Address and educate with accountable policies and practices

		Progress to Date (Evidence)
Actions (What)	**Strategies** (How)	
Build required learning/ training in anti-racism, anti-Black racism and anti-oppression throughout the board	**Provide** ■ Required professional development to all trustees, staff and departments in anti-racism, anti-Black racism, white privilege and anti-oppression ■ Access to consultation, coaching, collaboration and resources as ongoing supports to this learning ■ Access to resources and support regarding Equity, Inclusion and anti-racism, oppression, and white privilege **Develop** ■ Staff capacity through anti-oppression, anti-racism and trauma informed learning throughout the board ■ Support and accountability measures for the Board	

Eliminate Bias, Oppression and Racism through disruption and action

Actions (What)	Strategies (How)	Progress to Date (Evidence)
Disrupt	**Review and revise** ■ Policies and practices that perpetuate individual or system racism and oppression ■ Gendered/sex divided washrooms only ■ Texts and practices that perpetuate racism and other forms of oppression ■ Access to sports, programs and trips due to socio economic status, sex, gender, and ability ■ Language and socio-economic barriers in accessing trips, information and/or resources ■ Oppressive hiring practices and promotion connected to people in the margins ■ Days of observance and importance connected to identities which are experiencing marginalization - e.g. women's rights,2S LGBTQI+, xenophobia, transphobia, racism, etc. ■ Practices, assignments and conversations that exclude, identify or isolate people with diverse identities and abilities (e.g. celebrations, family configurations) ■ Dress Code for students ■ Period Equity ■ Intentional use of disruptive language such as anti-Black racism, harmful masculinity, homophobia, transphobia while supporting the action to create change	
Act and Engage to change practice	**Apply** ■ Anti-racism and anti-oppression practices to all areas of the Board and to all schools ■ Relevant and responsive resources in all roles throughout the board ■ Inclusion calendar to inform planning of events and celebrations	

representing various abilities, sexualities, ethnicities, races and faith groups

Create

- A strong board statement with accountability measures and hiring practices as a commitment to the value UGDSB places on anti-racism and anti-oppression
- Safe and inclusive washroom access for all people - especially recognizing those with diverse gender identities
- RFP expectations connected to equity and inclusion as they relate to vendors

Develop

- Accountability measures for ensuring that both anti-Black racism, anti-racism and anti-oppression learning and application into practice exists within all levels of the board

Value and support

- Planning responsive, accessible and relevant trips
- Various forms of feedback and information from students, their families, staff, and community into planning and practice
- People with various identities and lived experiences involvement in collaboration and/or respectfully consulted in capacity building for our staff and their schools/departments
- Learning and training happening on all levels and in many ways throughout schools and departments in our board
- Student led groups and initiatives
- Focus on initiatives to draw more diverse staff to UGDSB including but not limited to mentorship for racialized aspiring leaders, focused advertisement techniques, focused time and space for current staff sub-committee work

The 2019-2022 Equity Plan is intended to be fully responsive to the students, staff, families and UGDSB community. Changes will be made to the Equity Plan to reflect the needs of those we serve.

Tables, Charts & Figures

Table 1, school boards across Ontario that have or are reviewing Police Presence in Schools.

Table 2, Feedback from BIPOC staff and students on the subject of SROs (from Equity led) survey and meetings.

Table 3, Number and type of occurrences at schools (Centre Wellington District High School, Norwell District Secondary School, Wellington Heights Secondary School, Erin District High School) recorded by the Wellington County OPP detachment.

Table 4, Percentage of total population (282,099) for each community in the UGDSB, Community Town Hall and Survey participants and Student Survey respondents.

Table 5, Census data (2016) shows the aboriginal and visible minority populations in each community within the UGDSB. Total BIPOC community is shown as a percentage of the total population of each community and of the UGDSB.

Table 6, Participant identities for the Community Town Hall and Survey

Table 7, Intersectional identities of participants in the Community Survey

Table 8, Participant gender identity (Student Survey)

Table 9, Racial identities of respondents (Student Survey)

Table 10, Incidents involving weapons possession and use September 2015 - June 2020

Table 11, Incidents Involving Weapons September 2015 - June 2020

Table 12, Incidents involving drugs in Secondary schools UGDSB 2015 - 2020.

Table 13, Expulsion and suspensions from elementary and secondary schools from 2015 - 2020

Table 14, Feelings of safety and inclusion reported in the School Climate Survey (2018)

Table 15, Community Town Hall and Survey participants identified by how they interact with the UGDSB.

Glossary

Anti-Black Racism

anti-Black racism is prejudice, attitudes, beliefs, stereotyping and discrimination that is directed at people of African descent. Anti-Black racism is deeply entrenched in Canadian institutions, policies and practices, such that anti-Black racism is either functionally normalized or rendered invisible to the larger white society. Anti-Black racism is manifested in the legacy of the current social, economic, and political marginalization of African Canadians in society such as the lack of opportunities, lower socio-economic status, higher unemployment, significant poverty rates and overrepresentation in the criminal justice system (UGDSB, AR-ABR).

Anti-Indigenous Racism

anti-Indigenous racism is the ongoing race-based discrimination, negative stereotyping, and injustice experienced by Indigenous Peoples within Canada. It includes ideas and practices that establish, maintain and perpetuate power imbalances, systemic barriers, and inequitable outcomes that stem from the legacy of colonial policies and practices in Canada. Systemic anti-Indigenous racism is evident in discriminatory federal policies such as the Indian Act and the residential school system. It is also manifest in the overrepresentation of Indigenous peoples in provincial criminal justice and child welfare systems, as well as inequitable outcomes in education, well-being, and health. Individual lived experiences of anti-Indigenous racism can be seen in the rise in acts of hostility and violence directed at Indigenous people (UGDSB, AR-ABR).

Anti-Oppression

an active and consistent process of change to eliminate individual, institutional and systemic racism as well as the oppression and injustice racism causes, (UGDSB, AR-ABR).

Anti-racism approach

anti-racism is a process, a systematic method of analysis, and a proactive course of action rooted in the recognition of the existence of racism, including systemic racism. Anti-racism actively seeks to identify, remove, prevent, and mitigate racially inequitable outcomes and power imbalances between groups and change the structures that sustain inequities, (UGDSB, AR-ABR).

Bias

an opinion, preference, prejudice, or inclination that limits an individual's or a group's ability to make fair, objective, or accurate judgments, (UGDSB, AR-ABR).

Barrier

anything that prevents a person from fully taking part in all aspects of society, including physical, architectural, information or communications, attitudinal, economic and technological barriers, as well as policies or practices, (UGDSB, AR-ABR)

BIPOC/IBPOC

an acronym for Black, Indigenous, People of Colour or Indigenous, Black, People of Colour, (UGDSB, AR-ABR).

Cisnormativity

A commonplace assumption that all people are cisgender and that everyone accepts this as "the norm." The term is used to describe prejudice against trans people that is less overt or direct and more widespread or systemic in society, organizations and institutions. This form of systemic prejudice may even be unintentional and unrecognized by the people or organizations responsible

Discrimination

unfair or prejudicial treatment of individuals or groups on the basis of grounds set out in the Ontario Human Rights Code such as race, sexual orientation, disability or on the basis of other factors. Discrimination, whether intentional or unintentional, has the effect of preventing or limiting access to opportunities, benefits, or advantages that are available to other members of society. Discrimination may be evident in organizational and institutional structures, policies, procedures, and programs, as well as in the attitudes and behaviours of individuals, (UGDSB, AR-ABR).

Diversity

the presence of a wide range of human qualities and attributes within a group, organization, or society. The dimensions of diversity include, but are not limited to, ancestry, culture, ethnicity, gender identity, gender expression, language, physical and intellectual ability, race, religion, sex, sexual orientation, and socio-economic status, (UGDSB, AR-ABR).

Equity

a condition or state of fair, inclusive, and respectful treatment of all people, (UGDSB, AR-ABR)

First Nation

"First Nation peoples" or "First Nations" refers to the Indian peoples of Canada, both status and non-status, who are descendants of the original inhabitants of Canada who lived here for millennia before explorers arrived from Europe and can also refer to a

community of people as a replacement term for "band". First Nation peoples are one of the distinct cultural groups of Aboriginal peoples in Canada, (UGDSB, AR-ABR)

Inclusive

processes, policies, services, programs and practices are accessible to and usable by as many people as possible, regardless of race, ethnic origin, gender, age, disability, language, etc. An inclusive environment is open, safe, equitable and respectful, where everyone feels a sense of trust, belonging and involvement, (UGDSB, AR-ABR).

Inclusive Education

education that is based on the principles of acceptance and inclusion of all students. Students see themselves reflected in their curriculum, their physical surroundings, and the broader environment in which diversity is honoured and all individuals are respected, (UGDSB, AR-ABR).

Intersectionality

acknowledges the ways in which people's lives are shaped by their multiple and overlapping identities and social locations, which, together, can produce a unique and distinct experience for that individual or group, for example, creating additional barriers or opportunities. In the context of race, this means recognizing the ways in which peoples' experiences of racism or privilege, including within any one racialized group, may differ and vary depending on the individual's or group's additional overlapping (or "intersecting") social identities, such as ethnicity, Indigenous identification, experiences with colonialism, religion, gender, citizenship, socio-economic status or sexual orientation.

Inuit

Indigenous people in northern Canada, living mainly in Nunavut, the Northwest Territories, northern Quebec, and Labrador. Inuit means "the people." The Inuit are not covered by the Indian Act, (UGDSB, AR-ABR)

Marginalization

refers to a long-term, structural process of systemic discrimination that creates a class of disadvantaged minorities. Marginalized groups become permanently confined to the fringes of society. Their status is perpetuated through various dimensions of exclusion, particularly in the labour market, from full and meaningful participation in society, (UGDSB, AR-ABR)

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Métis

Métis means a person who self-identifies as Métis, is distinct from other Aboriginal peoples, is of historic Métis Nation ancestry, and is accepted by the Métis Nation, (UGDSB, AR-ABR).

Prejudice

negative prejudgment or preconceived feelings or notions about another person or group of persons based on perceived characteristics, (UGDSB, AR-ABR).

Race

is a term used to classify people into groups based principally on physical traits (phenotype) such as skin colour. Racial categories are not based on science or biology but on differences that society has chosen to emphasize, with significant consequences for people's lives. Racial categories may vary over time and place, and can overlap with ethnic, cultural or religious groupings, (UGDSB, AR-ABR)

Racial Bias

racial bias is a predisposition, prejudice or generalization about a group or persons based principally on race, (UGDSB, AR-ABR)

Racial Disparity

is unequal outcomes in a comparison of one racial group to another racial group, (UGDSB, AR-ABR).

Racial Disproportionality

the over-representation or under-representation of a racial group in a particular program or system, compared with their representation in the general population, (UGDSB, AR-ABR).

Racial equity

is the systemic fair treatment of all people, resulting in equitable opportunities and outcomes for everyone. It contrasts with formal equality where people are treated the same without regard for racial differences. Racial equity is a process (such as meaningfully engaging with Indigenous, Black, and racialized clients regarding policies, directives, practices and procedures that affect them) and an outcome (such as equitable treatment of Indigenous, Black, and racialized clients in a program or service), (UGDSB, AR-ABR)

Racial Inequality

a disparity in opportunity and treatment that occurs as a result of discrimination based on race, (UGDSB, AR-ABR)

Racialized persons

and/or groups can have racial meanings attributed to them in ways that negatively impact their social, political, and economic life. This includes but is not necessarily limited to people classified as "visible minorities" under the Canadian census and may include people impacted by antisemitism and Islamophobia, (UGDSB, AR-ABR)

Safe

for the purpose of this report the concept of 'safety' or the state of being 'safe' refers to multiple forms.
1. Feeling protected from danger or harm from various sources such as: physical violence, school shootings, and harassment.
2. Protected from discrimination, freedom to move throughout schools without the fear of being accosted, stereotyped, profiled, or over surveillance.

The desired outcome is creating an environment that reduces barriers and promotes learning.

Social Identity

those aspects of a person that are defined in terms of their group membership, or their perceived group membership in broad social categories (i.e., race, disability, gender identity, etc.) Social identities are most accurate when individuals self-identify or choose how they want to be identified, as opposed to being labelled by society or others, (UGDSB, AO-I).

Stereotypes

incorrect assumption based on things like race, colour, ethnic origin, place of origin, religion, etc. Stereotyping typically involves attributing the same characteristics to all members of a group regardless of their individual differences. It is often based on misconceptions, incomplete information and/or false generalizations, (UGDSB, AR-ABR)

Substantive Equality

"achievement of true equality in outcomes...Substantive equality is both a process and an end goal relating to outcomes that seek to acknowledge and overcome the barriers that have led to the inequality in the first place...Achieving substantive equality for members of a specific group requires the implementation of measures that consider and are tailored to respond to the unique causes of their historical disadvantage as well as

their historical, geographical and cultural needs and circumstances...When substantive equality in outcomes does not exist, inequality remains." (Jordan's Principle)

Systemic Racism
consists of organizational culture, policies, directives, practices or procedures that exclude, displace or marginalize some racialized groups or create unfair barriers for them to access valuable benefits and opportunities. This is often the result of institutional biases in organizational culture, policies, directives, practices, and procedures that may appear neutral but have the effect of privileging some groups and disadvantaging others, (UGDSB, AR-ABR).

Transgender
an umbrella term referring to people with diverse gender identities and expressions that differ from stereotypical gender norms. It includes but is not limited to people who identify as transgender, trans woman (male-to-female), trans man (female-to-male), transsexual, cross-dresser, gender non-conforming, gender variant or gender queer, (UGDSB, AO-I)

Transphobia
fear and/or hatred of any defiance of perceived gender norms often exhibited by name-calling, bullying, exclusion, prejudice, discrimination, or acts of violence. Anyone who is trans and/or gender non-conforming (or perceived to be) can be the target of transphobia, (UGDSB, AO-I)

Two-Spirit
a term used by Indigenous people to describe from a cultural perspective people who are gay, lesbian, bisexual, trans or intersex. It is used to capture a concept that exists in many different Indigenous cultures and languages. For some, the term Two-Spirit describes a societal and spiritual role that people played within traditional societies, such as: mediators, keepers of certain ceremonies, transcending accepted roles of men and women, and filling a role as an established middle gender, (UGDSB, AO-I)

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Race, Crime, and Criminal Justice in Canada

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23 PUBLICATIONS **270** CITATIONS

COUNSELORS NOT COPS: ENDING THE REGULAR PRESENCE OF LAW ENFORCEMENT IN SCHOOLS

DIGNITY IN SCHOOLS

[1] A Model Code on Education and Dignity: Presenting a Human Rights Framework for Schools, Dignity in Schools Campaign, Revised October 2013, http://dignityinschools.org/our-work/model-school-code.

The Dignity in Schools Campaign is a national coalition of over 100 organizations that promotes alternatives to a culture of zero-tolerance, punishment, criminalization and the dismantling of public schools. DSC fights for the human right of every young person to a quality education and to be treated with dignity.

The presence of police in schools has escalated dramatically in the last several decades, and the figures on arrests and referrals to law enforcement show disproportionate targeting of Black and Latino students. This is just one aspect of the school-to-prison pipeline, where some students are denied an opportunity to succeed, and instead are pushed out of school and into the juvenile or criminal justice system.

While the complete emotional, social and financial impact of daily police presence in schools is not fully understood, it is clear that students and their families are criminalized, and that school-based arrests and referrals to law enforcement go up when police have a regular presence in schools.

The Dignity in Schools Campaign has developed a set of policy recommendations for schools, districts, states and federal policy-makers to end the regular presence of law enforcement in schools.

These recommendations build on our DSC Model Code on Education and Dignity[1] and are based on best practices, research and experiences of students, parents, intervention workers, peace-builders and educators from around the country, and on a human rights framework for schools. They are designed so that communities and policy-makers can identify specific areas of concern and implement the recommended language, including changing laws and policies, while taking into account the diverse needs and characteristics of individual communities. We recognize that some recommendations in this platform break new ground and are rooted in a new vision for our schools.

SUMMARY OF COUNSELORS NOT COPS
POLICY RECOMMENDATIONS

The Dignity in Schools Campaign has developed the following recommendations for schools, districts, states and federal policy-makers:

1. End the Regular Presence of Law Enforcement in Schools

We are calling for removal of any law enforcement personnel assigned to be present on a regular basis in schools, including sworn officers (and unsworn if they are armed security), municipal police officers, school police officers, school resource officers (SROs), sheriff's deputies, parole and probation officers, tribal officers, truancy officers, ICE officers or other immigration officials and armed security guards.

2. Create Safe Schools through Positive Safety and Discipline Measures

Instead, school staff trained to ensure safe and positive school climates, such as community intervention workers, peacebuilders, behavior interventionists, transformative or restorative justice coordinators, school aides, counselors and other support staff, can and do prevent and address safety concerns and conflicts. These staff monitor school entrances and ensure a welcoming environment, respond to the root causes of conflict and disruptive behaviors, prevent and intervene to stop intergroup and interethnic tension, and address students' needs.

3. Restrict the Role of Law Enforcement that are Called in to Schools

On those rare occasions when it is appropriate for law enforcement to enter a school building, there should be agreements with police departments that limit the cases when law enforcement can be called in to a school, with particular safeguards in place to ensure students' rights to education and dignity are protected, in addition to their constitutional rights to counsel and due process.

Visit www.dignityinschools.org for more resources on alternatives to police in schools and building positive, safe and supportive school climates, including "A Resource Guide on Counselors Not Cops: Supplemental Materials for DSC Policy Recommendations on Ending the Regular Presence of Law Enforcement in Schools."

COUNSELORS NOT COPS POLICY RECOMMENDATIONS

1) End the Regular Presence of Law Enforcement in Schools

Remove any law enforcement personnel that are assigned to be present on a regular basis in and around[2] a school or set of schools during regular school hours and any school-run activities in the building. This would prohibit a regular presence, such as being stationed full or part-time in a school or set of schools, making daily or weekly visits, or the inclusion of a school in an officer's regular beat. This includes School Resource Officers (SROs), police, security officers and any other law enforcement personnel[3] that meet the following criteria:

a. Have the power to arrest, detain, interrogate, question, fine or ticket students on municipal code, juvenile, criminal or immigration-related matters.

b. Have the power to punish youth for violations of probation or parole.

c. Carry any type of weapon, including but not limited to a firearm, baton, taser, rubber bullets, bean bags, mace, pepper/OC spray, and/or carry handcuffs or other forms of restraint.

d. Report to, are certified by, or receive training from a police department, including personnel who can report students to a gang database or other police databases.

e. Schools should also prohibit any school staff from carrying the weapons described above.

2) Create Safe Schools through Positive Safety and Discipline Measures

Support schools to create safe and supportive climates for learning to build relationships with students, get to the root of problems in the school and surrounding community, and prevent and address safety concerns in a way that protects the health, well-being and human rights of students, parents and staff.

States, districts and schools should shift resources away from practices and staffing that criminalize students, and invest in positive approaches and school staff funded through the core education budget,[4] including:

a. Employing staff[5] trained to ensure safe and positive school climates, such as community intervention workers, peace-builders, transformative or restorative justice coordinators, behavior interventionists, school aides, counselors and other support staff.[6]

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[2] For the purposes of these recommendations, "in and around" is meant to encapsulate the criminalization by law enforcement that specifically targets students while they are coming in and out of school.

[3] Law enforcement includes sworn officers (and unsworn if they are armed security), municipal police officers, school police officers, school resource officers (SROs), sheriff's deputies, parole and probation officers, tribal officers, truancy officers, ICE officers or other immigration officials and armed security guards.

[4] Whether these roles are school-based staff or employed by community-based organizations or government institutions, they must be funded through a district's core education budget and considered a permanent part of the school community.

Roles for these staff include to:

- o Help prevent and address safety concerns and conflict;
- o Monitor school entrances and ensure a welcoming environment;
- o Respond to the root causes of behavior;
- o Prevent and intervene to stop intergroup and interethnic tension;
- o Address students' needs; and
- o Work with stakeholders to create a school safety plan, including a plan for evacuation should the need arise, and ensure all staff are trained to carry out the plan. (See the Resources Guide for further definitions of different staff roles and practices.)

b. Ongoing training and support for all school staff in positive approaches to school climate and discipline, including:

- o Trauma-informed practice;
- o Child and adolescent development and psychology;
- o Comprehensive youth development practices and programming;
- o Conflict resolution and peer mediation;
- o De-escalation techniques;
- o Violence prevention and intervention;
- o Intergroup and interethnic conflict, intervention and truce-building strategies;
- o Bias-based and sexual harassment and sexual violence;
- o Working with youth with disabilities or physical, emotional, or mental conditions;
- o Working with LGBTQ and gender non-conforming youth;
- o Cultural competencies (including understanding and addressing racism, sexism, homophobia, transphobia, ableism, adultism/ageism, and other implicit and explicit biases);
- o The impacts of arrest, court, detention, incarceration and/or deportation on youth life chances;
- o Effective strategies for building safe schools without relying on suppression;
- o Restorative and transformative justice practices;
- o School-Wide Positive Behavioral Interventions and Supports; and/or
- o Other positive approaches to school climate and discipline being used in the district.

c. Promoting youth and parent leadership within the school through leadership councils that have an integral role in creating, implementing, monitoring and evaluating safe and supportive school climates. This may include serving as restorative justice facilitators in the school, ensuring there are trainings for all parents, students and community members to fully understand how positive alternatives are being implemented and who is responsible for different aspects of maintaining a positive school climate, and monitoring any agreements with law enforcement (detailed below).

d. Developing district-level structures, such as a Student and Teacher Supportive Services Department, that will:

   o Coordinate support staff, including counselors, social workers, nurses, dropout prevention coordinators, community intervention workers, peacebuilders, behavior interventionists, parent coordinators and others, who are working to promote safe and positive school environments and address the root causes of problems; and
   o Monitor implementation and provide support and coaching for schools that are struggling to implement these practices.

e. Intentional recruiting of Black and Latino administrators, teachers, school safety and support staff trained in the positive approaches above to ensure that school staff reflect the communities in which they are working.

3) Restrict the Role of Law Enforcement that are Called in to Schools

In order to limit the rare cases when law enforcement can be called into schools and to protect students rights while they are on the school site, require that all school districts adopt a publically accessible Memorandum of Understanding (MOU) between schools and local police departments (including tribal controlled schools) that limits the role of any law enforcement personnel who come in to contact with schools, including by:

a. Ensuring that any SROs, police or security officers that are called into a school are not involved in school discipline issues. They shall be responsible only for responding to serious criminal law matters where there is a real and immediate threat of serious physical injury or where it is mandated by law that such offenses be referred to the criminal justice system.

b. Setting strict limits on what law enforcement personnel can and cannot do when they are called to schools to respond to serious criminal matters, including notifying the school before entering school property, requiring that school officials immediately contact a student's parents or guardians when law enforcement is called, and whenever possible, before law enforcement is called, and requiring caregiver notification before interrogating or questioning of students.

c. Prohibiting law enforcement from approaching, interrogating, questioning, fining, ticketing, responding to warrants, or arresting students on school grounds for non-school related incidents.

d. Eliminating the ability of law enforcement to question or interrogate students in schools without a parent or guardian present, and allow adequate time for parents or guardians to arrive.

[7] Students' right to counsel must be communicated and protected where such rights exist, which varies in different localities. DSC calls for a publically funded right to counsel in our Model Code on Education and Dignity for students in discipline, truancy and manifestation proceedings, however this right is not currently recognized. You can find further information on the right to counsel at http://www.dignityinschools.org/files/code/ModelCode_AppendixII.pdf.

e. Eliminating the ability of law enforcement to listen to the questioning or interrogation of students by others (such as school officials).

f. Ensuring that students are made aware of their rights and have an opportunity for consultation with counsel[7] and/or another trusted adult selected by the student prior to any interrogation by the police.

g. Prohibiting schools from calling law enforcement for disciplinary matters and listing specific behaviors for which police cannot be called, including but not limited to the following behaviors as listed in our DSC Model Code on Education and Dignity[8]:

    o Disorderly conduct;
    o Trespassing or loitering;
    o Insubordination/defiance;
    o Profanity, verbal abuse and/or harassment;
    o Vandalism and/or graffiti;
    o Failure to wear or correctly wear school uniform or follow policies regarding clothing;
    o Possession of a prohibited item that does not violate the penal code (i.e. cell phones);
    o Being late, cutting class, absenteeism or truancy;
    o Fighting that does not involve a deadly weapon or immediate threat to other students;
    o Perceived drunkenness or intoxication;
    o Participation in protests, demonstrations or other political activities;
    o Possession of markers, pens, black books or other items that are alleged "graffiti tools;"
    o Possession of drugs or alcohol for personal use;
    o Possession of a tool that could be taken to be, but is not intended as a weapon—such as a nail clipper or file, small pen knife, butter knife, toy gun, pepper spray, etc.; and
    o Alleged or witnessed promoting or claiming of a neighborhood or crew/gang (including verbally, through graffiti, through clothing or hand signs).

h. Protecting students', parents' and school staff's right to film police activities.

i. Ensuring that if the police remove a student from school, that there is a follow up process for when that student returns to school that addresses the root cause of the situation and a plan put into place that will support the success of that student.

j. Requiring that all law enforcement personnel who come in to contact with schools receive training to ensure they are responding appropriately to youth, including at least 60 hours of training before being assigned to respond to schools covering topics as listed in our DSC Model Code on Education and Dignity.

[8] Although municipal and state penal codes may allow for arrest, fines and other court involvement for the behaviors listed below, such actions undermine positive school climate, student attendance and achievement. Further, municipal and state penal codes often contain clear provisions that encourage community diversion by law enforcement officers. School personnel, in partnership with community diversion organizations – not police – must develop positive behavioral interventions and supports to address the typical adolescent behaviors listed.

Topics for trainings include:

- o Trauma-informed practice;
- o Child and adolescent development and psychology;
- o Youth development skills and competencies;
- o Conflict resolution and peer mediation;
- o De-escalation techniques;
- o Violence prevention and intervention;
- o Intergroup and interethnic conflict, intervention and truce-building strategies;
- o Bias-based and sexual harassment and sexual violence;
- o Working with youth with disabilities or physical, emotional, or mental conditions;
- o Working with LGBTQ and gender non-conforming youth;
- o Cultural competencies (including understanding and addressing racism, sexism, homophobia, transphobia, ableism, adultism/ageism, and other implicit and explicit biases);
- o The impacts of arrest, court, detention, incarceration and/or deportation on youth life chances;
- o Effective strategies for building safe schools without relying on suppression.
- o Restorative and transformative justice practices;
- o School-Wide Positive Behavioral Interventions and Supports; and
- o Other positive approaches to school climate and discipline being used in the district.

k. Equipping the parent and youth councils described above (see section 2) to monitor law enforcement that come into schools, including through having timely access to data on arrests and referrals to law enforcement disaggregated by student subgroup, holding regular joint meetings with the police department and school district to ensure the MOU is being followed, and potentially acting as a liaison between the police, school staff and any students they are interacting with.

l. Ensuring that any police, security officers or other law enforcement personnel that operate within and around schools must be subject to clear and transparent civilian complaint processes that include real methods of accountability and correction. Students and parents or guardians must have easy access to the complaint process, must be notified of any investigation and outcome within 10 days and must have the right to an accessible and transparent appeal process.

m. Publishing all the above restrictions on law enforcement in the school or district code of conduct so that parents and students are made aware of what police can and cannot do in their schools.

n. Collecting and reporting data on all police interactions with students, including calls to police for services, referrals to law enforcement, school-based arrests, tickets and summonses, disaggregated by student sub-group. The data should be made publicly available and accessible, including through posting data on school districts' websites and translating data reports into all the languages represented in the school community.

SPLO Context of Police and Racism Lit Review

What Racism is:

Definition of Racism-AntiViolence Project
https://www.antiviolenceproject.org/glossary/#racism

Types of Racism
https://www.thoughtco.com/racism-definition-3026511

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Street Checks in Victoria
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Perceived threat: Aboriginals and visible minorities
https://www.mcgill.ca/newsroom/channels/news/perceived-threat-aboriginals-and-visible-minorities-255277

Structural Determinants of Municipal Police Force Size in Large Cities Across Canada: Assessing the Applicability of Ethnic Threat Theories in the Canadian Context
https://journals.sagepub.com/doi/abs/10.1177/1057567715586833

Racism and Policing in schools

The Use of Incarceration in Canada: A Test of Political and Social Threat Explanations on the Variation in Prison Admissions across Canadian Provinces, 2001–2010
https://onlinelibrary.wiley.com/doi/abs/10.1111/soin.12078

Homeroom Security – School Discipline in an Age of Fear
https://nyupress.org/9780814748206/homeroom-security/

Fighting the School to Prison Pipeline
https://rabble.ca/podcasts/shows/talking-radical-radio/2018/03/fighting-school-prison-pipeline-toronto

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http://www.ohrc.on.ca/en/paying-price-human-cost-racial-profiling/effects-racial-profiling

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Vancouver Elementary School Teachers' Association Statement on SPLO programs
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Vancouver School Board Cessation of SPLO Programs
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Effects of police in schools on marginalized students
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Researching impact of SRO's on schools
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For Fairer Schools Get Police Out of Schools
https://theconversation.com/for-a-fairer-education-system-get-the-police-out-of-schools-141552

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Alternatives to School Discipline Principles and Interventions: an Overview of the Literature
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Alternatives to School Police Programs

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Law Enforcement Doesn't Belong in Schools

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Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Thursday , 17 June, 2021 at 4:00-6p.m.**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A.
COMMENCEMENT OF MEETING

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 Agenda

B.
PRESENTATIONS TO THE COMMITTEE

C.
NEW BUSINESS

C.1
Committee review of draft public survey

C.2
Next steps

D.
GENERAL ANNOUNCEMENTS

E.
ADJOURNMENT

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

Minutes

Date: **Thursday , 17 June, 2021 at 4:00-6p.m.**
Location: **Via Zoom**

Chairperson: Trustee Duncan
In attendance: Colin, Michael, Shawna, Jennifer, Taily, Mel, Darrell, Deb, Lisa G, and Matt.

A.
COMMENCEMENT OF MEETING

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 Agenda

B.
PRESENTATIONS TO THE COMMITTEE
None

C.
NEW BUSINESS

C.1
Committee review of draft public survey
The Committee reviewed the draft public survey and provided feedback. The feedback was then shared with Lisa who will make the appropriate changes to the draft survey.

C.2
Next steps
Survey notes were given to Lisa McPhail, Communications Manager. Lisa will bring a revised version of the survey to the September 16, 2021 meeting.

D.

GENERAL ANNOUNCEMENTS

Next Meeting Date: September 16, 2021.

E.
ADJOURNMENT

THIS COMMITTEE HAS REACHED OUT TO INVITE FEEDBACK FROM THE FOLLOWING STAKEHOLDERS:

- ICA
- Inclusion BC
- Native Friendship Centre
- Victoria Immigrant and Refugee Centre Society
- Pacific People's Partnership
- International Institute for Child Rights and Development (ties with Royal Roads)
- Hulitan Family and Community Services Society
- UVIC – Indigenous Academic and Community Engagement
- Camosun – Centre for Indigenous Education and Community Connections
- Resilience BC
- Mothers Against Racism

- Urban Native Youth Association
- Mosaic BC
- Out on Screen
- BC Community Alliance
- Black Lives Matter Vancouver
- BC Black History Awareness Society
- Metis Nation of British Columbia
- First Nations Health Authority
- UVIC Academic Advisory Committee on Equity and Diversity
- Jamaican Community Victoria Association
- Binkadi Community Association
- African Heritage Association of Vancouver Island
- The Support Network for Indigenous Women and Women of Colour

Introduction

The Greater Victoria School District is reviewing School Police Liaison Officer Programs and is seeking input from all members of the learning community.

In September 2020, the Greater Victoria School Board passed a motion to form a committee to review School Police Officer Liaison Programs across the Greater Victoria School District.

Overview of current programs – TBD - Link to Backgrounder

The goal of the committee is to engage with students, staff and families to gather input about students' experiences with the School Police Liaison Officer Programs. Once all input is received and reviewed, the committee will make program recommendations for the Board of Education's consideration.

We welcome all input and are committed to a barrier-free survey process. If you prefer to share your feedback in an alternate way, please contact us at community@sd61.bc.ca or XXX-XXX-XXXX.

The survey is open from XX, 2021, until midnight XX, 2021. It should take approximately 10 minutes to complete.

We Respect Your Privacy

The Greater Victoria School District does not require your personal information for this survey using SurveyMonkey. Your responses to the survey questions will not be attributed back to you individually; they will only be reported back in aggregate with the other responses received. When completing the survey, please do not provide your name or address or any other personal information that could identify you or other individuals. The personal information submitted will be treated as though the School District has received your consent to disclose it to the Board of Education, staff and the public. Please be aware that IP addresses and information collected will be stored on SurveyMonkey's servers located outside of Canada. If you have questions about the survey or would prefer to complete the survey by paper or email, you can contact community@sd61.bc.ca.

Who are we hearing from?

We want to hear from all of those in our learning community, including students, staff, families and members of the public. The next few questions will help us categorize your responses.

1. What is your connection to the Greater Victoria School District? Select all that apply.

☐ Student in the Greater Victoria School District

☐ Parent/Guardian

☐ Staff (CUPE)

☐ Staff (Teacher)

☐ Staff (Other)

☐ Community member

☐ Other (please specify)

_____

2. Do you identify with any of the following? Select all that apply.

☐ First Nations

☐ Métis

☐ Inuit

☐ BIPOC (Black Indigenous People of Colour)

☐ LGBTQS2+

3. In which area of the Capital Region do you live?

○ Victoria

○ Esquimalt

○ Oak Bay

○ Saanich

○ View Royal

○ Highlands

○ Songhees Nation

○ Esquimalt Nation

○ Out of District

○ Not sure/Other (please specify)

_____

4. On a scale of 1 to 5, how familiar are you with School Police Liaison Officer Programs?

#1 - This means you are not familiar at all with the program.

#5 - This means you are very familiar with the program.

#1 Not familiar at all   Somewhat familiar   #5 Very familiar

5. Does your child or children's school have a School Police Liaison Officer in their school(s)?

- Yes
- No
- I'm not sure
- Other (please specify)

6. Have you or your child(ren) had a personal interaction with a School Police Liaison Officer?

- Yes
- No

7. If yes, describe their experience.

8. Do you feel School Police Liaison Officer Programs contribute positively to school communities?

- Strongly Disagree
- Disagree
- Neutral
- Agree
- Strongly Agree

9. Do you feel School Police Liaison Officer Programs create a sense of safety in our school communities?

- Strongly Disagree
- Disagree
- Neutral
- Agree
- Strongly Agree

10. How does the presence of a School Police Liaison Officer in a school make you feel? Please explain below.

11. Do you have any concerns with the School Police Liaison Officer Programs?

- Yes
- No

12. If yes, please describe those concerns.

13. Do you have recommendations to improve School Police Liaison Officer Programs?

14. Do you have any comments about this subject that you would like to share?

Thank you!

Your feedback matters! Thank you for taking the time to complete this survey.

Potential Survey Questions

Community Discussion Questions

1. What are your thoughts about the role and impact that police presence has in the GVSD school community?

Student Survey

1) What grade are you in?

- 9-10
- 11-12

2) What gender do you identify with?

- Cis gender Man
- Cis gender Woman
- Non-binary
- Transgender Man
- Transgender Woman
- Two-spirited
- My gender is not listed
- Prefer not to answer

3) What race do you identify with?

- White
- Black
- Indigenous
- Other POC (Person of Colour)
- Prefer not to say

4) Are you a member of the 2SLGBTQIA+ Community?

- Yes
- No
- Prefer not to say

5) My previous interactions with School Police Liaison Officers (SPLOs) in school have been:

- Positive
- Neutral
- Negative
- I have not had any interactions with my SPLO

6) Have you ever felt discriminated against by an SPLO? *[DISCRIMINATION is the unfair or prejudicial treatment of individuals or groups on the basis of grounds set out in the Ontario Human Rights Code such as race, sexual orientation, disability or on the basis of other factors. Discrimination, whether intentional or unintentional, has the effect of preventing or limiting access to opportunities, benefits, or advantages that are available to other members of society. Discrimination may be evident in organizational and institutional structures, policies, procedures, and programs, as well as in the attitudes and behaviours of individuals.]*

- Yes
- Somewhat
- No
- Other: Please Specify
- I have not had any interactions with my SPLO

7) Are you comfortable with SPLOs in your school?

- Yes
- Neutral
- No
- Other: Please Specify

8) Would you feel negatively impacted if the SPLOs were removed from your school?

- Yes
- Somewhat
- No
- Other: Please Specify

9) Please enter any comments or positive/negative experiences you have encountered regarding SPLOs: [Long Answer]

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
School Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Thursday, 16th September, 2021**
4:00p.m.-6:00p.m.
Location: **Via Zoom**
https://gvsd61.zoom.us/j/68980612248?pwd=eThyVDRQbjNabnlnL1h3c1lQZVdVUT09

A.
COMMENCEMENT OF MEETING

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 AGENDA

B.
PRESENTATIONS TO THE COMMITTEE

September 16, 2021 4PM TO 6PM		
1	4:15		tbc
2	4:30		tbc
3	4:45		tbc

C.
NEW BUSINESS
C.1
Survey Review-Draft 2 - Lisa

C.2
Next steps

D.
CORRESPONDENCE

E.
GENERAL ANNOUNCEMENTS
Next Meeting Date: To be confirmed

F.
ADJOURNMENT

THIS COMMITTEE HAS REACHED OUT TO INVITE FEEDBACK FROM THE FOLLOWING STAKEHOLDERS:

- ICA
- Inclusion BC
- Native Friendship Centre
- Victoria Immigrant and Refugee Centre Society
- Pacific People's Partnership
- International Institute for Child Rights and Development (ties with Royal Roads)
- Hulitan Family and Community Services Society
- UVIC – Indigenous Academic and Community Engagement
- Camosun – Centre for Indigenous Education and Community Connections

- Resilience BC
- Mothers Against Racism
- The Support Network for Indigenous Women and Women of Colour
- Urban Native Youth Association
- Mosaic BC
- Out on Screen
- BC Community Alliance
- Black Lives Matter Vancouver
- BC Black History Awareness Society
- Metis Nation of British Columbia
- First Nations Health Authority
- UVIC Academic Advisory Committee on Equity and Diversity

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
School Police Liaison Officer Ad Hoc Committee

Minutes

Date: **Thursday, 16ᵗʰ September, 2021**
           4:00p.m.-6:00p.m.

A.
COMMENCEMENT OF MEETING
In attendance: Chair Duncan, Harold, Taily, Lisa M. Jennifer, Trustee Ferris, Matt, Darrell, Shawna, Deb, Mel, Michael and Lisa G
Guest: Evan

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 AGENDA

B.
PRESENTATIONS TO THE COMMITTEE

September 16, 2021 4PM TO 6PM	
1 4:15	tbc

2	4:30		tbc
3	4:45		tbc

C.
NEW BUSINESS
C.1
Survey Review-Draft 2 Lisa M provided information regarding the Draft 2 survey. Committee members provided feedback, asked for clarification and discussed the draft survey. Lisa M and Evan received the feedback and provided expertise and advice.

C.2
Next steps
The survey will be modified based on the feedback and then will go live.

D.
CORRESPONDENCE

E.
GENERAL ANNOUNCEMENTS
Next Meeting Date: October 28, 2021

F.
ADJOURNMENT

THIS COMMITTEE HAS REACHED OUT TO INVITE FEEDBACK FROM THE FOLLOWING STAKEHOLDERS:

- ICA
- Inclusion BC
- Native Friendship Centre
- Victoria Immigrant and Refugee Centre Society
- Pacific People's Partnership
- International Institute for Child Rights and Development (ties with Royal Roads)
- Hulitan Family and Community Services Society
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- Camosun – Centre for Indigenous Education and Community Connections
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- Mothers Against Racism
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- Urban Native Youth Association
- Mosaic BC
- Out on Screen
- BC Community Alliance
- Black Lives Matter Vancouver
- BC Black History Awareness Society

- Metis Nation of British Columbia
- First Nations Health Authority

- UVIC Academic Advisory Committee on Equity and Diversity

Greater Victoria School District 61

Introduction

The Greater Victoria School District (SD61) is reviewing the School Police Liaison Officer (SPLO) Program. The District is seeking feedback through this voluntary survey and will make recommendations to the Board in early 2022.

Your responses to this survey will help inform our Board of Education regarding the School Police Liaison Officer Program. The goal is to ensure the program is welcoming, inclusive, safe and creates respectful places for all students, staff and families. There is no requirement to answer all questions.

We are committed to a barrier-free engagement process and invite all input. If you prefer to share your feedback in an alternate way, please contact us at community@sd61.bc.ca or XXX-XXX-XXXX.

Background

The SPLO Program has been in place for over XX years in SD61. It is a partnership with multiple police departments in the District, including Saanich, Oak Bay, Victoria and the Westshore RCMP. Trained police department liaison officers serve as resources to schools with activities such as education, drug prevention, community involvement with sporting or school events, school violence, safety drills, among other involvement. Currently, there are XX elementary, middle and secondary schools in the district who have school police liaison officers assigned to them.

In September 2020, the School District Board passed a motion to form a committee to review the SPLO Program. Its goal is to undertake discussions with members of the school community, including, but not limited to racialized, Indigenous and LGBTQS2+ staff, parents and students to:

1. Determine what, if any, concerns there may be regarding the District's School Police Liaison Officer Program and;
2. Develop recommendations, as required, on what changes, including ending the program, should be made to the program to improve its value to the school community.

The Committee includes 21 members, including representatives from the following groups: students, the Esquimalt Nation, Greater Victoria Teachers' Association, CUPE, Victoria Confederation of Parent Advisory Councils, Victoria Police Department, Saanich Police Department, senior leadership team and communications staff, school administrators, and two Trustees.

Survey Questions

How familiar are you with the School Police Liaison Officer Program?

- Very familiar
- Somewhat familiar
- Not very familiar
- Not familiar at all

Greater Victoria School District 61

Is there a School Police Liaison Officer in your school?

- Yes
- No
- Not sure

Have you had any interactions with a School Police Liaison Officer in the school? Select all that apply:

- Community event
- Crime prevention and safety
- Parent information talk
- Safety session, such as bike skills, stranger danger, internet use, bullying
- Drugs or weapons
- Conflict resolution
- Support for an issue
- Other: _____

My previous interactions with School Police Liaison Officers in the school setting have been:

- Very Positive
- Positive
- Neutral
- Negative
- Very negative
- I have not had any interactions
- Why do you feel this way? _____

How comfortable are you with having School Police Liaison Officers in schools?

- Very comfortable
- Comfortable
- Neutral
- Uncomfortable
- Very uncomfortable
- Not sure

Would you like to see the School Police Liaison Officer Program continue in the Greater Victoria School District?

- Yes
- I would like to see it continue if changes are made to address concerns
- No

- Not sure

Please share any additional feedback or recommendations you have about the School Police Liaison Officer Program.

<open ended question>

_____

Please tell us about yourself (optional)

What is your connection to the Greater Victoria School District (GVSD)? Select all that apply.
- Current student in the GVSD
- Former student in the GVSD
- Parent/guardian of a current child or children, in the GVSD
- Staff (CUPE)
- Staff (Teacher)
- Staff (Other)
- Staff (Admin)
- Community member
- Community group
- Police member
- Other: _____

If you are a student, what grade are you in?

- (List options: K-12)

What ethno-cultural background do you identify with:

- Arab
- Black
- Chinese
- Filipino
- Indigenous
- Japanese
- Korean
- Latin American
- South Asian
- Southeast Asian
- West Asian
- White
- Other
- Prefer not to answer

What gender do you identify with?

- Female
- Male
- Self-describe
- Prefer not to answer

Would you identify as part of the 2SLGBTQIA+ community?

- Yes
- No
- Prefer not to answer

Which municipality is your school(s) located in? If you have more than one child, please select all that apply.

- Victoria
- Esquimalt
- Oak Bay
- Saanich
- View Royal
- Songhees Nation
- Esquimalt Nation
- Other: _____

Thank you for taking the time to complete this survey. A summary report of the results will be presented to the Board of Education in December 2021 and will be available on the SD61 website.

Resources are available if you are looking for confidential support or services after completing this survey. Please contact any of the following organizations listed.

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Thursday , 28 October, 2021 at 4:00-6p.m.**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A.
COMMENCEMENT OF MEETING

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 Agenda

B.
PRESENTATIONS TO THE COMMITTEE

		OCT 28, 2021 4PM TO 6PM	
1	4:15	Kelli Kraft	GVTA
2	4:30	Elaine Ho	VCPAC
3	4:45	Chris Dovell	Community

C.
NEW BUSINESS

C.1
High level Survey Information

D.
GENERAL ANNOUNCEMENTS / CORRESPONDANCE

D.1.
Letter of Support - Imam

E.
ADJOURNMENT

B.2.
Letter of Support - Imam

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

Minutes

Date: **Thursday , 28 October, 2021 at 4:00-6p.m.**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A.
COMMENCEMENT OF MEETING

In Attendance: Chair Duncan, Lisa M, Lisa G, Harold, Colin, Michael, Tom, Taily, Joanna, Evan, Melanie, Darrell, Kalie, Matt, Deb, Elaine

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 Agenda

B.
PRESENTATIONS TO THE COMMITTEE

OCT 28, 2021 4PM TO 6PM

YCI program at Camp Pringle –
personal anecdote

- Officers wanted to broach topics such as self-harm from a legal standpoint rather than one of care, compassion, and mental wellness
- Officers shared that they would support and thought it would be beneficial for teachers to use corporal punishment on students because kids these days are "getting too cocky" or "don't respect their elders."
- Officers told me that they had experienced corporal punishment as children, and therefore thought children should continue to be physically abused because it "straightened them out"
- Officers shared casually racist anecdotes about "drunken" Indigenous people they had interacted with in their course of duty

westshore.rcmp.gc.ca

WEST SHORE RCMP
BIANNUAL REPORT
JANUARY – JUNE 2021

WEST SHORE RCMP BIANNUAL REPORT

The biannual reporting period is from January 1st to June 30th 2021. The intent of this correspondence is to provide a brief overview of policing operations at West Shore RCMP Detachment.

CRIME STATISTICS

Within the following statistics[i] we look for "trends." This is significant as it relates to crime reduction initiatives designed to target prolific offenders and assists detachment personnel in identifying crime issues and focusing resources. We continue to analyze and evaluate problem areas and individuals in an effort to target them for crime reduction initiatives. All members at the detachment including general duty, plain clothes and specialty teams contribute to this effort.

REPORTED INCIDENTS

The following table represents the total[ii] reported incidents for West Shore for January 1 – June 30, 2020 & 2021 with the % change and graph depicting increases/decreases from January 1, 2017 through June 30, 2021. The reported incidents are grouped under Uniform Crime Reporting (UCR) categories.

West Shore Detachment	West Shore			
	Jan 1 - Jun 30, 2020	Jan 1 - Jun 30, 2021	% Change	2017 -2021*
Crimes Against Persons	755	813	8%	
Offences Against Property	1488	1434	-4%	
Other Criminal Code Violations	1495	1626	9%	
Controlled Drug & Substances Violations	133	138	4%	
Other Federal Statute Violations	113	94	-17%	
Provincial Statistics Codes	1144	1317	15%	
RCMP Statistics Codes	6731	7993	19%	
Traffic Violations (Provincial)	160	231	44%	
Total	10864	12254	13%	
* Jan 1 - June 30, 2021				

West Shore RCMP jurisdiction had a 13% increase (+1390 reports) in reported incidents in the first six months of 2021 compared to the same 2020 period. RCMP statistics related codes[iii] represented the highest incidence of reports followed by Other Criminal Code Violations[iv] and Offences Against Property. Year over year increases included Provincial Traffic Violations[v] (44%), RCMP Statistics Codes (19%), Provincial Statistics Codes[vi] (15%), Other Criminal Code Violations (9%), Crimes Against Persons (8%) and Controlled Drug & Substance Violations (4%). There were decreases in Offences Against Property and Other Federal Statute Violations[vii]. There were no fatal collisions in 2021.

The following tables depict increases and decreases in West Shore policing areas. Langford, Colwood, View Royal, Metchosin and the Highlands all had an increase in total reported incidents, while Songhees & Esquimalt Nations had decreases in total reported incidents.

CITY OF LANGFORD

West Shore Detachment	City of Langford			
	Jan 1 - Jun 30, 2020	Jan 1 - Jun 30, 2021	% Change	2017 -2021*
Crimes Against Persons	434	456	5%	
Offences Against Property	887	842	-5%	
Other Criminal Code Violations	800	784	-2%	
Controlled Drug & Substances Violations	79	79	0%	
Other Federal Statute Violations	71	43	-39%	
Provincial Statistics Codes	530	673	27%	
RCMP Statistics Codes	3802	4449	17%	
Traffic Violations (Provincial)	91	136	49%	
Total	6093	6791	11%	

* Jan 1 - June 30, 2021

CITY OF COLWOOD

West Shore Detachment	City of Colwood			
	Jan 1 - Jun 30, 2020	Jan 1 - Jun 30, 2021	% Change	2017 -2021*
Crimes Against Persons	155	156	1%	
Offences Against Property	286	264	-8%	
Other Criminal Code Violations	278	466	68%	
Controlled Drug & Substances Violations	20	17	-15%	
Other Federal Statute Violations	16	22	38%	
Provincial Statistics Codes	230	224	-3%	
RCMP Statistics Codes	1325	1534	16%	
Traffic Violations (Provincial)	21	32	52%	
Total	2063	2363	15%	

* Jan 1 - June 30, 2021

TOWN OF VIEW ROYAL

West Shore Detachment	Town of View Royal			
	Jan 1 - Jun 30, 2020	Jan 1 - Jun 30, 2021	% Change	2017 -2021*
Crimes Against Persons	94	112	19%	
Offences Against Property	218	200	-8%	
Other Criminal Code Violations	268	250	-7%	
Controlled Drug & Substances Violations	20	18	-10%	
Other Federal Statute Violations	9	7	-22%	
Provincial Statistics Codes	138	183	33%	
RCMP Statistics Codes	891	1161	30%	
Traffic Violations (Provincial)	28	28	0%	
Total	1507	1765	17%	

* Jan 1 - June 30, 2021

DISTRICT OF METCHOSIN

West Shore Detachment	District of Metchosin			
	Jan 1 - Jun 30, 2020	Jan 1 - Jun 30, 2021	% Change	2017 -2021*
Crimes Against Persons	22	32	45%	
Offences Against Property	45	50	11%	
Other Criminal Code Violations	39	57	46%	
Controlled Drug & Substances Violations	2	1	-50%	
Other Federal Statute Violations	2	4	100%	
Provincial Statistics Codes	39	42	8%	
RCMP Statistics Codes	330	339	3%	
Traffic Violations (Provincial)	9	16	78%	
Total	447	498	11%	
* Jan 1 - June 30, 2021				

DISTRICT OF HIGHLANDS

West Shore Detachment	District of Highlands			
	Jan 1 - Jun 30, 2020	Jan 1 - Jun 30, 2021	% Change	2017 -2021*
Crimes Against Persons	6	11	83%	
Offences Against Property	14	25	79%	
Other Criminal Code Violations	8	7	-13%	
Controlled Drug & Substances Violations	1	3	200%	
Other Federal Statute Violations	3	1	-67%	
Provincial Statistics Codes	20	16	-20%	
RCMP Statistics Codes	115	144	25%	
Traffic Violations (Provincial)	2	2	0%	
Total	149	187	26%	
* Jan 1 - June 30, 2021				

SONGHEES NATION

West Shore Detachment	Songhees Nation			
	Jan 1 - Jun 30, 2020	Jan 1 - Jun 30, 2021	% Change	2017 -2021*
Crimes Against Persons	28	33	18%	
Offences Against Property	29	40	38%	
Other Criminal Code Violations	92	20	-78%	
Controlled Drug & Substances Violations	3	6	100%	
Other Federal Statute Violations	3	4	33%	
Provincial Statistics Codes	169	166	-2%	
RCMP Statistics Codes	140	192	37%	
Traffic Violations (Provincial)	0	1	100%	
Total	429	415	-3%	
* Jan 1 - June 30, 2021				

ESQUIMALT NATION

West Shore Detachment	Esquimalt Nation			
	Jan 1 - Jun 30, 2020	Jan 1 - Jun 30, 2021	% Change	2017 -2021*
Crimes Against Persons	9	5	-44%	
Offences Against Property	3	2	-33%	
Other Criminal Code Violations	2	5	150%	
Controlled Drug & Substances Violations	1	0	-100%	
Other Federal Statute Violations	2	3	50%	
Provincial Statistics Codes	6	5	-17%	
RCMP Statistics Codes	23	20	-13%	
Traffic Violations (Provincial)	1	0	-100%	
Total	39	35	-10%	

* Jan 1 - June 30, 2021

PERCENTAGE OF REPORTS PER MUNICIPALITY

The following tables and charts depict the reported incidents per municipality for January 1 – June 30, 2020/2021. Langford continues to have the highest number & percentage of reports (55%), followed by Colwood (19%), View Royal (14%), Metchosin (4%), Songhees & Esquimalt Nations (4%) and the Highlands (2%).

Municipality	Jan 1 - June 30			
	2020	%	2021	%
Langford	6093	56%	6791	55%
Colwood	2063	19%	2363	19%
View Royal	1507	14%	1765	14%
Metchosin	447	4%	498	4%
Highlands	149	1%	187	2%
Songhees & Esquimalt	468	4%	450	4%
West Shore Total	10864		12254	

% Reported Incidents Per Municipality 2020 / 2021

% of Reported Incidents per Municipality
Jan 1 - June 30, 2021

**% of Reported Incidents per Municipality
Jan 1 - June 30, 2020**

- Langford
- Colwood
- View Royal
- Metchosin
- Highlands
- Songhees & Esquimalt Nations

4%   1%   4%
14%
19%
56%
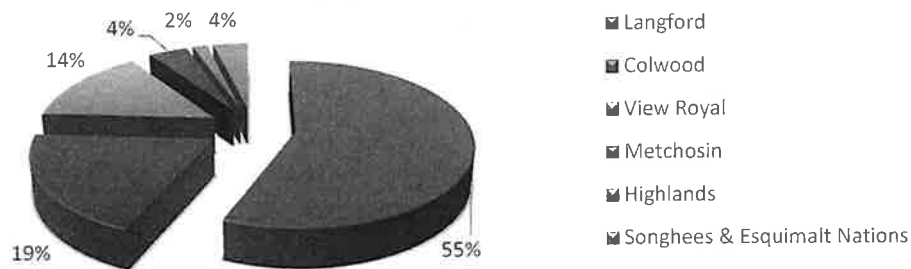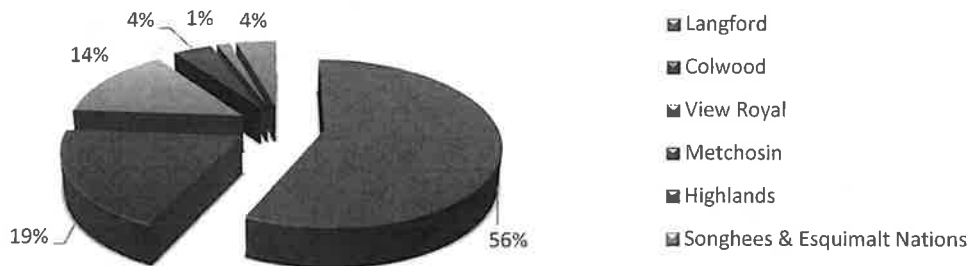
PRIORITY SERVICE CALLS[viii]

During the first six months of 2021, Priority 1 service calls accounted for 8% of all calls and Priority 2 service calls accounted for 19% of all calls. The top three calls requiring a Priority 1 response included "Suicidal Person" (37%), "Domestic in Progress" (31%) and "Motor Vehicle Incident with Injury" (10%). The top three calls requiring a Priority 2 response were "Assist Police/Fire/Ambulance" (20%), "Impaired" (19%) and "Abandoned 911" (9%).

Priority Calls Attended - Jan 1 to June 30, 2021

- P1
- P2
- P3
- P4

8%
33%
19%
39%
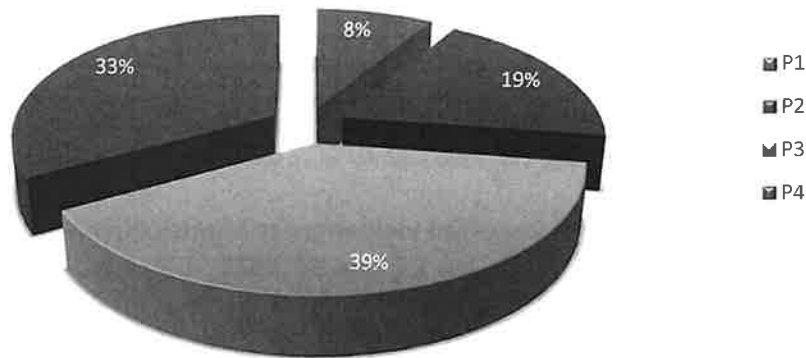
P1 - Priority 1 – Requires urgent attention, potentially life threatening.
P2 - Priority 2 – Requires immediate attention; serious, may not be life threatening.
P3 - Priority 3 – Routine attention; no current threat to life or property.
P4 - Priority 4 – Event must be documented; may or may not require police attendance.

WEST SHORE RCMP BIANNUAL REPORT

TOP 5 CALLS FOR SERVICE

Traffic incidents represented the highest incidence of calls (8.5%) in the first 6 months of 2021 followed by Breaches (8.3%), Check Well Being calls (6.3%), Assist Police/Fire/Ambulance (5.4%) and Property related calls (5.1%).

Top 5 Calls For Service Jan 1 - June 30, 2021

☑ TRAFFIC INCIDENT   ☑ BREACH   ☑ CHECK WELLBEING   ☑ ASSIST POLICE / FIRE / AMBULANCE   ☑ PROPERTY
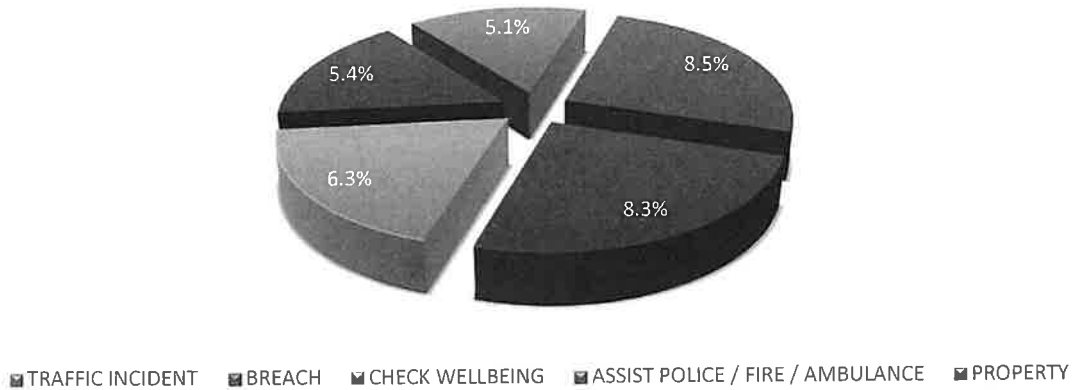
TOP 5 TIME CONSUMING CALLS

Top 5 Time Consuming Calls (Hours)
Jan 1 - June 30, 2021

☑ CHECK WELLBEING
☑ DOMESTIC IN PROGRESS
☑ SUICIDAL PERSON
☑ ASSIST POLICE/FIRE/AMBULANCE
☑ TRAFFIC INCIDENT
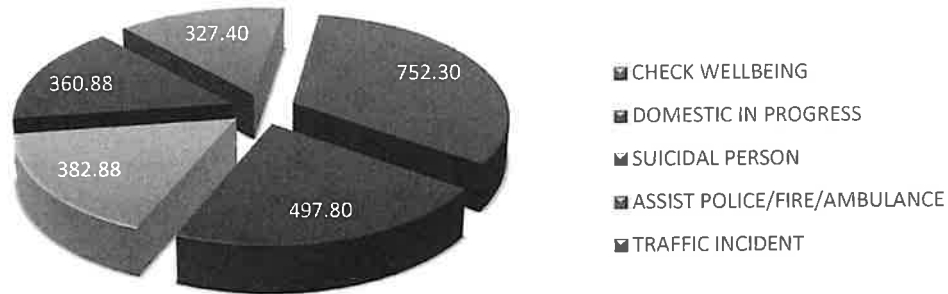
Check Well Being was the most time-consuming call type with 752+ hours spent attending to these types of calls in the first six months of 2021. Domestic in Progress calls were the second most time-consuming call type (497+ hours), followed by Suicidal Person calls (382+ hours), Assist Police/Fire/Ambulance (360+ hours) and Traffic Incident calls (327+ hours).

JAN 1 – JUNE 30, 2021 CRIME MAPS[ix]

	ROBBERY		Other Jurisdictions
	ARSON		Colwood
	AUTO THEFT		Highlands
	B&E BUSINESS		Langford
	B&E OTHER		Metchosin
	B&E RESIDENCE		View Royal
	BIKE THEFT		Esquimalt Nation
	MAIL THEFT		Songhees Nation
	SHOPLIFTING		
	THEFT - OTHER		
	THEFT FROM AUTO		
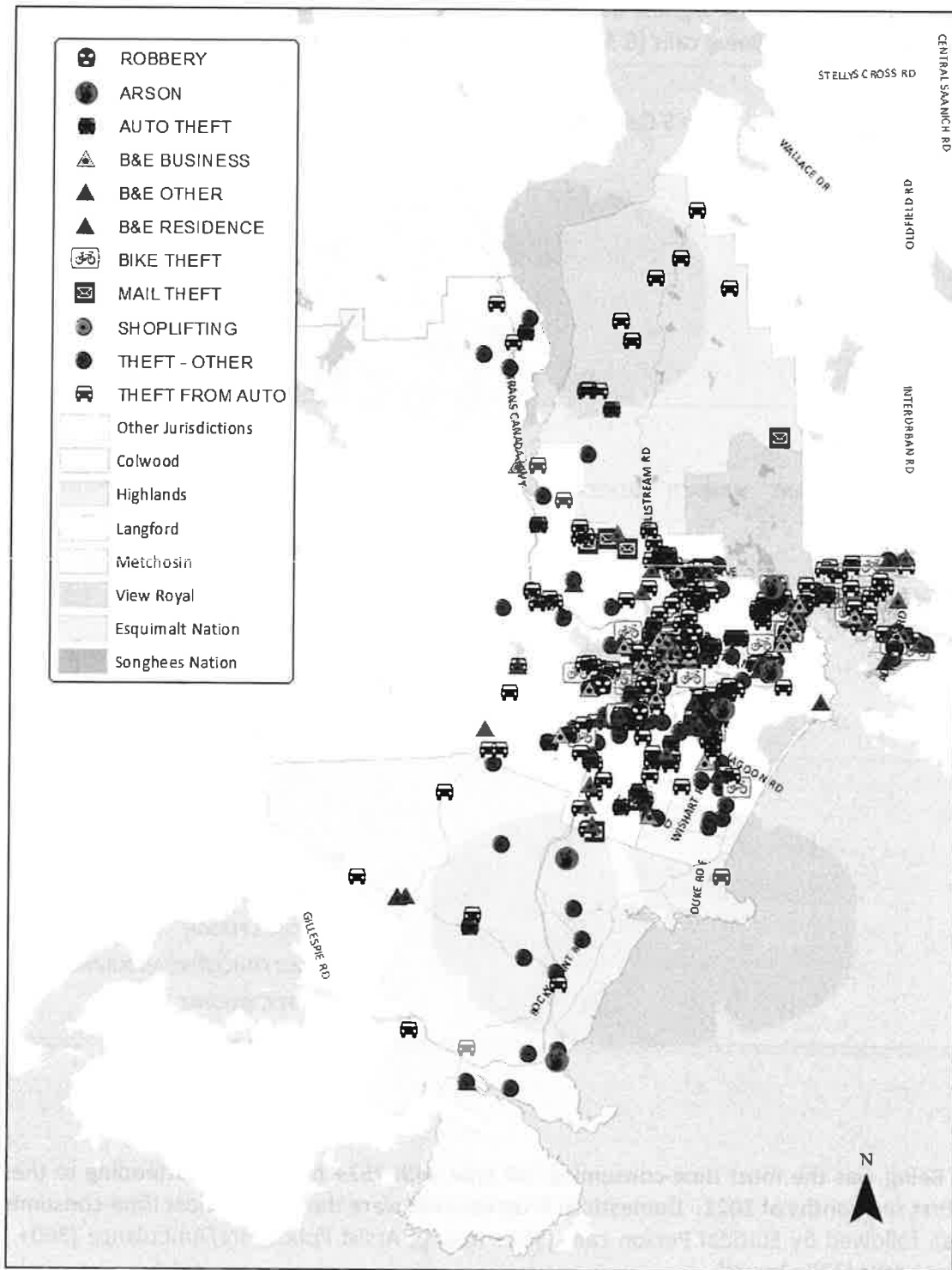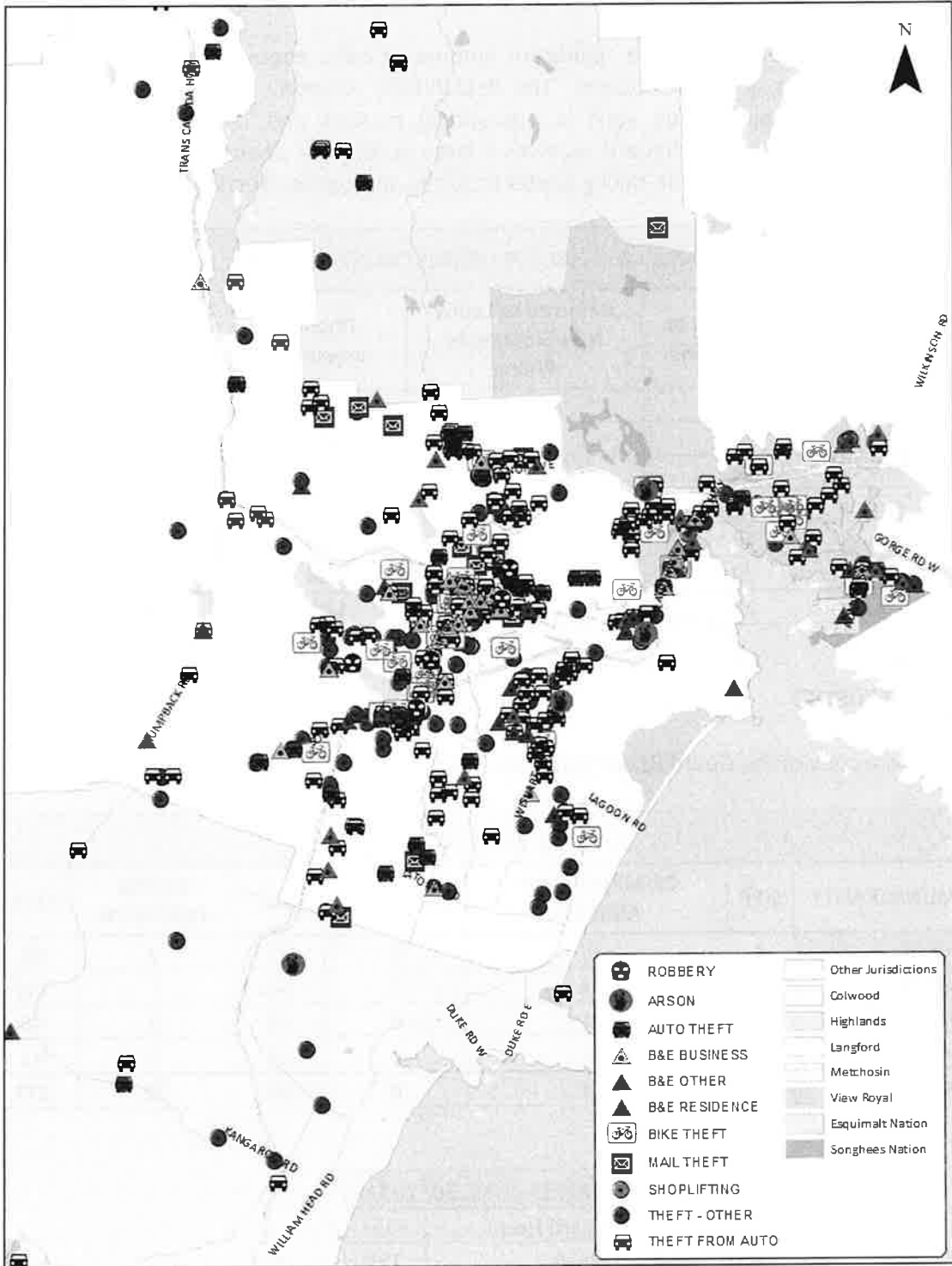
WEST SHORE RCMP BIANNUAL REPORT

FRONT COUNTER ASSISTANCE

The West Shore Detachment receives a significant amount of calls, enquiries and files that are generated through our front counter and switchboard. The detachment currently has a member working the front counter to assist our administration staff in operational matters and improve service delivery to the community. The detachment switchboard receives a large number of phone calls each day which must be triaged and routed to our dispatch/call-taking center or to the appropriate section and member.

	JAN 1 - JUNE 30, 2021 FRONT COUNTER CALLS			
	Files Created at Front Counter	Referred to Lobby Non-Emergency Phone	Phone Inquiries	All Other
Jan	10	46	172	667
Feb	10	48	203	525
Mar	14	59	258	674
Apr	13	45	204	510
May	12	45	183	504
Jun	20	46	238	558
Total	79	289	1258	3438

GUARD ROOM STATISTICS

Please find below a copy of the Guard Room Statistics. *Guard room statistics follow the yearly calendar.*

JAN 1 - JUNE 30, 2021						
MUNICIPALITY	SIPP	CRIMINAL CODE ARRESTS	OTHER P.D.	ADULT	YOUNG OFFENDER	TOTAL
Colwood	8	32	0	33	7	40
Langford	38	111	0	142	7	149
View Royal	16	30	0	43	3	46
Provincial	4	38	0	37	5	42
TOTALS	66	211	0	255	22	277

JAN 1 - JUNE 30, 2021	
Guard Hours	4357
Meals	198

ANNUAL PERFORMANCE PLAN (APP)

Each Royal Canadian Mounted Police (RCMP) Detachment prepares an Annual Performance Plan (APP) that addresses identified "local policing priorities." These "priorities" are established through consultation with elected officials and/or senior staff members. *The APP follows the RCMP fiscal year of April 1st to March 31st.*

Listed below are the APP priorities for the 2021/2022 fiscal year:

1) Prevent and reduce the threat and impact of serious and organized crime.
2) Enhance road safety; speeding is the main focus
3) Communicate effectively; build and maintain positive relationships with our partners
4) Enhance relationships with Indigenous communities; Reconciliation
5) Crime Reduction; prevent and reduce property crime

2021/2022 ANNUAL PERFORMANCE PLAN UPDATES

Prevent and reduce the threat and impact of serious and organized crime

In their first full year of enforcement, the Drugs and Organized Crime Unit have greatly disrupted the local drug trafficking community, effectively freeing up the Crime Reduction Unit to focus their energy on prolific property crime offenders.

Since January, our Drugs and Organized Crime Section has executed over 50 search warrants in relation to 9 separate investigations, some of which are still ongoing. These warrants have yielded large seizures in illicit

narcotics headed for our streets. This included seizures of weapons, Organized Motorcycle gang support gear and controlled substances.

In July of 2021, the Unit conducted an operation where they seized a kilo of fentanyl with a street value of approximately $50,000.

In September of 2021, we will be implementing a new unit, the Uniformed Gang Enforcement Team. This unit will consist of two constables and one corporal, with a mandate to target gang activity within the West Shore RCMP jurisdictional communities. All members of this unit will be fully trained and active members of the RCMP Emergency Response Team. As evidenced by the ongoing gang conflict elsewhere in the province, gang culture is often violent, with that spilling over into the community in which the gangs operate. Our officers will be particularly qualified to ensure the safety of themselves and the public during the course of their enforcement. This team will utilize a

multitude of techniques including enforcement and support of the Inadmissible Patrons Program, where gang members, associates and known criminals are not permitted inside restaurants, bars and nightclubs.

Enhance Road Safety – Speeding

The detachment's Municipal Traffic Unit mandate is to conduct targeted enforcement and investigate fatal collisions. During the first half of 2021, 407 violation tickets were issued. In accordance with the designation of Speed Enforcement as the Traffic Priority for 2021, 273 of those violation tickets were for speeding.

The unit conducted 24 speed enforcement campaigns through the first half of 2021. Speed enforcement campaigns are expected to continue throughout the rest of the year. Our traffic unit has also worked with our communities to provide escorts for recent parade type events, ensuring that appropriate safety precautions are in place and assisting with routes etc.

The Municipal Traffic Unit has maintained the in house training to West Shore RCMP frontline officers for both the Conventional Radar (used to determine vehicles speeds) and Approved Screening Device (used to determine blood alcohol level in impaired driving investigations).

Communicate Effectively, build and maintain positive relationships with our partners

The Community Policing Section has maintained our involvement in our programs including RCMP Auxiliaries, Block Watch, Restorative Justice, Crime Prevention Through Environmental Decision, Speed Watch and Keep in Touch. Meetings for programs have continued through ZOOM and in person when allowed by health orders. The West Shore RCMP Restorative Justice (RJ) program currently has 8 trained volunteers who have been very active in 2021. There were 7 RJ referral cases involving 16 offenders, multiple victims and community representatives. Each RJ referral requires the offender and victim to agree upon and complete a community justice agreement. One restorative justice case involved the vandalism of dozens of vehicles of school district staff ($50000 damages) with a community justice agreement for the offenders provide financial reparations and community service at the local West Shore Food Bank. The West Shore RCMP CPTED program has 3 trained volunteers and several members who continue to provide assessments for both private residences and businesses. With the current suspension of duties within the BC RCMP Auxiliary program we are transitioning our Auxiliary officers to engage as volunteers, establishing new protocols and scheduling training to allow for our volunteers to continue providing community programs.

In the second half of 2021, we are rolling out a new program at the West Shore RCMP, our West Shore Youth Outreach Team. This team is comprised of a youth counsellor and a police officer, both of whom have extensive experience in working with troubled high risk youth. It will continue being referral based and involvement will prioritize mentoring and prevention strategies. This team will be in place for September, hitting the road together in time for the first week of school.

Enhance Relationships with Aboriginal/Indigenous Communities

The ongoing restrictions in place for the first half of 2021 have hindered the ability of RCMP Indigenous Policing Section (IPS) member Constable Brewer to hold larger events as he usually does throughout the year, engaging with youth and communities. Despite this, Constable Brewer has maintained his presence in both communities, ensuring that all concerns are heard and addressed. Constable Brewer has already begun scheduling events, including a day of fun on the water in the detachment canoe, with youth groups from both Esquimalt and Songhees First Nations. The first one was a huge success and great fun for all.

Constable Brewer and members of the Community Policing Unit are looking to the new school year to implement a new initiative the West Shore RCMP Canoe Project where officers will be paddling the Gorge with Indigenous youth on a bi-weekly basis. This will also involve all front line members of the detachment, as their schedules rotate through, creating a positive opportunity for youth to engage with officers at their level, often being able to teach them a thing or two! This spring, in the spirit of reconciliation and recognition of the recent discoveries at Canadian residential school sites, the OIC, Superintendent Preston paddled with local Indigenous leaders across the inner harbour to the parliament buildings.

Crime Reduction, prevent and Reduce Property Crime

The Crime Reduction Unit has been highly effective in its first full year of operation. An increase in population, the continuation of COVID and the ongoing opioid crisis are all factors which contribute to the increase in crime within communities throughout the province. Property theft from businesses and theft from motor vehicles were a focussed priority for the Crime Reduction Unit. Property crimes and drug related crime are interconnected resulting in our Crime Reduction Unit working with the Drugs and Organized Crime Unit. The Crime Reduction Unit investigated 92 files in the first half of the year, 30 of those resulting in charges going forward to the BC Prosecution Service. These charges included but are not limited to, Break and Enter of a Residence, Possession of Stolen Property, Theft Under/Over $5000, Possession of Controlled Substance for the Purpose of Trafficking (including Fentanyl), Possession of a Prohibited Weapon, Impaired Operation of a Motor Vehicle and the various Breaching of Bail violations. Despite and increase in calls for service in the first half of 2021 there was a 4% decrease in property crimes overall for our region.

The Crime Reduction Unit has maintained the Prolific Offender Program where they are keeping track of offenders on strict house arrest and curfew conditions. Officers continue to conduct regular curfew checks to ensure compliance. This sends clear message to offenders that they are being monitored consistently, which curbs their attempts to breach by leaving the home. This system resulted in over 30 charges being forwarded to the BC Prosecution Service for Breach of Bail Conditions in the first half of 2021. This is a direct result of the

communication and teamwork between the frontline officers conducting the checks and the Crime Reduction Unit keeping the frontline up to date on conditions and locations of offenders.

HUMAN RESOURCES STATUS REPORT

As indicated in last years report, the exponential growth of the community has continued, increasing the demand on the detachment to meet and maintain the level of service we have always successfully provided our communities.

In response to the demands of our communities, there has also been considerable growth at the West Shore detachment. Our compliment, supported financially by the communities we serve has increased such that our organizational structure required updating. This was to maintain alignment with RCMP internal protocols to ensure appropriate management and oversight. This led to a promotion for our OIC, Todd Preston, who is now Superintendent Preston. We are in the process of restructuring internally, which has resulted in many opportunities for our membership to develop and promote. These are the kinds of opportunities that keep experienced leaders within our detachment, allowing for the community to benefit from the consistency of officers who know the area and residents, maintaining the valuable connections developed over time.

This year has seen multiple recruits joining the detachment, as well as gaining two experienced officers from a nearby municipal force. Presently we have four recruits undergoing their Recruit Field Training Program, which has them partnered with a Recruit Field Trainer. These trainers are often experienced frontline officers who are able to guide and develop the new members. New RCMP recruits spend 6 months completing the program before undergoing assessment and then embarking upon their probationary period which is another year and a half, achieving full constable status upon the completion of two years successful police work.

WORK PLACE WELLNESS

The RCMP continues to prioritize the mental health and wellness of its members and employees. Here at the West Shore detachment, there is a well-rounded multi pronged approach to assisting our members and employees maintain optimal health and wellness. Supervisors are engaged on a regular basis with members and staff to promote work place wellness. This engagement is mandated with a comprehensive checklist on a quarterly basis aside from regular informal "check ins".

As the West Shore area continues in its population and development growth, there have been an increasing number of critical incident calls. Members and employees attending and investigating these incidents can experience a high degree of stress and trauma. Our in house Peer to Peer members coordinate appropriate critical incident debriefs with qualified mediators. The detachment is also training two more Peer to Peer members to further support the membership. The RCMP mental health resources including Peer to Peer, Employee Assistance Program, and RCMP Psychologist are resources to support our members.

Physical wellness is supported through the detachment fitness classes, gym and other external activities. Classes were limited to low intensity through COVID, but have been able to re start with the lifting of

restrictions. Our detachment newsletter promotes well being ensuring that all information regarding these valuable resources is proactively supplied to the members. Various articles each month are centred around healthy living and healthy choices.

DIVERSITY, INCLUSION AND RECONCILIATION

The West Shore RCMP is committed to diversity and inclusion in the workplace and throughout our community. Diversity in the workplace "is about accepting and valuing the differences and similarities of a collective mix of people." Diversity is not limited to the four employment equity designated groups (women, visible minorities, people with disabilities and Aboriginal peoples); it is inclusive of everyone. Inclusion is the notion of fostering a work environment where employees feel valued and respected. Our employees are able to contribute to their full potential regardless of gender, ethnicity, disability, sexual orientation, age or any other personal attribute. (RCMP National Diversity and Inclusion Advisory Committee)

West Shore detachment has a diverse work force with members and staff speaking several different languages such as French, Punjabi, Cantonese and Polish. We believe a diverse group of employees enriches the work environment by contributing different perspectives and unique ideas. In order to attract diversity, it is the responsibility of an employer to create an educated and welcoming environment, making members of diverse groups feel welcome and supported. To contribute to member training and knowledge of diversity, equity and inclusion, we mandated the completion of a number of training courses designed to educate and encourage a cohesive workplace. These courses include Bias Awareness, Cultural Awareness and Humility, and Using a Trauma Informed Approach.

This year our media team profiled some of the women members in our detachment in our Women in Policing series. We focussed on highlighting the reasons women join policing and speaking to the unique hurdles women in policing face. A video was released in the spring and another is being released nationally to coincide with the anniversary of the first female troop graduation from Depot Division in 1974. We recently coordinated a high school basketball tournament aimed at providing an opportunity to connect with our youth and had female officers from a variety of different sections such as Forensics, Major Crime and Front Line attend and speak with the young women participating.

West Shore Detachment has two positions on the board of Greater Victoria Police Diversity Advisory Committee (DAC). DAC is comprised of both civilian representatives and officers who are dedicated to developing new, innovative and proactive ways for police to connect with the diverse groups within the CRD. One Auxiliary RCMP officer sits as a board member providing invaluable experience and perspective as a member of the South Asian community. A regular member in community policing officer also sits on the board and has previous experience from Sidney RCMP detachment. Through our work with DAC we look forward to bringing additional opportunities to the West Shore membership, encouraging engagement in multiple events built around connecting with our diverse community members. We are participating in an upcoming community consultation program taking place throughout the CRD with South Asian, East Asian, Indigenous, Black and LGBTQTS+ communities. The purpose of these consultations is to determine the perception and

experiences with police through the communities. A final report to the area Police Chiefs will direct future initiatives with the goal of building positive relationships.

West Shore RCMP has one member who sits on the board of governance for Greater Victoria Police Victim Services (GVPVS). GVPVS is a CRD funded program that works with police to assist people impacted by crime and trauma. Their vision is to help victims achieve a state of well-being and assist in their recovery. They provide services to victims of crime or trauma who may or may not have reported the crime to police or be involved with the criminal justice system. Their clients are diverse often including at risk or marginalized victims, including children as well as adults.

The RCMP is strongly committed to reconciliation with Indigenous people and communities. While the country is embarking upon a newly invigorated journey of reconciliation, we as an organization have been and will continue to work closely with our Indigenous partners toward successful future. All new members to the West Shore detachment receive a specialized cultural orientation package including cultural information specific to the Songhees and Esquimalt Nations. This is a locally designed training package to supplement the national RCMP course Indigenous Awareness which brings awareness of multiple Indigenous cultures across Canada.

West Shore RCMP is committed to providing a full time RCMP Indigenous Policing Section (IPS) member to liaise and work exclusively with Indigenous people residing the West Shore, Songhees and Esquimalt Nations. Constable Cole Brewer, a member of the Okanagan First Nation, is our IPS officer and has 15 years policing experience working with Indigenous communities. Constable Brewer is a leader within our detachment developing cultural awareness of Indigenous traditions and culture. Constable Brewer has brought opportunities to the detachment designed to enhance police awareness. One initiative the Kairos Blanket Exercise, is a unique and impactful exercise which walks officers through the shared history of Canada, focussing on the impact of contact, treaty, colonization, disease and resistance on the Indigenous peoples. Another initiative implemented by Constable Brewer is the West Shore RCMP Canoe Project which connects Indigenous youth, elders, and families with Constable Brewer and other RCMP members of the detachment. The goal is to connect our members to the local Indigenous community, aiming at building mutual trust and understanding while being immersed in a traditional and cultural environment.

END NOTES

[i] The West Shore RCMP Biannual Report provides an overview of various statistics & policing in West Shore & is not comprehensive. The statistics presented in this report were retrieved from RCMP E Division Business Intelligence and the British Columbia Police Records Information Environment (PRIME) & are accurate on the retrieval date. All data is preliminary and is subject to change based on investigational factors and data quality processes. In cases of discrepancy with previous/subsequent data, the most current data will take precedence. Collision data is not complete as it only includes files where police attended and not all collisions reported to the Insurance Corporation of British Columbia (ICBC).

[ii] **Total** figures represent all reported incidents, including online reports, assistance to other agencies, prevention, information and unfounded files.

[iii] **RCMP Statistics Codes** include, but are not limited to, bylaws, traffic (collisions, driving complaints, 215's/IRP's, etc.), warrants, missing persons, animal calls, false alarms, suspicious occurrences, etc.

[iv] **Other Criminal Code Violations** include, but are not limited to, weapons related offences (e.g. possession, trafficking), breaches, causing a disturbance, trespass at night, obstruction, being unlawfully at large, etc.

[v] **Traffic Violations (Provincial)** include, but are not limited to, Dangerous Operation of a Motor Vehicle, Driving While Prohibited, Impaired Operation of a Motor Vehicles, Fail to Stop/Remain, etc.

[vi] **Provincial Statistics Codes** include, but are not limited to, the Liquor Control & Licensing Act, Mental Health Act, Coroners Act, Trespass Act, Wildlife Act, Cannabis Control & Licensing Act, etc.

[vii] **Other Federal Statute Violations** include, but are not limited to, Firearms Act, Youth Criminal Justice Act, Parole & Conditional Release Act, Quarantine Act, Tobacco Act, Aeronautics Act, etc.

[viii] Service calls do not include online reports

[ix] Maps depict offences against property and robberies. Not all property crimes are included on the maps as some property crimes do not have a geographic component (e.g. online fraud). The maps do not include files scored as information, prevention, assistance or unfounded.

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Thursday , 2 December, 2021 at 4:00-6p.m.**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A.
COMMENCEMENT OF MEETING

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 Agenda

B.
CORRESPONDENCE

B.1. No correspondence received.

B.2. Elaine Ho Presentation 4:15 to 4:30.

C.
NEW BUSINESS

C.1
Survey Results – Lisa McPhail and Evan Suthern

D.

GENERAL ANNOUNCEMENTS

E.

ADJOURNMENT

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

MINUTES

Date: **Thursday , 2 December, 2021 at 4:00-6p.m.**

Location: **Via Zoom**

Chairperson: Trustee Duncan

A.
COMMENCEMENT OF MEETING

In attendance: Chair Duncan, Mike, Elaine, Shawna, Taily, Lisa M, Lisa G, Evan, Matt, Melanie, Jennifer, Kalie, Colin, Darrell

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 Agenda

A.3
Approval of Minutes

B.
CORRESPONDENCE

B.1. Saanich Police open letter response to presenter comments.

B.2. Elaine Ho family experience was shared.

C.
NEW BUSINESS

C.1
Survey Results – Lisa McPhail and Evan Suthern
> Evan provided an overview of the summary report and included an additional Ethno-Cultural data analysis.

C.2 Next Steps
> The survey data will be shared with committee members.

D.
GENERAL ANNOUNCEMENTS
> Nicole will send out meeting dates for the new year.

E.
ADJOURNMENT
6:00 pm

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Thursday , 13 January, 2022 at 4:30-6:30p.m**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A. COMMENCEMENT OF MEETING

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 Agenda

A.3 Approval of the Minute

B. CORRESPONDENCE

B.1. No correspondence received.

C. NEW BUSINESS

C.1 Survey results and next steps

D. GENERAL ANNOUNCEMENTS

D.1 Next meeting- 27 January 2022 at 4:30pm

E. ADJOURNMENT

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

MINUTES

Date: **Thursday, 13 January, 2022**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A.
COMMENCEMENT OF MEETING

In attendance: Chair Duncan, Taily, Nancy, Colin, Darrell, Joanna, Lisa M, Lisa G, Deb, Shawna, Evan, Jennifer, Elaine, Matthew, Michael, Kalie

A.1

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
Agenda Approved

A.3
Minutes Approved with the edit to include Darrell as having attended the meeting.

B.
CORRESPONDENCE
None

C.
NEW BUSINESS

C.1

Survey Results – Lisa McPhail and Evan Suthern

Lisa and Evan attended to answer any last questions. The committee didn't have any follow up questions regarding the survey. The committee expressed thanks to Lisa and Evan.

Demographic Information shared:

50.5% of the students in 2021-2022 identify as male

49.5% of the students in 2021-2022 identify as female.

1548 self-identifying as Indigenous which is approximately 7-8% of the total student population

This is slightly lower than the Provincial averages.

C.2

NEXT STEPS

The Survey results have been provided to the Education Planning and Policy Committee.

3 Options:

- Keep program with no changes
- Keep program with changes
- Cessation of program

Next meeting – group will work in sub-groups in breakout rooms in zoom and provide recommendations to each of the three options.

Next meeting: January 27, 2022.

D.

GENERAL ANNOUNCEMENTS

None

E.

ADJOURNMENT

The Greater Victoria School District 61

School Police Liaison Officer Program Survey Summary Report

November 2021

Executive Summary

The Greater Victoria School District (the District) is reviewing the School Police Liaison Officer (SPLO) Program. As part of the review, the District asked for feedback from all members of the learning community through an online survey to gather input on individual perspectives and experiences with the program.

The survey was open from October 12–26, 2021. To increase student participation the survey was provided to students in grades 9 through 12 with an extended timeline to complete between November 8-19, 2021. The additional opportunity for students to fill out the survey resulted in almost double the number of responses from students.

In total, **3,815** people responded to the School Police Liaison Officer Program survey.

SURVEY HIGHLIGHTS

45% of respondents reported that their previous interactions with School Police Liaison Officers had been positive or very positive, **40%** of respondents reported not having any interactions, and **5%** of respondents reported that their previous interactions had been negative or very negative.

66% of respondents reported that they were comfortable or very comfortable with School Police Liaison Officers in schools, while **16%** of respondents reported that they were uncomfortable or very uncomfortable.

60% of respondents would like to see the SPLO Program continue in the District and an additional **12%** of respondents would like to see it continue if changes are made to address concerns. **15%** of respondents would like to see the SPLO Program end.

Background

In September 2020, the Greater Victoria School District Board of Education (the Board) passed a motion to form an ad hoc committee to review the SPLO Program. The committee represents students, parents and guardians, rightsholders, key stakeholders, police officers, senior administration and trustees.

Over the past year, the committee has participated in educational learning opportunities on anti-racism and culturally committed approaches. The committee also hosted a speaker series informed by school communities and members of the public about their interactions with the SPLO Program, including the collection of written and recorded submissions that could be shared with the committee to review.

On October 12th, 2021, the District issued a media release announcing the launch of a survey as part of the program review. The survey asked for feedback from all members of the learning community about their perspectives and experiences related to the SPLO Program, as well as their views on the future direction of the program. The survey was shared with educational partners, local community associations, all staff and schools, and was distributed to families.

The survey was open from October 12–26, 2021. To increase student participation the survey was provided to students in grades 9 through 12 with an extended timeline to complete between November 8-19, 2021. The additional opportunity for students to fill out the survey resulted in almost double the number of responses from students.

THE SPLO PROGRAM

For more than 30 years, police liaison officers from multiple police departments have served as resources to District schools. These SPLO officers assist with education and drug prevention, school safety drills, community and sports events, and addressing school violence. Currently, there are 12 police liaison officer positions serving elementary, middle and secondary schools across the District.

See the School Police Liaison Officer Backgrounder for more information.

HOW INPUT WILL BE USED

The results of the survey will inform recommendations for the Board's consideration by spring 2022.

Survey Results

3,815 people responded to the School Police Liaison Officer Program survey.

3,220 surveys were received during the initial survey and an additional **595** surveys were received when students were provided an additional opportunity to complete the survey.

Survey Highlights

45% of respondents reported that their previous interactions with School Police Liaison Officers had been positive or very positive, **40%** of respondents reported not having any interactions, and **5%** of respondents reported that their previous interactions had been negative or very negative.

66% of respondents reported that they were comfortable or very comfortable with School Police Liaison Officers in schools, while **16%** of respondents reported that they were uncomfortable or very uncomfortable.

60% of respondents would like to see the SPLO Program continue in the District and an additional **12%** of respondents would like to see it continue if changes are made to address concerns. **13%** of respondents would like to see the SPLO Program end.

Q1   How familiar are you with the School Police Liaison Officer Program?

39%	21%	21%	19%

■ Somewhat familiar   ■ Very familiar   ■ Not very familiar   ■ Not familiar at all

Q2   Is there a School Police Liaison Officer in your school?

49%	36%	15%

■ Unsure   ■ Yes   ■ No

Q3   Have you had any interactions with a School Police Liaison Officer in the school? Select all that apply:

Category	Percentage
Class presentation	29%
Safety session, such as bike skills, internet use, bullying, etc.	27%
Community event	22%
Crime prevention and safety	19%
Drug/substance use education and information	16%
Parent information talk	9%
Support for conflict resolution	9%
Filing a report	5%
Weapons	3%
None of the above	47%

Category	Percentage
Other (please specify)	4%

Key themes (percentage of total 'Other' responses):

Theme	Percentage
Informal/casual conversation and relationship building	42%
Previous undescribed interaction	18%
Field trips and in-school event participation	14%
Emergency preparations and drills	11%
Negative interaction	9%
Sports, coaching sports	5%

For questions where the respondent could select 'all that apply', the percentages will not add up to 100%.

Q4   My previous interactions with School Police Liaison Officers in the school setting have been:

I have not had any interactions	40%
Very positive	31%
Positive	14%
Neutral	10%
Negative	3%
Very negative	2%
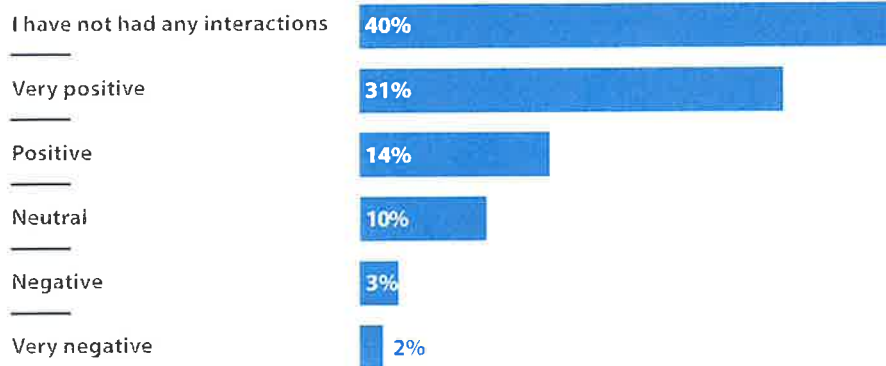
If applicable, please describe your interaction:

Themes	Mentions
Positive interactions with members of the learning community, including making connections with students, and being friendly, helpful and supportive	40
Educational sessions and informal provision of information and guidance related to safety and other support	26
Response to and **support with safety and security of the school**, including bullying, conflict resolution, and emergency situations	12
Direct support for having SPLOs in schools	10
Negative experiences and sentiment about police in schools, including accusations of misconduct	9
The presence of a **uniformed officer in school can be intimidating** for members of the learning community and make some students feel scared	6
Concerns about **impact of the presence of police officers** on BIPOC and other marginalized groups	4
Opposition to having SPLOs in schools, including suggestion to replace them with different kinds of trained professionals	4
Respondent sharing that they have experienced **both positive and negative interactions**	3

Q5   Do you know the difference between a School Police Liaison Officer and other police officers that might attend your school?

54%	24%	22%

■ Yes   ■ No   ■ Unsure

Q6   Have you had any other interactions at school with police officers that are not related to the School Police Liaison Officer Program?

76%	20%	4%

■ No   ■ Yes   ■ Prefer not to answer

If applicable, please describe your interaction:

Themes	Mentions
Response or **participation in non-emergency situations**, including investigations, traffic management, filing reports and more	75
Response to an **emergency or safety-related situation**, including lockdowns, threats, de-escalation, and other situations where security of a one or more members of the learning community was compromised	66
Educational sessions and drills related to safety, including self-defense, bike safety, drug use prevention and more	49
Positive experiences, including reports that the police officer was professional, respectful, helpful and more	37
Information interactions or connections unrelated to law enforcement or safety, including participation in school events	37
Negative experiences and sentiment about police in schools, including accusations of misconduct	23
Police officers can make **students feel intimidated or scared**, especially since they do not have the same training as a SPLO	18
Concerns or experience with the **impact of the presence of police officers** on BIPOC and other marginalized groups	3

Q7   My previous interactions with police officers (non-SPLO) in the school setting have been:

I have not had any interactions	**56%**
Very positive	**15%**
Positive	**13%**
Neutral	**11%**
Negative	**3%**
Very negative	**2%**

If applicable, please describe your interaction:

Themes	Mentions
Positive experiences, including reports that the police officer was professional, respectful, helpful and more	30
Negative experiences and sentiment about police in schools, including accusations of misconduct	19
Police officers can make **students feel intimidated or scared**, especially since they do not have the same training as a SPLO	17
Educational sessions and drills related to safety, including self-defense, bike safety, drug use prevention and more	12
Response or **participation in non-emergency situations**, including investigations, traffic management, filing reports and more	11
Information interactions or connections unrelated to law enforcement or safety, including participation in school events	10
Opposition to the presence of police in schools	9
Response to an **emergency or safety-related situation**, including lockdowns, threats, de-escalation, and other situations where security of a one or more members of the learning community was compromised	8
Concerns or experience with the **impact of the presence of police officers** on BIPOC and other marginalized groups	7

Q8   How comfortable are you with having School Police Liaison Officers in schools?
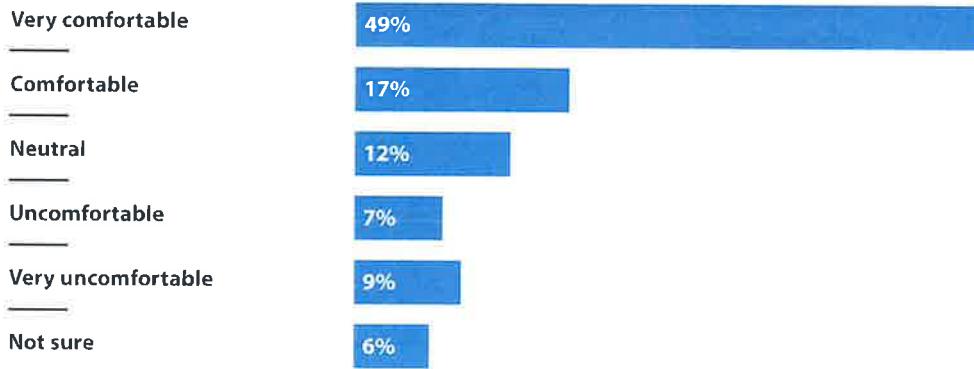
Very comfortable	49%
Comfortable	17%
Neutral	12%
Uncomfortable	7%
Very uncomfortable	9%
Not sure	6%

Q9   Would you like to see the School Police Liaison Officer Program continue in the Greater Victoria School District?

60%	15%	13%	12%

Yes   **Not sure**   **No**   I would like to see it continue if changes are made to address concerns

Q10   Please share any additional feedback or recommendations you have about the School Police Liaison Officer Program.

Themes	Mentions
Support for the SPLO Program and requests not to cancel it, including that the program is essential to the school community, has a positive impact on students, builds trust in and positive relationships with police, introduces policing as a potential positive career choice, and educates students of the integral role of police in society	518
Opposition to the SPLO Program and advocation for its removal, including comments about how police are unnecessary and detrimental in the school environment, especially for marginalized students	176
Acknowledgment of and/or concern about **students feeling unsafe or uncomfortable** with police around, especially marginalized students	122
Shared **positive personal experiences with SPLOs**	101
The role that SPLOs currently play **could be carried out by different kinds of trained professionals**, including comments that resources could be better directed to other kinds of in-school support and police resources would be better applied in the community	100
Comments and questions about the **program purpose and program review**, and **suggestions for engagement and information sharing,** including comments about being unaware of the program until the survey	94
Suggested changes to improve the program to make it more accessible and well-received, including increasing funding to existing and cut SPLO Programs, suggested partnerships with other agencies, suggested programming topics, and a shift in engagement approach	94
Comments about harm to social cohesion as a result of misinformation about police and media influences, including that **removing SPLOs will only feed the biases and division at issue** and will have a negative impact on the school and broader community	86
SPLOs provide valuable information to students about community safety, the law, the danger of drugs, including comments that they are the appropriate professional to provide this information	67
Officers would be perceived as **less threatening if they wore plain clothes**, did not carry a gun and were generally more informal in their approach	53
Comments about **systemic racial and other bias** in the institution of policing, including some comments referencing the VPD and RCMP	48

Themes	Mentions
Support for BIPOC and other marginalized voices in this survey and process, including that BIPOC voices should be prioritized and amplified	44
SPLOs help to keep the school safe from drugs, violence, theft, and bullying	41
Shared negative lived experiences involving SPLOs or the police, including mistrust in the police	37
Support for **additional sensitivity and training** of SPLOs on the topic BIPOC cultural awareness and bias, mental health, substance abuse, youth at risk and conflict mediation	37
Suggestions to **increase the diversity of SPLOs**	18

Q11   What is your connection to the Greater Victoria School District? Select all that apply.

The follow-up student survey did not include this question. The total number of respondents to the student survey was added to the "Student in SD61" option.

Parent/guardian of a current child or children in SD61	56%
Student in SD61	26%
Community member	19%
Former student in SD61	10%
Staff (Teacher)	10%
Staff (CUPE)	5%
Staff (Other)	3%
Police member	1%

Other (please specify)	2%

Key themes (percentage of total 'Other' responses):

Parent of former student in SD61	38%
Former staff	32%
Community partner or professional	25%
Parent of future student in SD61	5%
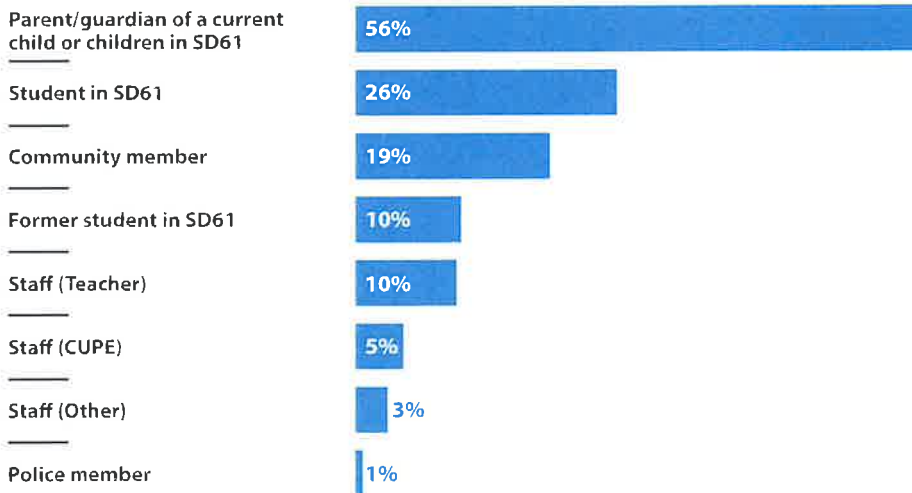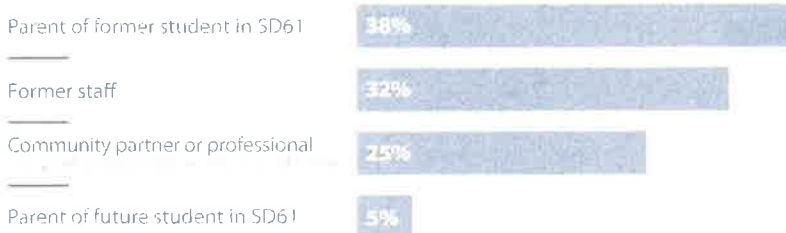
Q12   If you are a student, what grade are you in? If you are a parent/guardian, what grade is your child(ren) in? Select all that apply.

On the follow-up student survey, this question simply read "What grade are you in?". The student survey included students in grade 9 through 12 and their responses were added to the totals below.

Grade	Percentage
Kindergarten	10%
Grade 1	9%
Grade 2	11%
Grade 3	10%
Grade 4	10%
Grade 5	10%
Grade 6	10%
Grade 7	7%
Grade 8	7%
Grade 9	16%
Grade 10	13%
Grade 11	14%
Grade 12	13%
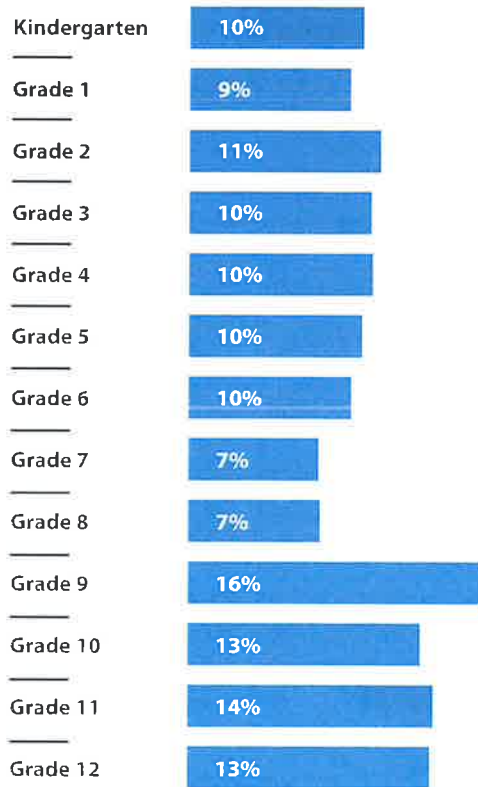
Q13   What ethno-cultural background do you identify with? Select all that apply.
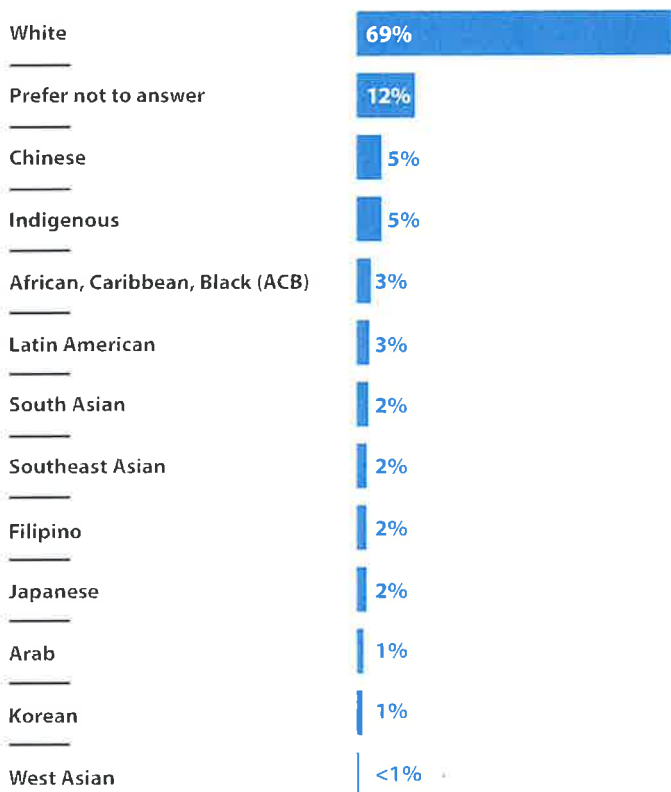
White	**69%**
Prefer not to answer	**12%**
Chinese	**5%**
Indigenous	**5%**
African, Caribbean, Black (ACB)	**3%**
Latin American	**3%**
South Asian	**2%**
Southeast Asian	**2%**
Filipino	**2%**
Japanese	**2%**
Arab	**1%**
Korean	**1%**
West Asian	**<1%**

Other (please specify)	**4%**

Key themes (percentage of total 'Other' responses):

Other	**57%**
Canadian	**22%**
Comments about the purpose of the question	**21%**

Q14   What gender do you identify with?

Female	62%
Male	28%
Prefer not to answer	8%
Self-describe	<1%

Other (please specify)	2%

Key themes (percentage of total 'Other' responses)

Non-binary	43%
Comments about the purpose of the questions	24%
Other	22%
Transgender	11%

Q15   Do you identify as part of the 2SLGBTQIA+ community?

76%	13%	11%

■ No   ■ Yes   ■ Prefer not to answer
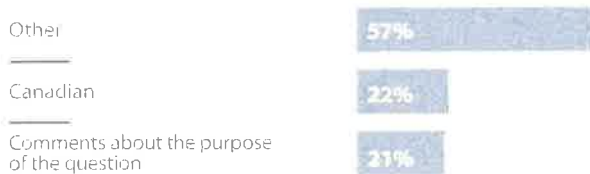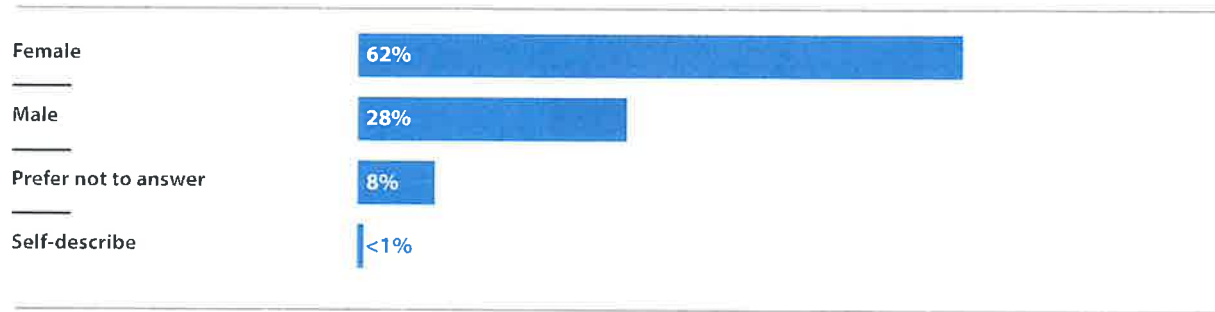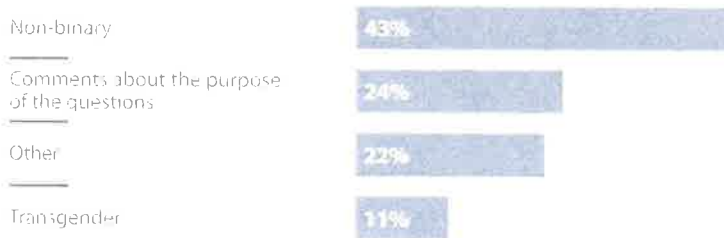
Q16   Which community is your school located in?

Community	
Saanich	39%
Victoria	32%
Esquimalt	11%
Oak Bay	9%
View Royal	4%
Children are in more than one school/community	3%
Not applicable	2%
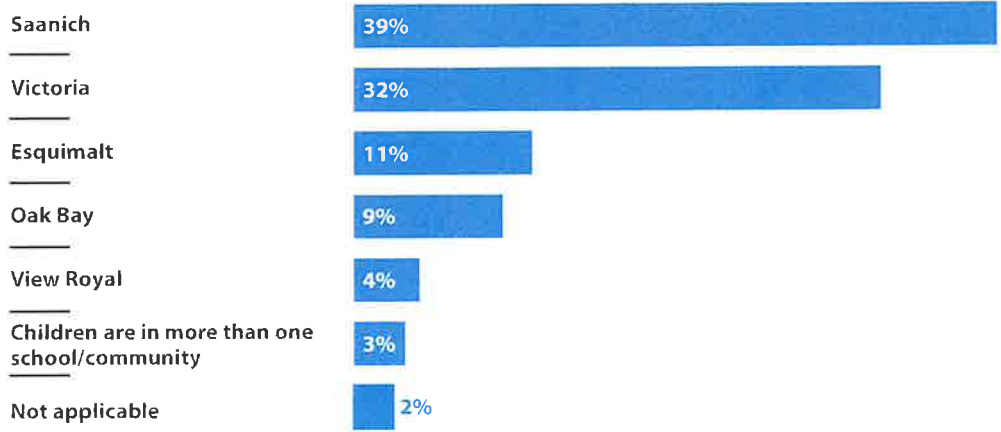
School Police Liaison Officer Program Survey

Summary Report – Additional Data Analysis

This document includes response data for key questions of the Greater Victoria School District 61's School Police Liaison Officer Program Survey, broken down by respondent group.

Data is broken down into five respondent groups:

Group name	Description	Total number of respondents in each group
BIPOC	Respondents who self-identified as having an ethno-cultural background other than 'White'	**812**
	Students	*361*
Indigenous	Respondents who self-identified as having an 'Indigenous' ethno-cultural background	**178**
	Students	*41*
White	Respondents who self-identified as having only 'White' ethno-cultural background	**2150**
	Students	*426*
2SLGBTQIA+	Respondents who self-identified as part of the '2SLGBTQIA+' community	**438**
	Students	*177*
All data	All survey respondents	**3,815**
	All students	*931*

Please note that survey respondents could select more than one ethno-cultural background, therefore totals will vary.
Please note that survey respondents could self-select more than one ethno-cultural background.

School Police Liaison Officer Program Survey

Q3 – Have you had any interactions with a School Police Liaison Officer in the school? Select all that apply:

| | All respondents | | | | | | | | | | | All data | |
| | BIPOC | | Indigenous | | White | | 2SLGBTQIA+ | | | | | | |
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage				Count	Percentage
None of the above	411	51	80	45	988	46	191	44				1785	47
Class presentation	228	28	50	28	635	30	151	34				1120	29
Community event	132	16	44	25	473	22	82	19				823	22
Crime prevention and safety	151	19	40	22	383	18	80	18				731	19
Drug/substance use education and information	124	15	40	22	347	16	88	20				627	16
Filing a report	30	4	11	6	111	5	17	4				197	5
Parent information talk	59	7	22	12	194	9	28	6				356	9
Safety session, such as bike skills, internet use, bullying, etc.	201	25	52	29	595	28	131	30				1036	27
Support for conflict resolution	51	6	22	12	184	9	37	8				340	9
Weapons	26	3	8	5	72	3	14	3				132	3

School Police Liaison Officer Program Survey

	Students									
	BIPOC		Indigenous		White		2SLGBTQIA+		All students	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
None of the above	185	51	22	54	218	51	85	48	483	52
Class presentation	102	28	8	20	122	29	64	36	260	28
Community event	32	9	6	15	53	12	20	11	102	11
Crime prevention and safety	62	17	7	17	62	15	30	17	144	15
Drug/substance use education and information	51	14	9	22	73	17	36	20	143	15
Filing a report	7	2	2	5	5	1	2	1	17	2
Parent information talk	14	4	5	12	15	4	5	3	39	4
Safety session, such as bike skills, internet use, bullying, etc.	92	25	10	24	113	27	55	31	231	25
Support for conflict resolution	16	4	4	10	11	3	9	5	39	4
Weapons	12	3	2	5	9	2	5	3	24	3

School Police Liaison Officer Program Survey

Q4 – My previous interactions with School Police Liaison Officers in the school setting have been:

All respondents

	BIPOC		Indigenous		White		2SLGBTQIA+		All data	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
I have not had any interactions	383	47	68	38	818	38	161	37	1522	40
Very positive	194	24	64	36	712	33	89	20	1198	31
Positive	123	15	23	13	314	15	61	14	544	14
Neutral	80	10	10	6	199	9	67	15	364	10
Negative	19	2	9	5	73	3	42	10	116	3
Very negative	13	2	4	2	34	2	18	4	71	2

	BIPOC	Indigenous	White	2SLGBTQIA+	All data
Very positive or positive	39%	48%	48%	34%	45%
Very negative or negative	4%	5%	5%	14%	5%

Students

	BIPOC		Indigenous		White		2SLGBTQIA+		All students	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
I have not had any interactions	186	52	22	54	201	47	83	47	460	49
Very positive	43	12	6	15	65	15	16	9	133	14
Positive	73	20	7	17	66	15	29	16	155	17
Neutral	49	14	4	10	72	17	31	18	146	16
Negative	6	2	1	2	17	4	14	8	25	3
Very negative	4	1	1	2	4	1	4	2	12	1

	BIPOC	Indigenous	White	2SLGBTQIA+	All students
Very positive or positive	32%	32%	30%	25%	31%

School Police Liaison Officer Program Survey

Q7 – My previous interactions with police officers (non-SPLO) in the school setting have been:

All respondents

	BIPOC		Indigenous		White		2SLGBTQIA+		All data	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
I have not had any interactions	479	59	86	48	1227	57	220	50	2046	56
Very positive	90	11	25	14	317	15	41	9	554	15
Positive	97	12	24	13	275	13	48	11	479	13
Neutral	103	13	25	14	225	10	85	19	407	11
Negative	25	3	10	6	67	3	23	5	117	3
Very negative	18	2	8	5	39	2	21	5	76	2

	BIPOC	Indigenous	White	2SLGBTQIA+	All data
Very positive or positive	23%	27%	28%	20%	28%
Very negative or negative	5%	11%	5%	10%	5%

Students

	BIPOC		Indigenous		White		2SLGBTQIA+		All students	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
I have not had any interactions	223	62	19	46	251	59	84	47	542	58
Very positive	18	5	2	5	27	6	8	5	59	6
Positive	49	14	5	12	51	12	20	11	116	12
Neutral	57	16	11	27	76	18	51	29	151	16
Negative	8	2	1	2	17	4	8	5	28	3
Very negative	6	2	3	7	3	1	6	3	15	2

	BIPOC	Indigenous	White	2SLGBTQIA+	All students
Very positive or positive	19%	17%	18%	16%	18%
Very negative or negative	3%	4%	5%	10%	4%

School Police Liaison Officer Program Survey

Very negative or negative	4%	9%	5%	8%	5%

Q8 - How comfortable are you with having School Police Liaison Officers in schools?

All respondents

	BIPOC		Indigenous		White		2SLGBTQIA+		All data	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Very comfortable	317	39	89	50	1106	51	124	28	1773	49
Comfortable	172	21	30	17	363	17	62	14	611	17
Neutral	151	19	21	12	221	10	72	16	444	12
Uncomfortable	38	5	10	6	181	8	61	14	253	7
Very uncomfortable	56	7	20	11	184	9	93	21	306	8
Not sure	78	10	8	5	95	4	26	6	217	6

	BIPOC	Indigenous	White	2SLGBTQIA+	All data
Comfortable and very comfortable	60%	67%	68%	42%	66%
Uncomfortable and very uncomfortable	12%	17%	17%	35%	15%

Students

	BIPOC		Indigenous		White		2SLGBTQIA+		All students	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Very comfortable	72	20	9	22	112	26	25	14	215	23
Comfortable	94	26	10	24	99	23	32	18	211	23
Neutral	118	33	13	32	105	25	52	29	260	28
Uncomfortable	14	4	2	5	48	11	30	17	70	8
Very uncomfortable	16	4	3	7	20	5	17	10	41	4
Not sure	47	13	4	10	41	10	21	12	110	12

School Police Liaison Officer Program Survey

	BIPOC	Indigenous	White	2SLGBTQIA+	All students
Comfortable and very comfortable	46%	46%	49%	32%	46%
Uncomfortable and very uncomfortable	8%	12%	16%	27%	12%

Q9 – Would you like to see the School Police Liaison Officer Program continue in the Greater Victoria School District?

All respondents

	BIPOC		Indigenous		White		2SLGBTQIA+		All data	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Yes	451	56	106	60	1304	61	161	37	2150	60
No	86	11	25	14	312	15	127	29	490	14
Not sure	153	19	25	14	282	13	75	17	532	15
I would like to see it continue if changes are made to address concerns	122	15	22	12	252	12	75	17	432	12

Students

	BIPOC		Indigenous		White		2SLGBTQIA+		All students	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Yes	148	41	13	32	180	42	49	28	373	40
No	28	8	3	7	53	12	34	19	91	10
Not sure	115	32	17	41	128	30	57	32	294	32
I would like to see it continue if changes are made	70	19	8	20	64	15	37	21	149	16

DRAFT: December 3, 2021

School Police Liaison Officer Program Survey

to address concerns											

Q3 Have you had any interactions with a School Police Liaison Officer in the school? Select all that apply:

Answered: 3,220   Skipped: 0
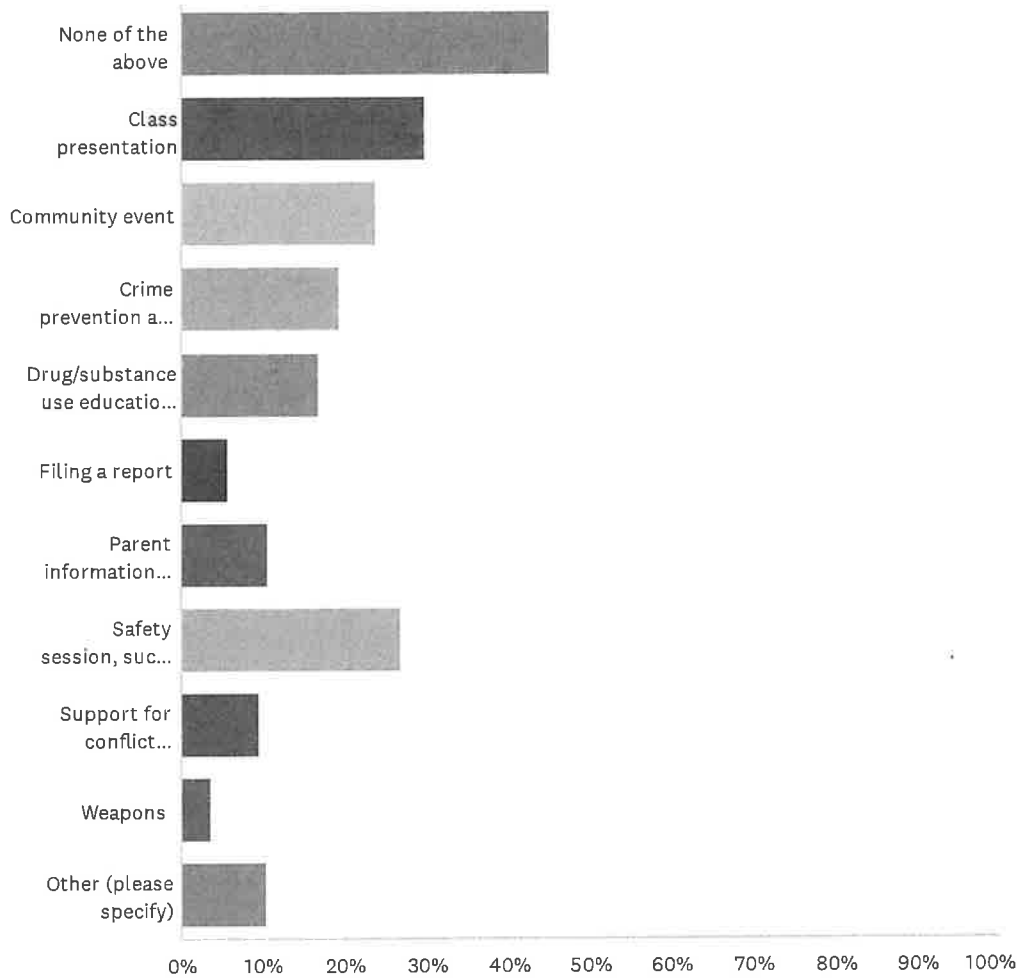
ANSWER CHOICES	RESPONSES	
None of the above	45.28%	1,458
Class presentation	29.81%	960
Community event	23.94%	771
Crime prevention and safety	19.35%	623
Drug/substance use education and information	16.83%	542
Filing a report	5.71%	184
Parent information talk	10.59%	341
Safety session, such as bike skills, internet use, bullying, etc.	26.89%	866
Support for conflict resolution	9.63%	310
Weapons	3.70%	119
Other (please specify)	10.53%	339

Total Respondents: 3,220

#	OTHER (PLEASE SPECIFY)	DATE
1	earthquake prep	10/27/2021 11:57 AM
2	lock down procedures and the police role	10/27/2021 11:17 AM
3	Came on our class overnight camping trip.	10/26/2021 9:44 PM
4	No	10/25/2021 2:04 PM
5	Giving off scary bully vibes standing in hallways.	10/25/2021 1:53 PM
6	Indirect contact via my son's report on class presentation and related handouts	10/25/2021 1:46 PM
7	addressing inappropriate behaviour	10/24/2021 11:17 AM
8	School assembly, lock down drill, wits program	10/23/2021 2:23 PM
9	Contact for missing child very useful	10/23/2021 10:20 AM
10	Strong relationships with students, staff and parents.	10/23/2021 10:19 AM
11	Camping trip with class	10/23/2021 7:48 AM
12	Report for child	10/23/2021 7:11 AM
13	Talking to him on the playground	10/22/2021 10:55 PM
14	Contacted through principal regarding happenings beside school	10/22/2021 10:03 PM
15	Out in the street reminding parents to slow down in school zones	10/22/2021 9:57 PM
16	PLO was involved when our daughter was cube bullied by a student at another school	10/22/2021 6:54 PM
17	Talked to the officer outside the school	10/22/2021 4:37 PM
18	when my daughter was at ▮▮▮▮ we had a talk with the officer about crime watch in our nebourhood	10/22/2021 4:30 PM
19	Just hanging around and making people uncomfortable	10/22/2021 4:19 PM
20	D.A.R.E PROGRAM	10/22/2021 3:49 PM
21	Municipal government work	10/22/2021 3:17 PM

22	Bike safety day	10/22/2021 2:34 PM
23	Spoke with officer re: threat to attack school by child's classmate	10/22/2021 2:23 PM
24	Career preparation	10/22/2021 1:36 PM
25	in WITS Programs activities over the last 25 years	10/22/2021 1:16 PM
26	When I was in high school we had a SPLO	10/22/2021 1:11 PM
27	The interactions with students in the hallways and lunchroom were probably the most productive because the classroom presentations were somewhat restrained and some students hesitated to open up. I've been teaching for 34 years and students have expressed that they have never witnessed that kind of experience ever before., Very Worthwhile.	10/22/2021 12:28 PM
28	Coaching interaction through sports	10/22/2021 12:25 PM
29	Being called to assist with physically restraining elementary-aged students who are severely dysregulated	10/22/2021 12:16 PM
30	I havent personally, but my 3 children have	10/22/2021 12:08 PM
31	Traffic	10/22/2021 11:45 AM
32	Random school visits and sports	10/22/2021 11:38 AM
33	General support	10/22/2021 11:37 AM
34	initial contact at an elementary school	10/22/2021 11:00 AM
35	informal connection with students; yoga lessons; so much!	10/22/2021 10:50 AM
36	Lockdown Drill	10/22/2021 10:40 AM
37	I remember in school when i was kud	10/22/2021 10:38 AM
38	only how it applies to volunteers	10/22/2021 10:02 AM
39	Seen them outside of schools, always super friendly!	10/22/2021 9:47 AM
40	through teachers, parents and local police officer friends	10/22/2021 9:43 AM
41	Discussion 1:1 when I had concerns about my daughter	10/22/2021 9:37 AM
42	In the hallway. (I'm a teacher.) Also at staff meeting re: lockdown procedures.	10/22/2021 9:27 AM
43	I remember meeting the Liaison officer when I was in school many years ago	10/22/2021 9:26 AM
44	as a teen	10/22/2021 9:17 AM
45	Halloween Safety	10/22/2021 9:15 AM
46	School assembly	10/22/2021 9:05 AM
47	Working with students who feel unsafe near the liason officer	10/22/2021 8:36 AM
48	Interaction when I was a student in Victoria	10/22/2021 8:20 AM
49	Safety plan for a student at risk	10/22/2021 8:11 AM
50	harassing teenagers	10/22/2021 8:09 AM
51	I am a parent, so no interaction. But my kid has had many of the above listed interactions. I am marking those.	10/22/2021 8:00 AM
52	I am a retired school secretary	10/22/2021 7:50 AM
53	When I was young I recall the School Police Liaison visiting my school and I have seen them visiting my children's school.	10/22/2021 7:24 AM
54	Cons table visited the school, before COVID	10/21/2021 10:10 PM
55	The Terry Fox Run	10/21/2021 10:04 PM
56	Participated in class field trip	10/21/2021 8:03 PM

57	not that I'm aware of, child in Grade 1	10/21/2021 7:04 PM
58	Regular check-ins	10/21/2021 5:25 PM
59	Being harassed and searched for no reason	10/21/2021 5:10 PM
60	They participated with the kids during the Terry Fox runs.	10/21/2021 4:23 PM
61	Both of my boys had interactions with School police officers and it was extremely helpful and was useful in stopping the boys in their tracks in terms of further unproductive behaviour	10/21/2021 3:54 PM
62	Chaperoned class walking field trip	10/21/2021 3:40 PM
63	As a community professional both in Victoria and Vancouver I have had experiences that were very positive and have seen how this program can help keep kids safe.	10/21/2021 3:38 PM
64	Sexual Assualts, Altercations between students, Mental Health Act	10/21/2021 3:36 PM
65	Great support and does check-ins and the students love it!	10/21/2021 3:34 PM
66	Social media & bullying information	10/21/2021 3:32 PM
67	I did when my son was younger.	10/21/2021 2:01 PM
68	Our criminology class asked two officers a few questions.	10/21/2021 10:47 AM
69	Presentation about firework safety	10/21/2021 10:46 AM
70	Halloween and fireworks	10/21/2021 10:36 AM
71	The officer committed crimes involving staff, and against families of staff..	10/21/2021 9:59 AM
72	Playground chat after school	10/21/2021 7:01 AM
73	support for own daughter after assault	10/21/2021 5:43 AM
74	Child will be entering kindergarten next year	10/20/2021 9:46 PM
75	Casual visit to our playground to build community with our students	10/20/2021 2:19 PM
76	Self defense	10/19/2021 7:39 PM
77	General presence	10/19/2021 7:28 PM
78	Feeling unsafe because the police are at the school	10/19/2021 4:44 PM
79	There was a liason officer at our school until 2+ years ago. Victoria! My son still talks about Constable ███ and the WITS program.	10/19/2021 12:40 PM
80	passing by	10/19/2021 11:22 AM
81	speaking directly with students re: incident in the community	10/19/2021 10:31 AM
82	PAC meeting	10/19/2021 8:52 AM
83	just heard about it from my children. I would like to know more	10/18/2021 9:28 PM
84	Was when our daughter attended a private school in Victoria	10/18/2021 5:52 PM
85	I am a teacher in the district as well as a parent	10/18/2021 4:01 PM
86	PAC meeting	10/18/2021 3:13 PM
87	Ledger (QA)	10/18/2021 2:08 PM
88	Hate crimes at school	10/18/2021 1:17 PM
89	used to at elementary level, children older now	10/18/2021 11:53 AM
90	Halloween safety	10/17/2021 9:27 PM
91	used to be a youth squad officer in an alternative school in Abbotsford BC	10/17/2021 8:28 PM
92	When I was previously a student in high school.	10/17/2021 5:54 PM

93	WITS program	10/17/2021 11:07 AM
94	School/community interventions	10/16/2021 11:52 AM
95	My daughter's life was saved by our liaison. She was struggling with depression and was afraid to reach out to us, the parents. Instead she reached out to the liaison, who took her to the school counsellor. Together, they helped my daughter a great deal. I owe so much to that police officer who made himself approachable and available to be there for my daughter.	10/15/2021 7:04 PM
96	I have a vague memory of the liaisons back when I was in high school.	10/15/2021 5:00 PM
97	Just around school	10/15/2021 4:32 PM
98	Camping trip with class	10/15/2021 4:12 PM
99	Terry Fox Run, schoolassemblies- mostly my contact was when my children were in elementary school. I attended a talk about drugs at Vic high also that was useful.	10/15/2021 3:42 PM
100	A meet and greet session.	10/15/2021 3:37 PM
101	Sharing of inappropriate photos between minors	10/15/2021 3:24 PM
102	weekly visits with Administrators	10/15/2021 2:20 PM
103	They said Hi to me	10/15/2021 1:22 PM
104	no met in person but my kid always praise these interactions	10/15/2021 10:57 AM
105	Casual/sport-based interaction	10/15/2021 9:38 AM
106	They came on a field trip with my child's class	10/15/2021 9:36 AM
107	At Northridge Elementary	10/15/2021 9:35 AM
108	Regular visits to the elementary school I work at	10/14/2021 9:26 PM
109	We am new to the school this year - kindergarten	10/14/2021 9:18 PM
110	Career day participant	10/14/2021 7:34 PM
111	Career interviews with students	10/14/2021 7:22 PM
112	Not me personally I think one visited the classroom to talk about WITS	10/14/2021 6:48 PM
113	local traffic safety	10/14/2021 6:26 PM
114	Family issues	10/14/2021 6:10 PM
115	Playing basketball with the children and recess, coming to student performances, building relationships	10/14/2021 6:03 PM
116	Connecting with at-risk kids	10/14/2021 6:01 PM
117	we've interacted at a previous school	10/14/2021 5:37 PM
118	converasation	10/14/2021 4:39 PM
119	He accompanied the walking school bus at our school on occasion.	10/14/2021 4:28 PM
120	Casual conversations in building	10/14/2021 4:22 PM
121	Police Camp	10/14/2021 3:45 PM
122	Mentoring, community services support, wealth of experience and expertise.	10/14/2021 3:24 PM
123	Our school used to have a SPLO. As a Youth and Family Counselor I worked closely with them to help support youth with regards to safety issues and to help youth report assaults, crimes or to understand their rights in certain situations.report	10/14/2021 3:21 PM
124	Saw one assisting an SD61 employee with a screaming grade 5 child once	10/14/2021 3:19 PM
125	Conversation off school grounds	10/14/2021 3:00 PM
126	My children in elementary school would talk about how the politics office came to the school to hang out	10/14/2021 2:27 PM

127	Social media use	10/14/2021 2:22 PM
128	In past yes but not recently due to covid protocol	10/14/2021 2:19 PM
129	Visits to support at risk students	10/14/2021 2:10 PM
130	no	10/14/2021 2:07 PM
131	I do not know	10/14/2021 2:06 PM
132	I'm a retired elementary school secretary. Worked mistly at an inner city school.	10/14/2021 1:50 PM
133	I have just seen him around the school and heard about him from my son.	10/14/2021 12:51 PM
134	I have had police liaison officers in previous schools.	10/14/2021 12:30 PM
135	i think i saw a cop walk through the cafeteria a few years ago but im not sure if that was the liason officer or not...	10/14/2021 12:27 PM
136	worked at school with a liason officer	10/14/2021 12:19 PM
137	Haven't been allowed in the school for a couple years, so none	10/14/2021 12:17 PM
138	Lock down drill practice, attending assemblies and ceremonies, helping out at pac events, relationships within vulnerable children	10/14/2021 12:14 PM
139	Through our school liaison officer, a whole contingent of armed police came to play dodgeball at our school in the last week of classes.	10/14/2021 9:44 AM
140	WITS program	10/14/2021 9:42 AM
141	Our school lost this program already	10/14/2021 9:42 AM
142	lock down drills	10/14/2021 9:01 AM
143	Explanation of lockdowns	10/14/2021 6:56 AM
144	PAC meeting presentation	10/14/2021 6:30 AM
145	On the school grounds	10/14/2021 6:19 AM
146	At elementary school	10/14/2021 4:54 AM
147	Wits and Halloween safety	10/13/2021 11:28 PM
148	as a part of our community and interacting with students positively, they know who the kids are and they are another important part of keeping them safe	10/13/2021 11:14 PM
149	I work in the school	10/13/2021 11:12 PM
150	Personal talk with my teen. Support when my kids were in elementary school and our family was having a rouhh time	10/13/2021 11:08 PM
151	Unsure	10/13/2021 9:32 PM
152	Neighbourhood issues relating to children	10/13/2021 8:47 PM
153	Seen him at events or outside the school monitoring parking/congestion	10/13/2021 8:39 PM
154	School lockdown	10/13/2021 8:33 PM
155	Offer to be present in the school, go on community walks with our students and pops in for no reason at all just to show a kind presence in the school and build a positive rapport with the school community.	10/13/2021 8:28 PM
156	halloween	10/13/2021 8:22 PM
157	Lockdown drills	10/13/2021 7:59 PM
158	Walking school bus, community runs	10/13/2021 7:37 PM
159	Social media & cyber safety	10/13/2021 6:41 PM
160	Speeding in a school zone, which is a huge problem for our school	10/13/2021 6:40 PM

161	Just friendly communication and the officers kindness in reaching out to my grandson in elementary and middle school	10/13/2021 6:12 PM
162	Random chat	10/13/2021 6:09 PM
163	Support specific to new immigrant safety and international student safety.	10/13/2021 5:35 PM
164	pac	10/13/2021 5:12 PM
165	Showing up at drop off time	10/13/2021 4:50 PM
166	One on one meet at our request in elementary school	10/13/2021 4:38 PM
167	WITS program	10/13/2021 4:02 PM
168	Speaking to students about the present and future ramifications of their actions from a legal / life trajectory perspective.	10/13/2021 3:52 PM
169	Our children have had some information interaction but not us as parents	10/13/2021 3:40 PM
170	Working with families and students at risk	10/13/2021 3:39 PM
171	I was in a domestic abuse relationship and my 2 liaisons helped me a lot. I graduated back in ▮▮▮.	10/13/2021 3:38 PM
172	As a student in the 80's - counterattack	10/13/2021 3:30 PM
173	Have heard positive comments through child (student)	10/13/2021 3:23 PM
174	Critical help for high risk youth.	10/13/2021 3:14 PM
175	Walking School Bus	10/13/2021 3:00 PM
176	Ran into on property and kids chatted	10/13/2021 2:58 PM
177	Administration using liaison officer for coercive purposes	10/13/2021 2:52 PM
178	when I was a child in SD61	10/13/2021 2:18 PM
179	Coaching, taking part in school events, working with administration, counselling students	10/13/2021 2:16 PM
180	School visit	10/13/2021 2:15 PM
181	Casual interaction outside the school building	10/13/2021 2:10 PM
182	Had one while in school	10/13/2021 2:04 PM
183	My daughter has often referenced the police liaison with very positive things to say and great respect and admiration.	10/13/2021 1:46 PM
184	We haven't had any presentations due to Covid, but we have chatted with the SPLO outside of the school	10/13/2021 1:41 PM
185	Social interaction with the children	10/13/2021 1:12 PM
186	Our child had an interaction with a School Police Liaison Officer in elementary school related to safety / bullying, but as parents we have not had any interactions with such person.	10/13/2021 1:12 PM
187	feedback from our kids / interactions w officer at previous school	10/13/2021 12:53 PM
188	Supporting children/parents with custody disagreements	10/13/2021 12:47 PM
189	none	10/13/2021 12:03 PM
190	This, and question 2 are not applicable. I work in a very specific capacity for the district not as a classroom teacher. However, as a parent, my child experienced police liaison services and they were great!	10/13/2021 12:00 PM
191	Years ago when I was in school	10/13/2021 11:48 AM
192	Presence on school grounds, greeting kids.	10/13/2021 11:41 AM
193	My son just started school; no exposure yet	10/13/2021 11:11 AM
194	Via my student daughters mostly.	10/13/2021 10:58 AM

195	Breakfast Club servers	10/13/2021 10:49 AM
196	my son is new at the school i havent had any interaction yet	10/13/2021 10:46 AM
197	Don't remember	10/13/2021 10:43 AM
198	DARE	10/13/2021 10:37 AM
199	Seen the car in the parking lot	10/13/2021 10:26 AM
200	visiting and introductions	10/13/2021 10:09 AM
201	My kid said they talked to an officer who liked their hair when there was a lock down for someone near the campus with a possible weapon	10/13/2021 10:03 AM
202	Internet bullying	10/13/2021 9:59 AM
203	cyberbullying	10/13/2021 9:45 AM
204	Building relationships with students via the foods class(officers cooking with the students and sharing recipes)	10/13/2021 9:28 AM
205	Have not interact any yet	10/13/2021 8:55 AM
206	I watched police act all horny while they were looking for a person supposedly armed with a knife while my other daughter's school was in lockdown.	10/13/2021 8:48 AM
207	Speak to students after they left school property and thought it was funny.	10/13/2021 8:11 AM
208	Just sayimg Hi	10/13/2021 8:04 AM
209	I personally have not had any interactions with the SPLO	10/13/2021 7:29 AM
210	Playground visits	10/13/2021 7:10 AM
211	Not yet, child is too new to school	10/13/2021 6:45 AM
212	Tiinteract with Child with autism	10/12/2021 11:07 PM
213	Parking and walking school bus	10/12/2021 10:42 PM
214	Community	10/12/2021 10:16 PM
215	friendly chat about monitoring speeding cars in front of school (which they did the next day)	10/12/2021 10:16 PM
216	Liaison officer attended PAC meetings	10/12/2021 10:07 PM
217	Not sure	10/12/2021 10:04 PM
218	brought a specific school concern to the attention of the liaison	10/12/2021 9:51 PM
219	Assemblys	10/12/2021 9:34 PM
220	all-school assembly with parents invited	10/12/2021 9:28 PM
221	School zone speeding	10/12/2021 9:10 PM
222	In the past, we were able to access the liaison officer for a number of consultations and support when dealing with situations that are beyond us at a school level.	10/12/2021 9:09 PM
223	Halloween presentation	10/12/2021 8:58 PM
224	Visit from Chief Constable ▆▆▆	10/12/2021 8:56 PM
225	support in the form of connection to our students most seriously challenged by their unexpected behaviours	10/12/2021 8:51 PM
226	Support for parking and access advice.	10/12/2021 8:32 PM
227	Lockdown	10/12/2021 8:18 PM
228	As a child I had a liaison officer in my school	10/12/2021 8:11 PM
229	Halloween Safety	10/12/2021 7:41 PM

230	Unnecessary force with a child	10/12/2021 7:41 PM
231	My daughter still talks about Constable ■ from Margaret Jenkins!	10/12/2021 7:35 PM
232	He went on the class camping trip	10/12/2021 7:33 PM
233	I haven't had any interaction with our school officer, but my children have and speak very highly of him!	10/12/2021 7:31 PM
234	My school liaison officer was a familiar face when the ministry was called and a student was questioned by other officers regarding abuse. Also, when a child went missing.	10/12/2021 7:09 PM
235	Online bullying	10/12/2021 7:04 PM
236	As a teacher belong support students. A few years ago	10/12/2021 6:55 PM
237	Casual mentions and presence at the school	10/12/2021 6:50 PM
238	new to the school this year, expect to find out as the year continues	10/12/2021 6:50 PM
239	informal conversations in the community	10/12/2021 6:33 PM
240	Talk to them about visiting the preschool and daycare on the school site	10/12/2021 6:29 PM
241	General School interaction	10/12/2021 6:26 PM
242	Walking in hall	10/12/2021 6:11 PM
243	Drop in to say hi, play floor hockey with the kids, build relationships and problem solve with kids	10/12/2021 6:07 PM
244	As a District employee - numerous connections to the benefit of students, and schools	10/12/2021 5:49 PM
245	Parent protection issues	10/12/2021 5:42 PM
246	assemblies, hikes, classroom friendly visits, Cops for Cancer, drumming, special events around Truth and Reconciliation	10/12/2021 5:21 PM
247	Program Taken away before had chance	10/12/2021 5:19 PM
248	one on one meeting regarding bullying, assault both physical & verbal	10/12/2021 5:19 PM
249	Only when I was young and it was a great experience	10/12/2021 5:03 PM
250	Hallowe'en talk	10/12/2021 4:55 PM
251	Safety - bolting child	10/12/2021 4:52 PM
252	i have know idea	10/12/2021 4:30 PM
253	New to this school but we had a liaison at our other school	10/12/2021 4:24 PM
254	Support for escalated student	10/12/2021 4:14 PM
255	attending to events that have occurred in/out of school but pertains to our students/parents	10/12/2021 4:11 PM
256	Talking to specific students about how their actions can lead to problems down the road	10/12/2021 4:09 PM
257	He told my daughter about their training, how to recognize a police uniform etc (grade 4)	10/12/2021 4:01 PM
258	My son was bullied. The SPLO was beyond useless.	10/12/2021 3:57 PM
259	violent student	10/12/2021 3:52 PM
260	Never had any interactions	10/12/2021 3:48 PM
261	DARE program	10/12/2021 3:46 PM
262	Saw him in office one day and my son and him were talking.	10/12/2021 3:44 PM
263	Community-building, working to correct students' previous negative associations with police.	10/12/2021 3:44 PM
264	When I was in high school I had a SPLO	10/12/2021 3:38 PM
265	As a student teacher I have not interacted with a SPLO but I have as a student.	10/12/2021 3:32 PM

266	Staff meeting	10/12/2021 3:25 PM
267	General hanging out and saying hi	10/12/2021 3:20 PM
268	Emergency preparedness	10/12/2021 3:19 PM
269	Worked with SLO's as a fellow police officer	10/12/2021 3:10 PM
270	Fundraising for Cops 4 Cancer	10/12/2021 3:09 PM
271	Having an officer associated with our school provides someone to help if anything arises with children in need or in domestic situations	10/12/2021 3:08 PM
272	Picking up my son	10/12/2021 3:07 PM
273	We haven't had a liaison for years and it is at a great detriment to our school and community	10/12/2021 2:55 PM
274	Walking school bus; support for school incidents	10/12/2021 2:53 PM
275	nature walks to promote a trusting relationship with police	10/12/2021 2:51 PM
276	being present in the building	10/12/2021 2:51 PM
277	Sports	10/12/2021 2:41 PM
278	They questioned me on a non police enforceable court order in front of staff and kids. They were rude	10/12/2021 2:41 PM
279	DRUG TEST YOUR OFFICERS EACH MORNING BEFORE THEIR SHIFT.	10/12/2021 2:35 PM
280	As a child	10/12/2021 2:33 PM
281	We had a family situation and my son asked for the one that had been at his school to be beside him	10/12/2021 2:26 PM
282	Pr-Covid, when I was allowed at the school, and my kids told me the officer would come and give them talks. It was great.	10/12/2021 2:23 PM
283	My son said the police came and talked to his class last year	10/12/2021 2:20 PM
284	Not yet for my child, but had one when I was a kid	10/12/2021 2:14 PM
285	Camping no trip	10/12/2021 2:09 PM
286	all of the above as school admin	10/12/2021 2:08 PM
287	When I was a child our police liaison was amazing and a known person around the school	10/12/2021 2:06 PM
288	We are new to our school so have not had any contact as yet.	10/12/2021 1:58 PM
289	Coaching and other school involvement	10/12/2021 1:56 PM
290	Support for our families, assistance with parking issues	10/12/2021 1:39 PM
291	I've said hello and encouraged my boys to chat with the officer.	10/12/2021 1:34 PM
292	but not at James Bay school	10/12/2021 1:34 PM
293	I am a school Administrator	10/12/2021 1:33 PM
294	Just seeing them at the school grounds welcoming kids to school every so often (at crosswalks for safety)	10/12/2021 1:32 PM
295	Incident regarding soeone fro our school community	10/12/2021 1:31 PM
296	at elementary school	10/12/2021 1:26 PM
297	Casual chat on thr playground during pick up	10/12/2021 1:25 PM
298	Orange Shirt day	10/12/2021 1:23 PM
299	Not yet	10/12/2021 1:22 PM
300	Handing out toast during the mornings at our school	10/12/2021 1:22 PM

301	class activity bike ride with police liaison	10/12/2021 1:22 PM
302	In years past when my kid's school had a SPLO they did most of the above	10/12/2021 1:22 PM
303	Waking school bus	10/12/2021 1:19 PM
304	Social conversation	10/12/2021 1:18 PM
305	their presence at the school yard	10/12/2021 1:16 PM
306	Career Pathway Oppertunities, Chaperone, Youth for Inclusion and Change camp leaders	10/12/2021 1:12 PM
307	school-wide presentations	10/12/2021 1:09 PM
308	police report/file updates	10/12/2021 1:08 PM
309	school assemblies	10/12/2021 1:07 PM
310	contact in office regarding individual students or incidents	10/12/2021 1:04 PM
311	sexual exploitation protection	10/12/2021 1:03 PM
312	Internet, Facebook, Instagram, etc.	10/12/2021 1:03 PM
313	Lock down drills	10/12/2021 12:59 PM
314	I have used Vic PD to be present on the grounds during COVID -parents crowding	10/12/2021 12:58 PM
315	Helped student with uncomfortable interaction in the community	10/12/2021 12:55 PM
316	At my place of work	10/12/2021 12:49 PM
317	Career Life interviews with students concidering law as a career.	10/12/2021 12:46 PM
318	Self defense training with PE Classes	10/12/2021 12:44 PM
319	Lockdown drills	10/12/2021 12:43 PM
320	They are onsite saying hi and chatting with the kids	10/12/2021 12:41 PM
321	Met briefly at grade K orientation	10/12/2021 12:38 PM
322	At my previous school	10/12/2021 12:38 PM
323	Lockdown drill	10/12/2021 12:37 PM
324	guest at our human library presentation	10/12/2021 12:35 PM
325	Pac meeting	10/12/2021 12:34 PM
326	The Police are not friendly	10/12/2021 12:30 PM
327	lockdown drills	10/12/2021 12:24 PM
328	yoga	10/12/2021 12:21 PM
329	School dances, communication in passing	10/12/2021 12:18 PM
330	building positive relationships with students who are at high risk	10/12/2021 12:16 PM
331	at SD63	10/12/2021 12:16 PM
332	Education International Students about Police in Canada	10/12/2021 12:15 PM
333	Met with a student about career aspirations into law enforcement	10/12/2021 12:13 PM
334	Halloween safety, WITS Program(bullying)	10/12/2021 12:10 PM
335	I am new to Colquitz, but my last school the above	10/12/2021 12:07 PM
336	not a clue	10/12/2021 12:06 PM
337	Halloween Talk; found person; police incident in our neighbourhood support; support when concerns for safety when working with a parent;	10/12/2021 12:05 PM
338	sporting events	10/12/2021 12:00 PM

339   support with kids not attending school, support with kids going on the wrong path. support with   10/12/2021 11:15 AM
        morning traffic at school

Q10 Please share any additional feedback or recommendations you have about the School Police Liaison Officer Program.

Answered: 1,048   Skipped: 2,172

#	RESPONSES	DATE
1	Please, please bring officers back to schools, it is important for youth at risk and for the officers to have relationships with vulnerable kids.	10/27/2021 1:58 PM
2	Just to always treat the kids on the same intellectual and spiritual level as adults. The biggest complaint I get from my children is that they are are very aware when they are being talked down to. Kids are not receptive to mentoring if they feel any condescension from adults. As our future leaders I would like our children to be treated as such. Police can be intimidating so any liaison work would have to be all about meaningful connection with the children.	10/27/2021 12:18 PM
3	Having these SPLO in schools may be some kids only interaction with the police and for other kids it may be the only non-acute interaction with police officers. I think that for all students that the SLPO allow for an opportunity to get to know a name and face of a police officer that that they can trust if ever in a difficult situation or need a trustworthy adult to reach out to. We need to build up police again in society as they are the indeed good guys! There is so much misinformation out there now a days and kids just don't know where to turn.	10/27/2021 12:07 PM
4	PLO's are vital, critical and important to maintain in schools. Any initiative to remove police from student's and label them as aggressive and triggering is a tragic and wrong approach.	10/27/2021 11:19 AM
5	The program gets the students comfortable with police and shows there can be interactions that aren't just when a person is in trouble with the law.	10/27/2021 2:32 AM
6	More programming, and less police in full uniforms in schools	10/26/2021 7:15 PM
7	This is an important program! Keep the program for our children!	10/26/2021 6:26 PM
8	Well, I do believe there's an increased awareness of the vulnerability and occasional overstepping of police, far more so in the States than via the highly respectable Saanich Police Department. I believe both sides would need to navigate those interactions more sensitively than they did in the past. (I do recall one SPLO who was rather macho in manner-- he was the exception.) By and large the SPLO's I used to deal with were great resources for the classroom.	10/26/2021 2:21 PM
9	I think this is an important issue as we see all the negative about police in the field etc but never the positive. There is way more positive then negative in my opinion. This needs to be kept in the schools to teach the children that police are there to help you	10/26/2021 1:30 PM
10	Can they visit out of their uniform in at least middle and secondary schools?	10/26/2021 11:22 AM
11	My school, Vic West Elementary, doesn't currently have a liaison officer as far as I know, but other Victoria schools do. I would like to see this reinstated. One reason this is important for our community is the recent and quick creation of the Russell Street shelter. I am supportive of this shelter because all parts of the CRD have a duty to provide housing to help vulnerable people (one wonders why Oak Bay has no shelter). Naturally there are risks as well, which the liaison program can help mitigate. I appreciate that marginalized communities can have good reasons to distrust the police. If these concerns create pressure to discontinue the liaison program, they should be addressed with appropriate training of police officers, not by terminating the liaison program.	10/26/2021 11:05 AM
12	Prefer community engagement/outreach member in place of SPLO	10/26/2021 10:59 AM
13	I was provided with no information about my child's school's police liaison officer program prior to being asked to complete this survey.	10/26/2021 10:49 AM
14	I don't think there's anything intrinsically wrong with the program, it did tend to scare my peers when there was a cop in the school even though none of them had any reason to be scared. police are kind of scary to kids I guess.	10/26/2021 9:19 AM

15	I think it's important for kids in all grades to see and meet a friendly police officer (ideally the same liaison officer for several years) to learn it's safe to approach a police officer if needed, learn what's safe and what to avoid in our community and learn/reinforce that we all need to make good choices for ourselves (not peers) etc. It is good that kids see police presence as supportive and not necessarily something to be concerned or scared of.	10/26/2021 8:25 AM
16	Why is the district having a survey about something as beneficial and positive as having police in schools?	10/26/2021 7:24 AM
17	I believe that school liaison officers have the opportunity to change the face of policing from enforcement to community building and resource sharing. I believe that youth would have amazing insight into how to best form relationships based in equity and education to shift the perceived (often mistakenly) approaches and philosophies of law enforcement.	10/26/2021 12:24 AM
18	Racism causes BIPOC families to feel uncomfortable, intimidated and fearful of police. As long as personal and systemic racism exist, it is unacceptable to have police officers in schools.	10/25/2021 9:01 PM
19	Please do your best to continue this program with the same officer for the elementary, middle and high schools so that they become familiar with the students and families. Because of my comfort from listening to Constable ▇▇▇ at a previous PAC meeting I did call him on two occasions to ask for advice and he was most helpful. Even though he is not a Liason officer he does still take calls from parents and I am most grateful for this wonderful program.	10/25/2021 8:53 PM
20	Police have no place in schools and are not the appropriate agents to meet the goals of their presence.	10/25/2021 7:28 PM
21	Police have no place in schools. Children should feel safe and supported in schools. Especially children who have difficult home lives. Knowing that the police are watching and waiting to punish children who make mistakes is not helpful.	10/25/2021 5:56 PM
22	The impact of the program on racialized and Indigenous students needs careful study: are positive and trusting relationships forming, or are students feeling scrutinized and policed in their learning environment? Please carefully consider the guidance of Indigenous partners.	10/25/2021 5:43 PM
23	We chatted with our Police Liaison officer a couple times and it was such a positive interaction. My son got to see that police officers don't just "get bad guys" but do way more to keep our communities safe. It also made him want to become a police officer.	10/25/2021 5:29 PM
24	Would love it it's a female or male :) Maybe switch it up	10/25/2021 4:47 PM
25	Changes and best practice are always the guide to ensure school is a safe place to be. We cannot pretend to think School Administration, Counsellor's, Social Workers and Teachers can deal with all the many school and community issues brought into our schools.	10/25/2021 4:46 PM
26	I really like that police officers can be in the school and interact with students when there are not problems, but rather, as an expert or a support. I would love to run a self-defense course with the police liaison officer and my PE class.	10/25/2021 4:36 PM
27	Having children exposed to a positive interactions police officers at a young age fosters good relations between youths and police .	10/25/2021 3:22 PM
28	I am not aware whether there is a SPLO in my child's school or if there is, how actively involved the person is with the school. It seems to me that it's important to consider the harm or perception of harm having such a position in the school does to racialized students/families. If such harm/perception of harm exists, then I think it's important to find another way to achieve the goals the program was established for.	10/25/2021 3:19 PM
29	I believe the services they currently provide would be better served by other trained professionals (trained counsellors, social workers, etc)	10/25/2021 3:15 PM
30	Would need more indigenous training for both schools and police officers. Indigenous people don't trust police. How can you fix that when they are very racist?	10/25/2021 2:08 PM
31	Police are armed law enforcement officers, by definition and uneducated often retired armed forces employees and have absolutely NO place in an educational environment for children for any reason at any time. If there were any cause for "liaison" a proper professional who works with children in mental health and child development is the only clear person whom may interact for any reasons spanning bullying to drugs and other potential youth risks - Absolutely	10/25/2021 1:57 PM

NEVER a cop. Ever. They have their place in societal function and that place is not within a school for children at any time.

32	I think you program supports what parents instill in their children. Kids might tune out parents but your voice of authority and expertise has a chance to impress and inspire. Word/support from legitimate voices like the police support raising a child. It takes a village........	10/25/2021 1:49 PM
33	Police officers in our schools under any circumstances is inappropriate and unnecessary	10/25/2021 11:07 AM
34	Both my children were badly beat up last spring. A lot of violence has been tolerated at ▆▆▆▆ , multiple offences treated as one offs that led to a very serious attack on both of my children. My son was attacked in the school, then again at recess very badly the. The offender went to find my daughter and beat her up. I am in communication with the school to strengthen there Code of Conduct and ensure they actually follow it. I think the Police Liaison will help dramatically in this areas of basic safety.	10/25/2021 10:56 AM
35	We do not need police officers in schools. It creates an intimidation factor for young children and especially for BIPOC families. Listen to ▆▆▆▆▆▆▆▆ !!!!	10/25/2021 10:18 AM
36	Police officers need to come in to play and interact with the kids and youth - not as the morality cops or to further fear and intimidation.	10/25/2021 9:56 AM
37	I think it is a good program for students to get to know police officers in a non confrontational setting. The school officers I have encountered over the past 9 years in all levels of schools have been very friendly, approachable and well liked by the students.	10/25/2021 8:45 AM
38	They make my friends feel unsafe	10/25/2021 8:45 AM
39	Please do not look to the stories of the USA to guide your thinking. Its my opinion that this entire process is a waste of time because we don't have the same issues with our police that the USA has.	10/25/2021 6:54 AM
40	I am not supportive of SD61 enabling local police access to my child to whitewash their general conduct off school property. I am not supportive of police presence in schools as a comfort service to primarily white and affluent parents at the expense of racialized students. No to police at crosswalks. No to police at school events and assemblies. No crime prevention schemes and captive audiences for "police education".	10/24/2021 11:08 PM
41	Address systemic issues in the way we have set up our police force to still allow (non-uniformed) police assist the schools. Find a way to build trust and understanding in numerous ways (non-uniformed, more positive interaction with school community / parents) but also overhauling police force with better world views, skills and training - outlook and goals, representing our evolving communities.	10/24/2021 9:31 PM
42	SLO made a great impression on me, and improved both my opinion of police and my feeling of safety. It's been great having someone recognizable and "human" to talk to about police related stuff and problems. It made me more comfortable and confident.	10/24/2021 7:13 PM
43	I think police have no place in schools, and children (especially BIPOC children) would be much safer without them.	10/24/2021 7:05 PM
44	This program can really benefit students- the liaison officer has a unique role and can help school staff navigate situations that involve police- but they have a connection with the school	10/24/2021 6:35 PM
45	Please end this program immediately. Greater Victoria police forces profile and surveil Indigenous, Black and Muslim people. Chief ▆▆▆▆ comments that SLOs exist to bring students "back in line" suggests SLOs are used in a disciplinary fashion, and school discipline disproportionately affects BIPOC students. Having a policy that plays a part in actively criminalizing BIPOC students violates SD61's mission statement to nurture students' well-being in a safe learning community, as well as SD61's stated value of equity. This committee review should not be a case where 'majority rules,' and SLOs stay, or the committee recommends tweaks around the edges. BIPOC people, including SNIWWOC, are telling you to end the program. Greater Victoria police have given BIPOC students every reason to fear the presence of any local police officer. For even one student to be harmed because of the presence of an SLO, and to be afraid to be at school because of an SLO, is too many. Some SD61 teachers have also shown they do not understand the consequences of involving police in student discipline, for example in multiple cases calling the police on students under ten years old. This program needs to end immediately to improve the safety of BIPOC students at SD61 schools.	10/24/2021 6:14 PM

46	I wonder how many of the police liaison officers are BIPOC themselves? If the majority are, and those that are not can rotate schools, then perhaps this could help bridge the positive and negative aspects of this program? When there used to be a police liaison officer at my kids elementary school I liked the concept and my kids had positive experiences with the officer visiting their classroom regularly, HOWEVER, I strongly feel that the opinions and comfort levels of BIPOC youth and families should absolutely trump mine (my kids and I are all white.)	10/24/2021 5:37 PM
47	Difficult to properly answer question before because concerns were not identified.	10/24/2021 2:18 PM
48	As a parent of 3 children one in elementary, middle and high school.... we love the Police Liaison Officer Program.	10/24/2021 12:22 PM
49	I was in a professional meeting regarding a client in middle school and there was a school liaison officer present and I was super impressed with him and the support that was offered. He had a very warm, harm reduction approach that was helpful.	10/24/2021 11:08 AM
50	I think this program is extremely valuable. From attending PAC meetings for the better part of two decades over three different schools, I know this program is invaluable to administration and is a benefit to all students. I don't see any negatives. Children get to see police officers as friendly and approachable, helpful. Not people to be feared.	10/24/2021 10:19 AM
51	This really is the only way to give kids and families who might feel uncomfortable with police officers actually build relationships with them. What's the alternative if we're not going to work together? This would be such a disservice to everyone if we lose this program.	10/24/2021 7:58 AM
52	Having a relationship with local Police can provide children/youth with insight into the Police role in society and a sense of safety and security at school and their homes and communities. Police are not looking to profile or target youths in schools and in fact will go out of their way to resolve incidents without laying charges if Administrators can use the School Act or other meaningful consequences to motivate change. School Police Liaisons work to build relationships with at risk youth in an attempt to sway them from a dangerous lifestyle choice. I personally have always aspired to become a school liaison worker because I believe it is very meaningful and important work. I am very saddened that the Victoria Police have had to cancel this important program to keep up with the demands of front line policing however I am hopeful that one day it will resume. While many people are very intent on de-funding police or re-defining their role in society, I am a steadfast believer that our children benefit from this positive, early and consistent contact with Police so there is not an unnecessary fear or apprehension of Police.	10/24/2021 7:40 AM
53	If the students never see a police officer in their school, how likely are they to reach out to the police when they need help. Pulling police out of schools is a bad idea and will not solve any of the issues that are brought up by those demanding their removal.	10/23/2021 10:14 PM
54	If the police officer is a good person then this can be tremendously beneficial for a high school especially. They can have a positive impact on the community, provide good leadership/role-modeling, and keep things safe if there was ever a need.	10/23/2021 8:14 PM
55	When my son started kindergarten and met the SPLO he felt safer in his community.	10/23/2021 8:12 PM
56	Why would you even consider closing this program. Other districts would die to have officers dedicated to nothing but building relationships with youth. Please don't succumb to the Internet nonsense. School Officers have been a strong part of our community. Removing them only increases the alienation between police and the community. Be leaders in the community....not weak minded followers,	10/23/2021 7:25 PM
57	A lot of people have negative ideas about police these days so this program helps to build positive relationships between police and young people. It's a very good idea.	10/23/2021 7:21 PM
58	While my family's experience with the program was neutral, this is not surprising as we are white. School District 61 should listen to the concerns for BIPOC families at our schools and stop having police run these programs (social workers or specialized teachers could be given the funding to ensure that the program objectives are achieved)	10/23/2021 6:28 PM
59	Great way to build positive and helpful relationship with youngest learners and convey safety messages to students	10/23/2021 2:25 PM
60	It is a great way for youth to learn that the police can be helpful, they are educators and an ally, in a non threatening way.	10/23/2021 2:19 PM

61	It is important for all children to feel like police are a positive force in society. That they can go to them if there is trouble. Inclusivity is important - as is addressing people's concern who do not get a positive feeling when they see police.	10/23/2021 1:38 PM
62	I am unsure about resources being channelled to this program given the many other social issues that we are facing. I would prefer that SD61 strongly consider physical and mental health emphases in our schools. As we are in the midst of a pandemic, and in light of the limited capacity of our medical system, preventive care for our children is essential.	10/23/2021 12:48 PM
63	What are the issues / concerns? It would be useful to know. As a concept it seems great - what's the problem?	10/23/2021 12:40 PM
64	Police are needed much more elsewhere.	10/23/2021 12:38 PM
65	I want to ensure that police officers will not be in place for mandatory vaccination protocols and that my child and other children are able to walk freely in school without fear.	10/23/2021 11:52 AM
66	-Provide more info on police liaison program to parents -identify name of officer in school to parents -identify roles/responsibilities/duties of liaison officer -host meet-and-greet at beginning (and throughout?) of school year between parents/students and liaison officer -engage the liaison office more at school level to promote transparency and positive engagement -have liaison officer volunteering in classrooms/outings to build rapport with students	10/23/2021 11:47 AM
67	When a marginalized group of people have stated they are uncomfortable with a program in a public school due to racism and historic events, the program should no longer continue. Listen to those who are speaking up about this. Every child should feel safe in school.	10/23/2021 11:21 AM
68	I have heard advocates say police are "triggering" for BIPOC students. There is no evidence to suggest this is real beyond people saying so. ███████ is rampant with drug dealing and there needs to be police attention to this. Please make a decision based on evidence not based on what activists say. Thank you	10/23/2021 11:02 AM
69	I would suggest that ████████ be ████████ from any and all future school board meetings. Her beliefs are a poison on society. ████████ is clearly pushing for the installment of Marxist ideas within the school system in BC. Plus the school trustee that put forward this idea needs to be removed from being a trustee. I would suggest that they receive a mental health checkup.	10/23/2021 10:41 AM
70	The SPLO program is an integral aspect of schools, with students, staff, parents and our community. To lose it would be like losing a major body part. So pleased you're reviewing it, but to cancel it would be devastating and damaging to relationships within our community and society.	10/23/2021 10:24 AM
71	As an elder I feel this program essential in the development, understanding, trust, and overview values of community living. Communication, respect for self and others is integral to a well balanced neighbourhood which begins at an early age.	10/23/2021 10:15 AM
72	I am very uncomfortable with having a school police liaison officer in schools - I don't believe school should be a space where police are present. As a parent of a child of colour, I am very aware of the conditioning of police towards people of colour and I do not want police around my child at school. Until there is a revamping of the policing system that takes into account unconscious bias, prejudice, racism and mental health discrimination, I am absolutely not interested in having police in schools in any capacity. Thank you for asking for parents views on this topic.	10/23/2021 9:56 AM
73	Having school liaison police officers helps my child build a positive relationship with a police officer.	10/23/2021 9:53 AM
74	Why not have police officers that are BIPOC? Seems like a no brainer?	10/23/2021 9:48 AM
75	I inherently don't trust the police, so automatically I'm uncomfortable with the idea of police presence in the school	10/23/2021 9:43 AM
76	I feel that having a positive relationship with police at an early age is critical for our children. It would be a huge loss to discard this valuable program.	10/23/2021 8:54 AM
77	I think this program should continue, but in order to be successful it needs to factor in racial and cultural sensitivity.	10/23/2021 8:52 AM
78	Almost every reason I've seen for having a School Police Liaison Officer program could also	10/23/2021 8:41 AM

be addressed by school counsellors, who can also build rapport with kids, educate them on risks, discuss sensitive topics, etc. Moreover, counsellors (and other professions, like social workers) are given far more training in these areas that police officers are. If a kids is in danger -- say, is being groomed for sexual exploitation -- a counsellor can talk to them and involve the police at that time. Police presence in schools should be limited to actual policing, e.g., following up on assault or drug incidents.

79	I believe that the Liaison officer is a very valuable role in school settings, however it needs to be more defined, and more accountable to time spent for what outcomes. There are many pressures on police time, and I think that there has to be clear stated outcomes for the role that are measurable. What these targeted outcomes are can be jointly agreed upon by a specific schools stakeholders and the Police, as each school may have specific needs, as well as ones general to all schools. Police are valuable assets to be used wisely, and in an informed way.	10/23/2021 8:25 AM
80	Schools should remain such without stigmatization... kids Don't need such a record starting out their learning process. Schools may consider social workers & nurses for interventions... Police Officers could have a role in schools just not on a daily basis!	10/23/2021 8:23 AM
81	School liaisons are an invaluable resource for students; building life long connections and many become trusted friends.	10/23/2021 8:21 AM
82	I can empathize with those who feel unsafe but this is a golden opportunity to repair relationships with BIPOC and police officers. Why not use this program to do so? Removing the program altogether just sends the wrong message. That police continue to be against people of colour.	10/23/2021 8:14 AM
83	We had a very negative interaction with police in a foreign country; without this program my kids would still be fearful of police. They redeem officers who haven't behaved properly and are very needed.	10/23/2021 8:12 AM
84	As a parents we have by had access to the schools because of COVID, so it's hard to assess some of these questions. However, I am concern that the budget implications of the police board are being impacted by the many needs out in the community and I fear that this school program will be eliminated not because of need or educational opportunities for children but just because of political City Council decisions. These are first introductions to police officers for children and having them understand that police officers are there to help keep them and the community safe. It would be discouraging for SD61 to eliminate the program.	10/23/2021 7:16 AM
85	I am white and straight so my interactions, as expected, haven't been negative. But that isn't the same for everyone. I am privileged because I have never feared for my life around police. Train other staff (such as councilors) in conflict resolution and mental health issues instead. If police are needed (extreme cases), they can be called. There is no reason that a person who carries a weapon should be on school grounds.	10/23/2021 7:01 AM
86	We need a different type of community liaison in our schools. Not police. More social workers, or maybe other first responders like fire fighters or EMT's. Have the spirit of the program, but make students of colour and their families the priority	10/23/2021 6:25 AM
87	I've seen the program in SD 62 and noticed that the officer mainly interacted with non-marginalized youth	10/23/2021 4:49 AM
88	The highschool I'm my neighbourhood discontinued the program a couple years ago due to budget constraints. It is a great loss to the community	10/23/2021 3:09 AM
89	They are our first defense on safety to our children and are educators themselves... I wouldn't have my kids go to a school that didn't have them	10/23/2021 2:25 AM
90	If children are not introduced to police officers in a comfortable and relaxed setting, how would they ever view a police officer as someone who can help them	10/23/2021 12:45 AM
91	I would prefer conflicts and safety questions were handled by school staff rather than police	10/23/2021 12:35 AM
92	Ridiculous they have no place here	10/23/2021 12:14 AM
93	The Officers should always be in pairs, in uniform and without a visible weapon.	10/22/2021 11:02 PM
94	I would hope this officer would be knowledgeable in the effects of mental health. Knowing and teaching kids how to communicate to others in an appropriate and assertive manner. As well,	10/22/2021 10:58 PM

be able to mediate conflicts that are not only physical in nature but also how to handle bullying online and in person

95	School liaison officers are vital for schools. Schools need the support offered by the program and help foster healthy relationships between students and police officers. It's a very important program that needs to stay in SD61 schools	10/22/2021 10:51 PM
96	As a parent, I know little about the program, but I imagine it helps to break down any barriers between children and police officers.	10/22/2021 10:46 PM
97	I feel the SPLO program is a wonderful addition to the school system as the officers bring information and a positive experience to the children. They get to know that the police are their to support them and the community	10/22/2021 10:32 PM
98	Stop asking us for our feelings and ask the kids. They are the ones that matter.	10/22/2021 10:10 PM
99	It's an important connection for children to learn that the police are there to help, no matter what their parents pre-conceived biases might be.	10/22/2021 9:59 PM
100	I want children to have access to a police officer they know and trust in case they need to reach out.	10/22/2021 9:53 PM
101	I am a teacher and I would like to know how I could possibly integrate them into our program. We used to have them introduce themselves at one of our first staff meetings. I'd like that to return.	10/22/2021 9:42 PM
102	As a parent, I haven't really heard any info about this program at our school, nor have I ever had any interaction with an officer (maybe because of the Covid situation in recent years?) But if this is a program that our school participates in, I would recommend more information/communication from the school as to the role that they play. I am very much in favour of this program, but would like to know more about what it entails for my child. My child is currently in Grade 3, and I've never heard mention of our school's SPLO.	10/22/2021 9:36 PM
103	It would be great to hear that our children are coming home from school each year and having a positive experience and talk with A police officer and how they can help and be support for kids. Also explaining to them the importance of reaching out to regular members and encourage the kids to say Hi to the police when with there families etc. Make it a normal thing to have police presence and focus on community engagement and that there to help. As someone with biracial children and full Caucasian children there is some fears that come about for the children. Also reassuring them that In Canada and in Victoria in particular Policing is done differently than many places in the world. Keep the engagement with families beyond the intercultural aassociation and Virks Etc.	10/22/2021 9:34 PM
104	There are some vulnerable minority groups who have a deep mistrust for the police. Systemic change is needed to change this.	10/22/2021 9:33 PM
105	Pandering to a few critics at the expense of our children and our community is horrible. Speak to the kids, speak to the safe schools coordinators, speak to the administration.	10/22/2021 9:16 PM
106	Unrelated to recent issues with policing that have been highlighted. I'm not convinced an active police presence is a good thing in a learning environment.	10/22/2021 9:15 PM
107	We should not have police officers in schools, end of sentence.	10/22/2021 9:05 PM
108	I feel the SPLOP is very beneficial to the development of community and family.	10/22/2021 8:47 PM
109	No concerns. Excellent program!	10/22/2021 8:34 PM
110	Adapt officers uniforms to appear more approachable and friendly	10/22/2021 8:13 PM
111	Maybe only have police officers for the occasional presentation if that.	10/22/2021 8:12 PM
112	Get rid of uniforms	10/22/2021 7:53 PM
113	I do not like when any people bring guns into a school environment and all police officers I have seen in school came in with full combat gear proudly presenting gun in holster. Considering increasing cases of non-justifiable police violence (like the ongoing occupation by the RCMP on Indigenous lands) our society should consider disarming the police. There are many non-for-profit organizations out there which could replace police presence in schools and anywhere else as well. Our students in BC are kind and socially justice oriented; there is no	10/22/2021 7:42 PM

need to remind them that police still holds the power to keep outdated colonial structures in place.

114	Having worked at schools for over 25 years I have seen the incredibly positive impact the SPLOP has had on students. Interactions that others wouldn't have, such positive outcomes when dealing with conflict and the liason officers offer such support for both students and staff. So many children have a better appreciation for their community and their place in it from spending time with liason officers. The SPLOP program is a vital part of every school and needs to stay.	10/22/2021 7:38 PM
115	I worry that the school district is pursuing an impulsive, unconsidered and ineffectual solution to the complex issue of anti-racism, and is at risk of doing irreparable harm to the safety of schools and students. The SPLO is an essential part of police-community engagement and should be left intact, despite it being an easy and optic-driven solution for those in search of facile solutions to deep societal problems.	10/22/2021 7:33 PM
116	This program is crucial in promoting positive connection with children and school community. It is not only the schools that raise the kids. The community members like the police must engage in activities involving children so that they build positive relationships and the children can see the police as a group of people they can seek support from. These officers offer so much for our students with their presence in the school because they talk with kids, play with them and show that they care about them. They make them feel comfortable about law enforcement. I am a visible minority of colour and a teacher in the district. And have seen the positive impact of this program first hand. I have had nothing but positive interaction and support from the officers. And any time we reach out to them to engage with our students, they make it happen. It would be a great loss if we cut this program. It would only add to the division and the negative image of police that small group of people hold. We cannot dismiss a group because we are not comfortable with them. If we want to create a sense of belonging and connection with our students, it isn't by creating a division with the officers. We must build understanding and work towards common goal together and repair any broken relationships together.	10/22/2021 7:25 PM
117	Customer-oriented Service	10/22/2021 7:04 PM
118	It is a vital and important part of the school environment	10/22/2021 6:56 PM
119	Do not be blinded by a few people with powerful agendas. Police in schools help to humanize police officers, provide a place for students to address concerns, and aid in the overall community involvement with police. Getting rid of police in schools is like gouging out your eyes because your eyelid is itchy.	10/22/2021 6:52 PM
120	do not understand their role in schools. Is it just to convince kids that cops are OK?	10/22/2021 6:50 PM
121	The institution of policing has racist roots and continues to perpetuate racially motivated violence towards Black and Indigenous people. School settings should not be used as a place for police PR campaigns where no actual work is being done to address the systemic issues. Schools should instead be educating kids on why these institutions are being heavily criticised rather than aligning themselves with police. Schools and police have different agendas and they should remain separate. Schools should be a safe place for children to come and express concerns, especially if they have negative experiences with police. To put police in the school promoting them, wrongfully, as allies to everyone's safety is wrong and frankly propaganda. This program needs to absolutely be removed.	10/22/2021 6:45 PM
122	My only issue is them walking around treating people like they're superior to civilians and others. That needs to be put in check. Disrespect breeds disrespect.	10/22/2021 6:02 PM
123	For students to see the police as a safe person to go to and has the facility to make situations not only safer but able to work with any third party involved is paramount to making people respect people in general and not just their immediate family only. To treat police as a threat is a self defeating action for any community.	10/22/2021 5:48 PM
124	Please make any decisions on this program based on actual concerns - real, local experiences - and not on biases created via issues, experiences and stories heard online/internationally. If we're to create better relations with our youth and peace officers, then we should work together with the officers who have decided to work with children in our communities.	10/22/2021 5:34 PM
125	I am white. I understand that there are who are minorities or people of colour who may have a negative relationship with the police. My hope is that a concerted effort is made to gain their	10/22/2021 5:17 PM

feedback specifically and to address their concerns.

126	I think it is appropriate to think about the role police play in mental health calls and de-colonization. I think that having the right person in the Liaison role is important to ensure that respect and reconciliation are part of the teachings/learnings.	10/22/2021 4:42 PM
127	I think that any information students have with the police officer and learn what they are there for not just to arrest and put people in jail but to help and serve	10/22/2021 4:34 PM
128	Police resources are stretched as it is. Although my family's experiences have been positive or neutral, we are not a BIPOC family. These students report feeling uncomfortable or threatened. I believe it is time to end the program.	10/22/2021 4:33 PM
129	I understand the concerns of BIPOC families and students, but as a BIPOC parent I support and encourage representation of BIPOC School Police Liaison Officers whenever and wherever possible to offer role modelling and positive support. I would also add that having women represented would also be amazing, as girls and young women are often the victims of sexual assault during the later school years, and having positive interactions with police officers as part of their early education would be a good way of creating connection and trust with police services in the event that they wish to report later on.	10/22/2021 4:32 PM
130	Police are part of the community, as are schools and families. It is positive for students to be exposed to the professionals who can help them from within their community.	10/22/2021 4:29 PM
131	Maybe you should address what the program does so more people that don't know anything about it and what they do can know	10/22/2021 4:06 PM
132	I think they are important for building relationships with schools (staff and students) so that people feel safe when interacting with police officers.	10/22/2021 4:02 PM
133	I don't believe that bringing weapons designed to kill into a space with children is helpful. Why are we prioritizing police over, say, other first responders, especially with policing's difficult relationships with street-involved, mental health survivors and many BIPOC communities.	10/22/2021 3:56 PM
134	I grew up in Victoria and my school did not have a liason officer. In no way would I have felt comfortable having a police officer at our school. Anyone carrying a weapon has no place among children.	10/22/2021 3:53 PM
135	There are a number of contacts with PLOs that often go unnoticed by the majority but are critical in our ability to support youth in our schools. We seek advice, clarification and information that enables us to support our students in proactive ways because of our relationships with PLOs. In their absence we will be less able to offer subtle, proactive supports as it will not be the duty of the officers on patrol to provide such responsive support.	10/22/2021 3:24 PM
136	Ultimately, the type of issues that students may face and are encouraged to bring to a police officer are more appropriately handled by a health or mental health professional, including social workers or clinical counsellors. These education and training for these positions explicitly focus on systems of power and disenfranchisement--of which police stand as the stark custodians. Whether it is trauma, substance use or mental health--these issues are not police issues. Where student experiences do crossover into the criminal (i.e. sexual assault), a social work can better help refer, support and assist in system navigation for the police process.	10/22/2021 3:22 PM
137	it would be a mistake to remove the SPLO's the board shouldn't be acquiescing to this special interest group which has its own misguided interest at heart and not the community as a whole. The program does not do harm, and wasn't created in a vacuum.	10/22/2021 3:19 PM
138	I would like my children to understand that Police Officers are trusted adults. And introducing young children to Police Officers in an already trusted environment like their school is a good fit in my view to start building that trusting relationship.	10/22/2021 3:17 PM
139	It would be great to have greater education about how the program works and a chance for parents to meet the officers	10/22/2021 3:02 PM
140	I do not relate to the feelings that others have regarding not feeling safe when sharing space with police. However, this does not mean that I do not support those who do not feel safe. I would love the program to continue but not at the expense of students' feelings of safety.	10/22/2021 2:58 PM
141	We need more counsellors and mental health supports in our schools. Having police in schools	10/22/2021 2:48 PM

sends the wrong message, especially to students of colour. We don't need police to "build relationships" with youth - let's invest in older peer support, mental health supports, anti-racist education and build a school culture that doesn't rely on police to create "safety".

142	We definitely need them - please don't cancel the program.	10/22/2021 2:25 PM
143	We must do everything we can to break down barriers and build trust between the police and youth, especially those from at risk, racialized, and stigmatized communities. SLOs are the best tool for this as they can take advantage of opportunities to connect with our kids that are not inherently punitive or investigatory. I am deeply concerned as a parent that ideologically motivated anti-police rhetoric is driving policy in this area. This is corrosive to social solidarity and fundamentally regressive. I sincerely hope that school liaison officers continue to play a role in our education system in Victoria.	10/22/2021 2:18 PM
144	SLO programs are crucial to building bridges and maintaining relationships between law enforcement and young people in our community.	10/22/2021 2:11 PM
145	I can't believe that this program would be ever questioned for its efficacy. It is definitely proactive, and, unfortunately not quantifiable in a way that would truly satisfy the doubters. I have worked in schools for over 30 years, both with and without SPLs and the difference is measurable, especially in high needs communities. It is community policing at its best, and SPLs can be an invaluable resource to staff, parents and students. If they are not, it is a personnel issue, not a program issue. It is one of the few opportunities police have to start off an awareness of their role in the community on a positive note.	10/22/2021 2:07 PM
146	The school officer program is an important one to show our youth that police aren't something to be afraid. Strong bonds can grow and officers are able to identify youth that may be at risk and work to mitigate long term consequences with early intervention. If we continue along this path where we pitch a negative narrative toward police the next generation will grow to hate police when they should be seen as a valuable resource when people need help.	10/22/2021 2:06 PM
147	I question the intent and effectiveness of the School Police Liaison Officer Program.	10/22/2021 1:52 PM
148	I can't imagine how any police program would be any less than opportunistic and manipulative. Sorry, I just don't trust the cops.	10/22/2021 1:44 PM
149	It's hard tj comment on this program. As a parent I know nothing about it which seems a shame. It doesn't sound like it makes a vey big impact.	10/22/2021 1:43 PM
150	To remove School Police Liaison Officers would be a step back and increase barrier between police and students. Different cultures attending school have greater understanding of police and their role in the community with having them in the school. The issues being raised for them not to be in the school can be addressed with them staying in the schools	10/22/2021 1:39 PM
151	I love the fact that children get to interact with the police in a non confrontational setting, are able to ask questions without being questioned. Learning about substances and how to refuse.	10/22/2021 1:38 PM
152	There are so many things to talk about here: - having the SLPO program humanizes police officers as the children get to know them and see beyond the uniform. That makes children more receptive to police in the community, more likely to seek help when needed as they are already in a trusting relationship, provides a sounding board to children, especially vulnerable ones, enables early intervention in behavioural and criminal issues to divert children from the criminal justice system, etc, etc. There is no downside to having the SPLO program. Much of the fear of police/authority, etc stems from media hype and is not based in reality, especially in Canada. We are not the US and shouldn't let their issues negatively impact our processes needlessly. KEEP IT GOING!!	10/22/2021 1:34 PM
153	This is a highly important program that allows children's to see police as helping professionals. Yes, there could be more diversity, in police liaisons ethnicity and race and more training available to them in cultural sensitivity and in mental health promotion. Also yes, parents could be better informed and involved in their work, but cancelling this program will feed the fears, stigma and biases that they are expressing. I do hope you will not destroy this one avenue for bridging gaps between police who care about children and children.	10/22/2021 1:21 PM
154	It is essential to have SPLO in our schools. The relationships that they build with students, staff and community are invaluable. I have found all SPLO that I have been connected with in my 35 year career in the GVSD to be positive and valuable. I cannot imagine a school without. I have worked in schools such as Spectrum, Macaulay, Landsdowne and Oak Bay and their	10/22/2021 1:16 PM

presence has been necessary and important. A school without their presence is a school that is missing an extremely important piece to the puzzle that says ... it takes a community to raise a child. Please do not remove these valuable members from our schools.

155	I believe that it is imperative that community-orientated policing is something that is supported by all, not something that should be shunned. It is important to create and foster a safe space for all, no matter sexual orientation or religion; everyone should be safe in a community where officers of the law make proper commitments to uphold the safety of their community. The only way we can get beyond this rift of officers on one side and the general public on the other side is only if we are able to come together, and understand that these officers are not trying to do their jobs with malice.	10/22/2021 1:15 PM
156	please maintain the program and ensure that any changes are warranted and not being directed by a vocal minority	10/22/2021 1:14 PM
157	I hesitated to fill this survey out because as a white woman, I don't think it should be my say. I see some positives with police being connected with a school community, but feel that the most attention should be given to voices from those in the BIPOC community. I would be curious if there could be changes to make people feel comfortable with the program, or whether the presence of officers is simply too negative for certain communities.	10/22/2021 1:13 PM
158	Occasional Visits from a Police PR team are welcomed.. otherwise the police have real jobs that need doing... Looking at the current state of our society those police officers are needed on the street, not in schools.	10/22/2021 1:06 PM
159	Quit wasting money.	10/22/2021 12:52 PM
160	Police officers are NEVER a positive addition to schools. They are unnecessary and discomforting.	10/22/2021 12:50 PM
161	Many of our students come from communities and situations where they have only encountered police in an antagonistic setting. School needs to feel safe in order for students to learn. Many students cannot feel safe when a police officer has access to the school.	10/22/2021 12:50 PM
162	SPLO Program is a great program and helps bridge the gaps with young children/teens and local police	10/22/2021 12:49 PM
163	The fact that local police forces show no understanding of the institutional racism inherent in policing tells me that they are not appropriate to be in schools. They reinforce a racist status quo and frighten the vulnerable and marginalized. The "majority" is likely to be fine with SPL Officers. But that's the point, isn't it? You're not frightened if they're protecting your social power.	10/22/2021 12:42 PM
164	Any areas that are if concern should be addressed but on the whole liasin officers have been a positive influence in the schools. I worked in the schools for 25 years as well as had two children and two grandchildren go through victoria disyrict schools with liasin officers presence.	10/22/2021 12:35 PM
165	More informal interactions with students in a non threatening atmosphere rather than classroom presentations but such a program should be presented and explained as such casual interactions are far more effective.	10/22/2021 12:34 PM
166	I would need to learn more about the program to have a better stance.	10/22/2021 12:28 PM
167	There is no place for cops in schools.	10/22/2021 12:19 PM
168	We need the kids to feel safe talking to the Police when they need to reach out for help and so we need to stop treating all Police as bad people because a few bad officers made the news. Removing the program would be a big mistake that our society will have to live with for the next generations to come.	10/22/2021 12:14 PM
169	I have had only positive interactions with police liaison officers at our school, however I acknowledge the discomfort which may be felt by some school community members. I would like to see the police liaison program continue with culturally sensitive practices in place. I believe in the possibility of changing perceptions of the police by providing positive interactions for children and families.	10/22/2021 12:14 PM
170	Considering the drug issues in all schools, it is critical to keep the School Police Liaison Officer Program.	10/22/2021 12:13 PM
171	only if there are significant changes made in the way it happens: - no carrying guns - if they r	10/22/2021 12:08 PM

doing a presentation they should not bring any weapons. - if it involves sexual assault the police should not engage with the victim unless the victim requests that. It is too triggering otherwise to someone processing trauma. - the police in general need so much more training in anti-racism, anti-sexism, and diffusing situations without violence. There are some benefits to having someone there but there be changes to accommodate students and teachers who find police officers triggering.

172	By continuing this program, students/parents with previous negative police experiences can have an opportunity to interact in a positive way with officers. This will hopefully lead to an increase in some peoples' comfort levels. There are many, many students who benefit from their interactions with school liaison officers. The program should continue for this reason, while taking into consideration the concerns of those who feel apprehensive about it.	10/22/2021 11:55 AM
173	Police don't belong in schools. It is as simple as that. A more nuanced response, the presence of police disproportionately affects marginalized races and genders who historically have had to endure the violence of police and RCMP. How can you expect a child to be comfortable when they are learning on one hand the true nature and history of policing while on the other hand attending school with police walking around as props. Any community service police may provide beyond strictly policing in the city (e.g., bike safety, conflict resolution, etc) is simply propaganda meant to ingratiate, and would be better handle by non uniformed citizens trained in those areas.	10/22/2021 11:46 AM
174	I would be very disappointed if the School Police Liaison Officer Program was not continued. It would be a severe disservice for the students and staff in schools. The officers are a wonderful role model for students and I strongly believe the Vancouver School District's move to eliminate the program was extremely short sighted and wrong. Please do not follow their lead. The Saanich officers in the schools love their jobs and really care about the students.	10/22/2021 11:44 AM
175	This survey should have had an optional question for respondents to identify if they were indigenous or BIPOC and those opinions should be considered first and foremost before considering others. My experience with liaison officers and police in general is positive, but as an educated white woman, I'm not the voice that should matter in this conversation.	10/22/2021 11:43 AM
176	It's best for kids to form positive relationships with police through this program. This also lends to security at the school having an officer present.	10/22/2021 11:40 AM
177	Honestly, they don't provide any safer feeling for us, if anything less safe. They are always suspicious of everyone except the doogooder white kids, and even then they can be super creepy with the girls. Program should end.	10/22/2021 11:31 AM
178	Police in schools is a huge problem. They take resources away from actually beneficial programs and further perpetuate the school to prison pipeline. Disproportionately affects BIPOC children and communities.	10/22/2021 11:23 AM
179	Having them in schools is a great place for students to have a positive relationship with law enforcement	10/22/2021 11:16 AM
180	I think the money in the policing budget for thi program would be better pent on offer better mental health supports to kids in school.	10/22/2021 11 13 AM
181	Strongly support to build better relationships between law enforcement and BIPOC community, students, and all community members. Excellent resource to provide guidance to students to regarding bullying, rules, and appropriate teenage behaviours (Middle school and secondary especially), eg. kids calling each other bitches, using the N word, 'joking' they will rape kids, etc. These thing happen to my children all the time (they are not white and female).	10/22/2021 11:04 AM
182	The connections they make with students would in my opinion not be possible with "regular officers".	10/22/2021 11:01 AM
183	Evidence on positive impacts of SPLO programs are mixed, while the qualitative evidence of harms for BIPOC students and families are evidence - not only in general, but with specific consideration to the families served by SD61. Further, there is actually additional notes that substance use education, health promotion, and prevention activities supported by these programs have either null or negative results towards the intended outcomes. For these reasons, among others, I strongly recommend the discontinuation of SPLO programs and instead explore community-driven solutions to public health and safety programming in schools.	10/22/2021 10:58 AM

184	When I came to Canada, we were taught to respect the police. The police were there to look out for us and the community. They were not to be our friends but to be there when we needed them. In my personal opinion the positive relationships liaison officers can build with students, and that those relationships can pay off in tough situations — for example, if a student has to report a sexual assault. My kids are very comfortable with cops in school. Please keep POLICE LIAISON OFFICERS	10/22/2021 10:54 AM
185	Victoria PD schools are not being supported but Saanich PD schools are so it is not to continue but to bring back to all GVSD61 schools. I hope an equitable solution will be found.	10/22/2021 10:47 AM
186	I avoid interactions with the police when possible and teach my child to do the sand. I don't believe they should have a place within the school system. Very few of their listed tasks *need* to be done by a police officer. It's wasted funding/resources and time when there are so many other things they could be doing (actual police work for example). Literally any one can teach bike safety, harm reduction/drug education etc.. I think it's hugely ironic that they would be put in charge of anti-bullying presentations.... We do not need police in our schools, stop this nonsense. Stop intimidating our children.	10/22/2021 10:38 AM
187	Ensure unhoused non-students do not defecate on school property.	10/22/2021 10:37 AM
188	Stop listening to those with a general anti police agenda. I think the school should pay for the costs of having a School liaison officer.	10/22/2021 10:31 AM
189	Members of each school community should have input to decisions about whether a police liaison officer will be present in the school, and what the officer will do.	10/22/2021 10:27 AM
190	It is my feeling, and experience, that by having a School Police Liaison Officer present it normalizes the police. That is to say that the children learn to see them as people. People that are here to offer help and protection, however people that are just as human as the rest of us. Without this interaction they rely on anecdotes from their peers, social media, and what they see in movies or tv, which can serve to create an us/them mentality. By not allowing those barriers to be built we can create a stronger and healthier relationship with those that have chosen to protect and serve.	10/22/2021 10:27 AM
191	I can't comment on whether it should continue or not because I don't know what's happening on the ground today but I know generally that there are major issues with racism in the police forces that need to be addressed and that their presence can be triggering to those of us who have been traumatized by them. If those officers are in the schools they should number one, not openly carry weapons that are scary for children to see, especially IBPOC children, and number two, they should be there with the intention to build bridges and work on reconciliation with us. They should be acknowledging their role in Canada as the historical enforcers of genocidal policies and making amends by letting our children know that they matter and then putting their money where their mouth is at by protecting us when we call on them. By doing the job they are supposed to be doing which is making our communities safer. That means not being trigger happy, that means rooting out racism in the force, and that means actually protecting victims of crimes and not being apathetic to IBPOC victims.	10/22/2021 10:25 AM
192	Please have the Police Liaison officers in each school	10/22/2021 10:21 AM
193	Developing a trust relationship with the police at an early age is very important. Educating the children about the role of the police in a meaningful context will provide value during young adulthood and beyond!	10/22/2021 10:21 AM
194	Police should be an important part of our community, and it is important that kids grow up not to fear them. I totally appreciate the perspectives of Indigenous and BIPOC peoples and their concerns must be addressed. However, I also truly believe that progress will not be achieved by separating our community more than it already is. Differences are resolved through honest dialogue where people feel safe to be vulnerable.	10/22/2021 10:18 AM
195	I think it's a great idea to have School Police Liaison Officers in school. The vast majority of police officers are upstanding citizens and for the most part, do a great job keeping our communities safe. Having officers interact with children is a great way to build a strong relationship and for children to understand that they can trust police officers.	10/22/2021 10:17 AM
196	Until better training and biases officers may have are removed this program creates tension amongst some students	10/22/2021 10:06 AM
197	I think police should be off fighting crime and not having discussions about drug and bike	10/22/2021 10:03 AM

safety.

198	Many children don't feel safe with police officers in the school, particularly POC and Indigenous students, especially those who have had pervious encounters with police outside of the school setting.	10/22/2021 9:58 AM
199	I've heard the concerns of racialized families that this program makes them feel uncomfortable. If so, I support removing them unless they're actually making a positive contribution that I'm not hearing anything about. As far as I know, my family has not had contact with these officers (aside from Hallowe'en safety talks in elementary school). My main reservation is the prevalence of drugs in schools, which I would not want to see increase. Drugs are killing people and ruining lives, and kids are vulnerable targets for dealers. I can imagine though that police presence might not be the best way of addressing the drug problem —putting funding into strong mental-health and harm-reduction supports might be a more successful approach.	10/22/2021 9:51 AM
200	If "students of colour" are triggered by SPLOs, then it clearly indicates an opportunity for the school community to come together and educate about the role of Police Officers in our cities and communities. I support the VicPD wholeheartedly. Like all front-line workers, the citizens must show respect for the role they play. Teach children to want to be in law enforcement, rather than hide from them.	10/22/2021 9:47 AM
201	Build positive relationships	10/22/2021 9:46 AM
202	Stopping the program reduces communication and positive interaction between police and minorities. How can that help build trust and help educate both sides about the other? Reducing opportunities for communication is always a negative when trying to build an open, caring, democratic society.	10/22/2021 9:45 AM
203	The SLPO at the school provided valuable information during different presentations to students and parents. My daughter made a positive connection with the SLPO and reached out to her when she felt at risk of being exploited and also with questions about drugs. She felt so strongly about the role model and helpfulness of the SLPO that she said she might want to become one herself	10/22/2021 9:43 AM
204	It is important that youth have a positive interaction with uniformed authority to break the cycle of mistrust that adults have created for them.	10/22/2021 9:42 AM
205	I have only witnessed the SPLO at an elementary setting	10/22/2021 9:42 AM
206	Maybe occaisonally lose the uniform when in a secondary school. Seeing a plain clothed police officer may be less anxiety-inducing for students. Students need to know that police officers are human, not superhumans with gadgetry galore. re: BLM, BIPOC kids need to know that police have their back. For example, if some calls 911 because they see a black adolescent in their neighbourhood, kids need to know that emergency dispatch will respond accordingly: to not share the assumption that a crime is being committed with the person who called in. SPLO can proivde that assurance and therefore renew trust in Police enforcement. More SLPOs need to be non-white.	10/22/2021 9:39 AM
207	As a past student in SD61 and a parent I really appreciate what the liaison officers do for the school, and have connected well with them. It made me less afraid of police officers, and helped me to understand their jobs better. It is great to introduce members of our community to our students; however, I want children to feel comfortable in school. Instead of removing a program that works for lots of kids, and continuing the polarizing cancel culture, can we find a way to support those kids who are triggered, and build trust? This link is about how police and sex trade workers worked collaboratively to build trust. https://www.cbc.ca/radio/tapestry/she-saw-the-human-behind-my-lived-experience-police-and-sex-trade-survivors-build-trust-in-newfoundland-1.5377159	10/22/2021 9:34 AM
208	I still see the officer out in public that was our Liaison officer and I feel very comfortable talking to him or other cops.	10/22/2021 9:28 AM
209	I don't have any recommendations	10/22/2021 9:27 AM
210	Training of police liaison officers and classroom teachers to utilize their services effectively and appropriately is my primary reason for participating in this survey. Police liaison officers can be an excellent addition to a school community when they are there to build connection	10/22/2021 9:25 AM

with learners, add to the student support (not punishment) network, and reframe the circumstances in which some students may interact with police.

211	Please don't let the nihilists cancel this program. Zero sum, lowest common denominator policies and programs that serve a very small minority should not take the place of intelligent programs that serve the greater good for all citizens.	10/22/2021 9:19 AM
212	I don't have any recommendations	10/22/2021 9:18 AM
213	On-site, consistent school counselors of both genders that do not have to split their time between schools (for continuity of care). On-site dedicated social worker. On-site mental/community health worker. Consistent following of students who are at risk. All of these things would contribute to a lessened need for police presence in schools.	10/22/2021 9:17 AM
214	I am a strong supporter of the PLOP and overall, firmly support the police and their role in our community.	10/22/2021 9:15 AM
215	The money would be better spent on other school resources.	10/22/2021 9:10 AM
216	Regardless of what some groups may be stating it is important for all students to have interactions with Police that are not just crime related. Taking them out of the school is a mistake as then students will not have the opportunity to see Police as people and part of their community.	10/22/2021 9:06 AM
217	The school police liason has been a fabulous resource for schools. The students know them and feel comfortable in this situation around the police. We have had our police liason do self-defense in PE classes with our female students. As a counsellor, I have had numerous students meet with police liasons for feedback on what they should do in their situation. They are always so appreciative of the resource.	10/22/2021 9:02 AM
218	Police have no place in schools. Their presence represents violence and triggers trauma.	10/22/2021 8:57 AM
219	Program is not needed	10/22/2021 8:56 AM
220	The fact you are a group of white folks determining whether bipoc folks are uncomfortable or not with police liaisons is disgusting. You do not get to decide from a place of utter privilege what is best for them. Shame on all of you.	10/22/2021 8:55 AM
221	I believe they are a valuable resource. One major benefit is the relationship with police in a community setting where there is no threat.	10/22/2021 8:48 AM
222	Police officers need to be viewed as members of the community that support them. Current view is that they are armed, and authoritative. The police need to do much more to show positive engagement on issues that impact the police and how they are changing/listening. They are viewed as someone out to get you, so there is no trust. Build trust first then try to teach. TAKE AWAY THE GUNS! I don't care if the officer feels threatened. They are at a school and should be leading by example. The example right now is beat and shoot until you achieve the message you are looking for.	10/22/2021 8:48 AM
223	My opinion is that the more children have contact with police in positive ways and at school, the more comfortable they are with the police. They may not see them in such a negative way outside of school.	10/22/2021 8:47 AM
224	The downside to the SPLOP programs I believe is over exaggerated and is pandering to a vocal minority that is ignoring the benefits that programs like this provide.	10/22/2021 8:45 AM
225	Offers support with high risk youth and during critical incidents. Prevention and conflict resolution is an invaluable role they have in the school.	10/22/2021 8:43 AM
226	We should not have to live under police protection. No police but far harsher penalties for harassment and criminal behaviour including protests. I am thinking of mask mandate protests here. Leave the kids alone. The odd visit by police to the school may be worth while, but not constant guarding. It reflects badly on our society that we have to do that.	10/22/2021 8:33 AM
227	A possible schedule or heads up when officer is coming to school. Showing up something can alarm children OR they get to excited to see the officer.	10/22/2021 8:30 AM
228	I understand that my experience differs from many in our community. I feel like it is a valuable program to continue but if some changes need to be made to keep it in schools that should be considered. It is important that people feel safe at school and in there community.	10/22/2021 8:25 AM

229	When the cops stop dressing up like storm troopers then they can be allowed around children!	10/22/2021 8:22 AM
230	Police Liaison Officers are little more than Political Officers that ensure the War on Drugs is being fought aggressively in our schools. The whole "bullying" thing was retrofitted after too many parents started asking why their children were being politically indoctrinated by law enforcement. Young people need to learn to navigate society and resolve issues without the police looking over their shoulder and waiting to guide the process to their own agenda.	10/22/2021 8:19 AM
231	Police Liaison experiences should be held in the community not in a school setting. Forced interactions with police in a school setting isn't productive. It isn't reflective of actual police interaction in the community. One does not arrive at work to find a police officer there.	10/22/2021 8:16 AM
232	Please think about students that needs to realizethat police are not the enemy but part of our support system. School police officer is a great way to have police officers connect with everyone. It helps both ways.	10/22/2021 8:16 AM
233	I am a white female. My interactions have been positive. However, I support people who are requesting changes be made due to systemic racism and police brutality.	10/22/2021 8:16 AM
234	We don't need cops in schools. We need mental health workers, full time counsellors, support for activities that keep kids involved and active in their communities, not cops. Bring a cop in once a year for bike safety and then leave the rest of the education to parents. Cops don't belong in schools. They don't do any good there - if kids had the support they needed to work through their problems in a way that acknowledges that they are just learning and might make mistakes that need a gentle, restorative justice approach, then the cops would have nothing to do anyway. No. Cops. In. Schools.	10/22/2021 8:14 AM
235	I think it is a very valuable program that helps kids access police in a less threatening way, and helps kids get to know police officers as people rather than as threats.	10/22/2021 8:13 AM
236	The school liaison officer has helped my kids feel comfortable with police.	10/22/2021 8:03 AM
237	I do not think there is a place for police in a school unless there has been a crime that requires calling them.	10/22/2021 8:03 AM
238	As a white parent, I have seen police in schools increase divisions on racialized bases. Students of colour are looked on ad potential threats, since underlying issues with racism and unspoken assumptions are not included in the interactions or not expertly handled. I feel the role the PLOs are asked to fill can better be handled by those trained in counseling and education not law enforcement.	10/22/2021 7:59 AM
239	Please keep this important program - it is an opportunity for kids to see police in a positive light.	10/22/2021 7:58 AM
240	To stop the program. It is biased, and targets minorities within my community.	10/22/2021 7:56 AM
241	I think it's a good way to build a relationship with students and the school community.	10/22/2021 7:56 AM
242	BIPOC familie have faced trauma from event that have taken place around the world For some, the country they come from has instilled fear rather than respect due to the corruption that exists. Having a proactive, sensitive, child and youth friendly officer could help to reword those experiences and show them that fear doesn't have to be a part of their story. Building relationships is key to helping build understanding and respect that flows in both directions.	10/22/2021 7 55 AM
243	The students learn that police are good people who can be turned to for help, and the police in turn can learn more about dealing with children, some of whom carry a lot of baggage that can lead to trouble down the road.	10/22/2021 7:55 AM
244	There is no need to have cops in schools. Look up constable ▓▓▓▓ from the ▓▓▓▓ ▓▓▓ who taught the DARE program till he OD's on heroin he was stealing from the police lock up. Unless there is an emergency there is no need to have cops in schools ever.	10/22/2021 7:45 AM
245	They play a vital role in community building.	10/22/2021 7:31 AM
246	Similar to my re pon e to Q4 I believe thi i a very valuable program I am curiou a to know what 'concerns' need to be addressed with this program as I have not heard of any.	10/22/2021 7 25 AM
247	Face to face non confrontational exchanges between police officers and public are good for both.	10/22/2021 7:23 AM

248	Our officer was awesome!	10/22/2021 7:22 AM
249	We are currently working with a SPLO re our daughter & internet safety/risk. He has visited our home and plans to meet with our daughter in our home. We had the same situation with a previous SPLO.Both officers have been amazing! I have also worked in a school and seen their presentations and how they interact with the students, and it has been very positive.	10/22/2021 7:21 AM
250	I do not know the role of SPLO in schools, especially in elementary schools. I also do not know whether SPLOs carry dangerous weapon into schools. I don't know the difference between SPLO and regular police officer. Quite frankly what the school needs during a pandemic is a school nurse NOT an SPLO. SPLOs should be fully vaccinated before they can visit schools. SPLOs should also be diverse and should not just be white SPLOs. This is very counter productive and does not promote trust, safety among the non-white students and family.	10/22/2021 6:30 AM
251	Support and visibility is important. Contact with "key players" is a good start.	10/22/2021 1:03 AM
252	It was good for the kids to see the police as advocates and protectors, and to consider that kind of career for themselves. It was also good to remind kids there are laws and consequences for breaking them.	10/21/2021 10:13 PM
253	I feel although costly, this program has value in creating a positive relationship between the public and law enforcement and will have beneficial payoffs in the future.	10/21/2021 10:09 PM
254	Please reinstate this program! It is so important for students to form positive relationships with these officers and they provide great safety presentations for our children.	10/21/2021 9:43 PM
255	I believe that the style of delivery of some presentations is quite sensationalistic and not sensitive to the age and readiness of some children. I have given this feedback to the school principal when my child came home quite upset after a liaison officer presentation. I did not feel that my concerns were considered or addressed. I have had a similar experience at a professional conference with a school liaison officer presentation so I was not surprised when my child shared her concerns since it was consistent with the style of presentation that I attended at another site.	10/21/2021 8:56 PM
256	I think we need to carefully reconsider the role of police in society.	10/21/2021 8:51 PM
257	I would suggest that SPLO Arrange an introductory meeting with parents at the beginning of each school year to make themselves known, where they are located, how they can be reached and provide information of their services for the school, students, parents and the community.	10/21/2021 8:29 PM
258	It is important for students to have access to this program to both introduce students to law enforcement in a preventative capacity, and also to become familiar with the idea that Police Officers are people too - that they are approachable, reasonable people that are not something to be scared or hesitant. The SPLO program provides a chance to balance out media and pop-culture influences that, more often than not, represent the Police in a negative light. The more exposure students have to not only police, but the approach of the administration of law, the more they will learn to understand it. The SPLO also provides access to an important part of society, that students wouldn't really get the chance to otherwise. In an educational system that thrives on field trips and unique experiences around environment, politics, and other community interactions, the SPLO program provides an equivalent experience that could not reasonably equalled any other way (e.g. field trips to Police Stations doesn't seem a reasonable learning environment). Very plainly, I am in full support of the SPLO Program and reduction or loss of the program would represent a significant lost opportunity for students.	10/21/2021 8:25 PM
259	Having a police liaison officer in the school would be good idea so whatever is the problem in the school they can address right away or be settled.	10/21/2021 8:18 PM
260	Not actualy sure if their role...but I know my kids have gone in police car etc...so thought ut was positive to have them interact with an officer and be coomfortable with them...as well as have the offiice around to keep the school safe which is what i assumed they did.	10/21/2021 8:04 PM
261	I feel that the School Police Liaison Officer Program is valuable to our schools. They have delivered safety talks (ie. Halloween safety, bike safety) to my students over the years which have been very important. They have also worked in my daughters' school too. I feel that having a SPLO in the schools is good for all students. As well, I feel that the SPLO should be in a school for minimum 3 years so that he/she can develop relationships and trust (over those	10/21/2021 8:00 PM

3 years) with students and parents. Developing relationships is paramount in any school and the key to working with children/tweens/teens.

262	School Liaison Officers should have relevant training to deal with children and teenagers. Police Departments should consider the suitability of the officers prior to their appointment as SLO's.	10/21/2021 7:51 PM
263	There is no reason for police to be in schools. There are many families and children who do not have a good relationship with police. There are enough reasons for kids not to go to school, I'd rather not support one more. Also, there are enough issues in the city requiring police, why allocate scarce resources to what amounts to PR for the police.	10/21/2021 7:43 PM
264	I don't know much about it but police in school spreading awareness and support in anyway can't be a bad thing	10/21/2021 7:32 PM
265	n/a	10/21/2021 7:32 PM
266	Police have no place in the school. Remove them.	10/21/2021 6:44 PM
267	How can a police presence in schools be positive when police violence/ oppression/ discrimination continues in the community? I teach my children to stand nearby as a witness and support to any civilian who is interacting with police on the street. Is this semi-mistrust something my children should be taught to overcome by a SPLO, or something to carry into their adult lives as a reasonable response to potential abuses of police power towards others? Should police liaisons be teaching students about the potential harms of drugs (as the law enforcers in the future who will criminalize them and any drug use), or should someone who fell into drug addiction because of all the very human reasons folks fall into addiction talk to them about drug use? Should a police liaison talk to students about calling the police if they think someone is in trouble, when people are still dying on Vancouver Island while police carry out "safety checks"?? Should a police presence be in schools when students and their families have visceral memories of trauma invoked on their families because of police? In these situations, is exposure to police at school - without choice - a helpful or further harmful approach to healing? These hurdles seem difficult to "tweak a few things" and overcome in a "reformed" version of the SPLO.	10/21/2021 6:31 PM
268	The idea of the police and what they represent - I would like to see committed action demonstrating that the police force represents and that the liaison program is not just lip service or a marketing ploy. I would also like to understand how they are contributing to repair the harm they have caused.	10/21/2021 6:30 PM
269	More mental health and safety resources are needed instead of the presence of law enforcement. This is fear based for many (Including many Indigenous and BIPOC families). I think more counselling and family liason servcies would be more appropriate in all school settings, with trauma-informed trained professionals who can focus on increasing positive connections and inclusiveness to school staff, students, community, family, culture, etc.	10/21/2021 5:58 PM
270	I would like to see the School Police Liaison Officers work in conjunction with IT type person (cyber crimes, sexual encounters, bullying), social worker, mental health officer, drug rehab. counselor and ex-teens or teens that have "went off the wrong track" and got involved with crime, sex trade or fraud at a young age due to peer pressure or being "tricked" by adults to work in the sex trade, sell drugs, etc... I feel preteens are teens have different social pressures than we did in the past and require a team approach when doing presentations or approaching the public with preventing teens from succumbing to these various challenges.	10/21/2021 5:58 PM
271	Whether I support continuing the program depends in part on what sorts of experiences with it others have had. Personally, I would like to see traffic safety education for elementary school age children (how to cross the road safely, how to bike safely etc.).	10/21/2021 5:55 PM
272	My concern is around students who are new to Victoria and not having an awareness of our police service and how helpful they can be with community connections.	10/21/2021 5:27 PM
273	Constable ███████████████████. Should never be allowed to police children or teens!	10/21/2021 5:22 PM
274	The district would be crazy to walk away from this. We are a First Nations family and have nothing but respect for the police.	10/21/2021 5:19 PM
275	With the sad struggle over preserving something as minimally inexpensive as the music program, our school board should be a forceful advocate for defunding the police—not being an	10/21/2021 4:49 PM

apologist for their presence in schools. The police budget is far and away the biggest piece of the municipal tax base. "Public safety" eats 10s of millions of unnecessary dollars provincially to police poverty and other non-violent issues. THIS IS OUR MONEY that we need for education, healthcare and other social programs. "Defund the police" will allow police to focus on necessary violent sexual and physical intervention, while reallocating urgency needed funding to other unmet needs—including school music. Getting Serious About Cops: The Call to Defund the Police https://abolitionistlawcenter.medium.com/getting-serious-about-cops-the-call-to-defund-the-police-ad4a09790976 Defund the Police https://defundthepolice.org

276	I don't understand why this is necessary.	10/21/2021 4:23 PM
277	Funding for this program should be greatly reduced. 12 SPLOs is far too many for this region, especially with the high costs. These officers should be reassigned.	10/21/2021 4:21 PM
278	I'm not familiar with the SPLO program however I don't see how policing should be involved in our education system. I would rather see those funds go towards positive/healthy mental health initiatives/professionals.	10/21/2021 4:14 PM
279	Looking at recolonizing ways of supporting and educating does not include police liaison officers. It is not culturally safe nor appropriate and only creates "safer" spaces for such a small % of the population (aka white). Mental health supports are required not police.	10/21/2021 3:55 PM
280	No Cops in Schools. Period. I dont see any reason to have police officiers in schools. This program is especially impactful for racialized, or Indigenous children and children with other marginalized identities.	10/21/2021 3:51 PM
281	I do not want police in Victoria schools. There is ample research to illustrate the many ways that police interactions harm Indigenous, Black, and students of color. I do not want this harm perpetuated. If there is need for the services that the SPL officers provide in schools, it should be performed by other members of the community NOT police officers.	10/21/2021 3:49 PM
282	I am interested in learning more about how the school liaison officer can help educate our kids and community!	10/21/2021 3:45 PM
283	I think it's important for young people to be able to interact with the police in a positive and non-threatening way. Officers trained to be school liaisons are better at answering questions and responding to situations in a child directed manner. It is also great for students to have accurate and current safety information provided to them by law enforcement members.	10/21/2021 3:44 PM
284	I love this program! It gets the children familiar with police officers and their appearance. It's important for children to feel comfortable and safe with an officer, should they ever need help from one.	10/21/2021 3:43 PM
285	Police do not belong in schools and should only be present when it is needed due to activity that warrant police intervention	10/21/2021 3:43 PM
286	I would like more information on the program. However, of what I do know that programs like these generally negatively impact immigrants, black people, indigenous people and other people of colour more than they do white people so that would need to change in order for me to endorse the program.	10/21/2021 3:42 PM
287	Good program, helps kids not be afraid of police as, there is a bit of an image issue these days in the media. One point to consider: he black tactical based uniform and new intimidating police cruisers scare the heck out of younger kids. Black on black on black as a colour scheme is not exactly approachable.	10/21/2021 3:42 PM
288	Police do not belong in schools.	10/21/2021 3:41 PM
289	The envoronment children are now growing up in has changed considerable over the last few years. It is I believe critical that children learn to see police as safe community professionals who are approachable and receptive.	10/21/2021 3:41 PM
290	Esquimalt High School's students and the surrounding community have suffered from not having a SPLO for the past few years. It would be great to have the school district provide feedback and help to support the decision makers in the minicipality to bring back the SPLO to Esquimalt.	10/21/2021 3:40 PM
291	I understand that some community members may have a trauma response to Police Officers or their uniforms, however if officers are integrated into the community and come to community	10/21/2021 3:40 PM

funtions, the fear may lessen

292	I think resource officers often have the intended or unintended effect of being unnecessarily authoritative and can make marginalized children who come from cultures where there is justifiably discomfort with police/military presence uncomfortable. Schools should be welcoming and safe environments. Many of the topics some officers come in to speak about can and should be present by other experts like doctors, addictions counsellors, nutritionists, social media experts, survivors etc..... police deal with these issues but they are by no means experts on these issues. I cannot emphasize enough how schools should not in any way create an environment where children are criminalizes. Children's choice to engage in negative behaviour is borne from trauma. Address that.... Thank you.	10/21/2021 3:38 PM
293	I think allowing kids to meet officers at a young age will foster the understand that the police are here to help us.	10/21/2021 3:37 PM
294	This program has a positive affect for both students and the school. Students learn the police are there to help and the school has someone specific within the police department to contact in the event they need help. Having a contact who knows the school and neighbourhood is invaluable	10/21/2021 3:34 PM
295	I believe that we can meet the needs without this role and I am concerned about triggering that can and does happen for people by police presence. I support re-examining the overall role of police in our society and the defunding of certain police roles.	10/21/2021 3:25 PM
296	So much to say here. The drugs are IN the school. Violence is happening at home for children. A positive relationship with the police is IMPORTANT. Police interacting with the students in situations where they are not disobeying the law. Research internationally has proven, community policing reduces crime. Give the police a chance to inform teenagers and build relationships outside of the usual role. The police know what is out there - tainted drug supply, community safety, theft and violence prevention. Let the experts DO their JOBS! (Why even challenge their role now? Your timing seems political)	10/21/2021 2:08 PM
297	I think it is important for students to have positive, casual interactions with Police Officers to learn to be comfortable communicating with them and to build a sense of trust and respect.	10/21/2021 1:08 PM
298	While I agree with the school liaison program generally, I would like for students to receive a balanced education on the benefits and necessity of policing in our community along with the power imbalances in society that the police can uphold, and the position of privilege of police officers.	10/21/2021 12:46 PM
299	i would feel comfortable if there is a police Liaison in the school, but only if they would not carry big weapons with them around. I think having a police liaison in school would improve the way you see police but only if you interact with them. I feel like if you are used to having the police around that is a postive experience.	10/21/2021 11:00 AM
300	I and many others have concerns about how school police liaison officers would make an effort to make students more comfortable in their presence. Especially those who have had traumatic or negative experiences with police.	10/21/2021 10:55 AM
301	If the police liaison program is reinstated I think there would need to be many changes. I would be very uncomfortable having an armed police officer in uniform in our school. If this program is about regaining trust for police officers there are many step that need to be taking to show that these officers deserve our trust. I would hope that these officers would not be using scare tactics in terms of sex and drug use. Above all it would need to be a program which would put the need of marginalized bipoc minorities first. I think that a better program would be to have a social worker or a more middle man in our schools to discuss important issues and help navigate the criminal justice system. I'm also curious as to where the funding of this program would be coming from because I know that the reason this program was cut was due to "lack of funding" for the police. This funding should be coming the polices very large budget and not be taken from the school districts or city of Victoria's budget. I don't think it would be ok to reinstate the liaison program the way it's been run in the past.	10/21/2021 10:53 AM
302	I feel as if any opportunity to foster community engagement would either be un-representative of the department as a whole due to the hand-picked officer. I feel as if a fully uniformed officer in our schools would only create discomfort in students. :)	10/21/2021 10:49 AM
303	I would personally enjoy that SD61 places more prior priority on education, and less on being a tax-subsidized cop PC bastion.	10/21/2021 10:49 AM

304	I don't think there would be any reason for our liaison officer to carry a gun, especially into a school.	10/21/2021 10:49 AM
305	a liaison officer should have to work on gaining the students trust, not that students will automatically trust a police officer in their learning community. a lot of students could feel intimidated by an officer in uniform with a gun or other weapon in their school where they should feel safe.	10/21/2021 10:42 AM
306	I don't believe officers should be in our schools with guns, it makes students uncomfortable and causes an imbalance of power that makes it difficult to trust them. There needs to be actual change made instead of just empty promises that change will be made.	10/21/2021 10:39 AM
307	???	10/21/2021 10:38 AM
308	The students find the Liaison Officer a great resource, especially when they connect, it was a treat to watch and is sadly missing.	10/21/2021 10:21 AM
309	Having SLO are extremely important in schools. They provide safety prevention, they break down barriers, build trust & r a critical part of our community. They enrich the school community, they r a resource to students & teachers. Please stop participating anti police culture/cancel culture! Saanich Keep the SLO in the schools!	10/21/2021 9:01 AM
310	Providing children with opportunities to interact with police as friendly members of the community who are there to keep them safe is the best way to build an understanding of why the community needs police. To help children learn that police are a necessary and positive part of the community rather than a force outside of it.	10/21/2021 8:37 AM
311	In my own life, I have had almost entirely positive experiences with Police; HOWEVER, I understand that police presence can be traumatic for children whose families have experienced serious interactions with police, often historically exacerbated by mental health, race, and social-economic status issues. I believe police in schools has to be a gentle, sensitive, and respectful relationship building program. I would also encourage it to be part of children learning about personal, social, and traffic safety.	10/21/2021 7:12 AM
312	I am strongly in favour of SPL, but I am also a privileged white person. I am just starting to learn about the effect the police presence can have on students of colour and Indigenous students.	10/21/2021 5:44 AM
313	We're currrently living in a police state with the tyranny of current covid measures. Our schools don't need more rules or presence of such	10/20/2021 11:06 PM
314	They do nothing for parents and kids who have had police involvement	10/20/2021 10:24 PM
315	As parent of a future SD61 student (we're only at StrongStart now), I recommend ending the SPLO program. Many of the roles of SPLOs could be performed by other civilian professionals such as school counsellors, nurses, mental health workers or social workers. As a caucasian family, we cannot comment on how the presence of police makes BIPOC students and their parents feel. I hope SD61 will seek input from families of colour, including the muslim and newcomer community who live in my neighbourhood, to understand in particular their experiences of the program. I will say that my own experience of the DARE program in the 90s in SD61 under the SPLO program was traumatic as my mom used illicit substances and the program and SPLO made me feel that my mom was going to go to some kind of hell. As well, in my high school, when there was violence and suicides, the most impactful follow-up was a school/community partnered anti-violence committee that was struck to do community development and not the immediate debrief from the SPLOs.	10/20/2021 10:07 PM
316	Presume officer would have knowledge of crime, bullying to protect students. Promote communication and respect. Presence would create career interest in policing, law, forensics etc.	10/20/2021 10:05 PM
317	School Police Liaison Officers are a vital resource in schools.	10/20/2021 5:26 PM
318	Students should have regular contact to SPLO (and PO) in order to learn about their fundamental function for our society, their enormous skills and the dangers of vigilantism. Without understanding the function of police within the democratic system and the separation of executive, legislative and judicial powers, they will not support this system. They should experience police in their function of protecting human rights, safety and justice. Parents often don´t know about that and have biases according to their ideology and life choices. Education is one possibility to inform students from a neutral and objective perspective. To keep social	10/20/2021 5:24 PM

peace in the future Canadian society, it is essential to teach students according to their grades about all these important topics listed above from a different perspective than their own and SPLO know both sides.

319	I believe it is important to nurture a positive relationship with police at an early age.	10/20/2021 1:53 PM
320	We don't need police in schools. The police have a limited budget which does not need to include this program.	10/20/2021 1:29 PM
321	Kids need to learn that police officers are approachable and knowledgeable and are there to help	10/20/2021 1:24 PM
322	i think it would be helpful if the SPLO had a slightly different appearance (uniform), or pointed out their different (from community PO) role to students.	10/20/2021 12:38 PM
323	The police liaison officer program, is harming people or colour, Black and Indigenous Students and I am sure making other students uncomfortable too. I feel uncomfortable to see a police officer in the school, worried that there is an emergency. I am sure students do not want to even come forward and say its uncomfortable and unnecessary to have police liaison officer program because it would be uncomfortable to say something. All students must so uncomfortable having police liaison officers come to the school, considering how many horrible events have taken place, no amount of time or money they spend in the school environment will help that! Our education dollars should not be helping with their public relations image! With so little money for education and students, this program takes money away from where it's needed and worse harming some of the students. Knowing this program is also taking away money from students education, clubs, arts, music, sports and science. The science teacher was saying a month ago the last time they had funds for experiment kits was in 1990, how sad it that. Students know that there's not enough money for schools to run programs, enrich classes, for teachers and programs, but for those who are actually being harmed by it on so many levels, this program needs to end NOW and the people who started it should be voted out, it was a bad idea from the beginning!	10/20/2021 11:44 AM
324	I believe it's very important and positive to have children see the police in non-confrontational situations and see them as someone safe for them to approach. Especially right now when police are seen as something negative, it is good to build a positive relationship from when people are young and build trust and see the Police as someone they can depend on. Hopefully kids who after seeing School Police Liaison Officers in their schools will grow up to continue to see police as someone who is non-judgmental and helpful and won't fear reaching out to the police. One thing that may help is we will need to have multi-ethnic officers that will represent the school population as well as the community - many officers of many colours, speaking different languages will help kids identify better and see the police as someone who looks like them which gives people a feeling of belonging - leading to a stronger and more positive relationship between the community and the Police.	10/20/2021 11:05 AM
325	I am deeply concerned about the Victoria Police Departments activities against homeless people and the new chief's engament in what only can be termed propoganda	10/20/2021 11:04 AM
326	There is no reason to have a police liaison officer at a school. The students are not criminals. If police support is required, call 911, otherwise, let education and counselling experts support students.	10/20/2021 10:29 AM
327	Check previous records for unsafe behaviour and predatory actions.	10/20/2021 10:23 AM
328	This is a very valuable and positive program for the students. Many never have an opportunity to meet a police officer and chat with them in a frieldnly postiive manner. This sets up a very positive relationship between students and Police Officers in general. Seing they are human's just like us and they smile and care deeply about people.	10/20/2021 10:23 AM
329	I would like to see more representation of different ethnicities of officers in the schools should the program continue. Victoria is comprised of so many different cultural backgrounds, and children are taught to trust the police. That may be easier for some children if they can see themselves represented in authority figures.	10/20/2021 10:21 AM
330	I feel it is important to find ways to continue to have a positive connection between policing and the community to help build not only community confidence in the police but also allow for the police to be aware and connected to the communities they serve. Not having a positive presence can make the police feel even more scary and like an unknown entity of control. I	10/20/2021 10:11 AM

feel there are ways to grow and change the program as it is to include more diversity and cultural awareness without sacrificing all the gains having a positive police presence brings.

331	There needs to be police presence in these schools now a days. There is way to much Bullying happening, not to forget all the violence and drug problems with these young kids.	10/20/2021 8:13 AM
332	As a parent of two future SD61 students, including a daughter with ASD, I am very concerned about the presence of police on campus and the roles that they would serve. Specifically, it strikes me as odd that SPLOs are responsible for "responding to critical incidents" and replacing the role of trained counsellors or mental health professionals. I would much rather have the school district implement an integrated Child and Youth Team that the Province has initiated in other regions. I'm also worried about what training drills for "lockdown and secure and hold procedures" look like, particularly with young kiddos. Moreover, we know that similar programs in the US have led to adverse outcomes, particular for students of colour and other vulnerable populations (please refer to the study "Patrolling Public Schools: The Impact of Funding for School Police on Student Discipline and Long-term Education Outcomes.).	10/20/2021 7:53 AM
333	Police resources are stretched so not sure on the relative priority of Liaison program. May be higher for middle/high school but given state of policing resourcing I'm not sure it is best use of tax dollars to have police at elementary schools	10/20/2021 7:09 AM
334	They are rad!	10/19/2021 7:41 PM
335	Don't send cops with guns to schools, there are lots of jobs cops should not do, this is one of them	10/19/2021 7:30 PM
336	Neither of my children (over the last 5 yrs) have seen a Police Liaison Officer or know about the program. Perhaps it would help if this 'Liaison' was INTRODUCED to the student body 2 Xs during the school year - Transparency builds trust, try it!	10/19/2021 7:30 PM
337	The Police spend too much trying to promote a good image. It's their actions that matter. Police have a big budget and stretched resources. Police discriminate too much. Frontline engagement can be done by other better trained professionals.	10/19/2021 7:01 PM
338	If the VPD can start to address there systematic racism and there violence against marginalized populations they have no right to speak to our children.	10/19/2021 4:47 PM
339	I find policing problematic and have found the discipline used against racialized students to be excessive.	10/19/2021 4:44 PM
340	I believe this program should be ended. I would welcome mental health professionals or nurses. Police officers' role is to investigate crime with the full power of the state. I would not accept police officers in my place of work, and it's inappropriate to have them in schools in anything but their official capacity and in uniform and strictly regulated	10/19/2021 4:02 PM
341	This is such an important and positive program. Our school is in Victoria, so we no longer have access to a liason officer, but my son ▮▮▮▮ Elem, gr4) still talks about Constable ▮▮▮ who made a huge impact during K & gr1 visits. The loss of this program within Victoria schools is very unfortunate, and I would strongly support its return!! With this program in place, children acquire a familiarity and comfort uniformed officers, respect their positions, are more likely to ask for help when they need it. The discussions regarding bullying and how we treat others in general can go a long way to stopping problematic behavior before it begins. THERE IS NO DOWN SIDE TO HAVING A FRIENDLY POLICE PRESENCE WITHIN SCHOOLS! It's great preventative practice!	10/19/2021 12:52 PM
342	Does not seem necessary	10/19/2021 11:23 AM
343	It would be more helpful, with this survey, if there was a more details of what the police liaison responsibilities are, within the schools and the difference between them and a RCMP officer are.	10/19/2021 10:43 AM
344	I believe this program is needed. It sheds a light to the kids that police officers are there to help when needed. They help with giving talks about important things. I think it is a great program for kids of all ages.	10/19/2021 9:56 AM
345	I want the Police Liaison program to continue. We should not demonize the local police based on world events in other places.	10/19/2021 9:04 AM
346	As a parent, I was informed about the police liaison officer program from Constable ▮ himself.	10/19/2021 8:59 AM

I am under the impression that it is a valuable program, especially for children to be comfortable with an officer being a positive community support and role model. Constable █ was at each of my children's schools in previous years - I asked them what they thought about it and they didn't mind.

| 347 | I feel the program overall, regardless of district, is an unmitigated failure and has done more to harm students trust in and comfort with approaching officers. Additionally, though not originally intended, student feel racialized and discriminated against, by the very fact of the programmes existence. | 10/19/2021 8:47 AM |

| 348 | I think the overwhelmingly powerful aspect of this position is that they have had to witness the negative effects of substance abuse by teens and young adults. Their stories, when told from a perspective of compassion, can be an opportunity for students to understand potential harms of substance abuse in a safe setting where they do not feel judged and can ask questions. | 10/19/2021 8:32 AM |

| 349 | i can | 10/18/2021 8:38 PM |

| 350 | I am a white patent to white children with no history of police related trauma (including bad news delivered by police). My voice is not as important in this discussion. I wish to amplify the voices of Indigenous, Black and people of colour who have said loudly and clearly that the PLO program is problematic due to historic and existing systemic racism and trauma perpetrated by police and the trigger that can occur as a result of seeing a uniformed officer in school or experiencing a presentation by an officer. Please listen carefully to feedback from IBPOC parents and children about pulling this program until you can ensure it meets their needs and their concerns are addressed. Any denials of the history of police in this country and their function will only serve to fan the flames and retraumatize IBPOC individuals | 10/18/2021 7:06 PM |

| 351 | This program is vital to creating positive relationships between students and law enforcement. This program is invaluable and the Police Liaison Officers do a fantastic job. | 10/18/2021 6:33 PM |

| 352 | With the changing times, we feel the program is the best positive community engagement for officers to have with the kids. Having the officers based in the school building allows the kids to approach them in and environment they are the comfortable with. These officers are a vital part of the inner workings of the school, and should be encouraged to connect not only with the kids, but the staff too. From personal experiences in the 80's, having a community figure at my fingertips, to answer my questions or concerns was great. Keep in mind, often they approached about potential career options too. And I'm sure from time to time, staff has approach a School Police Liaison Officer with personal questions. If we put this much thought into choo ing a po t econdary career, why would we not upport thi program We need to start re-building our "community" as it seems to come up in most presentations so let's start putting our words into actions. Remember it's our kids future we are preparing them for, and with having a School Police Liaison Officer in our back pocket, we are stronger than our weakest link. | 10/18/2021 6:29 PM |

| 353 | With the right officer in the school it helps to educate children and normalize police officers as a person children should be comfortable approaching when in trouble. | 10/18/2021 6:07 PM |

| 354 | The cuts to this program a few years back was a huge mistake. The students have suffered not having this contact and positive role modelling of the people involved. A think the police did a good job picking individuals how really gel with teenagers. I acknowledge not everyone feels safe around police officers and the graffiti around of ACAB and black lives matter are factors to consider but if the program returns... it would need to acknowledge and address everything with a post ███████ lens. Thank you | 10/18/2021 4:07 PM |

| 355 | I am grateful for this police program, although please introduce mental-health training. There is a difference between "bad behaviour/poor choices" and "anxiety/OCD". Maybe a partnership with IMCRT for the school program would be helpful, ███ is amazing! Thank you for offering the opportunity for feedback. :-) | 10/18/2021 2:19 PM |

| 356 | Minority kids have a right to feel safe at school too. Police should not be forced on minority kids whom often have had negative experiences not only personally but intergenerational trauma from lifetimes of this negative experience with police. | 10/18/2021 1:19 PM |

| 357 | I am a parent of two children who recently graduated from SD61. One of them had very positive experiences with the YCI program and its camp, but that program can (and should) continue without SPLOs. Several research studies in the US, however, suggest programs like the SPLO are harmful to the most vulnerable students in many districts, and I believe SD61 and other districts in Canada should take warning. ██████████████ | 10/18/2021 12:39 PM |

Example 2: US-based research on the school-to-prison pipeline—conducted in locations as diverse as urban Chicago and sleepy Williamsburg, Virginia—consistently shows that police presence in the schools escalates the response to relatively minor infractions that teachers, principals and school counsellors would otherwise address. ██████████████, a high-school vice-principal from ███████████, published the influential report, "The Legal Implications of School Resource Officers in Public Schools," in 2001. ████████ key point is that the "legally permissible actions of police officers" are incompatible with the principles and practices of school-based corrective justice. For Chicago, see the Feburary 2017 study, "Handcuffs in Hallways: the state of policing in Chicago Public Schools," (Sargent Shriver National Center on Poverty Law).https://povertylaw.org/files/docs/handcuffs-in-hallways-final.pdf See also, for Chicago: https://www.npr.org/2018/03/08/591753884/do-police-officers-in-schools-really-make-them-safer 2-From Maranzano (2001) above. 3-See https://theconversation.com/why-are-police-inside-public-schools-64723

358	Perhaps not always coming to the school in uniform, interactions with peace officers in uniform can trigger anxiety in children and adults regardless of intention or personality of the officer. Perhaps not just one.. a visit from officers of different gender or ethnicity could be helpful ..	10/18/2021 12:38 PM
359	Once, my child, who by then had aged out of elementary school saw his police officer liaison officer out on the street. He quite happily went up to speak with him and his partner. I was pleased that he felt comfortable doing that.	10/18/2021 11:55 AM
360	my child's elementary school had a SPLO for a few years and she was disappointed when the officers stopped coming to the school so for us the interactions she did have were very positive.	10/18/2021 11:50 AM
361	Would be good to know more why this is needed.	10/18/2021 11:42 AM
362	As there have been no SPLOs in Victoria schools for the past 2 years, this presents a unique opportunity for the School Board to evaluate the efficacy and necessity of this program. Have the goals of the SPLO program been met through alternative means? How have relationships between police, students, and families been impacted? It is unclear to me whether the voices of communities most impacted by policing and discrimination from police (ex. BIPOC, poor, families who have interacted with the criminal justice system) will be weighed differently when this survey is analyzed. I hope that they will be. I believe that many elements of what SPLOs do could be accomplished by other professionals, such as nurses, counsellors, youth outreach workers, and/or social workers who are specifically trained in working with students and families (rather than being put on short-term rotations). I recognize that funding for the SPLO program comes from police budgets, but would encourage the board to consider alternatives for sourcing this funding. Rather than increasing police budgets to accommodate the SPLO Program, eliminating the program could provide an opportunity to put pressure on municipalities and the province to direct funding towards alternative supports in schools - supports that would likely be less expensive which could also increase the number of positions and hours.	10/18/2021 11:03 AM
363	This is a vital service in our schools, I would really like to see the program continue. It is important that the kids learn that they can trust the police, and go to them with any problems.	10/18/2021 10:11 AM
364	I believe children need to see a friendly police officer so that future interactions are not based on fear or anxiety.	10/18/2021 9:26 AM
365	I really don't know very much about policing in schools or their associated issues.	10/18/2021 8:54 AM
366	If the GVSD continues to permit police officers to present their perspective on social issues to young/impressionable children, at the very least, there needs to be a critical voice representing marginalized communities to counterpoint this perspective. A very simple example illustrates the critical nature of this critique. There would have been no "Indian Residential School" system if it were not for police officers literally taking children from their parents, preventing parents from taking their children back, preventing parents from socializing their children in their culture and social norms, preventing parents from educating their children in their languages. This is but one example that continued right through the 1990s. The police may appear to be neutral information providers to majority populations, but to those who are marginalized, or who represent minority populations, their interactions with and appreciation for the police are starkly different. Voices from social justice groups like PIVOT legal, or the criminal defence legal bar, need to counteract the perspective advanced by the PLOP.	10/18/2021 8:45 AM
367	I believe the role of SPLOs should be quite limited. I do appreciate the need for students to	10/18/2021 8:17 AM

interact with police and appreciate that they are part of our communities and our lives. If some students find the mere presence of police to be intimidating or "triggering", it seems to me that the fear itself should be addressed. Pulling SPLOs out of schools won't solve that problem - there are police out there in the world so students should get used to that. I do think the program should be limited in scope. I do see value in students receiving some education about the state of the law, especially in relevant areas like consent, sexting, etc., though I note this could be provided by experts like lawyers or law professors. While I see reasons to consider changing, or even removing the program, I don't think this is being contemplated for the right reasons.

368	It is important to break down barriers and create positive relationships between our police force and the public they are here to serve and protect	10/18/2021 8:04 AM
369	As noted above, there is a rapidly developing empirical literature that shows many downsides and little to no upside to these programs. Wiesburst (2019) and Owens (2017) are natural starting points.	10/17/2021 5:59 PM
370	I haven't been exposed to any SLPO roles in my daughter's 10 years of schooling. She has with the drug program but that's it.	10/17/2021 2:55 PM
371	It is valuable to have Police Liaison Officers in schools so students can form positive relationships with them. Police might be able to benefit from the social interactions with students... learning new slang, observing the way students treat each other and so on.	10/17/2021 2:43 PM
372	This is the first information I've received about the SPLO program. I'm unable to give feedback on weather or not I support the program, or have concerns/ suggestions without more information on; their mandate, vetting process for officer selection, training curriculum, and system to address complaints,	10/17/2021 1:41 PM
373	I am worried that the good that this program offers is being overshadowed by the talking points of police brutality. I've had the police liaison help me with a student who was discovered to be stealing- because he had nothing. The officer took him aside and saw what he could do to help. This is not a "check for guns and drugs at the door program." That is an American notion. This is a chance for police to normalize their presence in our society as a group of helpers.	10/17/2021 12:23 PM
374	Very good program.	10/17/2021 10:49 AM
375	It is important to make sure that the voices of BIPOC families take priority in the process. My opinion as a white settler is irrelevant. My Black daughter (middle school) is afraid of police officers because of what she sees in the media and my Hispanic son expresses negative opinions about the officers and their conduct in his middle and high school. This program needs a complete makeover if it is to be retained. It is not okay for children and families and staff to be scared at school when police officers of any kind are present in the school.	10/17/2021 9:43 AM
376	I absolutely think this program is important. Especially if those officers hired, receive appropriate training in working with the community, and helping to be a presence that helps to keep kids safe, while also being against bias (racism etc.)	10/16/2021 6:53 PM
377	I am a parent and have limited interactions, but had lots of positive feedback from both my children, specifically in their elementary school years.	10/16/2021 4:12 PM
378	My oldest child just started kindergarten so I have no experience with this as a parent. However, I am familiar with School Resource Officers at my nephews' schools in Alberta and think this it is a good preventative proactive and wholistic approach to public safety and building trust. Thanks	10/16/2021 3:48 PM
379	Indigenous representatives from all departments and pressure from SD61 to increase funding for Vic PD to reinstate their SPLO program for the schools that fall in their jurisdiction.	10/16/2021 2:31 PM
380	I believe that the Police play in integral role in society and children should have positive interaction with the members of the police force.	10/16/2021 1:57 PM
381	this survey isn't applicable to me because I've only interacted with SPLO's in elementary and middle school.	10/16/2021 12:18 PM
382	This is must need program.	10/16/2021 12:09 PM
383	We need more as there is a gap of youth resourses. The number one crime is exploiting vunrable youth. Secondly I beleive its important for youth to see a human side to officers.	10/16/2021 12:06 PM

Have the safety of school counsollors to support youth in bridging that gap. This impacts future outcomes of our community and realenship with accountability and ownership. The realiety of skills needed to be asterted for safety training . As long as the tactics are not the same as predators use. These are the tactics we use to teach children to identify predators. For safety training. Confedtality is important but transparency on a need to know base's critcle. Restorative Justice Measures could complement this.

384	I truly believe this program is a MUST HAVE in the school district.. Reason: I personally have seen bullying and more drugs being used freely in school bathrooms and around the school grounds, not only using but dealing. I asked my girls about what I personally witnessed and they themselves have witnessed this behavior and confirmed my concerns. My children sometimes don't feel safe at times. One of my children said when she sees an officer in the school or walking around she feels a bit more safe. So with that alone my suggestion that officers should be present. Violence , vandalism, bullying ,drugs are only progressively going to get worse over time and that is a FACT in the world we live in (take the blinders off). We as parents have a responsibility to our children and to the teachers safety that this program stays in our schools. I also believe that there needs to be more done about peir pressure in schools, more in class police talks with children on all topics. Children need to see what the reality outcome of their actions are.....	10/16/2021 11:58 AM
385	N/A	10/16/2021 8:20 AM
386	I'd like to see more women, but especially more diversity; ethnic, lgtbq etc	10/16/2021 12:51 AM
387	There needs to be utmost assurance that officers assigned to this role are trained about unconscious bias, and are able to act in a capacity that is sensitive towards individuals who have learned to expect discrimination from others assigned authority, such as police officers.	10/15/2021 10:59 PM
388	I think that the Program could use a public awareness campaign, as I for one was until recently completely unaware of its existence or purpose. Also, I have a few other suggestions: 1. SPLO representatives shouldn't carry lethal weaponry on their persons (I don't know if they do or not, actually, but better safe than sorry, as they say). 2. The broader police community might want to tone down the 'surveillance' themes of their radio advertisements; as a member of the populace at large, I find it more than a little creepy and off-putting. Maybe it should be "Here to keep you safe", or something similarly nonaggressive and beneficent, as opposed to "We see you" (actual quote!). 3. The SPLO operatives should be issued a uniform different enough from that of the standard police officer that a child can recognize it from a distance, without having to check the lapels for heraldic fine print.	10/15/2021 9:59 PM
389	I believe this program is extremely important. It helps students to trust police, to learn street safety skills (re drugs, Halloween safety, biking to school, how to be a crossing guard at our school, etc), and is a prevention program that will help students to not make poor choices that could involve police later in life.	10/15/2021 9:26 PM
390	The police officer in the school has been incredibly helpful for kids to be comfortable with officers of the law. I would not want to see it replaced or reduced.	10/15/2021 8:31 PM
391	I believe Liason Officers are a good things for our children. It provides them with a sense that Police Officers in general are real caring people that are there to help and educate , and I am sure to also partake in occasional fun activities. My own opinion is that if there are groups and minorities that have had negative experiences with Police , quite possibly if this was brought forward , there might be opportunities for them to get to know that Liason Officers are there to help and not to do harm .	10/15/2021 8:29 PM
392	Great program!	10/15/2021 6:44 PM
393	While there is a negative history between police and some communities, I don't think that's the history at ▬▬▬ . I don't think ending our relationship is a route forwards in developing a positive relationship.	10/15/2021 6:12 PM
394	I know a lot of the police around here are ▬▬▬▬▬ and bring their personal politics into their police work. As a mixed-race family that has never broken any laws - we never even jaywalk - we are terrified of the police and how they see us. Please keep the police away from my child.	10/15/2021 5:12 PM
395	I feel that info on drug prevention/education would be significantly better if coming from a drug and mental health counsellor. Community/sports events would be better supported by relevant community members. School violence could be addressed by mental health	10/15/2021 5:12 PM

workers/mediators. I would imagine that little-to-no funding exists for such alternatives, but I strongly believe that a police liaison is too poor a substitute for the program to continue.

396	It is my position that building a healthy relationship of mutual respect and trust with police officers at a young age is an important part of building a healthy community	10/15/2021 4:32 PM
397	I have heard that at high schools the SPLO can really make a good connection to some of the tougher boys,	10/15/2021 4:04 PM
398	We do not even know much about this program. As parents and students, it would be nice to receive seom basic info about the purpose, success rates and boundaries of this program.	10/15/2021 4:03 PM
399	Maybe send info to the parents outlining this program. I'd be very interested in knowing it's reason for being	10/15/2021 3:52 PM
400	Please keep this program, it's so helpful for students and parents. I understand the recent expressions of distrust of police. But a few isolated incidents should not affect the police as a whole, any more than one bad teacher should be confused with teachers as a profession.	10/15/2021 3:51 PM
401	We need this program each and every year.	10/15/2021 3:38 PM
402	I am aware that VicPD cancelled their SLO positions. Many SD61 schools within the City of Victoria felt a huge loss. SD61 then attempted to have SPD take over some of the duties, however, the Municipality of Saanich holds the majority of school in SD61 and are so busy that they were unable to assist. SPD officers attend the Party Program at VGH along with EHS, surgeons, pathologists and citizens of physical and brain injuries, and present on poor decision making and the horrific results associated. This program allows students to interact directly with police and pose any questions they have.	10/15/2021 3:32 PM
403	The administration in my child's school was extremely unhelpful when cyber bullying was occurring in 2020. If I knew there was an authourity to go to to help with these offences within the school, I would have greatly appreciated it. THere is no procedure within the school to deal with a bully, or cyber bully. Despite the public relations the school district spouts about " Erase Bullying" This is a joke. In middle school ,there should be an active procedure to deal with bullies. As it is, it is simply words, with zero actions.	10/15/2021 3:27 PM
404	I would want to know what kind of cultural training the officer had, especially related to POC. I can't support this program without more information.	10/15/2021 3:26 PM
405	the only time I've ever encountered this program was while we were at ▮▮▮▮ middle School and the officer came to talk to the PAC about fentynl	10/15/2021 3:19 PM
406	I do not like that SPLO are armed. The presence of firearms in my school makes me deeply uncomfortable.	10/15/2021 3:03 PM
407	I know there may be other concerns which I have not been directly involved in. I would hope that this survey will bring them to light and that they will be addressed. For the most part, I believe in the School Police Liaison Officer Program. We have had some nice officers as well.	10/15/2021 2:20 PM
408	By having the police liaison program we can create positive interactions with the police so that youth see police as helpers with mutual respect for each other.	10/15/2021 2:11 PM
409	I think this program makes students more comfortable with law enforcement officers and gives important safety information	10/15/2021 1:16 PM
410	The Victoria Police Department is racist - not all cops are but too many to make this police department be a safe body to enter in our schools. I have several friends of colour, adults and youth, who have experienced racism/profiling on behalf of the VicPD. One of which used to work for VicPD. He has told me many stories about experiences he's had working as a person of colour in the police force - the systemic racism, sexism, homophobia that existed as still exists today. It is incredibly uncomfortable/triggering/potentially unsafe for many people (not just people of colour but high-risk students as well) to be in the presence of a police officer. I hope this survey, or a similar one, is being sent to students as well.	10/15/2021 12:56 PM
411	My children have attended and have moved through SD 61 school system since 2007 (including ▮▮▮ , ▮▮▮). I do not understand why we need to police children, especially when racialized children will have more negative experiences and outcomes with police, and because SD 61 does not provide a safe learning environment for racialized children in the first place. This is a fact, illustrated by the resignation of the board chair, vice chair, and a trustee	10/15/2021 12:31 PM

for issues of systemic racism. To date, I have seen no progress on addressing or rectifying systemic racism in SD 61 schools, and wonder why the focus right now is re-introducing a very expensive program (SPLOP) that does not address the learning needs of students whatsoever. Trustees and school board staff must reflect on how to make school safer, and must change.

412	The School Police Liaison Officer Program is very important. As far as I can tell, the children had positive impressions of police officers after the Liaison officer's presentation.I believe it is an important program and essential in the education of impressionable young people.	10/15/2021 12:19 PM
413	Great way to create positive interactions with police. I understand some people have had negative interactions with police, but why not try and create positive relationships? Taking them out of schools eliminates that opportunity of creating positive relationships.	10/15/2021 12:18 PM
414	In the past I have found that liaison officers are reluctant to be a meaningful part of the school community. For example, they have not voluntarily attended school events like dances or sporting events.	10/15/2021 12:03 PM
415	I would like more information on the weapons content. I was introduced to the book, "We don't play with guns here" (University Press) and am concerned with how that kind of messaging is delivered.	10/15/2021 11:49 AM
416	I think it is important for the police to be visible and available in the schools at every age to encourage a healthy and positive relationship with youth before and during times when police would get involved. Build trust with the youth so that if the do take a harder path too live aren't seen as the enemy but as a trusted support.	10/15/2021 11:28 AM
417	I like the idea of seeing police officers in the school to provide a positive relationship but I wonder of the training, understanding and compassion of the officers, their understanding of Cultural safety and SOGI protocol.	10/15/2021 11:11 AM
418	I strongly believe in a community policing approach versus traditional policing. The school police liaison officer program IS community policing. It's the opportunity to build reciprocal relationships. Children can learn about actual policing and safety in their community. Police have the opportunity to listen to the community about safety concerns as well as concerns with policing. Although there are some political voices that want to remove police from schools, I believe now more than ever it's important to continue a dialogue between police forces and community organizations. Some of those conversations will be uncomfortable for both parties. I believe this is important to avoid a "us versus them mentality" for both citizens and police. Not to mention community policing can make a direct and dramatic positive impact on some children's lives.	10/15/2021 10:55 AM
419	I think that the services offered by Police in the schools would be better suited to be offered by social workers or supports and advocates that come from the communities of the children attending schools.	10/15/2021 10:53 AM
420	I don't see the benefit of having 10 paid positions to chat with students. For any students whose families have had interactions with the police, or students of colour who may be fearful of the police, it will have a negative impact the benefit to other tudent are what exactly? Information that could be provided from a teacher? It should be discontinued and the money spent on more meaningful programs.	10/15/2021 10:39 AM
421	Again, I have seen police liaison officers dealing with police issues primarily with students of colour or of economic/social disadvantages. It would be good to have the liaison officers there solely as educators, mentors and advocates of students in the school and have DIFFERENT officers come in on actual police/punitive business.	10/15/2021 10:39 AM
422	Honestly, this is the first I'm hearing of such a program. It sounds like a good thing, but I really don't know enough to comment either way.	10/15/2021 10:31 AM
423	My kids both speak highly or their School Police Liaison. They have both had interactions and feel it adds value.	10/15/2021 10:11 AM
424	Many children from diverse backgrounds may feel unsafe with police officers around, and this need to be addre ed Police officer in our area have not done enough to be inclu ive of indigenous people, and this work needs to be done before they work with our children.	10/15/2021 9:44 AM
425	Police are a reality in our community. Most times our interactions are in situations created because of some contravention to laws or public safety. It is good for all people to learn that there is a lot more to our police systems than emergency response. I understand that police	10/15/2021 9:42 AM

presence may be difficult/awkward for some people, but police are a reality and casual engagement will only help build bridges.

426	I believe police officers are an important part of our community, but I do not believe they belong in schools.	10/15/2021 9:39 AM
427	I support re-thinking the role policing has in our society and I think that a major change to the SPLO program is a logical way to begin this process. I'm not at all convinced that the duties of of an SPLO needs to be carried out by someone who is a police officer, or within the policing system. I do think some of the duties described under the SPLO program are potentially valuable and would want to see funding remain for a role outside of the police system, with less focus on policing and more on safety/health.	10/15/2021 9:34 AM
428	Not being BIPOC, my interactions are not the ones that are problematic. This survey is annonymous and doesn't take into account the outsided affect the PLO program has on BIPOC students and their families.	10/15/2021 9:28 AM
429	I'm interested to know how marginalized populations, indigenous peoples and people of colour feel about having police in schools, and would take my lead from those groups.	10/15/2021 9:19 AM
430	Kids need to be as safe as possible. For some, school is the only real family structure they have!	10/15/2021 6:22 AM
431	I think it is important that kids realize how accessible these services are, and see that these officials have a valuable role in their immediate lives. If there are concerns from specific groups, then those should definitely be addressed.	10/14/2021 11:12 PM
432	I do not want police officers in my child's school. I have found them to misrepresent the role of police officers.	10/14/2021 10:50 PM
433	Although I respect that some people may be triggered with police, I also think that the police are reassuring for those that have concerns within the school or need police and will not otherwise reach out. The benefit of having police at school far outweighs any negative views. Not having a SPLO would be a huge disadvantage.	10/14/2021 10:43 PM
434	I think it is a fantastic program. The kids build a very positive relationship with the officer and the program encourages the kids to trust law enforcement.	10/14/2021 10:39 PM
435	I'm not clear on their role. We moved to Canada from overseas so we were not familiar with police in schools. I was very surprised to see uniformed officers in the schools, and found it a bit unsettling. I don't understand why police would be in schools, but not other professionals who are arguably better-equipped to support (rather than police or intimidate) students. In our neighbourhood the School Police Liaison Officer used to chase children on bikes who weren't wearing helmets (the police are in their cars), or look for kids who were smoking/vaping behind buildings near the school. In other words, they didn't seem to be supporting our youth, but bullying and harassing them (obviously I'm not saying it's ok to not wear a helmet or to smoke/vape), but surely this isn't the way to get students on board, or to engender respect for the police.	10/14/2021 9:56 PM
436	100% of what the police liaisons do in schools can be done by social workers, teachers, mental health workers, etc and would be done 1000% times better. I have taught drug and alcohol programming in schools and we talk about socioeconomic factors and how to manage barriers that often make substance use more of a risk instead of "scare straight" approaches that gave been proven to be ineffective. Having counsellors and mental health workers in schools connects kids to services that prevent police interaction instead of making kids feel like they are destined to come into conflict with police. I am 100% against police in schools of any kind and it is shameful that despite all of the research that shows Cops should not be in schools, we still have to fight to keep cops away from our children.	10/14/2021 9:52 PM
437	It has always been a positive experience for the kids in my experience.	10/14/2021 9:28 PM
438	Please keep the program running. It is a good program & important for kids to have that positive connection.	10/14/2021 8:28 PM
439	I feel the program shines a wider light on the breadth of the role law enforcement plays in society.	10/14/2021 8:13 PM
440	It seems SO dependent on the officer. Some officers do not seem to have a good understanding of the role, or of how to teach/talk with students in a way that makes sense to	10/14/2021 8:10 PM

them. For example the "never do drugs ever or you will get arrested" was the message to one group of students and that is not a way to open up a dialogue with teenagers. However another time a police officer used her own childrens experience to give concrete examples of how to deal with online bullying and online safety situations that was very realistic and practical.

441	I think it's important for the School Police Liason Officers in schools to be kind and empathetic. I recommend that the officers take time to get to know their school in a good way and that they attend school events in the community in and out of uniform.	10/14/2021 7:58 PM
442	I am OK with police officers at school as long as kids keep learning.	10/14/2021 7:47 PM
443	For elementary school children, understanding the role of a police officer is a very positive experience and presents students with career ideas! Their presence on the playground is a thrilling experience for young children, especially when they join in for a basketball game or just hang out to chat. Additionally, learning that the job of a police officer is not as portrayed on television and in the media is extremely important in this era of misinformation. It builds a positive connection and the beginning of a trust bridge. At the middle school level, children begin to experiment with substances and want to hide from knowledgable individuals that may be able to intervene prior to a child becoming addicted or starting down the wrong road, which typically seems to be a VERY difficult road to get off. I believe liasson officers are essential to promote career education, prompt children to make safe and healthy decisions and to provide someone that is known and perhaps trusted by students when in crisis allowing students and officers to make more effective and case appropriate actions.	10/14/2021 7:45 PM
444	My children have reported positive experience with the School Police liaison. I believe it promotes a familiarity and comfort with law enforcement so that they feel as though they can seek help from them in the future, if necessary.	10/14/2021 7:40 PM
445.	There is still much work to be done around education and prevention of bullying. Would love to see school principals take more interest in collaborating with the SPLO	10/14/2021 7:38 PM
446	An excellent program/position	10/14/2021 7:06 PM
447	I think school kids, especially now, should have more than just the media's perspective of police which I think only shares one (negative) side of the story. It is much more complex. I think it is important for kids to have positive interactions with police and I think the School Police Liaison Officer would help with this.	10/14/2021 6:56 PM
448	Very important to have them in the school for education purposes, community safety talks, and to show what a clothes police officer looks like for young children and youth to see that police are a safe place to go to in trouble.	10/14/2021 6:29 PM
449	I think it also means kids don't do drug deals at school, which makes school safer. I know they sell it off the school grounds instead even one time on my school bus. And there worried if they bring their goods to school they might get caught. So I think the police in schools is good.	10/14/2021 6:13 PM
450	They can serve as positive role models in society. We should not transfer the US perceptions of police officers to Canada. US media hype is sometimes wrongly influential in Canada.	10/14/2021 6:10 PM
451	Laws are a part of society. Police are a part of society. I don't see any talk to ban firefighters but they only show up when you're injured or your house is burning down, so why aren't people "scared" of that? Because most of the alleged fear is BS, that's why. Most kids feel safe. You should put in place support to help the people freaking out over nothing get over their issues, not take away something that makes schools safer and works for most kids. Just like you didn't take away vaccines because some people are scared/misinformed, or any number of other examples. People with issues are unfairly discriminating against police, and you're enabling it.	10/14/2021 6:07 PM
452	As we are in Victoria, we do not currently have a Police Liason Officer, the program was ended in Victoria due to a funding shortfall	10/14/2021 6:05 PM
453	I sincerely hope this program is not cut. Interactions with the SPLO in my child's school made a tangible safety contribution to our family through a safety session that they presented. Without that officer, my child would have continued in an unsafe situation that we were not aware of. The impact of SPLOs is so positive and it is awful that the current anti-policing activism and sentiment is calling into question such an important program.	10/14/2021 5:24 PM
454	I would like greater visibility of SPLO in schools - we hardly see them. They need to visit each school regularly (at least every 2 months)	10/14/2021 5:18 PM

455	Police officers are an integral part of the community's safety. Students should be exposed to police in a safe environment such as a school. The students who have concerns about a police officer's presence at the school should be provided ways to address their issues. Students should be shown that we cannot always avoid uncomfortable situations- we should encourage them to learn ways to address the issue.	10/14/2021 4:43 PM
456	The SLO program should be discontinued. Cops should have no place in schools.	10/14/2021 4:40 PM
457	I understand that there are issues with the program but I feel it would be very unfortunate if our schools lost their SPLO. I hope the program is maintained. It is a connection point for schools, parents, admins.	10/14/2021 4:33 PM
458	I would like to see the money that goes into the SPLO program go into greater counselling and EA supports for our students. We need mental health and educational supports more than we need law enforcement and police presence in our school. I would be willing to entertain the idea of SPLO in our schools if they were willing to acknowledge their racist practices and how to education our BIPOC students on staying safer in interactions with the police. To have uniformed officers in our schools and to present this a positive and good thing to our students without acknowledging systemic racism and police violence and brutality is gaslighting our students.	10/14/2021 4:26 PM
459	If changes from recommendations through collaboration need to be made then fantastic. Please do not remove this program.	10/14/2021 4:23 PM
460	I love/ like to have a police officer all over the place for the safety of the community.	10/14/2021 4:09 PM
461	Please see my response to question 4.	10/14/2021 4:07 PM
462	I'd like to know more about this program.	10/14/2021 4:01 PM
463	There is political shift in how police are seen due to defund police movement and BLM. The police are not bad or negative and the best and first place we can teach that is in the schools. Our society needs the police despite the vocal minority who say we don't. there was a recent incident at my child's school where police had to be called. The children were very upset about the incident and knowing the police were called to help and deal with the matter was of great comfort to the kids.	10/14/2021 3:49 PM
464	Bring back Police Camp program.	10/14/2021 3:45 PM
465	SPLO important, as is Myst, IMCRT, Police, School Nurse Liaison at Vic. General, the Ministry of Children and Families, Youth and Family Counsellors, District Teams, Victims Services, Native Friendship Centre, School Counsellors, School Health Nurses, etc.. Takes a village of experts to raise students.	10/14/2021 3:31 PM
466	Most splo's I've encountered while my now adult children's schools in the 90's were very involved within the school and I believe many children feel comfortable and more secure having them around to interact with.	10/14/2021 3:25 PM
467	I did not know there were concerns. Will do some research. Thanks for watching out for the littles.	10/14/2021 3:21 PM
468	Really good program for young children to learn that police officers are there to help.	10/14/2021 3:20 PM
469	I think that teachers are capable of teaching the things that spl's teach and kids are often scared of them and it makes the school have a negative environment with spl's in the school especially with all the police violence these days I just would not like to have that negative energy and environment in my school	10/14/2021 2:44 PM
470	While I understand the value a Police Liaison can bring to a school I think that, especially in the current climate, a police presence in a school can make some student feel unsafe. School should be a safe place for all students and especially for students who are POCs, having a police presence in the building can make it not a safe for them. I think the way Police are brought into a school needs to be rethought so that it can be done in the safest way possible.	10/14/2021 2:38 PM
471	I answered YES to having a School Police Liaison Officer as we most certainly did have one at our other location. Thus responding to questions based on those experiences. An absolutely worthwhile and very much needed program. It sends the right message to our school community that Police personnel are approachable, human and a source of protection & safety.	10/14/2021 2:37 PM

472	I'd much rather see more mental health supports!	10/14/2021 2:36 PM
473	I would like the program up to the level that it was a few years ago when the liason officer was able to meet with classes and the whole school 2 or 3 times per year. They were able to form meaningful relationships and develop a comfort level with students even when not speaking with them on-to-one. So important at an elementary grade level	10/14/2021 2:34 PM
474	Being that my child has cycled through elementary and now into middle school and I have never ever seen or spoken to or heard of my child encountering or having a presentation etc with a SPLO at their school, it's really hard to say anything about this except it seems like a waste of resources needed elsewhere in our communities at this time. When I was in high school many years ago, we had an officer at our school who was awesome. I believe he was only at our school as I saw him often, several times a week anyway and often he was at the school all day, interacting with students and creating a relationship, we had great experiences and exchanges with him many times, including after school hours out in the community and on weekends. While I am somewhat familiar that the program still exists, I don't think it has the same impact it once had. With 20000 kids in 44 schools and only 12 officers to engage with them seems laughable to me.....has anyone done the math? That's 1666.66667 kids per officer...... let's get more realistic with the budget and the positive impact these officers COULD have if they had the time to do their job properly! You have to give them a chance to have an affect otherwise your literal throwing amazing resources out the window. And NOTHING will get better. Troubled kids are on the rise, this world we live in in harsh and tough and scary and the opportunity to connect with an important part of our community (officers) could be the change that some kids need. I know from my high schools days it worked well. No kid deserves to start a relationship with the police because of negative behaviour only. Perhaps negative outcomes would be mitigated if they had someone safe to reach out to or checking in on them? Budget problems??? Stop giving raises to people who have never once connected or come in contact with a student (school board I'm looking at you!) and start hiring and RETAINING actual caring humans who care about kids and want to help, but also deserve a living wage and benefits	10/14/2021 2:34 PM
475	This is critical at a time where police are being targeted for violence. Youth need every opportunity to see that police are on their side and ready to serve.	10/14/2021 2:33 PM
476	police carry guns and are primarily paramilitary in structure. their skillset is not appropriate for educational needs. further police can retraumatize students from various backgrounds, in particular indigenous backgrounds. one indigenous name for rcmp is 'those who take us away' due to role in residential schools. not appropriate for police to be in schools, armed or unarmed.	10/14/2021 2:32 PM
477	I think the program is important. Especially in elementary schools where a positive relationship can be developed between children and community.	10/14/2021 2:30 PM
478	There is nothing more powerful than to listen a presentation from someone who sees students going through what our own students are going through. Students are able to see the positive and negative impact of their actions	10/14/2021 2:25 PM
479	I want the topics of; drug prevention, school safety drills, community and sports events, and addressing school violence etc, to be delivered by other professionals, not law enforcement. Sports advocates, social workers, counselors etc, seem like better people to build trust and offer support services to kids and families. Law enforcement is not how I want our kids to be introduced to these topics. Many children and families may have mistrust of police, and their presence in school could feel threatening. I don't think many parents are aware that the people delivering these programs in school are actually police officers.	10/14/2021 2:18 PM
480	There should be no police in schools, except when called to respond to a specific criminal offence. The School Liaison Officer Program should be permanently discontinued.	10/14/2021 2:12 PM
481	Kids should NOT have cops in schools. It sends a terrible message, especially in this day and age.	10/14/2021 2:11 PM
482	no	10/14/2021 2:08 PM
483	I don't think we need to have police 'educating' our kids on anything. That money and energy would be MUCH better spend having counsellors available for students. It is a BAD idea to have cops in schools other than in the time when their particular service is needed. Children	10/14/2021 2:03 PM

need more education and input from trained professionals in the fields of mental health and counseling, not in the area of policing.

484	I always felt it was good for young kids to become comfortable with officers in uniform. Same as having firefighters cone to the school	10/14/2021 1:53 PM
485	I think this kind of programming is beneficial for students and the community as long as the police officers provide a supportive, positive role (which has been my only experience with them thus far).	10/14/2021 1:12 PM
486	I think having them in the schools is a good start to get kids comfortable with the police - so their first interaction isn't unpleasant.	10/14/2021 12:40 PM
487	I think it should be implemented into the school system again for several reasons. Mainly because of bullying though, I do not get bullied myself anymore but i see it everywhere and nobody does anything to stop it. For example, My little sister is now in grade 9, she just got into high school and she has been bullied for 2 years prior to grade 9. She ended up trying to get help from the school she attends to but they didn't do anything about it. It ended in a physical altercation between her and 2 other girls, i feel if there was a police liaison officer there could have been more done to prevent the situation from escalating to that level.	10/14/2021 12:39 PM
488	I am very concerned that data related to police interventions in schools are not available - by this I mean the number of times and reasons that police have been called to schools to address matters involving staff or students. not presentations	10/14/2021 12:39 PM
489	authority is very nervracking and scary, and i have had many poor experinces with police outside of school, seeing them makes me uncomfortble	10/14/2021 12:30 PM
490	I think it is an important program. Our daughter has learned to look up to officers because of the information they provide to the students.	10/14/2021 12:21 PM
491	What the hell is a school police Liaison Officer I have never heard of such a thing.	10/14/2021 12:20 PM
492	acab.	10/14/2021 12:20 PM
493	Police have too many responsibilities, let them spend their time chasing murderers and rapists. Adults in schools should be professional teachers, social workers. counsellors, etc.	10/14/2021 12:19 PM
494	I would like to see this program back in Victoria with VicPD involvement.	10/14/2021 12:15 PM
495	Keep cops out of schools and bring in a school liaison social worker instead they can handle truancy and its causes as well as being better equiped for dealing with students who have attitude problems instead of just heavy handed racists with guns	10/14/2021 12:13 PM
496	They had it when I went to school and it helped to have an ffvicer there.	10/14/2021 11:32 AM
497	My concerns are not about individual interactions with individual officers - who may be nice, warm, caring people (though not all are). My concerns are about the role of police as law enforcement officers, a very specific mandate that I believe is inherently incompatible with the school environment. There is a well-documented negative impact of police presence in schools on youth who are part of communities that are heavily surveilled and criminalized. By putting law enforcement in schools, a colonial mandate is upheld (as law enforcement is premised on colonial laws) that makes schools inherently unsupportive of Indigenous youth and creates a barrier to decolonization, and further creates unsafe spaces for youth who experience racial and social profiling as well as parents and staff who have experienced police mistreatment and violence. As someone who was a sexually exploited youth and has experienced violence and other harmful acts and engaged with the criminal punishment system as a survivor, I am well aware of the seriousness of community problems but do not believe colonial law enforcement is a solution to those problems. I have seen firsthand in my decades of work with the street community -- including fostering school-age youth who had been in the criminal punishment system -- how incredibly harmful it is when people get trapped (often from a young age) in the revolving door of interactions with police, youth detention, prisons, etc. and how the resulting trauma completely ruins people's lives and family / community relationships. I also know from my experiences with police as a survivor that the criminal punishment system is not a pathway to healing for people who have experienced harm. Accordingly I believe we need to redirect resources away from policing and into the kinds of prevention and intervention supports and programs that are sorely needed, but are terribly underfunded. Money that has gone to policing in the past should be redirected to preventive measures to address the root causes of societal problems, including decolonization. addressing racism / sexism / ableism, poverty elimination	10/14/2021 10:38 AM

measures (e.g., affordable housing, access to affordable and nutritious food, affordable childcare, etc.), environmental repair and restoration, as well as robust supports for youth with brain injury, mental illness, or other disability resulting in difficulties with decision-making, judgment, and impulse control. Funding should also be prioritized for non-violent, non-criminalizing, supportive interventions to respond to harm, such as peer and professional counselling, mediation, bystander intervention training, circles of support and accountability, health and healing groups, and transformative justice initiatives. Education that has been done by SLOs in the past, such as bike safety and overdose prevention/response, would more appropriately be done by community groups with relevant expertise who do not have a law enforcement mandate. Again, this is not about any individual SLO but rather about the systemic issues around policing, marginalization, criminalization, and harm resulting from the criminal punishment system that law enforcement officers are part of. Law enforcement is, at its root, a system of social control maintained through surveillance, threat of violence, and actual violence. We desperately need to move away from this kind of approach and instead build systems that promote social harmony (not social control) through non-violent, non-coercive measures premised on respect, dignity, and consent.

498	It would be cool	10/14/2021 10:16 AM
499	I believe Police Officers can bring a very different type of knowledge and experience in the teaching of some subjects such as internet safety, drug safety, road safety, etc. They come in with real life experience of these subjects. Having a teacher provide the main theory is good, but I believe there is value to have someone with real life experience then explain how that theory is transferred to real life. If the concern is toward systemic problems in Policing, taking away the opportunity for Police and kids to interact will not assist in fixing the problem, it will be like ignoring it. Problems must be faced by having discussions (sometimes hard ones), not by simply dividing everyone in the hopes to not offend people. If Police Officers can be present in schools to have those discussions, I think our youth will be much better equipped to make the real changes they want once they are in the work force and in positions of power themselves. I personally went to a school (in a different province) which had many issues of violence and gangs. During my last year of high school, a SPLO was assigned to my school and it made it feel like a much safer place for me. I really do not see any advantages in taking Police out of our schools.	10/14/2021 9:58 AM
500	I think the School Police Liaison program helps to promote the idea of a safe and healthy relationship between community and police enforcement. There's too much negative representation in media and I think having an actual police officer/constable working with directly students helps to counteract the negative stereotypes. I also believe this relationship has a lasting effect. I still think very positively of the constable that was at my elementary school and I am not in my 40s.	10/14/2021 9:49 AM
501	This is a very positive program and I believe it to be very educational and helpful for kids.	10/14/2021 9:43 AM
502	I am comfortable with a SPLO in my daughters' schools, but I do understand that there are many other families that may not be comfortable with it. We should listen to all voices and make sure that the program is benefitting the students--- if it is organized and implemented properly then there should be no fear of bias or mistrust of the police officers that are doing such a great job and want to make a difference.	10/14/2021 9:36 AM
503	Police are an important part of the community and an important resource. I think htat the liaison officers make it normal for kids to think of turning to police for help.	10/14/2021 9:34 AM
504	they tell us thing that we can look out for to keep safe and avoid really bad or dangerous situations.	10/14/2021 9:23 AM
505	I feel that exposure to police officers in a positive, safe, environment, can reduce the stigma and fear that some people develop towards police officers.	10/14/2021 9:16 AM
506	This program should never have been cut.	10/14/2021 9:12 AM
507	I don't think there should be school liaison officers. Schools should be safe places for all kids and there is lots of research on who they interact with. Also, is the school district proposing to allow all professions access to children in schools? I am very against police in schools	10/14/2021 8:59 AM
508	The liaison officers help teach young kids about safety and also to respect and understand how the police help in our communities. Great to have them in schools!	10/14/2021 8:52 AM
509	I don't think it's appropriate to have law enforcement officers in schools. It's intimidating. We	10/14/2021 8:48 AM

know that vulnerable communities find them scary. More mental health resources for students would be a better choice.

510	It would be helpful to read about their purpose, goals, accomplishments etc before making any recommendations. Are they building positive relationships with students or are they creating a culture of fear? Are certain students being profiled or isolated in connection with the liaison officer? My children have never mentioned liaison officers. Why is that?	10/14/2021 8:04 AM
511	Protection	10/14/2021 8:00 AM
512	I like the program because it gives our kids exposure to police in a non-enforcement setting. I want my kids to understand that police are helpful members of the community, not someone to fear.	10/14/2021 7:27 AM
513	BIPOC and lgbtq students have repeatedly said that liaison officers make them uncomfortable and threaten their safety. Why are you not prioritizing the feelings of these students? Also, the survey is exceptionally bias. Your image includes this cartoony picture of a police officer with all these positive things that you feel they do in our schools, but leave out the racism, structural policing, and feelings of our most vulnerable students. Shame.	10/14/2021 7:20 AM
514	I don't think police officers are necessary to address crime, bullying, drugs, or any topics that could be covered by a comparable community organization. If the focus is on prevention and education and NOT punishment, there is zero reason a police officer needs to be involved.	10/14/2021 7:18 AM
515	I feel personally ambivalent about it, and feel it's important to listen to other (often marginalized and/or radicalized) voices right now.	10/14/2021 7:02 AM
516	I would like weapons off, bullet proof vests off, etc. That was one of my main concerns. I often watched students ask about the baton, spray, vests etc with interest and excitement. This is not the conversation I want to hear in a school. Every time the SPLO handled it well, but it still did not feel right.	10/14/2021 6:55 AM
517	I have worked with some very vulnerable/troubled students that had associated police with trauma/anger etc. due to family interactions. Having the liason in the has helped to break that stigma and offer a more positive, cooperative support system for those students.	10/14/2021 6:38 AM
518	I like that the program can bridge the gap kids sometimes have about being afraid or intimidated by police. They should be seen as someone trustworthy and approachable.	10/14/2021 6:21 AM
519	Anti racist, trauma informed training	10/14/2021 2:43 AM
520	think its great to have a positive experience at a young age for kids to develop trust with police.	10/13/2021 11:37 PM
521	I think the program is an excellent idea but I do feel that the approach to drug education should be revamped to reflect current conditions in our city. The limited experience I have around this was that the officer covered the very basics but was not at all impactful with my child.	10/13/2021 11:32 PM
522	this is a no brainer, with drug use, assault and vandalism AS well as internet bullying, these officers provide a safe community connection for students to talk to; it's a prevention education opportunity!	10/13/2021 11:16 PM
523	I feel a slpo normalizes police officers, helps create community and positive relationships with law enforcement and provides a place where kids know they can talk to someone if life is out of their control. It also shows all sides of policing	10/13/2021 11:10 PM
524	I believe that it should continue as it helps to create a positive relationship between students/ community and police.	10/13/2021 11:08 PM
525	Let the officers who want to do this job continue. Please ensure that they have a commitment and ability to connect with youth.	10/13/2021 10:31 PM
526	I am very uncomfortable with law enforcement presence in an educational setting, and particularly for racialized students who are regularly targeted by law enforcement unjustly.	10/13/2021 10:02 PM
527	I think there needs to be awareness of the evolving perception of police officers as more attention is focused on the often difficult relationship between police and Indigenous populations.	10/13/2021 9:47 PM
528	Perhaps more awareness building is needed regarding this program, as this survey is the first	10/13/2021 9:46 PM

I've heard of it.

529	I think it is valuable to have a positive presence and build rapport with the students.	10/13/2021 9:42 PM
530	haven't seen the benefits of this, perhaps just one officer for each district?	10/13/2021 9:36 PM
531	Police can and should provide positive role models and mentor ship to youth who would learn to trust their authority and respect their public service.	10/13/2021 9:32 PM
532	Where can I find more info about the liaison? I don't know anything about it. A newsletter sent home or an email would be helpful	10/13/2021 9:23 PM
533	Since I moved to Victoria, I've noticed a hardening of the police. From the "tough guy cars" they drive to responding with 3 cars for a traffic stop. Don't need that attitude at my kids school. Put the money to better use. Programs for the needy. Don't like my attitude? It's a response to the militarisation of the police force. Police are not soldiers. Start acting like police again.	10/13/2021 9:22 PM
534	The police have NO place in schools.	10/13/2021 9:20 PM
535	Students need to build positive and meaningful connections with adults outside their immediate circle. The SPLO program provides an opportunity for that connection.	10/13/2021 9:16 PM
536	Even when I worked in an inner city school the children benefited from a positive role model. They saw the officers in their neighbourhood on bikes and saw them as adult friends and said they felt safe if they needed to ask for help. Those children saw the police in good times and bad.	10/13/2021 8:54 PM
537	I don't believe there is value in the SPLO Program	10/13/2021 8:45 PM
538	I want to acknowledge that identify as white and I see my identity as a factor in my positive relationship and view to rcmp and police in schools. I do not think anyone s Houle be bringing fire arms in schools. Service weapons or otherwise.	10/13/2021 8:43 PM
539	I don't feel it is appropriate to have police in the schools in this capacity and would prefer to see mental health workers and community services staff interacting with students.	10/13/2021 8:40 PM
540	I believe that police liaison officers should continue to build positive relationships with schools, staff and children. I believe that police officers coming to the schools is important to show that police officers are human beings and can be kind, help when people call for help, care about children and safety and are not what is shown in the media all the time. Police don't want to be aggressive, shoot their guns, hurt people or take children away from their homes in traumatic situations.	10/13/2021 8:37 PM
541	A very valuable service that I hope continues. Such a good way to build positive relationships with community helpers!	10/13/2021 8:33 PM
542	I think it is very important for elementary school children to interact and have access to the police in their community in a supportive way.	10/13/2021 8:29 PM
543	If there isn't a strong argument that is supported with evidence to continue the program then it should not continue.	10/13/2021 8:05 PM
544	I think it is highly beneficial for kids to see police officers in a positive manner and also to reinforce that police are here to help if you are in trouble.	10/13/2021 7:51 PM
545	But for having a school police liaison officer, some of our needs would have had to been addressed more formally (i.e., requiring additional time, resources). Having a point-person in this role made it much easier and effective to address our needs.	10/13/2021 7:47 PM
546	They provide good positive interactions and the officers chosen in the Saanich district are held to high standards. They are very community orientated and deserve to be there.	10/13/2021 7:39 PM
547	Good resource support for students and school staff/administration	10/13/2021 7:32 PM
548	The programs offered are good but should be offered by counselors, bike riding groups and other civilians. SPLO is expensive (for the city) police PR. Police should not be in our schools.	10/13/2021 7:32 PM
549	I think it's good for kids to learn police officers can help and be a resource	10/13/2021 7:21 PM
550	Please keep the Police Liaison Officer Program in schools.	10/13/2021 7:13 PM

551	It's a MUST! Think too of the young student or young adult that builds trust over time and has no where else to turn ....seen as a human being, dad, instructor, basketball player or respectable and trustworthy confident or whatever........maybe they will help prevent what we are seeing in society today with greater addiction, homelessness, and disrespect... I'd like to see them guest speak with regularity at school parenting sessions. Tie the school in with the community, the community with the municipality, the municipality with the city, the city with alternate communities.,,ie.,Saanich to Oak Bay to Esquimalt, to Victoria,,,Ensure students see the connection to all...vs just their school,alone, then spread your districts further then 61...different districts with the SPLO program could speak in schools not in their districts as well. Parents need to hear that problems can be preventative all over. Children need fo see that it is not just their school...that officers help all..	10/13/2021 7:01 PM
552	My biggest concern is that having police in schools is triggering to very many people. While my experiences with police have been positive, I am a white woman. I know many friends who struggle with having police in schools and around their children due to the systemic racism and general fear that police can instill in them. I didn't grow up with police in my school and honestly feel that there are better ways for us to be teaching children about safety, bullying etc and a more inclusive (and therefore less police based) approach I feel would be beneficial.	10/13/2021 6:51 PM
553	Given the amount of immigrant and refugee students currently at my school, officers are not aware of the negative associations men in uniforms with guns bring. They rely too heavily on a western white narrative that "Cops are the Good Guys" and are unable to appreciate that police are not friends to citizens in many countries. They are a unneeded distraction in high school and bring nothing to the table as they often rotate out so fast nobody is able to make connections. They mostly seem distracted and wanting to be elsewhere when on site. Cancel this program a disconnect sd61 from the poor optics of having police pushing in to student spaces.	10/13/2021 6:42 PM
554	I'm mostly just curious if there was ever an incident where they were actually needed, and if instead, we could address the issue at its core, be it drugs, violence or otherwise.	10/13/2021 6:23 PM
555	I have limited direct experience with the program, however I think the police play an important role in the community and students from a young age should meet and have positive interactions with police officers to develop trust and an understanding of what they do.	10/13/2021 6:11 PM
556	I think we need this program in schools as social media getting more sophisticated and the drugs getting more lethal we need to have responsible members of the community who have the skills to communicate these topics to the students.	10/13/2021 5:56 PM
557	The School Liaison Officer is a very important resource for students and at risk youth. They are able to build relationships that make the school safer and may allow victims of crimes or bullying or violent home lives to get support and help they need easily. Taking away school liaison officers puts up barriers to the kids who are at the most risk and are the most vulnerable. Keep the school liaison offers in the schools. They do so much good work and help kids everyday. At risk kids often don't have a lot of adults that they trust and they need these officers and the positive relationships to keep them safe and to be there when they need help. Support the kids and the keep the police in the schools.	10/13/2021 5:49 PM
558	I think having a school police officer helps build community.	10/13/2021 5:48 PM
559	I am not familiar with the "concerns" that are mentioned to be addressed. Liaisons, in theory, I am comfortable with although have had no interactions and can't honestly comment on any service delivery. Community consists of teachers, of police, of merchants and service providers. The more children are exposed to the entirety of what their community is comprised of, the rights and responsibilities of our social agreements and co-operative arrangements, the better. I am emphasizing, as well, that we have to learn from the children, as well, and that their voices and concerns are valid and must be heard. Thank you.	10/13/2021 5:43 PM
560	I think this service is incredibly valuable. It increases the public's awareness of police involvement in community development and safety prevention. It helps to foster positive and beneficial relationships and in proactive rather than reactive, like many policies and interventions we are seeing these days. Giving up this model of support would be a detriment to our students, our police and our community.	10/13/2021 5:38 PM
561	The right officer can be an excellent resource for students, families and staff when dealing with tricky and complex situations. Prevention and collaboration can be essential to people accessing police resources in a meaningful way.	10/13/2021 5:20 PM

562	I think the SLO program is very important and has been sorely missed. We need this program back as soon as possible!!!	10/13/2021 5:16 PM
563	I think that you should not be looking to fix what isn't needing to change for budget reasons when it comes to positive role models, friendly accessible law enforcement (esp for Indigenous and other minorities). please leave this program as it is and continue to advocate for retention of the current slo by paying well, career dev., etc	10/13/2021 5:15 PM
564	I believe that interaction with police officers at an early age in a school setting (where kids already feel safe/comfortable) is a positive experience.	10/13/2021 5:14 PM
565	We still quote the "no zigzagging rule" that our son learned in Kindergarten from his SPLO. Approve!	10/13/2021 5:13 PM
566	The SPLO program has no place in schools that are meant to be equitable, diverse, and inclusive spaces. Students have a right to attend schools where the armed agents of the state--who in many cases target their communities--are not welcome. I do not understand how any educator who takes their responsibilities to racialized, Indigenous, Queer, and working class students, could possibly support the SPLO program. Likewise, as working people, it is in the interest of teachers to not support this program. In the event of serious and militant labour action, the police will be used to dismantle organized workers' power.	10/13/2021 5:13 PM
567	Valuable program for our community	10/13/2021 5:11 PM
568	I feel this is an important role and should remain	10/13/2021 5:08 PM
569	This is an essential program. Please ensure the Police Liaison Officer Program continues in schools.	10/13/2021 4:49 PM
570	I believe my daughter had self defence taught during PE in middle school by police officers but this was not part of the SPLO program.	10/13/2021 4:41 PM
571	I heard about it a little bit.	10/13/2021 4:40 PM
572	I would like to know ahead of time the liaison officer will be at the school and let the parents know what they will discussing so we may be prepared for questions.	10/13/2021 4:30 PM
573	While I appreciate that there is representation from local First Nations, there should also be dedicated positions on the advisory board for other racialized groups as they are often the targets of negative interactions with police and they need a seat at the table. A number of the roles the School Police Liaison Officers fill should be done by more appropriate professionals, ie education by teachers, drug information by health professionals, sporting education by sports teachers, violence prevention by conflict resolution professionals or mediators, etc. Children really should be supported to be the best they can be and not feel they are constantly under the watch of a punitive system that is steeped in systemic racism. Police involvement should be a last resort, not a permanent presence in children's lives. I personally attended schools outside of North America where I never came into contact with police within the school setting and we never experienced violence in our schools. This indicates that it is not necessary in order to achieve positive outcomes and is likely a negative influence on children. Cross-jurisdictional research should be conducted to see how best practices are being implemented in other parts of the world.	10/13/2021 4:28 PM
574	I would like to make sure that BIPOC feel safe and their needs are taken into account	10/13/2021 4:17 PM
575	Police don't belong in schools.	10/13/2021 4:12 PM
576	It is important to keep the school police liaison officer to ensure kids understand how to protect themselves. More events should be hosted for parents to participate in this program	10/13/2021 4:05 PM
577	I'd like to see more serious talks of repercussions children will face. A little more "scared straight" approach when appropriate. Our kids need to know more about the scary parts of life & why they should put their trust in police officers to help keep them safe. If police are not the enemy, then teach our children just that. Then earn our children's future trust and respect by proving you are not the enemy with your actions.	10/13/2021 4:05 PM
578	Thank you for considering changes to this program and listening to feedback from our communities.	10/13/2021 4:04 PM
579	I would want more information about what the value of the program has been to past students, and what proposed changes to the program are being made. I don't have enough info to	10/13/2021 3:59 PM

understand the value they are providing to students.

580	I think the police making connections with youth is helpful in forming positive relationships and views of police, and I feel they are best equipped to support issues with students in a way that is supportive and learning-focused rather than punitive or harsh.	10/13/2021 3:56 PM
581	It would be helpful to have some digital device education for kids around online safety, bullying and online predators. I'm not aware if this is already in place. In addition, I also feel it would be also important to educate parents in regards to their kids using digital devices and the internet especially at younger ages.	10/13/2021 3:47 PM
582	I am not comfortable with armed police officers in schools.	10/13/2021 3:43 PM
583	I absolutely positively do not want any law enforcement or law enforcement liaisons at my kid's school. I have no trust whatsoever in the training or professionalism of the police and consider them a threat to my child's safety. I was unaware this was even a possibility at my child's school and will be reaching out to them to find out if it's the case and if so, have them removed. This is merely a tool of the school-to-prison pipeline and I find it horrible that this is in place. You should absolutely abandon this program and find non-law enforcement adjacent and non-violent solutions.	10/13/2021 3:43 PM
584	I have not had any recent interactions, but previously have seen armed officers at the school (not sure if SPLO) I have deep concerns about the safety and necessity of firearms in a school environment with children present.	10/13/2021 3:41 PM
585	I think Liaisons are very important and it is a good idea to keep them in the schools. For me personally, they were such a big support and I always loved seeing their cars outside and got excited when I got to go see them inside the school. Everybody is different, but I know they gave me a very great experience and I would love to keep them in our schools.	10/13/2021 3:40 PM
586	During elementary school there was a police liaison officer that spoke to his class every year. He had such a positive and wonderful experience with the officers that he wants to be a police officer when he grows up. This is such an important and vital way to build community trust and create links early on. The funding and program need to be reinstated.	10/13/2021 3:39 PM
587	This program is essential in my opinion to allow kids to be connected to other adults in their community in a very supportive way.	10/13/2021 3:35 PM
588	VERY useful for students - they should not be afraid of the police and this program helps make them human!	10/13/2021 3:31 PM
589	Please keep this program going. Nothing good can come by making children afraid of police, this is a great way to humanize police officers and tie police to the community.	10/13/2021 3:26 PM
590	The school liaison officer is an important position and an important role. The role of the school liaison officer builds trust and breaks down barriers and allows for prosocial interactions between children and officers which is important. These prosocial actions are important because they enable child and youth who are victims of crime such as abuse and sexual interference and opportunity to see the school liaison officer as someone they can trust and speak to and make reporting concerns to the police less scary. By regularly attending the school, the Liaison officer gets to know the kids at the school and will be able to identify issues or concerns early (i.e - the last time i was here i noticed child x had a black eye, 3 weeks later they have a broken arm - maybe there are issues that need to be look into). The school liaison officer program can help to identify youth who are being recruited by gangs and put interventions in place. The whole purpose of the school liaison program is community policing and policing in partnership with the school and community. Eliminating the school liaison program puts youth at risk and those individuals who are suggesting that it is removed - don't understand the program or the purpose of the program and greater awareness about the program is needed rather than the removing a program that is all about community policing and helping children and youth who are in need and preventing children and youth from entering the criminal justice system. There is a reason why school liaison programs are in Canada, the UK, New Zealand - they work. Protecting children and youth from harm is a key policing priority - this program is one of the ways we do that.	10/13/2021 3:23 PM
591	Think it would be helpful for some education about why this program was implemented and what the goals of it are.	10/13/2021 3:22 PM
592	School Police Liaison Officers are vital, especially for building positive relationships with higher	10/13/2021 3:15 PM

risk youth.

593	Police are a part of the community and I very much support an integrated community policing model. However armed and uniformed police officers should not be a regular presence at schools. Most importantly administrators should not be using police to respond to issues outside of the criminal justice system	10/13/2021 2:55 PM
594	I believe that the SPLO Program is essential to instill a sense of community and trust btwn our children and police.	10/13/2021 2:50 PM
595	I could not offer a more positive statement that the barriers that can be broken down and the trust that can be built up between members of the community and local Police, often starts with the friendly and personal interaction with a school liaison officer. These positions need to be viewed as a holistic part of the educational team, not an outside agency there to enforce laws or intimidate students - enforcing laws might happen and is important, but is not the primary role of this position. When I first started as a liaison at ▇▇▇ the then Principal asked if I could park my marked police unit out behind the school. When I asked why, he said "The neighbours will think our kids are always in trouble with the law". I replied "I think you need to get used to this presence then. We will work with your administration and the students so they clearly understand we are on the same team and all pulling in one direction." The marked unit was there on and off every school day for the next four years and I know the police were a highly valued resource for that admin and the school. The permanent loss of this program would be a terrible blow for police-community relations and the school district. I know staffing is a terrible problem right now with VicPD so this might be a mute point, but if there is a way to recreate and build on this relationship, the District should be all over it.	10/13/2021 2:36 PM
596	Please keep the police out of our schools	10/13/2021 2:27 PM
597	This is one of the best programs. The relationship with the children and law enforcement needs to be positive. Some of the previous interactions these kids have had unfortunately have not been. Also, the presence of a trained observer around the schools can address and note concerns. (ie someone coming around the school that is not allowed...bullying amongst students).	10/13/2021 2:27 PM
598	I don't think parents have any clue on the School Police Liason Officer program and I think it is a bit silly to even ask the parents their opinion. Only the school staff and pricipals would be able to properly make recommendations on the effectiveness of the program. Given that my kids have been in SD61 for 7 years and I have never even been told about it until now makes me unqualified to provide you with any useful feedback. You should consider the same from all parents...	10/13/2021 2:24 PM
599	In our life, we don't have much opportunity to see any police officer very close unless when we are in trouble. It is nice to have a opportunity to see and chat with them when the students are in school in comfortable situation. It is an great opportunity for an adult as well. I'd like to participate if I got a chance to join the program.	10/13/2021 2:15 PM
600	I absolutely want a liaison officer. They create positive associations for young people, they keep an eye on kids and they are role models for some. 100% supportive	10/13/2021 2:14 PM
601	Liberty is important.	10/13/2021 2:05 PM
602	I feel that if that program cannot be offered to all schools, or on a quantified risk ratio benefit, then it should be dismantled. To provide only to what appears now, more affluent schools, is not beneficial, nor fiscally responsible. Perhaps these officers can serve a couple schools in close proximity. Additionally, I feel that the availability of these officers has been used as a political pawn in the city, and surrounding areas, politics. For instance, the officer at ▇▇▇ high, a school with known dealers frequenting students in the area, was pulled shortly after council announced issues with the increased costs to ▇▇▇ taxpayers. That has since been paid, and studies completed that indicate that ▇▇▇ is overpaying for police services, however, this program has not been reimemented in the school.	10/13/2021 2:01 PM
603	I/we have the utmost respect and appreciation for police officers in general. While there appear to be issues in America, there are always more sides to a story, and the media typically has their own agenda. I do not personally see the same racially charged issues that are reported in America happening here. I would like to see all police departments properly funded. Officers given all the support, mentally, physically, emotionally, and financially that they need. Police presence is absolutely necessary to maintain a civilized society. It is not a job for everyone, including me, therefore I have again the greatest appreciation and respect for anyone choosing	10/13/2021 1:57 PM

that line of work. The harsh criticism of police that is happening now saddens me and makes me want to go out of my way to express my sincere support for any and all officers I come across in life. Approximately twenty years ago, I managed a cafe in Victoria that was frequented by a group of undercover officers. They were the some of the nicest people I've ever met. I am a firm believer that if you are an upstanding citizen, making your way in the world in a respectable manner, you have nothing to fear from police. I believe children having personal interactions with police, demonstrating that they are there to help keep us all safe and come to our aid when we are in need, that should help create the same kind of respect when they come into adulthood.

604	I do not trust the police in a school setting.	10/13/2021 1:56 PM
605	Not all information should come from a police officer	10/13/2021 1:55 PM
606	I would appreciate a description as to what the SPLO program entails!	10/13/2021 1:54 PM
607	I firmly believe that the SPLO program is needed in the public school system. It allows children a place to learn about safety, awareness, and bullying prevention. It gives them a person to talk to who isn't an educator or parent. It's another resource for students. It also allows students and parents to see the police officers as helpful and a listening ear. We need more positive role models at the schools. Police officers provide that.	10/13/2021 1:44 PM
608	SPLO is a great program. It definitely shall continue and improve.	10/13/2021 1:38 PM
609	As a First Nations parent I would expect that these officers will have completed some Indigenous cultural safety training before interacting with students, particularly Indigenous students.	10/13/2021 1:31 PM
610	i find the police to represent bullying, prejudice and historical systemic abuse. get them out of the school	10/13/2021 1:28 PM
611	I do not feel it is appropriate for me as a white person to respond to this survey. I have heard from BIPOC individuals that they have concerns about this program. That is who this survey should be directed to.	10/13/2021 1:27 PM
612	I believe the High School Liaison program is valuable to ▇▇▇▇▇▇ and SD61. Students can see and get to know law enforcement officers in a positive light which benefits the community.	10/13/2021 1:15 PM
613	Both my children have had positive experiences with Police Liaison Officers in there schools and better opinion of Police based on these interactions.	10/13/2021 1:14 PM
614	We need to really start changing the publics perception with the policing programs.	10/13/2021 1:13 PM
615	Starting in elementary is important to establish relationship, trust prior to middle and high school.	10/13/2021 1:07 PM
616	I am aghast that SD 61 does not have a SPLO. Had I known when my sons were enrolled I would have complained. What quantifiable evidence was there to dismiss them?	10/13/2021 1:03 PM
617	Having more police supporting schools (or continuing to do so) is the most pro-active positive decision that school districts and the community/government can make. With all the struggles and pressures that families and schools face these days, and the resulting mental health issues that arise, why wouldn't we continue to have supportive friendly police officers in the school. When children and youth face challenges, at least they have a familiar face to support them. When those kids see the same police in the community, they would also help to decompress emotionally charged situations, perhaps when kids are intoxicated or high on drugs. The presence of police liaison will only help these children and youth and provide a bridge for them from the school into the community. I'm a mother, local teacher, I have a child and youth care degree and I was a E.A in ▇▇▇▇ School District. I have background with this sort of topic area and I'm actually surprised that this is even a question in this day and time. Of course we should still have police liaison officers!	10/13/2021 1:01 PM
618	Barrier free and opening communication is so important thank you	10/13/2021 1:00 PM
619	Please tell the police to stop shooting people of colour	10/13/2021 12:58 PM
620	Only experience with the program was when I was in high school- I'm sure a lot has changed in the last 15 years	10/13/2021 12:57 PM

621	███████ high school needs an officer	10/13/2021 12:57 PM
622	Police officers in schools have a very negative history in many areas, escalating problems and arresting students. Children need to be helped by people with educational and psychological training, not arrested.	10/13/2021 12:54 PM
623	I know that this is extremely valuable. Please do not remove SPLOs!	10/13/2021 12:35 PM
624	I believe that there are much better ways to improve safety within schools and educate on laws, bullying, safety and drugs. We should improve programs for at risk youth that don't include police as many times it makes people uncomfortable or brings up traumatic experience.	10/13/2021 12:26 PM
625	In our school it seems to have disappeared and the officers are often redeployed in the community and presentations are cancelled. So now we don't even bother engaging them for presentations as they seem to not be available anymore.	10/13/2021 12:10 PM
626	I'd like to acknowledge that I am a privileged white woman and don't really have any personally negative interactions. I've actually had positive interactions with the police in my community. However, I consider myself to be an ally to BIPOCs and after many discussions, listening to interviews, reading etc., I do want to consider their feelings of safety as students and parents; and the school is not an appropriate place to heal this complicated trauma. I do not feel that there is a need for this program, especially when the presence of an officer may make any child feel uncomfortable. There are many other skilled individuals that can teach bike safety, drug education and so on. I do not support this program.	10/13/2021 12:03 PM
627	The Liaison program is a valuable educational supplement to the schools. It provides free counselling services and offers programs/assistance to empower students. (Daughter did a self defense course through school with the officer—amazing confidence-booster!). Removing them would remove another (free & high quality) resource available for schools that are already under-resourced when it comes to counselling services. The police service is a reality that we have to come to terms with in the adult world. There are legitimate concerns for some students regarding traumatic experiences with the police. but part of healing is to have positive dialogue and interactions. The program needs to be revamped to ensure all students' needs are included, validated and addressed. Introducing students to positive interactions in a safe environment is part of the reconciliation process.	10/13/2021 11:59 AM
628	As a parent of a student in ███████ Middle School I believe this program is very important to the wellbeing of our student and staff body. The surrounding area has dramatically changed in the area due to substance abuse issues and the unhoused not sufficiently supported. Families and particularly students deserve to feel safe so the ability to learn is not impacted negatively.	10/13/2021 11:54 AM
629	My kids are at ███████ Elementary and they used to have a Police Liaison. The kids miss the liaison they had.	10/13/2021 11:49 AM
630	I'd like to see more opportunities to engage with them and contact information sent out as the Principal at ███████ said he would follow up with me with their information after my child had some difficulties at the school but nothing was sent. There's a lot of concern right now with kids being bored and getting into trouble I think having someone like a Police Liason Officer at the school to talk to is extremely important.	10/13/2021 11:44 AM
631	I would like to have information on what a police liaison does. My sons have had positive school experiences so I am for leaving things the way they are.	10/13/2021 11:36 AM
632	Though I have had positive experiences as a teacher, I think it is most important to hear the voices of those with concerns that need to be addressed. I do not belong to a group that has a history of difficulty with police presence and therefore my interactions are neutral, though that may not be the case for all families and students. It takes a special officer to be able to interact and create positive relationships with students and families. I am not in favour of liaison officers having loaded weapons in our schools.	10/13/2021 11:19 AM
633	We are new to Victoria, but have found school police liaison officers to be a very positive part of the community in other places. We strongly hope it continues here.	10/13/2021 11:13 AM
634	With the growing knowledge of issues with police and people of colour and people with mental health challenges it would be nice to have a liaison who has received additional professional development or education on these issues to provide a well rounded and safe experience at the schools.	10/13/2021 11:13 AM

635	I've connected with the school liaison officer for ▆▆▆▆▆▆ and ▆▆▆ Middle school. I found the officer super helpful: very patient, calm, caring, willing to offer support to both students, and families... it was not an intimidating process. It felt like I was speaking with a connected, caring member of the community and not someone in an "enforcement" role. I think we need more SLO's so kids and parents feel connected to the police and see there are avenues for help before situations require an enforcement element.	10/13/2021 11:12 AM
636	I suggest there be an officer who can help with international children who speak little English or French.	10/13/2021 11:12 AM
637	We need to support our police officers and encourage dialog between students and police. The kids need to see that the police are still and will always be "the good guys" despite what the media is telling them.	10/13/2021 11:00 AM
638	Since our kids will interact with police at some point in their lives. the liaison program, at its best, is an opportunity to form a relationship in a non-threatening way. The key is to have caring officers in the job. Police officers see many things that kids should know about - experiences that, if the information is passed on to kids in the right way, might prevent a tragedy. When my nephew was set upon by a group of boys at his middle school, the principal called in a police officer who explained to the kids about "bystander effect."	10/13/2021 11:00 AM
639	I feel it is a very worthy program to have the police inside the school when it is not a crisis situation. It makes them much more approachable with students.	10/13/2021 10:52 AM
640	190% for this to continue in SD61	10/13/2021 10:50 AM
641	I like having SPL at school, her/his presence at school gives me a sense of safety and thrust. Also my kids really enjoy chatting with an officer and they look at them as a role model. Having a SPL at school is a really good influence for the kids and a great help for the community.	10/13/2021 10:50 AM
642	I think that it is important to have the SPLO in the schools. In my opinion, having these officers in the schools, make Police Officers more approachable in other situations, and maybe not so scary. It may make the kids realize that the purpose of Police officers are to help resolve situations, and not just to arrest people.	10/13/2021 10:50 AM
643	I think children today are bombarded with many different interpretations of "police" in media. Having a an actual human, who would hopefully be approachable, for the kids to interact with would help certain stereotypes. With the increase of online bullying and crime we need all the help we can get.	10/13/2021 10:46 AM
644	Special considerations MUST be made for minorities in choosing whether or not to continue this program.	10/13/2021 10:43 AM
645	it is sad that the students don't get to interact with Police in a safe environment. Many of these children don't have the ability to interact with them in a safe and calm way. Its also sad to see the DARE program for the older students	10/13/2021 10:40 AM
646	Very short sighted to end this resource. Big mistake	10/13/2021 10:39 AM
647	I think this is an important program to help youth meet police in a non confrontational environment and to build positive relationships. Given the current anti police sentiment in the community it is more important now than ever to build those positive relationships early. I want my children to feel safe with the police and know they are available to help.	10/13/2021 10:34 AM
648	Research continues to show how harmful police are to racial relations in community and ineffective at prevention and often poorly respond to mental health and social issues. When the most vulnerable people in our communities know to avoid them then those resources could be better used in providing support.	10/13/2021 10:33 AM
649	Support for all our schools K-12 is vital	10/13/2021 10:31 AM
650	I think it's useful to normalize the presence of public servants such as police officers. Too often we only see police when something is wrong or something bad has happened. I grew up feeling that police were there to help, serve and protect, to make people safe. As a cisgender middle class straight white male, I've been privileged to feel that way. I know that others have had very different experiences and police forces around the country, including in Victoria, have consistently been agents of oppression for marginalized people. I don't think we solve the problem by ending this kind of program, but we need to allow for open conversations and	10/13/2021 10:29 AM

criticism. Police officers are human, they make mistakes, and they should be forgiven when they apologize. But the culture that they are part of is not always accepting of people perceived as other. That needs to change.

651	I think SD61 is lucky to have a police department that is open to feedback and concerns. I have worked with VicPD in a setting where we banned officers from a space due to concerns for the population and the department was overall very understanding, even when we were interfering with their duties. They listened respectfully and we came to a compromise. Please take advantage of the fact that the department and the chief is open to a reasonable amount of conversation about these subjects, and do not throw away the opportunity for school liaison officers to have a positive influence on students' lives. Thank you for reading.	10/13/2021 10:29 AM
652	Good day, my son is in Grade 1 (6 years old). I haven't had any interactions with the School Police Liaison Program but I think having a Police Liaison presence in the school is a wonderful initiative that should continue. Even introducing the staff member to each class to let students know that they are their to talk to (just to say hello, or to approach if they need too). Great thing to have!	10/13/2021 10:22 AM
653	As a non-racialized (white) parent, I am conscious that my experiences likely do not reflect the experiences of racialized, Indigenous or marginalized community members. As a supporter of movements to abolish the police. I am against police presence in our schools. I would like to see police officers replaced with civilian support workers, and more Indigenous staff in our schools, with funding re-allocated from policing to support the same services delivered by non-police.	10/13/2021 10:17 AM
654	really good	10/13/2021 10:10 AM
655	To normalize talking with a police officer is excellent for children as they grow up and may have to approach police in their older formative years. It's important to keep this vital link remain in all schools	10/13/2021 10:09 AM
656	I have heard from others that these officers have a kinder approach and that kids know these officers and feel comfortable with them. That sounds positive especially for LGBT youth/children	10/13/2021 10:06 AM
657	I think school police liaison officers try to teach kids that police are good and always there to help, but when they grow up and actually need help from police, they will be let down to know that police are actually very unhelpful.	10/13/2021 10:03 AM
658	For some students , this is their first interaction with the police, it is important that it is positive- for some students this for more challenging issues and the liaison officers or less threatening than to go to the station. I would have been lost, many times supporting students, without the support of school liaison officers .	10/13/2021 10:03 AM
659	I have spoken with individuals who would not have reported incidents to the police if they did not have the rapport they had built up with the familiarity of the SPLO	10/13/2021 10:00 AM
660	I think it is extremely valuable for children to have interactions with police officers in a safe and positive environment, as they do with this program.	10/13/2021 9:58 AM
661	I fully believe that schools in Victoria should not have the spectre of law enforcement, liaison or otherwise associated with childhood education. Not only will it negatively affect children's experiences growing up, but will work to set a standard that may spiral downward to the US public school level.	10/13/2021 9:55 AM
662	Defend the Blue	10/13/2021 9:50 AM
663	kids look at Police officers as fearful people Their is no difference to them, for SPLO in the school, they still have a job that can bring trouble to a Student. I believe that SLO need to only be just that, a SLO when it comes to Incodences in the school, they need to step back and let their other co workers deal with the issue in the school, If they want to build trust with the students they cant be the ones a student confides in and then care out charges towards other students. this is breaking the trust Kids have in Police. No One wants to be the Sntich that got there friend in trouble. Even waring Plain clothes would help.	10/13/2021 9:49 AM
664	I think the splo makes a positive connection with students starting at a young age and this helps to build trust in the with kids, that then extends to the community, with police officers in the future. Having the splo engage with students by doing yoga or playing sports, or just being present and warm with the students sets communities and society up to have a solid	10/13/2021 9:47 AM

foundation with police. I want my kids to know that they can go to the police if needed and that they will be treated with respect. From what I have seen if the splo, they are working to facilitate this understanding.

665	This is an important program in terms of teaching children that police are accessible and approachable. This is also an opportunity for early intervention with a troubled child. In a time where we are putting thought toward inclusivity, it makes no sense to exclude police from community programs.	10/13/2021 9:42 AM
666	A letter to parents at the beginning of the school year that outlines the role and their responsibilities. Also would help if a report is shared about what the role accomplished or integrated with the school and neighborhood, provided at least quarterly.	10/13/2021 9:41 AM
667	School Police Liaison Officers can be instrumental in helping students with mental health, ASD, trauma etc break down fears with regards to police officers. The program can also help police officers get to know the broad diverse range of people in society and gain empathy for all members of our community. some parents of students with challenges such as ADS are worried that there child will not act appropiate if stopped by an officer. Having officers in schools allow for positive realtionship building that can lead to favourable interaction later on in the community.	10/13/2021 9:37 AM
668	In communities where members feel unsafe around police due to historical injustices, a uniformed presence in the schools could have the opposite of the expected outcomes. How this fear of the cops can be addressed in the schools, is beyond me. Also in this time of review, I would ask outside consultants to review the 'training' the special officers receive. It is important for the schools to know whether the training is substantive or just box-checking	10/13/2021 9:36 AM
669	There are MANY children in our schools who are VIOLENT and AGGRESSIVE and also kids using drugs and police involvement can be a positive deterrent.	10/13/2021 9:35 AM
670	I am glad to see this survey and conversation happening. I do not have any particular experience with the SLPO program but support hearing from diverse voices for a more inclusive model.	10/13/2021 9:33 AM
671	I am grateful that the police respond to situations as they arise however I do not think it is necessary for them to be in our schools.	10/13/2021 9:32 AM
672	I suspect due to Covid and my daughter starting K in 2020, we have had virtually no exposure to the school as parents. I feel that it is really important to continue the SPLOP to ensure that children are exposed to Police in a positive way and hopefully can develop some good relationships within a safe environment. I remember while in high school having our police liaison and i think that he provided a good relationship with the students of all backgrounds.	10/13/2021 9:31 AM
673	As a mom of mixed race children, the lessons I have to teach my children about how to interact with police are very different than that of white children. I am not comfortable with police being in the school and portrayed as "community helpers" because that is just not the reality for my family or families of indigenous descent or other racialized groups. Moreover, as an educator I have brought police in to my class for presentations and it is now something I deeply regret. The impact that their presence would have had on some of my students, depending on their previous experiences, was something I should have paid more attention too. I found the police to be unprofessional in their attitudes and language, and even became defensive and dismissive to student lead questions about BLM. I believe their are other community figures that could participate in programs at the schools regarding bullying, drugs, violence etc and that the police are not the figures to do so. Even if the individual officers are good people, they work and represent an institution that is inherently racist and violent.	10/13/2021 9:29 AM
674	What is the purpose of this program? Is it to make kids more comfortable with police? Make police seem more trustworthy? Have police do things that others can do on a volunteer basis? As a parent and a person of colour, and one who has watched the excesses of the RCMP in the ██████ territory this summer, as someone who observes their increasing militarization, and as someone noting the high per household cost of running the Vic PD, I am not comfortable with police liaison officers, because I am not comfortable with the police as they are currently structured and operating. I would shed no tears if there were no more police liaison officers.	10/13/2021 9:22 AM
675	I think that the school police liaison officer program helps inform students and parents about the positive role of the police as agents of the criminal justice system. The program is also an opportunity for discourse on media constructions of policing, mostly from America, that seek	10/13/2021 9:21 AM

to negatively bias public opinion. Police officers enforce laws enacted by elected officials, if people wish to change the laws they should elect different officials, not take the police to task for unpopular political activities they have no authority on.

| 676 | I believe the program is very helpful in educating students of the risks of certain behaviours. An intervention through educating, one on one discussion, is very important, as it doesn't single out students, is private and likely more accepted by the student. A group auditorium or class presentation (from our experience) is more appropriate for elementary school age, but middle and high school is much better one on one when needed. | 10/13/2021 9:20 AM |

| 677 | We had an RCMP liaison at my high school in Nova Scotia. Being a small rural community, with officers coming and going every few years, it was a good way for them to get a better feel for the town while they lived there, while student got to recognize and know the local police. Overall it seemed a positive. If this program is similar I got no issues with it. | 10/13/2021 9:12 AM |

| 678 | I had had m kids talking about some police officers coming to their school to educate them on the dangers of illicit drugs and other topics and I think it is good that kids are taught about this t enable them make wise decisions when the need arises. | 10/13/2021 9:10 AM |

| 679 | The reputation of the police regardless of whether in the SPLO role or not is very negative given the on-going racism in the greater Victoria area. | 10/13/2021 9:09 AM |

| 680 | Police liaison officer program help both the students and the police form positive relationships with each other. I would like to see the program continue. | 10/13/2021 9:08 AM |

| 681 | We really need this back! | 10/13/2021 9:07 AM |

| 682 | It is important to help all students, but also important to help those students that could go either direction with drugs etc. | 10/13/2021 9:04 AM |

| 683 | I cannot say enough how important the school liaison program is in our schools. Students need to know that police officers are our friends, community members, volunteers, coaches, and neighbors. This program is the best way to break down the barriers at an early age so that kids know police officers are safe and here to help people. I would also add that in a time where we want our police departments to have a diverse workforce, what better way to start that positive connection with underrepresented communities than with the school liaison program. Perhaps it will inspire more kids of various backgrounds to grow up and work towards the goal of becoming a police officer. DO NOT STOP THIS IMPORTANT PROGRAM BECAUSE OF A SMALL GROUP OF PEOPLE WITH A DEFUND THE POLICE AGENDA! | 10/13/2021 9:01 AM |

| 684 | The fact that you would even feel the need to put out this survey is frankly shocking to me. Once again this illustrates what all of us teachers on the front lines of education already know - people at the District level have absolutely no clue about what goes on in the school. This is purely placating to a political agenda. I find it insulting a degrading to both the wonderful liason officers I've always worked closely with and the teachers like me who utilize them on a regular basis. Unfortunately I have no faith that the district will do the right thing, but one can only hope. | 10/13/2021 8:59 AM |

| 685 | peace of mind of the parents. | 10/13/2021 8:59 AM |

| 686 | Been part of the school system for 26 years in various roles. All School Police Liaison Officers I encountered have been respectful, helpful, supportive, caring, and genuinely concerned about student well-being, student safety, and getting them prepared for life in and out of school buildings. To abandon this program would be not only a huge loss but also deliberately exposing our children to risks that could have been avoided if they had been aware of such risks and how to respond to them. | 10/13/2021 8:57 AM |

| 687 | Defund police. Use that money for mental health workers and community services, which could also be linked to schools. Imagine how some of your students could be helped if the vast amount of money that goes to policing went instead to help the most marginalized and struggling in our communities. Schools should not promote policing in any way. | 10/13/2021 8:53 AM |

| 688 | I think it makes schools safer to have a police liason officer. And I think it makes kids less nervou about police | 10/13/2021 8:46 AM |

| 689 | I would like to suggest giving them the option of coming onto the school grounds out of uniform, especially for first day of school events and any Indigenous focused events. I think it's great they are here, but think the uniform might trigger others. As a gay Kindergarten teacher, I think it's so important children have positive interactions with police liaison officers | 10/13/2021 8:45 AM |

at school - both so they feel they can reach out to police if they ever need them as they grow older, and as little children who sometimes see police in their own homes, sometimes taking a parent away to jail even.

690	Of course we need to maintain this program. If young people have had negative interactions with the police, you don't remove the police. You provide opportunities for positive interactions. We don't segregate our schools if there are racial tension - we work together as a community. The liaison officers at our school have been male, female, white and non-white.	10/13/2021 8:43 AM
691	Police liaison officers are valued members of our school community.	10/13/2021 8:42 AM
692	I think the District needs to consider the racial discrimination and bias that is built into policing in this country. If I were a BIPOC student or school staff, it would be extremely triggering and distressing to see a police officer in my class or school. Police might present as "safe" figures to the majority, but it is evidenced that they represent "danger" if you are Black, Indigenous, or Brown in this country. There are no shortage of other community leaders that can fill the same role of speaking to our children about bike safety, drugs, and other relevant matters and deliver the message effectively without bringing in police into our schools which are supposed to be a safe space for ALL.	10/13/2021 8:37 AM
693	The DARE program has been a staple here at ███████ and very well received with the teachers and students at the Grade 5 level. I would love to see this continue.	10/13/2021 8:27 AM
694	ACAB	10/13/2021 8:15 AM
695	More diversity is needed in the Officers who attend schools to better reflect our diverse student populations.	10/13/2021 8:15 AM
696	We need social workers and mental health and suicide prevention education at the forefront before this program. There are many police that care, however when they blame before trying to gather facts it doesn't help but worsens the situation.	10/13/2021 8:15 AM
697	I think it is very important for police officers to see and establish relationships with youth at risk so as to build empathy for people they may encounter on the job and better understand the life long effects of trauma and that we cannot punish people who have experienced life long trauma. They need help, support and resources not jail or harassment.	10/13/2021 8:13 AM
698	Although I haven't had interactions my child has spoken about the SPLO and at times have pointed them out in the community. This is a positive thing and reassures them of a person they can trust.	10/13/2021 8:12 AM
699	Officers should be invited to volunteer for school activities as a civilian in plain clothes, just like any other member of the community.	10/13/2021 8:08 AM
700	Given the very negative relationships between the police and many people of colour, especially Indigenous folks, I think any representation of police in public schools is deeply irresponsible and damaging.	10/13/2021 8:05 AM
701	As a LGBTQ parent, I fully support a School Police Liaison Officer in our school district to help build and foster a positive relationship between our children and police.	10/13/2021 7:54 AM
702	Please contrast the history of the RCMP with your statements about Truth and reconciliation	10/13/2021 7:37 AM
703	I think it is valuable to have SPLOs within schools as it supports students to learn about how police support the community and also enables positive interactions between children and police.	10/13/2021 7:30 AM
704	My son is mixed race, I want him to have positive reactions regarding the police and to be comfortable talking to them.	10/13/2021 7:13 AM
705	Most people have no interaction with police. Program offers a chance to interact positively with the police. Enables opportunity to interact with police at a personal level, as educators not as authoritarians. Enhances positive outlook on policing in general.	10/13/2021 7:08 AM
706	Unnecessary program, from what I understand based on media reports regarding police forces being overburdened at this time due, their members would be better deployed to address actual potential criminal activities and those in mental health crisis situations.	10/13/2021 7:04 AM
707	I think this is a great program. Helps kids feel comfortable with police and know that they are there to help them. It's a great program.	10/13/2021 6:57 AM

708	Not a suitable program for schools. Would rather see community based groups fill needs	10/13/2021 6:56 AM
709	My own interactions with police officers including SLPO have been positive. I am a white middle class woman. However, given how violent interactions between RCMP and police officers and indigenous and BIPOC people have been, I would like to see the presence of police officers in schools discontinued. I feel strongly about this.	10/13/2021 6:55 AM
710	I am unsure of what the liaison officer does. Is this the best use of funding when students are not getting the EA support they need?	10/13/2021 6:06 AM
711	I believe it is important for students to build positive relationships with police officers so that they feel.comfortable and supported when they need police help. The school liaison officer position provides a wonderful opportunity for this to happen. With so many departments I wonder what the consistency of training for this important position is?	10/13/2021 5:58 AM
712	I believe having a school liaison officer present in the school facilitates positive relations and interactions between students and the police. With all of the " bad press" Regarding police officers it is great to have positive Influential members for the students to see!	10/13/2021 1:24 AM
713	It builds positive rapport and allows kids to ask questions in a non-threatening environment	10/13/2021 12:46 AM
714	I think a police liaison can be positive if it is not a uniformed officer coming to assert authority. A liaison who is not in uniform and with no weapon would be better to avoid re traumatizing at risk students.	10/13/2021 12:09 AM
715	It is a vital part of linking the students with policing in the community and letting them know that have someone they can approach with questions.	10/12/2021 11:34 PM
716	I'm not the demographic that would find Police officers a challenging presence..but I would want to ensure ALL kids feel safe in their school, and if that means keeping Police officers out of school, I believe there are other community based options for developing positive relationships with officers that don't involve school.	10/12/2021 11:28 PM
717	The only change that i recommend is an open dialogue (eg. this survey is a good start) about the role of policing and social workers in the schools, and a training component that helps all workers to reflect on the surveillance component of their job and how it may be used against some parents because the worker is uniformed or ignorant about the harm this will cause to families. Being able to talk to parents openly and honestly about a duty to report is important. And each worker in schools having training in anti-racism, culturally appropriate supports, lateral violence (especially gossip), and intersectional violence (poverty, race, gender).	10/12/2021 11:19 PM
718	Law Enforcement Officers do NOT belong within a school setting no matter how you coin it. Children need not have to interact for any reason whatsoever with adult law agents, and a shift an emphasis should be included to provide these same proposed supports to students from actual professionals with whom are certified to interact with children - for all possible areas of course. Mental health, and beyond, the boys in blue with badge and gun are the furthest thing from appropriate in public schools. And I am a Criminal Defendant Attorney. Thank you.	10/12/2021 11:18 PM
719	Normalizing police presence is ridiculous. Presentations on law and safety? Yes. But Police are not their friends. They are law enforcement. There should be counsellors for problems, teachers to learn, medical staff for medical. But If there is a need for police in the building there is a much bigger problem the system is facing and should be the subject of a different survey. Kids need to understand that if police are called, it is because a law was broken, not because they are being watched. I was told my son with autism was introduced to the liaison to "get him familiar" with police, which can easily turn into a pipeline from school to prison and is a slippery slope, discrimination, and basically a pronouncement it is foregone he will be interacting with them which is not the case. DO NOT USE POLICE FOR CHILDREN WITH AUTISM IN SCHOOLS. IT MAKES THEM FEEL WATCHED OR THAT THEY STICK OUT.	10/12/2021 11:17 PM
720	▬▬▬ could have used this program to tackle the mess of BHP. It would have been nice to have a more direct contact. Instead I blindly had to phone the police station and email the chief of police about the safety concerns with my children attending school. The whole thing was an epic fail on behalf of the district and the city. Clearer communication to parents and staff would have helped.	10/12/2021 11:16 PM
721	N/A	10/12/2021 11:05 PM
722	Please keep this program. My sons now see police as "helpers". This has been a very positive	10/12/2021 11:03 PM

program.

723	I think the program is critically important. LE is a crucial societal service. Young people today are bombarded by negative social media and movie images depicting police corruption, bias, etc. The SPLO program helps humanizes police in the minds of our kids, gives them positive role models, and opens theirs eyes to their responsibility as young citizens and Canadians.	10/12/2021 10:58 PM
724	I do not like the idea of a police officer being in the school unless they have actually been called for a crime. No thank you- my tax dollars can be spent better elsewhere other than normalizing police presence for my small child. No way- elementary schools are an absolute NO for me.	10/12/2021 10:47 PM
725	when my daughter was in Elementary school they had a school police Liaison officer program and it was a wonderful program it created a very positive relationship between the children and police officers (if they saw their school liaison at an event outside school they would high 5 them), when the program was ended due to cutbacks i was highly disappointed because that connection creating a friendship with officers (police officers are not scary and you can approach them) and allowing the breaking down barriers was now gone. It needs to come back.	10/12/2021 10:37 PM
726	School police liaison officers are an integral educational and resource component to a school setting that teachers and educational staff just can't compete with.	10/12/2021 10:36 PM
727	12 full time officers seems like a lot of resources for one school district.	10/12/2021 10:35 PM
728	More information to parents re: what the role of the Police Liaison is would be appreciated.	10/12/2021 10:23 PM
729	My child is only in elementary school. So far, our female officer has been a friendly, kind presence - always willing to talk to parents. I'm unfamiliar with concerns, but hope that if there are negative interactions, we address them and build a positive relationship with them - they are in a valuable resource.	10/12/2021 10:19 PM
730	You should only be interviewing parents/students of kids with disabilities, Indigenous, racialized and LGBTQ students. Our experiences are not the same as for white folks.	10/12/2021 10:18 PM
731	This program is essential for educating students, being proactive in developing good relationships with police, supporting administration and staff and helping and supporting students. This program should continue 100%.	10/12/2021 10:09 PM
732	I think it is a necessary program, however I understand that some have concerns. As a teacher and a parent I feel that it is more important than ever to have an officer to act as a guide and sometimes as a counsellor for students even as young as elementary school. I'd love to see more in class programs for younger students!	10/12/2021 9:57 PM
733	Keep the officers in school. Do not pander to the anti-police ideology right now. Police are here to help and the role that SPLO's have on our kids helps to foster trust and good relationships so that our kids are not becoming scared of the police. If the School District gets rid of the program, it will only teach kids that police are the enemy without knowing the true reasons for systemic racism and bias in every day life in Canada and all over the world.	10/12/2021 9:57 PM
734	I think the program needs to be more approachable, quicker response time and offer a stronger stance around violence and harassment. More diversity. The policing culture at my kids schools has a very "white" privilege feel, which matches the "white" privilege school principles and administers of my kids schools and racism and violence is overlooked to ensure "community" needs are met first. Students and their families should be prioritized above the general "community" specific to school grounds and school culture.	10/12/2021 9:56 PM
735	I am surprised that there are no questions specific to the experiences of marginalized students. I hope you will listen primarily to those students and their families. Their experiences matter more. I think we don't need police in schools for any reason. The roles they play would be better filled by teachers, parent volunteers, etc. They can run their own programs off of school grounds if they want to build trust. That is not the job of schools.	10/12/2021 9:53 PM
736	As a neutral parent (neutral on police interactions, personally) I don't think my opinion of the program matters as much as parents whose children have NOT had positive experiences with police officers (for whatever reason). My understanding of the PLO is to offer positive interactions, but I'm not sure that that is being achieved.	10/12/2021 9:50 PM
737	Most of the functions described that these officers perform would be better if done by someone else. Police are intimidating at the best of times and I do not believe they contribute to a safe,	10/12/2021 9:47 PM

inclusive school culture. Police should be a last resort when other avenues of resolution have failed or when safety is genuinely at risk.

738	I think schools at all three levels would loose a valuable resource if the program did not continue.	10/12/2021 9:32 PM
739	I personally believe that all police officers should go through School Police Liason Officer Program. From my perspective as a teacher, parent, member of the community and person having studied criminology, I believe the school police liaison program benefits the community members because building relationships is the key to good policing.	10/12/2021 9:27 PM
740	I'm 100% for this and I think it's so important. It's also important for kids to learn to trust the police and that they are there to help them. This builds that relationship when there are so many outside influences that may deter it. I think it also makes school safer for everyone	10/12/2021 9:24 PM
741	While our elementary aged daughter is white and cis-gender she has expressed concern about how police presence may affect people in the school.	10/12/2021 9:22 PM
742	Police are not trained to deal with mental health issues, and as structured and deployed are part of systemic issues for racialized people and other marginalized groups. They do not present as a positive contribution to the school environment for children struggling with mental health, or racialized children.	10/12/2021 9:12 PM
743	Please please please bring this program back!	10/12/2021 9:10 PM
744	I love having liaison officers as part of the team at school. They offer guidance, build rapport with students and look at situations with a different lens.	10/12/2021 9:07 PM
745	Dress in everyday clothes. No guns. Collect no data on students.	10/12/2021 9:02 PM
746	I have no experience with the current School Police Liaison Officer Program, but I'm glad that the district is making this effort to ensure that the schools are comfortable and inclusive places where are students can thrive.	10/12/2021 8:59 PM
747	Valuable in connecting with students in a positive way, especially those challenged by unexpected behaviours.	10/12/2021 8:52 PM
748	Every time I have seen the school liaison officer at school, I have seen the kids get so excited and the officer is always smiling back and talking to the kids. I believe more kids need to have a positive interaction with police early on and know that the officers can be trusted to help.	10/12/2021 8:48 PM
749	I am white and haven't personally had any negative interactions with police liaison officers, but I know many students don't have that privilege. A lot of what a police liaison officer is there to do could be accomplished without nearly as much fear and anxiety by other organizations or individuals.	10/12/2021 8:43 PM
750	Officers should be female who work in the program, in the schools.	10/12/2021 8:38 PM
751	I believe the school liaison officers are a great resource. I am a white male so my experience and past may be different from others in my community and I acknowledge my privilege. Perhaps if the liaison officers were teamed up with an indigenous elder or other cultural leader it could enhance the program for communities that feel marginalized by police.	10/12/2021 8:35 PM
752	I think it is really important that kids feel comfortable with police. So many parents have been traumatized by their interactions with police as young people that I think we are poorly equipped to change that way of thinking about police. Having a presence and positive interaction with them may help change their reputation in the community.	10/12/2021 8:33 PM
753	I would rather have the school/kids spend more time with social workers, craft, sports or trade people than the police	10/12/2021 8:29 PM
754	I would be concerned to see this program disappear. It is important for youth to know and trust police, and removing this program would be counter productive to a positive relationship. Please maintain this program! Thanks!	10/12/2021 8:22 PM
755	I have real concerns about language that my be used and how it shapes children's minds about topics like drugs, racial inequality, and other police matters. How a police officer might inform children about these issues might still be biased and coming from an "authority figure" could drastically differ from how they're taught at home and my only concern is that I wouldn't know exactly what information is being passed to our children	10/12/2021 8:16 PM

756	As with any profession, I believe it is important for the School Police Liaison Officers to be present on our school to support and educate- just like an OT or an SLP- part of the community.	10/12/2021 8:14 PM
757	I think having these officers in schools helps to build positive relationships and attitudes with students, but the uniforms are problematic. The RCMP are not moving fast enough towards eliminating misogyny, military tactics and racism in their ranks and older students consequently have valid negative relationships and experiences with police. If in schools, they should not be in uniforms with guns and combat boots, and should have a focus on addressing these important issues with students. They should be especially prepared to engage in ways which help to improve relationships with our vulnerable students, and to address their role in reconciliation as this is now a major focus of our curriculum	10/12/2021 8:13 PM
758	My daughter enjoys having the liaison officer in her school and on field trips such as camping. Makes her feel safe and I believe it builds important relationships in the community.	10/12/2021 8:10 PM
759	Police liaison officers should be present at every school, elementary to high school.	10/12/2021 8:10 PM
760	I think it's critically important to have police liaisons. Children need to see the positive police interactions	10/12/2021 8:09 PM
761	This is a vital program. Please allow it to continue because everyone in our school community benefits from it.	10/12/2021 7:56 PM
762	I think there needs to be more of a focus on social emotional skills-- helping children become more aware of racism, mental health challenges, etc. Awareness and support to these challenges is much more beneficial to safety and crime and substance abuse prevention.	10/12/2021 7:53 PM
763	Importance of anti-racism, and trauma informed practice training for liaisons.	10/12/2021 7:53 PM
764	Great program! Keep it going!	10/12/2021 7:49 PM
765	The program and processes need to continue to be updated to make them inclusive and culturally safe.	10/12/2021 7:44 PM
766	I hope it continues after elementary school. My middle school child is not aware of an officer and is now in grade 7.	10/12/2021 7:37 PM
767	As a parent I think it is a great program. It is a way for kids to see police officers in a positive way. My son very much enjoyed the visit the law class received.	10/12/2021 7:36 PM
768	If bipoc families are raising concerns then I would like to see those adressed	10/12/2021 7:35 PM
769	I've seen positive interactions with children, particularly around safety and halloween. While a positive asset to the school, I do wonder if some of these resources could be better spent on school councillors and Elders offering differ and perhaps more holistic supports for students	10/12/2021 7:30 PM
770	As a teacher the school liaison officer has been invaluable for educating students on drug prevention, community helper responsibilities, respectful conflict resolution, internet safety and responsibility, and generally being a positive engaging presence which highlights that police officers are here to help us not catch us.	10/12/2021 7:18 PM
771	I would love to have our Police Liason Officers from Vic PD back in schools. It's really too bad they had to be redeployed to patrol because of the shortage.	10/12/2021 7:12 PM
772	It's important to teach children to respect the police.	10/12/2021 7:05 PM
773	Students need the opportunities to get to know police when they don't 'need' an officer	10/12/2021 7:05 PM
774	I have been extremely impressed with our School Police Liaison Officer program at ███ school and I am completely supportive of it continuing.	10/12/2021 7:03 PM
775	Understand the concerns people had around this role so it still needs review, would be good to pair the role with a mental health support worker and/or public health nurse to co-plan culturally responsive ways to reach their school community's needs	10/12/2021 6:59 PM
776	It is a greatly missed program. The kids responded very well to our officers in the past. A huge hole was left in our school community when the program ended... also our special needs students really need this interaction for so many reasons	10/12/2021 6:57 PM
777	From what I have read about about splo, police funding, and police engagement in general, I	10/12/2021 6:52 PM

would opt for the funds for the SPLO program to go towards after school programs, mental health, and/or Learning support for kids instead

778	Police officers presence in schools can feel unsafe for racialized children due to the experiences their family and other black and indigenous community members may have had with police. Police no longer represent safety for many of these kids and their presence can feel more harmful than helpful.	10/12/2021 6:49 PM
779	dont allow present day discussions and "us-them" mentality to disrupt an important cooperative community building program	10/12/2021 6:37 PM
780	I'm curious if the cost of the program and what exactly the program does.	10/12/2021 6:34 PM
781	This is an excellent program. Officers that take particular this should be carefully selected.	10/12/2021 6:34 PM
782	No police in schools, please.	10/12/2021 6:28 PM
783	None at this time.	10/12/2021 6:28 PM
784	I'd like to see these resources redirected to areas of need in our community. School's have a lot of supports in place that already serve the role of the SPLO program and there are many other more pressing needs in our communities.	10/12/2021 6:27 PM
785	I am very uncomfortable with police in schools because it gives the appearance that police officers are safe people for people in all communities. The truth is, you're more likely to have negative interactions with the police if you're Indigenous or a person of colour in this country. It is therefor me dangerous for young children to be given a false sense of security about police through this program. Also, the program doesn't take into account negative experiences kids have already had with police officers in their lives and how traumatic it might have been. Basically, it's a program that is set up for people who have not had negative interactions with police - which are overwhelmingly white and of middle and upper classes. How about a nurse liaison? That would be an awesome person for kids to meet.	10/12/2021 6:27 PM
786	the SPLO in the school should be seen in a more positive light	10/12/2021 6:23 PM
787	Keep it going.	10/12/2021 6:10 PM
788	Please keep these important people in our schools.	10/12/2021 6:06 PM
789	As a classroom teacher I believe that in providing our children with a positive experience with school liason offiicers, helps guide them into safe choices, and builds trust in the police that carries through into their teenage and adult years. I really hope that the program will continue.	10/12/2021 6:05 PM
790	A proactive necessary relationship and awareness building opportunity for all	10/12/2021 6:00 PM
791	All schools should have access to a known SLO to allow for relationships, programs, and shared planning and support.	10/12/2021 5:53 PM
792	Police officers, carrying weapons and wearing bullet proof vests have no place in schools. their very presence is threatening and harmful to many students who've had negative interactions with police in the past. Any positives this program has is outweighed by the real harm it does to our most vulnerable students.	10/12/2021 5:51 PM
793	I would actually love to see police officers in schools more in order to help with relationship building within the community and help with crime prevention. Increase opportunities for positive interactions that are not related to rule breaking or punishment.	10/12/2021 5:49 PM
794	None	10/12/2021 5:48 PM
795	I think it's great for the kids to show them that police officers are not scary and easy to approach. Plus it's great to get them to show the kids safety rules.	10/12/2021 5:46 PM
796	I again would like a conversation regarding my experiences around this program.	10/12/2021 5:44 PM
797	This is an important feature of all schools. Building a positive relationship with the police force when young has never been more important in the face of growing anti-police sentiments in our community	10/12/2021 5:42 PM
798	I think to normalize children to the presents of a police officer in the schools is a valuable tool to help kids see the police in a positive light.	10/12/2021 5:39 PM

799	This is a very valuable program for students at all age levels. It is important for students to build relationships with police officers and the education system is a natural space to help foster and build these important relationships. When working at the high school level as an Indigenous teacher, having the SPLO come in to our Sharing Circles and hear the students speak while at the same time, having the students hear the SPLO speak and open up, was a truly amazing experience for everyone involved. We invited the SPLO on special trips and in turn the SPLO educated the students on harm reduction, drug use, gang involvement and taught them about their role as a Police Officer in the community. The interactions were meaningful and the relationships built were wonderful. The students were even able to meet and become friendly with a police dog. There were so many positive interactions between the group of Indigenous students and the SPLO. At the kindergarten level I have witnessed students being so inspired by having a the SPLO visit their classroom, see the police car, learn about Halloween safety, talk about bullying and learn about Stranger Danger. All of these events, plus more, have so much meaning to the students and they feel very inspired when having a visit from a SPLO. At the end of the year, when asking the Kindies what they want to be when they grow up, many of them want to be a Police Officer, because they have been inspired and uplifted by the relationship that has been built with the SPLO. So much of what we teach students is about building strong, healthy relationships. I hope that the SPLO program continues so that students can continue to have the opportunity to build relationships with these very important community members.	10/12/2021 5:39 PM
800	This is a vital program to educate children, mend bridges, and create familiarity with law enforcement.	10/12/2021 5:38 PM
801	Could you have the police explain to my kids how viable minorities should interact with them without getting hurt?	10/12/2021 5:33 PM
802	Making sure it is modernized and improvements be made that correspond to feedback	10/12/2021 5:30 PM
803	I feel the Saanich Police Liaison Officer Program teaches kids about where to go for help, as well as basic safety. Please keep this program running.	10/12/2021 5:29 PM
804	I'd prefer to see more counseling and social work services extended to schools	10/12/2021 5:27 PM
805	It is integral that we continue to have interactions with police so that we can de-stigmatize perspectives. Removing the interactions will prevent us from being able to communicate and create positive relationships. If anything, we should have MORE police in our schools to interact with our students so that we can focus on building positive relationships between students, the community, and the police that protect us. Reducing/ending this program will only make the issue worse in the long-term because there will be even less communication/interaction.	10/12/2021 5:25 PM
806	Either SD61 continues with the program all together or discontinues. It is ridiculous that schools in certain municipalities benefit from such programs while others through no fault of their own are unable to benefit.	10/12/2021 5:22 PM
807	I apologize for not giving any feedback but I do not know how a SPLOP works.	10/12/2021 5:21 PM
808	Officers who are not in uniform would help to deal with the trauma that comes up for POC when an officer is in the school	10/12/2021 5:20 PM
809	Our police liaison officers have been a wonderful asset to our school community. The children enjoy connecting and seeing the officers in the school whether it's a presentation about Halloween safety, practising a lock down drill, etc. I feel having these interactions familiarize the children with police and allow positive interactions. I wish they had more time in their busy schedules to spend more time at recess and lunch just hanging out and having fun/connecting.	10/12/2021 5:20 PM
810	More parent involvement so we can talk to our kids about information delivered by officers at school.	10/12/2021 5:14 PM
811	They are a fantastic resource and build on relationships between police and kids at a young age. Would be a huge mistake to discontinue	10/12/2021 5:13 PM
812	I know there has been a number of concerns raised about this role. I would like to see each of these concerns addressed	10/12/2021 5:12 PM
813	I would love to see the SPLO back at my school. There presence was positive. They made healthy, positive connections with the students and when called for an incident they would knew the student and how to help them and the school. It is something I really miss.	10/12/2021 5:06 PM

814	I think it's an important part of life learning for children	10/12/2021 5:00 PM
815	Children need to know that police officers are there to protect and help all citizens. A lot of what they see on screens involving police is violent, negative, or frightening. Having police in the schools shows kids that police are also involved in positive, calm interactions to help people make good decisions.	10/12/2021 4:59 PM
816	Given how the RCMP have been shown abusing forestry protestors and other highly visible displays of force in recent years, I am teaching my daughter to avoid the police whenever possible, I don't think the RCMP or police are our "friends" and I don't think they should be in schools unless called there to deal with illegal activities.	10/12/2021 4:56 PM
817	As a student I had negative interactions. As a teacher I don't agree with the premise, but when officers are involved in students' lives I think having one familiar to them and the school community would be more productive both in terms of crime prevention and consequences, but also in terms of meeting our school goals of creating a safe and supportive environment. This whole argument is very moot as the Victoria Police Department doesn't offer this service. I have never seen cycling safety in schools, even though we advocate for active transportation, we even struggle to get the police to attend our safety drills. As with the broader conversation about defunding the police, when there are actual threats to child safety, a social worker would be more capable of handling the issue, but we never see them in schools or addressing anything short of the most dire issues of physical violence.	10/12/2021 4:54 PM
818	I think it's a great way for students to learn more about the community. Having a consistent liaison officer is different from having a guest police office come to speak to a school one time. It helps to make kids less afraid of police officers as well.	10/12/2021 4:49 PM
819	It is essential that the officers chosen for this program have anti-racism training, Truth and Reconciliation training and a commitment to this process, and have training in child and youth mental health. It is also very important that they be the right fit for a school and its population, and that they have compassion and understanding for vulnerable kids and families.	10/12/2021 4:46 PM
820	Please bring back this program. Our children should know that police can be safe resources.	10/12/2021 4:42 PM
821	I feel it is very important to have a SPLO present at our schools. I have been teaching early primary for years and miss our classroom visits & discussion very much!!	10/12/2021 4:42 PM
822	D.A.R.E was a fail	10/12/2021 4:41 PM
823	The positive interactions between police liaisons and students is critical to keeping kids safe. They need to know they are protectors.	10/12/2021 4:38 PM
824	Would like to know more about it.	10/12/2021 4:33 PM
825	This program is unnecessary and is/can be terrifying for children of colour, indigenous children, families who have dealt with police brutality or violence police have no place in our schools. They show up after a problem has happened and generally do nothing.	10/12/2021 4:31 PM
826	I'm not certain if there is any real measurable benefit to having uniformed officers in schools. Unless it's show-and-tell or bring your parent to school sort of event in which your parent is a police officer.	10/12/2021 4:31 PM
827	I know a lot of racialised people do not feel safe around police and I would like this addressed. Are police the best people to be teaching safety in schools?	10/12/2021 4:25 PM
828	I think it is very important role in the school! Students need to connect with SPL's to be comfortable with police officers. It is a connection to the community!	10/12/2021 4:24 PM
829	I think that the School Police Liaison Officer Program is important. It allows police officers to interact with students in a positive way and build relationships with students. It allows trust to be built between students and the police so that when help is needed the students are not afraid of the police or afraid of seeking positive help if they need them in an emergency/drug party/overdose. Police also have authority because of their work experience to accurately inform students of the dangers of drugs, so their presentations are valuable.	10/12/2021 4:22 PM
830	I think that it is super important to have highly trained teachers, counsellors, administrators and EA's that are equipped to support students who have escalating behavioural patterns. It is our responsibility as educators to support these students in a trauma informed way and that DOES NOT include police or school liaisons as they do not have the adequate training or lens	10/12/2021 4:22 PM

to support students in these challenging times and the impact of involving the police is significantly greater on the student than if they are provided with the mental health supports they require to regulate and learn.

| 831 | I'm caucasian, and am not part of any marganalized group. I hope voices of people in such groups are heard and their direction is heeded. Programs must be safe and supportive for all kids and families, not just some. | 10/12/2021 4:19 PM |

| 832 | I know that many people see police as ppl to be feared and not trusted. There are real concerns with the toxic masculinity/tough/power-over/adverserial culture of many police organizations and officers. However, negative pasts, should be motivation to change how students now experience law enforcement. It is hard to hate close up, so both youth and police officers need to develop constructive interactions and communication. I am from a racialized group, but have had mostly positive interactions with officers who were kind, respectful and curious about me and my community. That said, I am very conscious of teaching my sons to interact with law enforcement in careful, calm and non-confrontational ways b/c I know they are at higher risk of negative stereotyping. How can SPO's provide some of the great input they provide while forging a new path and reaching out to individuals/groups who do not feel safe in their presence? Restorative/circle processes? What SPO's wear / how they present themselves Buddies for a morning (maybe w/ you get kids) Ways to spark real dialogue - Ask me Anything sessions. anonymous question boxes I believe that people and organizations can grow, but inevitably that requires some difficulty and discomfort. Is there a way to provide specific support to people/groups who feel triggered by seeing police? I don't discount their feelings and there may be good reasons for them, but I also believe that steps towards healing are important. Also, I think many students benefit from the work that SPOs do in the schools. I think it is really important that the first time my boys spoke to law enforcement, was not when they were getting in trouble. It means that they can be more relaxed and have a more normal conversation when they encounter an officer. Make the program better, help it evolve, who better to help kids understand de-escalation and consensual approaches to dispute resolution and communication, thank their school SPO. (Though the police forces need to increase their understanding and use of these approaches as well.) | 10/12/2021 4:15 PM |

| 833 | Our SPLO's are a special group of people who genuinely understand what the job entails (working with kids in schools as well as school staff); it is NOT the same as working with the public. They work with our schools in a manner that's appropriate with ages/developmental stages. That being said, I feel some more LGBTQ2+ training/awareness, and Indigenous ways of being/learning would be an important addition - so many of our kids fear police, but I think if it's our SPLO's who are familiar faces and they are culturally aware and respectful, it would be helpful for our families. | 10/12/2021 4:15 PM |

| 834 | I used to like the idea of a positive relationship between the police and students but I currently feel that police in general need to rethink and revamp their.... well, everything and until that happens, we should probably pause the program. | 10/12/2021 4:14 PM |

| 835 | I think the SPLO is a great idea and information can flow in both directions, Kids learn first hand that the police are there to help and are not to be feared. The Police get to learn how to deal with and recognize people with special needs such as Autism or ADHD. This is a WIN WIN situation for all involved. | 10/12/2021 4:13 PM |

| 836 | SPLOP should continue. A healthy relationship between those that help us and our children is critical. | 10/12/2021 4:07 PM |

| 837 | Please keep them. They are incredibly helpful to the school community. | 10/12/2021 4:04 PM |

| 838 | I think if officers would dress and street clothes might be less intimidating in middle and high schools. | 10/12/2021 4:02 PM |

| 839 | The program is helpful. Please keep it. | 10/12/2021 4:00 PM |

| 840 | Hard to share given I know so little about it. I think it has the potential to be a great program and should be given an opportunity to do so. | 10/12/2021 3:59 PM |

| 841 | I am interested in this program continuing if the focus is on how the police provide community safety and how children can advocate for someone's safety. Ultimately, I'd also like to have police discuss how (if they are) they are improving diversity, to encourage more children of colour or Indigenous students, to go into these fields. | 10/12/2021 3:54 PM |

| 842 | From what I know of the program it uses fully commissioned officers at the constable and | 10/12/2021 3:50 PM |

sergeant level who earn significant salary. I would rather see civilian employees handle this role as it does not require fully commissioned officers.

843	I believe having a liaison officer in the school is crucial to children's upbringing, and getting them prepared for the world of adulthood. Especially in today's world where the media portrays police officers in a bad light. Fostering a respectful relationship between children and police officers, will only help them as children get older.	10/12/2021 3:50 PM
844	It would be great to have more details about the elementary program. Also, perhaps some enhancements to help address diversity, inclusion, and appropriate cyber behaviour and safety measures	10/12/2021 3:49 PM
845	Given the historical and ongoing blatantly racist and violent behaviours of police towards marginalized people, specifically BIPOC and unhoused folks in the Greater Victoria community. I do not believe that police have any reason to be in schools. I do not feel at all comfortable inviting an officer into my classroom to speak to my students. Police continue to uphold the violence of colonialism and that reason alone is enough to keep police out of schools in all forms. If SD61 truly values reconciliation, anti-racism, and cultural commitment, they will not go forward with the SPLO program.	10/12/2021 3:49 PM
846	Police officers don't belong in schools. Schools should not be environment which have space for correctional or policing practices. Many students (and staff) in schools have experiences police discrimination or violence, or are touched in some way by police discrimination or violence. Liaison officers should be removed from school to ensure that marginalized students are able to feel safe in school	10/12/2021 3:48 PM
847	We all know that relationships are key to student success. In our current society, there will be occasions where the police need to attend a school site. If the officers that arrive are a familiar face and have a relationship with the student, they are much more likely to have a positive and successful interaction with the student than if they are a stranger. I know there have been issued raised with RCMP liaison programs in other districts, but I would argue that the VicPD program i much le problematic and more relation hip focu ed	10/12/2021 3:48 PM
848	The liaison officers have been invaluable in connecting with at risk youth. The connections they make in the schools, especially elementary schools are so important in helping kids understand and connect with police officers.	10/12/2021 3:48 PM
849	I'd rather the officers be out doing 'real police work'... surely a staff member at the police station could fulfill the duties liaison officers fulfill, at a reduced salary rate and get the fully trained police officers doing what they trained to do!	10/12/2021 3:47 PM
850	The police should be seen to children as a person of trust and safety. There are many aspects to a child's development that can be positively influenced through interacting with a police officer. I am disappointed that this school board is thinking of doing away with such a worthwhile program. The classroom and school should OT be a place where partisan politics or failings of other school boards should be played out.	10/12/2021 3:47 PM
851	Thi i an excellent program to build bridge Plea e continue	10/12/2021 3 45 PM
852	My middle son would like to become a police officer. I think police officers can be so intimidating to anyone, especially young children. I think breaking down the barriers and seeing the children have a police officers they see regularly in a positive light helps children feel comfortable talking to police if they are in trouble.	10/12/2021 3:42 PM
853	I recommend that SD61 cease its relationship with police departments. The district should engage in a fulsome study of the impact of police in schools on Indigenous students, students of colour, and LGBTQ+ students who are disproportionately criminalized by police. Likewise, an educational program for teachers and school staff on how the school to prison pipeline works and how to counter it is a must. I recommend Robyn Maynard's excellent book "Policing Black Lives" as a tool for all SD61 staff, teachers, etc...	10/12/2021 3:40 PM
854	Both of my kids absolutely loved the program and looked forward to the presentations. I feel this was a very positive program for the students	10/12/2021 3:38 PM
855	I think it's important that the school liason officer is aware of the ages of kids they are dealing with. I know they see a lot that we are unaware of in the general public, but we also have kids that are pretty unaware and it might be quite shocking to them some of the stuff that is brought up. I think grade 6 is possibly too young to be talking about kids taking their own lives online	10/12/2021 3:38 PM

for instance. Grade 8's are different. I think whatever material the liason officer is bringing to the class, that they do it under supervision of the teacher who knows the particular group of kids. I think it's a great idea to have school liason officers, but I would also like to see them in a social setting at schools so students get to know police officers in a comfortable way. I lived up in Nunavut for three years and all the RCMP would come to events the schools put on, and would hang around and talk to kids as they knew if they came across students breaking the law, they would have a better interaction with them in general. So, in other ways, other opportunities for police to get to know students would be great.

856	Its important to have police be seen as friendly by the kids. I still remember having officers come to my elementary school many years ago to talk about various topics.	10/12/2021 3:34 PM
857	I believe it is important for kids to have positive interactions with police officers.	10/12/2021 3:34 PM
858	Armed police coming into elementary schools normalizes violence and weapons and if the goal is community safety and inclusion, I do not see an institution built on racism as the best avenue for this. They shold at the very least be unarmed.	10/12/2021 3:31 PM
859	I grew up and was educated in Ireland. I don't have experience with school police liaison programs. I do support and feel it's a great resource that is important.	10/12/2021 3:30 PM
860	I will not be comfortable with having a police liaison in our school until there are massive changes made in the training of our police force. I would only be comfortable welcoming police that are trained in non violent de-escalation, anti-racist practices, and mental health. They should also be comfortable not being in full uniform and leaving any weapons at home, unless it is an emergency.	10/12/2021 3:29 PM
861	I would like more information about the program. I could always ask my school.	10/12/2021 3:27 PM
862	Our liason was ideal for the role. I haven't worked with him in a few years but his presence was comforting to the school community. Nice to have someone take our concerns to police. Got direct and honest feedback on their involvement in times of emergencies. Even moreso, my children respected him and learned a lot from them in school presentations. It's a clear win for any school that had one. Not sure what would make you want to eliminate the Program???	10/12/2021 3:22 PM
863	Children and families are not given the opportunity to opt out on whether they want to interact with liaison with the officer. On almost every other programming note parents can chose to keep their children home if they don't want to participate. Schools are off loading educational components onto armed officers who often try to scare children into obedience	10/12/2021 3:17 PM
864	I believe there is a way to maintain benefits of having liaison officers in schools (including harm reduction of having known officers respond when issues arise) while mitigating the risks of triggering trauma in marginalized school community members. Perhaps plain clothes? Clearer role definition?	10/12/2021 3:17 PM
865	Given the increase in anti-police sentiment in culture and media, any situation where police can interact with students in a positive and non-threatening manner is beneficial.	10/12/2021 3:16 PM
866	I remember having postive interactions with SPLOs while attending school and hope that the program continues so my children can learn more from them.	10/12/2021 3:16 PM
867	I think that it is important that when students meet a police officer, the first time should not be because something has gone wrong. We should be striving to make first meetings with police as positive as possible to help build community.	10/12/2021 3:14 PM
868	The students and staff are safer with a SLO on site.	10/12/2021 3:14 PM
869	No Police of any sort in schools. The racism and fear experienced by minority students and staff makes this an inappropriate suggestion. Counsellors yes - not cops.	10/12/2021 3:13 PM
870	It is a way for young people to see the police as advocates and allies, and not as "the enemy." I think this is one of the most valuable roles of the police and may prevent petty crimes in the future.	10/12/2021 3:10 PM
871	I think it is devasting that our School Liaison officers have been removed this year and last year. Having a police officer attached to our school and providing talks to our children about safety and protection is vital. I was shocked to hear that ▮▮▮▮ still has an officer associated with the school, when ▮▮▮▮▮▮▮▮ did not!	10/12/2021 3:10 PM
872	I'm not sure if they belong in a school.	10/12/2021 3:09 PM

873	Police have no place in public school. They make vulnerable people (and others) feel uncomfortable and unsafe and have historically been opressive to Indigenous people, people of colour, and members of the 2SLGBTQIA community. They should not be in schools.	10/12/2021 3:08 PM
874	It would be great to have information about the SPLO's role and the point of the program at the beginning of the school year. My kid is in grade 4 and I have no idea how to respond to most of these questions, mostly because there has been no information about the program that I have been presented with from the school. I have heard someone speak positively about it at a meeting last year - but it was more in general, I don't think she was a parent at our school.	10/12/2021 3:04 PM
875	I would LOVE to have School Police Liaison officers at ▮▮▮▮ again and other schools that are located in similar demographics, as well as all schools. Elementary to High School. It is a vital part and it is sad that this important connection has been changed.	10/12/2021 2:58 PM
876	I hope it continues so students can see and have a positive interaction with the Police (despite the negative social media presentations). it would also be neat if the SPL could come and do fun activities with students (within Covid protocols) ie sports or school ground vists during recess and lunch recess	10/12/2021 2:55 PM
877	I think this program is very helpful in developing healthy relationships between the community and the police. Removing will achieve the exact opposite. Alienating or "othering" any group of people, including based on their occupation, is not good for our community or society. We need to BUILD bridges, not remove them.	10/12/2021 2:53 PM
878	I would like the School Police Liaison Officer Program to be present since grade 1. I also would like to recommend inclusion of educational learning opportunities for students awareness of their colleagues mental and physical disabilities to promote inclusion and to prevent bullying.	10/12/2021 2:52 PM
879	As someone who had Liaison officers in school while I was attending public school, I was not particularly comfortable with them nor did they always try to create positive interactions with students	10/12/2021 2:51 PM
880	I think the liaison Pegram is beneficial and can foster positive interactions between kids and law enforcement. I want to acknowledge that this might feel different to others from diverse demographics.	10/12/2021 2:51 PM
881	My child is in grade 3 and this is the first time I am hearing about this program. I imagine part of that is because there was not an incident requiring involvement however I would have preferred to have found out about this program when he started public school so that I could have an informed opinion.	10/12/2021 2:49 PM
882	I have no idea why a police officer should step foot in an elementary school for any reason.	10/12/2021 2:48 PM
883	Not really sure that I'm comfortable with police officers in schools - teachers/administration should communicate/look after situations first with police intervention only as necessary, but I have a problem with left-wing extremists and their anti-social ideas that may keep police out when there may be a need for them. So, I'd like to not see a knee-jerk "politically correct" solution of banning police without a full and apolitical review.	10/12/2021 2:46 PM
884	I think it is incredibly valuable and I have very much missed having a police liaison officer in our school the past 3 years.	10/12/2021 2:44 PM
885	This program is essential. It allows children and youth to develop relationships with Police Officers that are positive and come from a place of education. This leads to people participating in keeping their community safe long term.	10/12/2021 2:43 PM
886	Police officers are an integral part of any functioning community, and every opportunity to have them engage in a non-confrontational way with youth is a fantastic opportunity for education.	10/12/2021 2:42 PM
887	I'm not sure what kind of training they are given but being taught how to interact with staff and students and what the needs are in a school community is important before getting thrown in. I think the PLO is a very important role for students to see that the police are not the enemy!	10/12/2021 2:41 PM
888	this survey makes it seem like there may have been issues with the SPLOP in the past? I"m not aware of these issues so difficult for me to say if I want the program to continue. If it's the right fit with the right officer with proper training, I think this program, in theory, should be great and I would want it to continue.	10/12/2021 2:36 PM

889	To discuss online bullying. Where students can report cases without fear of retaliation.	10/12/2021 2:36 PM
890	Considerations need to be made regarding purpose and scope, along with what desired outcomes of the SPLO Program. The benefits need to significantly outweigh the negative. The voices of First Nations, Indigenous, and Métis individuals and BIPOC individuals should take precedent and drive the conversation and recommendations. If the program does not support those in the schools to feel safe, then the program should not continue in the schools.	10/12/2021 2:35 PM
891	I want my son to grow up knowing you can go to the police and receive help without being laughed at or belittled.	10/12/2021 2:34 PM
892	Thank you for continuing this important service.	10/12/2021 2:33 PM
893	I think it can be a very valuable program to foster trust between youth and police especially at a time when police can be seen as scary or dangerous to non-white people.	10/12/2021 2:32 PM
894	These are a great opportunity to have relationship based community supports in our schools.	10/12/2021 2:31 PM
895	We have had nothing but positive experiences with the liason officer at my daughters elementry school. Shes in middle school now bit with covid we haven't had the opportunity to interact with the staff or support staff at shoreline. I believe it is a good program though. It gives kids a positive experience with police officers. Thank you.	10/12/2021 2:29 PM
896	It seems silly to NOT have a liason officer. The police are part of our community. Kids should be able to understand that they aren't just there to "get bad guys" rather they are there to help all of us.	10/12/2021 2:28 PM
897	Will be good to redo this (or like) survey once I better understand the role of the police liaison officer	10/12/2021 2:28 PM
898	There is no need to keep SPLOs in███████ They do not help with safety, they do things that could be easily and more effectively done by others (bike safety, for example), and they are potentially triggering for the many racialized and Indigenous students in our school, whose communities the Vic PD routinely harrasses. Absolutely cancel this PR-stunt of a program.	10/12/2021 2:27 PM
899	A school social worker would be better. I don't like the idea of having police in schools	10/12/2021 2:25 PM
900	Should not wear uniforms or carry any weapons, more focus on diverse representation	10/12/2021 2:25 PM
901	This is a positive program that only foster positive interactions with community officers. I think this should be supported	10/12/2021 2:24 PM
902	It would be nice if an officer could talk to kids about online safety. Also stranger danger.	10/12/2021 2:24 PM
903	I think that a school police liaison is invaluable. What a great program to offer. I can't imagine a school without a liaison officer. It is very important to have a police presence for safety and presence. My son said he wanted to be a police officer after the presentation last year. He feels comfortable around police now. Before the presentation he was nervous around people in uniforms. Now he knows he can ask them for help and direction.	10/12/2021 2:24 PM
904	I believe that it is a great program. children need to see the police as humans and to not be afraid.	10/12/2021 2:24 PM
905	I would like the SPLO to provide Halloween safety talks for the kindergarten students.	10/12/2021 2:23 PM
906	This is an important way for children to learn the role of police officers.	10/12/2021 2:20 PM
907	This is a $100k position to make the police look better. The real answer is to stop shooting people.	10/12/2021 2:20 PM
908	While the actual role of a police liaison officer is different than an on duty police officer, the uniform, organization, and association is the same. For those who have trauma involving or surrounding police this is incredibly triggering. It is polarizing for students and families whom do not have trauma versus those who do when some are excited to see an officer in uniform and armed and others are terrified. The services and supports this programs attempts to offer would be fair more effective if presented to youth by neutral community supports and not armed officers or police factions.	10/12/2021 2:20 PM
909	This is a vital program. It would be a grave error to cut it, and would seem like a kneejerk move that is ill-considered and made with insufficient understanding of the important roles that police liaison officers can play, especially in a high school setting. I would be very	10/12/2021 2:20 PM

disappointed if this program was cut--it is important both for students, school staff, and police staff that relationships be cultured and built in a respectful way. Obviously. that relationship building can only happen when police are a presence in schools. When I first heard about school liaison officers being cut in Vancouver, I hoped that our school district would have the sense not to follow, lemming-like, in the same foolish direction.

910	I do believe that having our children around and learning from a SPLO is a great opportunity and will help them in understanding roles and how to access resources if needed in the future.	10/12/2021 2:19 PM
911	It is important for healthy communities to recognize the people within them. The roles and responsibilities required to maintain healthy communities and for both parties (school communities and police) to normalize their interactions with each other.	10/12/2021 2:18 PM
912	I think this is an incredibly important program. It allows children and adults to not only receive information, but also to interact with police in a positive setting. It teaches that police are part of our community and helps build a positive relationship with law enforcement and public safety.	10/12/2021 2:18 PM
913	I have not had any negative interactions, nor have my kids. However, we are caucasian. It is important to ensure that when police are in the school targetting behaviour, that they aren't disproportionatly targetting students of colour or Indigenous students. It would be great if police liaison officers could be more diverse, and could be people open to building relationships and being a link between the school and officers who are called upon to do enforcement actions, to help facilitate relationships and minimize racial discrimination that may not even be intentional.	10/12/2021 2:17 PM
914	A police officer has limited formal training on culture, colour and gender issues.	10/12/2021 2:16 PM
915	The most valuable part of the police liaison program is introducing kids to police officers in a positive way when they are young. This helps to frame the police as approachable and helpful. So many people these days are reporting only their negative interactions with police. By showing kids early that police are kind and there to help goes a long way toward framing their views on police when they get older	10/12/2021 2:16 PM
916	I think this program is unnecessary for schools and kids, and it's an unnecessary use of funding. Please cancel it.	10/12/2021 2:15 PM
917	I greatly value the SPLO program. The Liaison officers provide an invaluable support to our school.	10/12/2021 2:10 PM
918	Please do not remove this program. Our staff and students rely on the special relationship that is formed.	10/12/2021 2:08 PM
919	I believe the liaison needs to be a face that is known and trusted in the school , someone who can take the time to come twice a week to know the kids by name and be able to be a trustworthy person for them to turn to .	10/12/2021 2:07 PM
920	I believe school police liaison officer programs in general are harmful to students, particularly Black and Indigenous students, and do not belong in schools.	10/12/2021 2:06 PM
921	I would like to see the budget committed to this program redistributed for serving students experiencing poverty. racism. and other forms of discrimination.	10/12/2021 2:06 PM
922	Given the sensitive history that continues to this day between RCMP and Indigenous people, I do not think police have any place educating children in our schools. I think it could be a retraumatizing experience for many children.	10/12/2021 2:02 PM
923	Given the continued negative experiences from police faced by marginalized people. this program is inappropriate for schools.	10/12/2021 2:01 PM
924	Police in schools makes the environment inherently unsafe for our Indigenous students. Police in schools is an outdated philosophy. LGBTQ2+ students also deserve to feel safe at school & police don't do that	10/12/2021 2:01 PM
925	I think it's lovely to children to see police members are supportive, kind members of the community who they respect and admire. I think the mindset started at a young age helps when they are teenagers.	10/12/2021 2:00 PM
926	I think that it takes a very special person to be a School Police Liaison Officer. An effective PLO at High School would want to become a visible part of the school community both in and out of uniform. Being approachable and having a very outgoing personality is a must. It would	10/12/2021 2:00 PM

be amazing to have the Police offering regular, interactive presentations with students who are interested. Not necessarily presentations that focus on students' safety, and warning of dangers but presentations that showcase what police officers can do, what they need to know, and how they help the community through their work. Having liaison officers that are from visible minority or LGBT groups to share their own experiences would be amazing too. There is such a need for students to know that officers are real people, and to know that officers see students as real people too. Bringing the focus of policing, and Police Liaisons back to building relationships is absolutely critical.

927	I identify as caucasian	10/12/2021 1:58 PM
928	This survey is the first I've heard of the liaison officers at schools so wish more information was shared with parents on them, when they are called and their role. It's hard to toe a survey on a program I am not really familiar with.	10/12/2021 1:55 PM
929	Ultimately I don't think police need to be in schools unless carrying out their duties or offering a program to the children in a school.	10/12/2021 1:55 PM
930	Relationship building between police and community is essential	10/12/2021 1:54 PM
931	We should have MORE visits by the Police Liaison Officer as well as inviting more first responders like firefighters and paramedics come and visit as well.	10/12/2021 1:53 PM
932	We're new here and know nothing about it	10/12/2021 1:52 PM
933	I think that funds or resources for this program could be better directed to mental health resources and other supports.	10/12/2021 1:51 PM
934	It's my understanding that there are budget constraints to having this program in the school. However, I would like to see some type of program where kids are comfortable in speaking to the officers about drug prevention, bullying prevention and overall student safety both on the physical and mental side of things. You really get one chance to make an impression on students when they are at a young age. Positive or negative...it all depends on whatever program you have.	10/12/2021 1:48 PM
935	I believe that given the districts attempt to incorporate indigenous ways of knowing and learning, ongoing prioritization of police presence must stop for that to be truly meaningful.	10/12/2021 1:47 PM
936	As a kid, I have many amazing memories of our school's police liaison officer. His role had an impact on my and also helped my comfortability with police officers in other situations. I think it is an excellent program.	10/12/2021 1:46 PM
937	Defund policing! I do not support police presence In the schools.	10/12/2021 1:46 PM
938	I think for BIPOC having a SPLO isn't helpful and in most cases causes undue anxiety and stress for these communities	10/12/2021 1:46 PM
939	Please reinstate it for ▓▓▓▓▓ elementary. It's important the kids see officers in a positive light, not just when there is a problem..	10/12/2021 1:45 PM
940	The connection students make to the SPLO in Elementary school is really amazing to be a part of. There is value in having SPLO presents in schools.	10/12/2021 1:44 PM
941	Of all the sections police or the district have to cut for financial reasons, SPLO should NOT be one of them.	10/12/2021 1:44 PM
942	it is a great program especially for those that needed the extra support and guidance. Was sad to see some officers pulled out of the schools as I believe they really help.	10/12/2021 1:43 PM
943	I am wondering how much the program costs. Does the school district pay part of that cost? If so, can other people (non-police) deliver the same services?	10/12/2021 1:42 PM
944	Is there any evidence that a SLO improves student outcomes? What is even expected as an outcome of this program? I would want the district to allow racialized and indigenous students/families and any students/families typically marginalized by police to decide whether to continue with this program and under what circumstances. The program should only continue is ALL students feel safe with police on the grounds. I would prefer to discontinue the program until the police agencies can demonstrate anti racism training	10/12/2021 1:41 PM
945	Any steps that can normalize the police and interactions with the police should be taken.	10/12/2021 1:41 PM

Negative interactions with the police are more often than not two sided, and learning to view the police as a viable resource for help, safety and information would go a long way to keeping our children safe throughout adulthood

946	These programs have been around since I was a child and I'm pushing 50. The positive far outweighs the negative for most of the population.	10/12/2021 1:40 PM
947	I feel there are many positive benefits to this program and I hope to see it continue in our school and school district	10/12/2021 1:40 PM
948	Very informative, interesting and relevant. Helps understand and even make us and our community safer.	10/12/2021 1:39 PM
949	Having the police within public schools makes many students feel unsafe in the learning environment because of past experiences with cops or the general issues between the police force and marginalized communities.	10/12/2021 1:39 PM
950	I strongly support the voices and perspectives of Indigenous and POC students and families on a school police liaison officer program. I would expect it to continue only with the support and guidance of representatives from these communities that have been targets for negative police interactions and violence. I would also expect it to continue only if liaison officers are willing and able to confront and respond to student questions and concerns about police violence and systemic racism within policing as they arise.	10/12/2021 1:39 PM
951	Police play an important role in society, Canada and the history of the RCMP with indigenous people deserves to be acknowledged and should be a learning moment for everyone.	10/12/2021 1:38 PM
952	The officers in schools have helped my children feel safe talking to the police and I feel helps the police to know more children in the community. We have had very positive experiences. Our local police are excellent.	10/12/2021 1:37 PM
953	Hello, I do not support police in schools unless called in for emergencies. The roles completed by SPLOs, as far as I am aware, do not need to be performed by an already strapped police departments.	10/12/2021 1:37 PM
954	I believe that police presence in schools promotes safety, and makes the police more accessible and available to kids that may need support.	10/12/2021 1:36 PM
955	I have been a school Administrator in both Victoria and Saanich districts and have found the partnership with our school liaison officers invaluable. They are greatly missed and I believe we can not be as proactive or support families in the same way without them.	10/12/2021 1:35 PM
956	please remove all police presence from schools.	10/12/2021 1:34 PM
957	Police are not neutral. Their racist and anti indigenous behaviour is an ongoing part of the colonial state. Genuine reconciliation requires alternatives to police in schools.	10/12/2021 1:34 PM
958	It is important for kids to see the police as approachable—important to have them there and chatting to the kids	10/12/2021 1:33 PM
959	- I'd like there to be consent from guardians and students before SPLO and/or police presence per interaction. Example, an email sent out day before to let guardians know so they can either not send their child the next day, ask their child if they consent, or prepare their child as it can be a triggering event for many. - not have SPLO or police presence at community events unless they were specifically invited. - Not have SPLO or police presence at any cultural events. These are all suggestions coming from an individual with a privileged lens and a low barrier place. Above all I support what the black indigenous people of colour population request and suggest as it is not truly our place to decide. The history of police comes from oppression and policing of BIPOC to keep white people "safe". I have heard that some families to like getting to know the SPLO but I still believe it needs to be consensual. I personally what my kids to be given consent. Best of luck	10/12/2021 1:33 PM
960	I think it's very important to have this for the children.	10/12/2021 1:31 PM
961	Keep Police out of school. Terrible use of resources. Add Counsellors and therapists, not police	10/12/2021 1:30 PM
962	positive reinforcement of police officers to kids	10/12/2021 1:29 PM
963	Working at school has a very positive effect in those kids life. It is important to have contact	10/12/2021 1:29 PM

with our police and understand how to be a better citizen.

964	The situation, as I see it, is that certain people have fears based on other jurisdictions experiences. We have had municipal and RCMP liaison offices create trusting relationships to support programs and individuals / families. Critical for thjis to continue!	10/12/2021 1:25 PM
965	I feel like there should definitely be some consideration as to who is picked for the program now. In today's times there is a need for POC to see different ethnicities involved in the program rather than such a large Caucasian presence	10/12/2021 1:25 PM
966	I absolutely believe that this program is an integral part of fostering trust, strong relationships and respect with our local Police. What an incredible opportunity for children to learn how important they are to our community and to feel safe and comfortable approaching an officer if they need help.	10/12/2021 1:24 PM
967	To get rid of the SPLO would be bowing to political action groups who talk about things like defunding the police. Developing early positive relationships with police will benefit the kids and all of society as they mature.	10/12/2021 1:24 PM
968	I think it is really important for children to know that police are here to help us. They get so villainized on social media and the media but they are here for us when something goes wrong. When I was a child I learned a lot from police officers at school (like bike safety) and it made them more approachabe and friendly for the rest of my life.	10/12/2021 1:23 PM
969	This program is, in my opinion, to help shed a positive light on law enforcement and police officers for CHILDREN. If parents, gardians or anyone else have issues with police, let them take it up with the police. Leave the officers in place and present for children to grow up with them setting the right examples. If we can let teachers with questionable characters teach our children for hours a day, we can let police officers be around to help set good examples for a few minutes here and there.	10/12/2021 1:22 PM
970	I think it is a positive role yo have the officers in the school setting. It provides children with increased knowledge that they can walk up to a police officer and seek assistance when needed.	10/12/2021 1:21 PM
971	It's hard to explained, not really but what we need it? kids need better counsellor in school or mental health program school than police. We as a family don't want police working with school but work with family, to protect the family and kids.	10/12/2021 1:21 PM
972	I think it is important for children to grow up seeing police as helpful and not just when something goes wrong.	10/12/2021 1:18 PM
973	Replace with more community outreach, counsellors and community-focused volunteer programs. Healthy, happy communities don't need the constant presence of law enforcement. Police don't keep vulnerable populations safe.	10/12/2021 1:18 PM
974	Students need to see and experience police officers in a positive way instill confidence and trust in our police.	10/12/2021 1:18 PM
975	I think they are invaluable to creating positive relationships between police and the public. I want my children to be able to ask police for help if/when needed. They also give the school more specialized support when needed.	10/12/2021 1:13 PM
976	I have witnessed the Liaison officer program be a positive thing for students. What better way to lower anxiety of students towards media-hyped fear by them meeting with a local member of their community who is friendly and there to serve them. By meeting on a regular basis or being exposed to an officer's presence frequently, the students will be able to interact positively with the officer and thus encourage cooperation when a crisis occurs. I have seen police officers interact with local students and those students have then built relationships with those officers to the point where those students come to ask questions of the officers later. It builds mutual respect.	10/12/2021 1:13 PM
977	I loved having a police officer come to all the school functions and participate with the kids. It made great relationships in a positive fun way. There should be more police presence in the schools	10/12/2021 1:08 PM
978	SPLO's are a definate asset to schools and Disrict.	10/12/2021 1:08 PM
979	This is an excellent program and I don't think anything should change. I know that there is	10/12/2021 1:07 PM

something of a trend right now to be critical of police forces in general, but this has nothing to do with SD61. All of my experiences with this program have been incredibly positive (and my kids say the same). I love that my kids, now in high school and middle school, wave and say hi to the SPLO officers (present and former) by name when they are out and about.

980	With situations such as this, we are quick to emotionally respond to the voices of a few. Looking at reasonable discussion and the voices of everyone, it is clear that, when done properly, police in schools can be a good thing. I agree that police reform is required, but removing them from liaising with schools is an extreme move rather than adjusting their role.	10/12/2021 1:06 PM
981	We need them!	10/12/2021 1:05 PM
982	I think for some children, this is their only exposure to police and it's a positive one, providing warnings, support, and what to do if... SPLO also provides all children awareness of a safe person outside their immediate family, which may be a lifeline.	10/12/2021 1:05 PM
983	My child was confused about why police are in their elementary school, when they hear on the news that police kill people. They told me that when they asked about this at their school, they were told that police don't kill people here. This is both untrue and a dangerous misconception. Many people in our family have had negative interactions with police, and I don't think it serves my child well to be taught that police are universally safe and trustworthy people.	10/12/2021 1:05 PM
984	I would feel more comfortable if SPLOs did not carry guns inside an elementary school.	10/12/2021 1:04 PM
985	I think it's important that students form positive relationships with police during their adolescence. Having police present and able to support students in a proactive way, vs. reactive is essential.	10/12/2021 1:03 PM
986	School Police Liaisons play a very positive role in the school. They serve as positive role models, provide important educational information about policing and the operation of the criminal justice system, and allow students to ask questions that might influence/advance their future career decisions (i.e. a career in policing).	10/12/2021 1:01 PM
987	I know there have been presentations in my kids elementary schools, but I otherwise do not have enough knowledge to comment on whether the program should continue.	10/12/2021 12:59 PM
988	My kids have always had a positive experience with school police liaison officer	10/12/2021 12:57 PM
989	The School board/district should have a no guns policy for anyone engaging with students. If a police officer is a liason then they should not have weapons on them.	10/12/2021 12:54 PM
990	Keep the program. It is important for students to see the officers in these positive interactions and not just as the people they may see during a difficult time in their lives.	10/12/2021 12:52 PM
991	It is important that students have the opportunity to interact with police officers in a nonconfrontational environment.	10/12/2021 12:49 PM
992	I cannot see one single benefit to this, especially for racialized children who will undoubtedly feel explicitly threatened by uniformed police presence. I fundamentally disagree with the premise of this whole program. There is no educational benefit. I do not support my tax dollars going toward this whatsoever.	10/12/2021 12:48 PM
993	I think police can provide knowledge and skills to help kids, and that kids can become familiar with law enforcement and hopefully not fearing police. That said, you can see how kids of colour might feel threatened. I am not sure what the role is now but also think exposure to police officers as 'people', and hearing them speak can be a strong tool.	10/12/2021 12:48 PM
994	There is really no need for police officers to come and interact with students and present a view of the role of police officers in our society that is incongruent with the actual role of police officers in our society. And I mean that in the nicest possible way.	10/12/2021 12:47 PM
995	SPLOP allows for positive interactions with uniformed police in our building. Otherwise any such relations would tend to be adversarial. Police only in the building to investigate, charge, apprehend, etc.	10/12/2021 12:47 PM
996	I would like more information on what the Liaison Officer does	10/12/2021 12:44 PM
997	None - it's a great program.	10/12/2021 12:44 PM
998	I would like to have a safety liason nit branded as a police officer	10/12/2021 12:42 PM

999	I think that it is important for children to get to become familiar with the police in a positive way so that they do not "fear" police. Children should know who they can rely on for help in the event that they have an emergency or end up in a dangerous/questionable situation.	10/12/2021 12:40 PM
1000	i currently work in a school and am over 50. I recently read the obituary of a PLO that used to attend my elementary school and was saddened as I have fond memories of him and all that he supported and did for our school	10/12/2021 12:38 PM
1001	It is essential to develop relationships between community and the police in safe, controlled environments. removing SLPOs sends the message that police officers are not safe, and this is the EXACT opposite of the message we should be sending.	10/12/2021 12:37 PM
1002	I have not been informed as to the specifics of this program, but I am generally against police in schools	10/12/2021 12:37 PM
1003	This might be the only opportunity for students and staff to have a conversation with a police officer. Fear comes from the unknown and though some may experience negative experience the positive must also come through. This is down with knowledge.	10/12/2021 12:37 PM
1004	I think this program is so important for fostering connections with children and Police and an opportunity to create connects with parents to. It's vital part of our community, school community and being a part of the village that raises community mind children into positive, kind and caring adults.	10/12/2021 12:35 PM
1005	The school liaison officer is armed and usually in uniform. This is not creating positive interactions with students. The students who would most benefit from the ideas behind the program are the least likely to chat with officers in uniform who are armed. As a person with past gun trauma, the officer bringing a gun into school makes me very uncomfortable. There are better ways to support students in school. Additionally, ALL students have the right to feel safe in school. Many students and their families do not have positive associations with the police. Why do we insist on keeping them in schools?	10/12/2021 12:34 PM
1006	Having first responders (police/fire/medical) at schools can be very positive. It is best if these are normal officers. This is usually a positive experience for the officers, and can be a very positive experience for the kids. I am uncertain of the benefits of having a dedicated liaison officer for police-related interactions (ie reporting incidencts, etc). I suspect it may be better to have these handled as general inquiries.	10/12/2021 12:33 PM
1007	It starts with prevention!	10/12/2021 12:33 PM
1008	I believe that the greater BIPOC/ LGBTQ+? communities should really have a say about how this goes. They are the ones that are effected negatively by the police. Also listening to the adults from these communities who have been negatively effected by the police is essential. If there are educational functions that police are serving in the schools, perhaps more highly trained teachers can take on these responsibilities.	10/12/2021 12:32 PM
1009	Not totally sure of the purpose.	10/12/2021 12:31 PM
1010	These officer need to start treating the men as equal as women in site. As a men they have always looked at me like I'm not welcome I have never got a hi or good morning etc rude	10/12/2021 12:31 PM
1011	I think it is crititcal that children meet Police officers early in life and see them as helpers and protectors. I would review any and all presentations to teachers first as SPLO are not teachers and may need some guidance in presentation style and length.	10/12/2021 12:30 PM
1012	I feel SPLO's are very important and help bridge the negative ideas or concerns about police that are exaggerated through social media and online sharing.	10/12/2021 12:30 PM
1013	PLOs presence alone give students the chance to allay their fears and stereotypes about police.	10/12/2021 12:30 PM
1014	Removing this program would be shortsighted and reactionary. This program has facilitated much greater understanding between students and officers - removing it would cause a wider gap in this relationship with potentially long term consequences. Relationship building is community building.	10/12/2021 12:30 PM
1015	It is important that students and families see police officers in a helping role and as helpers they can reach out to in times of need. Having them in the schools increases the opportunity for interaction.	10/12/2021 12:29 PM

1016	Its a great program as the officers are carefully selected and build meaningful relationships. We shouldn't judge such a valuable program based on a few anecdotes and american television.	10/12/2021 12:28 PM
1017	Police officers should NOT be delivering drug education in schools (like having nuns come in to do sex education) - this only perpetuates stigma of criminality around drug use, which is perpetuating the public health crisis of illicit drug toxicity/overdose	10/12/2021 12:28 PM
1018	I believe regular and positive interactions with our law enforcement community is critical for a healthy and functioning society. Children, regardless of their social and economic backgrounds should be given the opportunity to engage with law enforcement.	10/12/2021 12:28 PM
1019	This program is invaluable to the school system. It supports our admin teams who need their expertise when dealing with certain situations. It can support teachers in delivering important content or curriculum and supports the learning of our students helping them to make informed decisions to be the best versions of themselves. Having this program also helps to introduce our students to police in a positive way. They are in our building to to help support and create community. It would be foolish to remove this resource. To have the right people as a school liaison officers should be a priority of police departments. Those that have a passion for this specialty.	10/12/2021 12:27 PM
1020	A great opportunity to build relationships between kids and police! I think they get a skewed perspective about police these days from media. That said the liaison officers need to be specially selected and trained with the purpose in mind, if they aren't already :).	10/12/2021 12:26 PM
1021	we have had a vast array of individual representing the police in our schools varying race and Sex I feel this should keep going and when possible having groups that have not been represented much in the past get represented so kids of different backgrounds can see opportunities and potential for them selves and not be affraind	10/12/2021 12:24 PM
1022	I feel very strongly that this was a valuable program in several ways. The building of relationships and being a presence in a school can be very helpful, especially at the high school level. The liaisons can also be a valuable classroom resource and assist students with career paths.	10/12/2021 12:23 PM
1023	I think the concerns and ideas of those who have been harmed or had negative interactions with SPLO/non SPLO police should be prioritized.	10/12/2021 12:22 PM
1024	I would like to see SPLO initiating more interactions	10/12/2021 12:22 PM
1025	It has been an integral part of school systems. Putting the police department in a positive light - and a place to seek help when needed and to help instill the seriousness of negative behaviour and the consequences that occur from that behaviour.	10/12/2021 12:22 PM
1026	I think it is very important for students to see the Police in a positive situation. The media seems to represent a negative outlook of the Police force. Children need to learn that the Police are there to help them and they should not be afraid of them. The Police are there to uphold the law for those that test the law.	10/12/2021 12:22 PM
1027	I am not familiar with the program but imagine it introduces students to the police, their role, and also issues that students may encounter as they grow that the police see regularly. If that is the case, I think this is a great thing to have.	10/12/2021 12:18 PM
1028	Our first child is in Grade 1 at ▮▮▮▮ Elementary and we haven't received any information on what this program is about?	10/12/2021 12:18 PM
1029	It is important for students at an early age to have a police officer come into the schools and know that there is someone who will keep them safe. Maybe some parents may have misconceptions about a police officer, but a student needs to have role models/know who are safe adults that they can talk to etc... A police liaison officer is one of many safe adults in a school environment that a student should see.	10/12/2021 12:18 PM
1030	The police can always be a community resource. We can call them when we need them. like anyone else. With the internet out there we can do lots of prevention programs ourselves. I m in comfortable when the police are still running a "Fear"perception.	10/12/2021 12:16 PM
1031	It's important for our children to regard police as approachable people in the service of the community. They should also learn that police officers should be held to this account.	10/12/2021 12:16 PM

1032	We've lost ours - but it's a critical part of relationship building with our youth that no longer exists. I hope we are able to see an increase to funding at the municipal level so we can have a return of police in our school.	10/12/2021 12:15 PM
1033	I love the Community and Unity it brings and grows trust between all. It's positive interaction for our kids to learn what PD does and helps with and grows mutual respect.	10/12/2021 12:15 PM
1034	I believe the liaison officers are an important connection in school - they have positive interactions with students in a non-conflict situation which I believe can help build relationships with students and keep them out of conflict situations. I feel strongly that removing this program would be detrimental to our students and schools.	10/12/2021 12:15 PM
1035	As a teacher and a parent in the District, I feel that this is a valuable program for all ages. Whether its a Halloween safety presentation, or an older presentation for middle school students, having a PO in the schools is important for community building.	10/12/2021 12:12 PM
1036	I think the SPLO programs highly valuable so that children can interact with police not around issues of concern and crises and instead can understand that Police are people, they are community members, they are parents and they are performing a job for the community.	10/12/2021 12:09 PM
1037	I think it is a very important role. especially in the current political climate. Kids have the opportunity to foster positive connections with an officer that they might not otherwise have.	10/12/2021 12:09 PM
1038	I would like to see drug intervention programs in the middle schools, similar to DARE in the elementary schools. It sheds a positive light and creates a positive relationship between youth and police.	10/12/2021 12:08 PM
1039	Please please keep this program...!	10/12/2021 12:06 PM
1040	liaison officers are a very important part of our school team.	10/12/2021 12:06 PM
1041	In Victoria and Esquimalt we are lucky to have a very progressive and positive police force led by a person of colour and with Indigenous leadership on the board. It's important that our young people see that there is a better approach to policing, so that they insist that it continues.	10/12/2021 12:04 PM
1042	I have worked in schools without SLP's and with SLP's. The connection they are able to build with all students has been an asset to the schools I have worked in and have been missed when not available. From teaching self-defence classes, to classroom instruction, to helping students the SLP's have always been so incredibly supportive.	10/12/2021 12:03 PM
1043	Having talks with children about danger of drugs, smoking, alcohol, vapes, etc. starting before middle school	10/12/2021 12:02 PM
1044	Its very needed in schools!	10/12/2021 12:01 PM
1045	I'd like to see the SPLOP continue but would be nice if there was actually one that came to our school ▆▆▆▆	10/12/2021 12:00 PM
1046	I don't think anything needs to change. I think all this racial profiling and all this other profiling nonsense is just that, nonsense created by the media. We are not the United States of America our police forces are not the same as the ones below our border. I think people get too mixed up with American media and forget that we are a totally different country. We absolutely need police liaisons with our schools.	10/12/2021 11:56 AM
1047	Respect for BIPOC students. Respect for LGBTQ2S+ students.	10/12/2021 11:54 AM
1048	Great support system for the schools.	10/12/2021 11:16 AM

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Thursday , 27 January, 2022 at 4:30-6:30p.m**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A. COMMENCEMENT OF MEETING

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 Agenda

A.3 Approval of the Minute

B. CORRESPONDENCE

B.1. No correspondence received.

C. NEW BUSINESS

C.1 Discuss Recommendations

D. GENERAL ANNOUNCEMENTS

D.1 Next meeting

E. ADJOURNMENT

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

MEETING MINUTES

Date: **Thursday , 27 January, 2022**

Chairperson: Trustee Duncan

Attendees: Deb, Darrell, Colin, Joanna, Michael, Shawna, Taily, Matt, Nancy, Jennifer, Elaine, Lisa G

A. COMMENCEMENT OF MEETING

A.1 Acknowledgement of Traditional Territories -

Trustee 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

A.3 Approval of the Minutes

B. CORRESPONDENCE

B.1. No correspondence received.

C. NEW BUSINESS
1. Keep with changes
2. End with recommendation

Group 2 Break Out Room
Keep with Changes
- Model the GVTDAC for school advisory council
- Consider a school District budget to support the SPLO program
- Cops for Cancer September - be mindful of timing, Have Police join and support
- Keep students at the center of all SPLO programs

- Align job descriptions across all Municipalities and SPLOs and have structured goals each year – consistency
- Relationship building is the key to all SPLO interactions
- Investigations should be a different role - make that clear
- Advocacy to have VicPD in SPLO program
- SPLO to wear Plainclothes and identifiable as a police officer – ie. Golf shirt
- Consistency of training – cultural sensitivity and trauma informed training must occur and be expected by the District/Board
- Partner with IED to plan the year
- Project based year to year partnerships accessibility – student connection
- Opportunities to interact through play and other non-curricular experiences and career explorations
- Police camp? Bring it back
- SPLO – District meeting – open to others – rRightsholders and stakeholders
- Process for SPLO continuous improvement reporting mechanism
- Be aware of balance of power – must provide safe spaces, sit in circle, restorative THINK DIFFERENTLY
- Infrastructure – structure and representatives, sub group, to move the recommendation forward
- Review annually or have a sub group with community/experts about implementation plan – point person.
- Expectations for all police working in schools - both SPLO and regular patrol
- Consistent values based – P/VP role in meetings and work with SPLO
- Relationships with schools and students
- School introduction at the start of every school year
- Feedback from current and past SPLO
- Extra connections and supports for students at risk
- MYST connection
- Training to address C.G youth and marginalized groups – connect with youth to hear their thoughts and recommendations and report back
- Have an approved list of community facilitators to engage with youth and SPLO
- Put in the recommendations to Board: Timeline , reporting mechanism, accountability and person responsible
- Advocate for All schools to have a SPLO

End with recommendations
- Relationship with police is fractured and if program ends we need to create ways to rebuild the relationship
- If no SPLO reach out to UVIC law for class
- Bike safety – replace with …
- Lockdown procedures and school safety

Group 1: Cessation with recommendations-

·   Establish what services currently being provided by the SPLO will continue.

·   Once the school district establishes which services will continue after cessation, the school district should identify who will provide the service moving forward (ie: school district staff, volunteers, other agencies).

·   Identify alternate funding source(s) for retained service(s) as appropriate.

· District should review the policing lens through which subject matter is currently taught (i.e.: substance use and the law) and consider providing this subject matter through another non-policing lens/perspective. Look to subject matter experts to assist the District to assess best practice and possible partnerships.

· Community safety related services can be provided through regular policing service but need to address how to maintain the liaison aspect of the SPLO role so that community safety issues that spill over into the school environment are properly coordinated.

· Review the police role in schools where there is a legal intervention required.

· All District schools should offer social justice subject matter courses.

· All interactions between students and police should be tracked and reviewed with clear accountability/responsibility in place.

Group 1: Keep the SPLO program with changes-

· District should address variation in the way that administrators use SPLOsto reduce risk of inequity and a lack of clarity regarding best practice.

· Set standards for administrators regarding when and how to utilize SPLO and or police services.

· Review process for how to handle complaints about SPLO, or administrator and recommend improvements.

· Provide all SPLO and all administrator's with trauma informed practice training, child and youth development, anti-racism and other relevant training that supports their ability to exercise difficult judgements about how to support students and whether to involve SPLO or police patrol services.

· Identify more appropriate preventative supports available to support students experiencing difficulty, a mental health crisis or other hardship.

· Address lack of consistent school based resources available to regularly support students such as EA and youth and family counseling supports.

· Invest more on targeted preventative wrap-around student supports such as the IEP, non-violent crisis prevention plan and school based team planning.Standardize SPLO job descriptions for all police forces and the RCMP.

D. GENERAL ANNOUNCEMENTS
D.1 Next meeting February 16, 2022

E. ADJOURNMENT

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Wednesday , 16 February, 2022 at <u>4:30-6:30p.m.</u>**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A. COMMENCEMENT OF MEETING

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 Agenda

A.3 Approval of the Minutes

C. NEW BUSINESS

C.1 Further discussion on recommendations

D. GENERAL ANNOUNCEMENTS

E. ADJOURNMENT

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

MEETING MINUTES

Date: **Wednesday, 16 February, 2022**

Chairperson: Trustee Duncan

Attendees: Deb, Darrell, Colin, Shawna, Taily, Matt, Nancy, Jennifer, Elaine, Nicole, Kalie

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A. COMMENCEMENT OF MEETING

A.1 Acknowledgement of Traditional Territories -

Trustee 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

A.3 Approval of the Minutes

B. CORRESPONDENCE

B.1. No correspondence received.

C. NEW BUSINESS
1. End with recommendation
2. Keep with changes

Group 1 Break Out Room

Amendments: pages 2-4 of the minutes were not discussed in Break-Out Group 1. These minutes were received by email after the discussion to provide an opportunity for collecting all perspectives as there was limited time during the discussion. There was a request for a note to be added to the minutes indicating this had occurred.

Group 1- Considering option to keep with improvements:

- Review whether all services should continue to be provided by SPLO's; consider the other options for service delivery and the impacts on the service recipients.
- SPLOs should not be armed when providing services in SD61.
- Consider providing SPLO services using retired members of the police.
- Adopt alternate uniform that identifies SPLO as police.
- SPLO's must be required to inform all students that they are not providing counselling services.
- Must establish sufficient policies and procedures to govern the operation of SPLO programs, including an independent complaint process to address SPLO behavior and ensure trauma informed practice.
- District needs to lead the development of comprehensive training and qualification requirements for SPLO's with input from SPLO's.
- District should review what skills and training is needed to support school administrator as they exercise difficult judgements/discretion regarding their use of police.
- District needs to establish clear rules regarding who can interact with students and in what context (i.e. counselling is provided by qualified counsellors not police).
- Police should not be left to provide learning or counselling type services to students.
- The role of police as law enforcement officers should be made clear and student legal rights should be protected.
- Establish accountability mechanisms that apply to all police in all schools and administrators/staff.
- District must establish a comprehensive and regular review process including ongoing and appropriate data collection as part of that ongoing accountability and review of the SPLO Program, including transparent public annual reporting.
- Uniform job description that applies for all police in all schools including the specifics of the role and the training required.
- Establish a memorandum of understanding between Police and the School District.
- School District to write to police services advocating for greater diversity and inclusion in police services.

Recommendations

1. That the board end the SPLO programs due to current trauma-informed research on impacts of policing on Black, Indigenous, People of Colour (BIPOC) students.
If the board will not end the programs, then:
    a. Provide clear and detailed public explanation for why the decision to keep the program was made.
    b. That RCMP are not permitted to act as School Liaison Officers due to their specific history and role in settler colonialism.
    c. Implement sufficient policy to govern police in schools as outlined in point 2.

2. Establish thorough and sufficient policy to govern actions of SPLO programs which includes:
    a. Complaints Process:
        i. A substantial and impartial complaints process specifically referring to police be established along with a dedicated ombudsperson at each school who will assist students and families with the process.
        ii. That the complaints process be made clear to families in three situations during the school year (i.e. principal letter, school assembly, PAC meetings etc.) and to students in their classroom (by teacher).
    b. Develop discipline and behaviour management procedures that are based in trauma-informed research on impacts of BIPOC students;

i. That the district adopt an official policy that police not be used in instances of student behaviour management and that the district invest appropriately in school and mental health supports for situations that require intensive intervention.

ii. Investing in creating safer schools without police by utilizing models transformative and/or restorative justice models and utilizing approaches outlined in alternative approaches to discipline overview https://mje.mcgill.ca/article/view/9547/7381.

iii. That data be collected on race, ethnicity, ability, gender expression of students disciplined, and that if police are involved in any services provided to these students, that families are contacted within a month of receiving services to provide anonymous feedback on the experience of the process.

c. Student Rights:

i. That the district take an active stance against criminalization of youth specifically with respect to the Youth Criminal Justice Act.

ii. That the district adopt a restorative or transformational justice model for dealing with school related offences.

iii. That SPLO's may not be used in the surveillance of students, nor have the power to arrest, detain, interrogate, question, fine or ticket students on municipal code, juvenile, criminal or immigration-related matters. iv. On those rare occasions when it is appropriate for law enforcement to enter a school building, there should be agreements with police departments that limit the cases when law enforcement can be called in to a school, with particular safeguards in place to ensure students' rights to education and dignity are protected, in addition to their constitutional rights to counsel and due process.

v. That SPLO's not be permitted to perform well-being checks on students attending or unattending school.

vi. That an independent ombudsperson be appointed at each school for assisting students with navigating the criminal justice system and multi-jurisdictional sections if those services are required.

d. Staff Training:

i. That all school staff are provided with current, research-based information on the impacts of policing on BIPOC students.

ii. That all district staff are provided in service training on identifying personal implicit bias, anti-racist training.

iii. That all school staff receive in-service training in trauma-informed/antiracist approaches to behaviour management.

e. SPLO and School Community;

i. Officers must not be armed and uniformed in schools.

ii. Officers however must be thoroughly identified as students and staff have a right to know when they are speaking with an officer.

iii. That SPLO's not be permitted to attend community events.

iv. That SPLO's not mentor individual students.

v. That SPLO's not attend school functions particularly for events where their presence may be triggering for BIPOC folks such as Orange Shirt Day, Rainbow Day and Pink Shirt Day.

f. SPLO Programing in Schools:

i. School Programing:

1. That the District acknowledge the need for a diversity of people and perspectives to be brought into the classroom; the district should limit the amount of times an SPLO can be brought into deliver programing each year and ensure there is funding and availability for members from other community groups and organizations to present programing, with a special attention to BIPOC groups.

2. That there be outlines on what SPLO's can offer in terms of educational programs and that those be constructed in partnership with trained teaching professional with anti-oppressive lens.
   g. SPLO Training;
      i. That SPLO's be required to obtain the equivalent of 5 university level courses in the field of education specifically with respect to child development, behaviour management, indigenous education, abnormal psychological development and social emotional learning.
      ii. That SPLO's be required to complete training related anti-oppressive/restorative and transformative justice models.
   h. Future Review Processes:
      i. That the district commit to reviewing its SPLO programs every 5 years and;
      ii. That the district take seriously the democratic concerns of having independent reviews of policing;
      iii. That police officers may not sit on these review committees.
      iv. Establish an impartial process for collecting data from the community that is trauma-informed, and is inclusive for all members of the community, particularly marginalized people, free of barriers and safe to participate in for all consultative processes SPLO related or otherwise.

3. Mental Health and Social Supports in Schools:
   a. That the District staffing formula include a base-level of counselling, behaviour support, psychologist, inclusive learning support and other forms of inclusive, mental health and social supports necessary to utilize a proactive model of safe schools and behaviour management.

4. Anti-racism/Anti-Oppression:
   a. District establish an official definition of racism connected to democratic and systemic racism.
   b. Adopt an official policy with budgeted line items for anti-oppression work.
   c. Acknowledge and validate the historical and ongoing violence perpetuated against BIPOC folks by police VIA a public statement.
   d. That this process be steered by BIPOC folks from the community.

Group 2 Break Out Room

Keep with Changes – Unanimously agreed to keep SPLO with suggested changes and ongoing meetings to ensure all were accountable and aware of challenges, success and concerns.
Have SPLO in all SD61 schools and ensure that SPLO is clear to all vs. regular patrol.
- Keep students at the center of all SPLO programs
- Align job descriptions across all Municipalities and SPLOs and have structured goals each year – consistency
- SPLO to wear Plainclothes and identifiable as a police officer – ie. Golf shirt
- Consistency of training – cultural sensitivity and trauma informed training must occur and be expected by the District/Board
- Partner with IED to plan the year
- LGBTQ2 focus
- SPLO – District meeting – open to others – rRightsholders and stakeholders
- Process for SPLO continuous improvement reporting mechanism
- Review annually or have a sub group with community/experts about implementation plan – point person.
- Expectations for all police working in schools - both SPLO and regular patrol
- Consistent values based – P/VP role in meetings and work with SPLO
- Relationships with schools and students

- Have an approved list of community facilitators to engage with youth and SPLO
- Put in the recommendations to Board: Timeline , reporting mechanism, accountability and person responsible
- Advocate for All schools to have a SPLO

D. GENERAL ANNOUNCEMENTS

E. ADJOURNMENT

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

AGENDA

Date: **Wednesday, 11 January, 2023 at 4-5:30p.m**
Location: **Via Zoom**

Chairperson: Trustee Duncan

A. COMMENCEMENT OF MEETING

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 Agenda

A.3 Approval of the Minutes

B. NEW BUSINESS

B.1 Further discussion on recommendations

B.2. Review of Letter from Human Rights Commissioner

B.3. State of School Liaison Programs in Canada

B.4. BC Human Rights Commissioner to the Special Legislative Committee on Reforming the Police Act

B.5. Ed Access Letter to GVSD61 about SPLO Program.

C. GENERAL ANNOUNCEMENTS

D. ADJOURNMENT

Greater VICTORIA School District

The Board of Education of School District No. 61 (Greater Victoria)
Police Liaison Officer Ad Hoc Committee

<mark>**MINUTES**</mark>

Date: **Wednesday, 11 January, 2023 at 4-5:30p.m**
Location: **Via Zoom**

Chairperson: Trustee Duncan

Attending: M. Christie, B. Bidney, J. Snow, K. Kraft, L. Gunderson, T. Humphries, T. Aerts, T. Wills, A. Carmichael, J. Massey, D. Underwood, M. Brown, H. Caldwell

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A. COMMENCEMENT OF MEETING

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 Agenda - Approved

A.3 Approval of the Minutes

Amendments: pages 2-4 of the minutes were not discussed in Break-Out Group 1. This list of recommendations were received by email after the discussion to provide an opportunity for collecting all perspectives as there was limited time during the discussion. There was a request for a note to be added to the minutes indicating this had occurred.

B. NEW BUSINESS

B.1 Further discussion on recommendations

Once the recommendations have been captured, the committee's work will be collated and we will need to meet again so the committee can review the draft.

It was noted that the Vancouver School Board was considering bringing the SLO program back and a Vancouver parent had reached out for information on what possible changes would look like if adopted in Victoria.

The Committee considered: How do we share information externally? Once the review goes to the Board, it is publicly accessible.

B.2. Review of Letter from Human Rights Commissioner

The Board received the letter from Human Rights Commissioner dated 24 November 2022. The Human Rights Commissioner requested that all Boards of Education end SLO programs and points to the lack of empirical research in Canada, and points out that existing studies are largely from the perspective of administrators and SPLOs rather than students.

Conversation centered around research and the difference between peer reviewed research and the collection of information through a survey. The evidence based research in the letter indicates people have been harmed by police. Some Committee members suggested that this research does not necessarily reflect the Victoria experience where they perceive that there is less animosity with police.

The Committee discussed the limitations of the survey data collected. Some Committee members suggested that the Committees survey suggests the majority of our school community are not harmed by police and asked 'how do we care for those that are uncomfortable with police?'

Another question surfaced regarding why police are in schools. Some Committee members responded that police presence addresses safety, offers authentic relationship, arises from an invitation from staff for presentations, and to support students who were potentially on a path to criminality. It was noted that the student perception of police presence in schools was different and included punishment or penalization as part of their experience.

B.3. State of School Liaison Programs in Canada

No comments were provided.

B.4. BC Human Rights Commissioner to the Special Legislative Committee on Reforming the Police Act

Chair Duncan summarized the letter received by the Human Rights Commissioner who strongly recommends that "[o]ut of respect for the rights of students…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."

Chair Duncan suggested that an additional recommendation be added to the Committees list that the Board write to the Minister of Education and Childcare and the Minister of Public Safety and Solicitor General urging them to guarantee provincial government funding for civilian alternatives to SLOs such as coaches, youth counsellors, substance use educators.

The Committee discussed that there are other ways to support schools including using outreach officers without gear, not calling 911 for mental health calls, ending the program, using other specialists including counsellors and YFCs.

B.5. Ed Access Letter to GVSD61 about SPLO Program.

BCED Access does not support the SPLO program in schools. Indigenous, Black and other People of Colour need to be consulted; deep consultation has not occurred and these voices should be front and center. It was also highlighted that to date the voices of students with disabilities have not been considered in terms of their experience with police and possible harm.

The Committee discussed the limitations of the survey as not a lot of middle and high school students participated. It was suggested that the report to the Board needs to acknowledge limitations of engagement to date.

C. GENERAL ANNOUNCEMENTS

Next steps:
- We will collate all of the information we have gathered including all recommendations – approximately 4 weeks
- We will come together to review the draft report and provide feedback – approximately 2 weeks after the draft is collated, an invite will come from Kelly
- Once the report is submitted to the Board and it is published, the information is available for partners to review
- The committee will be dissolved after the report is provided to the Board unless the Board decides to reconvene the committee

D. ADJOURNMENT

5:31

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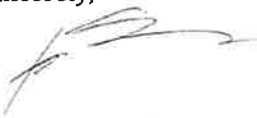
literature that SLO programs often make racialized students feel *less* safe rather than meeting their goals of increasing student safety.

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-Wortley[1]
May 2021

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[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

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[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 (SRO) 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, Zhiqun 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 Board[19] 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 policing[22] 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/ocdsb-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 Columbine[35] and Sandy Hook[36] tragedies in the United States and the shooting death of Jordan Manners in Canada[37]—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/grc-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

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[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.

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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

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[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 bullying[87] 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

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[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

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[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,

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[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 McDevitt 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

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[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 Mastrofski. "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 schools[170] 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

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[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/7aa51118-ca67-4a3e-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

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[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

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[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.h
tml
[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

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[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

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[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.

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[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

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[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/carlton-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

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[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 program[232]. 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

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[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, "[al]though 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

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[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 Tecle. Perspectives of Black male students in secondary school, 9.

[242] Gray, Brady, and Tecle. 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]

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[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

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[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.

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[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 District[261] 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

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[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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BCEdAccess

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December 5, 2022

To the Board of Directors of the Greater Victoria School District 61::

The BCEdAccess Society is an organization of families of children and youth with disabilities and complex learners from all over the province of British Columbia. We champion and support these children and youth to reach their full potential in BC education, and in all aspects of their lives. Our goals are achieved through supporting families, sharing information, and working collaboratively with other not for profit organizations and charities to assist them in their work towards inclusion in education. It is with this in mind that we are writing ahead of the next district meeting of the School Police Liaison Officer Committee.

It is the position of BCEdAccess that if schools are to be inclusive to Black and Indigenous students, then SLPO programs must be terminated. Furthermore, the Greater Victoria School District must centre Black and Indigenous community members in their decision-making.

As parents, we want schools to be places where all children and youth feel welcome, safe, and valued.This is not the case for many Black, Indigenous, and racialized students who do not feel safe at schools where police are present. Disabled students (including Black, Indigenous and racialized disabled students) also report feeling unsafe. Recent research demonstrates the ineffectiveness and negative impacts of SLPOs in schools.

We cannot ignore that the roots of modern policing are grounded in harm. The ongoing racism and abuses of power in these institutions today is well documented. BC has the highest rate of police-involved deaths per capita in the country. Further, Indigenous and Black communities are over-represented in racial profiling and carding practices, as well as in prisons. A commitment to anti-racism requires more than future studies. It demands immediate action.

As a non-profit society with a mandate for equitable access to education, we know that the overrepresentation in rates of incarceration and the life-long trauma of racist policing disproportionately harms Black and Indigenous students. We support the families who have been harmed and excluded from public education because of the School Police Liaison Officer program.

Our expectation is that the Greater Victoria School District will start to acknowledge and address systemic anti-Black and anti-Indigenous racism and protect children and youth from bias in policing by consulting with the affected community members

Regards,

Nicole Kaler, Chair, and Tracy Humphreys, Executive Director
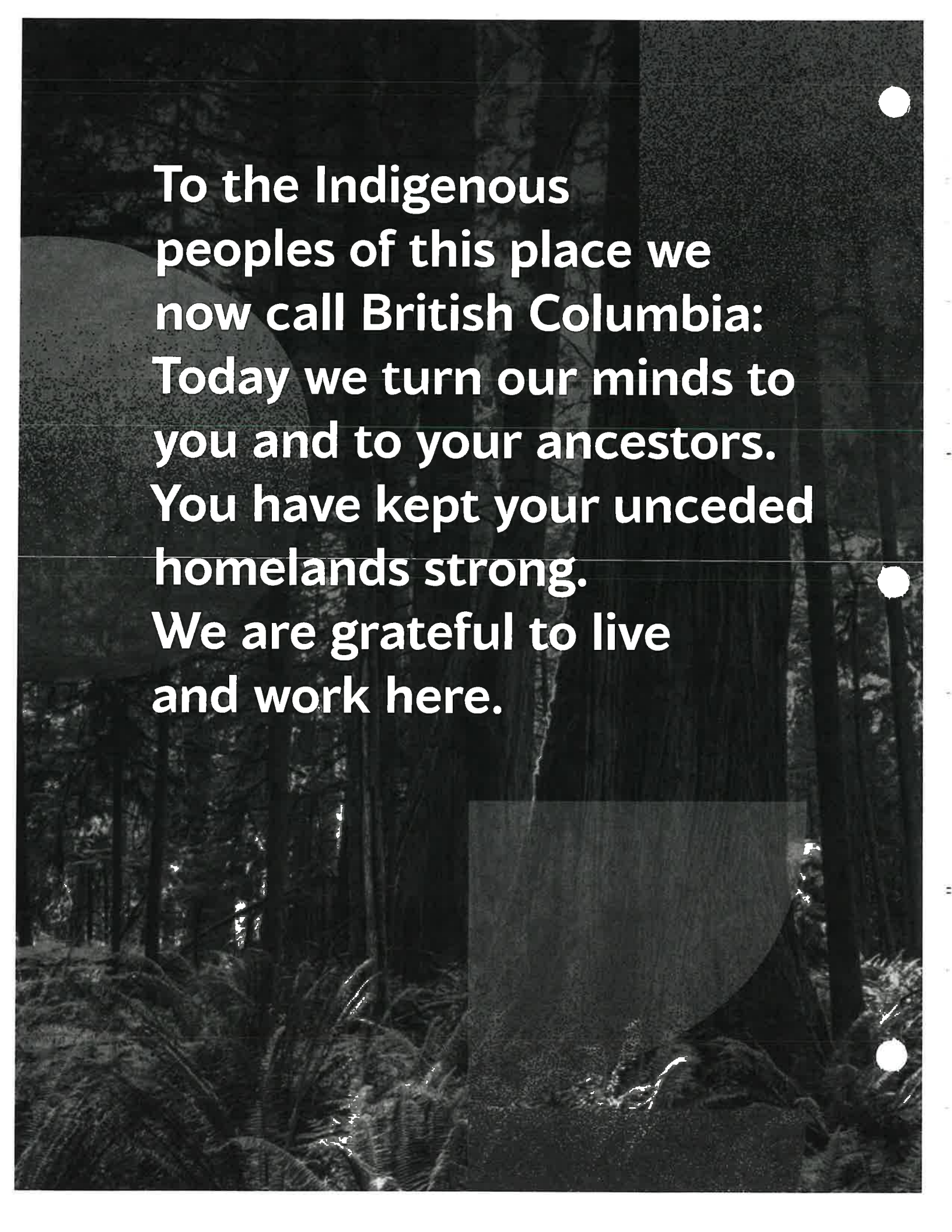BCEdAccess Society

British Columbia's
Office of the Human Rights
Commissioner

Equity is safer: Human rights considerations for policing reform in British Columbia

Submission | November 2021

British Columbia's
Office of the Human Rights Commissioner

Equity is safer: Human rights considerations for policing reform in British Columbia

November 2021

BCOHRC recognizes the important relationship between protecting the natural environment and protecting human rights. One way we reduce our environmental impact is by limiting print copies of our reports. However, if you have difficulties reading this report in its electronic format, you are welcome to contact our office to request a printed copy.

Support for impacted communities: The data we are releasing points to a trend of over policing of racialized people in British Columbia. We recognize this information will be deeply disturbing for many people in our province to hear. This issue, while critical to examine, is extremely challenging, especially for people who have experienced or witnessed negative interactions with police or law enforcement. Members of police services who are shocked by these statistics and concerned with the conclusions drawn may also feel the need for support. British Columbians who experience distress at hearing this news or who need immediate help can access a list of crisis lines and emergency mental health supports we have compiled on our website at: **bchumanrights.ca/support**

This publication can be found in electronic format on the website of British Columbia's Office of the Human Rights Commissioner: **bchumanrights.ca/SCORPA**

British Columbia's
Office of the Human Rights Commissioner

Equity is safer: Human rights considerations for policing reform in British Columbia

Submission | November 2021

British Columbia's
Office of the Human Rights Commissioner

To the Indigenous
peoples of this place we
now call British Columbia:
Today we turn our minds to
you and to your ancestors.
You have kept your unceded
homelands strong.
We are grateful to live
and work here.

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

November 2021

MLA Doug Routley
Chair of the Special Committee on Reforming the Police Act
Parliament Buildings
Victoria, B.C. V8V 1X4

Dear Mr. Routley,

I have the honour of making these submissions to the Special Committee on Reforming the Police Act of the Legislative Assembly of British Columbia.

We are grateful to those who supported the preparation of these submissions and we acknowledge that the experiences of those most directly impacted by the issues detailed in these submissions are the heart and soul of this work.

Sincerely,

Kasari Govender
B.C.'s Human Rights Commissioner

cc: Clerk of Committees

Table of Contents

Executive summary

The time for debate about whether systemic racism exists in policing is over—particularly, but not exclusively, as it affects Indigenous and Black people in British Columbia. It is time to act.

Communities that have long been adversely impacted by discriminatory policing have consistently shared their stories and called for change, including before the Legislative Assembly of B.C.'s Special Committee on Reforming the Police Act (SCORPA). The analysis of data from the Vancouver and Nelson Police Departments and the Surrey, Duncan and Prince George RCMP completed by Professor Scot Wortley (see Appendix B) confirms what communities have long been saying:

- that Indigenous and Black people are either grossly or significantly overrepresented in arrest/chargeable incident statistics, depending on the jurisdiction. Hispanic and Arab/West Asian people are also overrepresented in many police jurisdictions.

- that a great deal of police activity involves people experiencing mental health issues. Indigenous, Black and Arab/West Asian people are also significantly overrepresented in these types of police interactions in many jurisdictions.

- that, while women are generally underrepresented in police arrest/chargeable incident statistics, Indigenous women are either grossly or significantly overrepresented in arrest statistics in most jurisdictions examined in B.C. In many cases their arrest rate exceeds that of white men, for example.

These racial disparities are not necessarily only the product of bias in policing practices themselves, as systemic racism within many systems leads to the over criminalization of people who are Indigenous, Black or otherwise marginalized. Regardless of the confluence of factors, police services—alongside other actors in the justice system and across government—have an obligation to proactively tackle systemic inequalities that impact Indigenous and Black people (and other groups as detailed in the Racial disparities in British Columbia police statistics report).

In these submissions, B.C.'s Human Rights Commissioner recommends reforming a range of policing activities in B.C. in order to reduce systemic racism and improve safety—by improving equity—for the people of B.C.

We make the following recommendations for police reform based on four key premises:

- that policing in this country is rooted in colonial mandates to control Indigenous people in order to bring settlers onto the land[1]

- that the primary purpose of policing is to promote and protect community safety

- that discriminatory policing undermines rather than protects communities, or conversely that equity is essential to community safety

- that police reform is both possible and essential

These recommendations are a starting point to achieving equity in policing:

Realizing B.C.'s obligations to Indigenous peoples

1 The B.C. government should work with Indigenous peoples on a government-to-government basis on legislative amendments to the *Police Act*.

2 The B.C. government should provide funding to enable Indigenous peoples to be partners in *Police Act* reform.

Disaggregated data

3 The Ministry of Public Safety and Solicitor General should take steps to amend the *Police Act* to expressly authorize the police to collect race-based and other demographic data for the purpose of addressing systemic discrimination in policing.

4 The Ministry of Public Safety and Solicitor General should require the Director of Police Services to use the Indigenous data governance model and work with the Community Governance Board established under the data legislation to develop and oversee the disaggregated policing data standards.

5 Pending the establishment of a Community Governance Board, the Director of Police Services should engage with community and utilize an Indigenous data governance model to develop standards under s.40(1)(a.1)(vii) of the *Police Act* specific to the collection, use and disclosure of disaggregated police data.[2]

6 The Ministry of Public Safety and Solicitor General should establish provincial data retention schedules in consultation with a Community Governance Board (or via community engagement prior to the establishment of a Community Governance Board) and require all police services to maintain disaggregated and de-identified data in data warehouses for research and other legitimate purposes.

7 The capacity of the Office of the Information and Privacy Commissioner for B.C. should be expanded to enable the investigation of complaints or concerns about the collection, use or disclosure of data covered by the provincial policing data standard.

Street checks

8 The Ministry of Public Safety and Solicitor General should amend Provincial Policing Standard, 6.2 Police Stops (or subsequent standards that relate to police stops) to reduce the exercise of discretion, ensure accountability for police actions and ensure that information is collected only for the purposes of accountability, as detailed on page 47 of these submissions.

9   The Ministry of Public Safety and Solicitor General should implement an Unbiased Policing Standard specific to traffic stops. This standard should expressly address conducting traffic stops without bias by requiring all police services to have a policy that minimizes officer discretion in proactive policing practices like sobriety checkpoints.

De-tasking the police

10 The B.C. government should work with all levels of government including Indigenous, federal, provincial and municipal governments to establish a framework to redirect funding from police budgets and to invest in civilian-led services for people experiencing mental health and substance use crises, homelessness and other challenges that could be satisfied through increased social service provision rather than a criminal justice response.

11 The Ministry of Public Safety and Solicitor General should adapt 9-1-1 services to ensure police are only involved in responding to people experiencing a mental health crisis as a last resort and not as the default first-responders. More details are set out on page 58 of these submissions.

12 The B.C. government should make significant investments in civilian-led (i.e., led by community-based agencies rather than by police or health authorities) mental health and substance use services including:

- establishing urgent response centres staffed by multidisciplinary teams that include mental health clinicians, nurses, social workers and peer workers who can provide wraparound support that extends beyond the medical model of diagnosis and treatment

- increasing investments in complex care housing and substance use treatment for people with severe mental health and substance use needs. More details are set out on page 58 of these submissions

13 The B.C. government should address the intersection of policing, homelessness, mental health and substance use when developing the provincial homelessness strategy.

14 School boards should end school liaison officer (SLO) programs unless they can demonstrate an evidence-based need for them that cannot be met through other means. In making this assessment, school boards must centre the impact of continuing SLO programs on Indigenous, Black and other student populations.

15 The psychosocial and educational roles of SLOs should be re-assigned to civilians with experience in coaching and leading other extracurricular activities, child and youth counselling, trauma-informed practice, sexual assault prevention, substance use education and bullying prevention. The funds and resources which would otherwise go to SLO programs should be redirected to civilians to fulfill these roles.

Police accountability

16 The Ministry of Attorney General should provide funding for legal advocacy programs, including legal aid, to provide advice and representation to people involved in complaints or investigations by the Civilian Review and Complaints Commission for the RCMP (CRCC), Independent Investigations Office (IIO), Office of Police Complaints Commissioner of British Columbia (OPCC) and the BC Human Rights Tribunal.

17 The Ministry of Public Safety and Solicitor General should develop a plan and timeline to achieve the goal of complete civilianization of the IIO as soon as possible.

18 The OPCC should develop a plan and timeline to achieve the goal of complete civilianization of the OPCC as soon as possible.

19 The Ministry of Public Safety and Solicitor General should develop a plan and timeline to require the CRCC (when responding to B.C. complaints) to move towards the goal of complete civilianization as soon as possible.

20 The Ministry of Public Safety and Solicitor General should ensure that either the RCMP are brought under the jurisdiction of the OPCC, as recommended by the Commission of Inquiry into Policing in B.C., or that the law and complaint processes for the OPCC and the CRCC are harmonized.

21 The Ministry of Public Safety and Solicitor General should expand the mandate of the OPCC to enable the OPCC to investigate complaints itself, assume the responsibility for any investigation or refer complaints to the IIO for investigation. If the OPCC's authority is expanded, OPCC staff must be provided with necessary training.

22 The Ministry of Public Safety and Solicitor General should use its regulation making authority in s.74(2)(t.4) of the *Police Act* to immediately expand the IIO's mandate to include sexual assault investigations. If the IIO's authority is expanded, IIO investigators must build expertise on the dynamics of gender-based violence.

23 The recommendations made by Battered Women's Support Services to SCORPA for government to undertake a comprehensive evaluation of police responses to domestic violence and sexual assault should be adopted.

24 The Attorney General should take steps to amend B.C.'s *Human Rights Code* to include social condition and Indigenous identity as protected grounds.

25 The *Police Act* should be amended to ensure that police boards are representative of the communities they serve and specifically of communities who are disproportionately impacted by policing, including by requiring every police board to have Indigenous representation.

26 The Ministry of Public Safety and Solicitor General should work with the RCMP in B.C. to establish local civilian police boards or councils for different areas of the province.

27 The Ministry of Public Safety and Solicitor General should develop additional public reporting requirements for police boards to improve police board transparency and accountability.

28 The B.C. government should establish a robust and well-funded Indigenous civilian police oversight body (or branches within established reputable civilian oversight bodies within a jurisdiction), which must include representation of Indigenous women, girls and LGBTQ2SAI+ people, inclusive of diverse Indigenous cultural backgrounds, as called for in the final report of the Inquiry into Missing and Murdered Indigenous Women and Girls. The Indigenous civilian oversight body should have the powers set out in more detail on page 71 of these submissions.

29 Until the provincial government establishes Indigenous civilian oversight bodies, a civilian monitor should be appointed for every investigation into an incident that results in death or serious harm to an Indigenous person. The government should remove any barriers to their effective participation.

In the name of human rights, equality, safety and justice, the Human Rights Commissioner urges the Select Standing Committee on Reforming the Police Act — and, subsequently, the Government of British Columbia — to adopt these recommendations alongside the important submissions of many others, and not to shy away from reimagining the role of police in our province.

Introduction

From mental health to the opioid crisis, from homelessness to poverty, the police have become the answer to a wide range of community safety issues. As a result, the range of policing activities has increased, all too often at the expense of Indigenous, Black and racialized communities, people with low incomes and those experiencing substance use and mental health issues.

In the face of widespread critique of police for racial profiling and disproportionate uses of force, there is a growing interest in changing the dominant model of community safety.[3] At the same time, racism is institutionally entrenched and despite new programming, policies and promises, change is slow in coming.

Our recommendations for police reform are based on four key premises:

- that policing in this country is rooted in colonial mandates to control Indigenous people in order to bring settlers onto the land[4]
- that the primary purpose of policing is to promote and protect community safety
- that discriminatory policing undermines rather than protects communities, or conversely that equity is essential to community safety
- that police reform is both possible and essential

Who we are

BC's Office of the Human Rights Commissioner (BCOHRC) envisions a province free from inequality, discrimination and injustice where we uphold human rights for all and fulfil our responsibilities to one another. We strive to address the root causes of these issues by shifting laws, policies, practices and cultures and do this work through education, research, advocacy, inquiry and monitoring.

The role of B.C.'s Human Rights Commissioner was established as an officer of the Legislature in 2019 by the Legislative Assembly of British Columbia. Commissioner Kasari Govender was appointed to lead the creation of the new organization and carry out the mandate of the Office. She began her five-year term in September 2019.

Why we are doing this work

The year 2020 was marked not only by a global pandemic but also by global protests against systemic racism. While many Indigenous and Black people have been drawing attention to these issues for years, recent incidents of police brutality have sparked widespread awareness of systemic racism in our institutions and increasingly loud calls for change.

It is in this context that the Legislative Assembly of B.C. appointed the Special Committee on Reforming the Police Act (SCORPA) to conduct a broad inquiry into policing and related systemic issues in B.C. The Human Rights Commissioner made oral submissions to SCORPA on Feb. 11, 2021. This document presents our written submissions to this Committee and makes our recommendations public.

Through these submissions we recommend reforming a range of policing activities in B.C. in order to reduce systemic discrimination and improve safety — by improving equity — for the people of B.C.

How we are doing this work

In preparation for these submissions, we conducted research and multiple consultation sessions. Between fall 2020 and summer 2021, we spoke to 22 community and academic experts through both roundtables and one-on-one consultations. BCOHRC's work is grounded in both a human rights-based and decolonizing approach, which include ensuring that community members are seen and listened to as experts in their own lives and fields of practice. Several community-based and academic experts[5] also reviewed the draft submissions and provided feedback that was considered and incorporated into the submissions as appropriate. We are grateful to those who supported this work, including through gifts of wisdom, expertise and time.

In early 2021, the Human Rights Commissioner sent information requests to all police services in B.C. asking them to confirm the types of demographic data they collect for various policing activities.[6] Every police service in B.C. is required to use the Police Records Information Management Environment (PRIME), also known as Versadex, as its record management system.[7] Police services explained that they collect data for law enforcement purposes, to ensure public safety, to support the identification of and communication with individuals and to report to Statistics Canada's Canadian Centre for Justice Statistics. Police services collect demographic information from victims, witnesses and those accused of crimes or violations of the law, and record demographic information based on the perception of officers. In other words, the demographic data is a combination of self and third-party reporting and includes external perception of identity factors such as race.

In April 2021 the Commissioner sent detailed data requests to five police services: Vancouver Police Department, Nelson Police Department and the Surrey, Duncan and Prince George RCMP detachments. The Commissioner chose these police services as they represent different sized communities in distinct parts of the province with varying demographic populations. The Commissioner requested demographic data for a 10-year period on mental health/well-being checks, arrests and detentions and strip searches.

All five police services provided data for mental health/well-being checks, arrests and detentions and strip searches. The Commissioner is grateful to the staff of the Vancouver Police Department, Nelson Police Department and the RCMP E-Division for their significant work in responding to our requests and preparing the data for release.

We retained criminology experts Professors Akwasi Owusu-Bempah, Assistant Professor in the Department of Sociology at the University of Toronto, and Dr. Scot Wortley, Professor at the Centre for Criminology & Sociolegal Studies at the University of Toronto, who have particular expertise in race based policing data to assist us in preparing the data requests and to analyze the responses. A link to the report on policing data is provided in Appendix B.

In July and August 2021, we provided the five police services who responded to our detailed data requests with time to review Professor Wortley's data analysis for the purposes of administrative fairness. Professor Wortley considered their feedback and incorporated it where appropriate.

After BCOHRC received the Racial disparities in British Columbia police statistics report in September 2021, we invited Indigenous Nations whose territories intersect with the police jurisdictions studied as well as several community organizations to share their views on the release of the report. Overwhelmingly, those who responded were in favour of the data being released.

Inequality in B.C.'s policing system

What is systemic racism?

Racism is not necessarily the product of overt actions between individuals. It does not require hatred or even explicit discrimination. Sometimes, even when people are well intentioned, the laws and structures of our society produce consistently discriminatory outcomes for Indigenous and racialized peoples, which is known as systemic racism.

Human rights law has long acknowledged that what appear to be neutral standards, rules or practices, may be discriminatory. This is so even if those standards are established for sound social or economic reasons and even if they seem to be applied equally. If those seemingly neutral standards affect, for example, Indigenous or Black people differently from others, then the standards may well be discriminatory and unjustifiable. In law, this is known as adverse effect discrimination. Some, but not all, of what we talk about when we talk about systemic discrimination in policing involves adverse effect discrimination.

In *Radek v. Henderson Development (Canada) and Securiguard Services (No. 3)*, the BC Human Rights Tribunal adopted the following definition of systemic discrimination:

> *"Discrimination... means practices or attitudes that have, whether by design or impact, the effect of limiting an individual's or a group's right to the opportunities generally available because of attributed rather than actual characteristics... It is not a question of whether this discrimination is motivated by an intentional desire to obstruct someone's potential, or whether it is the accidental by-product of innocently motivated practices or systems. If the barrier is affecting certain groups in a disproportionately negative way, it is a signal that the practices that lead to this adverse impact may be discriminatory."* [8]

Systemic discrimination on the basis of race is systemic racism.

The issue is not whether there are a few bad apples or even many bad apples who work as police officers in B.C., although racist behaviour of individual officers can be evidence of larger issues of systemic racism in the institutional culture. The issue is whether practices or attitudes within B.C.'s police services have, whether by design or impact, the effect of violating human rights of certain racialized groups, including by disproportionately over policing certain communities or through the disproportionate use of force on certain populations.

There are several factors that can contribute to systemic racism, including implicit and explicit bias, structural design, cultural dominance or ethnocentrism and the failure to address historical wrongs. For example:

- On **implicit and explicit bias**: The Ontario Human Rights Commission (OHRC) recently found that Black people in Toronto are grossly overrepresented in discretionary, lower-level charges and are more likely than white people to face low-level charges with a low probability of conviction. For example, despite making up only 8.8 per cent of Toronto's population, Black people represented 35.2 per cent of people involved in "out-of-sight" driving charges (such as driving without valid insurance), which are charges that only arise after a stop has already taken place, suggesting other motives for the stop such as implicit or explicit bias.[9]

- On **structural design**: In Surrey, a partnership between the City, the School District and the RCMP is designed to identify students at risk of gang activity. The project includes entering factors such as whether the student's peer group is "uni- or multi-ethnic" and whether they were "hanging out with the wrong crowd" into a database.[10] Using this type of information to train algorithms or as input data to generate forecasts about people that police may act on builds in problematic bias to the structure of the technology. Policy and procedures can be overtly designed in a discriminatory way or they can have that effect by implication.

- On **cultural dominance or ethnocentrism**: In sentencing an Indigenous offender in 2018, a judge of the Alberta Queen's Bench noted: "She is in a system which is imposed upon Aboriginal people, and I use that word deliberately. Our history, in relation to Aboriginal people, is one of deliberate destruction. We have systematically destroyed their culture, their way of living. We have done everything we can to take from them their sense of spirituality and identity."[11]

- On the **failure to adequately address historical wrongs**: The First Nations Leadership Council have noted the importance of recognizing that, historically, police have played a role in perpetrating cultural genocide against Indigenous peoples. Over-enforcement and police brutality towards Indigenous peoples remain major concerns and systemic bias and the power imbalance between police and Indigenous peoples is "deeply entrenched and undeniable."[12]
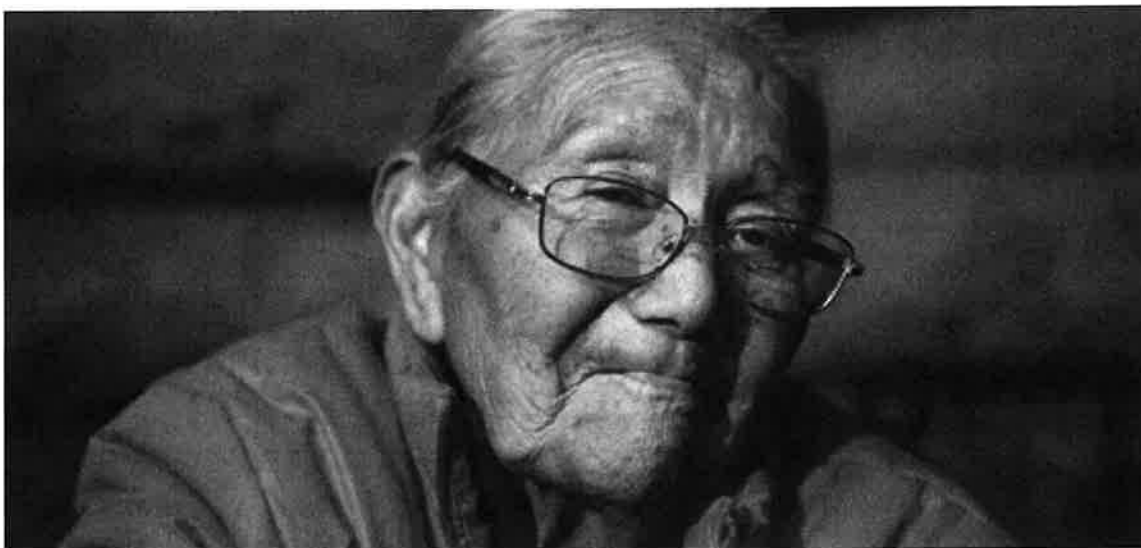
How do we know it exists in policing in Canada and B.C.?

Systemic racism in policing in Canada is well documented. The Supreme Court of Canada has recognized that we—Canadians—"have arrived at a place where the research now shows disproportionate policing of racialized and low-income communities."[13] In August 2020, when the OHRC released its second interim report in its inquiry into racial profiling and racial discrimination against Black people by the Toronto Police Services (TPS), Chief Commissioner Ena Chadha said:

> *"The time for debate about whether systemic racism or anti-Black racism exists is over. It is time to come together to change law enforcement institutions and systems that produce such disproportionate outcomes—community trust and safety, especially the safety of Black lives, depend on it."[14]*

Similarly, the Canadian Association of Chiefs of Police stated:

> *"We have study after study, including government-commissioned reports, that demonstrate we have an issue with systemic racism throughout our justice system, which includes our legal system, our courts and our police services."[15]*

The time for debate about the existence of systemic racism in policing in B.C. is also over. The evidence of discrimination in police services across Canada is prolific.

For example, the National Inquiry into Missing and Murdered Indigenous Women and Girls found:

- Indigenous women are vastly more likely to become involved in the criminal justice system compared to non-Indigenous women due to over-policing. For instance, while Indigenous women make up four per cent of the general population of Canada, they make up nearly 40 per cent of all federally sentenced women.[16]

- often, Indigenous people are treated as perpetrators and offenders. When crimes occur against Indigenous people, they do not receive the same access or outcomes as non-Indigenous people.[17]

The OHRC found that systemic racism is evident in the areas of street checks, use of force, proactive policing and arrests. Black people are significantly overrepresented in all use of force cases involving the Toronto police. For example, Black people were significantly overrepresented in investigations of serious injury, death or allegations of sexual assault by police relative to their representation in the general population. Between 2013 and 2017, a Black person in Toronto was nearly 20 times more likely than a white person to be involved in a fatal shooting by the police.[18] Perhaps most shocking to non-Black Canadians, we also know from the OHRC's work that the likelihood of a Black person being shot by police in Toronto is just as high as for a Black person in the average city in the United States.[19]

The significant overrepresentation of Black people in these incidents, as well as their gross overrepresentation in lower-level use-of-force incidents, cannot be explained by factors such as patrol zones in low-crime and high-crime neighbourhoods, violent crime rates and/or average income. The overrepresentation remained constant and significant even after controlling for these factors, suggesting that race was a much stronger predictor of police use of force.

Racial profiling is not just a problem in Ontario. The Nova Scotia Human Rights Commission found that within the Halifax region, Black people are grossly overrepresented in police street check statistics. Although overall street check numbers have declined significantly in recent years, racial disparities have not diminished and could not be explained by group-related age differences, criminal history or residential location. In fact, the street check rates for Black people are higher in predominantly white communities than communities with a relatively high Black population.[20] Analysis revealed very little evidence to support the argument that street checks lower crime. If anything, in Halifax, at the aggregate level of analysis, increased street check activity is related to small but statistically significant increases in both crime-counts and crime severity.[21]

Here in B.C., a number of indicators and high-profile examples reveal the same problems:

- In 2013, Human Rights Watch documented extensive reports of physical and sexual abuse of Indigenous women and girls by police officers in Northern B.C. going back decades. Given police powers and the fear of retaliation against Indigenous women and girls, these cases are likely under-reported.[22]

- The CBC maintains a "deadly force" database, which shows that Indigenous and Black people continue to be overrepresented in police-involved deaths in B.C.[23] According to CBC's research, B.C. has the highest rate of police-involved deaths in the country.

- A 2019 human rights case illustrates many of the contributing factors to systemic racism: unconscious bias, cultural disconnect and failure to recognize historical context. In *Campbell v Vancouver Police Board (No. 4)*, the BC Human Rights Tribunal found that Ms. Campbell, an Indigenous woman and mother, was discriminated against by the Vancouver Police Department on the basis of race. Amongst other things the Tribunal wrote:[24]

  - the actions of the police towards Ms. Campbell had the effect of perpetuating historical disadvantage against her as an Indigenous person

  - the officers who dealt with her that night were not equipped to understand her unique needs and circumstances as an Indigenous mother [including the historic abuses of Indigenous people by the police and other government agencies]

  - the officers drew on subconscious stereotypes to assess her as suspicious, possibly criminal and a threat to their mission. Their reaction to her was disproportionate and made matters worse

- On May 14, 2021, retired BC Supreme Court Justice Selwyn Romilly, a Black man, was wrongfully detained and handcuffed by Vancouver Police Department (VPD) police officers while out for a morning walk on Vancouver's seawall.[25] Vancouver Mayor Kennedy Stewart, who is also the Chair of the Vancouver Police Board, responded that "such incidents are unacceptable and cannot continue to happen... I want to say again, all of our institutions are based on colonialism and as such, are systemically racist. This includes the City of Vancouver and the Vancouver Police Department. We must continue to acknowledge this reality and do our best to combat racism — especially in our government institutions."[26] In contrast, despite the fact that the description of the suspect that police were looking for was 30–40 years younger than Romilly, VPD Chief Adam Palmer maintained that systemic racism isn't evident in Canadian policing.[27] BC's Office of the Police Complaint Commissioner asked the Vancouver Police Board to review the incident. At the time of writing, the Vancouver Police Board is investigating the incident.[28]

> *"As police leaders, we must go beyond verbal affirmations. I, along with a consortium of the willing, are making bold and meaningful changes. We understand that the willingness to step out, implement changes, to drive out systemic racism without fear of failure is required and expected."*[29]
>
> — *Peel Regional Police Chief Nishan Duraiappah*

B.C. police data reveals disturbing racial disparities

The data examined from police services in B.C. demonstrates that racial disparities do exist in policing in B.C. Professor Wortley details various limitations of the policing data in Methodology and on pages 8–12 of his report.

Key findings from the data received from the Vancouver and Nelson Police Departments and Surrey, Duncan and Prince George RCMP include:[30]

- Indigenous people are grossly overrepresented in arrests/chargeable incidents involving both the Vancouver Police Department and the Prince George RCMP. Indigenous people are significantly overrepresented in chargeable incidents involving the Nelson Police Department, the Surrey RCMP and the Duncan/North Cowichan RCMP.

- Black people are grossly overrepresented in arrests statistics involving the Vancouver Police Department. Black people are also significantly overrepresented in chargeable incidents involving both the Surrey and the Nelson Police Department. By contrast, they are underrepresented in chargeable incidents involving the Prince George RCMP. Their representation in chargeable incidents involving the Duncan/North Cowichan RCMP is approximately equal to their representation in the general population.

- Although they represent a relatively small segment of the population, Arab/West Asian people are grossly overrepresented in Duncan RCMP chargeable incidents and significantly overrepresented in arrests/chargeable incidents associated with Vancouver, Surrey and Prince George.

- Hispanic people are significantly overrepresented in arrests/chargeable incidents in both Vancouver and Surrey but underrepresented in chargeable incidents involving the Prince George RCMP.

- White people are underrepresented in chargeable incidents involving both the Prince George and Duncan/North Cowichan RCMP. Their representation in arrests/chargeable incidents involving the other three police jurisdictions is equal to their presence in the general population.

- Asian and South Asian people are significantly underrepresented in arrest/chargeable incident statistics across all the police jurisdictions in B.C. included in this study.

- Indigenous people are also grossly overrepresented in mental health-related incidents involving the Vancouver Police and the Surrey RCMP. They are significantly overrepresented in cases involving the Prince George RCMP.

- Black people are grossly overrepresented in mental health incidents involving both the Vancouver and Nelson Police Departments. They are significantly overrepresented in cases involving the Surrey RCMP.

- People of Arab/West Asian background are significantly overrepresented in mental health incidents involving the VPD, Surrey RCMP, Prince George RCMP and Duncan RCMP.

- Across all police jurisdictions, the representation of white people approximates or equals their representation in the general resident population.

- Both Asians and South Asians are significantly underrepresented in mental health incidents involving all five of the police jurisdictions in the current study.

- Black people are grossly or significantly overrepresented in strip searches involving all five police jurisdictions.

- Indigenous people are grossly overrepresented in strip searches involving the Vancouver Police Department. They are also significantly overrepresented in strip searches involving Prince George RCMP.

- Both Hispanic and Arab/West Asian people are significantly overrepresented in strip searches involving the VPD, the Surrey RCMP and the Prince George RCMP.

- Across jurisdictions, white people are either underrepresented in strip searches or their representation is equal to their presence in the general resident population.

- Across jurisdictions, Asians and South Asians are significantly underrepresented in strip search statistics. However, in Vancouver, the representation of South Asians is equal to their presence in the general population.

- The overrepresentation of Indigenous, Black and other people of colour (IBPOC) in strip search statistics is largely explained by their overrepresentation in arrests. However, even after benchmarking for the arrested population, Black people are overrepresented in strip searches involving the Vancouver Police Department, the Surrey RCMP, the Prince George RCMP and the Duncan RCMP. Hispanic and Arab/West Asian people also remain overrepresented in strip searches involving the Prince George RCMP.

- Indigenous and Black people are significantly overrepresented in arrests involving a broad range of offences. Both are far more represented in common, public disorder offences and administration of justice charges than crimes involving serious violence. These findings point to the prominent role the police play in enforcing public order and how this type of law enforcement can lead to the disproportionate criminalization of IBPOC people. The gross overrepresentation of Indigenous and Black people in administration of justice charges further demonstrates how initial contact with the justice system can lead to further criminalization and a cycle that is difficult to escape.

- It is well known in the research literature that women tend to be significantly underrepresented in police arrest statistics. However, in the current study Indigenous women emerge as a glaring exception to this general rule. Compared to their presence in the general population, Indigenous women are grossly overrepresented in arrests involving the Vancouver Police Department. They are also significantly overrepresented in arrests involving both the Surrey and Prince George RCMP. Within these jurisdictions, the arrest rate for Indigenous women significantly exceeds the arrest rates for white, Asian and South Asian males. Within all jurisdictions, the arrest rate for Indigenous women greatly exceeds the arrest rate for white women and women from all other racial backgrounds.

"The results of this examination are disturbing. Indigenous and Black people are either grossly or significantly overrepresented in British Columbia arrest statistics. Hispanic and Arab/West Asian people are also overrepresented in many police jurisdictions. Furthermore, the data indicate a great deal of police activity involves people suffering from mental health issues... Regardless of the cause, the overrepresentation of Indigenous, Black and other people of colour in police statistics is a problem that can no longer be ignored. Both government and police officials must make the reduction of racial disparities a priority."

—Dr. Scot Wortley, Racial disparities in British Columbia police statistics

The racial disparities outlined above are not necessarily only the product of bias in policing practices themselves, as systemic racism within many systems leads to the over criminalization of people who are Indigenous, Black or otherwise marginalized. Although examining the causes of the significant racial disparities was outside the scope of the study, Professor Wortley discusses three theories from criminology research: the bias thesis — in which the overrepresentation of Indigenous, Black and other people of colour in police statistics is attributed to discriminatory treatment by police and others in the criminal justice system — the civilian bias thesis — in which civilian racial biases may make the police more aware of incidents involving Indigenous, Black and people of colour and ultimately impact arrest statistics — and the offending thesis — in which the higher rates of offending by Indigenous, Black and people of colour are a result of a complex array factors including colonialism and slavery rather than inherent characteristics. As noted by Professor Wortley, higher rates of criminality among racialized communities are not the result of inherent or behavioural tendencies, as such overtly racist theories have been completely discredited by the scientific community.

While it is not easy to isolate the cause of these significant disparities in policing outcomes, we have clear data that shows in some circumstances the problem lies in the bias of police officers. This can be seen, for example, in the exercise of discretion in both reactive and proactive policing measures. We also have clear data that the long-term impacts of colonization, immigration policies, systemic racism in the education system, labour force inequities, intergenerational trauma and other embedded social inequities lead to greater involvement of some communities in the criminal justice system.

We also know that regardless of the confluence of factors, police services — alongside other actors in the justice system and across government — have an obligation to proactively tackle systemic inequalities that impact Indigenous and Black people in particular (and other groups as detailed in the data analysis). Until all of us are safe and equal, none of us are safe and equal. We cannot claim to live in a human rights-respecting society when the use of coercive, traumatic, liberty-denying and sometimes fatal practices of police officers are disproportionately burdening certain communities because of the colour of their skin and the origin of their ancestors. Regardless of the source, inequities too often are revealed through the exercise of police power and therefore police bear a significant burden to address them.
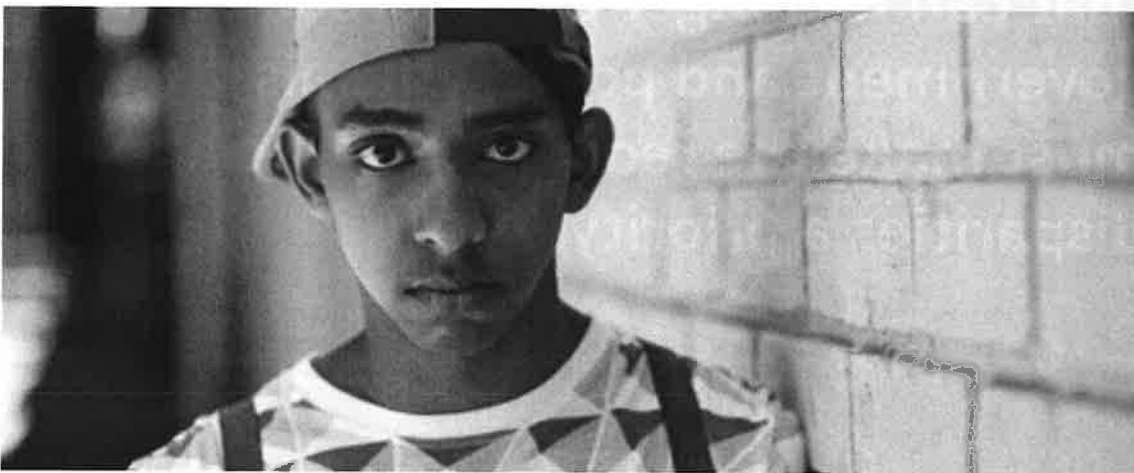
The dangers of discriminatory policing

Disproportionate impacts of policing—including use of force—on Indigenous and Black people cannot be justified by a "tough on crime" agenda. Simply put, racial profiling does not make us safer; rather, systemic racism in policing undermines community safety. There are a number of reasons for this:

- When police are blinkered by stereotypes, their ability to run effective investigations is hampered.
- When police resources are spent addressing social issues such as health care, their attention is taken away from policing.
- When social issues such as mental health issues are dealt with from a law enforcement perspective instead of a health perspective, we neglect the health of those who require medical treatment and the mental health of our communities suffers, particularly among the most marginalized.
- When marginalized people do not trust that police will respect their human rights or their communities' rights, or if police are not held to account if they fall short of human rights standards, marginalized people will be less likely to report crimes against them, including violent crimes.
- When Black and Indigenous people disproportionately face criminal sanctions, they also disproportionately face the long-term negative impacts of these penalties on their mental health, employment prospects and family relationships.

We also need to recognize that Indigenous, Black and other racialized individuals experience significant and long-term harm, intergenerational trauma and mental health impacts as a result of police interaction and becoming involved in the criminal justice system.

Racial profiling is both unjust and contrary to law. But there may be an even simpler argument against it: equity keeps us safer.

The Commissioner is heartened to see the recently released, but not yet in effect, Provincial Policing Standard 6.1: Community Partnerships and Equitable Policing, which is applicable to all police services in the province. The Standard describes its purpose as seeking "to provide consistent pathways for advancing equitable and unbiased policing throughout the province by requiring policies and procedures, training, audit activity and community engagement. The Standard will provide a basis for auditing and oversight by the Director of Police Services pursuant to Section 40(1) of the *Police Act*."[31] However, the Commissioner is concerned that the records identified, discretion embedded in the Standard and the frequency of review are inadequate to understand the nature of systemic discrimination and the impact of future interventions on achieving equitable policing in British Columbia.
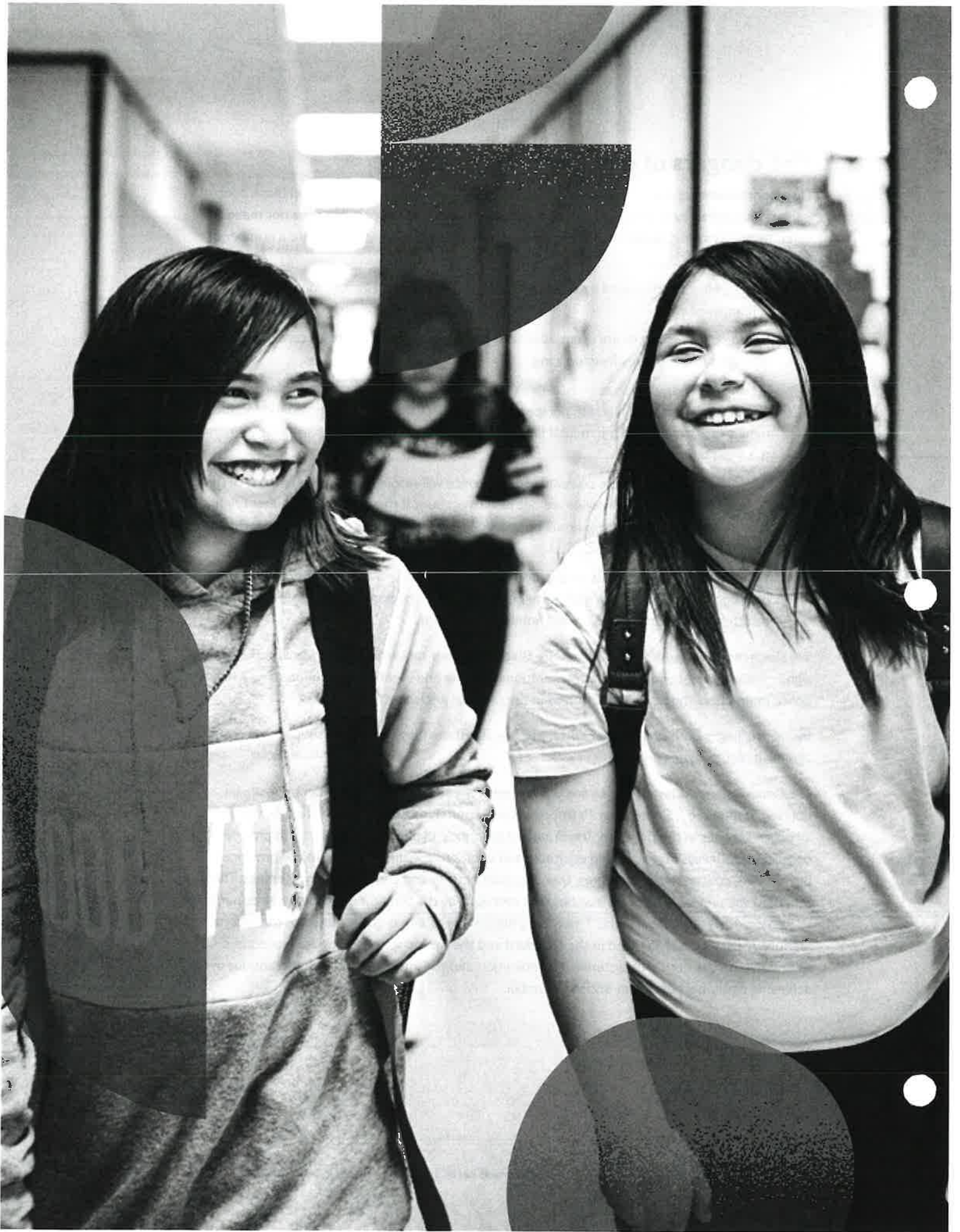
Realizing B.C.'s obligations to Indigenous peoples

"The Police Act *reform occurs at a pivotal time. Policing and justice institutions in B.C. and across Canada have been challenged to reckon with disturbing levels of systemic injustice and discrimination. The gravity of this committee's mandate cannot be overstated. For Indigenous people, it is literally a matter of life and death."*

> — Kukpi7 (Chief Judy Wilson) from Sk'atsin of the Secwépemc Nation on behalf of the Union of BC Indian Chiefs[32]

Indigenous people are acutely aware of systemic racism in policing because they live with it. The data in our submissions starkly confirm the consistent gross overrepresentation of Indigenous people across different policing activities in the province. This fact alone requires a review of the *Police Act* through the lens of the *Declaration on the Rights of Indigenous Peoples Act (Declaration Act)*, which the Legislative Assembly of B.C. passed into law in November 2019.[33] The *Declaration Act* establishes the *UN Declaration on the Rights of Indigenous Peoples (UNDRIP)*[34] as the province's framework for reconciliation and requires, among other things, government to take "all measures necessary" to align provincial laws with *UNDRIP*.

Yet, in April 2021 the Indian Residential School History and Dialogue Centre at the University of British Columbia noted that "to date, in British Columbia, little visible progress can be seen on the implementation of the consistency of laws requirement in section 3."[35] They note "there is a legal risk of side-stepping the clear obligation the Government of British Columbia and Legislative Assembly confirmed in Section 3, and re-igniting a new front in the seemingly endless necessity for Indigenous Peoples to fight in the courts to have basic legal imperatives implemented. More importantly, there is the social risk of escalating conflict and uncertainty as the promise of a new era of reconciliation is broken by old patterns of government inaction and intransigence."[36]

The Commissioner strongly urges the government to heed the call of numerous Indigenous presenters before SCORPA to honour the Province's legal obligation and ensure that the *Police Act* is aligned with *UNDRIP*.[37]

Based on the findings in these submissions, there is no doubt of the significant historic and ongoing impact of inequitable policing practices on the lives and rights of Indigenous people in B.C. and the rising urgency of applying the *Declaration Act* to *Police Act* reforms. The provincial government has recognized this need in drafting its action plan on implementing the *Declaration Act*, where it suggests that it will develop comprehensive policing reforms to address widespread concerns about systemic biases and racism within policing, including updating the *Police Act* and Provincial Policing Standards.[38] In addition, the recent Report of the Standing Committee on Public Safety and National Security recognized the elimination of systemic racism and discrimination against Indigenous peoples by police and the justice system should be considered a key and fundamental pre-condition of reconciliation with Indigenous peoples and is in keeping with *UNDRIP*.[39]

The work required is not just consultation, but a new way of working with Indigenous peoples. It requires the province to meaningfully engage with Indigenous peoples on a government-to-government basis in legislative and policy development. It requires consent-based decision making. The Commissioner is concerned that if the B.C. government does not engage Indigenous peoples on a government-to-government basis in *Police Act* reform, it runs the real risk of jeopardizing the legitimacy of the provincial government's commitments to reconciliation and UNDRIP, commitments that are mandated by law.

Recommendations:

1 The B.C. government should work with Indigenous peoples on a government-to-government basis on legislative amendments to the *Police Act*.

2 The B.C. government should provide funding to enable Indigenous peoples to be partners in *Police Act* reform.

Disaggregated data

What is the issue?

Over the past year, there have been unprecedented calls for greater police transparency, including calls for the collection of race-based and other disaggregated demographic data. In B.C., disaggregated demographic data, including race-based data, about police incidents is not readily available, including for research purposes. However, the Attorney General is working with the Human Rights Commissioner and other stakeholders to introduce legislation that will "help reduce systemic discrimination and pave the way for race-based data collection essential to modernizing sectors like policing, health care and education."[40]

Disaggregated demographic data—information that tells us whether certain groups are disproportionately over policed, for example—can be essential to addressing systemic racism. We cannot act on what we do not know. However, data must only be collected with the purpose of addressing systemic racism and promoting equity, and it must be done in a manner that is respectful of the individuals and groups whose data is being collected.

What is disaggregated data?

Disaggregated data is data that provides sub-categories of information, for example by racial group, gender, age or mental disability. These are sometimes called demographic categories. Unlike aggregated data, which groups all demographic information together, disaggregated data can reveal inequalities and relationships between categories.

While collecting race-based data is critical, the Commissioner's view is that we must collect more than just race-based data in order to realize the objective of reducing systemic discrimination. Olena Hankivsky, a professor at Simon Fraser University's School of Public Policy, notes, "according to an intersectionality perspective, inequities are never the result of single, distinct factors. Rather, they are the outcome of intersections of different social locations, power relations and experiences."[41]

The human rights crisis of missing and murdered Indigenous women and girls cannot be fully understood or addressed, for instance, if framed solely as an issue of racial oppression. Instead, we must understand how race, gender, disability and class intersect in these women's lives and contribute to their experience of oppression, limitations in access to justice and supports and increased exposure to harm. We must build intersectionality into the approach to "avoid reductionistic approaches to people's experiences, their identities and social inequalities and to provide for more accurate information to draw from in policy, practice and law."[42]

While we must not lose sight of this intersectional approach, the focus of these recommendations is the collection of data relating to race.

Why does it matter?

The purpose of collecting race-based and other demographic police data is to identify and monitor racial and other disparities in order to identify solutions to eliminate systemic racism and advance equity in policing.

> *In order to assess the effectiveness of legal, policy and procedural initiatives aimed at reducing bias, it is vital to track and publicly report on race-based data that is collected in the context of the powers police exercise.*[43]
>
> — *Toronto Police Services Board*

As First Nations Data Governance Champion Gwen Phillips says, "we are not measuring race, we are measuring racism. Racism is a systems failure; that must be made clear when talking about race-based data."[44]

Collecting disaggregated data has the following benefits for policing in B.C.:

- **It helps us understand the problem**: Disaggregated race-based police data will help illuminate problems with policing policies and practices that may result in racist outcomes.

- **It leads to good policy**: To move towards unbiased policing and effectively protecting community safety, we need data so we can define informed solutions to address the root causes of disparities or discrimination. Policies, practices and laws based on silence and omissions in data can cost human lives and damage human rights and human well-being.

- **It leads to dialogue**: The collection, use and disclosure of demographic data can serve as a basis for dialogue between community groups and police services, helping to identify issues of mutual concern and providing an evidence base to advocate for change.

- **It makes us safer**: Measuring racism is a critical step towards making communities safer because it will reveal where there are disparities in policing activities and enable informed solutions to address the root causes of disparities or discrimination. This in turn will not only help to address the overrepresentation of Indigenous and Black people in the criminal justice system but it will also result in an improved sense of safety for individuals who have been subject to biased policing.

Collecting disaggregated data can be an effective tool to help address systemic racism in policing. For example, in 2013 the City of Ottawa developed a study of police traffic stops that showed Black and Middle Eastern drivers were stopped at disproportionately higher rates than other ethnic groups surveyed. After the results were released, the police service created a multi-year action plan to address the problem.[45] In New York City, after the New York Civil Liberties Union analyzed racial disparities in "stop and frisk" data and the Federal District Court ordered reforms and further data collection, stops decreased by 98 per cent without any increase in crime.[46]

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Bio

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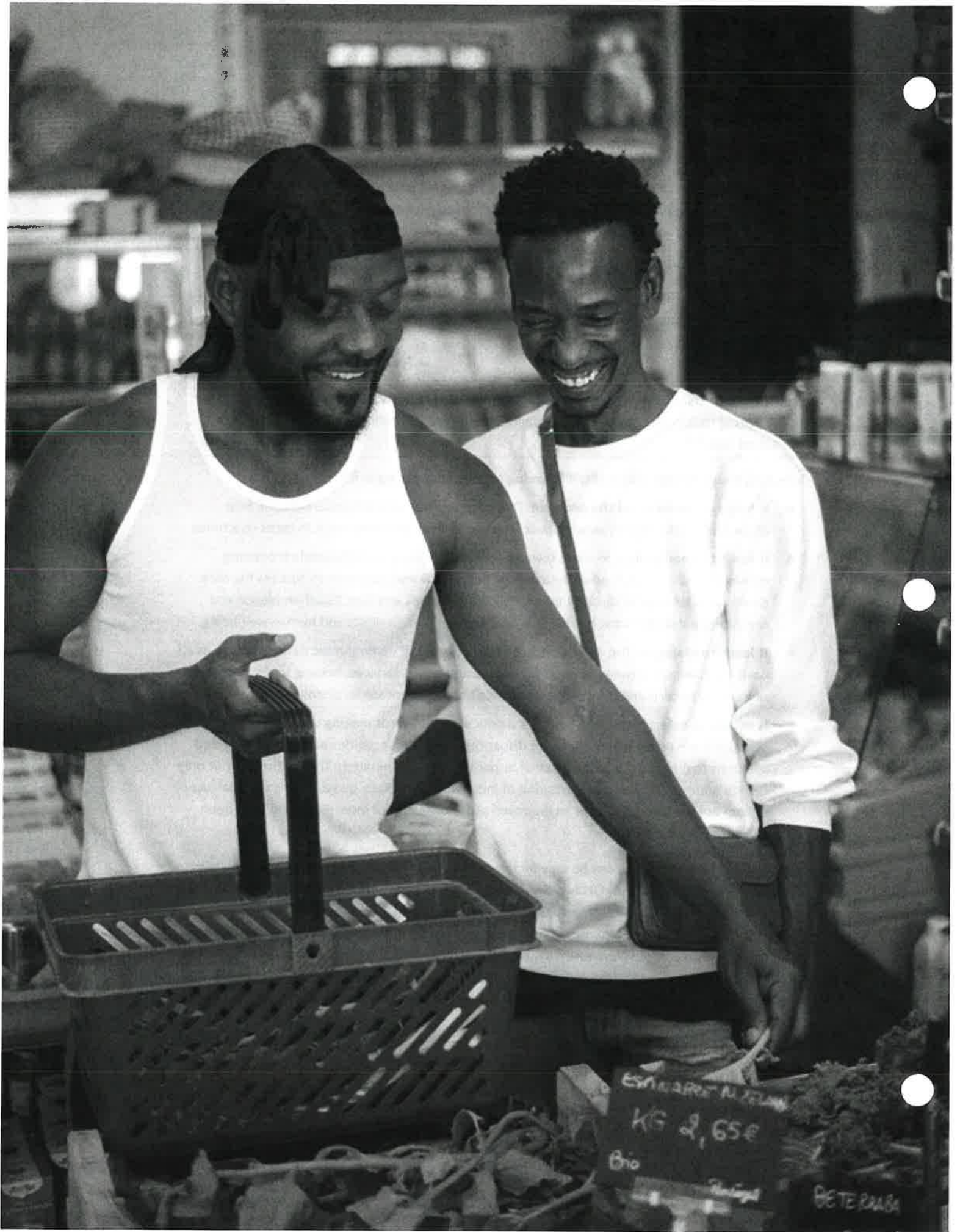
How can it go wrong?

"If you don't do something to actually address the racism, you're just documenting it better."

> — _Robyn Maynard, author of_ Policing black lives: State violence in Canada from slavery to present[47]

The risks associated with the collection, use and disclosure of race-based and other demographic data include:[48]

- The collection of data relating to Indigenous people has often violated their data sovereignty by ignoring the right of Indigenous communities to own and control their own data.

- Disaggregated data can reinforce stigma and systemic oppression against marginalized people and communities. If, for example, a particular minority group is found to have a disproportionately high offending rate it could lead to further stereotyping of that group.[49]

- Disaggregated data can be presented in ways that reinforce the idea that individuals and groups are to blame for their own marginalization by portraying them as lacking in some way or implying that identities are grounded in innate biological differences (rather than making racial divisions and associated stereotypes visible as social constructions).

- Disaggregated data has been used as a tool of oppression and surveillance over marginalized communities.

- While disaggregated data are usually de-identified or stripped of personal information, rapid advances in technology have led to a growing risk for the re-identification of data, raising privacy concerns.

- Over-researching social inequalities with little or no follow-up action to address those inequities can cause harm.

Without a strong community focused process and without clear and articulated goals around addressing systemic inequalities, there is more risk of disaggregated data doing harm.

What kind of data is already being collected?

In response to the Commissioner's request for information on what data is currently collected, police services explained their right to collect information is not limitless. Police services explained they generally only collect demographic information when it is relevant to the case being investigated.

Municipal police services in B.C. are public bodies under the _Freedom of Information and Protection of Privacy Act_ (_FIPPA_). _FIPPA_ authorizes the collection of personal information for the purposes of law enforcement. The RCMP are a government institution under the federal _Privacy Act_ which authorizes the collection of personal information that directly relates to a police operating program or activity. There are other sources of legal authority for police services to collect personal information, including the common law. However, there does not seem to be consistency in the retention of such data across various agencies.

The police services reported that when an officer creates a report in PRIME, also known as a general occurrence report or a GO, the only mandatory demographic fields are name, age, sex and incident location. These fields are made mandatory by the software itself and not government or police policy.[50] When a police officer creates a GO report they may use information collected from victims, witnesses, the person accused of a crime or from the Computer Aided Dispatch (CAD) system operated by 9-1-1. This system has fields for name, sex, age and location of complainant. There is no field for race/ethnicity or mental health status in CAD, however 9-1-1 operators will ask for detailed descriptions of the subject of the complaint and/or victim for identification purposes.

All demographic fields in PRIME (other than name, age, sex and incident location), including "Dependency/Disability," "Ethnicity" and "Mental Health Template," are optional. Police officers may also enter additional information demographic information in free text in PRIME.

Within PRIME, there is a specific field for recording "Ethnicity." The drop-down menu options include: Asian (this includes those sometimes classified as East Asian), Black, Caucasian/white, Hispanic, Indigenous (PRIME groups First Nations, Métis and Inuit people into a single category), Middle Eastern, South Asian, Other and Unknown.

Although race or ethnicity data is a discretionary field in PRIME, the amount of race-based data provided to the Commissioner's Office was significant. Specifically:

- The Vancouver Police Department provided race data for 87.2 per cent of arrests, 91.7 per cent of mental health incidents and 96.4 per cent of strip searches.

- The Nelson Police Department provided race data for 95.9 per cent of chargeable incidents, 98.1 per cent of mental health incidents and 100 per cent of strip searches.

- The Duncan RCMP provided race data for 89.7 per cent of chargeable incidents, 93.3 per cent of mental health incidents and 100 per cent of strip searches.

- The Prince George RCMP provided race date for 98.2 per cent of chargeable incidents, 95.5 per cent of mental health incidents and 96.9 per cent of strip searches.

- The Surrey RCMP provided race data of 97 per cent of chargeable incidents, 96.4 per cent of mental health incidents and 100 per cent of strip searches.

Police services confirmed that demographic data is generally available for policing activities including street checks, well being checks, calls for service, strip searches and arrests and detentions. For use-of-force incidents, police services revealed some demographic data is collected, but it is not readily available for study or public access. For traffic stops, demographic data is generally not available unless it results in a violation ticket.

Individual police services may also have their own policies regarding data collection.[51] Each police agency is responsible for the data it records in PRIME, including oversight and quality assurance.[52] The differences among individual police policies on data management results in inconsistencies between police services.

Different types of RCMP records have different data retention schedules depending on the record. For example, the retention period for well-being and street check records is 24 months. The RCMP purges files from its operational data warehouse after a file is closed and the retention period has concluded, which means those records are no longer available to the RCMP or for research and study purposes. Using the example of well-being check records, if the RCMP were to run a report for well-being check data that is older than their 24-month retention period, the data would be incomplete. The further back the report goes beyond 24 months, the more records are missing because they have reached their purge date. Unlike other RCMP divisions in Canada, B.C. does not yet have a historical data warehouse. RCMP divisions in other provinces have a historical data warehouse in place where they retain information that has been stripped of personal information and approved for retention through a federal privacy impact assessment.

In order to provide the Commissioner with complete data sets, the RCMP provided two years of data related to chargeable incidents, mental health incidents data and strip searches for each jurisdiction requested. Providing additional years of data would have resulted in a distorted picture of what happened during that time because they are incomplete. By comparison both the Vancouver and Nelson Police Departments had a full 10 years of data available.

The Commissioner is very concerned that the RCMP, which is the largest police service in British Columbia responsible for policing approximately 70 per cent of the people in the province, does not currently retain data for research purposes after a file is closed beyond the date of retention periods established by the National RCMP, which in some cases are only 24 months. The Commissioner believes that the B.C. RCMP's failure to retain historical policing data for research and study purposes is deeply troubling as it contradicts principles of transparency and accountability in policing.

How can data make us safer?

Measuring and analyzing disaggregated data will make our communities safer by illuminating bias and enabling targeted responses to reduce systemic discrimination, racism and bias in policing.

> *"The exercise of police discretion… is a crucial factor in determining who comes into contact with the criminal justice system under what circumstances and what happens next. As front-line agents of the state, the police are the gateway to the justice system, and their discretionary decisions about who to stop, question and arrest have enormous impact on everything from perceived rates of crime, arrest statistics, rates of charge in criminal prosecution and, ultimately, who ends up being punished."[53]*
>
> *— Dr. Benjamin Goold, Peter A. Allard School of Law, University of British Columbia*

Understanding how police discretion is exercised — as revealed by the data on the disproportionate impact of certain policing practices — will not only help to address the overrepresentation of Indigenous and Black people in the criminal justice system, but it will also result in an improved sense of safety for individuals who have been subject to biased policing.

Of course, data reveals more than bias: it also reveals the presence of other inequities described above flowing from the impact of colonization and systemic racism. Regardless of the source of the inequities revealed, data can lead to better policy, which will ultimately help make us all safer.

How can we do it better?

In the report Disaggregated demographic data collection in British Columbia: The grandmother perspective, the Commissioner recommended a new framework for the collection, use and disclosure of disaggregated data that emphasizes the important differences between tools, process and purpose:

> "Disaggregated data is merely a tool (to be utilized depending on the context and aim) and it must be accompanied by a process that supports the purpose of reducing systemic racism and oppression and achieving equity.
>
> Without a well-defined and articulated process and purpose, there is more risk of disaggregated data doing harm… Disaggregated data as a tool should not be used without these foundations, and these principles of process and purpose must be applied at every stage of a disaggregated data initiative: collection, storage, use and disclosure."[54]

The report also quotes Dr. Kwame McKenzie, physician and full professor in the Department of Psychiatry at the University of Toronto, who emphasizes:

> The collection of socio-demographic and race-based data is not an end in itself. It is one of many tools that may be used to promote… equity. The data needs to be appropriately analyzed as part of a clearly articulated plan for the development and implementation of equity focused interventions if it is to help reduce disparities.[55]

The Commissioner recommended the government draft data legislation, namely an Anti-Discrimination Data Act, which would legislate the collection, use and disclosure of demographic data to advance equity and human rights. The Commissioner also recommended the development of a data governance model with Indigenous institutions and governments (based on nation-to-nation relationships) in support of self-determination and data sovereignty. This approach centres on the importance of establishing a strong relationship between government or other researchers and the affected community and is grounded in the concept of data sovereignty, in which communities lead decision-making as much as possible. This is the approach the Commissioner recommends in relation to the collection of disaggregated data by police services in British Columbia.

In Disaggregated demographic data collection in British Columbia: The grandmother perspective, the Human Rights Commissioner recommended the greatest degree of community governance possible so that communities are active participants in deciding how the data about their own lives will be used to create positive change. Specifically, the Commissioner recommended the establishment of a Community Governance Board which would be empowered to make collaborative decisions with government on disaggregated data standards, including decisions on how data is collected, stored, used and distributed. These standards will include an overarching framework that will apply to the collection of disaggregated data across all areas of public service and have specific elements or distinct standards to be applied to different sectors such as policing.

Pending the establishment of the Community Governance Board, the Commissioner recommends the Director of Police Services engage with community to develop standards specific to the collection, use and disclosure of disaggregated police data. For greater clarity, the Community Governance Board will be engaged in this process through development of the data standards. The standards will be implemented by the police and the Office of the Information and Privacy Commissioner for B.C.'s mandate would be extended to investigate complaints about collection, use and disclosure of disaggregated data under the standards.[56]

Recommendations:

3 The Ministry of Public Safety and Solicitor General should take steps to amend the *Police Act* to expressly authorize the police to collect race-based and other demographic data for the purpose of addressing systemic discrimination in policing.

4 The Ministry of Public Safety and Solicitor General should require the Director of Police Services to use the Indigenous data governance model and work with the Community Governance Board established under the data legislation to develop and oversee the disaggregated policing data standards.

5 Pending the establishment of a Community Governance Board, the Director of Police Services should engage with community and utilize an Indigenous data governance model to develop standards under s.40(1)(a.1)(vii) of the *Police Act* specific to the collection, use and disclosure of disaggregated police data.[57] Further to our recommendations in Disaggregated demographic data collection in British Columbia: The grandmother perspective, these standards should (if deemed appropriate in consultation with community):

- require the purpose of the collection be defined. If police actions are rooted in stereotypes or bias, or if certain communities are overpoliced or face disproportionate levels of force, then this undermines community safety. Data collection and use must always be connected to the goals of equity and addressing systemic discrimination in policing

- specify the relevant demographic categories and characteristics to be collected in PRIME. Very few demographic data fields are currently mandatory. This means data within the non-mandatory fields may or may not be collected, resulting in incomplete data sets. Additional demographic details are often written in free text in the incident reports, which is labour intensive to examine. The demographic fields in PRIME are critical because the data will only be as good as the available fields from which officers may choose

- require the collection of perception data. The Commissioner recommends the collection of perception data because, for the purpose of addressing bias, the perception of race or ethnicity is more relevant than self-identified personal characteristics. The Community Governance Board may also consider the collection of self-identification data to better understand the disproportionate impact of policing practices, but this should be kept distinct from perception data

- require the collection of demographic data across the full spectrum of police services, including stop-and-question interactions, charges, arrests and releases
- invite those submitting police complaints to provide demographic data
- include requirements for public reporting and for the development of action plans to advance equity and meet the stated purpose based on the data analysis[58]
- include requirements to use race-based and other demographic data to identify patterns of problematic conduct and take remedial action[59]
- include requirements for privacy protection. In relation to individual harm, while disaggregated data is usually de-identified or stripped of personal information, rapid advances in technology and globalization are accompanied by a growing risk for the re-identification of disclosed data. Privacy protections should use the internationally recognized Five Safes model, which is the privacy protection model used by B.C.'s Data Innovation Program[60]
- include requirements for training and quality assurance related to provincial data standards including data collection, use and disclosure
- include requirements for regular, broad engagement with members of affected communities

6   The Ministry of Public Safety and Solicitor General should establish provincial data retention schedules in consultation with a Community Governance Board (or via community engagement prior to the establishment of a Community Governance Board) and require all police services to maintain disaggregated and de-identified data in data warehouses for research and other legitimate purposes.

7   The capacity of the Office of the Information and Privacy Commissioner for B.C. should be expanded to enable the investigation of complaints or concerns about the collection, use or disclosure of data covered by the provincial policing data standard.
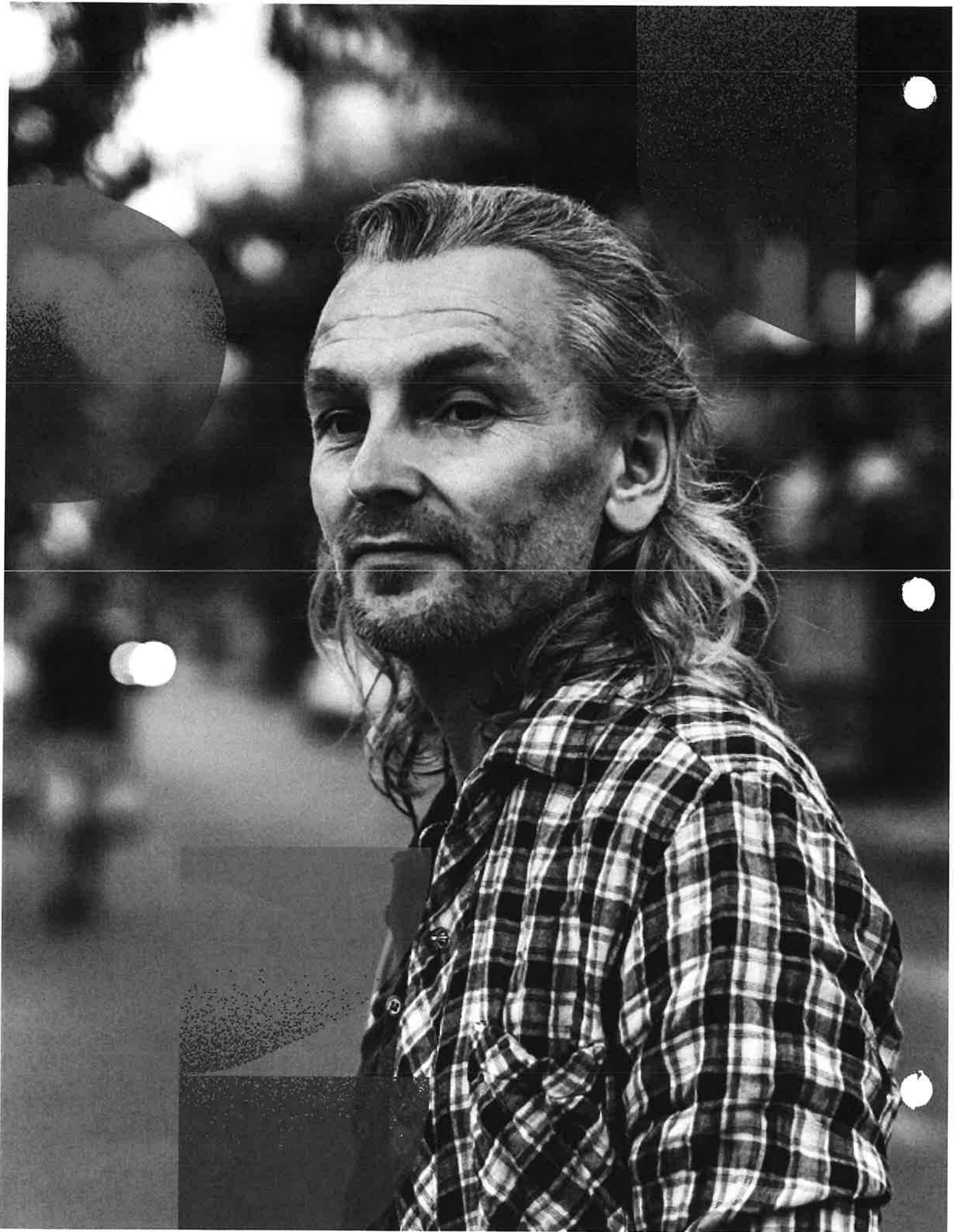
Street checks

What is the issue?

A street check occurs when "identifying information [is] obtained by a police officer concerning an individual, outside of a police station, that is not part of an investigation."[61] Along with other police activities, there has been rising public awareness about the negative impacts of police street checks, particularly on people who are homeless, young, Black, Indigenous, dealing with mental health issues or engaged in sex work.

The B.C. government's Provincial Policing Standard (the Standard), 6.2 Police Stops applies to street checks and beyond, covering any interaction between a police officer and a person which is more than a casual conversation and which impedes the person's movement. For example, police stops include investigations of an offence, arrests and attempts to execute warrants.[62] The Standard was introduced in response to public outcry following the release of evidence of the disproportionate impact of street checks on Black and Indigenous people in Vancouver. In particular, in 2018 the VPD released its response to a freedom of information request by the Union of BC Indian Chiefs (UBCIC) and BC Civil Liberties Association (BCCLA). That data showed, among other things, that despite representing two per cent of Vancouver's population, Indigenous people were the subject of 16 per cent of the VPD's street checks in 2017 and Black people, who constituted one per cent of Vancouver's population, made up five per cent of street checks in that same year.[63]

The Standard, in combination with the ongoing public dialogue on street checks, appears to have had some positive impacts.[64] In Vancouver, for example, from Jan. 15 to Dec. 31, 2020, there were 261 street checks recorded in PRIME.[65] The number of street checks recorded decreased by 94.3 per cent when compared to 4,544 street checks recorded during the same date range in 2019. However, some community groups report their street-involved Indigenous and Black constituencies continue to be stopped frequently but that those checks are not necessarily being recorded.

The most notable statistical disproportionality in the information from the VPD is that Indigenous people made up 23 per cent (20 of 87) of all proactive street checks; however, 55 per cent of the street checks involving Indigenous people (11 of 20) were the officer checking on the person's well-being or safety.[66] As we discuss elsewhere in these submissions, police officers should not be the ones responsible for or conducting well-being checks. However, even accounting for checks conducted for a person's well-being, street checks continue to disproportionately impact Indigenous peoples and can result in the harms discussed below regardless of intent.

In regard to street checks, there are three concerns arising from the Standard:

- bias inherent in discretionary stops and other proactive policing measures
- voluntariness of participation
- the collection and use of personal information collected during stops

"Policing and law enforcement services in BC must be delivered in a manner that respects rights and is free of discrimination."

—Foreword to B.C. Provincial Policing
Standard, 6.2 Police Stops

Proactive policing measures

The Standard allows for officer discretion and therefore bias to enter the police stop process. Stops are permitted where "the officer reasonably believes the interaction, and any information requested, serves a specific public safety purpose" (s.8(a)). The Standard also allows for proactive policing measures such as traffic stops (s.7(b)).

The Ontario Human Rights Commission's report, A disparate impact: Second interim report on the inquiry into racial profiling and racial discrimination of Black persons by the Toronto Police Service, demonstrates the harms that occur through discretionary—if lawful—street checks. For example, Black people were:

> *"[G]rossly overrepresented in charges relating to 'out-of-sight' driving offences, which only surface after an officer decides to check a driver's licence plate or stop the vehicle... These disproportionate numbers raise concerns of systemic racism or anti-Black racial bias. Out-of-sight driving offences, by their very nature, are typically the result of proactive policing practices,· where an officer uses their discretion to check a vehicle's licence plate or stop a driver before they are aware that the driver may be implicated in an offence. In many of these situations, an officer will have observed the race of the driver before making the decision to pull them over."[67]*

A disparate impact also shows that the degree of overrepresentation of Black people in lower-level use-of-force incidents was higher for cases involving proactive policing like traffic stops as compared to reactive policing, such as responding to a call for service.

The Commissioner is gravely concerned that the vast majority of street checks will never be reviewed by the courts. There are few, if any, cases that involve street checks that will result in charges that are actually heard by the courts. There will be no opportunity for courts to consider whether and how such street checks amount to psychological detention and a breach of *Charter* rights. As the Supreme Court of Canada noted in a case about a similar denial of liberty, "the affected individuals would often have no forum to challenge the legality of the arrest outside of a costly civil suit... For this reason, any standard outlined at the outset would have to be clear and highly protective of liberty."[68] The level of discretion embedded in Standard 6.2 does not meet this high threshold for the protection of human rights.

It is this element of police discretion—with very few, if any, checks and balances on its exercise—which raises the spectre of systemic racism. The current Standard 6.2 does not sufficiently address these concerns.

Voluntariness of participation

The Commissioner is skeptical that street checks can be truly voluntary for those disproportionately subjected to them. And if street checks are not voluntary, they are likely to be unlawful. Police in our society do not have unlimited powers to stop and question people; on the contrary, those powers are subject to strict limits.

Section 8 of the Standard permits "interactions that may result in a request for a person to voluntarily provide identifying information... provided that the officer takes steps to ensure the information is provided voluntarily, including but not limited to advising the person that they are not required to answer any questions." We know that street checks can result in psychological detention. As described in the findings of the *R. v. Le* case, psychological detention can occur when a person is not legally obligated to comply with a police officer's direction or demand "but a reasonable person in the [person's] position would feel so obligated."[69]

Effectively, psychological detention denies a person the choice of whether to speak with the police, even when they are not obligated to do so. Street checks are particularly problematic for those who are most highly policed, including people who are homeless, young, Black, Indigenous, living with a mental disability or engaged in sex work. It is not at all clear that any street check involving individuals belonging to one or more of these groups can be properly characterized as voluntary. Rather, it seems almost inevitable that these individuals will experience psychological detention as described in *Le* and elsewhere.[70] This is made even more poignant in the face of a lack of evidence that street checks are effective in addressing criminal activity.

Further, being stopped by the police — particularly if repeatedly for unjust reasons — has immediate and potentially long-lasting effects. It can be intimidating, humiliating, stressful, frightening and traumatic even if the person stopped leaves the interaction without being subject to use of force, arrest or fine. These immediate impacts should not be diminished.

The Commissioner commends the Standard for making explicit the duty of officers to ensure people understand they are not required to answer any questions. However, she remains concerned about how far such information can go in the face of the historical and current pressures to adhere to the authority of the police (regardless of whether they possess that authority at law) particularly for those most marginalized in our society. It is impossible to ignore the power imbalances at play in these interactions.

Use of personal information

Street checks contribute to the over policing, denial of liberty and disproportionate criminalization of people who are homeless, young, Indigenous, Black, living with a mental disability or engaged in sex work. Street checks are not merely an inconvenience; they take a toll on a person's physical and mental health and can impact their ability to pursue employment, educational opportunities and child apprehension cases.[71] For example, the Honourable Michael Tulloch wrote in Ontario's Report of the Independent Street Check Review:

> Carding and even lawful street checks can also impact employment and educational opportunities. During the consultations, I heard from both members of police services and members of the public that this was a significant concern. Applicants who had good backgrounds and no prior police involvement have been turned down for employment with police services because their names showed up on a street check database as being associated with gangs. I also heard of other instances where people who shared the same or similar name with people who had a long history of street checks were denied employment opportunities with police services.
>
> ...
>
> Street checks have also been used by agencies in non-criminal legal proceedings. For example, a child protection agency tried to use police contact cards to prove that parents were drug dealers simply because they were often carded in an area frequented by drug dealers.[72]

How will addressing street checks make our communities safer?

It is a fundamental premise of modern policing that in order to be effective, the public must trust the police. Tulloch wrote in Ontario's Report of the Independent Street Check Review:

> Effective law enforcement is highly dependent on the cooperation of members of the public. The police must be able to act in a manner that fosters this cooperation. When a segment of society believes that it has been unfairly targeted by the police, it will de-legitimize the police in their eyes. The low positive result rate from random police stops means that the vast majority of the people being stopped have done nothing wrong. That undermines public trust in the police, ties up police resources and erodes the perception of police legitimacy.

> It has been said that "the worst enemy of effective policing is the absence of public confidence."[73] The concern that the practice of carding discourages cooperation with the police has been supported in several studies. People who mistrust the police may become more likely to take matters into their own hands rather than call the police for assistance.

> When people stop cooperating with the police, either by not reporting crimes or not assisting as witnesses to crimes, crimes will go unsolved and/or unpunished. There is a risk that the number of crimes uncovered or solved because of carding could be outweighed by the number of crimes that are not reported or prosecuted because of the negative community reaction to the police.[74]

The experience of impacted communities, research studies and the wave of global protests for racial justice in recent years clearly demonstrate the importance of public trust and how bias in policing has undermined that trust. Discriminatory police stops and street checks are a critical, but by no means the sole, cause of that loss of public trust.

How can we do it better?

Reducing street checks necessarily requires de-tasking the police from providing mental health care. We make recommendations on this issue in the "De-tasking the police" section below.

In addition, amendments to the Standard are required to reduce the exercise of discretion, ensure accountability for police actions and ensure information is collected only for the purposes of accountability. Below we set out our recommendations.

Recommendations:

8 The Ministry of Public Safety and Solicitor General should amend Provincial Policing Standard, 6.2 Police Stops (or subsequent standards that relate to police stops) as follows:

    a. "Police obligations when interacting with the public" (s.1) should be amended to include compliance with B.C.'s *Human Rights Code*.

    b. "Decision to stop must not be based on identity factors alone" (s.4) should be amended to include a requirement for officers to have an "articulable ground" for the stop.

    c. "Random or arbitrary stops not permitted" (s.5) should be amended to eliminate the word "arbitrary," as it allows arbitrary police stops where "authorized by law or caselaw." There are no lawful circumstances in which police can act arbitrarily.

    d. "Collection of identifying information" (s.8) should be amended as follows:

        i. s.8(a), which sets out when the police may request a person to voluntarily provide identifying information when the officer reasonably believes the interaction, and any information requested, serves a specific public safety purpose, should be amended to remove the word "including," in order to make the list exhaustive. This would reduce the use of officer discretion and therefore the possibility of bias.

        ii. s.8(a)(iv), which allows police to request a person to voluntarily provide identifying information when police are responding to a call for service should be eliminated. If a call is part of an investigative process, then it is lawful and is already included in s.7(e).

    e. "Documentation of interactions" (s.10) should be amended to ensure that information collected during police stops is not recorded in a way that can show up in a PRIME search. Information collected during stops should be recorded for the sake of research and accountability in non-identifiable form (that complies with the data recommendations above) or in a database that is separate from PRIME.

9 The Ministry of Public Safety and Solicitor General should implement an Unbiased Policing Standard specific to traffic stops. This standard should expressly address conducting traffic stops without bias by requiring all police services to have a policy that minimizes officer discretion in proactive policing practices like sobriety checkpoints.
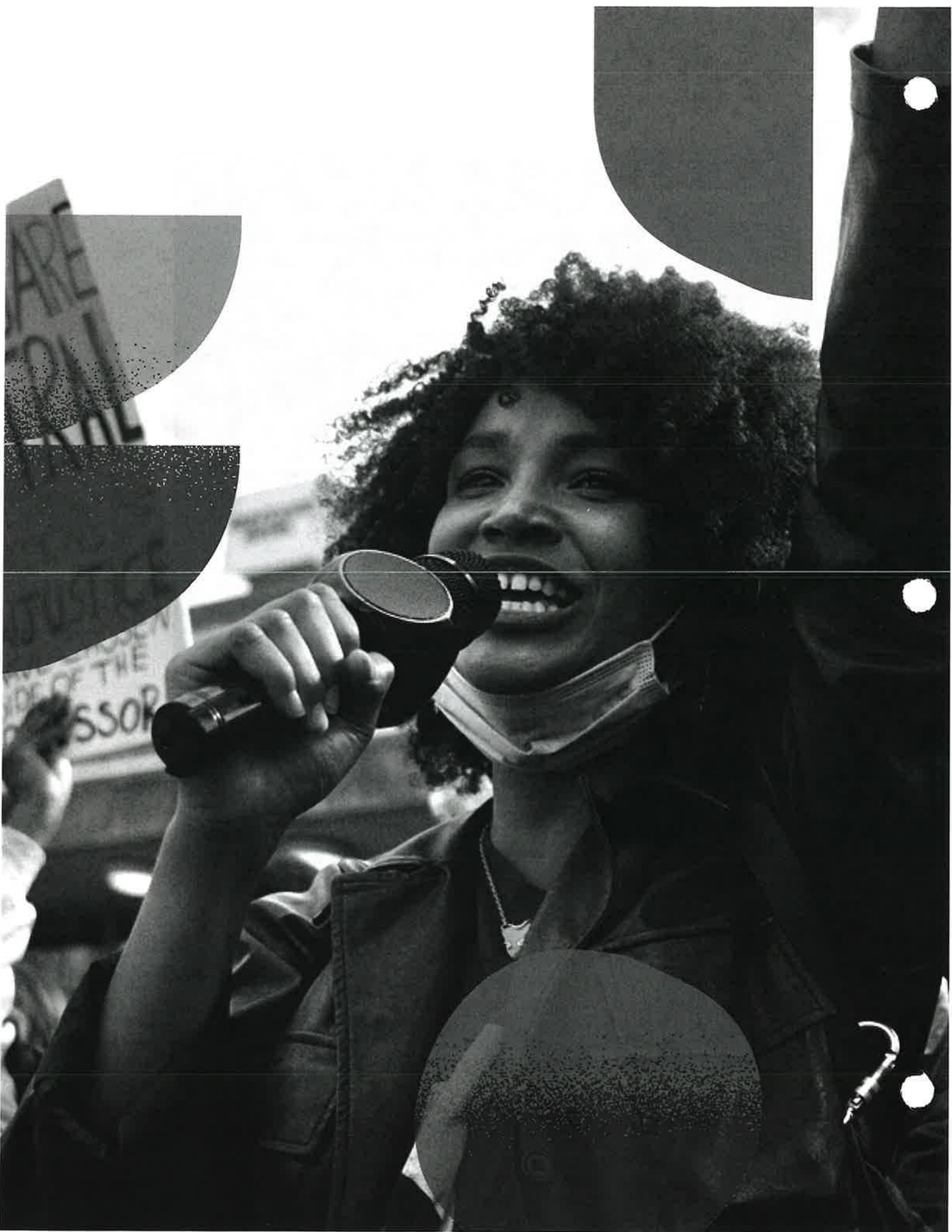
De-tasking the police

What is the issue?

Recent years have seen increased calls to defund or de-task the police.[75] These calls are borne out of incidents where policing has resulted in injury, death and disproportionate harm to Indigenous, Black and other racialized communities and people living with a mental disability, engaging in substance use and experiencing poverty and homelessness, often in situations where there was minor, if any, criminal activity involved.

De-tasking the police requires re-delegating some tasks undertaken by police to agencies that are better suited — because of mandate, expertise, cultural alignment and effectiveness — to address that particular issue. This re-delegation must include a reorganization of public funds to ensure that health, housing and other socio-economic needs are met. De-tasking the police in key areas would improve community safety and particularly the safety of Indigenous, Black and other racialized communities who are disproportionately impacted by biased policing by investing in evidence-based services that reflect community needs.

Improving community safety requires a shift in focus from the police as default responders to other community safety strategies. Key steps include de-tasking police as first responders to mental health crises, substance use crises and homelessness, and reallocating funding towards health-based services and housing supports. It also entails building up educational supports to replace the role of police liaison officers in schools.

However, these are only examples of de-tasking and the Commissioner urges a comprehensive review of current policing activities to identify all activities that can be reassigned to civilians. Our reliance on police officers armed with lethal force options to conduct many routine tasks — from traffic stops to transit fare enforcement to well-being checks to being present in schools — is not a model that promotes healthy and equitable communities.[76]

Mental health and substance use

> *"Mental health checks are supposed to be there to support and protect Indigenous people. Indigenous people use the system as a last resort. In our experience, more often than not, those are unhealthy and unsafe mechanisms to lean upon. That leaves us very vulnerable, as a people."*
>
> — *Councillor Allyson Fraser, Musqueam Indian Band*[77]

Police in B.C. far too often act as front-line mental health and substance use first responders. In 2020, the B.C. Ministry of Health reported that one in five interactions with the police involve someone with a mental health or substance use issue.[78] Another report, Lost in transition: How a lack in capacity in the mental health system is failing Vancouver's mentally ill and draining police resources, released by the Vancouver Police Department in 2008, found that of "all recorded police-attended calls for service in the City of Vancouver, 31 per cent involved a person who the attending member believed was suffering from poor mental health."[79]

Unfortunately, in B.C., a majority of people with mental illness access care in crisis.[80] The Ministry of Mental Health and Addictions stated to SCORPA that significant police resources are used sending uniformed officers to respond to mental health and substance use calls or to deal with issues relating to homelessness.[81] For example, in 2020, the Saanich police spent nearly 1,200 hours waiting at hospitals for patients to be assessed, at a cost of more than $75,000.[82]

In B.C., people who use substances routinely experience street checks, harassment and detainment by the police, which may lead to psychological harm and overdose-related deaths.[83] Fear of police has contributed to a reliance on toxic substance supplies that further expose people to the risk of fatal overdose.[84] The issues are compounded by police surveillance of the limited harm reduction services and sites that are available to communities in urban settings.[85]

A 2019 ethnographic study on the impacts of policing on overdose prevention sites reported that people who use substances experience:

- distrust of police
- being harassed while using outside, being forcefully displaced while sleeping outside and having tents, tarps and other belongings disposed of while unhoused
- being stopped and searched by police (particularly Indigenous people and people of colour)
- being hesitant to call emergency medical services during overdose situations because of uncertainty about whether police would attend and run warrant searches
- police presence and surveillance in the vicinity of overdose prevention sites
- police enforcing "red zones" preventing individuals from accessing areas where supports are available[86]

The study pointed to the unintended health impacts that policing people who use substances can have, including reduced access to harm reduction and other services, rushed injections, increased risk of overdose and an increased risk of disease transmission. The study concluded that "while street-level policing practices in street-based drug scenes are often cited as critical to limiting access to the drug supply and reducing violence and disorder, they disproportionately target and impact racialized persons. Moreover, research has demonstrated how such models are not effective, but rather contribute to additional harms for people who use drugs, including increased violence."[87]

The Canadian Mental Health Association reports the following intersecting factors that are associated with greater risk of police involvement for people living with mental health issues including being male, racialized/IBPOC, having bipolar disorder and manic symptoms, a history of involuntary hospitalizations, substance use, unemployment, low socio-economic status and

homelessness.[88] In addition, racism, the ongoing effects of colonization and inequitable access to health care are risk factors in the lead up to and during a crisis response.[89]

Police are default frontline responders to mental health crises, in part due to the operation of the *Mental Health Act*. Under Section 28, police can apprehend a person and take them to a physician for examination if the police officer is satisfied that the person is "acting in a manner likely to endanger that person's own safety or that of the safety of others" and is "apparently a person with a mental disorder." In practice, 9-1-1 calls get routed to police to do well-being checks and result in either apprehension and transportation to emergency for assessment by a physician, involvement of the criminal justice system if there is evidence of criminal activity or no further action. The consequence of relying on police as first responders and s.28 of the *Mental Health Act* is that it reinforces involuntary treatment as a "pipeline to services," which is generally not the support or service that is needed by the person in crisis.[90]

Several other factors have contributed to increased police involvement with people in mental health and substance use crisis, particularly those who are homeless, including decades of underfunding of community-based mental health and substance use care.[91] Homelessness is also intimately connected to mental health and substance use issues. Homelessness continues to be a significant issue in B.C.: 7,655 individuals were identified as experiencing homelessness in the 2018 Report on Homeless Counts in the province.[92] A total of 1,904 survey respondents identified as Indigenous, representing 38 per cent of all respondents (despite accounting for only six per cent of B.C.'s total population). The report included 219 children under the age of 19 and accompanied by a parent or guardian. Some 15 per cent were youth under 25 years of age.

It is unacceptable that these gaps in care are being met by the police. People with mental health issues "get treated as criminals, arrested, charged, and jailed for a longer time" compared to the general population and often for petty crimes.[93] This is true even though police data from Ontario shows that "calls to intervene with 'emotionally distressed persons' or 'persons in crisis' rarely involve any violent activity and often no criminal activity at all."[94]

Not only are people living with mental health and substance use issues criminalized, but there is also a history of police violence towards them,[95] particularly Indigenous, racialized and low-income communities.[96] In 2020, police wellness check related deaths across Canada of Indigenous, Black and racialized people included D'Andre Campbell, Rodney Levi, Ejaz Chaudhry, Regis Korchinski-Pacquet and Chantel Moore. These deaths were not an aberration; we cannot forget other police-involved deaths, including the deaths of Frank Paul and Robert Dziekański.

CBC's Deadly Force Database indicates that 68 per cent of all people killed during police confrontations in Canada were experiencing mental health or substance use challenges.[97] In 2019, the BC Coroners Service released a death review panel report into deaths that occurred between 2013 and 2017 during or shortly after a police encounter. Of the 127 deaths reviewed, more than two thirds involved a person with mental health issues and 61 per cent of the people who died experienced challenges related to illicit substance use. The Coroner's review found:[98]

- mental health issues, chronic alcohol use or substance use were "the primary reason police were called by the public, friends and family members" of the people who died
- more than half "were exhibiting mental health symptoms at the time of police contact"
- many of the deaths were of people living in rural or small communities
- Indigenous people accounted for six per cent of the population and 20 per cent of deaths reviewed
- 21 deaths were attributed to police use of force

The report Rethinking community safety: A step forward for Toronto explains that the higher level of violence results in part from the approach police take when responding to people in mental health crisis. They note that studies show that "police culture tends to emphasize forceful responses that quickly and definitively assert and maintain control" which "inhibits the potential for de-escalation" and that people who are experiencing mental health crisis "respond poorly to force and pressure, and fare better with time, space and positive engagement."[99]

Relying on the police as first-responders in these circumstances is a policy choice. A policy choice that many agree is inappropriate and too often leads to tragic outcomes.

Police themselves have called for better community mental health and substance use services. The Vancouver Police Department's reports Lost in transition and Policing Vancouver's mentally ill – The disturbing truth detail police frustration with the significant lack of mental health and substance use services and with police ending up acting as mental health workers.[100] The Vancouver Police Board recently passed a Resolution on Structural Racism stating they will "continue to urge the City of Vancouver and the Province of B.C. to dedicate more resources to social agencies so responses to people in crisis can be shifted away from policing."[101] In his submission to the Parliamentary Committee on Systemic Racism in Policing, Senator Vernon White, who was a long time RCMP

officer and Chief of Police in both Durham region and the City of Ottawa, explained that the "recent argument [to defund the police] is one that, in a different way, has been argued by police officers and police leaders for decades, except they have been arguing that the demands placed on them would often be better served by others."[102]

School liaison officers

Significant concerns have been raised by Black, Indigenous and other marginalized students—as well as their parents and communities—about the harms of having police in schools ("school liaison officer programs" or "SLO programs").[103] These student and community concerns have resulted in school boards throughout the province reconsidering SLO programs. Both the Vancouver and New Westminster School Boards have voted to end their SLO programs as a result of these student and community concerns. However, at least in the case of Vancouver, there remains concern about whether the School Board's resolution is enough to end the program.[104]

The relationship between school districts and local police are managed locally by individual school boards with guidance provided by the Ministry of Education on maintaining safe schools.[105] SLO programs exist in many of B.C.'s schools, including in the following school districts: Burnaby, Central Okanagan, Coquitlam, Delta, Greater Victoria and Surrey.[106] SLO programs generally have broad mandates related to school safety, with individual officers having a great deal of discretion to implement their mandate.[107]

Individual SLOs might engage in a wide range of activities in schools: from delivering education on substance use, dating violence and bullying to counselling students, investigating crimes, coaching teams and leading other extracurricular activities.[108] Notwithstanding the discretion SLOs have in how they meet their mandate, one of the defining features of SLO programs is that SLOs are assigned to particular schools, often with an on-site office and a regular, uniformed, armed presence. Proponents of SLO programs say they are necessary to ensure school safety and to build trust between youth and police.[109]

While there is limited Canadian research on SLO programs (and while the vast majority of the research that exists takes a "race-absent" approach),[110] what is increasingly clear from the American research on SLO programs—and what we can learn from the voices of most Indigenous, Black and other marginalized students—is that SLO programs make them less safe at school.[111] These students face significant harmful impacts if SLO programs continue, including disproportionately high rates of suspensions and expulsions of Black students. These effects can damage academic performance and future prospects, criminalize common student indiscretions, make students feel like they are under constant surveillance at school and signal to students whose personal and community histories involve oppressive police action that their school is not a welcoming space for them.[112]

In addition, research suggests that students generally feel safe at school regardless of whether an SLO is embedded in their school.[113] Some of the most methodologically sound research concludes there is no evidence to support the notion that SLO programs make schools safer.[114] Accordingly, the rationale for SLO programs is unclear. The fact that SLO programs continue in many of our schools when there is no clear reason for them is particularly problematic when taking into account the concerns regarding the negative impacts on Indigenous, Black and disabled students.

"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.'"

—Vancouver student[115]

How will de-tasking make our communities safer?

The primary objection to de-tasking the police is that we need the police to keep us safe. Yet from all the research detailed above we know that when police are responsible for providing social services beyond policing, our communities become less safe—particularly for people who are most marginalized. This position is supported by many leaders in policing who want their resources to be dedicated to the actual tasks of policing rather than playing the role of health care provider, housing advocate, youth counsellor or other support worker.

It should not be a radical statement that police should be left to focus on policing rather than acting as all-purpose social service providers. Radical or not, structural change and bold action is required to ensure our dollars follow our commitments: that is, to shift public spending according to actual community needs.

How can we do it better?

Improved mental health, housing and substance use services

> *"Some would argue that more mental health workers, working hand in glove with the police responding to these calls, would be a better service. It's been done, and it is better. However, even this response is a downstream service. The stark reality is that wait times to see much-needed mental health resources in the community are shockingly insufficient, and that investment in this upstream section of the health system is where it could make the greatest impact, and we would reduce the demand on police—most importantly, by having the right resource engaged at the right time for the right reason."*
>
> — *Hon. Vernon White, Senator and former Assistant Commissioner for the RCMP*[116]

Mental health issues, homelessness and substance use challenges require a health and community response, not a police response. We can provide much better care and reduce criminalization, injury and death by investing in community services and moving away from a police-based response to a response that centres health and community solutions. Civilian-led crisis response teams should act as first responders to mental health calls with discretion to involve the police as needed. In addition, expansion of permanent, affordable and accessible housing that addresses the specific needs of marginalized communities can lead to lower rates of detainment and incarceration.[117]

There are many successful examples of this policy approach.

- In efforts to de-task the police from mental health responses, San Francisco successfully launched the pilot Street Crisis Response Team on November 30, 2020. The team provides clinical interventions and care coordination for people who experience behavioral health crises in public spaces in San Francisco. Each team includes one community paramedic, one behavioral health clinician and one behavioral health peer specialist.[118]

- British Columbia needs permanent, low-barrier, 24-hour operating, supervised consumption sites (SCS) and integrated harm reduction services. Notable prior and existing initiatives include Vancouver's Insite's services and mobile SCSs in Kelowna and Kamloops[119] and SafePoint and Quibble Creek in Surrey,[120] which have successfully addressed barriers to self-injecting and reduced substance-related and structural risks. A 2013 ethnographic study based in Vancouver found that SCSs were especially effective for women and people with disabilities.[121] 24-hour access to facilities have particularly proven to disrupt practices that create the conditions for reliance on toxic substance supply.[122] Evaluation of Edmonton's Mobile Crisis Response Service, REACH 24/7, shows that for every dollar invested in REACH 24/7 there is at least $1.91 of social value returned.[123]

- A study by the Mental Health Commission of Canada into housing provided in Vancouver at "At Home/Chez Soi" showed a significant reduction in sentencing to the study participants, suggesting that housing effectively reduces crimes.[124] Further, a study by the Canadian Centre for Policy Alternatives showed that increased income assistance rates can reduce policing costs.[125]

- Although partnered with police, Eugene-Springfield Metro Area, Oregon's long running White Bird Clinic-led mobile 'Crisis Assistance Helping Out in the Streets' (CAHOOTS) 24-hour mobile crisis intervention service is another noteworthy example. The CAHOOTS model employs community centered approaches to respond to community needs.[126] The CAHOOTS team responds to mental health related crisis calls by dispatching a mental health crisis specialist and a medic.[127] In 2019, out of 24,000 calls made to CAHOOTS only 150 interventions required police backup.[128] The program costs just over two million dollars per year,[129] saving an estimated $8 million in public safety spending and $14 million in emergency care and services annually[130] as compared to Eugene-Springfield's annual $90 million police budget.[131] Success of the CAHOOTS program has provided a blueprint for Mobile Crisis Response Teams in San Diego County[132] and consultation on similar models in Portland and New York's crisis response programs.[133]

- In 2017, the Kwanlin Dün First Nation in Yukon initiated the Community Safety Officers Program, which is an innovative program designed to strengthen relationships between the community and the RCMP.[134] It involves Indigenous people and community members trained as community safety officers who work to provide early detection, de-escalation and culturally responsive services. The program does not replace traditional police services but assists in conflict resolution, freeing up police officers to do other work.

- In February 2021, Toronto City Council "approved four community safety and crisis support service pilots that will test a new, non-police led approach to non-emergency, non-violent calls, including those involving persons in crisis and for wellness checks."[135] "The pilots will create multidisciplinary teams of crisis workers with training in mental health and crisis intervention, de-escalation, situational awareness and field training prior to the pilots' launch."[136]

- In early June 2021, the "City of Calgary, the Calgary Police Service and the Calgary Police Commission announced funding for programs and initiatives to advance equitable and effective crisis response systems and develop better ways to support Calgarians in crisis," half of which comes from Calgary Police Service Budget Reallocation Funds.[137] The funding is aimed at strengthening "existing crisis supports by enhancing programs and services available to Calgarians affected by mental health, addiction, homelessness and other challenges."[138] One of the goals of the program is to decrease demand on police as more appropriate services become available for Calgarians.

- In August 2021, the City of Victoria announced that it would be creating a new mental health response team,[139] "as part of a pilot project that will serve as an alternative to police response."[140] The Peer Assisted Crisis Team will be first responders to mental health crises as opposed to police. The teams are being developed over the next year but will likely be "made up of members with lived experiences of mental health or substance use disorders, along with those with professional experience such as social workers, nurses, or clinical counsellors."[141]

Recommendations:

10 The B.C. government should work with all levels of government including Indigenous, federal, provincial and municipal governments to establish a framework to redirect funding from police budgets and to invest in civilian-led services for people experiencing mental health and substance use crises, homelessness and other challenges that could be satisfied through increased social service provision rather than a criminal justice response.

11 The Ministry of Public Safety and Solicitor General should adapt 9-1-1 services to ensure police are only involved in responding to people experiencing a mental health crisis as a last resort and not as the default first-responders. Necessary emergency services adaptations include:

   a. creating 24-hour mental health crisis response teams that are civilian-led and Indigenous specific mental health crisis response teams across B.C.

   b. rerouting 9-1-1 calls about mental health crises from police to these mental health crisis teams

12 The B.C. government should make significant investments in civilian-led (i.e., led by community-based agencies rather than by police or health authorities) mental health and substance use services including:

   - establishing urgent response centres staffed by multidisciplinary teams that include mental health clinicians, nurses, social workers and peer workers who can provide wraparound support that extends beyond the medical model of diagnosis and treatment

   - increasing investments in complex care housing and substance use treatment for people with severe mental health and substance use needs, including:

        i. Indigenous healing centres

        ii. increasing community-based treatment for people living with concurrent mental health and substance use issues, including increased access to treatment beds

        iii. funding permanent, low-barrier, 24-hour operating, supervised consumption sites and integrated harm reduction services, especially in mid-size cities and rural and remote communities

13 The B.C. government should address the intersection of policing, homelessness, mental health and substance use when developing the provincial homelessness strategy.

Improved educational supports

If school boards believe it is necessary to continue or implement SLO programs in their schools, they must demonstrate that need clearly, taking into account and being responsive to the concerns of Indigenous, Black and other vulnerable students in their districts. School boards' analyses cannot be "colour-blind" and cannot prioritize the views of police services over students, parents and communities.

There is no doubt that some vulnerable students have had positive experiences with SLOs who have been described as trustworthy, compassionate and relatable.[142] Some of these students talked about how much value the SLO provided by getting them involved in sports or listening to them when they needed support. However, there seems to be no reason that other similarly trustworthy and skilled adults cannot fulfill that role for students without the risk of criminalizing Black, Indigenous and other students or subjecting them to other harms associated with SLO programs. As another Vancouver student said: "my personal suggestion is to get rid of them and use that funding for other youth engagement programs and mental health and substance (use) assistance programs. This is a better option than spending more excessive time to better the SLO program."[143]

Teachers, administrators, counsellors, coaches, parent volunteers, support workers—not to mention their peers—and countless others can create the kind of welcoming and safe school environment all children deserve.

Recommendations:

14 School boards should end SLO programs unless they can demonstrate an evidence-based need for them that cannot be met through other means. In making this assessment, school boards must centre the impact of continuing SLO programs on Indigenous, Black and other student populations.

15 The psychosocial and educational roles of SLOs should be re-assigned to civilians with experience in coaching and leading other extracurricular activities, child and youth counselling, trauma-informed practice, sexual assault prevention, substance use education and bullying prevention. The funds and resources which would otherwise go to SLO programs should be redirected to civilians to fulfill these roles.
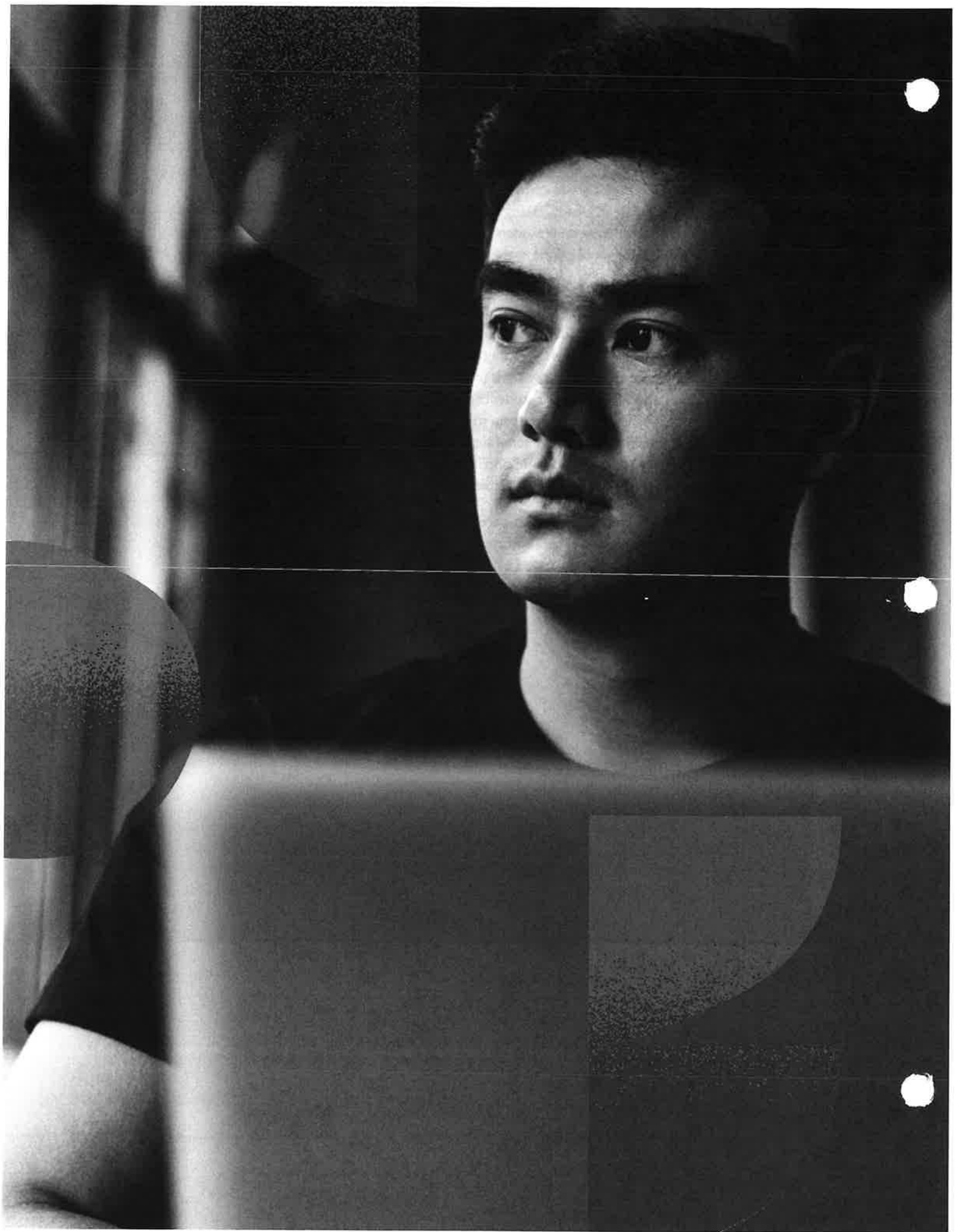
Police accountability

What is the issue?

Police carry weapons and have extraordinary powers and discretion to use them in the name of community safety. Accordingly, the police should be subject to extraordinary scrutiny and oversight. People who have had a discriminatory or dehumanizing experience with police find it challenging to know where and how to complain. If they do manage to navigate the legal avenues available to them, it is not clear they (or the public more broadly) are satisfied that justice has been done.

For example, the Commissioner has significant concerns with police accountability and transparency related to gender-based violence and racialized communities, both as first responders and as perpetrators.

Violence against women and girls in Canada is a serious, pervasive problem.[144] The Ending Violence Association of BC (EVABC) reports that sexualized and gender-based violence is the only violent crime in Canada that is not on the decline. Half of all women in Canada have experienced at least one incident of physical or sexual violence since the age of 16.[145] Indigenous women are killed at six times the rate of non-Indigenous women and are two and a half times more likely to be victims of violence than non-Indigenous women.[146] Women living with physical and cognitive impairments experience violence two to three times more than women living without impairments and 60 per cent of women living with a disability are likely to experience some form of violence.[147] And yet, EVABC also reports that only five per cent of victims report the violence they experience to police and that among the small percentage of cases that are reported there are low charge rates and even lower conviction rates.[148] Police accountability for adequately responding to these cases is key to their credibility — particularly for Indigenous women, women with disabilities and others — and is therefore key to the safety of women and gender-diverse people.

The Commissioner also has significant concerns with accountability related to police as perpetrators of gendered violence. Critically, there are longstanding concerns about sexual violence perpetrated by Canadian police officers against Indigenous women, girls and children.[149] In B.C., Indigenous women and girls are more likely to experience police violence.[150] A 2013 report highlights that trans people are nearly four times "more likely to experience police violence" and seven times more likely to be physically assaulted by the police compared to cisgender people.[151]

A navigable system of police oversight is key to community trust and safety with these communities. There are numerous bodies responsible for police oversight and accountability in B.C.:

- Police boards are the governing bodies of municipal police services and determine the priorities of the police services. They also respond to service complaints.

- The Office of the Police Complaints Commissioner (OPCC) has jurisdiction over misconduct complaints about municipal police. When the OPCC receives a misconduct complaint it determines if the complaint is admissible. Admissible complaints are directed to a police service to conduct an investigation. The role of the OPCC is to oversee the police investigations.

- The Civilian Review and Complaints Commission for the RCMP (CRCC) has jurisdiction over misconduct complaints about the RCMP. When a complaint is made to the CRCC, typically the RCMP conducts the initial investigation and if a complainant is not satisfied with the RCMP's response they can request the CRCC to conduct of review of the RCMP's investigation.

- The Independent Investigations Office (IIO) investigates incidents resulting in serious harm or death involving police officers in B.C. to determine if the conduct was criminal.[152]

- The BC Coroner's Service conducts inquests into deaths of individuals in the care or control of police at the time of their death.[153]

- The BC Human Rights Tribunal hears complaints about discrimination in policing, including racial, sex, sexual orientation and gender identity discrimination, and the courts can hear civil claims against the police.

The police oversight system in B.C. has been criticized for many reasons including:

- the system is complex and difficult to navigate[154]

- inadequate access to advocacy, legal representation and funding to bring forward complaints[155]

- people who don't trust the police may also be reluctant to make a complaint out of fear of retaliation; Indigenous women may be hesitant to initiate complaints, particularly if the complaint relates to sexual misconduct, abuse or assault out of fear and lack of trust particularly Indigenous women[156]

- police delays or failure to implement recommendations made by oversight bodies[157]

- the system is not sufficiently independent; police investigating the police undermines public trust[158]

- the IIO currently does not have a mandate to investigate sexual assaults by police officers[159]

"We get complaints about police, and I have a really hard time convincing people to complete that process or even fully enter that process. In fact, I have a hard time actually feeling good about trying to talk them into entering that process."

— *Norm Leech, Vancouver Aboriginal Community Policing Centre Society*[160]

How will better police oversight make us safer?

Effective oversight has two important aims: ensuring public confidence and advancing the rule of law.[161] True police oversight ensures that "police wrongdoing is properly investigated and officers are disciplined appropriately. In doing so, these mechanisms uphold the rule of law because they hold the police accountable to the law."[162]

Effective oversight is directly connected to public safety. Without effective oversight of police, community trust is undermined. Without community trust that policing is equitable, fair and accountable, community safety is undermined. Many will avoid reporting to the police if they don't believe police will be held accountable to the law and to human rights standards.

How can we do it better?

Dedicated supports

"I think this committee should understand that Indigenous people, when they're seeking assistance, come to the Native Court Workers, always. We are Aboriginal. Every single one of our workers is Aboriginal, and the people identify with us. They feel comfortable with us. They respect us, and they believe in what we say. When an Aboriginal person wants to complain about conduct by the police, they never go through the police complaints process. They come and see the native court workers."

— Hugh Braker, Q.C., Native Courtworker and Counselling Association of British Columbia[163]

Ensuring police accountability requires that individuals who want to make a complaint about the police, regardless of the forum, have dedicated support and representation to do so. Such dedicated resources do not currently exist for people who do not have the financial means to hire their own lawyer.

Community organizations that serve a range of marginalized groups—including women fleeing intimate partner violence and Indigenous women—told us clearly that their clients come to them regularly with concerns about the police. Their clients want their help to make a complaint. They provide it as best they can, but without dedicated support for this work it is simply not possible for community groups to meet their clients' needs. Furthermore, the Commissioner is concerned that even if the complaints system is simplified, many of those who have complaints will require support to do so because of trauma, fear of retaliation or overwhelm.

Recommendation:

16 The Ministry of Attorney General should provide funding for legal advocacy programs, including legal aid, to provide advice and representation to people involved in complaints or investigations by the CRCC, IIO, OPCC and BC Human Rights Tribunal.

"I think it's natural that former police officers will be biased in favour of police, because it's hard not to be."

—Rollie Woods, former police officer and former Deputy Police Complaint Commissioner[164]

Increase civilian oversight

Researchers have found that jurisdictions that have civilian oversight receive significantly more complaints per capita than those that don't.[165] The presence of a civilian oversight body helps members of the public overcome the fear of filing a complaint against a police officer.[166] While there are many different models of civilian oversight, in its truest form civilian oversight involves only civilian investigators with ample authority to hold police accountable.

Independent Investigations Office

The IIO was formed on the recommendation of Justice Braidwood, who envisioned a fully civilian IIO within five years of its inception. When it opened in September 2012 the office had 35 per cent civilian investigators. By September 2014 that number increased to 46 per cent then to 57 per cent by March 2019. By April 2021, however, the number of civilian investigators at the IIO had decreased to 52 per cent.[167] The decrease in civilianization of the IIO is likely the result of the relaxation of the "five-year rule" (in which the IIO could not hire people who have been police officers in B.C. in the last five years) between Jun. 1, 2019 and Jun. 1, 2021 to provide the IIO with greater flexibility in hiring.[168]

In his submission to SCORPA on Feb. 8, 2021, the Chief Civilian Director of the IIO recommended "allowing the IIO to hire from the widest pool of talent possible" meaning allowing the IIO to continue to hire former police officers. He explained that one of the main reasons for the relaxation of the five-year rule was because the IIO was having difficulty hiring investigators with the right experience to conduct criminal investigations. The Commissioner acknowledges the tension between civilianization and the need for the IIO to have trained and experienced investigators and believes this tension can be overcome in time and with rigorous training for civilian investigators.

According to a Canadian Press investigation, the vast majority of independent investigators staffing police oversight bodies in Canada are white men who are former police officers.[169] Civilianization could have the dual goal of avoiding pro-police bias as well as moving towards a diverse workforce that would better represent the communities it serves, another goal of the IIO. The Commissioner believes that, regardless of whether oversight bodies are able to act independently, until there is public trust in the institution of policing there will always be a reasonable apprehension of bias where oversight bodies are staffed with former police.

Recommendation:

17 The Ministry of Public Safety and Solicitor General should develop a plan and timeline to achieve the goal of complete civilianization of the IIO as soon as possible.

Office of the Police Complaints Commissioner and the Civilian Review and Complaints Commissioner

The OPCC and CRCC are referred to as civilian oversight bodies however neither is required by law to hire all, or even a percentage of, staff without policing backgrounds. In his February 2021 submission to SCORPA, the Police Complaints Commissioner reported that two thirds of OPCC staff do not have policing backgrounds.[170] In addition, while the head of the CRCC cannot be a former RCMP member, there is no similar requirement for the head of the OPCC, despite this being recommended by Commissioner Wally Oppal in the Commission of Inquiry into Policing in British Columbia.[171]

Recommendations:

18 The OPCC should develop a plan and timeline to achieve the goal of complete civilianization of the OPCC as soon as possible.

19 The Ministry of Public Safety and Solicitor General should develop a plan and timeline to require the CRCC (when responding to B.C. complaints) to move towards the goal of complete civilianization as soon as possible.

Expand oversight of police services

There are many ways in which police oversight should be expanded to ensure greater accountability.

Consolidation or harmonization of federal and provincial systems

Having two different complaints systems creates confusion and barriers for the public. All police officers in B.C. should be subject to the same expectations and consequences regarding misconduct. To the extent that there are any differences in the definitions or application of misconduct standards under the *Police Act* and *RCMP Act*, they should be brought in sync and reflect the necessity of unbiased policing.

For example, while the CRCC has authority to initiate investigations, the OPCC does not have that authority. Similar models exist in other provinces in Canada. For example, Saskatchewan's Public Complaints Commission can assume the responsibility of a police investigation at any point the Commissioner feels necessary to do so. Many organizations have recommended that the OPCC be provided with authority to conduct investigations.

Recommendations:

20 The Ministry of Public Safety and Solicitor General should ensure that either the RCMP are brought under the jurisdiction of the OPCC, as recommended by the Commission of Inquiry into Policing in B.C., or that the law and complaint processes for the OPCC and the CRCC are harmonized.

21 The Ministry of Public Safety and Solicitor General should expand the mandate of the OPCC to enable the OPCC to investigate complaints itself, assume the responsibility for any investigation or refer complaints to the IIO for investigation. If the OPCC's authority is expanded, OPCC staff must be provided with necessary training.

Oversight over discriminatory misconduct

As SCORPA heard, the IIO currently does not have a mandate to investigate sexual assaults by police officers. The Human Rights Commissioner agrees with Justice for Girls and Human Rights Watch that this exclusion amounts to discrimination on the basis of sex and recommends that this be remedied by expanding the jurisdiction of the IIO without further delay. Similar police oversight bodies across Canada and internationally include sexual assault in their mandate.[172]

The Human Rights Tribunal is another mechanism for addressing police misconduct of a discriminatory nature. Adding Indigenous identity as a protected ground under the *Human Rights Code* is relevant to policing, as Indigenous people are over policed and disproportionately subjected to overuse of force by police. Adding Indigenous identity would provide another mechanism for access to justice for Indigenous peoples in dealing with police and would further promote compliance with the *Declaration Act*. This call has been echoed by many Indigenous leaders as well as the Human Rights Tribunal.

In addition, during our engagements with community we heard repeated concerns about police interactions with British Columbians who are living in poverty and how poverty is criminalized. Adding social condition to the *Code* would provide another accountability mechanism for those who believe they have been discriminated against by the police because they are living in poverty, including those who are homeless. Protections against discrimination on the basis of social condition (such as poverty and homelessness, or the appearance of either) is both urgent during the time of COVID-19 (when poverty for many is being entrenched) and also part of the implementation of the *Declaration Act*. Indigenous people are overrepresented in the group of people living in poverty and therefore are disproportionately impacted by discrimination on the basis of poverty. In addition, these forms of discrimination (along with discrimination on the basis of disability and gender, for example) are often intersecting and difficult to untangle. While the addition of Indigenous identity to the *Code* is essential on its own, it is not sufficient to satisfy the *Declaration Act* requirements.

Recommendations:

22   The Ministry of Public Safety and Solicitor General should use its regulation making authority in s.74(2)(t.4) of the *Police Act* to immediately expand the IIO's mandate to include sexual assault investigations. If the IIO's authority is expanded, IIO investigators must build expertise on the dynamics of gender-based violence.

23   The recommendations made by Battered Women's Support Services to SCORPA for government to undertake a comprehensive evaluation of police responses to domestic violence and sexual assault should be adopted.

24   The Attorney General should take steps to amend B.C.'s *Human Rights Code* to include social condition and Indigenous identity as protected grounds.

The role of police boards

In B.C., municipal police services are overseen by an appointed police board made up of civilians that determine the priorities, goals and objectives of the police service. Police boards consist of the mayor, one person appointed by the municipal council and up to seven people appointed by the Province. Among a police board's functions is the duty to establish policies and set the direction for the police service and exercise discipline for policy and service complaints.[173]

Importantly, police boards act as the voice of the public and provide local input into the governance and management of police services. Police boards have been criticized for not being representative enough, transparent enough or accountable enough to the communities they serve.[174] In addition, as explained by the Honourable Wally Oppal in his submission to SCORPA, with respect to the RCMP: "The problem is that three quarters of this province is policed by the RCMP. They have no police boards so there is no governing local body that deals with the RCMP. I think that's a fundamental weakness when it comes to the relationship between the community and the police in those areas that are policed by the RCMP."[175]

The Commissioner agrees it is critical to have a mechanism for local input into the governance and management of RCMP contract policing in the province.

Recommendations:

25 The *Police Act* should be amended to ensure that police boards are representative of the communities they serve and specifically of communities who are disproportionately impacted by policing, including by requiring every police board to have Indigenous representation.

26 The Ministry of Public Safety and Solicitor General should work with the RCMP in B.C. to establish local civilian police boards or councils for different areas of the province.

27 The Ministry of Public Safety and Solicitor General should develop additional public reporting requirements for police boards to improve police board transparency and accountability.

Indigenous oversight

The overrepresentation of Indigenous people in all aspects of the justice system in B.C. is well documented.[176] A human rights-based and decolonizing approach to the oversight of policing of Indigenous peoples would see a shift to Indigenous oversight bodies. Although Section 38.08 of the *Police Act* provides the Chief Civilian Director of the IIO with authority to appoint a civilian monitor to review and assess the integrity of a specific investigation, to date this authority has only been used once.[177] The Chief Civilian Director of the IIO has committed to appointing a second civilian monitor once a candidate has been identified.[178]

Recommendations:

28 The B.C. government should establish a robust and well-funded Indigenous civilian police oversight body (or branches within established reputable civilian oversight bodies within a jurisdiction), which must include representation of Indigenous women, girls and LGBTQ2SAI+ people, inclusive of diverse Indigenous cultural backgrounds, as called for in the final report of the Inquiry into Missing and Murdered Indigenous Women and Girls. The Indigenous civilian oversight body should have the power to:

   a. observe and oversee investigations involving Indigenous people in relation to police negligence or misconduct, including sexual assault

   b. publicly report on police progress in addressing findings and recommendations at least annually

29 Until the provincial government establishes Indigenous civilian oversight bodies, a civilian monitor should be appointed for every investigation into an incident that results in death or serious harm to an Indigenous person and that government removes any barriers to their effective participation.

Conclusion: Inequity undermines community safety

The role of police—the only role—should be policing in service of community safety. Police reform must stem from this fundamental question: How can we reimagine policing to ensure communities are actually made safer?

Whether we follow the path laid by human rights, the path laid by the rule of law or the path laid by community safety, all roads lead to the same place: inequities make us less safe. The data collected for these submissions demonstrate disturbing racial disparities in policing activities across British Columbia, revealing inequities that we must tackle head on if we are to improve community safety. These submissions lay the groundwork for reform, including changes to the way and amount of data that police services collect, police stops, what tasks fall to police and how they are funded and police accountability.

In the name of human rights, equality, safety and justice, the Human Rights Commissioner urges the Select Standing Committee on Reforming the Police Act and, subsequently, the B.C. government to adopt these recommendations alongside the important submissions of many others and not to shy away from reimagining the role of police in our province.

British Columbia's
Office of the Human Right Commissioner
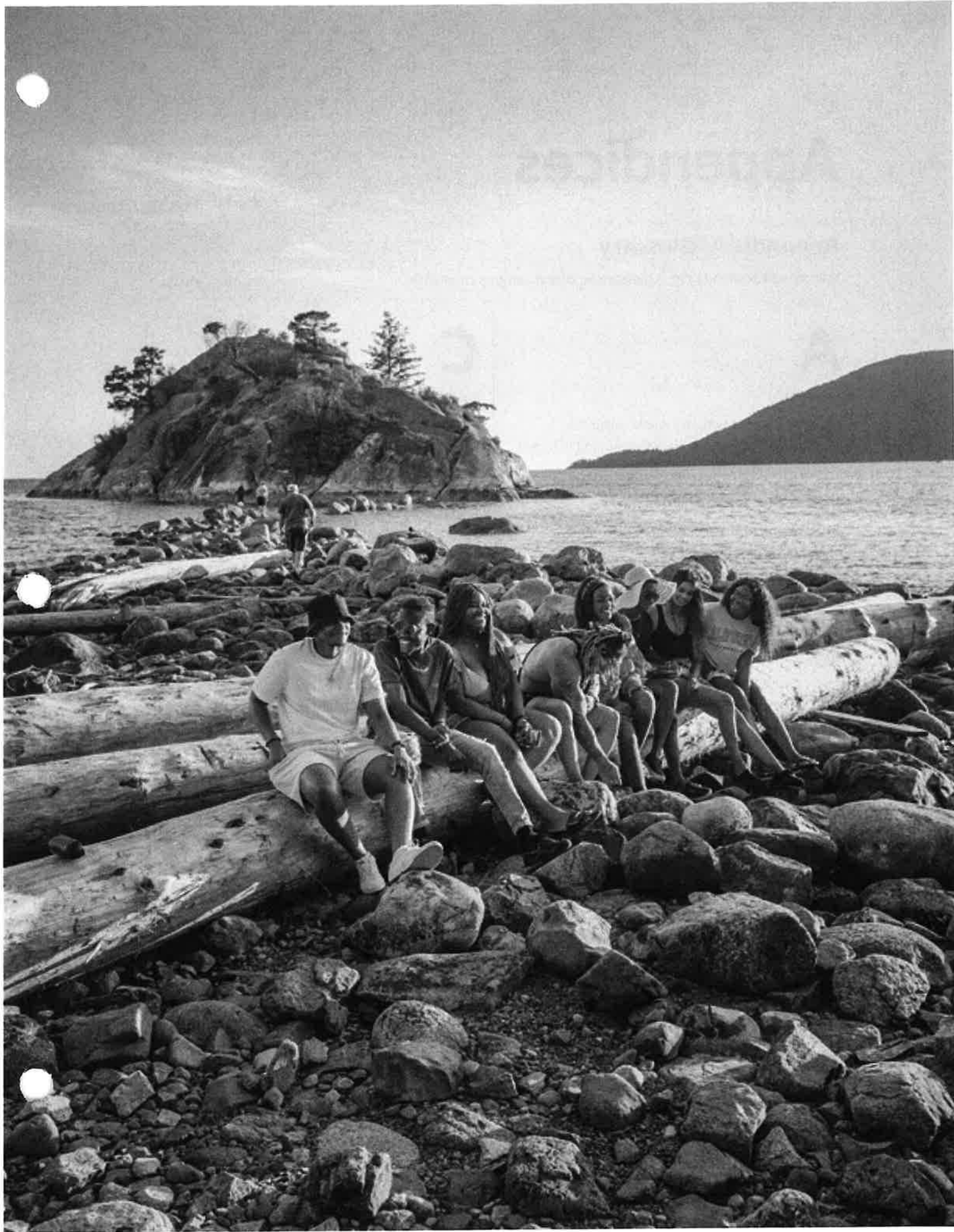
Appendices

Appendix A: Glossary

Visit our online human rights glossary at: bchumanrights.ca/glossary

A

Accused

A person charged with a crime is called the accused. The accused is always presumed innocent until proven guilty.

Adverse effect discrimination

A rule or practice that seems fair but unintentionally singles out a group of people with a protected characteristic and results in unequal treatment.

B

Barrier

Anything that prevents a person from fully taking part in all aspects of society. There are many types of barriers; some examples are physical structures, poverty or lack of access to computers.

Bias

A predisposition, prejudice or generalization about a group of persons based on personal characteristics or stereotypes.

Bias thesis

The bias thesis states that Indigenous, Black and other people of colour are overrepresented in police statistics because they are subject to biased or discriminatory treatment by the police and the broader criminal justice system. This is often contrasted with the higher minority offending thesis (see below).

C

Carding

Carding is when a police officer randomly asks someone to provide identifying information when the police officer has not seen the person engage in any objectively suspicious activity, the person is not suspected of any offence and there is no reason to believe the person has any information about any offence.[179] The police officer then records and stores the identifying information provided by the person in a police database. Carding is a type of street check (see below).

Civilianization

In these submissions, civilianization refers to employing people who are not police officers and have not been police officers in the past.

Common law

The part of Canadian law that comes from judicial precedent established through court decisions rather than statutes or legislation.

Cultural dominance

Cultural dominance refers to the control or rule maintained by a dominant group through ideological or cultural means. Cultural dominance is usually achieved through social institutions, which allow those in power to strongly influence the values, norms, ideas, expectations, worldviews and behaviors of the rest of society.

D

Data governance

Data governance refers to who holds decision making powers about the use, collection, dissemination and storage of data.

Data sovereignty

Data sovereignty can be understood as the right of a nation, group of people or individual to exert control over the governance of data collection, application and ownership.

De-identified information

De-identified information refers to data that has been 'cleaned' of details that would allow someone's identity to be known. In qualitative and quantitative research, it can encompass both direct information (like someone's name or date of birth) and contextual information that might make it easy to figure out someone's identity (like someone's job). De-identified information, then, is information that has been stripped of all "direct identifiers" — that is, all information that can be used to identify the people from whom information was derived.

Disaggregated data

Disaggregated data is data that provides sub-categories of information, for example by ethnic group, gender, occupation or educational status. These are sometimes called demographic categories. Disaggregated data can reveal inequalities and relationships between categories.

Disproportionate impacts

Situations where one group is more negatively affected than another by a particular law, policy or practice.

E

Ethnocentrism

The tendency to view others using one's own group and customs as the standard for judgment or to see one's group and customs as the best.[180]

Ethnicity

Ethnicity involves being a part of or belonging to a particular cultural group and, often, participating in group customs, beliefs, traditions or language.

Equity

Equity is the condition that would be achieved if one's identity no longer predicted, in a statistical sense, how one fares in life. Equity work includes work to address root causes of inequities, not just their manifestation. This includes elimination of policies, practices, attitudes and cultural messages that reinforce differential outcomes or fail to eliminate them.

Evidence-based

Information that is gathered from research conducted with review by fellow scientists or specialists (peer-review), clear and stated methods, evaluation and repeated studies that give the same outcome.

Explicit bias

Explicit bias is when a person is aware of their prejudices and attitudes toward certain groups. The person is conscious of the positive or negative preferences. Overt racism and racist comments are examples of explicit biases.

G

General Occurrence Report

General Occurrence (GO) reports are the primary documents used by police officers in B.C. to record information concerning their policing activities, including but not limited to calls for service, criminal investigations and suspicious activity. General occurrence reports are recorded and stored in PRIME (see below).[181]

Grossly overrepresented

'Grossly overrepresented' is a technical term used in criminology and sociology. Overrepresentation means a group of people with something in common (like their race) has experienced something (for example, being arrested) in greater numbers than their percentage of the population. Gross overrepresentation is the highest level of overrepresentation.

In these submissions 'grossly overrepresented' is equal to an odds ratio (see below) of 3.00 or higher. That means the level of overrepresentation is 200% or greater.

H

Higher minority offending thesis

The higher minority offending thesis maintains that Indigenous, Black and other people of colour engage in criminal activity at a higher level than other racial groups and this fact is accurately reflected in official arrest statistics. This is often contrasted with bias theory (see above).

I

Implicit bias

Also known as unconscious biases. Implicit or unconscious biases are the underlying attitudes and stereotypes that people unknowingly attribute to another person based on race, gender, ability or other personal characteristics that affect how they understand and engage with a person or group.

Indigeneity and Indigenous

Indigeneity is tied to land and place. The term 'Indigenous' recognizes this connection of being from and belonging to the land (for example, one could state, "I am indigenous to North America" or "I am indigenous to this body of water").

Intersectionality

Intersectionality is a concept first developed by lawyer, activist and scholar Kimberlé Crenshaw in relationship to Black women and the law in the United States. Crenshaw noticed that the legal system failed Black women because it did not acknowledge, or address, systemic inequalities linked to the intersections of racism and sexism. Since that time the concept has been more broadly adopted in health care, education, and other areas. Olena Hankivsky, a professor at Simon Fraser University's School of Public Policy, notes, "according to an intersectionality perspective, inequities are never the result of single, distinct factors. Rather, they are the outcome of intersections of different social locations, power relations and experiences."

L

LGBTQ2SAI+

Short form for lesbian, gay, bisexual, transgender, queer, 2S (two spirit), asexual/aromantic, intersex.

M

Marginalized

Marginalized populations are groups and communities that experience discrimination and exclusion (social, political and economic) because of unequal power relationships in economic, political, social and cultural dimensions.

O

Odds ratio

An odds ratio is a measure of association between an exposure and an outcome. The odds ratio represents the odds that an outcome will occur given a particular exposure compared to the odds of the outcome occurring in the absence of that exposure. For example, an odds ratio might compare the relative odds of an arrest taking place given a person's race or gender: here, arrest is the outcome and race and gender are the exposure variables.

In these submissions, odds ratios were calculated by dividing the percent of all police incidents involving a particular racial group by their percent representation in the general population.

Overrepresented

Overrepresentation means a group of people with something in common (like their race) has experienced something (for example, being arrested) in greater numbers than their percentage of the population. See also: grossly overrepresented, significantly overrepresented

P

Perception data

In these submissions, perception data refers to information collected based on the perception of the person collecting it. For example, a police officer identifying a person's race for a report may do so based on the officer's perception of what race that person belongs to. This is in contrast to having the person self-identify their race.

Police liaison officers

See "school liaison officers" below.

Police stops

B.C. Provincial Policing Standard 6.2 defines a "police stop" as any interaction between a police officer and a person that is more than a casual conversation and which impedes the person's movement. A stop may include a request or demand for identifying information depending on the circumstances.

Police Records Information Management Environment (PRIME)

PRIME is the information management system police across British Columbia use to access data and other critical information. PRIME is used by 13 independent and provincial police services and 135 RCMP detachments in British Columbia.[182]

Psychological detention

Psychological detention is a legal term used by the courts to describe when a person is stopped by police and the police have not physically restrained them, but the person nonetheless is not free to leave. Psychological detention can occur in two ways. The first way is if a person is legally required to comply with a police officer's direction or demand. The second way is if a person is not legally required to comply with a police officer's direction or demand but a reasonable person in the person's position would feel obligated to do what the police officer says and would think they were not free to go.

R

Race

Race refers to the groups that humans often divide themselves into based on physical traits regarded as common among people of common ancestry. However, race is a social construct rather than a biological one. This means that society forms ideas of race based on geographic, historical, political, economic, social and cultural factors, as well as physical traits. Scientists generally do not recognize race as having an actual genetic basis.

Racialization

Racialization is the process by which societies construct races as real, different and unequal in ways that affect economic, political and social life. Racializing means imposing those constructions onto people in ways that unequally impact economic, political and social life.

Racial profiling

Generally, racial profiling is a practice of targeting someone for suspicion of crime based on stereotypes connected to their race, ethnicity, religion or national origin.

The Supreme Court of Canada has said racial profiling is any action taken by one or more people in authority with respect to a person or group of persons, for reasons of safety, security or public order, that is based on actual or presumed membership in a group defined by race, colour, ethnic or national origin or religion, without factual grounds or reasonable suspicion, that results in the person or group being exposed to differential treatment or scrutiny. The Supreme Court of Canada also said racial profiling includes any action by a person in a situation of authority who applies a measure in a disproportionate way to certain segments of the population on the basis, in particular, of their racial, ethnic, national or religious background, whether actual or presumed.[183]

Racism

Racism is the belief that one group, as defined by the colour of their skin or their perceived common ancestry, is inherently superior to others. It can be openly displayed in jokes, slurs or hate speech, or can be more hidden in unconscious biases. Racism is deeply rooted in attitudes, values and stereotypical beliefs. In some cases, these beliefs have become deeply embedded in systems and institutions that have evolved over time. Racism operates at a number of levels including individual and systemic levels.

Red zones

Areas where a person is not allowed to go because a judge ordered that the person could not enter that area as a condition of releasing them on bail after they are charged, but not convicted, of a criminal offence.

S

School liaison officers

School liaison officers (also known as police liaison officers) are sworn police officers who are assigned to a school or schools. School liaison officers' specific activities are decided upon by each school board.

Significantly overrepresented

Significantly overrepresented is a technical term used in criminology and sociology. Overrepresentation means a group of people with something in common (like their race) experience something (for example, being arrested) in greater numbers than their percentage of the population. Significant overrepresentation means that the disparity is statistically noteworthy.

In these submissions significantly overrepresented is equal to an odds ratio (see above) of between 1.50 and 3.00.

Socio-demographic

Socio-demographic qualities are those characterized by a combination of sociological and demographic characteristics including age, sex, education, migration background and ethnicity, religious affiliation, marital status, household, employment and income, among other things.

Sovereignty

Sovereignty is the right of a nation or group of people to exert control over governance of all aspects of their lives, including legal, political, economic, social and cultural factors.

Stigmatization

Stigmatization has been described as "a dynamic process of devaluation that significantly discredits an individual in the eyes of others." The qualities to which stigma adheres can be quite arbitrary—for example, skin colour, manner of speaking, sexual preference, frequency of sexual activity or whether one lives with HIV/AIDS. Within particular cultural settings, certain attributes are seized on and defined by others as discreditable or unworthy. Stigma is constructed and reinforced in language.

Stop and frisk

"Stop and frisk" is a much-criticized crime-prevention strategy prominent in the United States. It is particularly associated with New York City between 2002 to 2013. Stop and frisk allows police officers "to detain someone for questioning on the street, in public housing or in private buildings where landlords request police patrols"[184] if the police officer reasonably believes the person has committed or is about to be involved in a crime. If police officers believe the person they detained is armed, they can conduct a frisk (also known as a search) by passing their hands over the person's clothes. Stop and frisk has been widely criticized for contributing to systemic racism in policing in low income, Black and Latino communities.

Street checks

A street check occurs when a police officer obtains identifying information concerning an individual, outside of a police station, that is not part of an investigation.

Structural

Structural means relating to or affecting the structure of something. In sociology, society is seen as a structure with interrelated parts designed to meet the social needs of the individuals in that society.

Structural change

Structural change occurs when there is a transformation in the interaction or arrangement of parts in a system, in networks of social relationships or in groupings such as caste, kinship, family and occupational groups. Structural change addresses the root causes of social issues through these transformations.

Structural design

In these submissions, structural design refers to how institutions, organization, programs or policies are designed and implemented.

Systemic discrimination

Systemic discrimination is patterns of behaviour, policies or practices that create and maintain the power of certain groups over others or reinforce the disadvantage of certain groups. Systemic racism is a form of systemic discrimination.

Systemic racism

Systemic racism consists of patterns of behaviour, policies or practices that create and maintain the power of certain racial groups over others or reinforce the disadvantage of certain racial groups.

U

Unconscious bias

The underlying attitudes and stereotypes that people involuntarily attribute to another person or group of people that affect how they understand and engage with a person or group. Also known as implicit bias.

Appendix B: Report on policing data

Professor Scot Wortley's report "Racial disparities in British Columbia police statistics: A preliminary examination of a complex issue," was completed in September 2021 for BC's Office of the Human Rights Commissioner and provides a detailed exploration of the relationship between race and police activity in B.C.

In the report, Wortley analyzes race-based data received from five police services: the Vancouver Police Department, the Nelson Police Department and the Surrey, Prince George and Duncan/North Cowichan RCMP detachments. The findings reveal profound racial disparities with respect to police arrests or chargeable incidents, mental health incidents and strip searches.

In many of the jurisdictions examined in this report, Indigenous, Black, Hispanic and Arab/West Asian people are significantly overrepresented in police statistics. These racial disparities are not necessarily only the product of bias in policing practices themselves, as systemic racism within many systems leads to the over criminalization of people who are Indigenous, Black or otherwise marginalized.

Wortley's results suggest that the relationship between race, crime and policing deserves far more policy attention than these issues have traditionally received.

The full report can be found at: https://bchumanrights.ca/wp-content/uploads/Wortley_Sep2021_Racial-disparities-police-statistics.pdf

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