



## **Submission to the Mass Casualty Commission - August 22 2022**

### **Commissioners of the Mass Casualty Commission**

The Honourable J. Michael MacDonald, Chair

Leanne J. Fitch MOM

Dr. Kim Stanton LLD

### **Dear Commissioners:**

The Coalition for Canadian Police Reform welcomes the invitation by the MCC to provide a submission. The work of the MCC to determine what occurred in Nova Scotia, April 18<sup>th</sup> & 19<sup>th</sup> 2020 is an important opportunity to provide recommendations to be actioned by government, police oversight boards and police services across the nation.

### **Learnings to Date**

The MCC has already identified opportunities for:

- 1) prevention of future of incidents of “armed gunman violence”
- 2) enhanced awareness and responsiveness to domestic violence by police officers
- 3) improved timeliness and effectiveness of police response to violent rampages in the community.
- 4) enhanced emergency public notification

An article in the Globe and Mail of July 15, 2022, updated on August 2 states:

“Testimony and subpoenaed documents obtained through the Mass Casualty Commission’s (MCC) inquiry have cast light on critical missteps by police during the attack...including failing to properly alert the public, neglecting to ask other police forces for help, allowing the gunman to slip away and continue killing for a second day...”

<https://www.theglobeandmail.com/canada/article-nova-scotia-mass-shooting-inquiry-questions/>

### **How to improve police service delivery for all Canadians**

This submission will focus primarily on the ineffectiveness of the existing entry-level training of police officers in Canada and address the present training of cadets (recruits) at the RCMP Depot Division. We will describe studies from 1994 to the present that have made recommendations related to police training and professionalization.

We provide recommendations that would improve the quality of police training and education. We propose a model for police training that would be governed by a “College of Professional Policing for Canada” uniquely designed for Canada and established by a special act of Parliament. We believe that a College will provide



nationally consistent high standards and ongoing assessment and quality improvement to both knowledge content and teaching methodology for generations to come. A tabulated list of recommendations concludes the document.

## **Police Officers are caring individuals**

Our Coalition is mindful of the difficult task that police officers are required to perform. Police officers are typically caring individuals with a desire to help others. This submission is to advance the case for improved police training and education throughout Canada to meet the needs of our officers in the 21st Century. It is our belief that basic entry level training of police officers is deficient and lacks current and relevant subject matter. It is also our premise that recurrent training of experienced officers is deficient. All of our officers first train and then work within a culture that may not be conducive to the best for both officers and country. All officers deserve to be equipped with the competencies to meet the variety of contexts within which they are required to work.

## **Training might have made the difference and saved lives!**

It is our belief that the responding police officers, supervisors and commanders should have received training in very relevant subjects for critical incident response including:

- *Civil Emergencies and Contingencies*
- *Community Engagement and Communication*
- *Public Notification and Protection*
- *Overview of Major Investigations*

These subjects are absent from police entry level training in Canada, but they are well described by the College of Policing of England and Wales. <https://www.college.police.uk/app>. (We cannot provide a precis of the curriculum for advanced training in Canada because the program does not exist or because the material is not accessible in an open source search.)

It is quite probable that the police response to the events that took place in Nova Scotia, April 18-19<sup>th</sup> may have been significantly different and the responding police officers may have prevented loss of life if they had the relevant training related to critical incident responses.



Why is there an urgent need to improve the basic training and education of new police officers? It is important to highlight that while senior police commanders in Canada may have received the benefit of training in commanding High Risk incidents, senior commanders are not the first responding police officers. It is therefore critical that operational, first responding police officers must have a basic understanding of effective strategies, steps and tactics to manage critical incidents, public notification and protection and major Investigations.

## **College of Policing of England and Wales**

The College of Policing was established in 2012 as the professional body for all levels of personnel working in policing in England and Wales. The purpose is to provide officers and staff with the skills and knowledge necessary to prevent crime, protect the public and secure public trust. The British Parliamentary model does not have a division of powers between the central government and provinces unlike Canada and it was easily established at the behest of Prime Minister David Cameron. <https://www.college.police.uk/>

Here we provide descriptions of the College of Policing curriculum that is relevant to this inquiry:

- **Critical Incident Management**

“Critical incident management (CIM) is intended to provide a response which satisfies the needs of the victim, their family and the community, but also provides an effective and proportionate outcome to an incident. The definition is deliberately broad and should ensure that incidents which are likely to escalate into a CI are not missed. It recognises the fundamental importance of community confidence and trust in the police response to Critical Incidents, and applies equally to serious, less serious and internal incidents. Although high-profile and/or large-scale incidents are more likely to develop into or contain multiple CIs, less serious incidents and internal incidents can, and do, escalate. A CI may appear to come from nowhere, but usually there are warning signs.”

<https://www.college.police.uk/app/critical-incident-management/introduction-and-types-critical-incidents#principles>



Comment: It has been revealed at the inquiry that the perpetrator of the April 18-19th massacre had a history of violence and threats inflicted on his wife and there was public knowledge of the weapons he possessed. No effective intervention occurred.

- Civil Emergencies

“Civil emergencies require a professional, structured and coordinated response from all the emergency services. Police, fire and ambulance services need interoperable arrangements to manage major or complex incidents successfully and to meet legislative requirements. This guidance covers police contingency planning and response to civil emergencies, regardless of the cause. It focuses on interoperability between agencies when providing an emergency response. Police roles and specialisms are covered, as well as the knowledge and skills required to respond to civil emergencies.”

<https://www.college.police.uk/app/civil-emergencies/civil-contingencies>

Comment: This course exceeds the knowledge needs of a new recruit. But we emphasize that because patrol officers and not senior officers respond to calls for service that it is essential for initial training to provide a framework of knowledge that enables a better early response than occurred on April 18-19th.

- Major Investigation and Public Protection

“Policing has a crucial role to play in the identification, support and safeguarding of adults who are at risk of harm. Perpetrators will target those with specific vulnerabilities, for example, mental ill health, substance misuse, isolation, to commit or assist in the commission of their crimes, as they know they will be easier to groom, manipulate and threaten, and as victims they are less likely to report their experience for many reasons.”

<https://www.college.police.uk/app/major-investigation-and-public-protection>

Comment: Domestic violence is a component of this course. Read more here: <https://library.college.police.uk/docs/appref/Serial-dangerous-domestic-abuse-stalking-perpetrators-principles.pdf>

These extracts from the College of Policing of England and Wales may provide important insights for the Mass Casualty Commission. We emphasize again that components of each of the College of Policing curricular units described above are critical basic knowledge for police from the moment they are sworn and working on the



street. This is because front-line officers are the initial response to calls for service and because we can see that response by senior officers with more knowledge can be delayed as was experienced in Nova Scotia on April 18-19th.

## **Trust and confidence in police is declining**

The policing sector in Canada is under intense scrutiny. Public trust in police is deteriorating. Dyna Ibrahim of the Canadian Centre for Justice and Community Safety Statistics described the responses to questions about the perception of policing in the 2019 General Survey by Statistics Canada.

“In Canada, the police rely on continued support and cooperation from the Canadian public to efficiently and successfully carry out its duties. The public’s willingness to report crime, to cooperate with police during investigations, to call if in need of assistance and to abide by laws and police orders, are all associated with how they view the police ([Brown and Benedict 2002](#); [Cao 2014](#); [Chow 2012](#); [Ren et al. 2005](#)). Positive perceptions of police among citizens are, therefore, a critical aspect of public safety and contribute to a lower level of crime.”  
<https://www150.statcan.gc.ca/n1/pub/85-002-x/2020001/article/00014-eng.htm>

Reversing this trend will not be easy. It is our belief that a well-trained police service is one significant part of the solution.

## **The Coalition for Canadian Police Reform**

The Coalition for Canadian Police Reform (C-CPR) has been established to educate the public about police training and professionalism. We believe that Canadians will agree that the profession of policing must be accountable to all Canadians through a long term commitment to the highest standards of practice in the name of community well-being and public safety.

Our Coalition was formed as a national non-profit corporation in April 2021 with diverse and geographical representation. Our current Board of Directors are named in Appendix 2. Our website is <https://www.c-cpr.ca>.

Our Coalition members, volunteers and Board of Directors include former and serving police officers and police chiefs. There are former legislators, former provincial and



federal government ministers, academic researchers, former and serving senators, former police board/commissioners and most importantly members of the public including BIPOC peoples who are members of our organization. We clearly understand that working together is paramount in any success that we might have in achieving our mission. We are acting in the best interest of police officers and the citizens they serve in an increasingly difficult and complex operating environment created by a changing society.

### **Canadian “Calls to Action” for improved training of police**

During the last three decades there have been many reports, empirical studies, forums and summits that have recommended the creation or formation of an entity like a College to set national training standards for entry level police officers. Several of these studies were funded by Public Safety Canada. Itemized here are several studies dating from 1994 to the present day.

- **Closing the Gap: Policing and The Community by the Commission of Inquiry into Policing in British Columbia. Commissioner The Honourable Mr. Justice Wallace T. Oppal. 1994**  
[https://opcc.bc.ca/wp-content/uploads/2017/04/Closing\\_The\\_Gap-Recommendations.pdf](https://opcc.bc.ca/wp-content/uploads/2017/04/Closing_The_Gap-Recommendations.pdf)
- **Police Sector Council, 2013:**  
<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/plc-lrnnng-smmt/index-en.aspx>
- **Council of Canadian Academics, 2014:**  
[https://cca-reports.ca/wp-content/uploads/2018/10/policing\\_fullreporten.pdf](https://cca-reports.ca/wp-content/uploads/2018/10/policing_fullreporten.pdf)
- **Anne L. Eason PhD and Scott Blandford PhD, *A comparative study of prior learning for serving police officers in Canada and England and Wales, UK: Bridging the academic gap*, 2021**  
[https://salusjournal.com/wp-content/uploads/2021/10/EasonBlandford\\_Salus\\_Journal\\_Volume\\_9\\_Number\\_2\\_2021\\_pp\\_2\\_15.pdf](https://salusjournal.com/wp-content/uploads/2021/10/EasonBlandford_Salus_Journal_Volume_9_Number_2_2021_pp_2_15.pdf)
- **Transforming Policing and Community Safety in British Columbia, Legislature of British Columbia, 2022**  
[https://www.leg.bc.ca/content/CommitteeDocuments/42nd-parliament/3rd-session/rpa/S-C-RPA-Report\\_42-3\\_2022-04-28.pdf](https://www.leg.bc.ca/content/CommitteeDocuments/42nd-parliament/3rd-session/rpa/S-C-RPA-Report_42-3_2022-04-28.pdf)



- **Canadian Policing: Why and How it Must Change** (Toronto: Irwin Law, Delve Publishing, 2022) at <https://irwinlaw.com/product/canadian-policing-why-and-how-it-should-cha>. An extract of relevance is included in the Appendices.

**We would like to quote from several of the above studies:**

- 1) In the 2013 Economics of Policing Study, Baseline for Policing Research in Canada, Second Paragraph, Concluding Comments, researchers noted that:

*“The materials presented in this report have documented the fragmented state of police research in Canada. This state of affairs is due in large measure to the absence of a federal body or national organization that has a general responsibility to encourage the development of new knowledge around policing issues and communicate that knowledge to the broader community. As one academic stated; “at the moment we are working in silos out of necessity, not by choice. There is no unifying body that could overcome this.”*

<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/bsln-plcng-rsrch/index-en.a.spx>

- 2) The most recent House of Commons report, *SYSTEMIC RACISM IN POLICING IN CANADA, June 2021*, highlights the critical importance of Cultural Awareness, Anti-Racism, Implicit Bias and Diversity Training in Section 2.8

*“Throughout its study of Systemic Racism in Policing in Canada, the Committee heard about the importance of police training that seeks to promote cultural awareness, prevent bias and racism, and foster diversity. Many witnesses emphasized the importance of police training in equipping officers to work with the diverse cultures and communities they interact with and to learn about the history of racism and colonialism in Canada. It was also suggested that training can equip police officers to recognize their own biases and assist them to provide services free of racial discrimination.”*

<https://www.ourcommons.ca/DocumentViewer/en/43-2/SECU/report-6/>

- 3) Melanie Omenahoo, President of Women of the Metis Nation - Les Femmes Michif Otipemisiwak stated on November 16 2020 to the STANDING



COMMITTEE ON PUBLIC SAFETY AND NATIONAL SECURITY during their hearings for the above report:

*“A complete re-education of the entire police system is required. This training must go beyond a tick box (confirming completion of a module) on cross-cultural training, but must cause the system and participants to fully examine their biases, both overt and unconscious.”[footnote 245]*

Ms Omenahoo’s statement should be noted by the Mass Casualty Commission because important subject matter is not served well by simple modules of training, never repeated. Cross-cultural training must be done by teachers who have lived experience and be integrated across the curriculum. Impactful professional training and education that learners can apply in practice requires evidence based, and best practice pedagogical methodologies. The Canadian College of Policing vision is to establish the highest standards of competence and performance excellence—through reliable and valid training and assessment methods.

(personal communication Dr. Nancy McNaughton, Michener Institute, University of Toronto)

- 4) In March of 2017, The Independent Police Oversight Review in Ontario, prepared by The Honourable Michael H. Tulloch identified the need for a Professional College of Policing at Section 12.300:  
*20. “Serious consideration should be given to establishing a College of Policing in Ontario as the professional body for policing.”*

Other recommendations from this review were implemented in Ontario, however the College was not established:

[https://wayback.archive-it.org/16312/20210402050708/http://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/police\\_oversight\\_review/#\\_idParaDest-87](https://wayback.archive-it.org/16312/20210402050708/http://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/police_oversight_review/#_idParaDest-87)

- 5) Kent Roach is Professor of Law at the University of Toronto Faculty of Law. He has written extensively about policing. In his book **“From Depot to a National Policing College”**, **Roach, Kent, 2022; pg 168** he argues strongly for the closure of the RCMP Depot Division. We have reproduced one page of his text in the appendices.





## **Canadian Police Training Curriculum: Too brief, too subjective, not relevant for the 21st Century**

The principals of our coalition include current and former police officers, academics, police chiefs and police governance board members. We have received consistent supportive feedback from knowledgeable individuals who agree with the following:

- Canadian police training curriculum should be mapped to the knowledge needs of front-line officers. We believe this mapping would necessarily include education about the diversity of ethnicities and cultures represented in Canada; increase time assigned to de-escalation training and communications skills; add modules on systemic racism and both personal and systemic bias and its accompanying impact on police welfare and public trust.
- Each component of the police training curriculum should reflect the current state of expert practice and evidence based knowledge.
- National standards for the curriculum are needed to ensure that all police officers receive a strong foundation in the necessary skills and current concepts required to police equitably and compassionately in the 21st Century. Standardizing policing education across Canada would provide police officers with an experience of rigorous competency based learning and assessment.
- Canadian police training requires more time than the current training duration. Training duration varies from 15 to 42 weeks with an average of 27 weeks.
- Canadian police training requires the instructors to have advanced knowledge of the best practices in professional education. Pedagogical knowledge and skills of the instructors are critical.
- Canadian police training in order to achieve excellence requires consistent and dedicated oversight and quality assurance of the curriculum, the teachers, the teaching environment and assessment protocols to ensure students' acquire competencies required to practice their profession safely.

Officers who are trained to identify and address trauma in the community and who have a heightened awareness of their own exposure to stress and trauma, may be better equipped to seek help as needed and police in an equitable and respectful manner. According to media reports, the RCMP officers involved in the April 18-19<sup>th</sup> Nova Scotia events did not receive adequate access to care. Knowledge of trauma-informed practice



must be central to a curriculum for police officers. The mental health of police officers in training and practice is a priority for creating and maintaining a healthy workforce.

Police training is relatively limited in duration and far shorter than other caring professions require. The content is focused on a militaristic model and deliberately evokes psychological stress in the recruits, emphasizes intensive physical fitness, firearms proficiency and a focus on enforcement. A 21st Century curriculum would emphasize prevention, problem solving and emotional intelligence skills to deal with conflict and stressful events. A 21st Century training environment would be respectful of the trainees.

### **Provincial training standards are vague and ill-defined**

Each province has a police services division or directorate that is responsible for setting generic standards respecting recruiting, training, equipment and performance. An examination of the legislation clearly reveals that the statements referring to standards are general in nature and often do not set out essential subjects. Most do not reference important subject matter like de-escalation, racism, bias, indigenous colonization, dealing with mental illness and many other subjects. These provincial training requirements do not address the skills of the trainers or the process of evaluation. Further information is included in the section entitled RCMP Recruit (Cadet), below.

Provincial legislation relating to “standards” differs from province to province and there is no consistency. The length of entry-level police training in Canada varies considerably and the content and quality also varies. Entry level police training in Canada ranges from 15 to 42 weeks. Field training is also locally focused and inconsistent. The Police Sector Council work referenced above determined that the competencies identified for operational police officers did not match the courses taught at many police training institutions and there was considerable inconsistency in curricula content.

As with other professional disciplines, training and education standards are a significant and foundational component of any educational offering whether it is a course or program. The model that we propose would not interfere, in any way, with existing specialized or advanced police technical training entities in Canada. However, accreditation of educational programs being offered is one way to ensure that curriculum is standardized and meets acceptable standards of practice.



## **RCMP Recruit (Cadet) Training**

In November of 2020, our Coalition submitted an Access to Information Request for the RCMP Recruit (cadet) training syllabus. The response was not received until April of 2022. A copy of the RCMP recruit (cadet) training content is here:

<https://drive.google.com/file/d/16woUII5A8g2X57vFXrg4lpvu2VoZCCpG/view?usp=sharing>

Our review has determined that the training content is traditional and paramilitary. It emphasizes procedural, legislative and regulatory knowledge. The practical skills are dominated by command and control tactics. How to use force, choke holds, carotid pressure, physical skills, firearms tactics, OC spray & Taser tactics are thoroughly taught. Dress & deportment, customs and traditions are very much a part of the training.

These reactive practical skills indeed are useful and are the skills that enabled the police response that eventually concluded the events of April 18-19th.

However, our review of the RCMP Depot curriculum did not reveal any training time assigned to basic knowledge about the subject areas that could have prevented loss of life in Nova Scotia on April 18-19th.

The knowledge that could have enabled lives to be saved is not part of the training. Civil Emergencies and Contingencies, Community Engagement and Communication, Public Notification and Protection and also Major Investigations should be included in basic training.

Only 3 hours of the total time in training is allotted to discrimination/harassment scenarios and bias-free policing. 3 hours is allotted to human rights, harassment, discrimination including related scenarios. There are 2 hours for team presentations related to discrimination and harassment for a total of 8 hours in a 27 week program.

In summary, the RCMP entry-level training of our police officers is outdated. It can be described as a "boot camp" approach to preparing police officers for their important work. Our new police officers are reduced to submission throughout the entire program. They are yelled at, browbeaten, bullied, coerced, and humiliated as is evident in this video created by Business Insider with the support of the RCMP Depot Division in Regina. <https://youtu.be/hJyHOVwd3ts>

There are certainly more effective teaching methodologies that would respect the individual. While the training commander references public "service" in the video, there



is nothing in the curriculum that deals with the primary role of police, "service to the community" or how to achieve it. Many new recruits may enter the RCMP with a university or college degree, in any number of disciplines and they are taught to conform. They learn only command and control skills and are not provided with the important human, emotional intelligence skills that are necessary to function effectively in the diverse communities of Canada. The skills they are not taught are the skills that might best enable prevention of harm at the time of an encounter, for instance with a perpetrator of domestic violence. An intervention at an encounter may be the best factor in reducing future violence to a spouse or to a community as on April 18-19th.

**Table 1: Current and relevant subjects absent from the RCMP cadet syllabus.**  
(Derived from curriculum received by a freedom of information request in 04/22.)

Police officer duties and responsibilities under the Charter of Rights and Freedoms  
Gender-based and intimate partner violence  
Effects of racism and dealing with personal bias, diversity and marginalized groups  
Effects of indigenous colonization and the historic role of police in colonization  
Residential school era and the history of police involvement  
Mental health issues and expert instruction regarding initial response and tactics  
De-escalation strategies and tactics  
Conflict management and emotional awareness  
Trauma informed policing  
Fetal Alcohol Spectrum Disorder  
Emotional intelligence skills and applications  
History of policing and Peel's Principles  
Purpose and primary role of police in a democracy  
Organizational systemic racism, sexual harassment and gender discrimination  
RCMP policies, procedures and complaint processes  
Career pathways for underrepresented groups  
Coaching and mentoring  
Ethics and integrity  
Response and initial care of victims  
Community engagement and communication  
Civil emergencies and contingencies  
Major investigations and immediate public notification and protection

It doesn't matter what the type of call for service is, there is no doubt that the primary function of the officer involves communication with people. Strong communication skills are at the heart of the work that police officers engage in on a daily basis and underpin effective problem solving, decision making and implementation strategies.



Communication is not a soft skill but is essential to officer and public safety when employed together with tactical options.

Other than the command and control skills taught, the RCMP cadet curriculum is absent of the skills that best enable effective communication. Basic entry-level training and education is the best time to establish the foundational skill of communication.

### **Addressing the deficiencies in police training**

Canada is in need of a College of Policing, a professional body, operationally independent, at arm's length from the government. It should be governed by respected citizens representing the diversity of Canada in conjunction with police executives.

The College must be responsible:

- for the research and development of current and relevant curriculum content, guided by a nationally recognized and accepted certification protocol
- initiating research in identified areas of need
- developing the national police training standards using a broadly consultative process
- providing these standards to all existing provincial and municipal police training entities, free of charge
- developing and monitoring standards of pedagogy and ensuring teachers are qualified
- monitoring the teaching environment to ensure it is respectful and collegial
- establishing the standardized and objective assessment protocol for graduating police recruits
- establishing the national certification protocol by which graduating officers are qualified to police anywhere in Canada.

It is our opinion that the basic training, recurrent training and the discipline of police officers must remain the responsibility of the provinces as regulated in existing provincial police act legislation. Participation by the provinces would be voluntary because we believe that the work of a national college will provide superb guidance for training and will include representatives appointed by each Solicitor General on the working committees.

This proposed College of Policing for Canada is based on the model of the Royal College of Physicians and Surgeons of Canada (RCPSC).



## **The Royal College of Physicians and Surgeons of Canada (RCPSC)**

The RCPSC is a national model that has functioned very effectively in the context of provincial jurisdiction over healthcare and education for over 90 years.

It is important to understand that while each province has a College of Physicians and Surgeons with responsibility for licensing and discipline of physicians and responsible to the provincial government, the Royal College collaboratively and interactively sets the training and education standards for post-graduate medical training. The provincial colleges will provide a license to practice a specialty like General Surgery for instance on the basis of an individual having met the training standards of the Royal College (RCPSC) and having successfully completed their examinations. The Royal College does not licence or regulate physicians but rather sets and measures the required competencies.

The successful model of the Royal College of Physicians and Surgeons of Canada (RCPSC) cannot be ignored. The RCPSC was formed by Act of Parliament in 1929 at the request of the Canadian Medical Association. Its work now goes essentially unnoticed to the public but very much noticed by physicians in every province in Canada. The RCPSC is a beacon of knowledge and best practice. It is impartial but driven by specialty specific physicians who are members of the committees responsible for curriculum, evaluation of trainees and evaluation of Faculties of Medicine. The committee structure is in place for each specialty recognized in Canada. Over the last 20 years the RCPSC has instituted continuing education requirements for every physician.

Medicine evolves every year, just like policing. There is strength in being pan-Canadian. The established educational standards, since they are vetted and accepted by schools of medicine in all the provinces, become "gold standards". Local variations are minor because of the respect for the inclusive processes and mechanisms of the RCPSC.

Provincial governments are responsible for post-secondary education. But they don't trouble themselves with medical training- probably because of the effective RCPSC national model. Provincial Ministers of Health and Ministers of Post-Secondary Education don't concern themselves with the details of physician training because they can refer issues or concerns to the Royal College via a Faculty of Medicine. This has been happening in the 10 provinces in Canada including Quebec for almost 100 years.

The presence of a respected and capable national college for physicians ensures that training is never dropped from the agenda. Hospitals understand there must be a



degree of deference to the needs of a trainee for an excellent experience that optimizes his or her learning opportunity. If physicians with training responsibility express concern that something is not optimal for the trainees' experience then changes happen. Training and delivery of care to patients go hand in hand. This is a different atmosphere compared to a non-training hospital. And the difference is conducive to better care for patients. (Personal communication from Dr. Ken Harris MD FRCS, former Vice-CEO, Royal College of Physicians and Surgeons of Canada)

## **The RCPSC model informs the creation of a College of Professional Policing**

The gravitas of the RCPSC; the respect with which it is held, is no small factor in creating and maintaining the optimal training environment. There is every reason to believe that this model of training for physicians could be adapted for policing and police training. And the result could well be similar to the benefits within healthcare: a better work environment for police officers, a better training environment for recruits and better policing for the citizens. We are advocating for a national College to be a superb resource to deliver on a recruit curriculum that is "best in class"! This college is not bricks and mortar but rather focused on research, curriculum development and governance.

A "Professional Police College" would not interfere with their legislative responsibility in any form. The College would complement the existing police training entities by providing them with evidence-based current and relevant course content, free of charge. This would ensure consistency. It would also ensure a continuous focus on training and the amendment of curriculum as new evidence presents or as advised by police agencies and citizens from across Canada.

We emphasize again that should the Police College come to fruition, it would not have regulatory authority. The provinces would retain the regulatory oversight of police within the existing framework.

An institution that could collect and analyze the wealth of world class research and best practices of modern policing and from that develop related curriculum providing the best possible platform to support community needs and provide for the highest possible police career experience. Clearly this is in the best interest of police officers who face a myriad of issues in our changing society and in the best interest of the people they serve, each and every Canadian.



## **Proposed Steps towards Professionalization of Canadian Policing**

1. Special Act of Parliament establishes the Canadian College of Professional Policing
2. A governance board is established and includes citizens reflecting Canada's diversity and police executives
3. Establishment of an operating model for the new College would occur after engagement with all stakeholders in the first year of operation.
4. The content of a new recruit training curriculum would be defined and elements of particular priority established.
5. Concurrent to establishing curricular content, the process of writing high priority curricular elements will commence.
6. Proposed content will be tested and modified as required at a training institution with interest in participation.
7. Rollout of the new recruit training curriculum would occur within 3 years of the establishment of the College.
8. Rollout of recurrent training modules for experienced officers would occur within 4 years of establishment.
9. Further elements of professionalization would follow on the successful implementation of the recruit training curriculum with a goal of completion at the 10 year anniversary of establishment of the College of Professional Policing for Canada.





## Recommendations to the Mass Casualty Commission

1. Review the training records of all operational and command RCMP officers who were involved in the events of April 18-19<sup>th</sup>, 2020 in order to determine what training and education programs they had acquired.
2. Identify current and relevant training and education programs that would prepare police officers to respond more effectively to similar tragic events.
3. Review communication protocols of the RCMP for emergent contact on a 24/7 basis to an on-call senior level duty officer.
4. Review of the RCMP protocols related to urgent public notification to ensure notification can occur within minutes of an expressed need to inform members of the public.
5. Recommend that all RCMP officers (*Cadets to Commissioner*) complete compulsory and credible “*gender-based and intimate partner violence*” on-line program focused primarily on preventing the continuation and escalation of violence.
6. Recommend that all operational RCMP officers complete a compulsory, “*firearms investigations*” on-line program that includes knowledge of a police officer’s powers of arrest, search and seizure, focused primarily on prevention of subsequent violence.
7. Recommend closure of the RCMP Depot Division for training cadets and the establishment of a new facility with a new culture.
8. Recommend a complete review and revision of the present RCMP Recruit (Cadet) training program at Depot Division in order to modernize and improve the quality and content of entry level police training.
9. Recommend the creation of national training standards for all entry level police officers in Canada.
10. Recommend that citizens representing the diversity of Canada should be engaged in the course of design and development of standards and curriculum.



11. Recommend the creation of a process to certify all new entry level police officers in Canada as qualified and therefore eligible to be sworn in as police officers in any province in Canada.
12. Recommend the government of Canada prepare legislation to create a “College of Professional Policing for Canada”.

## Conclusion

The Coalition for Canadian Police Reform appreciates the opportunity to submit to the Mass Casualty Commission. We wish the Commission every success in creating recommendations for change to policing in the wake of the terrible tragedy. May those recommendations be enacted!

Thank you.

Submitted on behalf of the Board of Directors of the Coalition for Canadian Police Reform, Edmonton, Alberta,

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***THE SANCTITY OF HUMAN LIFE IS AT THE HEART OF  
EVERYTHING A POLICE OFFICER DOES.  
Chuck Wexler PhD, Police Executive Research Forum***



## Appendix 1:

**Extract from “From Depot to a National Policing College”; Roach, Kent, 2022; pg 168.**

"Depot is proudly advertised by the Mounties as a boot camp. A promotional video starts with a scary staff sergeant telling recruits that their lives as civilians are over. This follows paramilitary traditions. Nevertheless, it is the antithesis of Peel’s vision of a civilian police force that is the public.

The federal government should replace the RCMP’s Depot in Regina with a modern and state-of-the art policing college. Such a radical change could have both symbolic and practical benefits. Depot is where the Métis leader Louis Riel was hanged. Shutting down Depot would symbolize a move away from the RCMP’s paramilitary and colonial origins.

*(Comment: C-CPR does not believe a policing college should exist at RCMP Depot Division. We are committed to the idea of a single professional governance college to govern police training and education for all police officers in Canada including the RCMP.)*

Justice Bastarache’s report on sexual harassment made a compelling case that Depot is the starting point of many of the problems related to sexism and bullying in RCMP culture. Replacing Depot with a well-resourced policing college found in other democracies would respond to numerous recommendations that such an approach is necessary for policing to move toward a regulated profession model, one that is evidence based.

Unlike the United Kingdom’s College of Policing, the existing Canadian Police College in Ottawa (not the College proposed by C-CPR in this submission) does not produce its own independent research or guidance for the police. It has a \$13-million annual budget and is moving towards a user-pay cost-recovery model.

Knowledge workers such as the modern police should be educated to inquire, reason, and question. They should not simply be trained.”



<b>Appendix 2</b>	
<b>Coalition for Canadian Police Reform Board of Directors</b>	
<b>Mr. Mubin Shaikh, MPICT</b>	Toronto
Professor of Public Safety, Seneca College	
<b>Mr. Jibril Ibrahim, P.Eng</b>	Edmonton
Professional Engineer	
<b>Mr. Devon Clunis, MOM</b>	Winnipeg
Consultant in Public Safety	
<b>Honourable Wallace Oppal, QC.</b>	Vancouver
Lawyer, Boughton Law	
<b>Mr. David Cassels</b>	Edmonton
International Consultant in Public Safety	
<b>Togbi Nyaho Tamakloe VI MBA</b>	Edmonton
Consultant	
<b>Dr. John Lilley MD FRCPC DABA</b>	Edmonton
Clinical Professor, University of Alberta	
<b>Ms Rose LeMay</b>	Ottawa
CEO Indigenous Reconciliation Group	
<b>Senator Vernon White PhD</b>	Ottawa
Senator	
<b>Honourable Janice Sherry</b>	Summerside
Consultant	