



VANCOUVER POLICE BOARD

Service or Policy Complaint Review Committee Meeting Agenda

Date: September 11, 2025

Time: 2:00- 2:30 pm

1	Consent Agenda	Attachments	Action Req'd
	*1.1 Agenda for September 11, 2025		Decision
	*1.2 Minutes of June 19, 2025		Decision
	*1.3 Board File # 2024-028- OPCC File #2024-26608 Road Closures	- Email to Complainant- June 9, 2025 - VPD Report Back (#2506V10) - Special Events Closure Postcard 2024 HCOL Road Closure Notice- Traffic Advisory - HCOL News Release - Parks Board News Release - Letter to Complainant- July 9, 2025	Information
	*1.4 OPCC File #2024-26602- Board File#2024-022 and OPCC File #2024-26600- Board File #2024-021	Concluding Letter- July 9, 2025	Information
	*1.5 OPCC File # 2025-000392, Board File #2025-012 (Anonymous Complaint) and Related Correspondence- Board File # 2024-030- Expected Arrest Quotas	Concluding Letter- July 9, 2025	Information
	*1.6 OPCC File # 2025-000225, Board File #2025-014 Special Events Procedures	Concluding Letter- July 9, 2025	Information
	*1.7 Board File # 2025-015- Harassment	- Service or Policy Complaint - Acknowledgement Letter - Memo- Service or Policy Complaint Review Committee- June 5, 2025 - Email to Complainant- July 2, 2025 - Concluding Letter- July 9, 2025 - Memo- Service or Policy Complaint Review Committee- July 15, 2025 - Email to OPCC- July 15, 2025	Information
	*1.8 Board File # 2025-017- BC Place Roof Collapse	- Service or Policy Complaint - Concluding Letter- July 11, 2025 - Email from Complainant- July 12, 2025 - Email response to Complainant- July 14, 2025	Information
	1.9 OPCC File # 2025-00057- CIC	Concluding Letter- July 11, 2025	Information
	1.10 OPCC File # 2025-00215 - Board File #2025-004-CIC	Concluding Letter- July 11, 2025	Information
	*1.11 Board File # 2024-003- Next of Kin Notifications	- Email to the Complainant- July 11, 2025 - VPD Report (#2501V09)	Information
	*1.12 Board File #2025-018 Beach Patrol	- Service or Policy Complaint - Acknowledgement Letter - Concluding Letter- July 25, 2025	Information



	*1.13 Board File # 2025-019- OPCC # 2025-001015 Noise on Sunset Beach	• Service or Policy Complaint • Acknowledgement Letter • Concluding Letter- July 25, 2025	Information
	*1.14 Board File # 2025-021- Arrest	• Acknowledgement Letter- August 1, 2025 • Concluding Letter- August 5, 2025	Information
	*1.15 Board File #2025-020- Extreme Motor Vehicle Noise	• Service or Policy Complaint • Intake Letter • Acknowledgement Letter- August 1, 2025 • Concluding Letter- August 5, 2025	Information
	*1.16 Board File #2024-007, OPCC File # 2024-25239- Motor Vehicle Act	• Memo- Service or Policy Complaint Review Committee- August 1, 2025	Information
2	New Business and Updates		
	*2.1 OPCC File #2023-24853- HR matter *2.2 OPCC File #2023-23673- Exclusion Zones *2.3 OPCC File #2024-26600- Protest Activity	Held In Abeyance	Information
	*2.4 Board File #2024-004- OPCC #2024-25270 Removal of Tents	• VPD report in response to OPCC Recommendation (#2509V13)	Information
	*2.5 Board File #2025-022- OPCC # 2025-000989 Resourcing of Gang Crime Unit	• Service or Policy Complaint • Intake Letter • Acknowledgement of Receipt- August 8, 2025 • Memo- Service or Policy Complaint Review Committee- August 25, 2025	Information
	*2.6 Board File #2025-023- OPCC File #2025-001433 CPIC Records	• Service or Policy Complaint • Intake Letter • Acknowledgement of Receipt- August 29, 2025 • Memo- Service or Policy Complaint Review Committee	Information
3	Other Business		



Service or Policy Complaints Review Committee Minutes

Date/Time: June 19, 2025 –2:22-2:53 pm

Location: 7th Floor Boardroom- 2120 Cambie St. Vancouver BC

Vancouver Police Board Members/Staff	Vancouver Police Department	Guests
Allan Black K.C. (Chair)	Chief Constable Steve Rai	Bob Rolls
Frank Chong	DCC Chow	
Lorraine Lowe	DCC Wilson	
Jordan Point	Supt. Andrew Chan	
Jason Murray	Supt. Matt Harty	
Raza Mirani (Vice Chair)	Acting Inspector Keith McDonald	
Mayor Ken Sim		
Alaleh Shah Ali		

The Chair Allan Black called the meeting to order at 2:22 pm.

1. Consent Agenda

- 1.1 Agenda for June 19, 2025
 - 1.2 Minutes of April 24, 2025 meeting
 - 1.3 Board File # 2024-032- Officer Safety
 - 1.4 OPCC File # 2024-25857- VPD's Uniform Policy
 - 1.5 Board File # 2025-003- OPCC File # 2024-027129 (CIC)
 - 1.6 OPCC File #2024-26718- Board File # 2024-026- Lack of Enforcement & Excessive Noise
 - 1.7 Board File # 2024-028- Road Closures
- This file will be finalized once communication with the complainant occurs after the VPD Supt. returns from their study leave.

Motion: To approve the June 19, 2025 Consent Agenda and Minutes of June 19, 2025 meeting. Moved by Vice Chair Mirani and seconded by Director Lowe. Approved.

New Business and Updates

- 2.1 OPCC File #2023-24853- HR matter
 - 2.2 OPCC File #2023-23673- Exclusion Zones (this file is being dealt with by the Commissioner of Human Rights)
 - 2.3 OPCC File #2024-26600- Protest Activity
- The Board will continue holding the above files in abeyance.
- 2.4 OPCC File # 2025-00057- CIC
 - 2.5 OPCC File # 2025-00215- Board File #2025-004-CIC

The above files will be dealt with in In-camera meeting.

2.6 OPCC File #2024-26602- Board File#2024-022 and OPCC File #2024-26600- Board File #2024-021

Director Black provided a background information of the report.

“In September of 2024, PIVOT and BC Civil Liberties Association (BCCLA) filed jointly two complaints, one acknowledging improper enforcement activity relating to protest activity by the VPD during a Palestinian Solidarity event on May 31, 2024. The second one involved concern respecting surveillance actions of the VPD on Palestinian protestors at a number of events.

On October 31, the Board resolved to hold the first complaint in abeyance as a result of the charges laid against 13 individuals who allegedly blocked a railway corridor as part of the definition. The decision to defer the complaint was made pending the resolution of the criminal charges as per both the past practice and policy of the VPD and consistent with the advice provided by the OPCC. The complainants were advised. On that same day, the Board also addressed the complaint respecting the VPD surveillance of local Palestinian supporters. The original complaint requested that the complaint be investigated externally by someone beyond the VPD. It also requested the Chief not be involved in the investigation. The Board acceded to those requests and identified a number of potential external investigators. After careful consideration of the matter, including an interview with a potential applicant and reviewing his CV, Mr. Bob Rolls was appointed as the investigator to be addressing the concerns. The complainants were advised of the decision on October 31st. Following that, the complainants, both BCCLA and PIVOT challenged both decisions of the Board on the whole matter of abeyance and the appointment of Mr. Bob Rolls. The challenge went to the OPCC. There was communication between the OPCC, the Board and the complainants in February 2025. The Board provided a fulsome response on how they arrived at the decisions on several correspondences in February. After that day, the OPCC took no issues other than to ensure that Mr. Rolls who was appointed was clearly independent. We provided the OPCC and the complainant about the effort we had made to ensure the independence and following that nothing further was heard except from the complainant, not from the OPCC until April, almost two months later, again continuing to challenge Mr. Rolls.”

Mr. Rolls joined the meeting virtually.

“The report in front of the Board is very thorough and includes both an executive summary, the actual complaint of PIVOT and BCCLA, the VPD’s response to the complaint a legal review by an independent legal counsel retained by Mr. Rolls. The Board had no role in this appointment. The report also includes an appendix involving the VPD’s digital evidence summary of pro-Palestinian and pro-Israel protests. There is also another appendix of the literature review. The report speaks for itself and the audience are encouraged to read it thoroughly. PIVOT and BCCLA chose not to participate in the investigation conducted by Mr. Rolls despite several attempts to communicate with and invite them to participate. At the end of the report there are certain recommendations with respect to the way the VPD does things with respect to such gatherings.”

No questions were raised by the Board or the complainants.

Motion: To conclude the complaint on the basis of the report provided by Mr. Rolls and support his recommendations to the VPD with respect to adhering to various policies and practices. Moved by Director Lowe and Seconded by Director Mirani. Approved.

2.7 OPCC File # 2025-000392, Board File #2025-012-Anonymous VPD officer- expected arrest quotas

This is a complaint provided by OPCC from an anonymous VPD member expressing the concerns related to alleged quotas for arrests in relation to drug enforcement in the Downtown Eastside.

2.8 Related Correspondence- Board File # 2024-030

This is a letter from professor Perrin of the UBC Law School provided in support of the complaint. Professor Perrin chose not to provide a verbal delegation. His written submission is included the Board package.

Supt. Harty spoke to the report.

“The report speaks to the first complaint and my comments will incorporate some of the concerns in the letter. This complaint, allegedly authored by an anonymous VPD member, concerned that the VPD management has set arrest and charge on drug offenses when determining whether to arrest or to recommend criminal charges. This inference stems from an email sent by a staff sergeant to the sergeants in the Downtown Eastside, which as part of discussing several crime-fighting strategies stemming from Task Force Barrage, stated within the context of covert, patrol-based drug-trafficking operations, ‘ideally we’d like two to three drug arrests and charges a day’. After a review of the referenced email and an analysis of the VPD policies, training materials, and searching historical complaint records for any similar allegation or research report, the response report outlines the following findings.

The VPD does not set arrest quotas, but performance measures. Quotas are rigid and have a formal and/or informal employee rewards and punishments attached, potentially leading to significant ethical issues and possible police deviance. They also negatively impact marginalized communities through disproportionate enforcement. Performance measures are aspirational goals that reflect police outputs, transparency and fiduciary responsibilities with neither employee rewards nor punishments attached. This provides members freedom to use discretion and alternative measures when appropriate without fear of any negative consequences. Although there are arguments both for and against the use of performance measures in the academic literature the use of performance measures without employer rewards or punishments attached is common throughout the policing profession, despite varying academic opinions. It was noted that much of the academic literature derives from American Police data, with differing state laws, history and culture concerning the evolution of policing as compared to Canada. Therefore, that information is often incongruent with Canadian provincial laws, history, and present-day reality. Specific to the email in question, due to evolving case law, changing federal Crown policy, Covid 19 and the temporary drug exemption in British Columbia, the training and experience for patrol members conducting covert drug purchases and arrest operations targeting drug traffickers have become outdated. There was no available performance measures for what a reasonable drug trafficking arresting charge would be for a shift, and the Staff Sergeant was suggesting a generalized output goal. No rewards or punishments written or indicated. The VPD expects all members to only arrest and recommend charges when they have reasonable grounds, based on lawful authority, and have taken everything into consideration for each set of unique circumstances, while being mindful of proportionality and using discretion when appropriate. So if asked, what is the expectation for Task Force Barrage regarding arrest and charge recommendations permitted to high-level drug traffickers in the downtown Eastside, the response is simple. It is whenever members have reasonable grounds, based on lawful authority, and have taken everything into consideration I have already discussed, they should arrest and recommend charges for as many drug traffickers as they can within each shift. Therefore, based on the findings of this report, it is recommended that the Board conclude its review of the complaint.”

Director Black: “A copy of the VPD report will be sent to the complainant and Professor Perrin.”

Motion: To conclude the review of this report and distribute the concluding materials as outlined above. Moved by Director Murray and Seconded by Director Lowe. Approved.

2.9 OPCC File # 2025-000225, Board File #2025-014-Special Events Procedures

Director Black provided a background to this file. “This is a complaint of the African Descent Society with respect to the costing of providing police security for the well-being of the participants in this festival provided in 2023 and 2024. It also involved the Parks Board and other representatives from the city and the VPD. With respect to the police costs for

2023, it's understood that the Parks Board has now absorbed those policing costs and set out a finance arrangement to cover other licensing fees. Therefore, what is at issue now is the policing costs for the 2024 festival."

Acting Inspector McDonald addressed the complaint filed on February 7, 2025 and responded to the questions submitted by the Board.

1. What VPD policy or policies are involved and expected to be followed when an external agency or organization seeks a permit to hold an event on City of Vancouver lands or in premises that will involve or require the VPD to providing personnel to execute a safety plan.

"There are no specific VPD policies that relate to this, but the VPD follows some standard procedures that involve the City's Film and Special Events Office (FASE). When someone wants to hold an event, they fill out an application with the City's FASE Office. Once they get that, it's sent to EOPS (Emergency and Operational Planning Section) and we determine whether or not it's going to meet policing requirements or not. If it does require policing requirements, they get sent the charge out rate form and cancellation policy. It provides an explanation of VPD rates, cancellation policy, billing information, and other information relative to their files. Then EOPS conducts a risk assessment and determines the appropriate number of police required for the event. For the risk assessment, there's various factors that go into this which are all detailed in one of the appendices and the data provided in the report."

2. What role, if any, does the Vancouver Parks Board play in conjunction with the VPD in respect of creating an executing a safety plan for such an event?

"The Vancouver Parks Board permits all the events that take place within the jurisdiction of the Vancouver beaches, parks, or anything related under their jurisdiction. As far as the permits go, it's a very similar process as FASE. From what I understand, we get notified if the Parks Board or the Special Events Section teams agree it's necessary to have policing resources. Once that happens, we do the same process as FASE. We conduct a risk assessment and determine the appropriate number of police for the event."

3. What contractual arrangements if any, are entered into, and by whom, for ensuring payment to the VPD for providing a safety plan for an event. What VPD person or persons, if any, were involved with the Society in addressing a safety plan for the events? Who is responsible for creating a safety plan to ensure the safety of participants in an event? If there were VPD personnel involved with these events, how do their version of the events differ, if at all, from the facts described in the Complaint.

"There are no contractual arrangements for the events the VPD does. The VPD usually has the planners email the organizers or the CoV's FASE or Parks Board. This is to ensure a document trail is created. For the events involving FASE or the Vancouver Parks Board, their Special Events Section acts as the go between the VPD and the organizers as it is their event to organize. And they usually provide the costing estimate of policing resources to the organizer or the events coordinator. The event organizer is responsible for writing an event safety plan, while the VPD is responsible for creating a public safety plan. For more complex events, the safety planning elevates to FEST committee (Festival Expediting Steering Team) which involves way more organizations and people like Vancouver Fire, EHS, various city departments, Coastal Health, and numerous other organizations that are deemed necessary to be involved in the final process of the safety plan. The VPD treats all applicants with the same process. They all go through the same vetting, the same risk assessments, and parameters that we need for the events."

4. Other information

“Appendix A is a detailed timeline between the African Descent Society of BC, EOPS, the Vancouver Parks Board, and the FASE. There's information with regards to the list of emails as well and numerous in-person meetings. For the event costs, the City of Vancouver provides approximately \$11 million to non-profit organizations and artists through a variety of certain grants throughout the year. Certain public events may also qualify for a FEST share of funding if they're free and open to the public on city events. The events that require VPD resources go through the risk assessment. The VPD looks at the situation, where it is, what happens, and what may be some determining factors to any public safety issues that may be arising. The complainant had also mentioned that the VPD did not meet with the African Descent Society. However, prior to the festival in 2023, the VPD had 11 meetings with them along with the Parks Board, and or FASE team. Prior to the 2024 festival, that was 5 times by email and in-person. And then before the 2025 festival, the VPD had 4 meetings with them already. There is a big discrepancy between 2023 and 2024-25 which is because it was a brand-new event in 2023, so there's a lot more detailed planning issues to go into it. And once those events are operated for a year or two, the planning becomes way more routine.”

Vice Chair Mirani then posed a follow-up question regarding whether the Lapu Lapu Festival incident has prompted any re-evaluation of safety needs for public festivals, and if this may result in increased costs to organizers.

“No, there's not really. The VPD started a group with EOPS, FASE Office, FIRE, and EHS, and we're reviewing all the events that are coming up right now throughout the rest of the year. There are some that may be determined that they might need extra resources or extra mitigation. The VPD has been using the new archer barriers in the Italian days and the BMO marathon. It does not necessarily mean there's going to be more cost to them. They just might need some other mitigation factors in place. The VPD always works with the organizers to keep the costs as low as possible.”

Director Black: “The VPD report is a very thorough and addresses each of the concerns expressed by the African Descent Society. The fact that the allegation is that the VPD did not meet with the African Descent Society representatives is simply incorrect. There were six occasions where the VPD met with them. They were provided with a rate which is included in the report. They also asked if they could have representatives of the VPD at their event to build relationships with the VPD. The VPD agreed to that and had representatives at their event.

The concerns expressed have been identified and dealt with completely.

Motion: To conclude the report based on the verbal and written VPD reports and to provide a copy to the complainant. Moved by Director Mirani and seconded by Director Lowe. Approved.

2.10 Board File # 2025-015- Harassment

This complaint was submitted by Jenny Kwan, MP for Vancouver East, on behalf of a constituent who relayed concerns on behalf of a friend and her family. It is third hand. The complaint relates to an alleged lack of assistance by a VPD member in contacting a family faced with harassment. The complaint is somewhat confusing in that if substantiated could be misconduct, I am not suggesting it is, or could be perhaps a service or policy complaint under Section 168 of the *Police Act*. The Board has asked a series of questions of the VPD who are in the process of identifying of what actually took place. The VPD will report back to the Board. At this time, the Board formally acknowledged receipt of this complaint and will defer further discussion until the additional information is received.

Motion: No motion was required at this stage. A subsequent meeting will be scheduled once the VPD's findings are available. The Board will then provide recommendations on how to best proceed.

3. Other Business

None

The meeting was adjourned at 2:53 pm.

TO BE APPROVED BY THE VANCOUVER POLICE BOARD on SEPTEMBER 11, 2025

DRAFT



June 9, 2025

Dear [REDACTED],

RE: Service or Policy Complaint, Board File #2024-028, OPCC File # 2024-26608

Please see the information below with respect your complaint and in response to your letter of May 12, 2025 which will shed some light as to why you were not contacted by the VPD to discuss the matter.

- On July 24, 2024, you filed a complaint with the OPCC where you identified your complaint as being potentially both Police Misconduct under Division 3 or 4 of the *Police Act* or a Service or Policy complaint.
- The OPCC notified VPD Professional Standard Section of your registered complaint back on July 29, 2024, as required pursuant to s.81(c)(i) of the *Police Act*.
- VPD Professional Standard Section reviewed the complaint and attempted to preserve any evidence pending admissibility but there was no General Occurrence Report or video evidence.
- The Professional Standard Section received a Notice of Inadmissibility on the complaint (under OPCC file 2024-26328), where the OPCC determined that no misconduct under Div. 3 or 4 had been committed therefore, they did not intend to investigate further, nor did they contact you.
- The OPCC did, however, accept the complaint as a Div. 5 service or policy complaint and forwarded it to the Vancouver Police Board under OPCC file 2024-26608 and requested follow-up on October 3, 2024.
- The Board requested a report back in its October Board meeting and referred the file to VPD for a complaint resolution in its November 21st Board meeting. You had indicated you were amenable to. In that Board meeting the service or policy complaint was reviewed and concluded on that basis.
- On January 15 2025, the OPCC provided a recommendation to the Board respecting this service or policy complaint. You received a copy of that letter.
- On January 20, 2025, the VPD provided a detailed response to that recommendation, a copy of which is now provided to you. In the VPD report you will see appendix A (City of Vancouver- Traffic Advisory) which was provided to the media through the City of Vancouver and was publicly available to the residents of the city.
- As a result, the VPD Professional Standard Section did not contact you to engage in an Alternate Dispute Resolution following OPCC's Notice of Inadmissibility.
- You were copied on Board's February 20, 2025 response to OPCC with respect to updates about OPCC recommendation and the relevant information.

In addition to the above, the senior VPD member who this file was assigned to is away on training and will contact you once they are back should you have any additional questions.

Sincerely,

Allan Black, K.C.
Chair, Service or Policy Complaint Review Committee

CC: Chief Constable Steve Rai
Office of the Police Complaint Commissioner
Director of Police Services



VANCOUVER POLICE DEPARTMENT

REPORT TO THE VANCOUVER POLICE BOARD

REPORT DATE: January 20, 2025
BOARD MEETING DATE: January 23, 2025
BOARD REPORT # 2506V10
Regular

TO: Vancouver Police Board and Policy Complaint Review Committee
FROM: Don Chapman, Superintendent #1831, Operations Support Command
SUBJECT: Report on Road Closures related to Vancouver's Celebration of Light – VPB File 2024-028

RECOMMENDATION:

THAT the Vancouver Police Board Service or Policy Complaint Review Committee (Committee) conclude its review of the complaint based on the information outlined in this report.

BACKGROUND:

On July 24, 2024, the complainant filed a complaint with the Office of the Police Complaint Commissioner (OPCC) in relation to her experience attempting to access the West End of Vancouver after vehicle street closures had taken effect in relation to the *Honda Celebration of Lights* firework festival. The complainant stated that she was a resident of Vancouver's West End and stated that on July 24, 2024 at approximately 7:35pm, "...the West End of downtown was blocked off to all cars except for residents." The complainant further stated that, "...someone who isn't an officer allowed her car to pass through a blockage when she showed her licence that confirmed that she is a resident of the West End."

As the complainant drove deeper into a restricted area, she encounter additional vehicle blockades where she received subsequent instructions from Vancouver Police Department (VPD) members on where she need to drive to in order to pass through a vehicle access point that would allow her entry into her neighbourhood and residential building.

The complainant suggested that there were no signs or pre-advanced notice supplied by the City of Vancouver (CoV) instructing residents on how they might re-attend their residences after the Celebration of Light vehicle blockades had been implemented.

On October 3, 2024, the OPCC issued a Service or Policy Complaint to the Vancouver Police Board (VPB or Board) on behalf of the complainant. The Service of Policy Complaint pertained to:

- The complainant's "...concerns related to road closures near her residence and the VPD's ability to manage closures..."

On October 3, 2024, the Board acknowledged receiving the Service or Policy Complaint from the OPCC and the Service or Policy sub-committee noted that as the complainant was amenable to a Complaint Resolution process, the sub-committee recommended proceeding along those lines pursuant to Section 171(1)(e) of the *Police Act*.

- "...take any other course of action the Board considers necessary to respond adequately to the complaint."

On October 8, 2024, the Board issued a letter to the complainant stating that:

- The VPB acknowledges receipt of the complaint;
- The VPB understands that the complainant is concerned about road closures near their residence;
- The VPD's ability to manage such closures; and
- The VPB would consider this complaint at its October 31, 2024 meeting.

On November 13, 2024, the Board issued a letter to the complainant stating that:

- The VPB reviewed the information provided by the complainant.
- The VPB recognized that the feeling of severe distress felt by the complainant could constitute *Discourtesy* as per Division 3 of the *Police Act*, for which the VPB recognized they have no authority to investigate.
- The VPB also recognized that the complainant may also consider a Service or Policy Complaint for which they have jurisdiction.
- The VPB recognized that the complainant wished to pursue resolution via the Complaint Resolution Process for which the VPB supported.
- The VPB then asked the Chief Constable and/or designate to take steps to initiate the Complaint Resolution Process pursuant to Section 171(1)(e) of the *Police Act*.
- The VPB would then conclude its review of the matter pending a successful resolution process.

On January 15, 2025, the OPCC issued a letter to the VPB stating that the Board did not have the authority to address a Service of Policy matter via Section 171(1)(e) of the *Police Act*. Therefore, and pursuant to Section 173 of the *Police Act*, the OPCC recommended the Board undertake further courses of action to respond to the complaint and made the following specific recommendations:

- Consider VPD policies, protocols and procedures as they are related to managing road closures for specific events, included but not limited to:
 - Whether and how operational plans are produced and disseminated to the VPD members;
 - Responsibilities of police officers in enforcing road closures for the CoV, including the provisions of access to residents; and
- In light of the complainant's concerns, assess whether existing policies, protocols and procedures are adequate or whether changes are required.

On February 20, 2025, the Board acknowledged the January 15 letter provided by the OPCC and in response stated that,

The Board had received a comprehensive written and verbal report in its January 23, 2025, public meeting. Superintendent Don Chapman spoke to the background and the VPD's planning and legal authorities during major events such as the COL and the process in place for road closures.

The Board's letter to the OPCC recommended no further policy or procedural changes were required of the VPD.

RESOURCES:

Ken Athans, Inspector #1430, Traffic Section
Jeff Neuman, Inspector #2585, Emergency & Operational Planning Section

RESOURCE DOCUMENTS:

City of Vancouver Film and Special Events Office – City of Vancouver – *Traffic Advisory, Honda Celebration of Light 2024*
BC Motor Vehicle Act
Vancouver, Street and Traffic Bylaw No. 2849

ANALYSIS:

The VPD has a robust history of managing special events in the CoV and in particular managing the enormous crowds that attend the *Honda Celebration of Light* events. With that being said, it must be recognized that the COL is not a VPD event, but rather an event hosted by the CoV. As such, the VPD provides what might be considered a secondary and/or assist role in the larger COL operational plan as the specific role of the VPD relates to public safety.

The VPD has worked with the CoV and COL event organizers for the past 35-years in relation to the COL. The genesis of the festival took place in 1990 and was originally designed as a four night festival and then downgraded to three nights in 2011. It is estimated that approximately 1 million to 1.4 million spectators take in the festival each year and the VPD averages 450 member per night to police these events. The VPD's Emergency & Operational Planning Section (EOPS) works in collaboration with the CoV staff (specifically Film and Special Event (FASE) staff), to ensure adequate public safety resources are in place for each event. Those resources and plans are captured in a VPD Operational Plan that is specific to each night of the event. Included within that plan are recommendations for road closures with considerations given to area residents and public messaging (Appendix A). Provisions for the coming and going of area residents are worked into every operational plan and communicated via the CoV as well as the VPD's Public Affairs Section through advanced messaging campaigns (Appendix B). Operational Plans are made available to all members working the events and VPD briefings are held prior to the start of each event. Operational plans also highlight the legal authorities available to police members. Public Safety for each event is managed via a Gold, Silver and Bronze command structure within the VPD and that structure works collaboratively with the Vancouver Emergency Management Agency and external partners to maintain functioning resources across the region.

LEGAL AUTHORITIES:

BC Motor Vehicle Act:

- Section 123 (2) of the *Motor Vehicle Act* grants police the authority to direct traffic according to the peace officer's discretion if the officer considers it necessary to do one or more of the following:
 - Ensure the orderly movement of traffic;
 - Prevent injury or damage to persons or property;
 - Permit proper action in an emergency
- As per section 123(3) MVA, a person must obey a direction given under subsection (2), of a peace officer.

Vancouver Street and Traffic Bylaw No. 2849:

- Street and Traffic Bylaw No. 2849 grants the City Engineer the power to regulate and control traffic on the city streets, including the ability to close streets for special events, construction and other activities.
 - Section 5: Obedience to Police Officers
 - *Every person shall at all times comply with any lawful order, direction, signal or command made or given by a police officer in the performance of the officer's duty in directing or regulating traffic. Police officers in order to expedite the movement of traffic or to safeguard pedestrians or property shall have full power to direct and regulate traffic and in doing so may disregard any traffic-control signal or traffic sign.*
 - Section 86: Closing Streets
 - *Where owing to work of construction, repair, or maintenance, or owing to damage by accident or storm or other emergency, any street or any portion thereof is unsafe or unsuitable for traffic, or where a parade or other procession authorized by the Chief Constable, a street festival, a race or an activity connected with the production of a motion picture, a television production or other event requires that traffic be restricted on or diverted from a street, the City Engineer or the Chief Constable, or any person duly authorized by either of them, may temporarily close such street or portion thereof to vehicular traffic, pedestrian traffic or both or otherwise restrict or divert the traffic thereon or therefrom, and for that purpose may place thereon lamps, barriers, signs, notices, or other warnings; and no person shall enter or travel upon such street or portion thereof so closed, or enter upon or travel thereon contrary to the restrictions placed there or remove, damage, alter or destroy, or attempt to remove, damage, alter or destroy any lamp, barrier, sign, notice, or warning so placed. Where a street is closed for the making of a motion picture, television production, festival, race or other event, Council may, by resolution, levy a fee for the use of such closed street or portion thereof.*
- It is under the authority of Bylaw No. 2849 that the CoV closes streets for COL.

- Actions of VPD officers are then linked to the direction provided by the CoV to create and enforce closure points.

CONCLUSION:

Having reviewed the aforementioned information provided by the OPCC with respect to the actions of the complainant, it is clear that the complainant drove around a vehicle blockade and entered into an area of the West End of Vancouver that was restricted to vehicle traffic. While the complainant became frustrated with compounding blockades restricting her ability to drive directly to her residence, direction was provided to her. In addition, the CoV developed and implemented a road closure safety plan and public traffic advisory within the scope of the *BC Motor Vehicle Act* and CoV traffic bylaws that were specific to the COL events on July 20, July 24, and July 27, 2024. As such, the VPD recommends that the VPB Service & Policy Committee dismiss the complaint providing the reasons discussed.

Should additional information be required, the VPD will assist the VPB with procurement of such information and/or additional reports.

Author: Superintendent Don Chapman

Date: January 20, 2025

Submitting Executive Member:

Deputy Chief Constable Howard Chow

Date: January 20, 2025

Appendix A

Street Closure Information as produced in the VPD's COL Operational Plan

Accessible Parking, Street Related Information and Closures

Accessible parking is available prior to 18:00 hours on a first-come, first-served basis at:

West End

East side Bidwell, from Beach St to Pantages Lane (North of Burnaby)
Park Board parking lot (limited Spaces)
Sunset Beach Lot (open all day)
Stalls along Park Drive, by the Lawn Bowling Club

Kits Point (available from 18:00 hours onwards)

Limited number of stalls in the McNicol Ave Lot 66.

Motorists are prohibited from stopping on all City bridges to view the fireworks. Members of the public are encouraged to use public transit to enter the downtown core. Pedestrians are encouraged to wear light-coloured clothing; cyclists should be equipped for night-time riding; and boaters must have appropriate night-time running lights.

Load In/out West End

Burnaby Street Closure from Beach Avenue to Bidwell Street from July 17-19 to accommodate (load-in) and July 28-29 (load-out) to ensure the safety of Production Crew and Supplier load-in/out.

No Parking signs will be implemented on Burnaby Street by July 12th (at the latest).

Event Days Street Closure (West End)

Beach Avenue closure to all traffic starts from 09:00 hours each event day to accommodate the two-way bike lane detour and food truck load-in. Additional Closures on Burnaby Street from Beach Avenue to Cardero Street along with Bidwell Street from Beach Avenue to Burnaby Street.

Vehicles will be rerouted northbound from Beach Avenue to Jervis Street and southbound vehicles from Denman to Davie Street.

Only authorized vehicles with proper accreditation will be allowed through road closures.

Only Transit will be allowed to re-route through Bidwell until approx. 17:00-19:00 hours.

Full West End street closures are in effect 17:00pm-19:00 hours. approx. (upon VPD discretion) until approximately 23:30 hours (or when crowds have cleared).

Event Days Street Closure (Kits Point)

Street Closures will be in effect from 18:00 hours until approximately 23:00 hours (or when crowds clear).

Local/Hotel Residents

Every effort will be made to facilitate access to local residents in vehicles within the closures as long as it's safe to do so. Local residents will need to provide proof of address at checkpoints in order to proceed into the area. Hotel guests with proof of reservation are to be allowed into closure area, when safe to do so.

Honda Celebration of Light – Public Safety Map

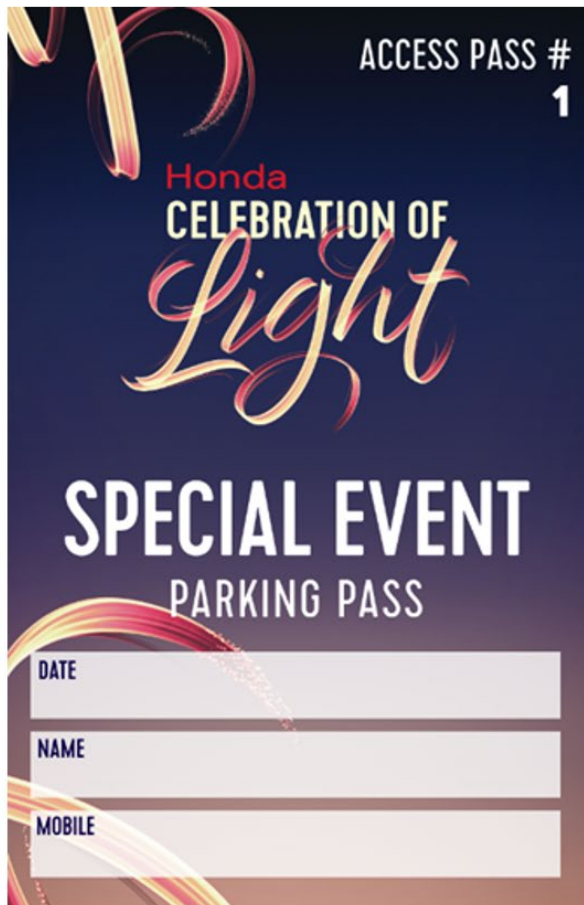


Special Event Vehicle Access Passes for 2024

Special Event Vehicle Access Pass

Pedestrian safety is an important consideration. Vehicles can enter or exit only under the direction of the checkpoint member.

Special Event Parking passes and Official Event Vehicle All Access passes will be numbered from #1-200 by the Organizer.



ACCESS PASS # 1

Honda
CELEBRATION OF
Light

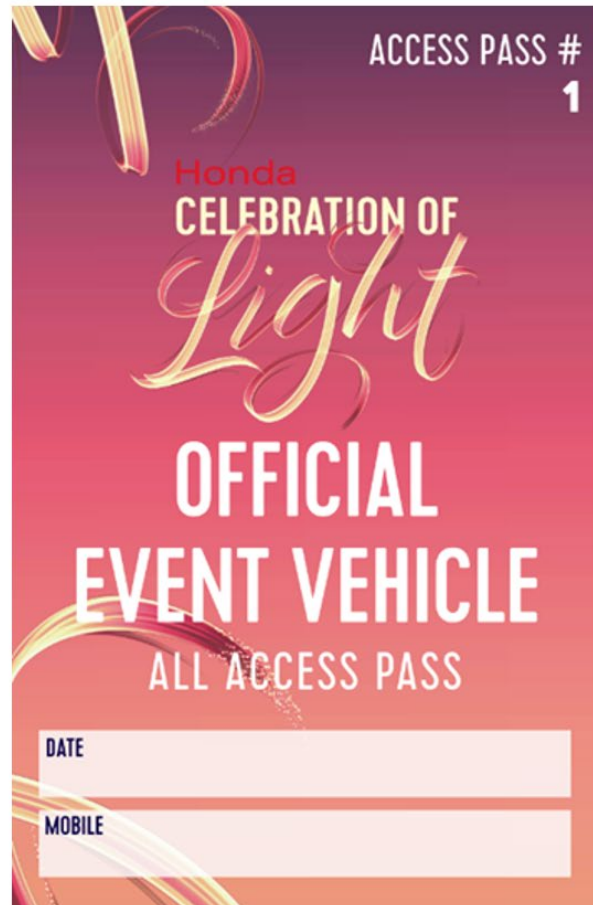
SPECIAL EVENT
PARKING PASS

DATE

NAME

MOBILE

This is a vertical rectangular pass template with a dark blue background. It features decorative light trails in the top left and bottom left corners. The text is white and yellow. The pass is numbered '1' and includes fields for date, name, and mobile number.



ACCESS PASS # 1

Honda
CELEBRATION OF
Light

**OFFICIAL
EVENT VEHICLE**
ALL ACCESS PASS

DATE

MOBILE

This is a vertical rectangular pass template with a pink-to-orange gradient background. It features decorative light trails in the top left and bottom left corners. The text is white and yellow. The pass is numbered '1' and includes fields for date and mobile number.

2024 HONDA CELEBRATION OF LIGHT

July 20, 24 and 27



vancouver.ca/celebration-of-light

WEST END CLOSURES

On fireworks nights there will be traffic and transit delays. Please plan ahead.

Wednesday, July 17 to Friday, July 19

Full Road Closure – NEW

- Burnaby St from Beach to Bidwell

Saturday, July 20 | Wednesday, July 24 | Saturday, July 27

9 am to 6 pm - Traffic Controls in Effect

- Periodic traffic control for load-in on Beach Ave, Pacific to Davie
- Beach Ave closed to traffic, bike lane detour

6 pm to 12 am – Full Road Closures

- Beach/Pacific St from Stanley Park to Thurlow
- Davie St from Denman to Burrard
- Denman St from Alberni to Beach

Local Traffic Access Points (see map)

- Burnaby St at Thurlow
- Nelson St at Thurlow
- Denman St at Alberni

Transit Reroutes

- Bus #2, #5, #6, #23 to reroute west of Burrard St

NEW:

Vehicle access into Stanley Park west of Pipeline Road will be restricted after 6 pm.

IMPORTANT INFORMATION

Please have this translated

معلومات مهمة: البحث على الترجمة

重要资讯: 请找人為你翻譯

重要資訊: 請找人為你翻譯

اطلاعات مهم: لطفاً درخواست کنید

که این اطلاعات را برای شما ترجمه کنند

RENSEIGNEMENTS IMPORTANTS

Prière de les faire traduire

重要な情報: これを翻訳してください

중요정보: 번역해주세요

INFORMAÇÃO IMPORTANTE

Favor solicitar tradução

ਜ਼ਰੂਰੀ ਜਾਣਕਾਰੀ

ਕਿਰਪਾ ਕਰਕੇ ਇਸਦਾ ਅਨੁਵਾਦ ਕਰਵਾਓ

INFORMACIÓN IMPORTANTE

Busque a alguien que le traduzca

MAHALAGANG IMPORMASYON

Mangyaring isalin ito

TIN TỨC QUAN TRỌNG

Xin hãy dịch sang tiếng Việt

2024 HONDA CELEBRATION OF LIGHT

Closures and Local Traffic Access Points

- Road Closures – July 17 – 19
- Road Closures – July 20, 24, 27
- Local Traffic Access Points

IMPORTANT:



Vehicle access into Stanley Park west of Pipeline Road will be restricted after 6 pm.



Pride Parade Date and Route:

Sunday, August 4 from 11 am to 4 pm.

For route and event details visit: vancouverpride.ca





ENGINEERING SERVICES
Film and Special Events Office

CITY OF VANCOUVER – TRAFFIC ADVISORY

HONDA CELEBRATION OF LIGHT 2024

Saturday July 20th, Wednesday July 24th, and Saturday July 27th, 2024

Road closures to cause delays for ALL traffic including Transit and Emergency vehicles throughout much of Downtown, West End and the West Side of Vancouver. Read full document to prepare.

For further information contact the City of Vancouver Special Events Office at specialevents@vancouver.ca, or visit the Celebration of Light website <http://hondacelebrationoflight.com/>

Honda Celebration of Light - Traffic Restrictions for the West End and Kits Point

West End Vehicle Access: Restricted from 6:00pm to 11:59pm

- **Residential and service vehicle access** to the West End will be via Denman at West Georgia or Burnaby, and exit via Denman at W Georgia, Nelson, Thurlow or Burnaby.
- Access will be restricted to residents who can *prove* residency through car registration or a resident permit parking decal, emergency vehicles, buses, taxis, valid delivery/ service vehicles. Hotel guests *with proof* of reservation will also be permitted into the restricted area.

Beach Ave/Pacific Blvd, Burrard to Denman: 9:00am to 5:00pm, Closed to vehicles/ Bike Lane diversion in affect. **5:00pm to 11:59pm**, FULL closure/ fully pedestrianized.

Kits Point Vehicle Access: Restricted from 6:00pm to 11:59pm.

- Residential and Service vehicular access will be at Cypress St at Cornwall. All resident and service vehicular traffic will be required to cross from the south side of Cornwall at the access points. Vehicles towing boats will not be permitted into Kits Point after trailer parking locations have filled at the Vanier Park boat launch.
- Access will be restricted to residents who can *prove* residency through car registration or a resident permit parking decal, emergency vehicles, buses, taxis, valid delivery/ service vehicles

NEW Stanley Park Drive West, Between Prospect Point and Second Beach: **Restricted Vehicle and Parking Access, 6:00pm to 11:00pm.**

Wheelchair-Accessible parking is available starting 5:00 pm on a first-come, first-served basis with accessible parking pass shown:

- Park Board parking lot (limited Spaces)
- Sunset Beach Lot (open all day)
- Stalls along Park Drive, by the Lawn Bowling Club
- Lot 66 (Kitsilano McNicoll) on the north end of Kits Beach, at McNicoll and Arbutus

Transit Reroutes: Bus #2, #5, #6, #23 to reroute west of Burrard St

NEW Ride Hailing Pickup/ Drop-off: WEST Side of 1300 Thurlow, from Jung lane to Pacific

Motorists must not stop on any City bridge to view the fireworks. Members of the public are encouraged to use public transit where possible, or parking lots in the downtown area. Pedestrians are encouraged to wear light coloured clothing; cyclists should be equipped for night-time riding; and boaters must have appropriate night-time running lights.

Cycling Safety and Laws: <http://vancouver.ca/streets-transportation/biking.aspx>

Canadian Coast Guard Boating Safety: <http://www.tc.gc.ca/BoatingSafety/menu.htm>

DETAILED ROAD CLOSURE INFORMATION

BURNABY Street

- Full Road Closure, from Beach to Bidwell
 - o July 17, 18, 19, & 28, 2024
 - o 8:00am to 8:00pm
- Full Road Closure, from Beach to Cardero (and Bidwell, Beach to Burnaby)
 - o July 20, 24, 27, 2024
 - o 8:00am to 11:59pm

BEACH Avenue

Periodic Traffic control for load-out:

- July 30, 2024
 - o 8:00am to 9:00am
- July 20, 24, 27, 2024
 - o 9:00AM to 5:00PM (Beach Ave CLOSED to all traffic, Bike lane detour in affect)

Full Road Closures:

- July 20, 24, 27, 2024
 - o 9:00am to 5:00pm (No Vehicle access, Bike detour open)
 - o 5:00pm – 11:59pm (no access)

WEST END (West of Burrard)

Restricted Vehicle Access

- July 20, 24, 27, 2024
 - o 6:00PM to 11:59PM

KITS POINT (North of Cornwall)

Restricted Vehicle Access

- July 20, 24, 27, 2024
 - o 6:00PM to 11:59PM

Closures and Local Traffic Access Points



IMPORTANT:



Vehicle access into Stanley Park west of Pipeline Road will be restricted after 6 pm.



Pride Parade Date and Route:

Sunday, August 4 from 11 am to 4 pm.

For route and event details visit: **vancouverpride.ca**



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About Vancouver

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Archived - Vancouver skyline to shine during Honda Celebration of Light

July 18 2024 –

The most anticipated summer event and largest fireworks competition in the world returns to Vancouver this weekend. The [Honda Celebration of Light External website, opens in new tab](#) will illuminate Vancouver's skyline and draw thousands of residents and visitors to the West End and Kits Point.

"Vancouver's summer season wouldn't be complete without the iconic Honda Celebration of Light where our city comes alive with music, culture and spirit from around the globe," said Mayor Ken Sim. "I can't wait to join in the excitement and see our skies light up with amazing shapes, colours and music!"

This year, the long-standing fireworks competition will see displays from the following countries on the following three evenings:

- Saturday, July 20 – Portugal
- Wednesday, July 24 – Malaysia
- Saturday, July 27 – United Kingdom

To ensure this event remains an enjoyable and safe experience for everyone, the City is working closely with partners at the Park Board, Vancouver Police Department and Vancouver Emergency Management Agency.

Traffic impacts

Various road closures will be in effect with traffic disruptions anticipated downtown, the West End, Stanley Park, and Kitsilano. Those attending the event or travelling through

those areas are encouraged to walk, bike, roll, Mobi or take transit. View [map of road closures Image file \(753 KB\)](#) in the area.

Mobi by Rogers is helping to make biking to the fireworks even easier by adding docking capacity in English Bay at the Bidwell & Burnaby station. On event dates, Mobi staff will be helping end rides at busy stations in both English Bay and Kitsilano.

Wednesday, July 17 – Friday, July 19

- All day: Full road closure for event preparations
 - One block of Burnaby St from Beach Ave to Bidwell St

Saturday, July 20, Wednesday, July 24 and Saturday, July 27

- 9 am to 6 pm: Traffic controls in effect
 - Periodic traffic control for load-in on Beach Ave, Pacific to Davie
 - Beach Ave closed to traffic, bike lane detour 5 pm to midnight
- 6 pm to 11 pm: Public vehicle access restricted
 - Stanley Park - west of Pipeline Road
- 6 pm to midnight: Full road closures
 - Beach/Pacific St from Stanley Park to Thurlow
 - Davie St from Denman to Burrard
 - Denman St from Alberni to Beach

Local traffic access points

- Burnaby St at Thurlow St
- Nelson St at Thurlow St
- Denman St at Alberni St

Vehicle access in the West End and Kits Point event areas will be limited to residents with a local parking decal or vehicle registration displaying a local neighbourhood address.

Transit Reroutes:

- Bus #2, #5, #6, #23 to reroute west of Burrard St

Plan ahead to attend

To help ensure that the events run as smoothly as possible, the City asks residents and attendees to follow these tips:

- Stay safe in hot weather, find tips at vancouver.ca/hotweather.
- Avoid sitting in high-tide areas: look for fireworks viewing area signs on the beach.
- Respect the no smoking and open fire ban in Vancouver parks and refrain from using barbecues throughout English Bay Beach Park.
- Respect drinking regulations:

- Drinking alcohol is not permitted at Sunset Beach, English Bay, and Third Beach.
- Glass beverage bottles and containers are also not allowed on parks and beaches.
- Learn about [when, where and how to safely enjoy alcohol in Vancouver parks and on beaches](#).
- Don't let waste become litter: use the "Pack-In, Pack-Out" method.
 - Group gatherings at large events often result in excess waste and can quickly overfill waste bins.
 - Attendees are asked to take waste with them and dispose of it at home.
- Be considerate of the community and keep noise to a minimum when leaving.

Watching from the water

- Follow [safe boating guidelines](#) [External website, opens in new tab](#), carry a boating license and refrain from consuming alcohol on the water.
- Watch the fireworks at a safe distance without interfering with larger vessels.

Leave pets at home

Fireworks and large crowds can be very frightening for animals.

- Any dogs in attendance must be wearing proper identification as 97 per cent of dogs that are licensed and wearing tags are returned to their owner.
- To report a lost dog, call Animal Services by dialing 3-1-1.

Getting to and from the event

Those travelling in and around the event areas, should plan ahead and expect delays.

- Follow all detours and abide by no parking signs in the area.
- Learn more about road closures across the city.
- Follow #VanTraffic or use our traffic cameras to check traffic conditions along your commute.
- Get live updates on X: [@CityofVancouver](#) [External website, opens in new tab](#), [@TransLink](#) [External website, opens in new tab](#), [@VancouverPD](#) [External website, opens in new tab](#), [@VanFireRescue](#) [External website, opens in new tab](#), [@CelebOfLight](#) [External website, opens in new tab](#).
- Visit [translink.ca/alerts](#) [External website, opens in new tab](#) for changes or disruptions to your bus service.

Parks, recreation, and culture

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[Honda Celebration of Light](#)
[Symphony at Sunset](#)
[Canucks Playoffs: Public viewing events](#)


Honda Celebration of Light

Vancouver's summer season of special events is set to peak with the upcoming Honda Celebration of Light. It will draw thousands of residents and visitors into the West End and neighbouring Kits Point.

The fireworks competition will take place on 3 evenings:

- Saturday, July 20, 2024 - Portugal
- Wednesday, July 24, 2024 - Malaysia
- Saturday, July 27, 2024 - United Kingdom

Event details

- |



Know before you go



West End and Kits Point traffic and parking



How to keep the event tidy and respectful



Water safety and viewing guidelines

Contact information, partner agencies, and website policies

[Van311](#)
and online services

[Honda Celebration of Light | City of Vancouver](#)



"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

July 9, 2025

Sent Via email to [REDACTED]

Dear [REDACTED],

RE: Service or Policy Complaint, Board File #2024-028, OPCC File # 2024-26608

The Board office has been informed that following the Board's request, you have been contacted by the VPD with regards to your complaint, on July 4, 2025. The concerns you raised included:

1. *Your frustration with not being able to drive back to your residence in a direct manner due to the road closures which was compounded when you spoke to a couple of VPD members who could not provide you with the best alternate route in a timely manner.*
2. *Although a number of mainstream media, social media, mailings and signage notifications were distributed in the West End in the weeks leading up to the events, you mentioned, you did not recall seeing or hearing anything about the road closures set for July 24.*
3. *No one calling you in the first instance to discuss your complaint.*

Please see the key highlights below that were discussed for your kind reference:

- *The VPD provided the City of Vancouver and Parks Board announcements as well as the Traffic Advisory for the event in July 2024.*
- *The City sends out a post-card to every resident in the West-End with information about the COL event and street closures (see attached). Leftover postcards are dropped at Community Police Centres and the West End Community Centre for extra distribution.*
- *The attached HCOL Road Closure Notice would have been sent out on July 18.*
- *In addition, a City of Vancouver HCOL News Release website page was created and launched on July 16, 2024 and was up until after the events concluded. It contained all traffic advisory information*
- *Vancouver Parks also posted the following information online:
<https://vancouver.ca/parks-recreation-culture/celebration-of-light.aspx>*
- *BrandLive, which is the producer of the show, held a press conference prior to the event to talk about the event, the number of people anticipated, the countries participating in the event as well as general road closure information and where to find more detailed information.*
- *BandLive also started their social media campaign one week prior to the start of the event.*
- *The CoV then conducted an extensive signage campaign throughout the West End.*
- *The VPD discussed its event planning process with you with regards to large scale events such as the Celebration of Light NOT being VPD events but rather events hosted by other entities (in this case the City of Vancouver) and that the VPD simply "assists" the City of Vancouver in such circumstances.*
- *The Board is informed that you have admitted that your complaint could have been filed with the City and not the VPD. The VPD has also discussed its planning process and collaboration with other stakeholders (City, Vancouver Fire, BCEHS, Vancouver Coastal Health, Vancouver BIA's, Community Centres, etc.) with you.*
- *The VPD also explained to you the unfortunate process/circumstances of your complaint being sent to VPD PSS (Division 3) and then to the Police Board (Service or Policy). To clarify once again, the VPD professional Standard Section did not continue with their investigation as the OPCC ended up determining the Div. 3 investigation to be inadmissible.*

We would also like to thank you for the following recommendations:



- *An advertised way for residents to provide feedback to the City (perhaps a QR Code on their signage).*
- *A better method of dealing with displaced residents. Suggested that the City could have a central meeting point for residents that find themselves in a similar circumstance. Displaced residents could attend that location and then have a City employee map out their best (legal) route home.*

The VPD has made a note that they will speak with the FASE team regarding your suggestion.

After careful consideration the Board has now concluded its review of this file and will take no further action.

Sincerely,

A handwritten signature in blue ink, appearing to read "Allan Black".

Allan Black, K.C.
Chair, Service or Policy Complaint Review Committee

CC:

Chief Constable Steve Rai
Office of the Police Complaint Commissioner
Director of Police Services



"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

July 9, 2025

Sent via email to: [REDACTED]; [REDACTED]

Dear [REDACTED] and [REDACTED],

RE: Service or Policy Complaint Board File # 2024-022, OPCC File # 2024-26602 and 2024-021, OPCC File #2024-26600

In September of 2024, PIVOT and BC Civil Liberties Association (BCCLA) filed jointly two complaints, one acknowledging improper enforcement activity relating to protest activity by the VPD during a Palestinian Solidarity event on May 31, 2024. The second one involved concern respecting surveillance actions of the VPD on Palestinian protestors at a number of events.

In respect of this complaint, specific concern was expressed regarding the VPD's use of Remotely Piloted Aerial Systems (RPAS / Drones) as well as cameras used to record the images of protesters. In addition, the complainants were concerned with the manner in which that information was used, particularly the possibility for the dissemination of protesters' identities outside of Canada and the safety risk this could pose to both them and their families. Three examples of video evidence being recorded by VPD members were included in the complaints.

On October 31, the Board resolved to hold the first complaint in abeyance as a result of the charges laid against 13 individuals who allegedly blocked a railway corridor as part of the definition. The decision to defer the complaint was made pending the resolution of the criminal charges as per both the past practice and policy of the VPD and consistent with the advice provided by the OPCC.

The complainants were advised. On that same day, the Board also addressed the complaint respecting the VPD surveillance of local Palestinian supporters. The original complaint requested that the complaint be investigated externally by someone beyond the VPD. It also requested the Chief at the time not be involved in the investigation. Both requests were complied with.

The Board acceded to those requests and identified a number of potential external investigators. After careful consideration of the matter, including an interview with the potential applicant and reviewing his CV, Mr. Bob Rolls was appointed as the investigator to be addressing the concerns. The complainants were advised of the decision on October 31st.

Following that, the complainants, both BCCLA and PIVOT challenged both decisions of the Board on the whole matter of abeyance and the appointment of Mr. Bob Rolls. The challenge went to the OPCC. There was communication between the OPCC, the Board and the complainants in February 2025. The Board provided a fulsome response on how they arrived at the decisions in several pieces of correspondences in February. After that day, the OPCC took no issues other than to ensure that Mr. Rolls who was appointed was clearly independent. We provided the OPCC and the complainant about the effort we had made to ensure the independence and following that nothing further was heard except from the complainant, not from the OPCC until April, almost two months later, again continuing to challenge Mr. Rolls.



Further to the aforementioned complaint, four specific areas of concern were identified by the BCCLA and Pivot. They are as follows:

1. The VPD's policing of protesters supporting Palestinian rights is biased based on evidence they have provided and that the "Palestine exception" is motivating the VPD's systemic departure from its own policies and its unequal targeting of Palestinians and supporters who advocate for Palestinian human rights. An overarching concern is that the VPD's practices regarding such surveillance are discriminatory in nature and motivated by anti-Palestinian racism. They express concern that the VPD has been, "inequitable in how it has surveilled and policed people who express support for Israel's vis-à-vis those supporting Palestinian human rights."
2. The complainants and community members are concerned about the persistent and excessive overt surveillance by the VPD that *prima facie* violates relevant VPD policies. They provide three examples of cell phones being used by the VPD to monitor and record at demonstrations that they believe contravene VPD policy. They further question "whether additional software tools such as facial recognition are being used in conjunction with this surveillance, what the actual scope of violations has been to peoples' [sic] reasonable expectations of privacy (including vulnerable people such as children and youth), and with whom the personal information collected through surveillance, or information derived therefrom, is being shared by the VPD."
3. They are concerned, "regarding the use and disclosure of personal information of protest participants by the VPD under the Guise of National Security or 'Counter-Terrorism'." "The complainants are concerned that surveillance information about individuals and their political expression may be disseminated through intelligence channels to domestic national security agencies and foreign governments, putting themselves and their family and friends abroad at risk."
4. They are concerned how the VPD's surveillance impacts democracy as well as rights and freedoms guaranteed by the Charter. "This overt surveillance behaviour, which is a *prima facie* violation of publicly available VPD policy, raises the unnerving possibility that the ultimate purpose of the excessive surveillance is in fact to intimidate and silence people who may want to express support for the people of Palestine and/or express opposition to the actions of the Israeli government. Any such chilling effect has a magnified impact on the free expression and free assembly rights of members of marginalized communities in the lower mainland."

Pivot and the BCCLA ask the Board to use its powers to ensure the following:

In addition to the areas of concern identified by the complainants, the Board has also been asked to provide information as it relates to the following:

The fundamental questions reviewed in the report are listed here:

1. Are pro-Palestinian demonstrators and their supporters being treated differently and targeted excessively relative to other demonstrators? Are pro-Israeli demonstrators treated differently?



2. Has the VPD broken its own Regulations, Policies, Procedures and Guidelines or external policies and guidelines, particularly in relation to the uses of RPAS, cell phones, body worn cameras (BWC) and the subsequent use of facial recognition software to identify protesters at these demonstrations?

All of the other allegations identified in the complaint rely on the premise that the VPD is breaking its own regulations, procedures, policies and guidelines and that the pro-Palestinian protesters are being excessively targeted. These allegations are based on speculation only, without any supporting information or evidence. They raise potential concerns, which include:

- How is the VPD using and sharing the personal information of protesters?
- How has the VPD's surveillance impacted democracy and the rights and freedoms guaranteed by the Charter?

On June 19, 2025, the Board reviewed Mr. Rolls' report. He was also available online to answer any questions from the Board.

The report is very thorough and includes both an executive summary, the actual complaint of PIVOT and BCCLA, the VPD's response to the complaint a legal review by an independent legal counsel retained by Mr. Rolls in whose appointment the Board had no role. The report also includes an appendix involving the VPD's digital evidence summary of pro-Palestinian and pro-Israel protests. There is also another appendix of the literature review.

PIVOT and BCCLA chose not to participate in the investigation conducted by Mr. Rolls despite several attempts to communicate with and invite them to participate.

At the end of the report there are certain recommendations with respect to the way the VPD does things with respect to such gatherings.

The review has found that existing VPD Regulations, Procedures and Policies relative to demonstrations are not clear, consistent or adequate. Additional confusion is created by the placement of these policies in different sections of the VPD's Regulations and Procedures Manual (RPM) and other documents, instead of a single set of procedures to facilitate a graduated response to demonstrations.

Nevertheless, the review has found that the VPD has not violated the spirit or the intent of their own Regulations and Procedures Manual and/or other guidelines or documents, nor have different criteria been utilized for responding to other protests. Any variation in police response across all protests has been due entirely to the nature of the demonstrations, and the behavior of the demonstrators themselves. A general disinclination to cooperate with police and a higher incidence of *Criminal Code* offences have been noted at pro-Palestine demonstrations. Ultimately, the review found that regardless of the protest event, the VPD utilizes the same pre-planning, deployment and post-event process criteria at all protests without exception.



The capture evidence at these protests has been limited and the video recorded has been strictly in accordance with the provisions of the VPD's RPM, guidelines and the provisions of FOIPPA. There has been no sharing of video evidence or the personal information of innocent and lawful protestors outside of the VPD.

In her conclusion, Ms. Scrimshaw noted that, "...while the allegations set out in the Complaint demonstrate a genuine concern for ensuring that policing of demonstrations be done in a manner that ensures compliance with privacy and human rights laws, there is an unfortunate lacuna in the particulars and legal framework as expressed in the Complaint. The applicable legal principles, as summarized in the analysis, are nuanced and fact dependent; taking into account the evidence and information in the Report, we are unable to identify any breaches of FOIPPA of the Code."

There is effectively no communication or cooperation between pro-Palestinian protestors and the VPD. This is in itself a serious problem that must be addressed. While there has been considerable outreach in this regard and a concerted effort by members of the Vancouver Police Assessment Team (PAT) to connect with members of the Vancouver based pro-Palestine protest movement, PAT has failed to have any success to this point. Meaningful solutions will require a renewed effort by all concerned and this should start with an understanding and acknowledgment that the Palestinian protesters come from a long history of oppression and discrimination. While there is no reason that a good relationship cannot be achieved, building respect and trust will take a concerted effort.

A number of recommendations have been identified towards the goal of developing a mutually respectful relationship between pro-Palestinian demonstrators and the VPD and to provide much greater clarity and transparency in how protests are policed.

"The BCCLA and Pivot are ideally positioned to be part of the solution in starting a dialogue towards a better understanding and respectful relationship between the Palestinian Community and the VPD. One of the first steps in the review process was to reach out to both BCCLA and Pivot to offer them the opportunity to provide additional information in support of their allegations and the other examples they had alluded to in their complaint. Unfortunately, neither chose to respond. A second attempt was subsequently made to encourage their participation and they were offered options which included meeting in person or by video conference. These were also ignored. As noted in the VPD's response to the allegations, the BCCLA provide an Arrest Pocketbook, which includes a section on protests and civil disobedience. This section contains some highly inflammatory and inaccurate information, which has likely had an adverse effect of the VPD's efforts to work towards building a better relationship with protesters. These things are unfortunate and disappointing. Ideally BCCLA and Pivot will take a more positive and productive role going forward and will work cooperatively with the VPD to address this serious divide between the Palestinian protest community and the police."

Conclusion

Some of the existing VPD Regulations, Procedures and Guidelines are open to misinterpretation and contributed to the complaint letter and allegations made by BCCLA and Pivot on behalf of pro-Palestine protesters. However, based on a review of the examples brought forward in the complaint, and every



other pro-Palestine and every pro-Israel protest from October 7, 2023 to the end of 2024, no evidence was found to support the allegation that the VPD did not abide by the intent of their own Regulations, Procedures and Policies. The capture, retention and use of video evidence is closely regulated under the BC-FOIPPA and there is no evidence that the VPD violated any of those rules. No video evidence was retained outside of these provisions and no information related to the identities or personal information of innocent law-abiding protesters was shared outside the VPD. The only personal information that was shared outside the VPD is in relation to criminal investigations pursued by Crown, with the intention of bringing those allegations to court.

The BCCLA and Pivot are correct in their assertion that pro-Palestine protests have come to be policed differently than pro-Israeli and other human rights demonstrations. Policing is based, among other things, on past experience. Based on the typical nature of pro-Palestine demonstrations, a robust deployment is required to ensure the safety of protesters and the public alike and to prevent property damage and to minimize disruption to businesses. This deployment style is supported by extensive records of *Criminal Code* violations and disruption at these demonstrations. A lesser deployment may hinder the VPD's ability to meet its fundamental responsibilities of ensuring the safety of the public and the prevention of property damage. One particularly relevant difference with the pro-Palestine demonstrations and other demonstrations is that currently there are no lines of communication between the VPD and pro-Palestine demonstrators.

These findings were reinforced in the independent legal review of Ms. Scrimshaw who, "...taking into account the evidence and information in the report," was unable to identify any breaches of FOIPPA or the *Criminal Code*.

Nonetheless, there is a perception by the pro-Palestinian protesters that they are being discriminated against, that the police are against them, and that they are treated differently than other protesters. This perception is understandable based on the history of discrimination which the Palestinian people have experienced. BCCLA and Pivot could play an important role here in breaking down barriers and starting to build lines of communication towards a mutually respectful and cooperative relationship between the VPD and the Palestine Community.

In addition to investigating the complaints by Pivot and BCCLA, this review also involved looking for opportunities to improve the VPD's response to demonstrations. The recommendations are as follows:

1. The Regulations, Procedures and Policies related to demonstrations, video evidence and the use of RPAS require a comprehensive review and rewrite to ensure that they are clear, concise and consistent. (Note: this recommendation has been brought to the attention of the VPD and work is already in progress to address the issues identified.)
2. Policy pertaining to demonstrations should be dealt with as a separate section in the RPM, and include provisions for tiered responses for everything from a peaceful human rights demonstration up to and including a demonstration that is a major event with significant risks to public safety and property.



3. Regulations, procedures and policies on demonstrations should be prefaced with a general statement on the goals and objectives of the VPD in policing demonstrations, including a statement on the role and importance of demonstrations in our society based on the *Charter* rights.
4. Demonstration plans should be prefaced with a similar statement on the role and importance of demonstrations in our society and this message should be reinforced at every opportunity.
5. The existing draft documents on the RPAS Vision and the VPD PSU Evidence Gathering Policy should be completed and approved. All of the documents must work together without discrepancies or conflicts.
6. In her review, Ms. Scrimshaw recommends, "...going forward, and considering the Complaint as part of the public's experience in the VPD's assessment of programs such as RPAS and BWC, it will be important to review and revise the applicable policies for the use of such methods of collecting personal information, including when updated Guidelines from the OPIC are released. In particular, additional scrutiny should be applied to the policies applicable in the context of a public demonstrations, in order to respect the applicable *Charter* values."
7. The VPD should create a **Demonstration Handbook** that would be available online and in pamphlet form to share with demonstrators. The goal of the handbook should be to provide complete transparency and clarity for all concerned. It should include everything from the importance of free speech and protests in our society to the role of the police in facilitating protests while ensuring the safety of protestors, the public and the police while preventing damage and the unnecessary disruption of citizens and businesses alike. The handbook should educate the public on how the VPD polices demonstrations, including the role of the Police Assessment Team, the use of RPAS and video surveillance and the rules surrounding their use, including the retention of video evidence and the stringent guidelines of the FOIPPA. The handbook should educate protesters on how the VPD can help protesters in ensuring that their protests are successful and well received.
8. While recognizing that there have already been outreach efforts to start a dialogue and to improve the relationship between the VPD and the Palestinian Community represented by the protestors, the VPD must try harder. BCCLA and the Pivot could play an important role here in bridging this gap and starting the dialogue. While it was disappointing that BCCLA and Pivot chose to not play a more active role in this review they should be reached out to again. A good first step would be for the VPD to facilitate a meeting with representatives from BCCLA, Pivot and the Palestinian Community. In addition to a facilitated discussion, the VPD could include a presentation on how and why demonstrations are policed the way they are.

To ensure clarity and transparency you will also receive a full copy of Mr. Rolls' report which is attached.



The recommendations from this report have been made available to the VPD in their future efforts with regards to protest management.

After careful consideration, the Vancouver Police Board confirmed that the concerns expressed had been identified and dealt with completely. The Board has now concluded the complaint and the closed this file.

In the event that you are dissatisfied with this decision, you have 20 business days from receipt of this letter to request a review by contacting the Police Complaint Commissioner at:

Office of the Police Complaint Commissioner
501—947 Fort Street
PO Box Stn Prov Govt
Victoria, NC V8W 9T8

Yours sincerely,

A handwritten signature in black ink, appearing to read "Allan Black".

Allan Black, K.C.
Chair, Service or Policy Complaint Review Committee

cc: Chief Constable Steve Rai
Office of the Police Complaint Commissioner;
Director of Police Services



July 9, 2025

To Whom it May Concern,

RE: Service or Policy Complaint Board File # 2025-012, OPCC File # 2025-000392 and Board File # 2024-030

On December 20, 2024, the Service or Policy Complaint Review Committee of the Vancouver Police Board received an anonymous complaint from an individual claiming to be a VPD member against the Vancouver Police Department alleging VPD's expectation of setting arrest quotas in relation to drug enforcement in the Downtown East side.

The Board also received a related correspondence from a professor from the UBC Law School provided in support of the complaint in the form of a written delegation submission (Board File # 2024-030)

The Board requested a comprehensive report from the VPD which was provided in June 19th meeting.

The inference made in the allegation stemmed from an email sent by a staff sergeant to the sergeants in the Downtown Eastside, which as part of discussing several crime-fighting strategies stemming from Task Force Barrage. It stated that within the context of covert, patrol-based drug-trafficking operations, 'ideally we'd like two to three drug arrests and charges a day'. After a review of the referenced email and an analysis of the VPD policies, training materials, and searching historical complaint records for any similar allegation or research report, the response report in VPD report #2506V08 outlines the following findings. In addition, there was a detailed oral presentation during the public portion of June 19, 2025 Board meeting.

- The VPD does not set arrest quotas, but performance measures. Quotas are rigid and have a formal and/or informal employee rewards and punishments attached, potentially leading to significant ethical issues and possible police deviance. They also negatively impact marginalized communities through disproportionate enforcement. Performance measures are aspirational goals that reflect police outputs, transparency and fiduciary responsibilities with neither employee rewards nor punishments attached. This provides members freedom to use discretion and alternative measures when appropriate without fear of any negative consequences. Although there are arguments both for and against the use of performance measures in the academic literature, the use of performance measures without employer rewards or punishments attached is common throughout the policing profession, despite varying academic opinions. It was noted that much of the academic literature derives from American Police data, with differing state laws, history and culture concerning the evolution of policing as compared to Canada. Therefore, that information is often incongruent with Canadian provincial laws, history, and present-day reality.
- Specific to the email in question, due to evolving case law, changing federal Crown policy, Covid 19 and the temporary drug exemption in British Columbia, the training and experience for patrol members conducting covert drug purchases and arrest operations targeting drug traffickers have become outdated. There was no available performance measures for what a reasonable drug trafficking arresting charge would be for a shift, and the Staff Sergeant was suggesting a

generalized output goal. No rewards or punishments written or indicated. The VPD expects all members to only arrest and recommend charges when they have reasonable grounds, based on lawful authority, and have taken everything into consideration for each set of unique circumstances, while being mindful of proportionality and using discretion when appropriate.

- If asked, what is the expectation for Task Force Barrage regarding arrest and charge recommendations permitted to high-level drug traffickers in the downtown Eastside, the response is it is whenever members have reasonable grounds, based on lawful authority, and have taken everything into consideration, they should arrest and recommend charges for as many drug traffickers as they can within each shift.

To ensure clarity and transparency you will also receive a copy of the VPD report #2506V08 which is attached.

After careful consideration and on the basis of the information received, the Board concluded this file.

In the event that you are dissatisfied with this decision, you have 20 business days from receipt of this letter to request a review by contacting the Police Complaint Commissioner at:

Office of the Police Complaint Commissioner
501—947 Fort Street
PO Box Stn Prov Govt
Victoria, NC V8W 9T8

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Allan Black', with a stylized flourish at the end.

Allan Black, K.C.
Chair, Service or Policy Complaint Review Committee

CC: Chief Constable Steve Rai
Office of the Police Complaint Commissioner
Director of Police Services
Professor Perrin



"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

July 9, 2025

Sent via email to: [REDACTED]

Dear [REDACTED],

RE: Service or Policy Complaint Board File # 2025-014, OPCC File # 2025-000225

On April 2, 2025, the Vancouver Police Board's Service or Policy Complaint Review Committee received a complaint from the OPCC outlining your concerns related to the VPD's compliance with its special events procedures alleging lack of response to your request for service related to planning, resourcing a community event. It also involved the Parks Board and other representatives from the city and the VPD. The Board office has also received multiple emails and phone calls from you to date.

The Board reviewed your complaint in its June 19th meeting and received both a verbal update and a written report from the VPD. Outlined below are the key highlights related to your complaint for your reference:

1. With respect to the police costs for 2023, it's understood that the Parks Board has now absorbed those policing costs and set out a finance arrangement to cover other licensing fees. Therefore, what is at issue is the policing costs for the 2024 festival.

2. The Board had asked the VPD to report back and respond to the following questions:

- *What VPD policy or policies are involved and expected to be followed when an external agency or organization seeks a permit to hold an event on City of Vancouver lands or in premises that will involve or require the VPD to providing personnel to execute a safety plan?*

The VPD follows some standard procedures that involve the City's Film and Special Events Office (FASE). This process is outlined in detail in the VPD report # 2506V14 attached to this letter.

- *What role, if any, does the Vancouver Parks Board play in conjunction with the VPD in respect of creating an executing a safety plan for such an event?*

The Vancouver Parks Board permits all the events, that take place within the jurisdiction of the Vancouver beaches, parks, or anything related under their jurisdiction. The permit issuance process is very similar process as FASE. The details are outlined in the VPD report # 2506V14 attached.

- *What contractual arrangements if any, are entered into, and by whom, for ensuring payment to the VPD for providing a safety plan for an event. What VPD person or persons, if any, were involved with the Society in addressing a safety plan for the events? Who is responsible for creating a safety plan to ensure the safety of participants in an event? If there were VPD personnel involved with these events, how do their version of the events differ, if at all, from the facts described in the Complaint?*

There are no contractual arrangements for the events the VPD does. The VPD usually has the planners email the organizers or the CoV's FASE or Parks Board. This is to ensure a document trail is created. For the events involving FASE or the Vancouver Parks Board, their Special Events Section acts as the go between the VPD and the organizers as it is their event to organize. The event organizer is responsible for



writing an event safety plan, while the VPD is responsible for creating a public safety plan. For more complex events, the safety planning elevates to FEST committee (Festival Expediting Steering Team) which involves way more organizations and people like Vancouver Fire, EHS, various city departments, Coastal Health, and numerous other organizations that are deemed necessary to be involved in the final process of the safety plan.

3. Please note that the VPD treats ALL applicants with the same process. They all go through the same vetting, the same risk assessments, and parameters that we need for the events. Your request was treated no differently than any others.

4. Appendices A and B, enclosed to this letter, are detailed timelines between the African Descent Society of BC, EOPS, the Vancouver Parks Board, and the FASE. More information with regards to the number of meetings, emails and event costs can be found in this document.

5. After the Lapu Lapu incident, the VPD started a group with EOPS, FASE Office, Fire, and EHS, and is currently reviewing all the events throughout the rest of the year and will be allocating extra resources to the areas that might need extra resources or mitigation. Such measure do not necessarily mean there's going to be more cost to them as the VPD always works with the organizers to keep the costs as low as possible.

6. The allegation that the VPD did not meet with the African Descent Society representatives is incorrect. There were six occasions where the VPD met with the African Descent Society representatives and provided information with regards to the rates. This information is included in the VPD report # 2506V14 attached.

7. The VPD did in fact provide representatives at the African Descent Society's event as per their request.

To ensure clarity and transparency you will also receive a copy of the VPD report # 2506V14 which is attached. After careful consideration, the Vancouver Police Board confirmed that the concerns expressed had been identified and dealt with completely. The Board has now concluded the complaint and the closed this file.

In the event that you are dissatisfied with this decision, you have 20 business days from receipt of this letter to request a review by contacting the Police Complaint Commissioner at:

Office of the Police Complaint Commissioner
501—947 Fort Street
PO Box Stn Prov Govt
Victoria, NC V8W 9T8

Yours sincerely,

A handwritten signature in black ink, appearing to read "Allan Black".

Allan Black, K.C.
Chair, Service or Policy Complaint Review Committee

cc: Chief Constable Steve Rai
Office of the Police Complaint Commissioner;
Director of Police Services

From: [Kwan, Jenny - M.P.](#)
To: [REDACTED]
Cc: [Office; Sim, Ken](#)
Subject: FW: Issue on harassment (File # [REDACTED])
Date: Tuesday, May 20, 2025 1:34:16 PM

Dear [REDACTED],

Thank you for taking the time to write and for sharing these concerns to my attention. I have taken the liberty of forwarding your letter by copy to Vancouver Mayor Ken Sim, in his capacity as Chair of the Police Board, and in doing so ask that he please respond to address your complaint.

Sincerely,
 Jenny Kwan

[Jenny Kwan](#)
 MP for Vancouver East

[2572 East Hastings Street](#)
[Vancouver, BC](#)
[\(604\) 775-5800](#)

[Website](#) – [Facebook](#) – [Twitter](#)

From: [REDACTED]
Sent: May 20, 2025 12:25 AM
To: chief@vpd.ca; vpd.diversity@vpd.ca; Kwan, Jenny - M.P. <Jenny.Kwan@parl.gc.ca>
Cc: [REDACTED]
Subject: Issue on harassment (File # [REDACTED])

Hello Chief Palmer,

I am writing to you about the above-mentioned File number.

My best friend and her family have been getting all these messages from someone who has not only defaced their home with her own feces when on her last visit and has made terrible accusations and what sound like threats to me. So they finally made a call to non-emergency to report and considering the escalation and nature of the messaging would like to ensure their family is safe. While I understand the lady is elderly, but I was there the last time she visited and returned to the home from a lunch out with my friend and wondered why it smelled like feces when we walked in the door. It had been found that she had smeared her poop everywhere and his it in weird spots all over. It was so

disgusting but I had thought maybe she needed to be assessed for dementia. But after being told about the incessant calls and messages, I don't think that anymore and I believe she is narcissistic and isn't getting her way. But who knows.

My issue here is yesterday the officer called late (which is fair) but they have 2 boys who need to maintain a schedule. So he said he would put it on for someone to reach out in the morning. This morning a female officer called and said that they talked to the woman in question and her son and they denied it. And stated that they have more information to go against what my friend is saying and were going to close the File. So I am wondering if this is standard work for your officers? To not do due diligence and at least come and check all the text messages being received? Or go to her house and see if she will show the phone? Do anything but close the file of an entire family being harassed and being told she's going to go to my nephews school? But being told to go to civil court to File for retraining order and change numbers. I am sorry but that is not good enough, so now not only did she say she would go to the school of theirs plus many other things. Some kind of investigation needs to happen because this is serious. Not only has she made comments about their race [REDACTED] but the race of my friends brothers wife and their kids. My friend and her husband are just sick of this. They live a very quiet and private life, so the things being relayed in these text messages are only that, of someone who knows them and she is the only one her mother in law cut off after that last incident.

From what I have been told in the past none of her kids are really around or have anything to do with her. Her saying she is going to take the boys is just sickening. The oldest boy is non-verbal autistic, so it's terrifying to think someone might try take him and who knows what she would do. They already live a life revolved around ensuring a well supported team around both boys, and I am thankful their principal was right on it in making sure their school and the boys teams are in the loop to keep them safe. But I would like to see VPD do their jobs as well.

I have added in your diversity email and Jenny Kwan to this email. All my years living in Vancouver, I have never run into something so disturbing against anyone I know personally, and I lived and worked in the dtes for the better part of my 21 years. It sickens me I can't be there to support them when they need the support. I am still baffled the [REDACTED] officer basically just tipped her off. So chances of any evidence from her side are likely gone but I am hoping someone will connect with the family to see the messages to start.

With having a son with special needs, and mom is off work as primary caregiver this is

the last thing they need. And changing numbers clearly isn't an answer especially when they are messaging about the new flowers. They all need to be protected from this person.

I hope you will take this seriously and we will hear back from you directly.

[REDACTED]

[REDACTED]



Date: June 5, 2025

Sent via email to: [REDACTED]

Dear [REDACTED],

RE: Service or Policy Complaint Board File # 2025-015

This letter is to acknowledge the receipt of your email and complaint. The Board's Service or Policy Complaint Review Committee will consider this matter at its next meeting on June 19, 2025.

Please note that a Service or Policy Complaint is considered with respect to:

- (a) the general direction and management or operation of a municipal police department, or
- (b) the inadequacy or inappropriateness of any of the following in respect of a municipal police department:

- (i) its staffing or resource allocation;
- (ii) its training programs or resources;
- (iii) its standing orders or policies;
- (iv) its ability to respond to requests for assistance;
- (v) its internal procedures.

Pursuant to BC Policing Standard 6.1.1(21), the Board will consider whether the complaint includes allegations of discriminatory policies or practices.

The Service or Policy Complaint Review Committee may decide to take any of the following actions pursuant to *Police Act*, section 171(1) to address matter:

- (a) request a chief constable of that municipal police department to investigate and report on the complaint;
- (b) initiate a study concerning the complaint;
- (c) initiate an investigation into the complaint;
- (d) dismiss the complaint on any of the grounds set out in subsection (2.1);
- (e) take any other course of action the board considers necessary to respond adequately to the complaint.

The Service or Policy Complaint Review Committee meets immediately follow the Board's regular meeting which starts at 1:00 p.m. Meetings are live-webcast, and a link to the webcast information is available on the Board's website: www.vancouverpoliceboard.ca. The agendas and reports for both meetings will also be available online on our website prior to the meeting. The Board office will advise you in writing of any decision made by the Committee with respect to this complaint following the meeting.

Yours sincerely,

Office of Vancouver Police Board

CC:

Chief Constable Adam Palmer
Office of the Police Complaint Commissioner
MP for Vancouver East



VANCOUVER POLICE BOARD

"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

To: **Service or Policy Complaint Review Committee**
From: Service or Policy Complaint Review Sub-Committee
Date: June 5, 2025
Subject: Board File #2025-015-(File # [REDACTED])

On May 20, 2025, this complaint was forwarded to the Board office by MP of Vancouver East. The complainant expressed concerns for their best friend's family and alleged ongoing harassment by another individual.

SPCR-Sub-committee Recommendation

The Service of Policy Complaints Review sub-committee will review this file in its June 19th Board meeting.



"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

Date: July 2, 2025

Sent via email to: [REDACTED]

Dear [REDACTED],

RE: Service or Policy Complaint Board File # 2025-015

We are writing to provide you with an update regarding your file.

The Board reviewed your complaint on June 19, 2025 and requested additional information from the VPD for its next meeting. Please be advised that the next Board meeting is scheduled for September 11, 2025.

The Board office will advise you in writing of any decision made by the Board with respect to this complaint following the meeting.

Should you have any questions or require further information in the interim, please do not hesitate to reach out.

Yours sincerely,

Office of Vancouver Police Board

CC:

Chief Constable Steve Rai
Office of the Police Complaint Commissioner
MP for Vancouver East
Director of Police Services



"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

Date: July 9, 2025

Sent via email to: [REDACTED]

Dear [REDACTED],

RE: Service or Policy Complaint Board File # 2025-015

After careful consideration and in order to ensure the privacy and confidentiality, the Board will directly reach out to the individuals referenced in your complaint that were impacted by the issue you raised.

We would like to thank you for reaching out once again and please kindly note that the Board will take no further action with regards to your complaint. This file is closed.

Yours sincerely,

Office of Vancouver Police Board

CC:

Chief Constable Steve Rai

Office of the Police Complaint Commissioner

MP for Vancouver East

Director of Police Services



VANCOUVER POLICE BOARD

"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

To: **Service or Policy Complaint Review Committee**
From: Service or Policy Complaint Review Sub-Committee
Date: July 15, 2025
Subject: Board File # 2025-015

This complaint was referred to the Board office by Jenny Kwan, M. P. on behalf of a constituent who relayed concerns on behalf of a friend and her family. The complaint related to an alleged lack of assistance by a VPD member in contacting a family faced with harassment.

On June 19th, the sub-committee requested further information from the VPD with regards to the file and the steps taken by the members in addressing their concerns. The VPD eventually was able to contact the individuals who had been impacted directly, and a senior VPD member contacted those person multiple times. The VPD member provided information respecting its initial response. The individuals directly impacted are happy with the response they are currently receiving from the VPD. They were also provided with the information and different methods available to them both by phone and email, should they wish to initiate a formal complaint.

The initial complainant (the friend of the person impacted) also received an email from the Board office highlighting the importance of protecting the privacy of the individual(s) impacted, and that the VPD will contact them directly as advised by the Board.

On June 11, 2025, the Board concluded this file via an electronic motion.

The complainant, OPCC and Director or Police Services received a copy of the concluding letter.

From: [REDACTED] on behalf of [Office](#)
To: [Info-OPCC](#)
Cc: [RAI, Steve](#); [Kwan, Jenny - M.P.](#); [PSSG Policing and Security Branch PSSG:EX](#)
Subject: Further Information re Board File #2025-015
Date: Tuesday, July 15, 2025 12:47:00 PM
Attachments: [MT SPCRC re- Complaint # 2025-015.docx](#)

Good afternoon,

Please find enclosed a briefing note from the Vancouver Police Board's Service or Policy sub-committee.

This document is for your kind awareness and information with regards to further steps taken by the Board and will be part of the Board's September 11th meeting package, and will be added to Service or Policy complaints portion of the public meeting.

Kind regards,

Office of Vancouver Police Board

Email: office@vanpoliceboard.ca | Web: vancouverpoliceboard.ca

NOTICE OF CONFIDENTIAL COMMUNICATION:

This transmission may contain confidential or privileged communications, and the sender does not waive any related rights and obligations. If you are not the intended recipient and have received this in error, you must immediately destroy it. Unauthorized copying or distribution of any information herein is strictly prohibited and may constitute a criminal offence, a breach of Provincial or Federal privacy laws, or may otherwise result in legal sanctions. We ask that you notify the Vancouver Police Department immediately of any transmission received in error, by reply e-mail to the sender.

From: [REDACTED]
To: [Office](#)
Subject: Fwd: Suppression of Substantial Evidence
Date: Wednesday, June 11, 2025 5:38:03 PM

----- Forwarded message -----

From: [REDACTED]
Date: Wed, Jun 11, 2025 at 4:47 PM
Subject: Suppression of Substantial Evidence
To: <info@vancouverpoliceboard.ca>

[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

Date: June 11, 2025

To:

Vancouver Police Board

Service and Policy Complaint Review Committee

2120 Cambie Street

Vancouver, BC V5Z 4N6

Email: info@vancouverpoliceboard.ca

Re: Request to Reopen Service and Policy Complaint – New Material Evidence Not Previously Available (BC Place Roof Collapse – 2007)

Dear Members of the Service and Policy Complaint Review Committee,

I am writing to formally request that the Vancouver Police Board reopen its 2021 Service and

Policy Complaint investigation relating to the Vancouver Police Department's (VPD) handling of my reports regarding alleged wrongdoing connected to the 2007 BC Place roof collapse. This request is being made on the basis of new and materially significant evidence that was not available at the time of the Committee's prior review, and which directly bears on the VPD's knowledge and responsibilities under law.

Background

In 2021, the Committee concluded that there was insufficient evidence to justify further criminal investigation or any change in policy or service by the VPD. At the time, the VPD's position was that multiple agencies — including the Association of Professional Engineers and Geoscientists of BC (APEGBC), WorkSafeBC, and others — had already addressed the issues raised.

However, newly surfaced evidence — including internal and statutory documents — reveals that the BC Place site operated under special statutory exemptions from professional engineering, insurance, and safety law oversight, which were enabled by the British Columbia Enterprise Corporation Act (BCE Act) and Interpretation Act. These exemptions were not disclosed to oversight bodies, workers, insurers, or the public.

Grounds for Reconsideration

I respectfully submit that the Vancouver Police Department knew or ought to have known about the existence and implications of these longstanding statutory exemptions, and that its failure to investigate them or disclose them to other law enforcement (e.g., the RCMP) constitutes a failure in its public duty.

Specifically:

1. Professional Engineering Accountability

The exemptions created conditions in which engineering oversight was not required under the Engineers and Geoscientists Act or EGBC bylaws. This led to critical systems (e.g., the BC Place roof pressurization and emergency controls) being operated without independent engineering certification.

2. Occupational and Public Health and Safety

WorkSafeBC was not notified of the 2007 roof collapse until 2008 — a delay that

occurred in the context of hidden exemptions that created ambiguity about employer and Prime Contractor responsibilities at the site.

3. Insurance and Fraud Implications

Commonwealth Insurance paid out claims without knowledge of the statutory conditions affecting the building's design, maintenance, or regulatory oversight. This may have involved misrepresentation of risk exposure or omission of material facts relevant to policy coverage and liability.

4. Concealment and Misrepresentation to Authorities

The VPD's 203-page report failed to disclose these exemptions or engage in their legal implications. I assert that this omission may have prejudiced the ability of other authorities — including the Burnaby RCMP and the Office of the Police Complaint Commissioner (OPCC) — to act appropriately.

Relief Sought

I am requesting that the Vancouver Police Board:

1. Reopen its Service and Policy Complaint Review on the basis of this new and material evidence;
2. Direct the VPD to review the statutory implications of the BCE Act and Interpretation Act exemptions in the context of the 2007 collapse and subsequent investigations;
3. Acknowledge that the VPD knew or ought to have known about these exemptions and failed to investigate or disclose them;
4. Refer this matter to an independent police oversight body (e.g., OPCC or RCMP Federal Serious and Organized Crime Division) to assess whether criminal conduct or obstruction occurred in the handling of the BC Place investigation.

Closing

These exemptions were not a matter of mere regulatory nuance — they were legally operative for decades and affected the design, construction, and emergency protocols of a major public structure. I believe this new evidence warrants immediate reconsideration and disclosure.

Please confirm receipt of this submission and advise how the Committee intends to proceed.

Sincerely,

[REDACTED]



"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

Date: July 10, 2025

Sent via email to: [REDACTED]

Dear [REDACTED]

RE: Service or Policy Complaint Board File # 2025-017

We acknowledge the receipt of your email and complaint of June 11, 2025. The Board's Service or Policy Complaint Review Committee considered this matter.

On January 5th, 2007, the roof on BC Place collapsed. From 2009 onwards, the you have contacted the VPD along with many other police, government and professional organizations in regard to the incident alleging wrongdoing and fraud in relation to the events leading to the collapse and the subsequent investigation and reports thereafter.

On 2020, you again contacted the VPD with purportedly "new" information. The documentation was assessed and reviewed by the VPD investigating officers. It was determined that the "new " information provided, did not substantiate grounds to believe that a criminal offence had occurred. As a result, there were insufficient grounds to pursue a further criminal investigation or support any criminal charges. You were dissatisfied with the VPDs response and filed a Service or Policy complaint with the OPCC which the VPD and the Board was advised of on April 7th, 2021. Previously, 2 reports authored in 2007 had indicated that the collapse was preventable and that there was a lack of effective policies, procedures and training. Commonwealth Insurance paid the insurance claim for the roof at the time. That entity apparently no longer exists. A VPD Financial Crime Unit Supervisor had also, at that time, spoken with you and reviewed the information provided but concluded that the information was insufficient to support a criminal investigation.

Since 2009 onwards, you have contacted at least 10 organizations to report allegations of fraud and wrongdoing related to B.C. Place. In 2015 you contacted then Chief Constable Jim Chu. As a result, a further review was undertaken by having a senior VPD officer with extensive investigative experience review all information leading to the case, including, but not limited to, reports by both Worksafe BC and the Association of Professional Engineers and Geoscientists B.C. (APEGBC). The Inspector was subsequently satisfied that the reports addressed your concerns, and that commencing yet another VPD investigation "...would not be an effective or appropriate use of police resources". Again, not satisfied, you contacted the VPD, claiming to have "new" information. The VPD determined once again, that there was insufficient information to support a criminal investigation.

Undeterred, you again contacted the VPD on multiple occasions, with further "new" information in the form of emails, voicemails, telephone communications, and letters, with resulted in numerous follow-ups by the VPD.

Returning to the Service and Policy Complaint, on June 24th, 2021, Director Drazen Manojilovic provided a very detailed report to the Vancouver Police Board setting out the history of the matter, and responding to the allegations of the complaint against the members of the VPD. (Copy attached). Those allegations include but are not limited to

- a) an inadequate response to your request for an investigation
- b) VPD ignoring evidence provided by you
- c) the VPD concealing material from the RCMP
- d) the VPD policies precluded the re-opening of previously concluded investigations
- e) obstruction of justice



Director Manojlovic concluded, although acknowledging your frustrations with the situation, there was no evidence to support misconduct, or inadequacy in the VPD conducting their investigation of the issue. Further there was no evidence to support a criminal offence had occurred in this matter. The report requested that the complaint be concluded on the basis of the material found in the report, which the Board did.

In September 2021, the OPCC reviewed the Board's report, and its concluding letter from the Board in this matter. The OPCC concluded that it was satisfied with the outcome of the complaint, and it would not be making any further recommendations, investigations, courses of action or changes to service or policy respecting the matter. They then closed its file. (Copy attached)

The present request from you is that the Vancouver Police Board re-open the 2021 Service or Policy complaint respecting the investigation of the VPD's handling of the matter respecting alleged wrongdoing connected to the 2007 BC Place roof collapse.

The basis of the request results from once again "newly surfaced material" received by you that allege that BC Place operated under a special **statutory** exemption from professional engineering, insurance and safety law oversight, which allegedly was enabled by the British Columbia Enterprise Corporations Act.

None of the allegations contained and addressed in the report of Director Manojlovic of June 2nd, 2021, addressed by the Board on June 24th, 2021, have been alluded to, in the request to reopen. Rather, the request to re-open, is based on the unsubstantiated allegation that the VPD "...knew or ought to have known about the existence and the implications of these [newly surfaced material] respecting longstanding **statutory exemptions**, and that its failure to investigate them or disclose them to other law enforcement constitutes a failure in its public duty. There is no basis to suggest that even if true, this" newly surfaced material" would obviously result in criminal charges. There is also no basis to suggest that the VPD new or ought to have known about this "new material". This is far from the first time that you have brought "new" material to the VPD for review.

This unsubstantiated assertion does not fall within the type of complaint contemplated in Section 168(1) of the Police Act, particularly given the multiple occasions that you have had his "new" additional issues and concerns fully addressed by the VPD and numerous other agencies. There may be other agencies that may wish to look at the "...newly surfaced evidence". If they were in fact "statutory exemptions" as alleged, they would not have been hidden, but rather available to be obtained by all, including you.

Board concludes its complaint on the basis of Section 171(2.1) (c) of the Act on the basis that your concerns "...a policy or service matter that has been appropriately resolved. The Board will take no further action.

Yours sincerely,

A handwritten signature in black ink, appearing to read "Allan Black".

Allan Black, K.C.
Chair, Service or Policy Complaint Review Committee

cc:
Chief Constable Steve Rai
Office of the Police Complaint Commissioner;
Director of Police Services

From: [REDACTED]
To: [Steve RAI; Info-OPCC; Info-OMBD; PSSG Policing and Security Branch PSSG:EX; \[REDACTED\]](#)
Date: Saturday, July 12, 2025 6:24:46 AM

You don't often get email from [REDACTED] [Learn why this is important](#)

To: Allan Black, K.C., Chair

Vancouver Police Board

Cc: Chief Constable Steve Rai; Office of the Police Complaint Commissioner; Director of Police Services

Via email: [REDACTED]

Dear Mr. Black,

Thank you for your July 2025 response to my request to re-open Service or Policy Complaint #2025-017. While I appreciate the time taken to summarize prior contact and investigation history, your letter fails to address or engage with the new, material evidence presented—evidence that was neither considered in previous investigations nor reasonably dismissed.

I must respectfully object to the Board's conclusion that this matter has been "appropriately resolved" under section 171(2.1)(c) of the Police Act, and I formally request reconsideration.

1. Key New Evidence: 1987 Geiger Engineering Control Room Procedures

The newly surfaced 1987 Geiger Engineering Control Room Procedures, now recovered and submitted to both the Vancouver Police Department and the Vancouver Police Board, constitute direct documentary evidence that statutory exemptions were being used to bypass professional engineering oversight at BC Place as early as 1987.

This document is composed of two parts:

- Historical materials dating back to 1987, and
- Post-2007 collapse procedural content, which was quietly added without any form of professional oversight.

Crucially, this document:

- Bears no professional engineering stamp;
- Was not sealed or validated under BC’s Engineers and Geoscientists Act;
- Appears to have governed the operations of a major public infrastructure facility (BC Place) without lawful engineering authorization;
- Was never filed or disclosed by EGBC, WorkSafeBC, or other oversight bodies.

The absence of a professional seal or oversight for such a critical engineering control document is a red flag of regulatory exemption or circumvention, and should have immediately triggered criminal and professional investigations. That no authority—WorkSafeBC, EGBC, the Office of the Superintendent of Professional Governance (OSPG), or the VPD—raised this issue reflects a systemic suppression of statutory responsibilities.

2. Evidence of a Pattern: Canada Place 2010 Roof Replacement and Fatality

The implications extend beyond BC Place. The same parties involved in the 2007 collapse—Birdair and Geiger Engineering—were also involved in the 2010 Canada Place roof replacement project, during which a worker was killed.

This fatality occurred under the same pattern of concealed statutory exemptions, depriving workers and the public of the protections afforded under BC’s engineering, insurance, and safety laws.

Had the VPD or the Board examined these statutory exemptions in 2007 or 2021, it is highly likely that regulatory gaps at Canada Place would have been exposed and remedied—potentially preventing the 2010 fatality.

3. Failure to Investigate the Legal Framework Itself

The Board’s claim that the VPD “had no reason to know” of these exemptions is legally untenable. A competent fraud or negligence investigation requires the investigators to verify the legal and regulatory framework governing the actors involved.

In this case:

- The British Columbia Enterprise Corporation Act and the Interpretation Act were in force;
- These statutes created carve-outs for BC Place and other provincially controlled assets;
- These carve-outs enabled BC Place to operate outside the reach of engineering and safety law, including the Engineers and Geoscientists Act, the Workers Compensation Act, and related insurance standards;
- Yet no part of the 2007, 2015, or 2021 VPD reports or Board reviews mentions these statutes.

That alone proves the issue was never properly investigated.

4. Request for Reconsideration and Further Action

The recently recovered 1987 Geiger Engineering Control Room Procedures, the post-collapse amendments made without engineering oversight, and the broader failure to identify or investigate statutory exemptions collectively constitute new, material, and highly probative evidence.

These matters have not been previously reviewed on their merits, and the VPD and Police Board's continued refusal to engage with this evidence may itself constitute a dereliction of duty.

I therefore respectfully request:

- That the Board reconsider its July 2025 decision;
 - That the matter be referred to the RCMP Sensitive Investigations Unit and the Office of the Police Complaint Commissioner;
 - That the Board disclose its legal basis for rejecting the relevance of the BCEC Act and Interpretation Act in its past and present deliberations.
-

5. 2007 Aga Khan Golden Jubilee Structural Hazards and WorkSafeBC Suppression

The pattern of concealed oversight exemptions is further illustrated by the 2007 Aga Khan Golden Jubilee held at BC Place.

During the setup phase for the event, the roof control system malfunctioned, initiating a partial collapse of the air-supported roof—just one day prior to the arrival of more than 15,000 attendees who crowded into the stadium to celebrate 50 years of leadership by the Aga Khan, spiritual leader of 15 million Ismaili Muslims worldwide.

This significant setup involved large-scale staging, lighting, and elevated structural loads, effectively rendering the site a high-risk construction zone. Despite this, there was:

- No Notice of Project (NOP) filed;
- No hazard assessment or safety plan consistent with the Workers Compensation Act;
- No professional engineering review of the malfunctioning roof control system;
- And no investigation by any engineering or regulatory authority.

I reported the roof malfunction to WorkSafeBC, which met with me but took no enforcement action. Instead, they appeared to suppress the issue—knowing that a proper engineering assessment would have taken months, and would likely have exposed the unlawful elimination of engineering oversight at BC Place.

This incident posed a serious risk to workers, vendors, and ultimately thousands of members of the public. The continued concealment of statutory exemptions, even in the face of imminent harm, underscores why this matter merits urgent reconsideration.

I am concurrently forwarding this correspondence to the RCMP, BC Ombudsperson, OSPG, EGBC, and the BC Civil Liberties Association, given the apparent systemic suppression of engineering, insurance, and public safety oversight related to both BC Place and Canada Place.

Sincerely,

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]



"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

Date: July 14, 2025

Sent via email to: [REDACTED]

Dear [REDACTED],

RE: Service or Policy Complaint Board File # 2025-017

The Board acknowledges receipt of your email of July 12, 2025 in respect to the matter discussed in your complaint.

As the Board sought to advise you in our previous correspondence, the fact that certain actions that you allege, did or did not occur as a result of statutory exemptions contained in specific legislation, do not give rise to a basis for a further criminal and/or profession investigation. As a result, the Board does not intend to alter its earlier conclusion.

We note that you have sent your email to a number of organizations in addition to the Board. If you continue to be dissatisfied with the Board's decision in this matter, pursuant to Section 172(2) of the Police Act you may request that the Police Complaint Commissioner review the matter.

Yours sincerely,

A handwritten signature in black ink, appearing to read "Allan Black".

Allan Black, K.C.

Chair, Service or Policy Complaint Review Committee

cc:

Chief Constable Steve Rai
Office of the Police Complaint Commissioner;
Director of Police Services

- 1.9 OPCC File # 2025-00057- Concluding Letter- July 11, 2025- CIC
- 1.10 OPCC File # 2025-00215 - Board File #2025-004- Concluding Letter- July 11, 2025- CIC



"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

July 11, 2025

Sent via email to: [REDACTED]

Dear [REDACTED],

RE: Service or Policy Complaint #2024-003/ OPCC File #2024-25248
Notification of the appropriate person following a sudden death (the "Complaint")

We write further to our February 21, 2025 concluding letter detailing the Board's response to your Complaint and the April 17, 2025 letter from the Office of the Police Complaint Commissioner with two further recommendations to the Board with respect to concluding your Complaint.

In this letter we will provide you with further information on the steps taken by the Board and/or the VPD in response to your concerns and your Complaint and will provide information on the VPD's work to create a guide for members that sets out 'reasonable steps' they are expected to take in identifying and contacting the Appropriate Person for Next of Kin notification.

For your information and review, attached please find the VPD Report to the Police Board dated January 8, 2025 ("Report") with the VPD Response to the Complaint. We have also attached the Sudden Deaths policy updated March 18, 2025 that addresses Action Items 1 and 2 of the Report. Action item 3 is concluded as below.

With respect to the two OPCC Recommendations for further courses of action:

1. OPCC Recommendation to better explain to the Complainant the steps taken by the Board and/or VPD in response to her concerns
 - (i) The Regulations and Procedures Manual (RPM) Policy ("Policy") was updated on March 18, 2025 as directed in the Report with dissemination of the Policy to all VPD members with mandatory sign-off and acceptance;
 - (ii) Department-wide internal communication was completed in a VPD bulletin dated March 19, 2025 and patrol briefings between March 13th and March 18th 2025; and
 - (iii) A training bulletin was published internally on March 19, 2025 and an updated electronic course made available on the VPD's Learning platform on April 1, 2025.
2. OPCC Recommendation to amend the policy to specify the "reasonable steps" members would be expected to take in identifying and contacting the Appropriate Person for Next of Kin Notifications

VPD is working with its subject matter experts to compile internal VPD materials into a guide that documents expectations for "reasonable steps" to identify and contact the appropriate person. The Policy will cross-reference and directly link to the Guide. This approach is consistent with

VPD's *Cultural Considerations for Searches of Persons* guide, which is cross-referenced in RPM Policy 1.12.1(v). The timeline for completion of the Guide is dependent on resourcing and availability however completion is expected by the end of September.

The Board is satisfied that the VPD has addressed the Action Items identified in the Report. We trust that this further explanation, clarification, and chronology of the steps taken by the VPD to address your concerns is helpful to you as we conclude this Complaint.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Allan Black', with a stylized flourish at the end.

Allan Black, K.C.
Chair, Service or Policy Complaint Review Committee

cc:

Chief Constable Steve Rai
Office of the Police Complaint Commissioner
Director of Police Services



VANCOUVER POLICE DEPARTMENT

REPORT TO THE VANCOUVER POLICE BOARD

REPORT DATE: January 8, 2025
COMMITTEE MEETING DATE: January 23, 2025
BOARD REPORT # 2501V09
Regular

TO: Vancouver Police Board Service or Policy Complaint Review Committee
FROM: Simon Demers, Director, Planning, Research & Audit (PR&A) Section
SUBJECT: Response to Service or Policy (S&P) Complaint, OPCC File #2024-25248 – Notification of the appropriate person following a sudden death.

RECOMMENDATION:

THAT the Service or Policy Complaint Review Committee (“Committee”) of the Vancouver Police Board (“Board”) conclude its investigation of this S&P complaint (the “S&P Complaint”) based on the information provided in this report.

SUMMARY:

On July 9, 2020, the Complainant’s mother was found deceased following a fire in her residence (the “Fire”). The Fire was deemed non-suspicious, the BC Coroners Service (“Coroners Service”) took custody of the remains, and the VPD investigation was closed.

The Complainant filed the S&P Complaint on December 6, 2023, after learning that their mother had died almost 3.5 years earlier and was buried without notification to, or involvement of, the family. As summarized in the intake letter from the Office of the Police Complaint Commissioner (“OPCC”), “the Complainant asserts that an incorrect person was identified and notified as next of kin.”

Shortly after the Complainant’s mother died, a neighbour of the deceased (the “Neighbour”) advised police that he was a half-brother, sharing a father with the deceased. The investigating VPD officers were also advised by the Neighbour that he and the deceased were “quite close and look out for each other.” This led VPD officers to conclude the sudden death investigation with the belief that they had notified a family representative who had a close relationship with the deceased and who would inform the rest of the family. It is now known that the Neighbour misrepresented his relationship with the deceased and did not notify the family. After the conclusion of the sudden death investigation, the VPD was not made aware of any additional follow-up action by the Coroners Service, the funeral provider, the operator of the crematorium, the operator of the place of interment, or the administrator of the estate to contact the next-of-kin

or identify an alternate next-of-kin. As a result, the Complainant only learned that their mother had died at the end of November 2023, following a request to locate her from the family to the VPD.

Proposed policy amendments will clarify the definition of “nearest relative” in the VPD policy and will create additional safeguards to help ensure the “appropriate person” is identified and notified following a sudden death.

It is recommended that the Committee accept this report and conclude this S&P Complaint.

BACKGROUND:

On July 9, 2020, the Complainant’s mother was found deceased following the Fire. The Fire was deemed non-suspicious, the Coroners Service took custody of the remains, and the VPD investigation was closed.

On December 6, 2023, the Complainant filed the [S&P Complaint](#) outlining concerns about the VPD’s handling of the sudden death notification after their mother passed away (OPCC File #2024-25248). As summarized in the OPCC’s letter to the Board dated February 6, 2024, “the Complainant asserts that an incorrect person was identified and notified as next of kin.” The Committee considered the matter at its public meeting on February 29, 2024 and asked the VPD to investigate and report back to the Board (Board File #2024-003).

Because an aspect of the complaint was investigated pursuant to Division 3 of the *Police Act* (OPCC File #2023-25016), the complaint was held in abeyance until that process concluded on October 21, 2024. On May 27, 2024, a Notice of Civil Claim was filed in BC Supreme Court in relation to the same matter (Vancouver Registry File #S243471). This civil claim is still pending.

This report addresses the S&P Complaint related to the identification and notification of an appropriate person after a sudden death.

Detailed Timeline

As set out above, on July 9, 2020, the Complainant’s mother was found deceased in her apartment on Pender Street after Vancouver Fire Rescue Services (“VFRS”) responded to the Fire. The death was deemed non-suspicious following concurrent investigations involving the VPD (circumstances of the death – VPD case #2020-121147), VFRS (cause of the fire – VFRS file #20-0020721), and Coroners Service (cause of death – Coroners Service file #2020-0397-0323). The Coroners Service took custody of the remains in order to conduct an autopsy at Vancouver General Hospital (“VGH”).

As documented in the 35-page General Occurrence report (“GO Report”), the deceased was positively identified by VPD officers at the scene. Shortly after the Fire, during the police investigation, the Neighbour advised police that he was a half-brother who shared the same father as the deceased. The Neighbour told police that “the two are quite close and look out for each other.” The Neighbour also told police that he had checked in on the deceased a few hours earlier and was aware of her personal challenges and health issues. This led police to believe that the Neighbour had a close relationship with the deceased, was the most appropriate next-of-kin, and would inform other family members of the death. As noted in the GO Report, police believed the

death notification had been performed at the scene (by VPD patrol officers). The next-of-kin entry in the GO Report is illustrated by Figure 1.

Figure 1. Redacted Next-of-Kin Entry in VPD Case File #2020-121147

Next of Kin	
Name:	[REDACTED]
Address:	[REDACTED]
City:	VANCOUVER
Province:	BC
Notified on:	Thursday, 2020-Jul-09 20:40
By:	[REDACTED]
Body removed to:	VGH
By:	[REDACTED]

On July 13, 2020, the sudden death investigation was concluded after an administrative review by VPD supervisors in the Homicide Unit and Coroner's Liaison Unit ("CLU"). Both supervisors noted explicitly in the case file that the "next-of-kin" had been notified. In the conclusion block, the CLU supervisor noted "Family on scene" and named the Neighbour believed to be the next-of-kin, but mistakenly documented him as the "son" of the deceased.

On November 27, 2023, a cousin of the Complainant living in Ontario called the VPD as they were attempting to locate their aunt – the Complainant's mother (VPD case #2023-205053). Upon query, it became apparent that the family was not aware that the Complainant's mother died in 2020. Via an urgent CPIC message, the VPD investigator requested that a death notification be conducted in person by the police of jurisdiction in Ontario. The police of jurisdiction in Ontario responded that the death notification was completed the same night. The VPD later learned that the Complainant, who lived in British Columbia, was also unaware of their mother's death.

On November 29, 2023, the Complainant attended the Public Service Counter ("PSC") at 2120 Cambie Street, Vancouver, B.C. to enquire about the handling of their mother's death investigation and subsequent next-of-kin notification in 2020 (VPD case #2023-206172). A VPD officer met with the Complainant and confirmed that their mother was deceased. As stated in the S&P Complaint, the Complainant told the attending officer that "no one in their family had heard anything from the police or the BC Coroner[s] Service." When asked about the Neighbour who had previously identified himself as their mother's half-brother, the Complainant stated they "had never heard that name before."

In December 2023, a CLU investigator requested from Ontario Vital Statistics the birth records for the Complainant's mother and the Neighbour. Based on these birth records, the investigator was able to confirm that the Neighbour did not share any birth parent with the Complainant's mother and therefore was not legally her half-brother. It is now known that the Neighbour misrepresented his relationship with the Complainant's mother, which led police to incorrectly believe they had notified a family member in July 2020.

None of the aforementioned facts are disputed and they are generally consistent with the corresponding details of the S&P Complaint submitted on December 3, 2023. Other elements of the S&P Complaint that could not be substantiated based on available VPD records are discussed under the Discussion heading (FINDING 1).

Statutory Framework

When someone dies in British Columbia, the legal representative of the deceased or the person who may act on their behalf for various processes is defined by the [Freedom of Information and Protection of Privacy Regulation](#) (“FOIPP Regulation”), the [Cremation, Interment and Funeral Services Act](#) (“CIFSA”), and the [Wills, Estates and Succession Act](#) (“WESA”), depending on the context.

Most relevant to the S&P Complaint, section 5 of the FOIPP Regulation defines who may act for the deceased when requesting and obtaining access to records (Part 2) or consenting to the collection and use of personal information (Part 3) under the *Freedom of Information and Protection of Privacy Act* (“FOIPPA”). The applicable section of the statute is reproduced in Appendix B.

Section 5 of the CIFSA stipulates who can make decisions regarding the disposition of the remains. Section 23 of WESA stipulates how the estate must be distributed when there is no will (and therefore no named personal representative) and no spouse. The applicable statutes are reproduced in Appendices C1 and C2, for ease of reference.

There are some notable differences between these statutes. For example, CIFSA explicitly assigns adult grandchildren a higher priority than the parents or siblings of the deceased. However, all three statutes confer the same priority to the spouse and adult children of the deceased (in that order), unless there was a committee appointed to manage the affairs of the deceased or a named representative for the deceased (either of whom would take precedence). Parents, adult siblings, and other adult relations are assigned a lower priority.

Memorandum of Understanding (MOU) with the Coroners Service

The protocol governing the exchange of information and coordination between all parties charged with investigating reportable deaths under the BC *Coroners Act* is detailed in the Memorandum of Understanding (“the MOU”) between the Coroners Service, RCMP ‘E’ Division as the provincial police service, the Independent Investigations Office (“IIO”), and municipal police departments in British Columbia.

The MOU in effect in July 2020, when the Complainant’s mother passed away, was ratified in December 2017 (“2017 MOU”). The 2017 MOU was subsequently renewed, and a new version was ratified in July 2023 (“2023 MOU”). There are few noteworthy differences between the two versions of the MOU.

As reiterated in clauses 3.1 and 3.6 of both the 2017 MOU and the 2023 MOU, the police and the Coroner investigations “frequently overlap”, and the Coroner and police are therefore expected to “consult each other about their concurrent investigations.”

Clause 8.1 in both versions of the MOU summarizes the responsibility of the police regarding the death notification and coordination with the Coroner.

- 8.1** The Police or the IIO will notify the appropriate person of the deceased person of the death. The Police or the IIO will advise the Coroner once notification has occurred and will provide the Coroner with contact information for the appropriate person.

Clauses 6.1, 6.2 and 7.8 of the 2017 MOU outline the responsibilities of the Coroner regarding the custody and disposition of the body.

- 6.1** When the Coroner takes possession of the body, the Coroner will arrange for appropriate transportation of the body to a morgue or designated facility.
- 6.2** The Coroner will retain custody of the body, usually at a morgue, until all authorized post-mortem examinations have been completed, identification is confirmed, and the appropriate person or the Public Guardian and Trustee have been notified.
[...]
- 7.8** If the Coroner authorizes additional examination or analysis of the body (exhibit/sample), the Coroner will notify the Appropriate Person and will seek their direction with respect to disposition of the body (exhibit/sample) once returned to the Coroner. [2017 MOU]

Clause 7.8 in the 2017 MOU was replaced by the following clauses in the 2023 MOU, clarifying that the CIFSA stipulates who can provide direction regarding the disposition of the body.

- 7.9** If the Coroner authorizes additional examination or analysis of the body (exhibit/sample), the Coroner will notify the person given authority over disposition of the body under the *CIFSA* and will seek their direction with respect to disposition of the body (exhibit/sample) once returned to the Coroner.
[...]
- 8.4** Different rules in the *Freedom of Information and Protection of Privacy Regulation*, B.C. Reg. 155/2012, and the *CIFSA* may result in someone other than the appropriate person having control over disposition of the body. [2023 MOU]

RPM Policy 1.6.38 Sudden Deaths

Sudden death investigations at the VPD are governed by section 1.6.38 ("Policy") of the VPD's Regulations and Procedures Manual (RPM). Relevant excerpts from the version of the Policy in effect when the Complainant's mother passed away in July 2020 ("2020 Policy") are reproduced in Appendix A.

As stipulated by both the MOU and the 2020 Policy, the identification of the deceased and notification of the appropriate person or "next-of-kin" following a sudden death is the responsibility of the police. The 2020 Policy, however, does not define who qualifies as "next-of-kin".

The Policy was amended twice since 2020, in July 2022 (“2022 Policy”) and in November 2023 (“2023 Policy”).¹ In what follows, material amendments to the 2020 Policy are underlined and noted as belonging to the 2022 Policy or 2023 Policy, where applicable. The current Policy, redacted to withhold sensitive information that could be harmful to law enforcement, is attached as Appendix D.

In relation to the notification process, the 2022 Policy clarifies the chain of custody for belongings when no next-of-kin can be located (clause 10), as well as the documentation requirements (clause 25). Cultural awareness considerations were also incorporated into the 2022 Policy:

POLICY

[...] Members should be cognizant of cultural or religious considerations that may have great significance for the deceased or next-of-kin, and keep in mind that associated practices should be allowed to take place as long as they do not interfere with the ongoing police or coroner investigation. Members should consider requesting the Victim Services Unit to attend to provide support and assistance to next-of-kin or witnesses when appropriate. [2022 Policy]

The 2023 Policy includes a new preamble that clarifies the distinct roles of agencies involved in sudden death investigations, reflecting the MOU with the Coroners Service. The 2023 Policy also reinforces expectations regarding unbiased policing in the context of the Provincial Policing Standards and adds a reference to the BC Family Information Liaison Unit (“FILU”) as a key resource to assist the appropriate person. Finally, the 2023 Policy replaces historical “next-of-kin” terminology with the term “appropriate person”, which reflects defined terms in section 5 of the FOIPP Regulation as well as the MOU with the Coroners Service. The “appropriate person” terminology is more inclusive than “next-of-kin” because a spouse technically has no genetic degree of kinship.²

GENERAL

[...] In accordance with the BC Provincial Policing Standards Subject 6.1.1 Promoting Unbiased Policing, all VPD members are expected to deliver police services impartially and equitably, in a manner that upholds human rights, is culturally safe, responsive, trauma-informed, and without discrimination. [...] [2023 Policy]

POLICY

[...] Members should consider liaising with the Victim Services Unit (VSU) or the BC Family Information Liaison Unit (FILU) to assist the Appropriate Person or witness(es), with determining and providing the best support and assistance available, in addition to cultural and spiritual supports when appropriate. [2023 Policy]

¹ Further Policy amendments specifically related to unidentified deceased persons were approved by the VPD Executive Committee in January 2023 and one housekeeping change was applied in January 2024. None of these amendments are material to the S&P Complaint.

² See, for example, Appendix D in Section 200 of Chapter 7 in the *Foreign Affairs Manual* (FAM) of the U.S. Department of State. <https://fam.state.gov/FAM/07FAM/07FAM0200apD.html>

DEFINITIONS

Appropriate Person: is synonymous with next-of-kin (NOK). For example, a committee acting for the deceased under s. 24 of the *Patients Property Act*, a personal representative, a nearest relative, or a guardian. [...]
[2023 Policy]

Training

The training delivered to VPD members and supervisors is intended to ensure that all VPD members are adequately trained, prepared, and supported to document and investigate sudden deaths to an impartial, objective, and thorough standard. The Policy is the foundation for such training.

As legislation, standards, and best practices change, the VPD's practices evolve as required to reflect changing expectations. The VPD's training and policies are routinely reviewed, revised, and amended to accurately reflect legislation, standards, and best practices.

On December 16 and December 20, 2023, a presentation on "Next of Kin Notifications" was delivered to patrol members during combined patrol briefings. The presentation reiterated the expectations of the CLU regarding sudden death notifications by patrol. For example, patrol members were reminded to "detail the steps that they took to attempt to locate" the next-of-kin and notify the CLU if they were not able to locate a next-of-kin.

On May 28, 2024, the CLU published an operational bulletin regarding death notifications. The bulletin, reproduced in Figure 2 for ease of reference, provided a refresher to officers investigating sudden deaths.

Figure 2. Excerpts from Operational Items – May 2024

May 28, 2024	APPROPRIATE PERSON NOTIFICATIONS After a sudden death investigation, it is integral that Appropriate Persons are located and notified as expeditiously as possible. This is not the responsibility of the BC Coroners Service. As per section 1.6.38 of the RPM: <i>The identification of the deceased and notification of the Appropriate Person is the responsibility of the initial investigators and shall be completed in as timely a manner as practicable. The Appropriate Person notification shall be conducted in person when possible.</i> The expectation is that investigating members shall take the following steps to locate an appropriate person: Review all PRIME/CPIC/PIP files to identify an Appropriate Person • Contact Car 87 / OCC Nurse for registered medical Appropriate Person • Query ICBC (including keyword) • Housing Emergency Contact Person • Roommate/Friend/Intimate Partner • Phone numbers located during investigation
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If multiple Appropriate Persons are located, they should be prioritized and contacted accordingly.

In the event that an Appropriate Person is not located after these steps have been completed and documented in PRIME, the Coroner's Liaison Unit will assume conduct of the investigation and make additional efforts to locate the Appropriate Person. Additionally, if it is learned that the decedent is a foreign national, the respective Embassy/Consulate General should be contacted to assist with locating an Appropriate Person.

(Submitted by Coroner's Liaison Unit. Approved by Inspector in charge of the Major Crime Section.)

In May 2024, the Learning & Development Unit released a 90-minute online course entitled "Sudden Death Notification Process & Investigative Considerations". This course is for officers and supervisors, civilian professionals of the Victim Services Unit, and any other VPD member tasked with providing a sudden death notification on behalf of the VPD. One key module is "identifying the appropriate person" which includes an interactive activity designed to ensure VPD members know how to identify the appropriate person based on the person's relationship to the deceased. As of December 2024, 612 employees had completed the eLearning course.

DISCUSSION:

The VPD investigates more than 1,200 sudden deaths annually or 25 sudden deaths per week, on average. These are frequent yet sensitive calls for service.

When conducting sudden death investigations, VPD officers try to identify a single family member who will share relevant information with other relatives and loved ones. When the appropriate person (or the deceased themselves) cannot be readily identified by the responding officers, the CLU will take over and work with the Coroners Service to identify and notify the appropriate person. In the present case, the process was derailed because the Neighbour misrepresented to VPD officers that they were a sibling of the deceased, and the safeguards built into the process were insufficient to reveal the misrepresentation. This led VPD officers to conclude the sudden death investigation with the belief that they had notified a family representative who would then inform the rest of the family. As stated above, as a result of the Neighbour's misrepresentation, no family members were notified of the death.

The following discussion outlines two key findings and three action items intended to prevent similar outcomes in the future.

FINDING 1: There is no record of any follow-up request from the Coroners Service.

After police complete the initial death notification and provide the Coroner with the contact information for the "appropriate person", as outlined in clause 30 of the 2020 Policy, it is "the responsibility of the BC Coroners Service to provide follow up information to the next-of-kin if further facts regarding the death become known." It is also the responsibility of the Coroners Service to seek direction from the appropriate person regarding the disposition of the remains once the criminal investigation is concluded and foul play has been ruled out. It was therefore

considered necessary for the Coroners Service to reach out to the Neighbour who had misrepresented his relationship with the Complainant's mother in July 2020.

As part of the S&P Complaint, the Complainant wrote that the Coroners Service "notified the VPD" that the Neighbour who identified themselves as the half-brother "could not be located" and "the VPD was then asked to conduct a reasonable search for next of kin" and "the VPD notified the coroner's office that there was no next of kin." The relevant excerpts are reproduced below.

Figure 3. Redacted Excerpts from the S&P Complaint

aware that someone at scene identified themselves as next of kin and that the VPD took his word for it - [REDACTED] Once the coroner's office notified the VPD that this [REDACTED] fellow could not be located, the VPD was then asked to conduct a reasonable search for next of kin. The VPD notified the coroner's office that there was no next of kin.

[...]

the officer who conducted the search for next of kin at the request of the coroner's office.

[...]

I would like to speak to the officer who conducted a reasonable search for next of kin at the request of the coroner's office and be provided with the list of the exact steps used to conduct the search.

No VPD record substantiating this aspect of the S&P Complaint has been located. In particular, no record has been located by the CLU of any follow-up request or notification from the Coroners Service to the VPD or any subsequent written correspondence from the Coroners Service after it received a copy of the police report from VPD.

Any request from the Coroners Service to identify and locate an "appropriate person" would be a significant development worthy of documentation by the CLU as part of the GO Report. If such a search had been requested by the Coroners Service, it would have been standard practice to document the request, findings, and outcome in the GO Report.

Based on the available information, there does not appear to have been a follow-up request or notification from the Coroners Service to the VPD, or any written correspondence from the investigating Coroner after they received a copy of the VPD police report.

FINDING 2: Multiple other safeguards outside the VPD's control were ineffective subsequent to the conclusion of the VPD investigation.

Despite the Neighbour's misrepresentation and the absence of any follow-up by the Coroners Service, as set out above, several other legislated safeguards should have resulted in a more timely death notification to the family of the deceased. These safeguards involved the Coroners Service, the funeral provider, the crematorium operator, the operator of the place of interment, and the administrator of the estate. These safeguards, which are outside the VPD's control and responsibility, did not reveal that the Neighbour was ineligible, unwilling, or unable to act as a family representative. They also did not make the Complainant aware that their mother had died.

For example, section 8 of the *Cremation, Interment and Funeral Services Regulation* outlines the conditions under which unclaimed cremated remains can be disposed of by an operator of a crematorium or a funeral provider. These conditions include the publication of a notice in two issues of a local newspaper, at least 14 days apart and 30 days before the cremated remains are disposed of – no less than one year following cremation. Sections 27(1) and 30(1) further require the operators of the place of interment and the crematorium, respectively, to keep a record of the

written authorization from the appropriate person. The applicable sections of the statute are reproduced in Appendix C3, for ease of reference.

When there is no will or no suitable person to act as an executor, the Public Guardian and Trustee of British Columbia (PGT) can administer the estate of the deceased. This includes making funeral arrangements, compiling an inventory of the assets and debts belonging to the deceased, filing tax returns on behalf of the deceased, dealing with legal issues that arise, and identifying and locating the rightful intestate successors (commonly referred to as heirs) and/or beneficiaries entitled to the estate. According to its own [website](#), “the PGT makes every effort to find beneficiaries and heirs.” Despite this statutory process and provincial government service, it appears the Complainant was not identified as a successor or contacted about the estate.

ACTION ITEM 1: Clarify the definition of appropriate person or next-of-kin in the Policy.

The MOU with the Coroners Service and the 2023 Policy both refer to the term “appropriate person” as defined in section 5 of the FOIPP Regulation, while recognizing explicitly that “appropriate person” remains synonymous with “next of kin” in the context of a death notification.

- 1.1 (o) "Appropriate Person" is defined in section 5 of the *Freedom of Information and Protection of Privacy Regulation*, B.C. Reg. 155/2012. All parties to this MOU recognize that the historical term "next of kin" or "NOK notification" is synonymous with "appropriate person" and these terms refer to notification of death and the provision of information. Section 5 of the FOIPP Regulation includes a "committee" acting under section 24 of the *Patients Property Act*, R.S.B.C. 1996, c. 349, as the personal representative of the deceased; or the nearest relative of a deceased person. [2017 MOU. NOTE: The same definition was carried over into the 2023 MOU with different numbering and minor revisions that do not change materially the intended meaning.]

For greater certainty, section 5 of the FOIPP Regulation stipulates that the appropriate person in respect of a deceased adult is, in order of priority or precedence:

1. A committee acting under section 24 of the *Patients Property Act*.
2. The personal representative of the deceased.
3. The nearest relative of the deceased who is willing and able to act for the deceased:
 - a. spouse of the deceased at the time of death;
 - b. adult child of the deceased;
 - c. parent of the deceased;
 - d. adult sibling of the deceased;
 - e. other adult relation of the deceased other than by marriage;
 - f. an adult immediately related to the deceased by marriage.

A strict reading of this section provides that the adult children and parents of the deceased have a higher order of precedence than a brother or half-brother.

In order to reflect the definitions of “appropriate person” and “nearest relative” spelled out by section 5 of the FOIPP Regulation, the definition of “appropriate person” in the Policy will be amended as follows:

DEFINITIONS

Appropriate Person: is synonymous with next-of-kin (NOK). As defined by section 5 of the *Freedom of Information and Protection of Privacy Regulation*, the appropriate person in respect of a deceased adult is, in order of priority or precedence:

1. A committee acting under section 24 of the *Patients Property Act*, if the deceased was deemed incapable of managing their affairs. In some cases, the Public Guardian and Trustee of British Columbia (PGT) will take this role.
2. The personal representative of the deceased (i.e., the person who has been appointed as executor and trustee in someone's last will and testament).
3. The nearest relative of the deceased who is willing and able to act for the deceased:
 - a. spouse of the deceased at the time of death – married and not living separate and apart within the meaning of Canada's *Divorce Act*, or living in a marriage-like relationship for at least one year immediately before the death.
 - b. adult child of the deceased – in descending order based on age, with the eldest having priority;
 - c. parent of the deceased – in descending order based on age;
 - d. adult sibling of the deceased – in descending order based on age;
 - e. other adult relation of the deceased other than by marriage;
 - f. an adult immediately related to the deceased by marriage.

[Proposed Policy amendments are underlined.]

ACTION ITEM 2: Reinforce the documentation requirements for the identification and notification of the appropriate person in the Policy.

Clause 28 of the Policy will be amended to create additional safeguards and redundancies to ensure the “appropriate person” is identified and notified.

- 28.** The identification of the deceased and notification of the Appropriate Person is the responsibility of the initial investigators and shall be completed in as timely a manner as practicable. The Appropriate Person notification shall be conducted in person when possible. An indirect notification (e.g., by phone) is not recommended and is only acceptable when no practical alternative exists. Members shall document how the Appropriate Person was identified and notified in the GO report.
- a) Members must make reasonable attempts to identify and contact the Appropriate Person with the highest priority in the order of precedence, when practicable. This includes making reasonable enquiries with the notified person to confirm that no one higher in the order of precedence is eligible to act as the Appropriate Person. In particular, if a notification is conducted with any person other than the spouse, adult children, or parents of the deceased, members should ask the notified person to confirm that there is no surviving spouse, adult children or parents. These enquiries must be documented in the GO report.
 - b) If members notify someone other than the Appropriate Person (i.e., someone with a lower priority in the order of precedence) because they are

unable to notify the Appropriate Person due to exceptional circumstances, they should confirm and document in the GO report that the notified person is willing and able to contact the Appropriate Person.

c) Members must notify a supervisor and the Coroner's Liaison when an Appropriate Person could not be identified and/or notified as part of the investigation.

d) In the event the IIO takes conduct of the investigation, the IIO will be responsible for the notification (see sections 47 and 48 under IIO Notifications).

[Proposed Policy amendments are underlined.]

For redundancy and quality assurance purposes, clause 43 will also be amended to reinforce that the CLU will review and verify all notifications provided to any person other than the spouse, adult children, or parents of the deceased. Finally, the Policy will be amended to reinforce that any follow-up request or subsequent notice from the Coroners Service must be logged and documented as part of the applicable GO report.

43. All sudden death investigations shall be fully documented in a GO report, including a Sudden Death details page, and shall include the actions taken and any follow-up required by the Coroner's Liaison. Members will also document if the Appropriate Person notification was successful and the identity of the Appropriate Person. Concluding Remarks / Conclusion Block pages are not required by patrol members; the Coroner's Liaison will review every sudden death investigation and conclude the file as appropriate. The VPD Coroner's Liaison must provide written concurrence in the GO report when the notification was conducted with any person other than the spouse, adult children or parents of the deceased, or the Appropriate Person could not be notified directly due to exceptional circumstances. The VPD Coroner's Liaison must also document in the GO report any follow-up request or notification from the BC Coroners Service to the VPD.

[Proposed Policy amendments are underlined.]

ACTION ITEM 3: Amend internal VPD training to reflect the Policy changes.

Once approved, all sworn VPD officers will receive mandatory PowerDMS messaging about the Policy amendments. The Policy amendments will also be communicated to frontline patrol officers via combined patrol briefings. The updated Policy will become the foundation for any future training and internal guidance related to sudden death investigations, including the "Sudden Death Notification Process & Investigative Considerations" course at VPD.

CONCLUSION:

As described in the S&P Complaint, the Complainant's mother did not have a surviving spouse but had a large family who loved her, including three "estranged" daughters, five grandchildren, and six siblings in Ontario. The family should have been notified that the Complainant's mother died on July 9, 2020. Sadly they learned that she had died, and that her remains were cremated and interred, only at the end of November 2023.

The notification of the appropriate person was the responsibility of the VPD. However, the notification process was derailed because of three setbacks that are outside the VPD's control. First and foremost, the Neighbour misrepresented his relationship with the Complainant's mother and presented himself to VPD officers as the half-brother of the deceased. This led VPD officers to conclude the sudden death investigation believing that they had notified a close family member of the deceased and that this family member would inform the rest of the family of the death.

Secondly, there was no documented follow-up request by the Coroners Service after the conclusion of the investigation. If the Coroners Service had asked the VPD to conduct a second search for the nearest relative or other appropriate person, the CLU may have identified and located relatives of the deceased for further notification.

Third, the Coroners Service, the funeral provider, the crematorium operator, the operator of the place of interment, and the administrator of the estate (as applicable) appear to have been acting under the mistaken belief or assumption that the deceased had no surviving family.

The VPD acknowledges the pain, sorrow and frustration experienced by the Complainant and their family as a result of the unfortunate circumstances of this case. In a spirit of continuous improvement, the VPD is committed to fortifying its policies, internal processes and training to reduce the risk that other families will experience the disappointment and grief experienced in this case. The recommended additions to the Policy and associated internal training will help ensure that the appropriate person is notified promptly and in a trauma-informed manner following a sudden death.

On the basis of the information documented in this report, it is recommended that the Committee conclude the S&P Complaint.

Author: Simon Demers, PR&A Director

Date: December 12, 2024

Submitting Executive Member:

Deputy Chief Constable Steve Rai

Date: January 7, 2025

Appendix A

Relevant Excerpts from the 2020 Policy

8. The Coroner's Office shall be notified as soon as practicable of every sudden death being investigated. The investigating member shall telephone the Coroner's Office and supply the following information regarding the deceased:
- a. Name and address;
 - b. Date of birth;
 - c. Next-of-kin;
 - d. Family doctor;
 - e. Name of hospital; and
 - f. Other information as requested by the coroner.

[...]

10. Once the scene has been cleared by the Coroner, all valuables shall be left with a suitable next-of-kin and a signed receipt shall be obtained in the investigating member's notebook. When next-of-kin are not present, all readily apparent valuables shall be removed from the body and placed in the Property Office. Members shall also seize any valuables from the dwelling of the victim, if they could easily be removed (e.g. money, jewelry).

[...]

11. If the deceased is a lodger, members shall ensure that the lodging or housekeeper takes charge of the deceased person's personal effects until the Official Administrator, next-of-kin or Executor takes control.

[...]

Next-of-Kin Notification

24. The identification of the deceased and notification of next-of-kin is the responsibility of the initial investigators and shall be completed in as timely a manner as practicable. The next-of-kin notification shall be conducted in person. An indirect notification (e.g. by phone) is not recommended and is only acceptable when no practical alternative exists. Identification shall be made by next-of-kin, other relatives, close friends or others, in that order. Where no one can identify the deceased, identification may be temporarily made by documents among the effects. The method of identification is to be shown in the report.

[...]

30. Members conducting the notification shall provide the next-of-kin with the contact information for the [Coroner's Liaison Unit (CLU)] and the BC Coroners Service. In non-suspicious sudden death investigations, after the initial notification has been completed, it will be the responsibility of the BC Coroners Service to provide follow up information to the next-of-kin if further facts regarding the death become known.

[...]

34. If, after the completion of the initial investigation, the deceased is unidentified or next-of-kin is not located and advised, then the case shall be referred to the Major Crime Section, CLU. Coroner's Liaison shall continue the investigation to identify the deceased and notify next-of-kin.

[...]

- 35.** All sudden death investigations shall be fully documented in a GO report and shall include the actions taken and any follow-up required by the CLU. Members will also document if the next-of-kin notification was successful and the identity of the next-of-kin.

Appendix B

Freedom of Information and Protection of Privacy Regulation, Section 5

https://www.bclaws.gov.bc.ca/civix/document/id/complete/statreg/155_2012#section5

Who may act for a deceased individual

5 (1) In this section:

"appropriate person" means,

(a) in respect of a deceased adult, one of the following:

- (i) a committee acting under section 24 of the [Patients Property Act](#) for the deceased;
- (ii) if there is no committee acting for the deceased, the personal representative of the deceased;
- (iii) if there is no committee acting for the deceased and no personal representative of the deceased, the nearest relative of the deceased, and

(b) in respect of a deceased minor, one of the following:

- (i) the personal representative of the deceased;
- (ii) if there is no personal representative of the deceased, a guardian of the deceased immediately before the date of death;
- (iii) if there is no personal representative or guardian of the deceased, the nearest relative of the deceased;

"nearest relative" means the first person referred to in the following list who is willing and able to act under subsection (2) of this section for a deceased individual:

- (a) spouse of the deceased at the time of death;
- (b) adult child of the deceased;
- (c) parent of the deceased;
- (d) adult sibling of the deceased;
- (e) other adult relation of the deceased other than by marriage;
- (f) an adult immediately related to the deceased by marriage;

"spouse" means a person who

- (a) is married to another person and is not living separate and apart, within the meaning of the [Divorce Act](#) (Canada), from the other person, or
- (b) is living with another person in a marriage-like relationship for a continuous period of at least one year immediately before the death of the other person.

(2) If an individual is deceased, an appropriate person may act for the deceased in relation to any of the following sections of the Act:

- (a) section 5;
- (b) section 10 (1) (d);
- (c) section 26 (d);
- (d) section 27 (1) (a) (i);
- (e) section 29 (1);
- (f) Repealed. [B.C. Reg. 297/2021, Sch. 3, s. 1 (a).]
- (g) section 32 (b);
- (h) section 33 (2) (c).

(3) If a nearest relative who is acting under this section ceases to be willing or able to act, the right to act under subsection (2) of this section passes to the person who is next in the definition of "nearest relative" and who is willing and able to act.

(4) If the right to act under subsection (2) of this section passes to persons of equal rank in the listed order in the definition of "nearest relative", the right passes to the person who is the

eldest of the persons and descends in order of age to the next person who is willing and able to act.

- (5) A committee, or a guardian of a minor immediately before the minor's death, may exercise a power granted under subsection (2) of this section to the committee or the guardian only if the power is within the scope of the duties or powers of the committee or the guardian.

Appendix C1

Cremation, Interment and Funeral Services Act, Section 5

https://www.bclaws.gov.bc.ca/civix/document/id/complete/statreg/04035_01#section5

Control of disposition of human remains or cremated remains

- 5 (1) Subject to this section and section 8 (3) (b) (i) [*requirement for authorization before funeral services or disposition*], the right of a person to control the disposition of the human remains or cremated remains vests in, and devolves on, the following persons in order of priority:
- (a) the personal representative named in the will of the deceased;
 - (b) the spouse of the deceased;
 - (c) an adult child of the deceased;
 - (d) an adult grandchild of the deceased;
 - (e) if the deceased was a minor, a person who was a guardian who had care and control of the deceased at the date of death;
 - (f) a parent of the deceased;
 - (g) an adult sibling of the deceased;
 - (h) an adult nephew or niece of the deceased;
 - (i) an adult next of kin of the deceased, determined on the basis provided by section 23 (5) of the [Wills, Estates and Succession Act](#);
 - (j) the minister under the [Employment and Assistance Act](#), or if the Public Guardian and Trustee is administering the estate of the deceased under the [Wills, Estates and Succession Act](#), the Public Guardian and Trustee;
 - (k) an adult person having a personal or kinship relationship with the deceased, other than those referred to in paragraphs (b) to (d) and (f) to (i).
- (2) If the person at the top of the order of priority set out in subsection (1) is unavailable or unwilling to give instructions, the right to give instructions passes to the person who is next in priority.
- (3) If, under subsection (1), the right to control the disposition of human remains or cremated remains passes to persons of equal rank, the order of priority
- (a) is determined in accordance with an agreement between or among them, or
 - (b) in the absence of an agreement referred to in paragraph (a), begins with the eldest of the persons and descends in order of age.
- (4) A person claiming that the person should be given the sole right to control the disposition of the human remains or cremated remains may apply to the Supreme Court for an order regarding that right.
- (5) When hearing an application under subsection (4), the Supreme Court must have regard to the rights of all persons having an interest and, without limitation, give consideration to
- (a) the feelings of those related to, or associated with, the deceased, giving particular regard to the spouse of the deceased,
 - (b) the rules, practice and beliefs respecting disposition of human remains and cremated remains followed or held by people of the religious faith of the deceased,
 - (c) any reasonable directions given by the deceased respecting the disposition of the deceased's human remains or cremated remains, and
 - (d) whether the dispute that is the subject of the application involves family hostility or a capricious change of mind respecting the disposition of the human remains or cremated remains.

- (6) Despite subsections (1) to (3), if the Supreme Court makes an order in favour of a person who has applied to it under subsection (4), that person is deemed to be at the top of the order of priority set out in subsection (1).

Appendix C2

Wills, Estates and Succession Act, Section 23

https://www.bclaws.gov.bc.ca/civix/document/id/complete/statreg/09013_01#section23

No spouse but intestate leaving descendants or relatives

23 (1) This section applies if a person dies without a will and without leaving a surviving spouse.

(2) Subject to subsection (3) and section 24, if a person dies without leaving a surviving spouse, the intestate estate must be distributed

- (a) to the intestate's descendants,
- (b) if there is no surviving descendant, to the intestate's parents in equal shares or to the intestate's surviving parent,
- (c) if there is no surviving descendant or parent, to the descendants of the intestate's parents or parent,
- (d) if there is no surviving descendant, parent or descendant of a parent, but the intestate is survived by one or more grandparents or descendants of grandparents,
 - (i) an equal part to the surviving parents or parent of each of the intestate's parents, in equal shares of the part, but if a parent of the intestate has no surviving parents, that part to the descendants of those deceased grandparents, and
 - (ii) for the purpose of subparagraph (i), a part is determined by dividing the estate by the number of parents of the intestate
 - (A) who have a surviving parent, or
 - (B) who do not have a surviving parent but whose deceased parents have a surviving descendant,
- (e) if there is no surviving descendant, parent, descendant of a parent, grandparent or descendant of a grandparent, but the intestate is survived by one or more great-grandparents or descendants of great-grandparents,
 - (i) an equal part to the surviving grandparents or grandparent of each of the intestate's parents, in equal shares of the part, but if a grandparent of the intestate has no surviving parents, that part to the descendants of those deceased great-grandparents, and
 - (ii) for the purpose of subparagraph (i), a part is determined by dividing the estate by the number of parents of the intestate
 - (A) who have a surviving grandparent, or
 - (B) who do not have a surviving grandparent but whose deceased grandparents have a surviving descendant, or
- (f) if there is no person who is entitled under paragraphs (a) to (e), the whole intestate estate passes to the government and is subject to the [*Escheat Act*](#).

(3) For the purposes of this section, persons of the 5th or greater degree of relationship to the intestate are conclusively deemed to have predeceased the intestate, and any part of the intestate estate to which those persons would otherwise be entitled must be distributed to other descendants entitled to the estate.

(4) Subsection (3) does not affect

- (a) the right of an intestate's descendants to inherit the intestate estate even though they are of a greater degree of relationship than the limit imposed by that subsection, or
- (b) the right of a person to apply under the [*Escheat Act*](#) on the basis of a legal or moral claim against the former owner of an estate that has escheated to the government as property to which no person is entitled to succeed as the owner.

- (5) For the purpose of subsection (3),
 - (a) degrees of relationship are to be computed by counting upward from the intestate to the nearest common ancestor of the intestate and the intestate's relative, and then downward to the relative, and
 - (b) relatives of the half kinship inherit equally with those of the whole kinship in the same degree.

Appendix C3

Excerpts from the *Cremation, Interment and Funeral Services Regulation*

https://www.bclaws.gov.bc.ca/civix/document/id/complete/statreg/298_2004

Disposition of unclaimed cremated remains

- 8** (1) An operator of a crematorium or a funeral provider may dispose of cremated remains in the possession of the operator or funeral provider only if all of the following conditions are met:
- (a) no person referred to in section 5 (1) (a) to (k) of the Act has claimed the right to control the disposition of cremated remains during the one year period immediately following cremation;
 - (b) the operator or funeral provider has published a notice that
 - (i) provides the information referred to in subsection (2),
 - (ii) is placed in 2 issues of a newspaper circulating in the area in which the cremation was arranged, and
 - (iii) is published in the newspapers referred to in subparagraph (ii) at least 14 days apart;
 - (c) no person referred to in section 5 (1) (a) to (k) of the Act claimed the remains within the 30 day period after the date of the second publication referred to in paragraph (b) (iii).
- (2) The notice referred to in subsection (1) (b) must include the following:
- (a) the name of the deceased person whose cremated remains have not been claimed;
 - (b) the name of the operator or funeral provider that is proposing to dispose of the cremated remains;
 - (c) the location, and the projected date and time at which the cremated remains are to be disposed of;
 - (d) a statement to the effect that a person with a right to control the disposition of cremated remains under section 5 of the Act may claim the cremated remains before the disposition occurs.

Records related to interments

- 27** (1) An operator of a place of interment must keep a record of each interment that occurs at the place of interment that includes the following:
- (a) the name of the deceased;
 - (b) the date and location of interment;
 - (c) the name and mailing address of a person who had a kinship relationship with the deceased;
 - (d) a copy of the written authorization required under section 8 (1) of the Act from the person who under section 5 of the Act had the right to control the disposition of human remains and the address of the person who gave the authorization;
 - (e) a copy of the burial permit or if the death occurred outside the Province, a copy of the burial permit or other document required under section 22 of the *Vital Statistics Act* for the burial of the human remains.

Records related to cremation

- 30** (1) An operator of a crematorium must keep records of each cremation performed at the crematorium that include
- (a) the name of the deceased,
 - (b) the date of cremation and the times at which the cremation started and ended,
 - (c) the name and mailing address of a person who had a kinship relationship with the deceased,
 - (d) the person to whom the cremated remains were released,

- (e) a copy of the written authorization required under section 8 (1) of the Act from the person who under section 5 of the Act had the right to control the disposition of cremated remains and the address of the person who gave the authorization, and
- (f) the type of container used for the cremation.

Appendix D

Current RPM Policy 1.6.38 Sudden Deaths – Redacted for Public Release

GENERAL

The Memorandum of Understanding (MOU) between the British Columbia Coroners Service, the policing agencies in British Columbia, and the Independent Investigations Office (IIO) of British Columbia outlines the distinct roles of each agency involved in sudden death investigations. To summarize:

- the role of the police in a sudden death investigation is to conduct an investigation to determine the circumstances of the death pursuant to various statutes, including the *Criminal Code*;
- the role of the IIO is to conduct critical incident investigations pursuant to the *Police Act*; and
- the role of the Coroner is to investigate the cause of death in all unnatural and sudden and unexpected deaths pursuant to the [Coroners Act](#).

As outlined in the MOU, the police, the IIO and Coroner have independent, concurrent, parallel investigative powers that often overlap in the investigation of deaths. When necessary, the Coroner, police and/or IIO must consult each other about their concurrent investigations. The Coroner is not an agent of the police or IIO for the purposes of criminal or critical incident investigations. A coroner may authorize a peace officer (e.g., police) to exercise the powers of the [Coroners Act](#).

When a sudden death has been deemed non-criminal in nature, it is implicit that police continue their investigation and, unless otherwise directed by the Coroner, act as an agent for the Coroner under the British Columbia [Coroners Act](#).

In accordance with the [BC Provincial Policing Standards Subject 6.1.1 Promoting Unbiased Policing](#), all VPD members are expected to deliver police services impartially and equitably, in a manner that upholds human rights, is culturally safe, responsive, trauma-informed, and without discrimination.

DEFINITIONS

Appropriate Person: is synonymous with next-of-kin (NOK). For example, a committee acting for the deceased under s. 24 of the *Patients Property Act*, a personal representative, a nearest relative, or a guardian.

Team Commander: a member of the Major Case Management Command Triangle and the person to whom overall authority, responsibility and accountability for an investigation are conferred.

POLICY

All sudden deaths shall be thoroughly investigated to determine if there is any indication of criminality. Although the majority of sudden death investigations will be non-criminal in nature, the investigating member(s) should always be mindful that a sudden death scene could be a crime scene, and any findings of their investigation could become evidence. Therefore, best investigative practices and procedures as well as detailed documentation are required during every investigation.

Sudden death investigations are difficult events for all people involved, including witnesses, the Appropriate Person, and emergency service workers. As such, these investigations must be treated with compassion and sensitivity. Members should be cognizant of cultural or spiritual considerations that may have great significance for the deceased or the Appropriate Person. Members are reminded that associated practices should be allowed to take place as long as they do not interfere with the ongoing police or Coroner

investigation. Members should consider liaising with the Victim Services Unit (VSU) or the [BC Family Information Liaison Unit \(FILU\)](#) to assist the Appropriate Person or witness(es), with determining and providing the best support and assistance available, in addition to cultural and spiritual supports when appropriate.

Depending on the circumstances, some sudden death investigations may be particularly challenging or distressing for members, and it may be appropriate to engage assistance from the Critical Incident Stress Management (CISM) Team. See [RPM Section 1.7.20 Critical Incident Stress Management Team \(CISM\)](#).

PROCEDURE

1. Upon receipt of a sudden death report, an available patrol unit will be assigned to investigate. If there are no units available, a supervisor shall make efforts to assign a two-member unit as soon as operationally feasible.
2. Patrol members will most often be the primary investigators for sudden deaths. It is preferable to have a two-member unit assigned to attend sudden death investigations, but when no two-member unit is available, a one-member patrol unit may be assigned as the primary investigator with a cover unit to attend the scene.
3. When it is established there is no indication of criminality or other suspicious circumstances, and the Appropriate Person is present, the cover unit may, if appropriate, return to service and the assigned unit shall complete the investigation.
4. Members shall notify a supervisor of all sudden death incidents which are suspicious in nature or which involve criminality, suicide, or workplace or industrial accidents. See [RPM Section 1.6.45 Workplace or Industrial Accidents](#).
5. If there are suspicious circumstances or indications of criminality, the supervisor shall ensure the scene is secured and notify the Duty Officer, who in turn shall assess the situation and contact the on-call Homicide Unit supervisor when appropriate. See [RPM Section 1.7.6 Major Crime Scene Responsibility](#).
6. The supervisor shall also notify the Duty Officer of the following sudden deaths:
 - a. the unexpected death of a child or infant;
 - b. any in-custody death;
 - c. any death or circumstances of death that may have a public profile requiring management of media issues;
 - d. any suspicious suicide;
 - e. any suspicious overdose; and
 - f. any workplace or industrial accident death. See [RPM Section 1.6.45 Workplace or Industrial Accidents](#).
7. The BC Coroners Service shall be notified as soon as practicable of every sudden death being investigated. The investigating member shall contact the on-call Coroner and supply the following information regarding the deceased, if known:
 - a. name and address;
 - b. date of birth;
 - c. location;
 - d. Appropriate Person;
 - e. family doctor;
 - f. name of destination hospital; and
 - g. any other information as requested by the Coroner.

Securing Items Located at Scene

8. Prior to the arrival of the Coroner, the investigating members shall not move any items within the scene including the body of the deceased, unless it is necessary to:

- a. prevent loss of life;
 - b. relieve human suffering;
 - c. make the scene safe;
 - d. preserve the body; and/or
 - e. preserve any evidence processed and/or approved by the Forensic Identification Unit (FIU), and necessary to accomplish section 8(a) through 8(d).
9. Once the Coroner has completed their scene examination, all valuables may be left with a suitable Appropriate Person, and a signed receipt shall be obtained in the investigating member's notebook when the Appropriate Person does not reside with the deceased. When the Appropriate Person is not present, all readily apparent valuables shall be removed from the body and secured at the Property and Forensic Storage Services (PFSS) building for safekeeping. Members shall also seize any valuables from the dwelling of the deceased, if the items can be easily removed (e.g., money and jewelry), and secure these at the PFSS. See RPM Section 1.9.3 Evidence and Property Management.
10. Members should be mindful that the powers to search the deceased's dwelling for valuables when acting on behalf of the Coroner is limited to a cursory search of readily visible items. Members should take notes when conducting the search and note the search authorities from the outset. Should the authority to search change and the scope extend beyond the initial cursory search, any new search authority should be noted in the member's notebook or police report.
11. If the deceased is a renter, members shall ensure that a rental property representative secures the deceased's residence and personal effects until the administrator or executor of the estate, the Appropriate Person, or public trustee takes control. Valuables shall be dealt with as in section 9. If no administrator, executor or Appropriate Person can be located, members may advise the property manager to secure the rental property and/or belongings in accordance with the regulations under the Residential Tenancy Act (rental property representatives may contact the Residential Tenancy Branch for guidance if required).
12. Where a sudden death occurs at a hospital, other than in an emergency ward, and there is no indication of criminality or suspicious circumstances, the hospital will notify the Coroner directly. The Coroner may request that police attend if they believe there is a need for a police investigation.
13. Whenever photographs are required at the scene of a sudden death, they shall be taken by a member of FIU. If the Coroner requests police to take photographs, the Coroner must be present or have attended the scene.
14. When prescription medications are found at the scene of a sudden death and there are suspicious circumstances, the medications shall be treated as evidence. Consideration shall be given to examination of the containers by the FIU. Members shall liaise with Homicide Unit investigators and the Coroner to assist in determining appropriate disposition of the prescription medication (e.g., medication to be submitted to Health Canada for analysis or tagged for destruction depending on case-specific circumstances).
15. When drugs, other than prescription medication, are found at the scene of a sudden death, members shall comply with RPM Section 1.6.12(ii) Drug Handling Procedures to ensure they are handled, seized and/or secured in a safe manner.
16. Only the Coroner can authorize the removal of human remains from a scene. When the death is suspected to be a homicide, a fire death, or there are suspicious circumstances, the body of the deceased shall not be moved until direction is received from Homicide Unit investigators. In these cases, the body shall be sent to a location directed by the Homicide Unit investigators.
17. A Form 5.2 Report to Justice must be completed whenever items are seized from a scene. See RPM Section 1.9.3 Evidence and Property Management.
18. If items are secured at the direction of the Coroner, those items will be tagged at the PFSS as safekeeping for the Coroner.

Suicide

19. If there is an indication that the death may be classified as a suicide, the investigating member shall ensure that any note or other communication relating to the death is:
 - a. relayed to the Coroner;
 - b. documented in the General Occurrence (GO) report;
 - c. scanned into the GO prior to the end of shift; and
 - d. secured at the PFSS.
20. If the suicide appears suspicious or assisted in nature, the investigating member will notify a supervisor and ensure that the scene is secured. See [RPM Section 1.7.6 Major Crime Scene Responsibility](#).
21. If the suicide does not appear to be criminal in nature, does not appear to be suspicious or assisted in nature, and FIU is not available to take photographs, a patrol supervisor with an issued VPD camera may take photographs while noting legal authority and scope of the photographs.

Expected/Planned Home Deaths

22. The [Joint Protocol For Expected/Planned Home Deaths in British Columbia](#) was developed to support individuals wishing to die at home with their families or caregivers. Where a sudden death occurs and it is a planned/expected death at home, and the protocol for an expected home death has been implemented prior to the death; the police are not required to be notified of the death, and will not routinely be notified. The police will only attend if directed to do so by the Coroner.
23. In the event that a call is generated for an expected/planned home death, the supervisor shall:
 - a. Contact E-Comm to determine:
 - i. if the protocol for an expected/planned home death has been implemented by the family ([Summary of Expected/Planned Home Death Protocol and Confirmation Questions](#));
 - ii. if there are any circumstances that exist requiring police attendance; and
 - iii. if additional information is required, contact the complainant to determine the above.

Custody of Remains

24. When the Coroner attends the scene of a sudden death and is satisfied that the death is the result of a natural event, the Coroner may assist by taking custody of the remains when the Appropriate Person is not present or is unable/unwilling to make arrangements.
 25. If the Coroner does not attend the scene or does not arrange for removal of the remains, members shall inquire if the Appropriate Person has made pre-arrangements or is willing and able to make immediate arrangements with a funeral provider.
 26. If the Appropriate Person is unable/unwilling to make immediate arrangements, and the Coroner has not agreed to assist, members shall request that a supervisor contact the Duty Officer. The Duty Officer shall:
 - a. contact the Coroner's supervisor and advise that the incident be considered "exceptional circumstances" as detailed in the BC Coroners Service Field Operations Policy:
 - i. except in exceptional circumstances, Coroners will not take custody of decedents when the circumstances of death do not meet the reporting requirements of the Coroners Act;
 - ii. the Coroner should only take possession of the decedent if the death met the reporting requirements of the Coroners Act or if the nearest relative was not present or was unable/unwilling to contact a funeral provider.
- and;

- b. advise the Coroner to make arrangements for the custody of remains as no other options are available.
- 27. Members are to remain at the scene until the deceased has been transported away. In special circumstances, members may leave the scene prior to removal of the deceased when:
 - a. the Coroner has indicated the death is of natural causes and there are no suspicious circumstances identified in the police investigation;
 - b. the Appropriate Person has made arrangements with a funeral provider to remove the remains;
 - c. there are no existing concerns to suggest continued police presence is necessary, such as for preservation of the body, to keep the peace, to assist with distraught persons, or for any other reason; and
 - d. the members have advised a supervisor of the circumstances and the supervisor has provided their approval for members to leave the scene.

An example where this scenario might be considered could be when friends or extended family wish to attend the home to pay their respects or observe cultural or religious traditions prior to removal of the deceased later that day.

Appropriate Person Notification

- 28. The identification of the deceased and notification of the Appropriate Person is the responsibility of the initial investigators and shall be completed in as timely a manner as practicable. The Appropriate Person notification shall be conducted in person when possible. An indirect notification (e.g., by phone) is not recommended and is only acceptable when no practical alternative exists. Members shall document how the Appropriate Person was identified and notified in the GO report. In the event the IIO takes conduct of the investigation, the IIO will be responsible for the notification (see sections 47 and 48 under IIO Notifications).
- 29. Members may request the Victim Services Unit, and should consider providing cultural and spiritual resources to people impacted by the person's sudden death. See RPM Section 1.14.2 Victim Services Unit.
- 30. Where investigators from the Homicide Unit have been called to the scene of a sudden death investigation, the assigned patrol members shall seek direction from the Homicide Unit supervisor regarding notification of the Appropriate Person.
- 31. Where Homicide Unit investigators are assigned to investigate a death, it will be their responsibility to follow up with the Appropriate Person to provide information when appropriate, and as further facts become known.
- 32. The cause of death can only be determined by the Coroner at the conclusion of the Coroner's investigation. When information is requested by, or provided to, an outside jurisdiction or the Appropriate Person regarding the cause of death, members are to advise that the information relayed is only a suspected cause of death until such time as there has been confirmation received from the Coroner.
- 33. The circumstances surrounding the cause of death may only be determined at the conclusion of the police investigation. When information is requested by, or provided to, an outside jurisdiction or the Appropriate Person, members shall consult with the Coroner and Team Commander of the investigating specialty unit to assess what information is appropriate to disclose.
- 34. In all incidents where the cause of death appears to be suspicious and/or criminal in nature, members must refrain from disclosing information to the Appropriate Person or outside jurisdiction until approved by the Team Commander.
- 35. In consultation with the Team Commander, members shall make every effort to ensure the Appropriate Person notification has been conducted prior to any media release.
- 36. Members conducting the notification shall provide the Appropriate Person with the contact information for the VPD Coroner's Liaison and the BC Coroners Service. In non-suspicious sudden death investigations, after the initial notification has been completed, it will be the responsibility of the BC Coroners Service to provide follow-up information to the Appropriate Person if further facts regarding the death become known.

37. When the Appropriate Person resides in a jurisdiction outside of Vancouver but within a reasonable proximity, the assigned members should consider making the in-person notification themselves. When the Appropriate Person is located in a jurisdiction outside Vancouver, and it is not practicable for VPD members to do the notification, the assigned member:
- shall, as soon as practicable, send a CPIC message on the "VA_NOK Notification" template to the appropriate police agency requesting assistance with the Appropriate Person notification, ensuring that suitable and sufficient details and contact numbers are included;
 - shall request that the Appropriate Person notification be conducted in person in as timely a manner as possible; and
 - should contact the outside police agency by telephone and ensure they are aware that an Appropriate Person notification requiring timely attention has been submitted via a CPIC message.
38. Where an Appropriate Person notification cannot be made in a timely manner by an outside jurisdiction, the investigating member shall consult with a supervisor to determine the appropriate manner in which to proceed. Where consideration is given to dispatching a VPD unit to another jurisdiction to conduct the in-person notification, the following shall be taken into account:
- additional resources which may be required at the notification site such as Victim Services, [BC Family Information Liaison Unit](#), appropriate cultural and spiritual supports, emergency medical assistance or other police members for security and safety;
 - staffing deployment and resources available to respond to calls for service in Vancouver; and
 - location of the other jurisdiction in relation to Vancouver.
39. In the event that the deceased is a foreign national and there is no Appropriate Person available in Canada, or an Appropriate Person cannot be readily contacted, the supervisor shall consider contacting the appropriate embassy/consulate and request assistance. If the embassy/consulate is unable/unwilling to assist, or cannot be contacted, members may be required to make the notification via telephone when no other options are available. Members shall consider the use of a translator to assist in cases where a language barrier exists. See [RPM Section 1.6.37\(iii\) Use of Interpreters or Translators](#).

Unidentified Deceased

40. Members shall make thorough investigative efforts to identify the deceased in cases where the identity is unknown. These efforts may include the use of CPIC or PRIME (e.g., using identifying marks, tattoos, etc.), an area canvass, or any other means available.
41. When investigative efforts have not yielded an identification, members shall advise the Coroner and request authorization to obtain fingerprints of the deceased. Members shall proceed with the following and document this request and course of action in their notes and GO report:
- contact FIU, describe the circumstances, and request FIU attends to obtain fingerprints and photographs of the deceased;
 - in cases where FIU is unavailable or their attendance would be significantly delayed, arrangements may be made for FIU to attend the funeral home or location where the deceased's remains have been moved to. Members may consult with their supervisor to determine if it is appropriate to request that the Duty Officer authorizes FIU to be called out after hours.
42. If, after the completion of the initial investigation, the deceased remains unidentified or the Appropriate Person is not located and advised, then the case shall be referred to the VPD Coroner's Liaison. The Coroner's Liaison shall continue the investigation and work with the Coroner to identify the deceased and notify the Appropriate Person.

Report Writing and Documentation

43. All sudden death investigations shall be fully documented in a GO report, including a Sudden Death details page, and shall include the actions taken and any follow-up required by the Coroner's Liaison. Members will also document if the Appropriate Person notification was successful and the identity of the Appropriate Person. Concluding Remarks / Conclusion Block pages are not required by patrol members; the Coroner's Liaison will review every sudden death investigation and conclude the file as appropriate.
44. The following key criteria, although not exhaustive, should be documented in a sudden death investigation GO report when appropriate or when known:
 - a. The scene: *[WITHHELD UNDER SECTION 15(1) OF THE FREEDOM OF INFORMATION AND PROTECTION OF PRIVACY ACT]*
 - b. The deceased: *[WITHHELD UNDER SECTION 15(1) OF THE FREEDOM OF INFORMATION AND PROTECTION OF PRIVACY ACT]*
 - c. Evidence (that may indicate the cause of death): *[WITHHELD UNDER SECTION 15(1) OF THE FREEDOM OF INFORMATION AND PROTECTION OF PRIVACY ACT]*
 - d. Witnesses: *[WITHHELD UNDER SECTION 15(1) OF THE FREEDOM OF INFORMATION AND PROTECTION OF PRIVACY ACT]*
 - e. Area canvass: *[WITHHELD UNDER SECTION 15(1) OF THE FREEDOM OF INFORMATION AND PROTECTION OF PRIVACY ACT]*
 - f. Electronic devices: *[WITHHELD UNDER SECTION 15(1) OF THE FREEDOM OF INFORMATION AND PROTECTION OF PRIVACY ACT]*
 - g. Nature of the death: *[WITHHELD UNDER SECTION 15(1) OF THE FREEDOM OF INFORMATION AND PROTECTION OF PRIVACY ACT]*
 - h. Appropriate Person: document how the Appropriate Person was identified and notified.
45. In cases where the original GO report was not identified with a UCR code of "Sudden Death" in PRIME, but the circumstances changed to that of a sudden death, the attending unit must update the UCR code in the PRIME report to reflect that a sudden death has occurred. In cases where conduct of the investigation has been taken over by a specialty unit, the follow-up investigator will be responsible for updating the UCR code in the PRIME report and/or notifying the Coroner's Liaison directly.
46. If members have already submitted the GO report they may call the Transcription and CPIC Support Unit for assistance in making corrections.

IIO Notifications

47. With respect to sudden death investigations, the IIO will take conduct of any investigation where the actions of a member, whether on duty or off duty, caused or contributed to the death of a person. See RPM Section 4.2.1 B.C. Police Act - Independent Investigation Office: General Procedures and Part 7.1 of the Police Act, R.S.B.C. 1996, c. 367.
48. In the event that the VPD is conducting its own concurrent investigation after a critical incident (e.g., criminal investigation into the actions of a person arising out of the Critical Incident, Professional Standards Section investigation or any other internal review of members' actions), the VPD will be responsible for notifying the Coroner when a death has occurred and the IIO will be responsible for notifying the Appropriate Person. See RPM Section 4.2.1 B.C. Police Act – Independent Investigation Office: General Procedures.

From: [REDACTED]
To: [Office](#)
Subject: Vancouver Police Board Service or Policy Complaint
Date: Sunday, June 29, 2025 12:03:19 PM

Hello Vancouver Police Board Directors,

I hope all's well! I wanted to start by saying a big thank you to the Board for your service to the community. Joining a police board is a big commitment, a big responsibility, and I'm sure an often thankless task.

My name is [REDACTED], I live in Kitsilano, and I'm writing today to make a complaint about the VPD's Beach Patrol Unit. To be clear, this is not a complaint about the conduct of any individual officers, but a service and policy complaint under section 168 of the *Police Act* as it relates to the inadequacy or inappropriateness of the VPD's staffing or resource allocation.

My complaint is rooted in my experience at Kits Beach the evening of Saturday June 28, 2025. My partner and I were at the beach after 10PM, when a number of VPD officers (3x on ATVs, 4x on foot, and at least 1x in some sort of golf cart flashing the red and blue lights) essentially performed a sweep of the beach, asking everyone to leave.

I understand that Kits Beach was closed, as the officer in the golf cart was announcing over his PA system. I also understand that an important function of the VPD is law enforcement. However, I have a serious objection to the significant show of force out at Kits Beach last night.

The police can't be everywhere in the city, and where the VPD chooses to send its proactive patrols is a clear indication of its priorities. Sending at least eight officers to clear a relatively quiet beach on a Saturday night is a [REDACTED] and frankly offensive use of resources. [REDACTED]

I appreciate the department's interest in proactive policing, but this is [REDACTED]

To summarize, my complaint is that the Beach Patrol Unit, or any VPD officers and resources allocated to proactively clearing the city's beaches at night, is an unnecessary [REDACTED]

[REDACTED] we really need to rethink how we allocate resources in this city.

Thanks for your time, and if you have any follow up questions I would be more than happy to talk this out further.

Best,
[REDACTED]



Date: July 2, 2025

Sent via email to: [REDACTED]

Dear [REDACTED],

RE: Service or Policy Complaint Board File # 2025-018

This letter is to acknowledge the receipt of your email and complaint. The Board's Service or Policy Complaint Review Committee will consider this matter at its next meeting on September 11, 2025.

Please note that a Service or Policy Complaint is considered with respect to:

- (a) the general direction and management or operation of a municipal police department, or
- (b) the inadequacy or inappropriateness of any of the following in respect of a municipal police department:

- (i) its staffing or resource allocation;
- (ii) its training programs or resources;
- (iii) its standing orders or policies;
- (iv) its ability to respond to requests for assistance;
- (v) its internal procedures.

Pursuant to BC Policing Standard 6.1.1(21), the Board will consider whether the complaint includes allegations of discriminatory policies or practices.

The Service or Policy Complaint Review Committee may decide to take any of the following actions pursuant to *Police Act*, section 171(1) to address matter:

- (a) request a chief constable of that municipal police department to investigate and report on the complaint;
- (b) initiate a study concerning the complaint;
- (c) initiate an investigation into the complaint;
- (d) dismiss the complaint on any of the grounds set out in subsection (2.1);
- (e) take any other course of action the board considers necessary to respond adequately to the complaint.

The Service or Policy Complaint Review Committee meets immediately follow the Board's regular meeting which starts at 1:00 p.m. Meetings are live-webcast, and a link to the webcast information is available on the Board's website: www.vancouverpoliceboard.ca. The agendas and reports for both meetings will also be available online on our website prior to the meeting. The Board office will advise you in writing of any decision made by the Committee with respect to this complaint following the meeting.

Yours sincerely,

Office of Vancouver Police Board

CC:

Chief Constable Steve Rai
Office of the Police Complaint Commissioner
Director of Police Services



"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

July 23, 2025

Sent via email to: [REDACTED]

Dear [REDACTED],

RE: Service or Policy Complaint Board File # 2025-018

We would like to thank you for your kind words and sharing your concerns on June 29, 2025 with regards to the VPD's staffing or resource allocation. The Board reviewed your complaint and requested an update from the VPD with regards to the concerns your raised.

Outlined below are the key highlights related to your complaint for your reference:

- The Beach Patrol team in District 4 consists of on-duty members on All-Terrain Vehicles (ATVs) and cover all four beaches every day. The number of members in this team has increased since 2024.
- The Mounted Unit takes the lead in District 1 and assigns members to patrol as needed.
- Alcohol on Beach (AOB) team consists of a supervising officer and a number of members deployed as needed.
- Beach Patrol and AOB members actively patrol the beaches for the duration of their shift, engaging with the public to deal with hazardous situations e.g. bonfires and public intoxication; they do not just sweep the beach at 22:00 hours. These patrols ensure public safety and the number of AOBs deployed is reviewed by the VPD regularly.
- Leaving large crowds on the beaches after 22:00 hours leads to violence and an unsafe environment for the public and all resources around the city, including Beach Patrol and AOB, can be redeployed for priorities, at the discretion of the Duty Officer.
- The decision to clear the beaches at 2200 hours is a decision made by the supervising officer on scene and public safety is the key contributor.
- Police are actively working with Parks to ensure that Parks is adequately staffed and equipped so they can take on this role in the long term.

The Board also received the following updates after the VPD's phone call with you. The VPD confirmed that you were:

- appreciative of the phone call and the context provided and found the explanations to be reasonable and that you were very supportive of the police "meet and greet strategy" and stated that you felt safer knowing all that the police are doing during their shifts to maintain public peace and order on the beaches.
- supportive of Beach Patrol, but believed that the AOB teams are 'excessive,' although you were happy to learn about the deployment procedures and the makeup of the teams.
- thankful for the call and commented that you felt better about everything.
- And that despite the information received you still wished your complaint to be reviewed and addressed at a higher level by the Police Board to ensure appropriate civilian oversight.

After careful consideration of the information received from the VPD, the Board is satisfied with the current deployment and resource allocation procedures of the Beach Patrol and AOB teams which are consistent with maintaining appropriate public safety based their experience and past practice. As a result, the Board will not seek any further action from the VPD. The Board has now concluded its review and closed its file.



"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE
DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

In the event that you are dissatisfied with this decision, you have 20 business days from receipt of this letter to request a review by contacting the Police Complaint Commissioner at:

Office of the Police Complaint Commissioner
501—947 Fort Street
PO Box Stn Prov Govt
Victoria, NC V8W 9T8

Yours sincerely,

A handwritten signature in black ink, appearing to read "Allan Black".

Allan Black, K.C.
Chair, Service or Policy Complaint Review Committee

cc: Chief Constable Steve Rai
Office of the Police Complaint Commissioner;
Director of Police Services

Complaint Form

How we can help

The British Columbia Office of the Police Complaint Commissioner (OPCC) is an impartial agency— independent of police and government. We take complaints about municipal police and monitor their investigations. We are here to inform, advise, and assist everyone involved in the police complaints process.

*Note: We are **not** responsible for Royal Canadian Mounted Police (RCMP) complaints. If you wish to file a complaint against an RCMP officer, contact the Civilian Review and Complaints Commission (CRCC).*

www.crcc-ccetp.gc.ca

Support and Assistance

There are a wide variety of supports available to assist you through the complaint process, including translation and interpretation services. For help finding the right support for your needs, please call our office at **1 (877) 999-8707** and ask for the Outreach and Accessibility Coordinator.

Making your complaint

The more complete your Complaint Form is, the easier it can be processed.

- **Before you begin** Review the Complaint Form below and gather all the information needed to describe your complaint.
- **Choose the type of complaint you are filing.**
- **Complete and submit your Complaint Form** You may submit your completed Complaint Form on our website, by email, by mail or fax, or drop it off at a municipal police station. You can also make a complaint over the phone with OPCC staff, by calling **1-877-999-8707** (no cost), or at our office.

The Office of the Police Complaint Commissioner

2nd Floor, 947 Fort Street, PO Box 9895 Stn Prov Govt, Victoria, BC V8W 9T8

Tel: **(250) 356-7458** Fax: **(250) 356-6503** Email: info@opcc.bc.ca Website: opcc.bc.ca

Submitting a complaint will start the complaint process. The OPCC reviews all complaints and you may be contacted if more information is needed. If you do not wish to participate in the formal complaint process, you may contact a police department directly to report a Question or Concern. Police departments are required to record questions or concerns and tell the OPCC how they were resolved. The OPCC will review the record to ensure that it was handled appropriately.

Choose the type of complaint you are filing

Police Complaints

Is your complaint about the **conduct** (behaviour, words, or actions) of a police officer?

If yes, this is a Police Complaint. Every Police complaint is processed and reviewed by the OPCC to decide if it will go for investigation. You will receive a letter outlining the OPCC's decision. If your complaint goes for investigation, you will have certain rights.

Your rights under the *BC Police Act* include:

- participating in a Complaint Resolution process or Mediation.
- being kept informed of the progress of your complaint investigation.
- receiving a final report.
- providing input on what discipline or correction you feel the officer should receive.
- requesting a review of the decision if you are not satisfied with the results.

Service or Policy Complaints

Is your complaint about the **services or policies** of a police department?

If yes, this is a Service or Policy Complaint. These complaints are reviewed by the police board of the municipal police department. The Police Complaint Commissioner may make recommendations to a Police Board or the Director of Police Services as a result of a Service or Policy Complaint.

Service or Policy complaints can include concerns about a police department's:

- policies (rules and standards that guide how police deliver their service).
- training in particular areas.
- services (how effective or efficient the police respond to requests for assistance).

Choose the type of complaint you are filing

☐ Police Complaint ☒ Service or Policy ☐ Unknown

Your Contact Details

Please provide contact details so we may reach you. Your email address and phone numbers will help us contact you directly.

When you see the star symbol * the information is required so your complaint can be processed.

Title (Ms., Mx., Mr.): _____

*First Name:

*Last Name:

Mailing Address:

City/Town:

Province:

Postal Code:

*Email Address:

Contact Phone Number:

Alternate Phone Number:

*Date of Birth:

Day / Month / Year

If you would like to, please let us know how you wish to be addressed (she/her, they/them, he/him): _____

If you have a disability, accommodations are available. Please indicate how we may accommodate your needs:

OPTIONAL: Demographic (Background) Information

Answering questions about your gender and ethnicity or cultural background is **your choice**. It will not affect any service we provide or decision we make if you choose not to answer the questions.

We find the information very helpful in delivering our services. We collect information about people submitting complaints and review it to ensure that we are meeting the needs of groups and individuals who may not be well-represented in the complaints process. This personal information will be kept **confidential** and will not be shared with police departments or police boards.

We are required to report to the public on the information collected, but it is grouped together so no individual person can be identified. This includes statistical demographics such as age, gender, and ethnicity (following section 177(2)(e)(i) of the *BC Police Act* (2010)). These reports will not contain any information that could identify you. If you have questions about how we collect demographic information, please contact us at info@opcc.bc.ca.

Gender: (Please identify your gender) [REDACTED]

Ethnicity: Please note, the examples and descriptions below are not a complete list of all ethnic backgrounds.

Select all boxes showing which you think best describe your ethnicity.

Complaint Information

Please fill in as much information as you can. Attach additional documents or pages as needed.

*When did the incident happen? (Example: 02/07/2019 for July 2, 2019) 6/7/2025 & 6/14/2 What time did it occur? Evening
Day / Month / Year

Where did the incident happen? Please provide location details, if known: Sunset Beach between concession & pump stand

*Name of the Police Department involved: Vancouver

Name or badge number of the officer(s), if known: _____

Police file number, if known: [REDACTED]

Were there any witnesses? If so, please list their names and contact information (if known):

Describe your injuries (if any): _____

If you received treatment for your injuries, please indicate when and where you received it:

When: _____ Where: _____
Day / Month / Year

Complaint Description

Describe in detail what specifically caused you to make a complaint. Use the space below and attach more pages if needed. Consider describing:

- what the officer(s) said, did, or did not do.
- what you think the officer(s) should have done or said.
- any injury or damage as a result of what the officer(s) did or did not do.
- evidence of the incident(s) you have, such as photos, audio, video, or medical records.
- the police department's policy that you may have a concern about.

If this happened to someone else and you are a witness to the incident, include the name and contact information of the person this happened to (if known).

Complaint Details

Sunset Beach has become the new/alternate Granville St. for anyone wishing to play loud rave-type music. I have called the police non-emergency line several times; the most recent on 6-7-25 and 6-14-25. I did not receive a file number for any except the most recent incident on 6-14-25 and never saw any police response.

My first complaint was on 6-7-25 when the noise was so loud that the floor in my suite vibrated from the noise level. I waited until after 10 pm to call to report bylaw violations related to noise and park closure but was told that police were busy with more urgent calls. I assumed that someone would come within a reasonable amount of time. No police responded and I finally went to a back room at 1 am and tried to sleep on the floor. The group were gone when I awoke around 4 am and I have no idea if the police ever responded.

The next incident occurred on 6-14-25 when loud music began around 4 pm. [REDACTED] and I went out for dinner and saw a party with a DJ who was using a microphone and amplification equipment. We walked past English Bay where two police vehicles were parked. On our return there was an additional police vehicle, for a total of 3 vehicles parked in front of the Cactus Club. We stopped and spoke to one of the officers who told us that they patrol Sunset Beach and although we had never seen any police presence, we hoped to see someone arrive on patrol. Unfortunately we did not see anyone and at about 8 pm, called the non-emergency line. By this time, the noise had been increasing in volume as it typically does as the evening progresses. I requested a file number which is listed at the top of this form.

My impression is that the police do a good job of ensuring that English Bay remains peaceful and quiet but they appear to do nothing at all to stop the loud partying with music and screaming at Sunset Beach. There are thousands of people living in the apartments along Beach Avenue and many of us are very frustrated by the lack of enforcement of the park closure bylaw and the noise bylaw. We do not understand why a police presence is not mandated between at 4pm - 2am each evening from June 1 - August 31 to prevent the loud music and partying that has become routine. We are requesting this service and I would be pleased to discuss.

Complaint Resolution

There may be an opportunity for you to work with the police department and resolve the complaint together through an alternative dispute resolution process called Complaint Resolution. Complaint Resolution is different from a Formal Investigation. The main goal is to give you a chance to share your views and hear the officer's views about the incident. You do not have to meet the officer to participate in Complaint Resolution. If the process is successful, a formal resolution agreement between you and the officer is prepared, which is kept confidential.

Are you interested in participating in Complaint Resolution?

Yes ☒ No ☐

My Statement

I certify that this information is true to the best of my knowledge. I understand:

- that this complaint may be investigated by the Professional Standards Unit of the department I am complaining about, and will be monitored by the OPCC.
- this complaint will be given to the Chief Constable of the department I am complaining about, by someone from their Professional Standards Unit or Police Board.
- a Professional Standards Investigator or an OPCC Investigative Analyst may contact me for more information and may request my participation in the investigation, including providing an additional statement.



*Please sign first and last name here

*Date signed

Freedom of Information and Protection of Privacy

The personal information that you have provided on this Complaint Form is collected by the OPCC under the *Police Act* and in accordance with the *BC Freedom of Information and Protection of Privacy Act* (FOIPPA). The information will be used to investigate your complaint.

If you have any questions about privacy protection, please contact the Office of the Information and Privacy Commissioner for BC at (250) 387-5629, info@oipc.bc.ca, or visit www.oipc.bc.ca.

For Staff to Complete

Receipt of a Complaint Form. To be completed by the person receiving this

complaint: IVPD PSS intake _____ from (agency) _____

acknowledge receiving this complaint on _____ Date/ _____ Month/ _____ Year at/ _____ am/pm

If you recorded the complaint, did the originator confirm their complaint's contents when it was read back to them?

☐ Yes. If not, what was done? _____

Was a copy of the complaint receipt given to originator? Forwarded to OPCC? Yes ☒ on 2025~~

Date/ 2025/06/18 ☐ _____ Month/ _____ Year

This Complaint form and additional information provided by the complainant is to be sent to the OPCC for processing within the next business day of its receipt.



Integrity
Independence
Fairness

July 3, 2025

VIA E-MAIL: [REDACTED]

Mr. Frank Chong
Chair, Vancouver Police Board
City Hall 3rd Floor – 453 West 12th Avenue
Vancouver, BC V5Y 1V4

Dear Mr. Chong,

**Re: Service or Policy Complaint – Vancouver Police Department
OPCC File No. 2025-001015**

On June 18, 2025, the Office of the Police Complaint Commissioner (OPCC) received a complaint from [REDACTED] outlining [REDACTED] concerns related to the Vancouver Police Department's ability to respond for calls of service regarding noise complaints and bylaw infractions on Sunset Beach. A copy of the original complaint is attached.

As you are aware, a service or policy complaint may include a complaint regarding the general direction and management or operation of a municipal police department. It may also include a complaint about the inadequacy or inappropriateness of a municipal police department's policies or internal procedures, training programs or resources, staffing or resource allocation, or the department's ability to respond to requests for assistance.

Upon receiving a copy of the complaint, pursuant to section 171(1) of the *Police Act*, the board, having authority over the municipal police department to which the complaint relates, must promptly do one or more of the following:

- (a) Request that the chief constable of that municipal police department investigate and report on the complaint;
- (b) Initiate a study concerning the complaint;
- (c) Initiate an investigation into the complaint;
- (d) Dismiss the complaint with reasons; and/or
- (e) Take any other course of action the board considers necessary to respond adequately to the complaint.

Pursuant to section 171(3) of the Act, within 20 business days after doing any of the things described in subsection (1)(a) to (e), the board must notify the Complainant, the Director of Police Services and the Police Complaint Commissioner regarding the course of action being taken.

The Police Complaint Commissioner may request a status report from the board regarding the progress of an investigation or a study concerning a complaint under Division 5.

The police board must send an explanation for actions taken by the board under section 171 (1) and if applicable, a detailed summary of the results of any investigation or study initiated to the Complainant, the Director of Police Services and the Police Complaint Commissioner. If the Complainant is dissatisfied with the board's actions, explanations, or results from the investigation or the summary of those results, that person may, within 20 business days of receiving the explanation or summary, request the Police Complaint Commissioner to review the matter.

Should you have any questions regarding the above or with respect to the *Police Act* process, please do not hesitate to contact me at (250) 356-7458 or by email at info@opcc.bc.ca.

Yours truly,



Executive Director, Oversight Operations

Enclosure

cc: Chief Constable Steve Rai, Vancouver Police Department





Date: July 3, 2025

Sent via email to: [REDACTED]

Dear [REDACTED],

RE: Service or Policy Complaint Board File # 2025-019

This letter is to acknowledge the receipt of your email and complaint. The Board's Service or Policy Complaint Review Committee will consider this matter at its next meeting on September 11, 2025.

Please note that a Service or Policy Complaint is considered with respect to:

- (a) the general direction and management or operation of a municipal police department, or
- (b) the inadequacy or inappropriateness of any of the following in respect of a municipal police department:

- (i) its staffing or resource allocation;
- (ii) its training programs or resources;
- (iii) its standing orders or policies;
- (iv) its ability to respond to requests for assistance;
- (v) its internal procedures.

Pursuant to BC Policing Standard 6.1.1(21), the Board will consider whether the complaint includes allegations of discriminatory policies or practices.

The Service or Policy Complaint Review Committee may decide to take any of the following actions pursuant to *Police Act*, section 171(1) to address matter:

- (a) request a chief constable of that municipal police department to investigate and report on the complaint;
- (b) initiate a study concerning the complaint;
- (c) initiate an investigation into the complaint;
- (d) dismiss the complaint on any of the grounds set out in subsection (2.1);
- (e) take any other course of action the board considers necessary to respond adequately to the complaint.

The Service or Policy Complaint Review Committee meets immediately follow the Board's regular meeting which starts at 1:00 p.m. Meetings are live-webcast, and a link to the webcast information is available on the Board's website: www.vancouverpoliceboard.ca. The agendas and reports for both meetings will also be available online on our website prior to the meeting. The Board office will advise you in writing of any decision made by the Committee with respect to this complaint following the meeting.

Yours sincerely,

Office of Vancouver Police Board

CC:

Chief Constable Steve Rai
Office of the Police Complaint Commissioner
Director of Police Services



July 24, 2025

Sent via email to: [REDACTED]

Dear [REDACTED],

RE: Service or Policy Complaint Board File # 2025-019

The Board reviewed your complaint and requested an update from the VPD with regards to your complaint and concerns about the VPD's ability to respond to calls for service regarding noise complaints and bylaw infractions on Sunset Beach.

Outlined below are the key highlights related to your complaint for your reference:

- The Beach Patrol team in District 4 consists of on-duty members on All-Terrain Vehicles (ATVs) and cover all four beaches every day. The number of members in this team has increased since 2024.
- The Mounted Unit takes the lead in District 1 and assigns members to patrol as needed.
- Alcohol on Beach (AOB) team consists of a supervising officer and a number of members deployed as needed.
- Beach Patrol and AOB members actively patrol the beaches for the duration of their shift, engaging with the public to deal with hazardous situations e.g. bonfires and public intoxication; they do not just sweep the beach at 22:00 hours. These patrols ensure public safety and the number of AOBs deployed is reviewed by the VPD regularly.
- Leaving large crowds on the beaches after 22:00 hours leads to violence and an unsafe environment for the public and all resources around the city, including Beach Patrol and AOB, can be redeployed for priorities, at the discretion of the Duty Officer.
- The decision to clear the beaches at 2200 hours is a decision made by the supervising officer on scene and public safety is the key contributor.
- Police are actively working with Parks to ensure that Parks is adequately staffed and equipped so they can take on this role in the long term.

The Board received an update from the VPD after their phone call with you and was informed that you were appreciative of the call and glad the VPD took your feedback seriously. They also confirmed that you had nothing further to add and that your complaint had been addressed sufficiently.

We would like to thank you again for sharing your concerns. The Board has now concluded this complaint and closed its file. In the event that you are dissatisfied with this decision, you have 20 business days from receipt of this letter to request a review by contacting the Police Complaint Commissioner at:

Office of the Police Complaint Commissioner
501—947 Fort Street
PO Box Stn Prov Govt
Victoria, BC V8W 9T8

Yours sincerely,

Allan Black, K.C.
Chair, Service or Policy Complaint Review Committee



"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

cc: Chief Constable Steve Rai
Office of the Police Complaint Commissioner;
Director of Police Services



Date: August 1, 2025

Sent via email to: [REDACTED]

Dear [REDACTED]

RE: Service or Policy Complaint Board File # 2025-021

This letter is to acknowledge the receipt of your emails and complaint. The Board's Service or Policy Complaint Review Committee will consider this matter and report out in Board's September 11, 2025 meeting.

Please note that a Service or Policy Complaint is considered with respect to:

- (a) the general direction and management or operation of a municipal police department, or
- (b) the inadequacy or inappropriateness of any of the following in respect of a municipal police department:

- (i) its staffing or resource allocation;
- (ii) its training programs or resources;
- (iii) its standing orders or policies;
- (iv) its ability to respond to requests for assistance;
- (v) its internal procedures.

Pursuant to BC Policing Standard 6.1.1(21), the Board will consider whether the complaint includes allegations of discriminatory policies or practices.

The Service or Policy Complaint Review Committee may decide to take any of the following actions pursuant to *Police Act*, section 171(1) to address matter:

- (a) request a chief constable of that municipal police department to investigate and report on the complaint;
- (b) initiate a study concerning the complaint;
- (c) initiate an investigation into the complaint;
- (d) dismiss the complaint on any of the grounds set out in subsection (2.1);
- (e) take any other course of action the board considers necessary to respond adequately to the complaint.

The Service or Policy Complaint Review Committee meets immediately follow the Board's regular meeting which starts at 1:00 p.m. Meetings are live-webcast, and a link to the webcast information is available on the Board's website: www.vancouverpoliceboard.ca. The agendas and reports for both meetings will also be available online on our website prior to the meeting. The Board office will advise you in writing of any decision made by the Committee with respect to this complaint following the meeting.

Yours sincerely,

Office of Vancouver Police Board

CC:

Chief Constable Steve Rai
Office of the Police Complaint Commissioner
Director of Police Services



August 5, 2025

Sent via email to: [REDACTED]

Dear [REDACTED]

RE: Service or Policy Complaint Board File # 2025-021

The Board received your emails of July 25 and 26, 2025 alleging being improperly treated by members of the Vancouver Police Department on June 18 and 19, 2025 and ultimately transported to the Vancouver General Hospital, pursuant to Section 28 of the Provincial Mental Health Act RCBC 1996 Chapter 288. (The Act")

Under that Act, a police officer may apprehend and immediately take a person to a physician or nurse practitioner for examination, if satisfied from personal observations or information received, that the person

- (a) is acting in a manner likely to endanger that person own safety or the safety of others and
- (b) is apparently a person with a mental disorder.

The Complainant is concerned about the way [REDACTED] was treated when [REDACTED] was apprehended and transported to VGH pursuant to Section 28 of the Mental Health Act. The Board makes no finding of any kind in that regard.

This complaint does not fall within Section 168 of the Police Act as being a Service or Policy Complaint.

After careful consideration the Board concluded and dismissed this complaint pursuant to section 171 (2.1)(d) of the Police Act and the file will be referred to the Chief Constable to be investigated by the VPD or the OPCC.

In the event that you are dissatisfied with this decision, you have 20 business days from receipt of this letter to request a review by contacting the Police Complaint Commissioner at:

Office of the Police Complaint Commissioner
501—947 Fort Street
PO Box Stn Prov Govt
Victoria, NC V8W 9T8

Yours sincerely,

Allan Black, K.C.
Chair, Service or Policy Complaint Review Committee

cc: Chief Constable Steve Rai
Office of the Police Complaint Commissioner;
Director of Police Services

From: [REDACTED]
Sent: Thursday, July 17, 2025 1:49 PM
To: [REDACTED]; paul.mochrie@vancouver.ca; council@vancouver.ca; PSSG.Minister@gov.bc.ca; Minister.Transportation@gov.bc.ca; MSPSSG.Minister@gov.bc.ca; contact@vancouverpoliceboard.ca; Info-OPCC
Subject: Public Nuisance and Enforcement Failure – Extreme Motor Vehicle Noise
Attachments: [REDACTED] 2024.pdf; Response from City Council Aug 14, 2024.pdf; Annual Noise Violation Data from VPD Jan 30, 2025 .pdf

CAUTION: This email came from an external source. Only open attachments or links that you are expecting from a known sender.

Letter sent to the [REDACTED], City Manager, Vancouver City Council, Minister of Public Safety and Solicitor General, Minister of Transportation and Transit, Minister of State for Community Safety and Integrated Services and MLA for Vancouver-Yaletown, Vancouver Police Board, and Office of the Police Complaint Commissioner.

Dear Municipal and Provincial Leaders,

I am writing to express my deep frustration and concern about the persistent and worsening issue of extreme motor vehicle noise in Downtown Vancouver where I have lived for over two decades. Like many residents in high-density neighborhoods, I often keep my windows open for ventilation, making the relentless noise from modified vehicles unbearable, especially at night.

To date, I have [REDACTED], received a response from the City Council attempting to shift responsibility from the City and the VPD, and obtained enforcement data from the VPD through a formal information request. These documents are attached for your reference.

Despite clear provincial regulations and municipal bylaws intended to support livability, ensure responsible vehicle operation, and empower authorities to inspect and enforce violations, enforcement has collapsed. According to the VPD's own data, noise-related enforcement has dropped from 580 tickets issued in 2019 to just 63 in 2024, a decline of nearly 90%!

This is unacceptable and reflects a systemic failure to uphold public peace and livability in our urban core. While the City Council has pointed to the Province's jurisdiction under the Motor Vehicle Act, nothing concrete has been done to address this growing enforcement gap.

I urge your office to act by supporting the following steps within your respective area of responsibility:

1. Establish a coordinated task force involving the City of Vancouver, VPD, and the Province to focus on motor vehicle noise enforcement, informed by best practice and innovation.
2. Implement regular, year-round noise enforcement with sufficient staffing, equipment, and technology.
3. Amend legislative barriers in the Motor Vehicle Act and municipal bylaws that currently hinder effective enforcement.
4. Introduce mandatory inspections and stricter penalties for repeat offenders, particularly those with intentionally modified vehicles designed to produce excessive noise.

This is not a trivial annoyance. This is a persistent public nuisance with serious quality-of-life consequences for tens of thousands of residents. I am not alone in raising this issue and many in the community that I have spoken to continue to suffer the same ongoing disruption. The time for vague assurances and jurisdictional deflection has passed. Residents deserve responsive, coordinated leadership that delivers results.

I respectfully request a written response outlining what you will do within your scope of responsibility to address this serious issue. Alternatively, if you believe the current situation is acceptable and plan to do nothing, please let me know that too.

Sincerely,

A black rectangular box redacting the signature of the sender.



Excessive motor vehicle noise1 message

To: [REDACTED]@vancouver.ca

Fri, Aug 2, 2024 at 11:17 AM

Dear [REDACTED]

I have been a property owner and resident in the Yaletown neighborhood for approximately 24 years. Like most of the 50,000 residents in the 5.5 square kilometers of Vancouver-Yaletown, I live in a high-rise property without central air conditioning. As a result, I keep my windows open for much of the year, especially during the 4-5 warmer months of late spring and summer. This allows street noise to be easily heard throughout my home. Given the dense population of our neighborhood, it's reasonable to assume that a single instance of loud street noise can be heard by around 10,000 residents within a square kilometer.

In recent years, I have observed a significant increase in roaring and explosive motor vehicle noise, often from vehicles seemingly designed to amplify this noise. While I understand that the City's Motor Vehicle Noise and Emission Abatement Bylaw imposes fines from \$250 to \$10,000 per offense, it is surprising that these violations continue to occur so frequently, both day and night.

Could you please provide information on how many violations for excessive motor vehicle noise have been issued in the past year? I am interested in understanding the City's efforts to enforce this bylaw.

Thank you,
[REDACTED]



Vehicle Noise

1 message

Council Correspondence <councilcorrespondence@vancouver.ca>

Wed, Aug 14, 2024 at 3:24 PM

To: [REDACTED]

Reference Number: 201001689269

Hello [REDACTED]

Thank you for taking the time to share your concerns with Vancouver City Council regarding excessive vehicle noise in the Downtown area.

Although your concerns have been received by the Mayor and Councillors, vehicle noise is not subject to enforcement under the City of Vancouver's [Noise Control By-Law](#), but rather under the Province of BC's [Motor Vehicle Act](#).

Every summer, the VPD runs a dedicated campaign in relation to noisy vehicles in the City, and have used noise meters to test vehicle compliance with legislated sound levels. In the past, there were court challenges that called into question the ability/authority of police to enforce sound related violations, and after having worked their way through the appeal process, some of the results were favourable to the VPD.

In addition to your very valid concerns regarding vehicle noise, the VPD also receive many hundreds of complaints each year with respect to other traffic offences that threaten the physical safety of road users, and the VPD are required to prioritize their response to traffic issues based on various criteria, ultimately striving to reduce traffic related injuries and deaths in the City. Noise violation enforcement can be a challenging area at times, and police throughout the region have been faced with the same issues and concerns in terms of dealing with the problem.

Vehicle drivers and motorcycle riders can be ticketed and/or sent for a mandatory inspection of their exhaust systems, and other components, but it is hard to address all offenders given competing interests for police time. Noise related complaints are often more evident on weekends, but these are also times when police are inundated with public order, and public safety issues, which preclude traffic related noise enforcement.

The VPD and City remains committed to doing our part to address this issue, and we hope that the campaign helps to make a difference for residents in Vancouver.

Please feel free to forward any specific occurrences directly to the VPD at vpdtrafficofficer@vpd.ca or you can give them a call at 604-717-2997 (or 2998, 2999, 2988). Resident complaints such as yours can help to influence the location and frequency of their policing campaigns. Additionally, you can request data on the number of excessive motor vehicle noise violations from the past year by reaching out to foi@vpd.ca.

For other types of noise complaints you can call 3-1-1 or use the [Van311 app](#).

Sincerely,

Office of Vancouver City Council
City of Vancouver
[453 West 12th Ave](#)
Vancouver, BC
V5Y 1V4

Note: Please do not respond to this email. If you would like to follow-up or have additional questions or comments, please use the [Contact Mayor and Council web form](#) or call 3-1-1 and provide your **Reference Number** listed above.

RE: Vehicle Noise / IPU#24-1330A

1 message

VPD Information & Privacy Mailbox <vpdipu@vpd.ca>

Thu, Jan 30, 2025 at 4:08 PM

To: [REDACTED]

Good afternoon,

Your request for updated data was forwarded to the Vancouver Police Department Traffic Section who compiled the responsive data below:

Noise Tickets Issued - Vancouver Police Department

City of Vancouver						
Tickets Issued	2019	2020	2021	2022	2023	2024
January	54	66	47	13	8	3
February	12	132	80	5	14	4
March	44	58	84	20	4	13
April	42	6	81	20	3	13
May	37	30	59	24	10	5
June	37	9	34	15	8	6
July	62	44	30	10	9	6
August	44	22	22	26	12	4
September	43	28	12	26	7	0
October	55	12	11	15	3	2
November	66	13	7	9	1	5
December	84	2	3	1	4	2
GRAND TOTAL	580	422	470	184	83	63

* Date Range: January 1, 2019 to December 31, 2024.

** Ticket data includes the following infractions:

By-Law 9344.2.1(a) - (f)

By-Law 9344 2.2, 2.3 & 2.4

Motor Vehicle Act Regulations Section 7A.01

Motor Vehicle Act Regulations Section 7.03(1) - (5)

Regards,

[REDACTED]
Information & Privacy Unit

Phone: 604-717-3071

Fax: 604-606-2622

Email: foi@vpd.ca



Integrity
Independence
Fairness

July 30, 2025

VIA E-MAIL: [REDACTED]

Frank Chong
Chair, Vancouver Police Board
City Hall 3rd Floor – 453 West 12th Avenue
Vancouver, BC V5Y 1V4

Dear Mr. Chong,

**Re: Service or Policy Complaint – Vancouver Police Department
OPCC File No. 2025-001249**

On July 17, 2025, the Office of the Police Complaint Commissioner (OPCC) received a complaint from [REDACTED] outlining their concerns related to the Vancouver Police Department's "noise-related enforcement." The complaint cites a decrease in the issuance of noise-related violations and increase of noise pollution within the Downtown core. A copy of the original complaint is attached.

As you are aware, a service or policy complaint may include a complaint regarding the general direction and management or operation of a municipal police department. It may also include a complaint about the inadequacy or inappropriateness of a municipal police department's policies or internal procedures, training programs or resources, staffing or resource allocation, or the department's ability to respond to requests for assistance.

Upon receiving a copy of the complaint, pursuant to section 171(1) of the *Police Act*, the board, having authority over the municipal police department to which the complaint relates, must promptly do one or more of the following:

- (a) Request that the chief constable of that municipal police department investigate and report on the complaint;
- (b) Initiate a study concerning the complaint;
- (c) Initiate an investigation into the complaint;
- (d) Dismiss the complaint with reasons; and/or
- (e) Take any other course of action the board considers necessary to respond adequately to the complaint.

Pursuant to section 171(3) of the Act, within 20 business days after doing any of the things described in subsection (1)(a) to (e), the board must notify the Complainant, the Director of Police Services and the Police Complaint Commissioner regarding the course of action being taken.

The Police Complaint Commissioner may request a status report from the board regarding the progress of an investigation or a study concerning a complaint under Division 5.

The police board must send an explanation for actions taken by the board under section 171 (1) and if applicable, a detailed summary of the results of any investigation or study initiated to the Complainant, the Director of Police Services and the Police Complaint Commissioner. If the Complainant is dissatisfied with the board's actions, explanations, or results from the investigation or the summary of those results, that person may, within 20 business days of receiving the explanation or summary, request the Police Complaint Commissioner to review the matter.

Should you have any questions regarding the above or with respect to the *Police Act* process, please do not hesitate to contact me at (250) 356-7458 or by email at info@opcc.bc.ca.

Yours truly,



Executive Director, Oversight Operations

Enclosure

cc: Chief Constable Steve Rai, Vancouver Police Department





August 5, 2025

Sent via email to: [REDACTED]

Dear [REDACTED]

RE: Service or Policy Complaint Board File # 2025-020

This letter is to acknowledge the receipt of your email and complaint of July 17, 2025. The Board's Service or Policy Complaint Review Committee will consider this matter and report out in Board's September 11, 2025 meeting.

Please note that a Service or Policy Complaint is considered with respect to:

- (a) the general direction and management or operation of a municipal police department, or
- (b) the inadequacy or inappropriateness of any of the following in respect of a municipal police department:

- (i) its staffing or resource allocation;
- (ii) its training programs or resources;
- (iii) its standing orders or policies;
- (iv) its ability to respond to requests for assistance;
- (v) its internal procedures.

Pursuant to BC Policing Standard 6.1.1(21), the Board will consider whether the complaint includes allegations of discriminatory policies or practices.

The Service or Policy Complaint Review Committee may decide to take any of the following actions pursuant to *Police Act*, section 171(1) to address matter:

- (a) request a chief constable of that municipal police department to investigate and report on the complaint;
- (b) initiate a study concerning the complaint;
- (c) initiate an investigation into the complaint;
- (d) dismiss the complaint on any of the grounds set out in subsection (2.1);
- (e) take any other course of action the board considers necessary to respond adequately to the complaint.

The Service or Policy Complaint Review Committee meets immediately follow the Board's regular meeting which starts at 1:00 p.m. Meetings are live-webcast, and a link to the webcast information is available on the Board's website: www.vancouverpoliceboard.ca. The agendas and reports for both meetings will also be available online on our website prior to the meeting. The Board office will advise you in writing of any decision made by the Committee with respect to this complaint following the meeting.

Yours sincerely,

Office of Vancouver Police Board

CC:

Chief Constable Steve Rai
Office of the Police Complaint Commissioner
Director of Police Services



August 5, 2025

Sent via email to: [REDACTED]

Dear [REDACTED]

RE: Service or Policy Complaint Board File # 2025-020

The Board received your email of July 17, 2025 raising concerns related to the Vancouver Police Department's "noise-related enforcement".

The Board reviewed your file and requested that the VPD contact you by the phone to address your concerns, and to report back to the Board with the results of that call. Here are some key highlights of the report back for your reference:

- The VPD acknowledges that your concerns are valid and that excessive noise from certain vehicles is disruptive and impairs the quality of life for many residents. However while your recommendations are very reasonable and could contribute to resolving the issue, some of the recommendations would be better geared towards municipal/provincial governments to address.
- In order to have a successful prosecution for an excessively noisy vehicle, the police officer has to actually witness the incident and be able to articulate how the vehicle was unreasonably noisy in court.
- Patrol officers will conduct traffic enforcement when their duties allow, and that their time is triaged by prioritized calls for service.
- The VPD traffic enforcement priorities are identified and subsequently public safety guide VPD's direction.
- The VPD runs several traffic related campaigns per year targeting high priority issues such as distracted driving, Counterattack and high-risk driving.
- Both patrol officers and Traffic officers are able to conduct traffic enforcement.
- The VPD regularly analyzes traffic data to identify high collision areas and safety concerns, which guides its enforcement direction.

The VPD also answered the following questions:

- Which one is a better enforcement avenue, the COV Noise Bylaw or MVA?
- Which one carries more consequence/jeopardy?
- Can Bylaw Officers pull over vehicles and issue bylaw tickets to the drivers?

Based on the report back the Board received, you were very appreciative that the VPD is the only agency on the email recipient list to respond to you so far, and that your concerns were taken seriously. You were also provided with the contact information of a VPD member for your future reference.

Thank you for offering your support to the VPD (including providing an impact statement to describe the effect of the issue on residents in his neighbourhood).

After careful consideration the Board concluded its review and closed this file. In the event that you are dissatisfied with this decision, you have 20 business days from receipt of this letter to request a review by contacting the Police Complaint Commissioner at:

Office of the Police Complaint Commissioner
501—947 Fort Street
PO Box Stn Prov Govt
Victoria, NC V8W 9T8

Yours sincerely,



"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

Allan Black, K.C.

Chair, Service or Policy Complaint Review Committee

cc: Chief Constable Steve Rai
Office of the Police Complaint Commissioner;
Director of Police Services



VANCOUVER POLICE BOARD

"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

To: **Service or Policy Complaint Review Committee**
From: Board Office
Date: August 1, 2025
Subject: Board File # 2024-007 -OPCC File # 2024-25239- Motor Vehicle Act

For Information

The VPD's PR&A team has researched and revamped the applicable Regulation and Procedures Manual policy 1.10.7 *Motor Vehicle Collision Procedures* (the "Policy").

The revamped Policy was recently finalized in draft form, and it will be submitted to the Board's Governance Committee on September 18th. The Board will receive the semi-annual RPM Amendments Report in its October 9th meeting along with the relevant information with regards to the policy updates.

Files Held in Abeyance

2.1 OPCC File #2023-24853- HR matter

2.2 OPCC File #2023-23673- Exclusion Zones

2.3 OPCC File #2024-26600- Protest Activity



VANCOUVER POLICE DEPARTMENT

REPORT TO THE VANCOUVER POLICE BOARD

REPORT DATE: August 29, 2025
BOARD MEETING DATE: September 11, 2025
BOARD REPORT # 2509V13
Regular

TO: Vancouver Police Board and Policy Complaint Review Committee
FROM: Don Chapman, Deputy Chief #1831, Strategy & Innovation Division
SUBJECT: Report on Oppenheimer Park Decampment – VPB File 2024-004

RECOMMENDATION:

THAT the Vancouver Police Board Service or Policy Complaint Review Committee (Committee) conclude its review of the complaint based on the information outlined in this report.

SUMMARY:

On January 19, 2024, the Office of the Police Complaint Commissioner (OPCC) received a complaint from Ms. Rosemary Cooke outlining her concerns related to the decampment of unhoused persons living in Oppenheimer Park (400 Powell Street, Vancouver) on January 16, 2024. In her complaint, Ms. Cooke alleged that, “Police evicted homeless Vancouverites sheltering in the park,” and that those individuals, “...were forced to take down their dwellings and leave the park during an extreme weather warning just prior to a snowstorm and during several days of sub-zero temperatures.” Ms. Cooke believed the decampment was inhumane and not consistent with the VPD serving with compassion and respect (OPCC File 2024-25270).

In addition to the statements provided by Ms. Cooke, it is also important to note that Ms. Cooke admitted to not being present at Oppenheimer Park during the date/time of the incident and that her complaint stemmed from video footage that was shared with her by a friend.

RESOURCES:

Keith MacDonald, Staff Sergeant #2192, Emergency & Operational Planning Section

RESOURCE DOCUMENTS:

Report on Office of the Police Complaint Commissioner Recommendations – File #2023-021
 VPD Call Summary Report: VA-2024-4975

BACKGROUND:

On January 19, 2024, the OPCC received a complaint from Ms. Cooke outlining her concerns with the actions of Vancouver Police members during a decampment effort that took place at Oppenheimer Park on January 16, 2024.

On February 13, 2024, the OPCC notified the Vancouver Police Board (the Board) of Ms. Cooke's complaint pursuant to section 170(c) of the *Police Act*, and requested that the Board promptly do one or more of the following pursuant to section 171(1) of the *Police Act*:

- a) Request that the chief constable of that municipal police department investigate and report on the complaint;
- b) Initiate a study concerning the complaint;
- c) Initiate an investigation into the complaint;
- d) Dismiss the complaint with reasons; and/or
- e) Take any other course of action the board considers necessary to respond adequately to the complaint.

On February 20, 2024, the Board acknowledged receipt of the OPCC complaint and in a letter directed to the Chief Constable, the Board's Service or Policy Complaint Review sub-committee (sub-committee) requested that the VPD investigate and report on the VPD's compliance with *Provincial Policing Standard Section 6 (Promotion of Unbiased Policing)*.

On February 29, 2024, the sub-committee met to further consider Ms. Cooke's complaint. During that review, the sub-committee noted that Ms. Cooke's complaint was similar in nature to OPCC File 2023-24859 which was considered by the Board and dismissed with reasons on November 23, 2023. In that instance, allegations were made in relation to a decampment on Hasting Street (City of Vancouver). The sub-committee concluded that from the evidence and information that they reviewed, decampments initiatives in the City of Vancouver were not brought on by the VPD; but rather, were initiatives driven by the City of Vancouver, the Ministry of the Attorney General and/or the Ministry Responsible for Housing. The sub-committee recognized that while the VPD was present at these decampments, the role of VPD members was related to public safety and not housing. The sub-committee further recognized that VPD members were not involved with the dismantling of dwellings and/or the removal and seizure of personal property.

As a result of the previous determination, the sub-committee chose to dismiss Ms. Cooke's complaint pursuant to section 171(1)(a) of the *Police Act* and sent her a letter dated March 12, 2024, outlining the following reasons for the dismissal:

- The Oppenheimer Park decampment was not an initiative led by the VPD;
- The Oppenheimer Park decampment was an initiative of the Vancouver Park's Board and conducted by Park Rangers and City Staff;
- The VPD did not dismantle dwellings and/or seize or remove personal belongings of those living in the encampment;
- The VPD acted within its lawful authority to enforce bylaws; and
- The VPD maintained public safety and provided assurances to all who were involved.

On March 12, 2024, the OPCC also received a copy of Ms. Cooke's dismissal letter and on May 8, 2024, pursuant to section 173 of the *Police Act*, they responded by directing the Board to adequately respond to Ms. Cooke's complaint. Specifically, the OPCC recommended the following:

- 1) Consider and if appropriate apply to Ms. Cooke's Complaint the OPCC's recommendation pertaining to 2023-24859, specifically: "In light of the Provincial Policing Standard Section 6 (Promotion of Unbiased Policing), consult with the Vancouver Police Department to identify specific actions or steps being taken as it relates to the establishment of written policy or guidance governing police interactions with persons in vulnerable circumstances, including persons living in public spaces as enumerated in BCPPS section 6.1.1(8), with specific attention to (f) – persons living in public spaces (e.g., persons relying on, or sleeping in public spaces.)"

DISCUSSION:

Examination of OPCC File 2023-24859

As previously mentioned, the Board was made aware of a Service or Policy Complaint related to the Hastings Street Encampment (HSE) on November 10, 2023. The complainant in the HSE matter suggested that, "...the VPD overreached its jurisdiction to displace vulnerable members of the community during "street sweeps" in the Downtown East Side, in contradiction to section 6 of the *British Columbia Provincial Police Standards*."

On December 6, 2023, the Board dismissed complaint for the following reasons:

The evidence and information before the Committee was that the decampment operation is a City of Vancouver initiative which came about from a direction from the Vancouver Fire Chief and involved City staff and VPD. City staff conducted the decampment and were accompanied by VPD to maintain order and keep the peace. VPD followed the guidance of the Ministry of Attorney General and the Ministry Responsible for Housing. VPD acted within its lawful authority to enforce traffic bylaws, support enforcement of the Fire Chief's order and maintain public safety.

The Committee also considered information about the phased approach to the City-led operation, which started with Phase 1 where the community itself attempted decampment but was unsuccessful. In Phase 2, the City collaborated with the community to attempt decampment but again was unsuccessful. The City went on to ask VPD to assist with security for City staff when it commenced its decampment operation on April 5th and 6th and on an ongoing basis since then.

The City of Vancouver and VPD consulted with provincial and municipal government organizations, as well as community organizations including the Aboriginal Community Policing Centre, DTES Women's centre, VANDUE, Overdose Prevention Society, Evelyn Saller, Aboriginal Front Door Society, Squamish Nations Outreach Team, Mission Possible and Pender Community Health Centre.

The Committee inquired into VPD's compliance with expectations and requirements set out in Provincial Policing Standard 6, even though the Standard was not yet in force at the time of the complaint. The Committee was satisfied by the information provided to it that VPD delivered services during the decampment operation impartially, equitably and in culturally safe and trauma-informed manner. VPD officers are trained in Anti-Racism Awareness, Homelessness Awareness, Indigenous Awareness, as well as Respectful and Inclusive Workplace policies.

Although the Board chose to dismiss the complaint for reasons pursuant to section 171(1)(d) of the *Police Act*, the OPCC directed the Board to undertake further courses of action in light of *Provincial Policing Standards Section 6 (Promotion of Unbiased Policing)*.

Upon receiving further direction from the OPCC, the Board requested and received a comprehensive 31-page written document related to the HSE. The document provided a background and context to encampments within the City of Vancouver, spoke to the public safety risks associated with encampments, addressed legal considerations, outlined the phased manner in which the HSE was decamped and addressed all concerns raised by the OPCC.

The report concluded that,

While the decision to bring the Hastings Street encampment to a close may have raised some questions or concerns among individuals/organizations that were not familiar with the scope of the project, the decampment process was conducted in a thoughtful, collaborative and compassionate manner. This included robust community consultation and met the requirements of the new Standards as outlined in Section 6.

On August 15, 2024, and after reviewing the VPD's *Report on Office of the Police Complaint Commissioner Recommendations – File #2023-021*, the Board concluded the review of the HSE complaint and in doing so stated,

The Vancouver Police Department provided report #2406V12 which was reviewed during June 20th Board meeting. The report provides 32 specific examples of written policy, four Guidelines, 30 community related initiatives and programs, six community partnership examples and 12 training initiatives that meet the Standard as described by Section 6.

After careful consideration of the evidence and information provided, the Board concluded its review of the complaint.

Examination of Ms Cooke's Complaint

In her written complaint to the OPCC, Ms. Cooke stated that she was not present during the Oppenheimer Park decampment and that the video footage that she viewed was shared with her by a friend. To better understand what Ms. Cooke viewed, DC Chapman entered into email correspondence with Ms. Cooke and learned the following:

- Ms. Cooke no longer has access to the video footage that she viewed on January 16, 2024.
- The video footage was shared with Ms. Cooke by one of her friends.
- Ms. Cooke believes that the video footage was an Instagram story or was posted on Instagram.
- Ms. Cooke's complaint was derived from the images that she observed in the Instagram story.
- Ms. Cooke stated that she did not share the video with the OPCC when she made her complaint.
- Ms. Cooke stated that the event in question (the story) was documented in a CTV news article and she provided the following link: <https://vancouver.citynews.ca/2024/01/09/oppenheimer-park-decampment-winter/>

Examination of the City News Article

The news article cited by Ms. Cooke is a *City News* story that was posted on the *City News* website on January 9, 2024 (not a January 16, 2024, CTV news story). The *City News* story is titled, *Decampment forces dozens out of Oppenheimer Park during coldest week of winter* and depicts City of Vancouver Park Rangers enforcing a Park's Bylaw while VPD members stood by and kept the peace. The video also depicts protesters/activists, not associated to Oppenheimer Park, providing their opinion as to the actions of the Park Rangers. While the video provides a visual, yet edited, two minute and three second depiction of what transpired, the commentary provided by the reporter is misleading and suggests that the VPD was actively involved in the decampment and the story does not delineate between the actions and responsibilities of VPD members and Park Rangers.

January 9, 2024, VPD Emergency & Operational Planning Section NCO Debrief Report (NCO Report)

On January 9, 2024, at approximately 0900hrs, one sergeant and five constables were deployed to Oppenheimer Park at the request of the Park Rangers. This deployment was part of an ongoing callout process where a dedicated team of VPD members was assigned to shadow the Park Rangers throughout the city and ensure public safety. The Emergency & Operational Planning Section pre-deployment instructions to the VPD members were as follows:

- To protect lives and reduce the potential for injuries;
- To provide an environment conducive to lawful, peaceful protest;
- To prevent the occupation of private property and maintain the movement of traffic and pedestrians;
- To maintain the public peace, and should it be lost, restore it as expeditiously as possible;
- To protect property;
- Standby, aid with site security, and provide assistance to Park Rangers;
- Unless exigent, no decampment enforcement action by members without prior approval from Command; and
- Members may be deployed to other parks.

At the conclusion of the January 9, 2024, Oppenheimer decampment, the VPD NCO completed an NCO Debrief report. Excerpts of the NCO Debrief Report are as follows:

- The NCO deployed in Oppenheimer Park and met up with Park Rangers at 9am. The Park Rangers had been at the park since 8am and had already given all occupants of the tents warnings regarding the bylaw and having to take their tents down. At 8am there were 28 tents in the park. There were 28 tents in the park as this was the first week back after Christmas break and no enforcement action had been taken in several weeks.
- At 9am, there were 20 tents remaining and eight advocates on scene.
- At approximately 9:30am, the Park Rangers started enforcement action with a male known to them as "Mark" who had been living in the park for weeks and was known to be difficult. While the Rangers were speaking with Mark, several news outlets showed up and started filming the Park Rangers and the VPD.
- The atmosphere was tense between the unhoused individuals, the advocates and the Park Rangers and VPD members.
- "Mark" was reluctant to take down his tent, but he did comply.
- VPD members were required to form a perimeter to enable the Park Rangers to move from tent to tent as the advocates tried to prevent the Park Rangers from moving property to their trucks so that it could be stored.

- At the end of the deployment, three tents remained standing, six tents were left in place but were flattened, seven tents were packed away by their owners and four tents were marked for storage.

From the documentation provided in the NCO Report and the video footage obtained from the *City News* story, there is no evidence to suggest that VPD members were actively engaged in the decampment of Oppenheimer Park on January 9, 2024. What can be seen on the video and what has been documented in the NCO Report is VPD members acting in a support function to maintain the peace and ensure the safety of all involved.

Response to OPCC Recommendation to Examine *Provincial Policing Standard Section 6 (Promotion of Unbiased Policing)*

Section 6 of the *BC Provincial Policing Standards (Promotion of Unbiased Policing)* came into effect on July 30, 2023, and sets forth a duty to promote equitable policing and states that it is the,

- (1) Duty of all employees to deliver services impartially and equitably, in a manner that upholds human rights, and without discrimination based on race, national or ethnic origin, colour, religion, age, sex, sexual orientation, marital status, family status, disability, gender identity and expression, political beliefs, types of employment, economic or social standing is communicated to all employees of the police force.

Subsection (2) further states that:

- (2) The police force's commitment and expectation that all employees will provide services in a culturally safe, responsive, and trauma-informed manner [and that] that is communicated to all employees of the police force.

Subsections (3) & (4) of the Standards establish a policy framework to support equitable policing and subsections (5) through (12) speak to written procedures required to support equitable policing, the protections of rights, and access to justice.

At the request of the OPCC, the VPD was asked to identify specific actions or steps being taken in relation to policy or guidance governing police interactions with persons in vulnerable circumstances. It should be noted that subsection (8) of the Standards, defines persons in vulnerable circumstances as including, but not limited to:

- Vulnerable due to age;
- Persons with disabilities or who may have communication barriers;
- Persons with apparent mental health and/or substance use problems;
- Persons with diverse gender identity or expression;
- Victims or witnesses who may be less likely to report or speak to police because of their legal status (e.g. warrants or immigrations status); and
- Persons living in public spaces.

VPD Policy or Guidance pursuant to Subsection (8)

With respect to written policy, the actions of the VPD are guided by policies set forth in the VPD Regulations & Procedures Manual (RPM) where the VPD acknowledges that it proudly serves the public on the unceded traditional territories of the x̱w̱məθkʷəy̓ əm (Musqueam), sḵw̱x̱wú7mesh (Squamish), and sel'íl'witulh (Tsleil-Waututh) nations. The VPD is governed by the Vancouver Police

Board under the authority of the British Columbia Police Act (Police Act). The Police Act grants members of the VPD the powers of a peace officer throughout British Columbia and establishes the responsibilities of the municipality to provide adequate public safety within the City of Vancouver.

Further to that, 32 specific RPM examples have been identified that reflect the VPD's policy pursuant to vulnerable members of the population as defined by subsection (8) of the Standards (Figure #1).

RPM Section	RPM Title
1.2.2	Use of Force to Provide Medical Aid
1.2.3	Use of Handcuffs
1.2.3(ii)	Use of Leg Restraint - Hobble
1.4.5	Arrest of State of Intoxication
1.4.6	Arrest of Persons with Injuries or Other Apparent Medical Risks
1.4.12	Arrest - Bylaw
1.6.24	Apprehensions of Persons Under the Mental Health Act and Transport to a Designated Facility
1.6.47(ii)	Charges and Arrests – Young Persons
1.6.2	Abused or Neglected Adult
1.6.11(i)	Intimate Partner Violence
1.6.24	Apprehensions of Persons Under the Mental Health Act and Transportation to a Designated Facility
1.6.25	Missing Person / Child
1.6.28	Guidelines for Police Attending Illicit Drug Overdoses
1.6.38	Sudden Deaths
1.6.47	Young Persons
1.6.51	Bias, Prejudice and Hate Incidents
1.6.53	Conducting & Documenting Street Checks
1.7.2(i)	AMBER Alert
1.7.16	Sexual Offences
1.7.16(i)	Sexual Offences – Third Party Reporting
1.7.23	Serious School & Youth Related Incidents – Youth Services Section Notification
1.7.24(i)	Child Abduction and Attempted Abduction
1.7.24(ii)	Child Abuse Investigations
1.7.28	Extreme Weather – Assistance to Shelter Act
1.8.5	Youth Confidential Informants
1.11.3	Use of Naloxone for Opioid Use
1.12.1(iii)	Transportation of Persons In Custody
1.12.1(v)	Searches of a Person
1.12.17	Jail Procedures for Youth In Custody
1.14.2	Victim Services Unit
1.14.4	Gender Diversity
4.1.2	Code of Ethics

Figure #1: RPM examples reflecting the VPD's written policy pursuant to vulnerable members of the population.

With respect to guidelines used by the VPD to augment policy, additional examples include, but are not limited to:

- VPD Guidelines related to Immigration Status;
- Sex Work Enforcement Guidelines;
- Cultural Considerations in Searches of a Person; and

- Public Safety Unit Guide.

With respect to programs and initiatives driven by the VPD that have a nexus to equity, diversity and inclusion, in June 2021, the VPD formed the Equity, Diversity and Inclusion (EDI) Review Team (now referred to as: *Inclusive Process Review Unit*) to focus on reviewing VPD policies, procedures, and practices to ensure they are not discriminatory, are inclusive, and promote equality and equity. The review of these processes reflects on the realities and challenges faced by equity-deserving groups, including persons who identify as Indigenous, Black, 2SLGBTQ+, people of colour, and persons with disabilities. While conducting this review, the Review Team incorporates a focus on Accessibility, the United Nations Declaration on the Rights of Indigenous People and ensuring the VPD is providing services in a culturally safe, responsive and trauma-informed manner utilizing unbiased policing principles.

The Review Unit has adopted and evolved an analytical process called the EDI Toolkit (Toolkit). This Toolkit acknowledges that people have multiple intersecting characteristics that influence how people navigate through society. The questions considered during EDI assessments and reviews are the following:

- Are any assumptions being made;
- Who could be left behind;
- Who did you connect with;
- What data can you look at;
- How are you ensuring equality of opportunity and/or outcomes; and
- Are we providing services in a culturally safe, responsive and trauma-informed manner utilizing unbiased policing principles?

Concurrently, the Review Unit is also building positive relationships with diverse communities through engagements. The engagements allow the Review Team to understand new perspectives, cultural norms, lived experiences, and needs of the diverse communities, particularly regarding their interactions with law enforcement.

To date, the Review Unit has reviewed approximately 80% (366 policies) of the RPM and 27% of VPD forms (82 forms). In addition, the Review Team has completed their review of the *VPD Recruiting Manual* as well as the *Jail Manual of Operations* so that both documents and all associated forms are inclusive of their terminology and in alignment with EDI principles.

In addition to the work being conducted by the Review Team, for the past 20 years, the VPD has empowered its Diversity, Community and Indigenous Relations Section (DCIRS) with the overarching goal of building trust and confidence with Indigenous and diverse communities in Vancouver. The primary goal of DCIRS is to improve outcomes for communities experiencing overrepresentation in the criminal justice system, under-reporting of crimes, perceptions of fear and safety and lack of confidence in the police. DCIRS provides outreach, develops partnerships and maintains relationships with various communities and agencies. Officers in this section act as a resource for front-line members who have questions surrounding specific individuals, community resources, or culturally sensitive situations.

In 2020, and in response to Vancouver City Council's motion – Decriminalizing Poverty and Supporting Community-led Safety Initiatives, the VPD acknowledged that social issues intersect with public safety concerns and recognized that it was incumbent upon the VPD to place focus on programs and initiatives that meet community requirements. In recognition of the aforementioned motion, the VPD published, *Our Community in Need*, which sets out the VPD's progressive approach to social issues,

including mental health, homelessness, addictions, policing philosophy towards sex work and engaging marginalized communities. Figure #2 highlights the VPD's commitment to 30 community initiatives as defined in the Standards.

• Car 87/88 Mental Health Unit	• Elder Abuse Team
• Assertive Outreach Team	• Provincial Protective Measures Team
• Assertive Community Treatment Team	• Counter Exploitation Unit
• Operational Command Centre Liaison Nurse	• Alternative Youth Referral Program
• Operational Command Centre Taxi Program	• VPD Cadet Program
• Car 86	• ID4ME
• Yankee 10	• 911 Cell Phones
• Yankee 20	• Car 7 Pilot Program
• ICE	• Embedded FSGV Support Worker
• Car Kits and Gift Cards	• SAFARY
• Share-a-Meal	• Full Court Press
• Here4Peers	• Gang Tackle
• Her Time	• Project Link
• Early Warning System	• Sex Industry Liaison Officer
• Homeless Outreach Coordinator	• Wish Red Light Alert

Figure#2: VPD Units, programs/initiatives with a nexus to community

In addition to the preceding programs and initiatives, the VPD has a long history of partnering with community organizations specific to vulnerable individuals. Those partnerships include, but are not limited to:

- Treehouse Child and Youth Advocacy Centre
- Language in Motion Application
- Wavefront Centre for Accessible Communication
- Participation in the BC Law Enforcement and Diversity Network
- VPD is connected to leaders and organizations within the 2SLGBTQ+ community
- VPD provides outreach services to diverse communities.

With respect to the training initiatives provided to VPD members, the following are applicable as they relate to Section 6.1.1(8) of the Standards:

- a) Persons who may be vulnerable due to age:
 - **Geriatric Mental Health** – all frontline officers during cycle training (since 2012)
 - **Neurodegenerative and Neuromuscular Diseases** - addressing concepts of Dementia, Parkinson's and Huntington's diseases – all frontline officers during cycle training (since 2020 and is mandatory for all new recruits and experienced officers).
 - **Youth at Risk** – all frontline officers during cycle training (since 2014 and revised in 2020 and continues to be mandatory training for all new recruits and experienced officers and Special Municipal Constables (SMC).
 - **Indigenous Awareness 101** – promoting culturally safe practices and addressing elements of vulnerable youth (since 2020 and continues to be mandatory training for all new recruits, SMC's and experienced officers).

- b) Persons with disability or who may have communication barriers (e.g., language hearing or speech):
 - **Provincial Deaf and Hard of Hearing Services** – all frontline officers during cycle training (since 2015).
- c) Persons with apparent mental health and/or substance use disorders:
 - **Autism Spectrum Disorder** – presentation to all frontline officers during cycle training (since 2011).
 - **Police and Autism Video** – created in conjunction with the Pacific Autism Society and presented to all frontline officers (since 2020 and continues to be mandatory training for all new recruits, SMC's and experienced officers).
 - **Trauma Informed Police Practice** – Foundations Online Course for Justice, Public Safety, and Anti-Violence Community Sectors in BC – all frontline officers during cycle training and mandatory training for all new recruits, SMC's and experienced officers (since 2020).
 - **Mental Illness and Disorders** – addresses concepts of personality disorders, schizophrenia, bipolar disorder, schizoaffective disorder, posttraumatic stress disorder, suicide and non-suicidal self-injury, addition, concurrent disorders and legal authorities – all frontline officers during cycle training and mandatory training for all new recruits, SMC's and experienced officers (since 2020).
 - **Trauma Informed Practices Webinar** – presenting a trauma informed approach to working with persons with mental health and substance use issues – all frontline officers during cycle training (since 2023).
- d) Persons with diverse gender identity or expression:
 - VPD recruits and SMC's have been receiving some variation of 2SLGBTQ+ training since 2014 – either with the JIBC or through the VPD.
 - In 2016, the VPD produced an internal training video entitled, Walk with Me – Embracing the Transgender Community, which continues to be part of mandatory training for all SMC's.

CONCLUSION:

With respect to the allegations made by the complainant, it should be noted that intensive work, community consultation and public safety parameters are examined prior to any decampment taking place. Additionally, the VPD and the City of Vancouver/Parks have a long history of responding to encampments and have taken great care to approach each encampment and its occupants with compassion. Effort has been made to establish relationships and provide community supports when bringing each encampment to a close. The VPD has done its utmost to maintain public safety and address all neighbourhood impacts carefully and respectfully, without reinforcing existing stigma regarding homelessness, substance use disorder and mental illness. While the VPD did play a role in the overarching decampment of Oppenheimer Park, it should be noted that the VPD has always established itself as a support agency providing consultation to the BC Ministry of Attorney General, BC Ministry of Housing and the City of Vancouver/Parks pursuant to public safety. Although highly visible, VPD members did not take part in the removal of tents, structures and/or materials from Oppenheimer Park. The VPD's role was limited to:

- Supporting the Park Rangers with the enforcement of Parks Bylaws;
- Keeping the peace and upholding public safety;
- Remaining neutral in our capacity and work with other organizations to facilitate the delivery of services; and

- Acting within our lawful authorities.

Author: Don Chapman, Deputy Chief #1831

Date: August 29, 2025

Submitting Executive Member:

Don Chapman, Deputy Chief

Date: September 11, 2025

From: The Office of the Police Complaint Commissioner <website@web.opcc.bc.ca>
Sent: Tuesday, June 25, 2024 7:53 PM
To: Web Submissions
Subject: Complaint Form - [REDACTED]

CAUTION: This email came from an external source. Only open attachments or links that you are expecting from a known sender.

Your Contact Details

First Name

[REDACTED]

Last Name

[REDACTED]

Mailing Address

[REDACTED]

City/Town

Vancouver

Province

Bc

Postal Code

[REDACTED]

Contact Phone Number

[REDACTED]

Email Address

[REDACTED]

Date of Birth

[REDACTED]

If you have a disability, accommodations are available. Please indicate how we may accommodate your needs

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

Complaint Information

When did the incident happen?

18/10/2023

What time did it occur?

04:00 pm

Where did the incident happen?

██████████ medical centre

Name of the police department involved, if known. Choose from this menu

Vancouver

Were there any witnesses? If so, please list their names and contact information

My entire family as well as staff at ██████████

Describe your injuries (if any)

██████████ surgeon has diagnosed amputation of my left foot and shin below the knee.

From April 6th 2023 to mid September-October2023 i was denied healthcare because of police not showing up to supervise my medical appointments I was turned away week after week. When I tried to ask who and why this is being mandated no clear answers were given.

If you received treatment for your injuries, please indicate when and where you received it:

Vancouver general hospital

Choose the type of complaint you are filing**Choose the type of complaint you are filing**

- Service or Policy
- Unknown

Complaint Description**Complaint Details**

what caused me to make a complaint was the fact that I am an innocent bystander in a targeted shooting I was fully cooperative, and the police behind my back was labelling me some thing else. First I was denied VICTIM SERVICES care, and now I'm being face with amputation simply because I wasn't getting the care I needed and deserved. Instead of having daily home care for a serious injury and wound I was forced to change it to every other day care and no home care was no longer available to me. I had to get in a car and drive 20 minutes praying that I didn't hit a bump or fall down and injure myself anymore, once I would arrive to the healthcare centre after a week, the police stop showing up this became so common in the medical center, would not let anyone work on me without the police there, because the police threaten them. Eventually they just would hand me a bag of random supplies, and I was told to work on it myself week after week, because the police were busy on other issues constantly, and the dialogue was me pleading for help and being ignored, or given generic blank statements , eventually working with the healthcare centre because they understood the situation they helped me get away with from the police by staging a surgery and telling them I was healed. But little too late I spent more tha 6 months healing my own wounds and the trauma of even just considering cutting off my foot is reason alone why I'm coming forward complaining today.

Complaint Resolution**Are you interested in participating in Complaint Resolution?**

No

My Statement**Please write first and last name here**

██████████

Date Signed

August 7, 2025

VIA E-MAIL: [REDACTED]

Mr. Frank Chong
Chair, Vancouver Police Board
City Hall 3rd Floor – 453 West 12th Ave
Vancouver, BC V5Y 1V4

Dear Mr. Chong:

**Re: Service or Policy Complaint – Vancouver Police Department
OPCC File No. 2025-000989**

On June 25, 2024, the Office of the Police Complaint Commissioner (OPCC) received a complaint from [REDACTED] outlining his concerns related to the Vancouver Police Department's ability to adequately resource members of their Gang Crime Unit to attend [REDACTED]'s medical appointments as required. A copy of the original complaint is attached.

The allegations contained in [REDACTED] complaint were reviewed and determined to be admissible and, accordingly, the complaint was forwarded to the Professional Standards Section of the VPD for investigation.

On May 1, 2025, the OPCC received a copy of an email sent by [REDACTED] to the VPD Professional Standards Section Investigator wherein he advised that he wished to withdraw his complaint in favour of proceeding via a service or policy complaint pursuant to Division 5 of the *Police Act*.

As you are aware, a service or policy complaint may include a complaint regarding the general direction and management or operation of a municipal police department. It may also include a complaint about the inadequacy or inappropriateness of a municipal police department's policies or internal procedures, training programs or resources, staffing or resource allocation, or the department's ability to respond to requests for assistance.

Upon receiving a copy of the complaint, pursuant to section 171(1) of the *Police Act*, the board, having authority over the municipal police department to which the complaint relates, must promptly do one or more of the following:

- (a) Request that the chief constable of that municipal police department investigate and report on the complaint;
- (b) Initiate a study concerning the complaint;

From: [REDACTED]
To: [REDACTED]
Cc: [Steve RAI](#); [Info-OPCC](#)
Subject: Acknowledgement of Receipt- Board File #2025-022- OPCC File# 2025-000989
Date: Friday, August 08, 2025 12:03:00 PM

Dear [REDACTED],

Thank you for your email.

The Board acknowledges the receipt of your complaint from the Office of Complaints Commissioner on August 7, 2025 and will respond in due course.

Kind regards,

Office of Vancouver Police Board

Email: office@vanpoliceboard.ca | Web: vancouverpoliceboard.ca

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VANCOUVER POLICE BOARD

"PROVIDING INDEPENDENT CIVILIAN OVERSIGHT, GOVERNANCE, AND STRATEGIC LEADERSHIP TO THE VANCOUVER POLICE DEPARTMENT, REFLECTING THE NEEDS, VALUES AND DIVERSITY OF VANCOUVER'S COMMUNITIES."

To: **Service or Policy Complaint Review Committee**
 From: Service or Policy Complaint Review Sub-Committee
 Date: August 25, 2025
 Subject: OPCC File # 2025-000989, Board File # 2025-022

-
- On August 7, 2025 the Board received this Complaint from the OPCC.
 - The Complainant initially filed the Complaint with the OPCC on June 25, 2024 outlining his concerns related to the VPD's ability to adequately resource member of the Gang Crime Unit to attend the Complainants medical appointments as required. The OPCC reviewed the Complaint and determined the Complaint to be admissible. As result Complaint was forwarded to the VPD's Professional Standards Section ("PSS") for a VPD investigation.
 - On May 1, 2025, the OPCC received a copy of an email sent by the Complainant to the VPD PSS team wherein he advised that he wished to withdraw his Complaint in favour of proceeding via a Service or Policy Complaint pursuant to Division 5 of the Police Act.
 - The Complaint received by the Board on August 7, 2025 is the very same Complaint that was received by the OPCC on June 25th , 2024.
 - The Complaint alleges that he was an "innocent bystander in a targeted shooting". He asserts that he was initially denied the VPD's Victim Services. He also asserts that he was also prevented from getting the medical care "...that he needed and deserved", somehow because of the VPD's actions or inaction.

Service or Policy Sub-committee Recommendation

Pursuant to Section 171 (a) of the Police Act, the Board requested that Chief investigate and report back to the Board on the circumstances of this Complaint so that the the Board is appraised of:

- the basis that the OPCC found the Complaint to be admissible, originally
- a copy of the email from the Complainant to the PSS in and around May 5th, 2025 withdrawing his Complaint against the VPD, and the reasons, therefore
- A fulsome report of the investigation undertaken by PSS between the time that the OPCC determined the Complaint to be "admissible" and May 1st 2025 when the Complaint was withdrawn by the Complaint from PSS in favor of a Service or Policy Complaint containing the very same allegations
- any other relevant information to respond to the Complaint

The Board will receive a report back from the VPD for the October 2025 Board meeting.

From: The Office of the Police Complaint Commissioner <website@web.opcc.bc.ca>
Sent: Monday, August 11, 2025 1:09 PM
To: Web Submissions
Subject: Complaint Form - [REDACTED] - 08/07/2025

CAUTION: This email came from an external source. Only open attachments or links that you are expecting from a known sender.

Your Contact Details

Title

[REDACTED]

First Name

[REDACTED]

Last Name

[REDACTED]

Mailing Address

[REDACTED]

City/Town

[REDACTED]

Province

British Columbia

Postal Code

[REDACTED]

Contact Phone Number

[REDACTED]

Email Address

[REDACTED]

Date of Birth

[REDACTED]

If you would like to, please let us know how you wish to be addressed (she/her, they/them, he/him):

[REDACTED]

If you have a disability, accommodations are available. Please indicate how we may accommodate your needs

[REDACTED] Please be patient with me

[REDACTED]

[REDACTED]

[REDACTED]

Complaint Information

When did the incident happen?

08/07/2025

What time did it occur?

08:00 am

Where did the incident happen?

Vancouver

Name of the police department involved, if known. Choose from this menu

Vancouver

Name or badge number of the officer(s), if known

Describe your injuries (if any)

The injury is ongoing reputational and professional harm due to the unlawful retention and publication of a stayed charge on CPIC. This affects my ability to secure employment, volunteer opportunities, and fair consideration in legal proceedings. It undermines my credibility in court, impacts income, and continues to cause personal stress and stigma despite there never being a conviction.

Choose the type of complaint you are filing

Choose the type of complaint you are filing

- Service or Policy

Complaint Description

Complaint Details

On July 7, 2025, I requested the destruction of fingerprints, photographs, and CPIC entries related to charges that were stayed many years ago. On July 8, 2025, [REDACTED] Supervisor of the VPD Criminal Records Unit, refused, stating destruction applies "only to non-convictions where no convictions exist on a criminal record."

This is incorrect. CPIC national policy (administered by RCMP CCRTIS) applies a per-incident standard: a stayed charge is eligible for removal after 1 year with no court activity, regardless of other unrelated convictions. The RCMP has already processed my other non-conviction removals using this correct standard.

VPD, as the originating police service, is the only barrier to removal of this record from CPIC. Their refusal breaches CPIC national policy, the Identification of Criminals Act, the Privacy Act, and my Charter rights (ss. 7 & 8).

This has caused ongoing injury to my reputation, employment opportunities, volunteer eligibility, and credibility in legal proceedings. I seek immediate approval and forwarding of my destruction request to CCRTIS, removal from CPIC, destruction of identifiers, and correction of internal VPD policy to align with national standards.

Complaint Resolution

Are you interested in participating in Complaint Resolution?

Yes

My Statement

Please write first and last name here

[Redacted]

Date Signed

11/08/2025

August 29, 2025

VIA E-MAIL: [REDACTED]

Mr. Frank Chong
Chair, Vancouver Police Board
City Hall 3rd Floor – 453 West 12th Ave
Vancouver, BC V5Y 1V4

Dear Mr. Chong:

**Re: Service or Policy Complaint – Vancouver Police Department
OPCC File No. 2025-001433**

On August 11, 2025, the Office of the Police Complaint Commissioner (OPCC) received a complaint from [REDACTED] outlining his concerns related to the Vancouver Police Department's destruction of fingerprints, photographs and CPIC entries in relation to stayed charges. On July 8, 2025, [REDACTED] was advised by the supervisor of the VPD Criminal Records Unit destruction applies, "where no convictions exist on a criminal record". [REDACTED] states the information he received is incorrect. A copy of the original complaint is attached.

As you are aware, a service or policy complaint may include a complaint regarding the general direction and management or operation of a municipal police department. It may also include a complaint about the inadequacy or inappropriateness of a municipal police department's policies or internal procedures, training programs or resources, staffing or resource allocation, or the department's ability to respond to requests for assistance.

Upon receiving a copy of the complaint, pursuant to section 171(1) of the *Police Act*, the board, having authority over the municipal police department to which the complaint relates, must promptly do one or more of the following:

- (a) Request that the chief constable of that municipal police department investigate and report on the complaint;
- (b) Initiate a study concerning the complaint;
- (c) Initiate an investigation into the complaint;
- (d) Dismiss the complaint with reasons; and/or
- (e) Take any other course of action the board considers necessary to respond adequately to the complaint.

Pursuant to section 171(3) of the Act, within 20 business days after doing any of the things described in subsection (1)(a) to (e), the board must notify the Complainant, the Director of Police Services and the Police Complaint Commissioner regarding the course of action being taken. The Police Complaint Commissioner may request a status report from the board regarding the progress of an investigation or a study concerning a complaint under Division 5.

The police board must send an explanation for actions taken by the board under section 171 (1) and if applicable, a detailed summary of the results of any investigation or study initiated to the Complainant, the Director of Police Services and the Police Complaint Commissioner. If the Complainant is dissatisfied with the board's actions, explanations, or results from the investigation or the summary of those results, that person may, within 20 business days of receiving the explanation or summary, request the Police Complaint Commissioner to review the matter.

Should you have any questions regarding the above or with respect to the *Police Act* process, please do not hesitate to contact me at (250) 356-7458 or by email at info@opcc.bc.ca.

Yours truly,



Cameron Loveless
Executive Director, Oversight Operations

cc: Chief Constable Steve Rai, Vancouver Police Department
[REDACTED]

From: [REDACTED]
To: [REDACTED]
Cc: [RAI, Steve](#); [Info-OPCC](#)
Subject: Acknowledgement of Receipt- Board File #2025-023- OPCC 2025-001433
Date: Friday, August 29, 2025 11:22:00 AM

Dear [REDACTED],

Hope you are well.

The Board acknowledges the receipt of your complaint from the Office of Complaints Commissioner on August 29, 2025 and will respond in due course.

Kind regards,

Office of Vancouver Police Board

Email: office@vanpoliceboard.ca | Web: vancouverpoliceboard.ca

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To: **Service or Policy Complaint Review Committee**

From: Service or Policy Complaint Review Sub-Committee

Date: September 2, 2025

Subject: OPCC File # 2025-001433, Board File # 2025-023

- This Complaint dated August 11 , 2025 was received in the Board office on August 29, 2025, from the OPCC.
- The Complainant seeks the destruction and removal of fingerprints, photographs and CIPIC and other RCMP entries respecting 4 charges dated from 2014-2017 which were "stayed". He also requests notification to the VPD and RCMP to destroy local records and confirmation that the destruction is complete.
- The Complainant requested in writing to the RCMP (Canadian Criminal Real Time Identification Services ("CCRTIS")) who maintain a repository of Criminal Records on behalf of Canadian Police Services including the RCMP. CCRTIS advised that it will not destroy non-conviction information, unless the originating police service/RCMP detachment makes a request to CCRTIS to have the information destroyed.
- It was recommended to the Complainant that he contact the originating police service/RCMP and ask that they agree to destroy the information.
- They advised further that Local Police services have their own policies, and they should be contacted for more information on how non -conviction records are managed.
 - If they approve the destruction, they will send a request to CCRTIS.
 - If they do not approve the request for destruction, CCRTIS will not destroy the non-conviction charges. It was also suggested, that if they deny the request for destruction, the Complainant should consult the originating service/RCMP detachment and enquire about an appeal process with respect to their decision not to approve.
- The Complainant advises that a representative of the VPD Criminal Records Unit, refused to authorize the destruction of the "stayed" charges and advised (according to the Complaint) "...that destruction applies only to non-convictions where no convictions exist on a criminal record"
- The Complainant acknowledges that he has a separate criminal record, but notwithstanding , the statement from the person at the VPD Criminal Records Unit is incorrect.
- The Complainant notes that CIPIC national police administered by CCRTIS applies to a per incident standard. A " stayed charge is eligible for removal after 1 year with no court activity regardless of unrelated convictions. He asserts that the RCMP has already processed his other non-conviction removals, using this correct standard.

Service or Policy Sub-committee Recommendation

Pursuant to Section 171 (1) of the Police Act, the Board requested that Chief investigate and report back to the Board on the circumstances of this Complaint so that the Board is apprised of:

- the VPD Policy and or Practice respect the removal and or destruction of "stayed" criminal charges against an individual
- whether the existing Policy or practice of the VPD referred in A above, is inconsistent with the CPIC national policy administered by the RCMP/CCRTIS
- Is there an appeal process in place as a result of a denial by the VPD for the removal or destruction of "stayed" criminal charges?
- What is the impact on the VPD decision, of a person who has a previous unrelated criminal charge on the existing VPD Policy or practice?
- any other relevant information that will assist the Board in dealing with this complaint
- All relevant documentation from the Complainant should be sent to the VPD to assist with their investigation.