

The Mass Casualty Commission Final Report

An Overview

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Commission



**PETER A. ALLARD
SCHOOL OF LAW**

THE UNIVERSITY OF BRITISH COLUMBIA

①

What Happened

②

How & Why

③

**Findings &
Recommendations**

OUR MANDATE

Understanding the causes, context, and circumstances of the mass casualty

VIOLENCE

Issues included:

- Gender-based and intimate partner violence
- Perpetrator's history of violence

COMMUNITY

Issues included:

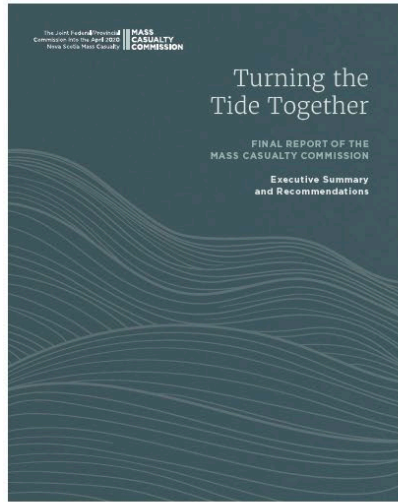
- Access to firearms
- Post-event support
- Differentially affected groups

POLICING

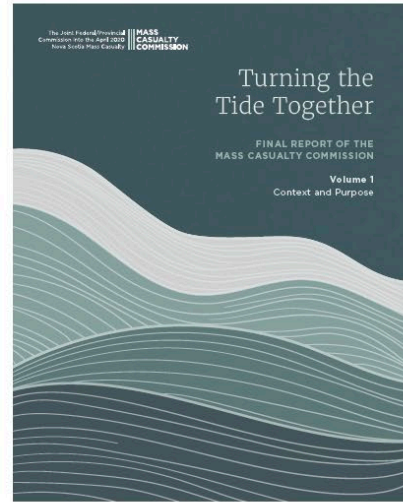
Issues included:

- Critical incident response
- Police communications
- Police paraphernalia

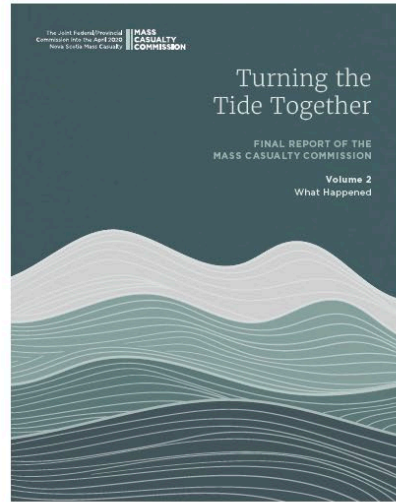
Report Volumes



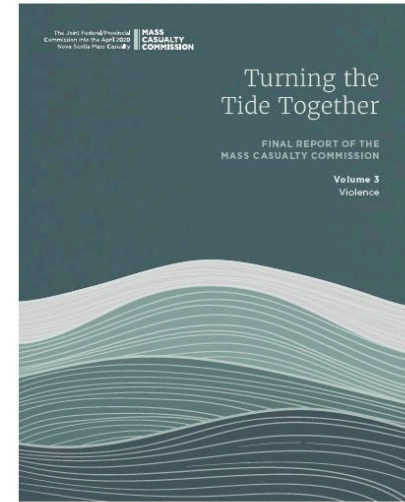
**Executive Summary
and Recommendations**



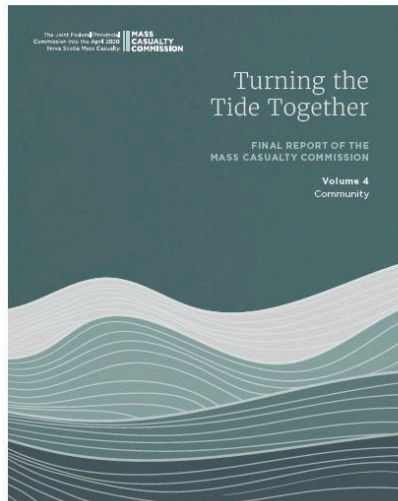
**Volume 1
Context and Purpose**



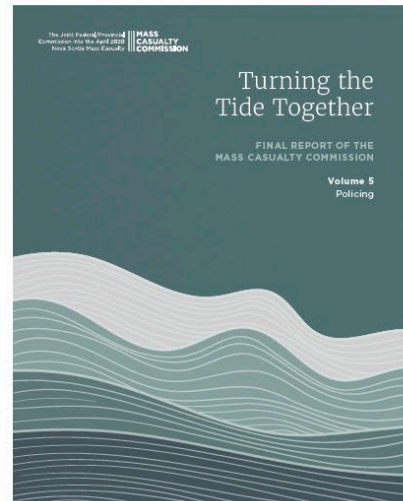
**Volume 2
What Happened**



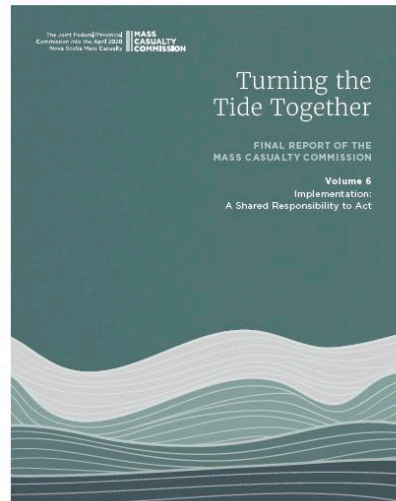
**Volume 3
Violence**



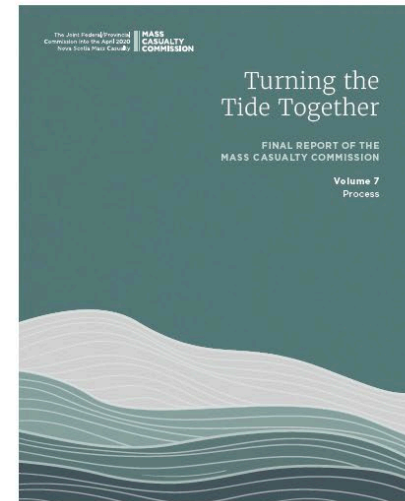
**Volume 4
Community**



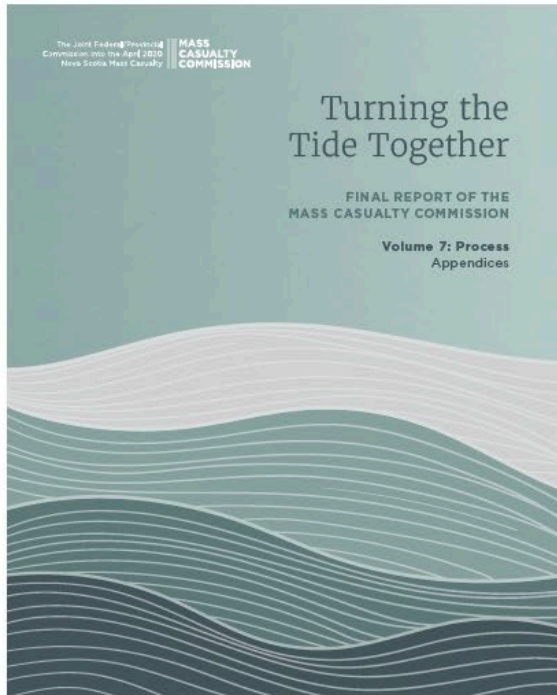
**Volume 5
Policing**



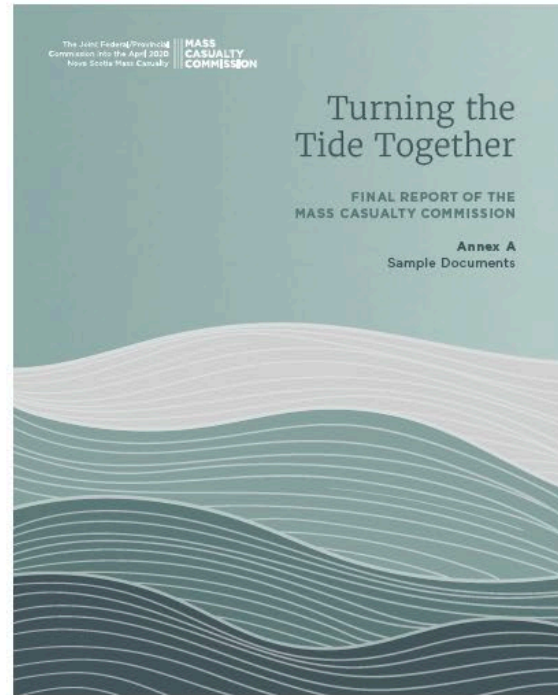
**Volume 6
Implementation - A Shared
Responsibility to Act**



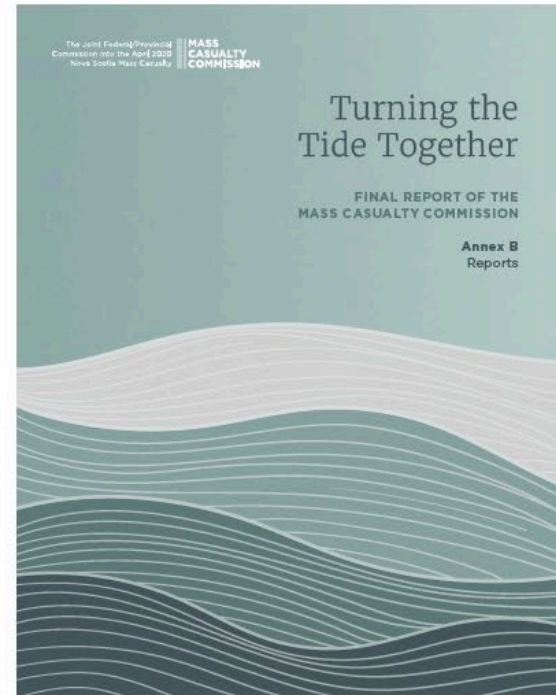
**Volume 7
Process**



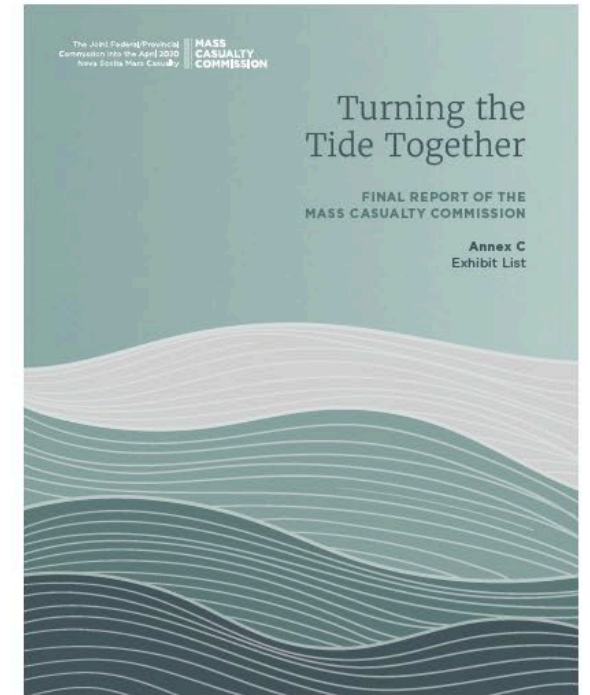
**Volume 7: Process
Appendices**



**Annex A
Sample Documents**



**Annex B
Reports**



**Annex C
Exhibit List**

Volume 3: Violence

- Part A: The Perpetrator
 - Part B: Mass Casualties
 - Part C: Preventing Mass Casualties
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- A decorative graphic at the bottom of the slide consisting of multiple thin, light blue wavy lines that create a sense of movement and depth, resembling a stylized horizon or a series of overlapping waves.

Volume 4: Communities

- Part A: Rurality and Rural Communities
 - Part C: Community-Engaged Safety and Well-Being
 - Part D: Applying Lessons Learned
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- A decorative graphic at the bottom of the slide consisting of multiple thin, light blue wavy lines that create a sense of movement and depth, resembling a stylized horizon or water ripples.

Volume 5: Policing

- Part C: Reimagining Policing in Canada
- Part D: Everyday Policing Practices



Other Volumes

- Volume 6: Implementation – A Shared Responsibility to Act
- Volume 7: Process



Main Findings, Lessons Learned, and Recommendations

We frame our conclusions in three steps.

1. We identify findings that pertain to the questions and issues laid out in our mandate.
2. From these main findings we identify lessons learned, which reflect the knowledge we have gained.
3. From these lessons learned, we build our recommendations so that people across our governments, institutions, and communities can begin to take action right away.

Chapter 1 Perpetrator's History of Violence and Coercion

MAIN FINDING The perpetrator's pattern of violent and intimidating behaviour was facilitated by the power and privilege he experienced as a white man with professional status and substantial means.

Chapter 6 Missed Intervention Points

MAIN FINDING Despite widespread community knowledge of the perpetrator's violent and otherwise illegal, intimidating, and predatory behaviour over a number of years, there were impediments to safely reporting concerns, including a fear of retaliation, ineffective access points, and a lack of faith in an adequate police response. These impediments were magnified by the operation of power and privilege, and by a lack of trust and confidence in police and other authorities, particularly for members of marginalized communities. The barriers to reporting resulted in missed red flags and opportunities to intercede in his behaviour.

LESSON LEARNED A cultural shift is required so that (a) our institutions accommodate accessible, safe, and credible reporting mechanisms; (b) promoting crime prevention and community safety becomes a shared responsibility; and (c) existing systemic biases favouring privileged perpetrators are addressed.

Chapter 9 Sociology of Mass Casualty Incidents

MAIN FINDING While violence is overwhelmingly perpetrated by men, most men do not perpetrate violence. However, mass casualties are a gendered phenomenon. Mass casualty incidents are committed almost universally by men. By whatever measure we use, most serious violence in North America is committed by men and boys. This includes violence against strangers, violence against family members and intimate partners, and mass casualties. Gun ownership, gun-related fatalities, and gun violence more generally are all gendered phenomena.

MAIN FINDING As a result of gender bias, the strong connection between gender-based violence and mass casualties continues to be overlooked in much research and commentary, and in measures to prevent and respond to violence, including to mass casualty incidents.

Chapter 10 Collective and Systemic Failure to Protect Women

MAIN FINDING Gender-based, intimate partner, and family violence is an epidemic. Like the COVID-19 pandemic, it is a public health emergency that warrants a meaningful, whole of society response.

MAIN FINDING Although experienced by all genders, these forms of violence affect a disproportionately large number of women and girls. The impact is even more severe on some communities of women and girls marginalized within Canadian society: Indigenous women and girls; Black and racialized women and girls; immigrant and refugee women and girls; Two-Spirit, lesbian, gay, bisexual, trans-gender, queer, intersex, and additional sexually and gender diverse (2SLGBTQI+) people; people with disabilities; and women living in northern, rural, and remote communities.

MAIN FINDING Economic marginalization and criminalization heighten the risk of violence against women and girls.

Recommendation V.6

INTIMATE PARTNER VIOLENCE AND POLICE AND PROSECUTORIAL DISCRETION TO LAY CRIMINAL CHARGES

The Commission recommends that

- a) Police and Crown attorneys / counsel carefully consider the context of intimate partner violence, and particularly coercive control, when criminal charges are being contemplated against survivors of such violence; and
- b) Police investigations and public prosecutions should engage subject matter experts to help ensure that the dynamics of intimate partner violence are understood.

Recommendation V.7

COUNTERING VICTIM BLAMING AND HYPERRESPONSIBILIZATION OF WOMEN SURVIVORS

The Commission recommends that

Federal, provincial, and territorial governments work with and support community-based groups and experts in the gender-based advocacy and support sector to develop and deliver prevention materials and social awareness programs that counter victim blaming and hyper-responsibilization (holding of an individual to higher standards than what would typically be expected of the average person) of women survivors of gender-based violence.

Recommendation V.8

WOMEN-CENTRIC RISK ASSESSMENTS

The Commission recommends that

- a) The federal government should initiate and support the development of a common framework for women-centric risk assessments through a process led by the gender-based violence advocacy and support sector.
- b) All agencies responsible for the development and application of risk assessment tools integrate this common framework into their work in collaboration with the gender-based violence advocacy and support sector and on the basis of direct input from women survivors.
- c) The common framework and the risk assessment tools built on this framework have a dual aim of ensuring an effective response to immediate threats and long-term protection.

- **V.9:** CREATING SAFE SPACES TO REPORT VIOLENCE
- **V.10:** REPLACEMENT OF MANDATORY ARREST AND CHARGING POLICIES AND PROTOCOLS FOR INTIMATE PARTNER VIOLENCE OFFENCES
- **V.11:** EXTERNAL ACCOUNTABILITY MECHANISM FOR POLICING RESPONSES TO INTIMATE PARTNER VIOLENCE
- **V.12:** EFFECTIVE APPROACHES TO ADDRESSING COERCIVE CONTROL AS A FORM OF GENDER-BASED VIOLENCE
- **V.13:** EPIDEMIC-LEVEL FUNDING FOR GENDER-BASED VIOLENCE PREVENTION AND INTERVENTION

- **V.14:** MOBILIZING A COMMUNITY-WIDE RESPONSE
- **V.15:** WOMEN-CENTRED STRATEGIES AND ACTIONS
 - Recognition of the expertise and experience of the gender-based violence advocacy and support sector, including survivors of gender-based violence, is essential.
- **V.16:** PUTTING WOMEN'S SAFETY FIRST (TOWARD PRIMARY PREVENTION)
- **V.17:** NATIONAL ACCOUNTABILITY FRAMEWORK (GENDER-BASED VIOLENCE COMMISSIONER)

Recommendation C.16

COMMUNITY SAFETY AND WELL-BEING FUNDING ALLOCATION

The Commission recommends that

Federal, provincial, and territorial governments should


- a) adopt funding allocation methods for community safety and well-being initiatives that take into account rural and remote contexts, and
- b) shift budgets to focus on prevention activities.

IMPLEMENTATION POINTS

These laws should

- recognize gender-based, intimate partner, and family violence as a central inhibitor of community safety and well-being;
- prioritize safety and well-being in marginalized communities, recognizing the past and ongoing collective trauma resulting from systemic racism, colonialism, and other processes of marginalization and oppression; and
- ensure that rural communities have an active role in planning for safety and well-being in their communities.

- **C.6:** REVITALIZING POLICE-BASED VICTIM SERVICES WITH A DUTY OF CARE
- **C.14:** ENACTING COMMUNITY SAFETY AND WELL-BEING LAWS
- **C.17:** PROMOTING BYSTANDER INTERVENTION AS A DAILY PRACTICE
- **C.19:** PROACTIVE MONITORING BY PROFESSIONAL LICENSING BODIES
- **C.20:** OVERSIGHT OF PUBLICLY FUNDED SERVICES TO POOR AND MARGINALIZED COMMUNITIES

- 
- **C.22:** REVOCATION OF FIREARMS LICENSES FOR CONVICTION OF DOMESTIC VIOLENCE OR HATE-RELATED OFFENCES
 - **C.25:** EFFECTIVE, ACCOUNTABLE, AND CONSISTENT ENFORCEMENT OF FIREARMS REGULATIONS
 - **C.32:** PROMOTING AND SUPPORTING HEALTHY MASCULINITIES

LESSON LEARNED Naming and countering the operation of misogyny, racism, homophobia, and other inegalitarian attitudes within policing must be placed at the heart of strategies to improve everyday policing. If police continue to disbelieve women, operate in ignorance about how violence and trauma present, and work in a silo rather than as part of a coordinated community safety system, the problems we have documented in this Report will persist.

Recommendation P.74

COUNTERING SYSTEMIC BIAS

The Commission recommends that

Government, police agencies, and police education programs make the goal of identifying and countering the operation of misogyny, racism, homophobia, and other inegalitarian attitudes central to every strategy for improving the quality of everyday policing in Canada.

Recommendation P.75

PREVENTING VIOLENCE AND PROTECTING SAFETY

The Commission recommends that

Government, police agencies, and police education programs emphasize that working with other gender-based violence advocacy and support sector members to prevent an escalation of violence and protect the safety of those who experience violence is the primary purpose of every police response to a complaint of violence or the expressed fear of violence.

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- **P.51:** REWRITE AND PUBLISH RCMP POLICIES
 - **P.53:** ADEQUATE POLICE SERVICES IN RURAL AND REMOTE COMMUNITIES
 - **P.56 & P.70:** MODERNIZING POLICE EDUCATION AND RESEARCH
 - **P.68:** INFORMATION SHARING
 - **P.71:** POLICE NOTE TAKING



Recommendation I.1

**TURNING THE TIDE TOGETHER IMPLEMENTATION
AND MUTUAL ACCOUNTABILITY BODY**

Thank you!

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