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Annual Report 2012 | 2013

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## Mission

To conduct fair, evidence-based, unbiased investigations and to ensure public confidence and accountability THROUGH PUBLIC REPORTING.

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IIO Annual Report 2012/13



The Honourable Suzanne Anton, QC Attorney General and Minister of Justice Parliament Buildings Victoria, BC V8V 1X4

Dear Attorney General and Minister of Justice:

It is my honour to deliver to you the first Annual Report for the Independent Investigations Office of British Columbia.

This report has been prepared in accordance with Section 38.12 of the *Police Act*. The report covers the period January 1, 2012 to March 31, 2013.

Yours truly,

Richard Rosan Mid

Richard Rosenthal, Chief Civilian Director

Independent Investigations Office of British Columbia

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## Message from the Chief Civilian Director



It is with great pleasure that I present this first annual report on the operations and activities of the Independent Investigations Office (IIO) of British Columbia to the Attorney General and the public. Approximately 18 months ago, I engaged

in the exciting opportunity to establish a new form of civilian oversight of law enforcement in B.C. dedicated to increasing public trust in the accountability of B.C. law enforcement relating to police acts resulting in death and serious injury. I came to B.C. as the ultimate outsider, having no prior connection with anyone in the province, including B.C. government and law enforcement. My job was to establish a new agency that would conduct fair, unbiased and competent investigations in a timely fashion. This agency would need to ensure public confidence through robust public reporting of all decisions made with regard to whether cases would be referred to Crown counsel for possible prosecution.

It took about eight months from the time of my appointment for the IIO to open for operations and

we were immediately challenged with police-related critical incidents that required quick deployment of IIO investigators and thorough investigations. Although we completed a number of investigations through the end of the fiscal year (March 31, 2013), we are actively seeking ways to streamline our processes to ensure the timely conclusion of these important cases knowing that "justice delayed is justice denied."

The IIO began as a recommendation made by Mr. Justice William Davies who conducted an inquiry into the 1998 death of Frank Paul and Mr. Justice Thomas Braidwood who conducted an inquiry into the death of Robert Dziekanski in 2007. It has been a great honor to have the opportunity to implement the legislation that has turned these recommendations into the reality of the IIO. I want to extend my appreciation to the government of BC who have entrusted me to deliver on their expectations on behalf of all British Columbians.

Special thanks must go out to the IIO Transition Team, IIO staff and government staff and officials who have supported me in the creation of the new office. Due to their hard work, we are well on our way to accomplishing our mission; to conduct fair, evidence-based unbiased investigations and ensure public confidence and accountability through public reporting.

# Executive Summary

The Independent Investigations Office of British Columbia (IIO) was established as a civilian-led agency following recommendations from two public inquiries led by Justices William H. Davies and Thomas R. Braidwood. Richard Rosenthal was appointed the first Chief Civilian Director of the IIO, effective January 9, 2012. The IIO began operations on September 10, 2012.

Under the *Police Act*, the IIO's mandate is to conduct investigations into officer-involved incidents of death and serious harm to determine whether an officer may have committed an offence. Incidents of serious harm include injury that may result in death, serious disfigurement or substantial loss or impairment of mobility of the body or of the function of any limb or organ. The *Police Act* requires police services to notify the IIO of any incident that may fall within its mandate.

This report covers the period January 1, 2012 to March 31, 2013 with an emphasis on the time when the agency was fully operational, after September 10, 2012.

Part 1 of this report provides a historical account of the events leading to the creation of the office, considerations in establishing the agency and some of the challenges faced before operations began. The structure and operations of the office were influenced in part by the Ontario Special Investigations Unit, and special consideration was given to the challenges their organization has faced over the last 20 years. However, the IIO still faced challenges in clarifying the organization's mandate and refining the criteria for notifying the IIO. Training of investigative staff prior to opening ensured the IIO would be prepared to conduct criminal investigations of officer-involved incidents.

Part 2 of this report summarizes and describes the office's activities once operational. In its first year of operations, the IIO actively engaged with stakeholders, developed Memoranda of Understanding with police agencies, trained investigative staff and initiated a strategic planning process.

Finally, Part 3 of this report provides statistical information on the IIO investigative caseload, including number and frequency of notifications and investigations.

- Between September 10, 2012 and March 31, 2013 the IIO received 233 notifications of officerinvolved incidents. Of these, 17 proceeded to investigation.
- Six of the 17 investigations concluded prior to March 31, 2013, in an average time of 2.7 months.
- The IIO initiated an average of 2.4 investigations per month.
- All 17 investigations involved on-duty officers (nine deaths; eight incidents of serious harm).



## About the Independent Investigations Office

## CREATION OF THE INDEPENDENT INVESTIGATIONS OFFICE

Over the past 10 years, police involved injuries and death have become increasingly prominent in media reports and the public arena, not only in B.C., but in most jurisdictions. Prior to the establishment of the IIO, police involved incidents in B.C. were investigated by police officers from external police services. Professional standards or internal affairs sections of the involved agencies also conducted their own investigations. It has been largely accepted that having police officers conducting criminal investigations into the actions of other police officers is problematic and leads to perception of investigative bias.

### Davies Inquiry

On June 23, 2003, the Police Complaint Commissioner reopened a previously concluded Vancouver Police Department file for further investigation and recommended that a public inquiry be held. The file was related to the death of Frank Joseph Paul. Mr. Paul was a First Nations man who police found heavily intoxicated on the evening of December 5, 1998. On Mr. Paul's release from custody, a police officer left Mr. Paul in an alleyway near the Vancouver Jail. Mr. Paul subsequently died of hypothermia on December 6, 1998.

On March 9, 2007, Justice William H. Davies was appointed Commissioner for the public inquiry into the death of Mr. Paul. The Davies Commission interim report entitled "Alone and Cold" was submitted to the then Attorney General on February 12, 2009. In Canada, the provinces of Alberta and Ontario have led the way in the creation of civilian led investigative agencies mandated to conduct criminal investigations into incidents involving police officers. In B.C., organizations such as the BC Civil Liberties Association, Pivot Legal Society, the Commission for Public Complaints Against the RCMP (2009) and the BC Association of Chiefs of Police (2009) supported the creation of an independent investigative agency. Ultimately, the Independent Investigations Office (IIO) was created by government through Legislation following recommendations that arose from two public inquiries led by Justices Thomas R. Braidwood and William H. Davies.

Justice Davies recommended that "The provincial government establish an Independent Investigation Office (IIO), to conduct criminal investigations of all police-related deaths in the 12 jurisdictions policed by the 11 municipal police departments. The Office's investigators would attend the scene and assume full investigative responsibility. The IIO would recommend whether criminal charges should be laid (and, if so, what charges and against whom)."<sup>1</sup>

<sup>1</sup> See Page 18 – Alone and Cold, the Davies Commission Inquiry into the Death of Frank Paul, February 12, 2009.

## Braidwood Inquiry

On October 14, 2007, Robert Dziekanski died in an officer-involved incident at the Vancouver International Airport. On February 15, 2008, Justice Thomas R. Braidwood was appointed to serve as Commissioner for the public inquiry into Mr. Dziekanski's death. The second and final report of the Commission entitled *"Why? The Robert Dziekanski Tragedy,"* was released on May 12, 2010. The report included detailed recommendations for the creation of an Independent Investigations Office (with jurisdiction over all B.C. police agencies, including the RCMP) which would investigate all police related incidents resulting in death and "serious harm" as defined in Part 11 of the *Police Act*. To ensure there is no perception of *bias*, the *Police Act* specifies that *the* Chief Civilian Director *cannot* be a person who is a current or former member of a police force or the RCMP

## Governing Legislation – The Police Act

On June 18, 2010, the provincial government announced that it would create a new civilian-led investigative agency to investigate officer-involved incidents of serious harm and death.

On May 17, 2011, the Minister of Public Safety and Solicitor General introduced a bill to amend the *Police Act* (Bill 12 or the *Police (Independent Investigations Office) Amendment Act*). The Act established the IIO as an independent office within the Ministry of Justice. The bill was passed by the Legislative Assembly on June 2, 2011.

A key feature of the new office would be its civilian component. The Act provides that before January 1, 2015, a special committee of the Legislative Assembly will review the operations of the IIO and in particular, the Chief Civilian Director's (CCD) progress towards the goal of being staffed by investigators who have never served as police officers.

## Considerations in Establishing the IIO

On November 14, 2011, a transition team was formed to create the IIO. The team consisted of seconded government employees and contractors, and by early spring 2012, new and permanent staff. Richard Rosenthal was appointed as the first CCD of the Independent Investigations Office effective January 9, 2012.

The transition team was responsible for various portfolios, including finance and administration (to develop the budget), legal services (to support

the legislative amendments and other legal issues), human resources (to develop the model and hire investigative and other staff), communications (to develop the strategic plan and branding), stakeholder relations (to identify diverse stakeholders), community engagement (to develop a plan to engage communities across the province), facilities and systems (to acquire a facility that would meet the overall needs of the IIO) and training (to develop a training plan that would address the needs of all IIO investigators).

### Lessons Learned

The creation of the IIO and operational model benefited from the experiences of other civilian oversight agencies, in particular, Ontario's Special Investigations Unit (SIU). As the SIU has been in operation for more than 20 years, the IIO examined the SIU for practices that could be adopted in B.C. Of particular consideration was the 2008 Ontario Ombudsman report entitled "Oversight Unseen"<sup>2</sup> and its recommendations.

The IIO also examined the model used by the Alberta Serious Incident Response Team. Consultation took place with the Office of the Police Complaint Commissioner (OPCC) as well as the Ministry of Justice, Police Services Division.

There are differences between the mandate of the IIO and the SIU. For example, the IIO is required to investigate both on- and off-duty incidents involving officers, whereas the SIU's mandate is normally limited to on-duty incidents.

There are other differences between the IIO and SIU with respect to staffing and the service delivery model. The SIU has a combination of full-time permanent staff and part-time on-call investigators. IIO staff are all full-time, permanent and based in one location. Although the SIU structure allows for quick

2 Andre Marin, Ombudsman of Ontario, Oversight Unseen, September 2008 The IIO Conducts criminal investigations *into* officer-involved incidents that result *in* serious harm *or* death.

deployment of investigators to more remote areas of Ontario, all of the SIU "on-call" investigators are former police officers. In order to ensure a diverse IIO staff, which would include many investigators who have never previously served as police officers, and in order to create an IIO culture different from more traditional police cultures, the CCD concluded that full-time staff in one central location would be the best possible model for the IIO.

The SIU has stand-alone forensic capabilities and does the majority of lab and other testing in-house. During the start-up stage of the IIO, various service delivery models were considered, particularly how the IIO would ensure strong forensic and other specialized capacity. The IIO decided to adopt a peer review model where IIO specialized investigators would monitor the forensic work done by local police services. The peer review model allows IIO staff to ensure the work done by local police agencies is according to best practices and meets the expectations of Crown counsel, the courts and the public.

### Civilian Investigators

Based on the recommendations from the two inquiries, the legislation governing the IIO went one step further than the SIU in establishing the IIO as a civilian agency, requiring that its investigators must not have been members of a police force in B.C. for at least five years prior to being appointed.

As of March 31, 2013, approximately two-thirds of all IIO investigators were retired police officers.

Those without policing backgrounds have substantial experience in other investigative organizations. While the long term goal of the IIO is to be staffed by investigators who have never been police officers, it was recognized during the formative period of the IIO that police investigative experience was critical. Succession planning and a comprehensive training program will allow for more civilian investigators to be employed in future years.

## IIO ACTIVITIES PRIOR TO OPENING

### Stakeholder Relations and Community Engagement

In January 2012, the IIO developed an inventory of stakeholders that had an interest in its development. These included First Nations leadership, families of those affected by police incidents, community advocacy groups, non profit organizations, government ministries, B.C.'s RCMP and municipal police services, civil libertarian agencies, faculties of education and other civilian oversight agencies. After sending out letters of introduction, the CCD and IIO staff reached out to these stakeholders through conferences, meetings and roundtable discussions. The CCD shared the vision of the IIO while at the same time, heard the concerns, ideas and perspectives from the diverse groups across all parts of the province.

In addition, the IIO developed a three year Community Engagement Strategy that was launched by the CCD and IIO staff to meet with members of the public and the business communities as well as the local police services across the province. During the spring of 2012, the CCD attended community forums and town hall meetings in the Lower Mainland, Prince George, New Aiyansh, Prince Rupert and Terrace. The Community Engagement Strategy will result in the CCD and IIO staff meeting people in the Lower Mainland as well as in other regional hubs including Williams Lake, Kamloops, Nanaimo, Kelowna and Nelson.



### Core Training

IIO investigators with a civilian investigative background or with police experience from abroad began a three-month training course at the Justice Institute of British Columbia (JIBC) on June 11, 2012. The training plan was developed recognizing the unique backgrounds of the civilian investigators. Course material included criminal and administrative investigations, patrol training and tactics, legal studies, and use of force (including less lethal and lethal force). Fourteen investigators received the IIO Basic Investigative Training Certificate from the JIBC Justice and Public Safety Division.

IIO investigators with policing experience attended two weeks of Major Crime Investigative Techniques

## **Opening** Day

On September 7, 2012, IIO staff and family members attended an opening ceremony in the presence of Justice Davies, Justice Braidwood and Ms. Sofia Cisowski, the mother of the late Robert Dziekanski. training at the Canadian Police College (CPC), Pacific Region Training Centre in August 2012. Course material included major crimes investigative techniques, interview and interrogation, arson investigations, crime scene management, undercover operations, legal studies, search warrant drafting, criminal profilers, ethics and major case investigations. Thirteen investigators received the CPC Major Crime Investigational Techniques Certificate.

In addition, IIO investigators were required to complete Emergency Vehicle Operation Training at the JIBC.

IIO staff swore or affirmed the BC Public Service oath, administered by Justice Davies.

The IIO officially became operational on Monday, September 10, 2012.



## BIOGRAPHY OF THE FIRST CHIEF CIVILIAN DIRECTOR OF THE IIO

Richard Rosenthal was appointed B.C.'s first Chief Civilian Director of the Independent Investigations Office on January 9, 2012. He has extensive experience in civilian oversight of law enforcement. He served for 15 years as a Los Angeles County Deputy District Attorney. He worked in the central trials and fraud divisions and the special investigation division, where he investigated and prosecuted public officials, judges and police officers.

In 2001, Mr. Rosenthal was hired as Portland, Oregon's first director of the Independent Police Review Division of the city auditor's office. There he created Portland's first professional police oversight agency.

In 2005, Mr. Rosenthal was hired to be the city and county of Denver's first Independent Monitor, with jurisdiction over Denver's police and sheriff departments. He was responsible for monitoring the investigations of all officer-involved shootings and in-custody deaths that occurred in Denver, as well as all internal criminal and administrative investigations of police misconduct. Mr. Rosenthal helped implement key changes to the Denver police and sheriff departments' disciplinary processes and created one of the largest community police mediation programs in the United States.

Mr. Rosenthal has held teaching positions at various universities, including Loyola Law School, Portland State University and the University of Colorado at Denver. He served for five years on the board of directors for the National Association of Civilian Oversight of Law Enforcement. He was also a member of the committee used to create the United States National Guidelines for Police Monitors, published by the Police Assessment Resource Center in 2008. Mr. Rosenthal is currently a member of the board of directors for the Canadian Association for Civilian Oversight of Law Enforcement. He has given numerous presentations to communities, stakeholders and organizations throughout British Columbia.

"This office will be *fundamental* in increasing PUBLIC CONFIDENCE IN THE INVESTIGATION AND REVIEW
OF *police* USES OF FORCE IN
BC. MY VISION FOR THE NEW *office* IS ONE THAT CONDUCTS *fair, impartial and timely*INVESTIGATIONS AND ENSURES *transparency* IN THAT PROCESS.
I VERY MUCH LOOK FORWARD
TO THIS GREAT CHALLENGE
AND *opportunity*."

> ~ Richard Rosenthal Chief Civilian Director December 7, 2011, News Release Announcement of Chief Civilian Director at Office of the Premier

# IIO CORE FUNCTIONS AND RESPONSIBILITIES

## Mandate

The IIO has the mandate to conduct investigations into officer-involved incidents of death and serious harm to determine whether an officer may have committed an offence.

Incidents of serious harm include injury that may result in death, may cause serious disfigurement or may cause substantial loss or impairment of mobility of the body or of the function of any limb or organ. The IIO has jurisdiction over all of B.C.'s policing agencies, including 11 municipal agencies, the RCMP, the South Coast BC Transportation Authority Police Service and the Stl'atl'imx Tribal Police Service. The IIO's jurisdiction extends to officers appointed as special provincial constables, municipal constables and includes on- and off-duty officers.

## **INVESTIGATIVE PROCESS**

### Notifications

The *Police Act* requires police services to notify the IIO of any incident that may fall within its mandate.

The IIO does not attend or investigate all incidents of which it is notified. Upon notification, the IIO must ascertain whether the incident falls within its mandate. There are two criteria that must be met: that the incident is officer-involved and that the injury, if not fatal, meets the definition of serious harm as defined in the *Police Act*.

In many cases, the IIO is able to immediately determine whether the notification meets the IIO mandate and will result in an investigation. However, in some circumstances, it may not be clear from the notification if the incident falls within the IIO mandate. This may occur in situations where the extent of the injuries and the impact on the affected person is not immediately known. It can also sometimes be difficult determining if the incident was officer-involved. When there is uncertainty regarding mandate, the IIO makes further inquiry, which may include conducting a preliminary investigation to determine if the injuries fall within the definition of serious harm or to what extent an officer was involved.

Determining whether "serious harm" has occurred is often challenging. The definition of "serious harm" in Part 11 of the *Police Act* relates to whether a person may become impaired as the result of the injury. In some cases, it may take days or weeks to determine the extent of an injury. In other situations, an affected person's medical condition may deteriorate over time.

In addition to this notification process, under Section 44 of the *Police Act*, the Minister or the Director of Police Services may order the IIO to conduct an investigation into an alleged act committed by a B.C. police officer, including a member of the RCMP.<sup>3</sup>

3 The CCD and the Director of Police Services have agreed that the IIO should investigate any intentional officerinvolved shooting that results in any injury to any person, regardless of whether or not that person suffered "serious harm" as defined in the *Police Act*.



# Challenges in the Notification Process

Before the IIO became operational, a Memorandum of Understanding (MOU) was developed and signed by the IIO, the RCMP and the other police services in the province.<sup>4</sup> The MOU specified that police agencies would notify the IIO of any incident that fell within the mandate, including whenever medical attention was sought.

Over the first few weeks, it became clear that the notification criteria were resulting in substantial over-reporting. IIO staff were spending excessive time responding to notifications that clearly did not fall within the IIO's mandate. In order to address the issue of over-reporting, and ensure that IIO resources were used on cases that did fall within the mandate, the reporting practices in the MOU were changed on October 12, 2012. Police agencies were asked to adopt a notification standard that was closer to the definition of serious harm as defined in the *Police Act*.

The *first* officer-involved incident investigated *by the* IIO occurred on September 10, 2012, *the* same day that the IIO became operational

<sup>4</sup> Memorandum of Understanding Respecting Investigation between IIO, RCMP and the police services is available at *www.iiobc.ca* under the Publications tab.



### Investigations

All officer-involved incidents that meet the IIO mandate under the *Police Act* are investigated by the IIO. The investigation informs the CCD's decision as to whether an officer may have committed an offence under any federal or provincial statute.

Although the IIO is located in Surrey, investigators travel throughout B.C. to conduct investigations. IIO investigators assume responsibility for the scene of an incident and conduct standard investigative activities including canvassing for and interviewing witnesses and seizing evidence. In most cases, the IIO depends on the forensic services of the local police agency, with IIO specialized investigators monitoring and conducting peer reviews of their work. In a small number of cases, the IIO will request that the local police agency perform some investigative work in those situations where the IIO may be delayed in responding to a scene. Some incidents under investigation by the IIO may also involve concurrent investigations, including criminal investigations of civilian suspects, police service internal investigations, and BC Coroners Service investigations.

## Reporting

When IIO investigators are deployed to a scene, the IIO releases an information bulletin to the media and the public. Standard information includes where the incident took place, what police service is involved, a brief description of the circumstances that led to injury or death and whether a concurrent investigation is underway.

All IIO investigations are documented internally, to include the completion of a detailed narrative and investigative report. This material is provided to the CCD for his review and decision under Section 38.11 of the *Police Act*. If he considers an officer may have committed an offence, the CCD will make a report to Crown counsel. Crown counsel is subsequently responsible for the charge assessment and approval process.

If the CCD determines that an officer did not commit an offence, the investigative file is closed and a Public Report is released. The Public Report includes a summary of the facts, a description of the evidence the CCD considered and his analysis and findings.

The *Police Act* allows for the release of public reports and further directs that the CCD not disclose personal information about an officer, an affected person, a witness or another person who may have been involved in the matter unless the person consents to the disclosure or, in the opinion of the CCD, the public interest in disclosure outweighs the privacy interests of the person. In these circumstances, the CCD obtains advice and recommendations from the Information and Privacy Commissioner.



FIGURE 1. IIO/Chief Civilian Director Decision Making Process



# IIO Administration

## Organization Chart

FIGURE 2. IIO Organizational Chart



## Program Areas

The IIO consists of four program areas: Investigations, Public Accountability, Legal Services and Corporate Services. Each program area has a distinct role

### Investigations

An Executive Director and four Team Leaders lead the Investigations program area. Each Team Leader supervises a team of six investigators, including a specialized investigator experienced in forensic identification and/or collision analysis. Forensic and collision analysis are provided through a peer review

## Public Accountability

Under the direction of the Executive Director, Public Accountability, this team of investigators provides liaison between the IIO and affected persons, family members of affected persons, police services, media, stakeholders and government. In addition, policy and research fall under this program area.

The Investigator, Strategic Communications, is responsible for media relations as well as for implementing the IIO Communications Plan. This is particularly critical when the IIO asserts jurisdiction on a case and when the CCD has decided to issue a Public Report. Strategic communications maintains the liaison function with other communications staff within government and at the various police services.

The Investigator, Affected Persons, is dedicated to providing emotional, practical and educational support to affected persons. Affected persons are those persons including the injured party, family members or civilian witnesses involved or impacted by an incident. The role may include providing immediate critical incident debriefing, referral to community supports and resources, serving as a but functions in coordination with the others in the overall investigative process, from the initial notification to deployment to the final disposition.

model – with local police services maintaining responsibility for collecting evidence at a scene, monitored by IIO investigators. An Information Administrator and an Operations Support Clerk serve as support staff for each investigative team.

point of contact for the IIO, help in navigating the investigative process and communicating with families when an investigation closes. Services to affected persons are available 24 hours a day, seven days a week. The Investigator, Affected Persons, is available to travel throughout B.C. as required.

The Investigator, Stakeholder Relations, is responsible for developing an engagement and outreach strategy, responding to complaints and requests for information. This entails building partnerships with diverse groups such as First Nations leadership, advocacy organizations, other government ministries, police services, academies and other civilian oversight agencies.

Finally, under Section 38.12 of the *Police Act* the IIO is required to compile statistical information and trends regarding investigations. The IIO Policy Analyst is responsible for meeting those statutory expectations, establishing performance measures and leading projects such as the development of the strategic plan, the Annual Report and other special reports. This position is also responsible for policy development, research and evaluation.

## Legal Services

Legal Services manages disclosure of IIO investigative materials to Crown counsel, the BC Coroners Service, the Office of the Police Complaint Commissioner, the Commission for Public Complaints against the RCMP, involved police agencies, individuals making FOI requests and parties to civil litigation. The IIO's legal counsel advises IIO investigators on criminal law issues including statements and interviews as well as search and seizure. Counsel advises the CCD on criminal and administrative law. Counsel also drafts, monitors and revises Memoranda of Understanding between the IIO and other justice system bodies.

### Corporate Services

Corporate Services provides the full continuum of services including finance, human resources, technology, fleet management, records management and administrative support. This team is responsible for developing and managing the IIO budget.

## Training

The IIO training program provides in-house training and coordinates formal training conducted both internally and externally. As a specialized investigative agency the IIO must maintain a training program to provide all investigators with opportunities to advance their skills in conducting complete, factual and accurate investigations in a timely manner. Professional development, basic core training, table-top exercises and ongoing specialized training are coordinated by a training coordinator assigned to the investigations section.

To date, IIO employees have participated in numerous training courses. Some of these courses were specifically aligned for the investigative staff, while others were attended by all IIO staff. In some instances, training was specialized for individual employees.

### Search Warrant Drafting Training Course (Surrey, B.C.)

As part of the process of investigating files, investigators are occasionally required to prepare Search Warrants and Production Orders in order to obtain pertinent evidence in regards to those files. A two day training course was conducted on December 17 and 18, 2012, by officers from the BC RCMP Legal Applications Support Team. The training provided instruction on the legal requirements for the preparation of the court documents required in order to obtain Search Warrants. It also included training on the preparation of an application to obtain a search warrant. Fourteen investigators successfully completed this training.

#### Investigative Interviewing Workshop (Surrey, B.C.)

As an integral step in every investigation, IIO investigators conduct interviews to elicit comprehensive information from police officers, first responders, affected persons and civilian witnesses. As the skills required to conduct interviews that are thorough, neutral and lawful benefit from ongoing training opportunities, a two day workshop was devised and presented to IIO investigators on January 17 and 18, 2013. Instructors and facilitators from the Vancouver Police Department, the RCMP and the Forensic Alliance attended the IIO to present theoretical and practical knowledge and skills to enhance best practice among IIO staff.

#### Professional Development in Critical Incident Investigations (Surrey, B.C.)

As a new civilian oversight agency, the IIO has benefited from other civilian oversight and investigation agencies. On February 21, 2013, the IIO hosted two distinguished professionals from Denver, Colorado who shared with investigators their experiences arising from long careers dedicated to the investigation and review of officer-involved critical incidents. On April 9, 2013, the IIO also hosted Ian Scott, Director of the Ontario Special Investigations Unit and Clifton G. Purvis, Executive Director of the Alberta Serious Incident Response Team. Both guests shared their agencies experiences and challenges. IIO Corporate Services manages the budget, contracts, support for Treasury Board submissions and other finance-related activities. Total expenditures for the fiscal year 2012/13 were approximately \$6.6 million and are listed in Table 1. Salaries and benefits accounted for 67 per cent of these expenditures. As of March 31, 2013 the IIO had 50 full time staff.

EXPENDITURE TYPE	2012/2013 ACTUAL EXPENDITURE
Salary and benefits	\$ 4,422,790
Professional services	\$ 596,021
Building occupancy	\$ 885,807
Office and business expenses	\$ 217,861
Other operating expenses	\$ 487,216
Travel	\$ 103,483
Information systems – operating	\$ 106,329
Operating equipment – vehicles and other	\$ 121,965
Amortization expense	\$ 114,083
Other	\$ 41,356
TOTAL EXPENDITURES	\$ 6,609,695

#### TABLE 1. 2012/2013 Fiscal Year Expenditures

FIGURE 3. 2012/2013 Fiscal Year Expenditures by Category (Per Cent of Total Expenditures)



## Accountability

The Chief Civilian Director (CCD) was appointed by the Lieutenant Governor in Council to an initial five year term which can be renewed for one additional term.

In addition to the operational mandate, the *Police Act* requires the CCD to manage and administer the IIO and to ensure compliance to governmentwide requirements relating to Cabinet direction. The IIO is established within the Ministry of Justice. This means the IIO is accountable through the CCD to the Attorney General and Minister of Justice and thereby to the Deputy Attorney General.

To that end, the CCD is subject to the direction outlined in his Letter of Expectations<sup>5</sup> from the Deputy Attorney General. The letter clarifies the expectations of the Ministry with respect to the following:

- Communications, Policy Development and Information Sharing
- Public reporting and compliance with financial management legislation
- Development of performance measures
- Administrative matters

"IF WE DO OUR *job* RIGHT, THEN WE EXPECT THE *faith* IN POLICE WILL GO UP AND *accountability* WILL GO UP."

<sup>5</sup> The letter of expectations can be found at http://iiobc.ca/publications/

# ACTIVITIES (2012/2013)

## Community Engagement and Stakeholder Relations

The Investigator, Stakeholder Relations and the Chief Civilian Director (CCD) regularly travel throughout the province to deliver presentations to various community groups on the mandate of the IIO.

Ongoing outreach activities have included presentations in the Lower Mainland and at more than 20 other locations throughout B.C. Community groups, NGOs, First Nations, multicultural groups and members of the general public have been engaged and informed about the IIO. In addition, the IIO has made more than 45 information presentations to law-enforcement agencies, academies and training venues across the province, including making weekly presentations to RCMP officers at the RCMP training facility in Chilliwack.

## Memoranda of Understanding

The CCD and the Chiefs of those police services that fall under IIO jurisdiction signed a Memorandum of Understanding (MOU) respecting investigations on July 16, 2012. The MOU was amended on February 12, 2013, to reflect the revised notification practice established on October 14, 2012.

The MOU was written with input from senior members of B.C. police agencies, including the RCMP, the Police Services Division of the Ministry of Justice, representatives of police boards, police unions and staff representatives and in consultation with civil liberty organizations. The MOU addressed all aspects of investigations, including notification to the IIO, scene security, designation of subject and witness officers and concurrent investigations.

It ensures agreement and cooperation between the IIO and all B.C. police agencies and adherence to specific procedures when there is an incident of death or serious harm involving an on- or offduty police officer. The working group remains functional and periodically meets with the IIO to assess progress, examine best practices and address any issues that arise.

An MOU between the IIO and the Office of the Police Complaint Commissioner (OPCC) was also developed and signed respecting the disclosure of investigative materials to municipal police agencies for investigations as directed by the OPCC.

The OPCC is an independent office of the Legislature that provides civilian oversight of complaints about the conduct of municipal police officers and departments in B.C. Unlike the IIO, it does not have a mandate to engage in criminal investigation.

Both MOUs are available for download from the IIO website (*www.iiobc.ca*).

## Strategic Planning

Before the end of the fiscal year, the IIO began developing a stakeholder consultation process to aid in the development of the IIO's strategic plan. The IIO's mission as presented in this annual report was developed through this process involving the participation of a diverse group of internal and external stakeholders, including representatives of civil liberty and police organizations.

This consultation process also identified issues for the IIO to consider in the development of IIO goals. The goals and the strategies to reach those goals are being developed in the current fiscal year (2013/14) and will be publicly released as part of the overall IIO Strategic Plan. Possible themes for goal and performance measure development were identified in consultation with stakeholders and include accountability, stakeholder trust in IIO, reporting, investigations and timeliness.

In addition to this process, the IIO intends to establish an External Stakeholder Advisory Committee representing a broad and diverse interest base providing quality assurance feedback to the IIO to help in strategic planning.



# STATISTICS Introduction

Under Section 38.12 of the *Police Act*, the IIO must compile statistical information regarding investigations including the number and frequency of investigations as well as the different types and dispositions.

To date in B.C., there is limited accessible data on officer-involved incidents. A long-term objective of the IIO is to publicly report meaningful statistics. While the primary outcome of an investigation is determining whether an officer has committed an offence, there is a benefit to collecting data through the investigative process. The impact of such data can inform police practices and provincial legislation. Furthermore, in an era of open government, there is an expectation of data sharing wherever possible. The data collected and the statistics reported by the IIO can serve several purposes, in addition to their basic intrinsic value to the public. Data can be used to gain insight into officer-involved incidents and can identify issues and trends in policing. Ultimately, years of accumulated data may also be able to provide information on when and where officer-involved incidents are more likely to occur. Data also allows for evidence-based decisionmaking and can provide a foundation for informed policy and practices, both at the IIO and provincially. Data collected today can then provide a baseline that allows for monitoring progress and evaluation of newly implemented policies and programs in the future.

## Description of the data

The following data was collected from the first seven months of operation – the period between September 10, 2012 and March 31, 2013. The statistics described reflect data from the 233 initial notifications received from B.C.'s police services and the 17 investigations that were initiated. As many of the 17 investigations remained open as of March 31, 2013, some data described here may change in subsequent reports as those investigations are concluded. As the sample size is limited, it is inappropriate to draw conclusions from the data. It does however highlight the types of statistics the IIO intends to collect and report out on in the future.

## Notifications

Under Section 38.09 of the *Police Act*, the RCMP and municipal police agencies are required to report incidents of death or serious harm, which are referred to as "notifications." <sup>6</sup>

Between September 10, 2012 and March 31, 2013, police agencies made 233 notifications (Table 2).

### 

6 See page 15 for further description

### Of these:

- 201 notifications did not fall within the IIO mandate and did not proceed to an investigation.
- 17 notifications fell within the mandate and proceeded to an IIO investigation.
- 15 notifications were closed after a preliminary investigation determined that there was no officer involvement or the injuries did not meet the definition of serious harm.

### TABLE 2. Outcome of Notifications Made to the IIO by Police Agencies

Ουτςομε	NUMBER
Notification Did Not Fall Within IIO Mandate	201
Notification Met IIO Mandate For Investigation	17
Notification Closed After Preliminary Investigation	15
TOTAL NUMBER OF NOTIFICATIONS	233

### FIGURE 4. Notifications by Month



The change in the notification standard in October would make it inappropriate to compare notification data across months. Therefore, for the remainder of the statistics provided in this report, notifications from September and October are not included in the analysis. There were a total of 173 notifications combined in the two months of September and October. The majority of these (164) were received in the first six weeks prior to the change in notification standard. The remaining five months, post change in the notification standard (October 14, 2012 to March 31, 2013), had a total of 69 notifications.

Of the 69 notifications:

- 28 were reported by municipal police agencies and 41 were reported by RCMP detachments.
- Of the 105 RCMP detachments, 24 made at least one notification report.
- Eight of the 11 municipal agencies made at least one notification report, in addition to the South Coast BC Transportation Authority Police Service.

## Time to Notify the IIO of an Officer-Involved Incident

The IIO records the time that it was notified of an incident by a police agency. This time is compared

to the time of the actual incident and is referred to inthis report as the "time to notify."

**TABLE 3.** Time of Incident, Time of Notification and Time to Notify for Officer-Involved Firearm Incidents by Agency

AGENCY	TIME OF INCIDENT (HH:MM)	TIME IIO NOTIFIED OF INCIDENT (HH:MM)	TIME TO NOTIFY (H:MM)
Prince George RCMP	19:20	19:36	0:16
Cranbrook RCMP	21:00	22:03	1:03
Vancouver Police Department	20:35	21:05	0:30
New Westminster Police Department	10:41	11:03	0:22
Burnaby RCMP	01:19	01:41	0:22
AVERAGE			0:31

Table 3 lists the time information for the five firearmrelated incidents, and indicates an average time to notify of 31 minutes. In comparison, the average time to notify for non-firearm related incidents was 5 hours, 18 minutes. Overall, the average time to notify for all of the 17 investigations the IIO was 3 hours, 54 minutes.

In examining the individual notification times for the firearm incidents, it is clear that police agencies are reporting these in a timely manner. Firearm incidents are clearly officer-involved and tend to result in death or injuries that meet the definition of serious harm. For non-firearm incidents, there can be less certainty that a notification is required and this can result in a delay. For example, in one case there was a delay in notification as the involved police officers did not initially understand the requirement to notify. The incident was subsequently reported to the IIO (after a 12 hour delay), when a police supervisor reviewed the police report. In another case, the notification was made but IIO response was delayed by several days when the affected person's injury, originally not thought to be one of "serious harm," deteriorated over time and resulted in death.

## INVESTIGATIONS

Figure 5 illustrates the number of incidents investigated each month. On average there were 2.4 investigations per month.



FIGURE 5. Number of Incidents Investigated by the IIO by Month of Incident (N=17)

### TABLE 4. Number of Investigations by Time Range

	TIME RANGE	NUMBER OF INVESTIGATIONS
	00:00 - 03:59	6
AM HOURS	04:00 - 07:59	0
	08:00 - 11:59	4
	12:00 - 15:59	2
PM HOURS	16:00 - 19:59	3
	20:00 - 23:59	2
	TOTAL	17

Table 4 lists the time of day of the incident. Incidents were distributed across the day, with approximately half of the incidents occurring in each of the a.m. and p.m. hours.

## Classification of Incident

Classification of an incident occurs at the end of an investigation. Table 5 lists the classification of the six closed investigations as of March 31, 2013. Interim classification of open investigative files is listed in Table 6.

Of the six closed investigations:

- Five were fatalities and one was an incident of serious harm.
- Two fatalities involved Surrey RCMP, two involved the Vancouver Police Department and one involved Langley RCMP.

- One investigation was reported to Crown counsel on March 26, 2013, and resulted in a decision by Crown counsel not to approve charges.
- Five investigations were concluded by the CCD with the decision that an officer did not commit an offence. Public Reports were released regarding these investigations and are available on the IIO website<sup>7</sup>.

7 www.iiobc.ca

TABLE 5. Number c	of Incidents by Classificatior	of Incident for Closed Investigations as of March 31, 2013

CLASSIFICATION OF INCIDENT	NUMBER OF INCIDENTS
Motor Vehicle Incident – Fatal	2
Self Inflicted – Fatal	2
Medical – Fatal	1
Physical Control – Serious Harm	1
TOTAL	6

TABLE 6. Number of Incidents by Interim Classification of Incident for Open Investigations as of March 31, 2013<sup>8</sup>

INTERIM CLASSIFICATION OF INCIDENT	NUMBER OF INCIDENTS
Firearm – Fatal	4
Use of Force <sup>7</sup> – Serious Harm	3
Motor Vehicle Incident – Serious Harm	1
Police Dog Service – Serious Harm	2
Firearm – Serious Harm	1
TOTAL	11

Of the 17 investigations listed in Tables 5 and 6, nine were related to officer-involved fatalities while eight were officer-involved incidents of serious harm.

.....

8 Use of force to be specified (other than firearm) at closure of investigation.

**TABLE 7.** Number of Incidents by Classification of Incident for all Investigations Initiated Between September 10, 2012 and March 31, 2013

CLASSIFICATION OF INCIDENT	NUMBER OF INCIDENTS
Firearm	5
Use of Force	4
Motor Vehicle Incident	3
Police Dog Service	2
Self Inflicted	2
Medical	1
TOTAL	17

Table 7 lists the classification of the incident for all investigations, regardless of disposition (i.e., open or closed). Five of all incidents were officer-involved firearm discharges. The RCMP divides the province of B.C. into four regions (i.e., districts). For the purposes of this report, the IIO has adopted these districts as a way to divide the province into regions. The police agencies involved in the 17 investigations are grouped by district as listed in Table 8.

#### TABLE 8. Number of Incidents by District.

DISTRICT	NUMBER OF INCIDENTS
<i>Lower Mainland District</i> Burnaby RCMP, Langley RCMP, Mission RCMP, New Westminster Police Department, North Vancouver RCMP, Surrey RCMP, Vancouver Police Department	11
<i>Island District</i> Campbell River RCMP, Port Alberni RCMP	2
<i>North District</i> Prince George RCMP	2
Southeast District Cranbrook RCMP, Creston RCMP	2
TOTAL	17

Almost two-thirds of the incidents occurred in the Lower Mainland district, including three of the firearm incidents (Vancouver, New Westminster, Burnaby). The two police dog service incidents occurred in the Lower Mainland and involved North Vancouver and Mission RCMP. See Figure 6 for a map of the location of all of the incidents. FIGURE 6. Location of Incident (Number of Incidents at that Location) for the 17 Investigations Conducted by the IIO.



### Police Services

Table 9 lists the total number of investigations, by injury type and involved police agency. Three agencies had two or more officer-involved incidents investigated by the IIO (Vancouver Police Department, Surrey RCMP, Prince George RCMP).

POLICE SERVICE	FATALITIES	SERIOUS HARM	TOTAL
Vancouver Police Department	3	1	4
Surrey RCMP	2	-	2
Prince George RCMP	1	1	2
Burnaby RCMP	1	-	1
Langley RCMP	1	-	1
New Westminster Police Department	1	-	1
Campbell River RCMP	-	1	1
Cranbrook RCMP	-	1	1
Creston RCMP	-	1	1
Mission RCMP	-	1	1
North Vancouver RCMP	-	1	1
Port Alberni RCMP	-	1	1
TOTAL	9	8	17

### TABLE 9. Number of Investigations by Injury Type and Police Agency

## Affected Persons

Affected persons for the purpose of the statistics in this report are those individuals directly involved in the police incident. There were 18 affected persons involved in the 17 investigations, of which almost all were male (Figure 7). Thirteen of the affected persons were involved in one of three incident classes – firearm incidents, motor vehicle incidents or use of force incidents (Table 10). The single female affected person was involved in a use of force incident.

FIGURE 7. Number of Affected Persons by Gender



TABLE 10. Number of Affected Persons by Classification of Incident

CLASSIFICATION OF INCIDENT (NUMBER OF INCIDENTS)	NUMBER OF AFFECTED PERSONS
Firearm (5)	5
Motor Vehicle Incident (3)	4
Use of Force (4)	4
Police Dog Service (2)	2
Self Inflicted (2)	2
Medical (1)	1
TOTAL (17)	18

## Age

TABLE 11. Number of Affected Persons by Age Range

AGE RANGE	NUMBER OF AFFECTED PERSONS
20 – 29 years	6
30 – 39 years	1
40 – 49 years	6
50 – 59 years	4
> 60 years	1
TOTAL	18

Table 11 lists the age ranges of affected persons. The average age of affected persons for all investigations was 40.9 years. One-third (six)

## Ethnicity

Table 12 lists the ethnicity of the 18 affected persons. Visible minority status of affected persons was classified according to the definition used by Statistics Canada.<sup>9</sup> In addition to visible minority status, Aboriginal, First Nations and Métis individuals were also identified.

9 Visible minority includes persons who are non-Caucasian in race or non-white in colour, and who do not report being Aboriginal.

of affected persons were aged 20 to 29 years. The youngest affected person was 25 and the oldest was 72.

- Five affected persons were of a visible minority and all were male. Three of these five died as a result of their injuries.
- Three affected persons, one female and two males, were identified as Aboriginal, Métis or First Nations and were involved in a firearm, police dog service and use of force incident. Two sustained serious harm, while one died as a result of his injuries.

### TABLE 12. Number of Affected Persons by Ethnicity

ETHNICITY	NUMBER OF AFFECTED PERSONS
Not a Visible Minority	10
Visible Minority	5
Aboriginal, First Nations or Métis	3
TOTAL	18

## Officers

An involved officer is defined as an officer who was involved in or present during an incident, including subject and witness officers<sup>10</sup>. Subject officers were those officers who were designated as being directly involved in the death or injury of the affected person. There were 32 subject officers involved in the 17 investigations. Two of the 32 subject officers were female.

10 See Glossary for further definition.

 TABLE 13.
 Number of Subject Officers by District

DISTRICT (NUMBER OF INCIDENTS)	NUMBER OF SUBJECT OFFICERS
Lower Mainland District (11)	25
Island District (2)	3
North District (2)	2
Southeast District (2)	2
TOTAL (17)	32

Table 13 lists the number of subject officers involved in the incidents by district. There was a greater average number of subject officers per incident in the Lower Mainland district (2.3 subject officers per incident) than in the other districts.

## IIO Response Times

As soon as possible following a notification, the IIO makes the decision on whether the incident falls within the agency's mandate. If the incident is within the mandate, IIO resources are deployed for an investigation. Where possible, the IIO will deploy investigators to attend the physical scene of the incident. In some circumstances, there may not be a scene and the IIO will instead deploy investigators to interview an affected person in hospital or in custody.

Response time is defined as the length of time from the incident to when the IIO arrives at the scene. Ensuring a timely response by IIO investigators is highly dependent on the timeliness of notification, how well the affected person's medical condition is known and understood and how quickly the jurisdiction decision is made. The geographic location of the incident as well as weather conditions also impact response times. For the investigations initiated prior to March 31, 2013, the average response time was three hours, 46 minutes. In seven of the investigations, the location of the incident was outside of the Lower Mainland.

For the incidents that occurred in the Lower Mainland, the average response time was one hour, 50 minutes (n=9).

Table 14 lists the response times for the five firearm incidents with an average of just under five hours. This average was impacted by the travel that was required to get to the firearm incident in Cranbrook.

AGENCY	TIME OF INCIDENT	IIO ARRIVAL TIME AT SCENE	RESPONSE TIME (H:M)
Prince George RCMP	19:20 (September 10, 2012)	0:12 (September11,2012)	4:52
Cranbrook RCMP	21:00 (October 2, 2012)	10:48 (October 3, 2012)	13:48
Vancouver Police Department	20:35	22:03	1:28
New Westminster Police Department	10:41	12:45	2:04
Burnaby RCMP	1:19	3:05	1:46
AVERAGE			4:47

TABLE 14. Incident, Arrival and Response Times for Firearm Incidents by Agency.

## **Concluding Investigations**

As of March 31, 2013, there were 11 open investigations. These 11 investigations had been open for an average of 107 days (3.5 months) from the date of the incident. The number of days open ranged from 23 to 202<sup>11</sup>. Five investigations were closed by public report prior to March 31, 2013, and are presented in Table 15. Copies of the reports are available on the IIO website (*www.iiobc.ca*).

11 The investigation which was open for 202 days on March 31<sup>st</sup>, was closed April 29<sup>th</sup> and was open for a total of 231 days.

### TABLE 15. Number of Days Open Until Closure of Investigation or Referral to Crown

INVESTIGATION INCIDENT DATE/CITY	NUMBER OF DAYS OPEN
October 6/Creston	171*
October 7/Vancouver	57
October 29/Langley	52
November 13/Vancouver	104
December 21/Surrey	62
December 27/Surrey	56
AVERAGE # OF DAYS	84

\*Investigation referred to Crown counsel for consideration of criminal charge(s).

# IIO GOALS FOR 2013-2014

Over the next year, the IIO will continue to work to build strong relationships with stakeholders and seek out advice, perspective and hear concerns. Community engagement will include visits to the Southeast, Northeast and Interior regions. The IIO plans to explore the creation of an advisory board for the CCD which would include a diverse set of stakeholders.

A strategic plan will be developed in collaboration with community, police and government stakeholders. Through consultation with these stakeholders, the IIO will develop a vision statement, articulate our institutional values and set goals. These will be included in subsequent reporting along with the IIO performance measures.

The IIO will continue to work on improving timeliness in the completion of investigations and will establish specific goals for the timely handling of investigations. The IIO will continue to develop internal polices and business rules to ensure consistency in IIO operations.

The CCD will work on establishing best practices in investigations of officer-related incidents and compilation of data in consultation with the other civilian oversight bodies in Canada who have responsibilities similar to that of the IIO: specifically to include the Ontario Special Investigation Unit, the Alberta Serious Incident Response Team, the Manitoba Independent Investigations Unit and the Nova Scotia Serious Incident Response Team.

And finally, the CCD and IIO staff will be preparing for a review of the administration and general operations of the IIO by a special committee of the Legislative Assembly as required by Part 7.1 of the *Police Act* (Section 38.13) which is required to conduct a review and submit a report before January 1, 2015.

# Appendix A: Glossary

#### **Affected Person**

An individual who dies or suffers serious harm in an officer-involved incident under investigation by the IIO, or is otherwise directly and significantly impacted by an IIO investigation.

#### Disposition

The outcome of an investigation.

#### **Jurisdiction Decision**

A determination by the IIO, following notification of an incident by a police agency, as to whether the incident falls within the mandate of the IIO.

#### Notification

The report of an officer-involved incident of serious harm or death made to the IIO by a police agency.

#### Office of the Police Complaint Commissioner

An independent provincial agency that provides civilian oversight of municipal police, including the investigation of complaints by the public.

### Police Act

Provincial legislation governing policing in British Columbia.

#### **Public Report**

An IIO report clarifying the circumstances of an investigation and supporting reasons for the Chief Civilian Director's decision.

#### Preliminary Investigation

An initial response and inquiry into the circumstances that led to the notification to the IIO in order to confirm jurisdiction; usually will include deployment to the scene, interview with the affected person and an examination of medical records.

#### Scene Processing

The forensic examination of the scene of an incident, including but not limited to the collection and analysis of physical evidence.

#### Serious Harm

Injury that creates a substantial risk of death, causes serious disfigurement, or causes substantial loss or impairment of mobility of the body as a whole or of the function of any limb or organ.

#### Subject Officer

An on-duty or off-duty officer whose presence, action, or decision is reasonably believed:

- to have been a contributing factor in the death of any person, including all in-custody deaths;
- to have been a contributing factor in a lifethreatening injury to any person;
- to have caused disfigurement;
- to have caused loss or impairment of any function or mobility of the body.

### Time to Notify

The length of time between an incident and notification to the IIO. A delay in time to notify the IIO is a notification 60 minutes or more from the time of the incident.

#### Witness Officer

An officer involved in or present during the incident, who is not a subject officer.

# Contact Us

To be added to the distribution list or for more information on the IIO, please contact us at:

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