



VICTORIA & ESQUIMALT POLICE BOARD

Public Meeting Agenda

June 16, 2026 at 5:00pm

Boardroom & Zoom

1. ACKNOWLEDGEMENT

- a. Territorial Acknowledgement

2. PRESENTATIONS

- a. Track and Trace – C.C. F. Wilson

3. STANDING ITEMS

- a. Declarations of Conflict of Interest
- Pg. 1 b. Adoption of the Public Agenda of June 16, 2026
- Pg. 2 c. Approval of the Public Minutes of May 12, 2026
- d. Board Chair Update
- Pg. 4
 - 2026 CACP Award / Recognitions
- e. BC Association of Police Boards Update
 - BACPB Conference May 2026
- f. Committees Update
- Pg. 5
 - Finance: MOTION C26-42
- g. Board Member Engagement Update
- h. Chief Constable Update
- i. Deputy Chief Constables Update
 - Fugitive Return Program – DCC J. McRae

3. NEW BUSINESS *(when applicable)*

- a.

4. RISE & REPORT *(when applicable)*

- a.

5. CORRESPONDENCE *(when applicable)*

- Pg.22 a. Thank you letter to Chief Wilson from INVICTM
- Pg.24 b. BC Civil Liberties Association – Police in Schools in BC



VICTORIA & ESQUIMALT POLICE BOARD
Public Meeting Minutes
May 12, 2026 at 5:00pm
Boardroom & Zoom

PRESENT

M. Hayes, Chair
M. Alto
A. Boardman – v
H. Courtright
E. Cull
T. Kituri
S. Law

P. Thorkelsson
CC F. Wilson
DC M. Brown
DC J. McRae
Insp. J. Ames
Insp. B. Gubbins
Insp. C. King

Insp. J. Lawson
Insp. J. Malinosky
K. Kosich
T. Parton
Da. Phillips
Do. Phillips

Regrets: P. Faoro, N. Sukhdeo
Recorder: D Robertson

1. TERRITORIAL LAND ACKNOWLEDGEMENT

- a) Call to Order **5:00 pm**
- b) Territorial Land Acknowledgement (T. Kituri)

2. STANDING ITEMS

- a) Declaration of Conflicts of Interest
No conflicts declared.
- b) Adoption of the Public Agenda of May 12, 2026
26-40 MOTION: *To adopt the Public Agenda of May 12, 2026 as presented.*
MOVED/SECONDED/CARRIED
- c) Approval of the Public Minutes of April 21, 2026
26-41 MOTION: *To approve the Public Minutes of April 21, 2026 as presented.*
MOVED/SECONDED/CARRIED
- d) Board Chair Update
 - M. Hayes recognized the upcoming retirement of DC M. Brown and acknowledged his immense contributions to Vic PD over his 30-year career.
- e) Committees Update:
 - E. Cull Acknowledged the public posting of the 2025 Q4 Financials
 - Da. Phillips spoke to the report

- f) BC Association of Police Boards Update
 - M. Hayes will speak to this after the BCAPB Conference next week
- g) Board Member Update
 - T. Kimuri attended the Swearing-In Ceremony of the 11 new recruits
 - Amazing to see the support from Vic PD to new recruits as well as recruit families
- h) Chief Constable Update – CC F. Wilson
 - Strategic Planning update
 - Community Engagement opportunities
 - Operational report:
 - Community Services
 - Recruitment, training and wellness
 - SIPA launch
 - Regional and National engagement
- i) Deputy Chief Constables Update – DC J. McRae
 - FIFA update – Insp. C. King will be the Gold Commander
 - C-POII – (Chronic Property and Public Disorder Intervention Initiative) is a provincial program includes Police, Crown Council, Corrections and Probations working with repeat offenders
 - Pilot programs in other cities were successful
 - It builds on the success of ReVOII (Repeat Violent Offending Intervention Initiative)
 - Funding for the initiative is given to the other partners but not the Policing side
 - C-STEP funding is available to VicPD, but the administration of the work is not covered

3. NEW BUSINESS

- a) H. Courtright – Appointment Term Expiry
 - M. Hayes spoke to the expiry of appointment term of Board Member H. Courtright and thanked the Member for her dedication and commitment to the Board
 - H. Courtright responded she was honored to have worked on the Board and wanted the public and community to know that a Municipal appointment was not a position that reported to the municipality but instead acted in the best interests of the community at large.

4. RISE & REPORT

Meeting adjourned at 5:30 pm



Canadian Association of Chiefs of Police
Association canadienne des chefs de police

June 1, 2026

Chief Constable Fiona Wilson, O.O.M.
Victoria Polic Department
850 Caledonia Avenue
Victoria, British Columbia, V8T 5J8

Subject: 2026 CACP Recognition Award

Dear Chief Constable Wilson,

On behalf of the President of the Canadian Association of Chiefs of Police, Commissioner Thomas Carrique, the CACP Board of Directors and the CACP membership, I am pleased to inform you that you have been selected as a recipient of the 2026 CACP Recognition Award.

This award recognizes members in good standing who have consistently demonstrated exceptional involvement, extraordinary support, and outstanding initiative in advancing the CACP's goals and strategic priorities. Chosen by the current President, the winners of the distinguished CACP Recognition Award are considered to be individuals who exemplify the Association's values of courage, integrity, respect, transparency, inclusiveness, excellence and compassion.

The award will be issued at the CACP Annual Summit's Opening Ceremonies on August 16, 2026, in Edmonton, Alberta, at the Edmonton Convention Centre. We would ask that you communicate with the CACP Event Coordinator, Taylor Piovesan at 613-595-1101 or by email, taylor@cacp.ca, as soon as possible to discuss the details of the presentation.

Sincerely,

Ms. Aviva Rotenberg
Chief Executive Officer



300 Terry Fox Drive, Suite 100
300 promenade Terry Fox, suite 100, Ottawa K2K 0E3



Tel: (613) 595-1101
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VICTORIA & ESQUIMALT POLICE BOARD

COMMITTEES UPDATE (June 16, 2026) Public

FINANCE

C26-42 MOTION: *That the Finance Committee recommend the Board approve the 2026 Budget Appeal for 2 Patrol Officers Pursuant to Section 27(3) of the Police Act.*

HUMAN RESOURCES

No discussions of note

GOVERNANCE

No discussions of note



2026 Budget Appeal
Pursuant to Section 27(3) of the *Police Act*

DRAFT

VicPD Budget Appeal Pursuant to Section 27(3) of the *Police Act*

May 2026

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We acknowledge we are on the traditional and unceded territories of the ləkʷəŋən (Lekwungen) represented by the Songhees and Esquimalt First Nations.

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Executive Summary

On February 26, 2026, in accordance with section 7.1 of the Framework Agreement between the Victoria and Esquimalt Police Board (the “Board”), the City of Victoria, and The Township of Esquimalt, and requiring submission no later than February 28, 2026, the Board submitted the final version of its Provisional 2026 Budget, for approval by municipalities.

It included new staffing requests for one (1) Traffic Officer and four (4) Patrol Officers.

Esquimalt Council voted in favour of the full budget on March 16, 2026. However, on March 12th, Victoria Council declined to provide funding for two (2) new Patrol Officers requested. This resulted in a budget shortfall as follows:

2 Patrol Officers – salary and benefits	\$232,990
Associated one-time hiring costs	\$165,700
Total Not Approved by Victoria Council	\$398,690

The budget presented by the Board represents the minimum budget required to provide adequate and effective policing as required by the *Police Act*.

Section 27(3) of the Police Act states:

If a council does not approve an item in the budget, the director, on application by the council or the municipal police board, must:

- (a) Determine whether the item or amount should be included in the budget, and
- (b) Report the director’s findings to the municipal police board, the council, and the minister.

Therefore, this document serves as official application for a determination on whether two (2) Patrol officers should be included in the 2026 budget and provides the rationale and case for support for the positions.

Underlying Principles of Appeal

The Victoria Police Department (VicPD) is a single, amalgamated police department created by Ministerial Order No. M365, and Order-in-Council No. 1137 dated December 18, 2002. VicPD provides policing services to the Township of Esquimalt and to the City of Victoria under the governance of the Victoria and Esquimalt Police Board (Board).

Current Policing Climate and External Pressures on Policing

A number of policing challenges that are both unique and similar to other large urban police departments have been previously outlined in VicPD's request for review under the *Police Act* Section 27(3) for the 2025 Budget and are not repeated in this document.

The Framework Agreement

VicPD operates under an agreement between the Victoria and Esquimalt Police Board (Board), the City and the Township, commonly referred to as the "Framework Agreement".

Some aspects of the operational, strategic, financial, and governance functioning of VicPD are set out in an agreement between the Board, the Township of Esquimalt and the City of Victoria dated April 17, 2014 along with subsequent Extension Agreements, commonly referred to as the "Framework Agreement" on policing. Contained within the Framework Agreement is a dispute resolution process. All matters not specifically addressed in the *Police Act* or within the Framework Agreement are the responsibility of the Board through the Chief Constable.

Police Act

According to Section 27(6) of the *Police Act*, a municipal police board must not make an expenditure that is not specified in the board's budget and approved by councils. Should the Board deem any of the above unapproved items necessary to provide adequate and effective policing, the remaining option is to apply to the Director of Police Services, under section 27(3) of the Act. If the Director of Police Services then determines those items should be included in the budget, councils must comply with funding.

Over the past nine years (2017 to 2025), six annual budgets were rejected by one or both municipalities. Only two budgets (2020 and 2021) saw modest increases during the pandemic and received Council approval. VicPD has requested Ministry intervention for rejected budgets using the Section 27(3) provision four times in that period, not including this 2026 request.

This has resulted in a substantial commitment of administrative and human resources, impacting capacity to allocate resources to other priorities areas. The Board is hopeful that the current funding arrangement can be objectively reviewed for future.

Detailed Budget Breakdown

The Board's final submission of the 2026 Provisional Budget is included in Appendix C and is summarized as follows:

	2025	2026	Total Increase	Increase		
				Victoria 86.33%	Esquimalt 13.67%	% Incr.
Base	\$ 78,998,912	\$ 84,929,190	\$ 5,930,278	\$ 5,119,609	\$ 810,669	7.51%
Appeal Rulings:						
Late Night Task Force	-	230,000	230,000	198,559	31,441	0.29%
6 positions, excluding hiring costs	-	598,128	598,128	516,364	81,764	0.76%
Total appeal rulings	-	828,128	828,128	714,923	113,205	1.05%
New Resources:						
4 Patrol, 1 Traffic	-	582,490	582,490	502,864	79,626	
One-time hiring costs	-	414,250	414,250	357,622	56,628	
Total New Resources	-	996,740	996,740	860,486	136,254	1.26%
Total Core Budget	\$ 78,998,912	\$ 86,754,058	\$ 7,755,146	\$ 6,695,018	\$ 1,060,128	9.82%
Optional Resources (S.5 Framework)				100%	0%	
Beat and Bylaw Unit - 9 officers	-	1,607,630	1,607,630	1,607,630	-	2.04%
One-time hiring costs	-	242,945	242,945	242,945	-	0.31%
Overtime for 2 Bylaw officers	-	185,000	185,000	185,000	-	0.23%
Sub-total Beat and Bylaw Unit	-	2,035,575	2,035,575	2,035,575	-	2.58%
Crime Reduction Unit - 8 officers	-	1,025,165	1,025,165	1,025,165	-	1.30%
One-time hiring costs	-	215,955	215,955	215,955	-	0.27%
Sub-total Crime Reduction Unit	-	1,241,120	1,241,120	1,241,120	-	1.57%
Total Optional Resources	-	3,276,695	3,276,695	3,276,695	-	4.15%
Total Budget	\$ 78,998,912	\$ 90,030,753	\$ 11,031,841	\$ 9,971,713	\$ 1,060,128	13.97%

The budget consists of two distinct parts consisting of the core budget with shared funding from Victoria and Esquimalt based on the most recently agreed upon budget allocation formula, and the optional resources portion in accordance with section 5 of the Framework Agreement, which allows a single municipality to increase policing resources serving its community.

The budget proposal, both core and optional resources, has been approved by both municipalities, except for two (2) Patrol Officers in the amount of \$398,690, which was not approved by Victoria.

The municipal budget decisions are summarized as follows:

	Total Budget		
	Proposal	Approved	Not Approved
<u>Core Budget</u>			
Victoria	\$ 86,754,058	\$ 86,355,368	\$ 398,690
Esquimalt	\$ 86,754,058	\$ 86,754,058	\$ -
<u>Optional Resources</u>			
Victoria	\$ 3,276,695	\$ 3,276,695	\$ -
Esquimalt	N/A	N/A	\$ -
Combined Budget Approval	\$ 90,030,753	\$ 89,632,063	\$ 398,690
Victoria share of funding	\$ 78,171,474	\$ 77,827,285	\$ 344,189
Esquimalt share of funding	11,859,279	11,804,778	54,501
	\$ 90,030,753	\$ 89,632,063	\$ 398,690

As a further note to the 2026 Budget, a final *Police Act* Section 27(3.1) ruling was received on March 2, 2026 regarding associated hiring costs for six (6) new positions awarded from the 2025 Budget appeal in the amount of \$261,230. This amount was added to the 2026 Budget per Board motion on March 8, 2026 and both municipalities were notified on March 25, 2026. However, this amount is not included in the final budget proposal submitted to municipalities in February 2026 and as outlined on the previous page because notification was received after the deadline for submission to the municipalities.

Impact of Underfunding

A full business case for four (4) Patrol Officers is attached to the budget request in Appendix C. The business case recommendation states that the positions are needed to:

- Address an increasing disparity between population served and the number of deployed officers
- Address departmental caseload volume that is approximately 28% higher than the provincial average
- Respond to significant urban challenges in the City of Victoria and the Township of Esquimalt
- Address time demand and constraints for deployed officers due to increased service expectations and environmental constraints outside of the control of the department
- Improve response times and visibility in the communities served
- Mitigate impacts on officers from complexity and volume of calls for service, leading to operational fatigue.

Updated Case for Support: Strengthening Victoria and Esquimalt's Frontline Policing Capacity

The Victoria and Esquimalt Police Department (VicPD) is requesting support for the addition of two patrol officers to ensure the continued delivery of effective and responsive policing services to our growing communities. Patrol is the very core of our operational function, representing the frontline response to most of the policing demands and the foundational element of public safety. These officers will be critical in maintaining and improving our ability to serve and protect the residents of Victoria and Esquimalt.

Our officers respond to a diverse and increasingly complex range of calls for service. These include emergencies such as violent disputes and random stranger assaults, mental health crises and apprehensions, toxic drug crises, missing persons searches and investigations, disturbances, suspicious situations, traffic accidents, and instances of public disorder. Meeting our statutory obligations and upholding public safety depend on our capacity to respond swiftly and effectively to these urgent demands.

Our initial request was for four additional patrol officers, each assigned to one of the four operational watches, ensuring comprehensive coverage throughout the 24-hour policing cycle. This balanced approach would have provided consistent increases in capacity across all shifts, and importantly, allowed for the deployment of additional members to proactive, visible policing initiatives, like dedicated foot patrols, which demonstrably build community trust and deter crime.

The reduction in approved positions means we cannot evenly distribute the increased capacity, and the intended improvement of one officer per watch will not be realized. This doesn't meaningfully stabilize our patrol capacity and continues to place considerable pressure on our frontline

members who are already facing increasing demands. Limited patrol resources directly translate to a diminished ability to respond quickly to priority calls, hindering proactive policing efforts, and potentially compromising officer safety when responding to incidents requiring multiple personnel.

The reality is patrol workload is not static; it is demonstrably increasing in both volume and complexity. Modern policing consistently requires responding to challenging situations involving mental health crises, overdose events, street disorder, repeat offenders, major events, protests, and increasingly complex missing person investigations. These incidents often require significant officer time on scene and multiple units, further straining already stretched patrol availability. This demand is further compounded by significant population growth. The City of Victoria has experienced substantial growth over the past decade, and the population of Esquimalt is projected to expand exponentially in the coming years.

The consequence of inadequate patrol staffing is a potential reduction in our service levels and a corresponding impact on community safety. We face limitations in our ability to provide timely responses to calls for service, and a restricted capacity for proactive policing and visible presence in areas experiencing heightened disorder or community concern. This increased strain will likely necessitate greater reliance on overtime, leading to officer fatigue and potential delays in response times, particularly during peak demand periods.

Investing in these two patrol officers directly aligns with the established priorities of both Victoria and Esquimalt councils – priorities focused on enhancing public safety, increasing visible policing, and effectively addressing street disorder. The Township of Esquimalt voted in favour of supporting the addition of four patrol officers instead of two. This aligns with feedback received from the Esquimalt Council's representative on the Board, acknowledging that a meaningful stabilization of our patrol capacity will provide a direct advantage through dedicated Bylaw support to the Township as requested by the municipality.

Adequate patrol staffing is not simply a departmental need; it is foundational to achieving these shared goals and ensuring the VicPD can meet the expectations of the communities we serve. We urge your continued support in ensuring the safety and well-being of Victoria and Esquimalt residents.

Data in Support of Appeal

This section provides data supporting the Victoria Police Department's (VicPD) appeal for funding to hire two additional police officers within the Patrol Division. The data demonstrates increasing demands on existing resources and highlights the necessity of bolstering our capacity to effectively serve the public and ensure public safety.

Data Sources:

- Sections 1, 2, and 3 reference the published report: *"Police Resources in British Columbia, 2024"*, Ministry of Public Safety and Solicitor General, Policing and Security Branch.
- The data in sections 4, 5, and 6 derive from internal data on calls for service.

1. Comparative Case Load

VicPD consistently handles a high volume of cases. In 2024, VicPD had one of the highest case loads per officer amongst municipal police departments in the province with 41 cases per officer. VicPD's case load was 28% above the municipal police. While Victoria represented only 7.9% of the municipal-police population base, it accounted for 12.5% of Criminal Code offences, exceeding its share of adjusted strength (9.8%) and costs (9.6%). This demonstrates a workload burden disproportionate to its resident population.

Victoria's case load is 28% higher than Vancouver, and 86% higher than both Saanich and Delta. Compared to Saanich, which has a similar population, Victoria experiences nearly double the per-officer caseload, despite having a comparable number of residents.

2. Comparative Crime Rate

In 2024, VicPD had the second highest Criminal Code crime rate per capita of 87, which is 58% higher than the average for municipal police departments in the province. It has the second-highest total Criminal Code offence volume after Vancouver. Specifically, Victoria's crime rate is 45% higher than Vancouver's, 190% higher than Saanich's, and 156% higher than Delta's. Compared to Saanich, Victoria experiences roughly three times the crime rate. This underscores the unique demands placed on VicPD as a core city for the Capital Regional District (CRD).

3. Staffing Growth and Core City Demands

While VicPD increased authorized strength from 243 officers in 2015 to 257 in 2024 (a 5.8% increase), this growth lags behind overall provincial increases for the same period (8.7% for municipal departments, 10.3% province-wide). This comparatively modest growth occurs against a backdrop of significantly increased demand. *Police Resources in British Columbia (2024)* recognize

that high crime rates in "core cities" may reflect a concentration of workers, visitors, and service users excluded from resident population denominators. Victoria, as a downtown, employment, tourism, government, and social service hub, experiences this "core city demand" effect, meaning its crime rates are not solely reflective of its resident population.

According to *Police Resources in British Columbia (2024)*, VicPD's cost per capita (\$632 in 2024) is materially distorted by the core city dynamic. When costs are normalized against Criminal Code workload, VicPD's cost per Criminal Code offence (\$7,249) is approximately 23% below the municipal police department benchmark of \$9,408. This suggests that VicPD is not simply a high-cost outlier, but rather it is a high-demand jurisdiction where cost appears high per resident but is comparatively lower per recorded Criminal Code offence.

4. High-Priority Incident Response Times:

Analysis of dispatched calls for service over the past four years (2022 – 2025) reveals that approximately 8% represent Priority 1 (P1) calls – those posing an immediate threat to life or property. While seemingly a smaller percentage, a recent analysis of P1 response times revealed an approximate average P1 response time of 10 minutes. This response time exceeds broadly accepted benchmarks and directly impacts VicPD's ability to provide timely intervention and potentially mitigate harm. Increasing patrol officer availability will contribute to a reduction in these response times.

5. Volume & Nature of Calls for Service:

From 2022 to 2025, VicPD has responded to a substantial volume of Calls for Service. Calls for Service averaged 49,660 annually, with approximately 78-79% of these calls being dispatched. The top four call types demonstrate significant demand:

- Unwanted Person: 24,580 calls (15% of total calls)
- Check Wellbeing: 12,975 calls (8% of total calls)
- Theft: 9,654 calls (6% of total calls)
- Assist EHS/Fire: 9,571 calls (6% of total calls)

These calls, while often not requiring immediate emergency response, consume significant officer time dedicated to investigation, mediation, and follow-up. The substantial volume of "Unwanted Person" and "Check Wellbeing" calls specifically, points to a growing need for officers to address community social issues, diverting resources from proactive policing and critical incident response. "Unwanted Person" calls increased by 51% between 2022 and 2025. This is consistent with Victoria being a social services hub with core city policing demands.

6. Call Intake Method & Dispatch Rate:

VicPD consistently dispatches approximately 78-79% of all received calls. This demonstrates a high rate of active response and commitment to addressing community concerns. This high dispatch rate, coupled with the sheer volume of calls, is indicative of a disproportionate demand on VicPD's frontline patrol resources.

Conclusion:

The data presented clearly demonstrates a sustained and significant demand on VicPD's Patrol Division. The combination of high call volumes, a substantial percentage requiring dispatch, demands for faster P1 response times, and the "core city" demand dynamic underscore the need for increased officer capacity. Hiring two additional officers will allow VicPD to:

- Reduce response times to critical incidents.
- Improve proactive policing and community engagement.
- Alleviate the administrative burden on existing officers.
- Enhance overall public safety within the City of Victoria and Township of Esquimalt.

Conclusion

Our case for support of funding the two patrol officers is summarized as follows:

- The 2026 Budget reduction from four to two officers in Patrol will materially affect the operational ability of the department to deliver effective frontline policing.
- The original request was strategically designed to add one dedicated member to each of four operational watches, covering the full 24-hour policing cycle. It was a measured and workload-based adjustment designed to strengthen patrol capacity across all watches and shifts.
- Without the full complement of requested officers, the department's ability to address demand pressures and maintain consistent service levels is significantly constrained.
- A balanced approach with the addition of four officers would have provided consistent increases in capacity, and importantly, allowed for the deployment of additional members to proactive, visible policing initiatives, like dedicated foot patrols, which demonstrably build community trust and deter crime.

The VicPD is comprised of talented, diverse and dedicated people who work tirelessly and professionally, proudly serving to keep everyone in Victoria and Esquimalt safe. Working side-by-side with other community stakeholders, police officers prevent, deter and investigate crime, help and support individuals in crisis, deliver justice for victims of crime and their families, and protect vulnerable persons in the community from violent predatory individuals eager to exploit or prey on them.

The Board constantly strives to provide adequate and effective police services for the City of Victoria and the Township of Esquimalt, representing diverse communities with unique needs and priorities. Within a challenging Canadian and regional policing environment, Victoria Council's decision to deny funding for two Patrol officers is disappointing.

Your affirmation of our appeal will ensure that we meet the challenges outlined and our legislative obligations. With your support, we can create a safer and more secure environment for everyone in our community.

We trust that you have received sufficient information and rationale for this submission. Should you have inquiries or request further information, please contact Deputy Chief Constable James McRae.

On behalf of

Elizabeth Cull
Finance Committee
Victoria and Esquimalt Police Board
Attachments:

Appendix A – Victoria Letter of Decision

Appendix B - Esquimalt Letter of Decision

Appendix C – 2026 Provisional Budget, including:

- Business Case for Patrol Officers new staffing resources on page 35

Appendix A – Victoria Letter of Decision

THE CITY OF VICTORIA



OFFICE OF THE MAYOR

April 2, 2026

Micayla Hayes, Chair
Victoria & Esquimalt Police Board
850 Caledonia Avenue
Victoria, BC, V8T 5J8
micayla.hayes@vicpd.ca

Re: Victoria City Council Response to the Police Board Budget

Good afternoon, colleagues, I trust this finds you well.

As noted in my March 12, 2026, email to you all, on that day Victoria Council voted on its whole city budget for 2026, including the police services portion of the city budget.

Council considered the most recent revised police board budget request, and declined to provide funding for all four (4) “shared” patrol officers. Instead, it approved this motion:

Increase the number of patrol officers by 2 in the police budget, rather than by the 4 proposed, with the intention of phasing in the balance of these resources over time.

CARRIED (5 to 4), OPPOSED: Mayor Alto, Councillor Coleman, Councillor Gardiner, Councillor Hammond

No other changes were made to the revised police board budget request. Victoria’s dedicated 9 patrol officers and 8 Crime Reduction Officers remain in the budget.

Now, city staff will craft the bylaws necessary to implement the budget, and those bylaws will return to Council April 16 for preliminary readings, and again April 23 for final ratification.

While not impossible, it would be unusual for any further changes to be made to the budget.

Respectfully,

cc.
Police Board Finance Chair Elizabeth Cull
Police Chief Fiona Wilson

Appendix B – Esquimalt Letter of Decision



CORPORATION OF THE TOWNSHIP OF ESQUIMALT

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Website: www.esquimalt.ca Email: info@esquimalt.ca

Telephone (250) 414-7100
Fax (250) 414-7111

File No. 7400

Sent via email
board@vicpd.ca

March 19, 2026

Victoria and Esquimalt Police Board
Victoria Police Department
850 Caledonia Ave
Victoria BC, V8T 5J8

Dear Members of the Victoria and Esquimalt Police Board,

I am writing to confirm that the Township of Esquimalt Council voted in favour of supporting the Victoria Police Department budget on Monday, March 16, 2026.

In recognition of the City of Victoria's decision to withhold funding for two patrol officer positions, the Township did not yet include a tax increase at this time to cover Esquimalt's proportionate share of those specific costs. This is a practical decision that does not change Council's resolution to support the proposed police budget. If the City of Victoria changes its position on funding the two patrol officer positions, the Township will be immediately prepared to provide its share of the funding.

Should the Victoria and Esquimalt Police Board choose to request a review under section 27(3) of the *Police Act*, the Township of Esquimalt will confirm Council's support for the Board's proposed budget. If the determination of the Director of Police Services is in favour of the Board, the Township will also be immediately prepared to provide its share of the funding for the two patrol officer positions.

The Township's main point of contact on policing is Judy Kitts, Director of Strategic Initiatives, who can be reached at judy.kitts@esquimalt.ca or by phone 250-414-7117.

Sincerely,

A handwritten signature in black ink, appearing to read "Dan Horan".

Dan Horan
Chief Administrative Officer

cc: Chief Constable Fiona Wilson
City of Victoria Mayor and Council

Appendix C – 2026 Provisional Budget

<to be attached>

DRAFT



**Leadership in Counter Terrorism
Alumni Association**

18 May 2026

Fiona Wilson

Chief Constable

Victoria Police Department
850 Caledonia Avenue, Victoria, BC, V8T 5J8

Dear Chief Constable Wilson:

Re: Thank You for your participation and presentations at the 2026 INVICTM International Symposium Supporting Victims of Terrorism and Mass Violence and the 2026 Leadership in Counter Terrorism Conference.

On behalf of the International Network Supporting Victims of Terrorism and Mass Violence (INVICTM), and the Leadership in Counter Terrorism Alumni Association (LinCT-AA), John and I would like to extend our sincere appreciation for your meaningful contributions to both the International INVICTM Symposium, and the LinCT-AA Conference recently held in New York.

The INVICTM Symposium “*Reimagining Victim Support in a Changing World*” was strategically held the day prior to the Leadership in Counter Terrorism Alumni Association (LinCT-AA) International Counter Terrorism Conference, reflecting the close alignment between our organizations, with INVICTM proud to serve as an affiliate member of the LinCT-AA. Together, these closely connected events brought together senior leaders and practitioners from international, federal, and local governments, all charged with protecting national security and public safety, while reinforcing the importance of ensuring that victims, survivors, families, and those impacted by terrorism have a meaningful voice at the table.

As you know, the LinCT-AA Conference, under the **theme “Five Eyes, 25 Years: Enduring Partnerships Countering Evolving Threats,”** convened members of the Five Eyes intelligence community alongside law enforcement, public safety professionals, academic experts, and private-sector partners. Your participation in both events provided an important opportunity to further highlight your agency’s leadership and commitment to victim-centred approaches, while strengthening dialogue, collaboration, and shared learning among an influential international audience. Collectively, these forums created a unique platform linking operational counter-

terrorism efforts with victim-centred preparedness, response, recovery, and resilience, ensuring that the voices and experiences of those impacted by terrorism remain central to these critical discussions.

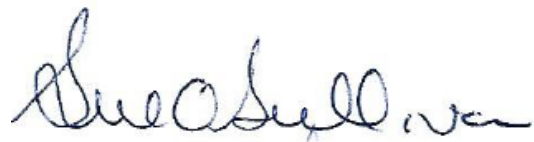
As both a moderator and presenter at the two events, your perspective as both a police leader and family member was powerful, thoughtful, and deeply impactful. Through sharing your lived experience, you brought an important voice to discussions surrounding preparedness, response, recovery, and resilience following acts of terrorism and mass violence. Your ability to speak from both the head and the heart resonated strongly with participants and reinforced the importance of ensuring that victims, survivors, families, and all those impacted by terrorism are recognized as essential partners in public safety and recovery efforts. True progress in public safety is not created for victims, but with them.

Your contributions also strongly reinforced the themes of both events, helping to frame the importance of partnerships, preparedness, and ensuring that responses to terrorism and mass violence remain grounded in dignity, compassion, and humanity. Equally important, your presentations reinforced the value of bringing together senior leaders and practitioners from international, national, and local governments to strengthen collaboration in protecting national security and public safety, while ensuring that the voices and experiences of victims and survivors remain central to those discussions. You made a significant contribution to strengthening our international network of shared learning, collaboration, and progress.

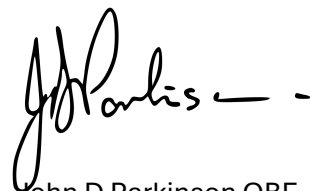
John and I would also like to acknowledge your continued leadership and contributions to the LinCT-AA, including your support in the planning of this year's conference and your recent appointment as Vice President of the LinCT-AA Board.

Thank you again for your leadership, and your continued commitment to advancing positive change. It was truly an honour to have you participate in both events, and we look forward to continuing to work together in support of victims, survivors, and safer, more resilient communities.

With sincere appreciation,



Sue OSullivan, Chair
International Network Supporting Victims of
Terrorism and Mass Violence
ED Canada LinCT-AA



John D Parkinson OBE
Executive Managing Director
LinCT Alumni Association

Cc: Micayla Hayes Chair, Victoria and Esquimalt Police Board



June 9, 2026

The Honourable Lisa Beare
Minister of Education and Child Care
Province of British Columbia
PO Box 9045 Stn Prov Govt
Victoria, BC V8W 9E2

The Honourable Nina Krieger
Minister of Public Safety and Solicitor General
Province of British Columbia
PO Box 9010 Stn Prov Govt
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Re: Human Rights Groups Urge Moratorium on Police in Schools in BC

Dear Ministers,

BC Civil Liberties Association and Policing-Free Schools (Canada) write to urge the Province to end all police-in-school programs¹ in BC public schools and prevent their reintroduction, regardless of name, structure, or level of reform. Because of the extensive background information and evidence that supports the content of this letter, appendices are provided in a manner corresponding to the order of our arguments calling for your action.

This request is urgent. Two recent incidents in BC show that police presence in schools can create serious risks and significant harm to students and staff. Additional reasons to act include the chronic and acute accountability gaps inherent to these programs, your obligation to uphold the human rights of children and staff in BC's schools, and the longstanding evidence civilian professionals, not police officers, keep learning environments safe.

¹ "Police-in-school programs" means any program or arrangement involving police presence in school or school-adjacent activities, including school liaison officer, school police liaison officer, school resource officer, youth officer, curriculum-based, non-curricular, presentation, mentorship, or informal relationship-building programs delivered by or involving police.

Gun Pointed at School Worker

We are aware of a serious incident in which a worker, while arriving at work and using the school's bike cage for its intended purpose, was treated as a criminal suspect without any apparent objective basis. Rather than first taking less intrusive steps to verify the worker's identity or connection to the school, the School Liaison Officer (SLO) escalated the encounter by pointing a firearm, detaining and handcuffing the worker, and searching their belongings. On the facts as we understand them, these were highly invasive and harmful actions that an SLO used against a law-abiding person engaged in an ordinary workplace activity, and they raise significant concerns about whether the SLO's conduct was lawful, necessary, or proportionate. It also raises significant and unresolved questions about excessive use of force, accountability, and whether a school district can protect workers and students when it claims no practical authority over the officers they host under police-in-school programs.

Inappropriate Relationship Stemmed from Police Contact with Student

A second incident raises serious concerns arising from police authority, youth access, informal relationship-building, and unequal power dynamics. The Office of the Police Complaint Commissioner's (OPCC) most recent annual report describes misconduct over a 4-year period involving a Vancouver Police Department (VPD) officer whose abusive relationship with a former student originated through contact at a secondary school, where the officer had presented on policing and later exchanged career-related emails with the student while lying about their age.

The VSB and Independent School Association of BC were reportedly unaware of the incident, the investigation into the officer's conduct, and the substantiated findings. This raises serious accountability concerns. There appear to be no clear safeguards or oversight mechanisms requiring disclosure to school boards of risks associated with police-in-school programs, including information about officer misconduct investigations and related outcomes. This gap undermines school boards' ability to fulfill their duty to maintain safe environments for students and staff.

Governance, Disclosure and Accountability Failures

These incidents reveal a recurring structural problem in police-in-school programs: institutions promote them as carefully managed partnerships built on safety, mentorship, trust, and student well-being, yet when serious harms or accountability concerns arise, responsibility becomes fragmented or displaced. Police and school authorities appear unable or unwilling to provide clear answers about risk assessment, officer selection and placement, the content of any training required for police assigned to schools, disclosure to affected communities, student rights, complaint pathways, or misconduct outcomes.

Even elected parent representatives and journalists have faced barriers when seeking basic information about which officers are assigned to work with children and youth and whether those officers are subject to serious misconduct concerns.

Public education cannot depend on a partnership model in which responsibility and authority are split in ways that leave no institution fully accountable.² This lack of transparent governance and shared accountability undermines public confidence and raises serious concerns about whether schools can safely host relationship-based policing while police culture, oversight, and reporting systems remain subject to unresolved systemic scrutiny.

Provincial Responsibility to Prevent Discrimination and Harm

BC's Human Rights Commissioner has repeatedly called for police-in-school programs to end, warning that Indigenous, Black, and other racialized students may reasonably fear police because of their communities' disproportionate exposure to harmful police interactions.³

Those concerns have only been reinforced by BC,⁴ Canadian and International evidence on discriminatory policing, over-policing, use of force, and systemic anti-Indigenous and anti-Black racism. United Nations experts in human rights, including the right to education, have addressed police-in-school programs directly, noting that they are not neutral tools. These experts recommend that police presence in schools be reduced to the maximum extent possible to protect learning environments.

² School Act, RSBC 1996, c 412, ss 8.4-8.5; Vancouver District Parent Advisory Council, "Email - DPAC-VSB-VPD Concerns re: SLO placement in schools" (September 2023), online(pdf): https://drive.google.com/file/d/1EwtgRYun_7ttu2NaGjMG2WjUJuo53Gpf/view [DPAC Email]; Vancouver School Board, Memorandum of Understanding Between the Vancouver School Board and the Vancouver Police Department - School Liaison Officer Program (31 August 2023), online(pdf): https://media.vsb.bc.ca/media/Default/medialib/mou_slo_and_appendix.0b7a5a66724.pdf s 5.1 [VSB-VPD MOU]; Katie Hyslop, "Officer Involved in Myles Gray's Violent Death Now Works in a High School", The Tyee (5 June 2024), online: <https://thetyee.ca/News/2024/06/05/Officer-Involved-Violent-Death-Works-High-School/> [Hyslop, "Officer Involved"]; Katie Hyslop, "Vancouver Police Finally Reveal Names of School Liaison Officers", The Tyee (17 November 2025), online: <https://thetyee.ca/News/2025/11/17/Vancouver-Police-Reveal-Names-School-Liaison-Officers/> [Hyslop, "Vancouver Police Finally Reveal Names"]; Vancouver Police Department, "Youth Outreach", online: <https://vpd.ca/community/youth-outreach/>.

³ British Columbia's Office of the Human Rights Commissioner, Equity is safer: Human rights considerations for policing reform in British Columbia (Vancouver: BCOHRC, November 2021), online(pdf): https://bchumanrights.ca/wp-content/uploads/BCOHRC_Nov2021_SCORPA_Equity-is-safer.pdf [Equity is Safer]; Letter from Human Rights Commissioner Kasari Govender to Ministers Beare and Begg, "Re: School Police Liaison Officers" (3 February 2025), online(pdf): https://bchumanrights.ca/wp-content/uploads/BCOHRC_Feb2025_Letter-to-Beare-Begg-re-SPLOs.pdf [Govender Letter]; International Independent Expert Mechanism to Advance Racial Justice and Equality in the Context of Law Enforcement, Visit to the United States of America, UN Doc A/HRC/54/CRP.7 (26 September 2023), online: <https://www.ohchr.org/en/documents/country-reports/ahrc54crp7-international-independent-expert-mechanism-advance-racial> at paras 52-54 [International Expert Mechanism]; Special Rapporteur on the right to education, Farida Shaheed, The right to be safe in education, UN Doc A/HRC/59/41 (16 June 2025), online(pdf): <https://www.ohchr.org/sites/default/files/2025-06/a-hrc-59-41-aev.pdf> [Special Rapporteur].

⁴ Kiffer G Card et al, "Event-level outcomes of police interactions with young people in three non-metropolitan cities across British Columbia, Canada" (2021) 91 International Journal of Drug Policy 102824, doi: 10.1016/j.drugpo.2020.102824 [Card et al], online: <https://www.sciencedirect.com/science/article/abs/pii/S0955395920301651>.

Yet provincial and local authorities have continued to revisit, rebrand, or restore these programs without producing empirical evidence that they are effective or necessary. Program redesign does not cure these serious risks. Reduced visual markers of policing, additional training, and an emphasis on mentorship or relationship-building may make police presence feel less coercive to some people, but can also blur boundaries, obscure accountability, and deepen the very risks these programs claim to manage.

The Province cannot treat these decisions to expand police presence in schools as merely local matters: you have a responsibility to ensure that public education services uphold your human rights obligations.

Demonstrated Harms and Unproven Safety Benefits Require Action

After decades of police-in-school programs being operational in BC and elsewhere, there is no concrete evidence that the programs improve objective safety outcomes. Canadian reviews, human rights analyses, and empirical research instead identify recurring risks: criminalization, exclusion, discriminatory surveillance, unnecessary use of force, boundary violations, and abuse of power.

Invest in Evidence-Based Measures to Protect BC's Public Education Community

The evidence points away from policing and toward properly funded, healing-centred, and student-centred approaches to school safety. Schools need mental health supports, education assistants, youth counsellors, restorative practices, community-school models, culturally safe services, and equity-based safety planning—not the diversion of scarce education resources toward police liaison programs. Vancouver's own experience shows that non-policing safety infrastructure can be built and sustained, while teachers, parents, trustees, and oversight bodies have repeatedly identified chronic underfunding and inadequate supports as the real barriers to safe and inclusive schools.

As Human Rights Commissioner Govender has put it, equity is safer.

Our Calls to You

Considering the evidence and the Province's human rights obligations, we respectfully and urgently request that your Ministries:

1. End all police-in-school programs in BC public schools without delay.
2. Ensure that such programs cannot be re-established anywhere in BC, regardless of name, structure, or purported reform.
3. Publish reports from police bodies and school districts across BC that have participated in police-in-school programs since the 2020-2021 school year, including officer identities and school assignments, calls for service, searches, handcuffing and other use-of-force incidents, police collection and use of student and worker information, General Occurrence reports, charge recommendations, complaints, conduct investigations, substantiated

misconduct findings, and outcomes (disaggregated where legally and ethically appropriate).

- Invest instead in properly funded schools and proven, human rights-based safety strategies that support well-being without the foreseeable harms of policing in schools.⁵

Please provide a substantive reply to this letter, including your availability to meet to discuss this pressing matter, by July 9, 2026. We stand ready to support your Ministries in realizing an evidence-based, human rights-centred vision for real, lasting public school safety in BC.

Sincerely,

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CC: The Honourable David Eby, Premier of British Columbia, Premier@gov.bc.ca
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Kasari Govender, BC Human Rights Commissioner, commissioner@bchumanrights.ca
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Third Party (Green) Caucus, greencaucus@leg.bc.ca

⁵ Jennifer DePaoli and Jennifer McCombs, Safe Schools, Thriving Students: What We Know About Creating Safe and Supportive Schools (Learning Policy Institute, 9 August 2023), online: <https://learningpolicyinstitute.org/product/safe-schools-thriving-students-report> [Learning Policy Institute].

Appendices: Supporting Background and Authorities

These appendices correspond to the headings and content in the letter “Human Rights Groups Urge Moratorium on Police in Schools in BC” and provide supporting examples, evidence, and authorities.

Appendix A - Recent BC Harms and Governance Failures

A.1 Gun Pointed at School Worker

We are aware of a violent and unwarranted incident at a public secondary school in Vancouver last year. On the facts as we understand them, the worker was simply arriving at work and locking their own bicycle in the school’s bike cage. They were using the bike cage for exactly what it was there for.

What followed was a serious and escalating intrusion by an SLO on the worker’s rights. The SLO pointed a firearm at them, detained them, handcuffed them, and searched their personal belongings. These were not minor steps. They were highly invasive police actions used against a person who, on the known facts, was arriving at their workplace at the start of the day and securing their own bike.

In a free and democratic society, police action must be reasonably necessary. It is not enough that a more forceful approach might be convenient, faster, or effective. Unless the SLO had specific, objective reasons to believe the worker had committed, was committing, or was about to commit an offence, the officer could not lawfully treat the worker as a suspect just to “rule them out” as a possible bicycle thief.

That principle matters here. The SLO was dealing with a person at a school, at the start of the workday, using a bike cage for its obvious purpose. There were plainly less intrusive options available. The SLO could have spoken with them from a safe distance, asked whether they worked at the school, contacted school administration, checked staff information through school channels, or otherwise verified the worker’s identity.

On these facts, the SLO’s unjustified escalation transformed a basic identity-check or bike-theft inquiry into a frightening, coercive and violent police encounter for the worker at what should have been a safe and healthy workplace, involving a gun and associated prospect of death, detention, handcuffs, and a search of personal belonging.

The incident caused serious and lasting harm and demonstrates that even Vancouver's “reimagined” SLO program can introduce, rather than reduce, risk. This incident reflects student concern about guns in schools recorded in the recently released Final Report of the

Evaluation of the School Liaison Officer (SLO) Program in Vancouver, including a student's fear that misinterpretation of circumstances by police could lead to someone being shot.⁶

Pointing a firearm at a member of the public is among the most serious forms of police use-of-force, short of discharging the weapon. Under BC's use-of-force framework, firearms are classified as a lethal-force option.⁷ Even where no physical injury occurs, the threat of potentially lethal force is a profound intrusion on personal security and dignity.

BC policing standards require police agencies to have procedures that require officers to report the display of a firearm as a use of force.⁸ Vancouver Police Department (VPD) procedures require members to report use of force, including an explanation, within 48 hours, triggering supervisory review.⁹ Yet the affected worker and the public do not know whether the officer reported the incident, whether supervisors reviewed it, or whether corrective, disciplinary, or training measures were considered and imposed.

We understand that the Vancouver School Board (VSB) took no concrete action to address the safety risk, even though it knew the worker experienced significant mental distress and could no longer work at the same location as the SLO. Treating reassignment of the harmed worker as the solution, rather than requiring their police partner (the VPD) to remove or reassign the officer, compounds the power imbalance inherent in police-in-school programs. The VSB's position that it has no role in protecting school staff and students from harm caused by an SLO beyond referring concerns to the VPD is inconsistent with its responsibility to ensure safe schools and with the SLO memorandum of understanding itself.¹⁰

A.2 Inappropriate Relationship Stemmed from Police Contact with Student

The risks of police-in-school programs are not limited to acute use-of-force incidents. The Office of the Police Complaint Commissioner's (OPCC) most recent annual report describes a VPD officer who attended a secondary school to present on policing, exchanged emails with a female student about a policing career, and later, after she graduated, entered an inappropriate relationship with her. The investigation found that the officer lied about his age and was verbally and emotionally abusive; the misconduct was classified as discreditable conduct, and

⁶ Vancouver School Board, Evaluation of the School Liaison Officer (SLO) Program, Final Report (April 2026), online(pdf): https://media.vsb.bc.ca/media/Default/medialib/evaluation-of-the-school-liaison-officer-program_april-2026.0f951388928.pdf [VSB Evaluation] at 7-8, 20.

⁷ BC Provincial Policing Standard 1.9.1, Use of Force Models.

⁸ BC Provincial Policing Standard, Reporting and Investigation Following the Use of Force, Subject 1.7.2 - Reporting and Investigation Following the Use of Force (1)(e), online: <https://www2.gov.bc.ca/gov/content/justice/criminal-justice/policing-in-bc/policing-standards/1-7/1-7-2-reporting-investigation-use-of-force>.

⁹ Vancouver Police Department Regulations and Procedures Manual, Use-of-Force 1.2.1, section 26, online(pdf): <https://vpd.ca/wp-content/uploads/2026/02/regulations-and-procedures-manual.pdf> at 31.

¹⁰ VSB-VPD MOU, supra note 2, s 5.1.

the disciplinary or corrective measure was dismissal, although the member resigned before dismissal.¹¹

The OPCC summary did not identify the officer, the student, or the school. Subsequent reporting noted that both the VSB and the Federation of Independent School Associations were unaware of the misconduct findings and related investigation, notwithstanding that the misconduct arose from a relationship that originated through police contact with a student in a school setting.¹²

The risk is not unprecedented. In a separate OPCC substantiated misconduct matter from 2021/22, a Vancouver police officer engaged in sexual activity with a high-school student; the disciplinary decision found discreditable conduct and imposed significant corrective measures.¹³ In an RCMP conduct appeal, a member acting as a volunteer youth sports coach had personal and suggestive text chats with a high-school student and co-coach; the Conduct Board ordered resignation or dismissal, and the Commissioner dismissed the appeal.¹⁴ A 1999 OPCC annual report also described a BC school liaison officer who committed numerous substantiated misconduct violations arising from school activities and was removed from liaison duties.¹⁵ These examples differ factually, but they reinforce the same safeguarding concern: police authority, youth access, mentorship, career guidance, and informal relationship-building roles create foreseeable risks that cannot be cured by program renaming or cosmetic reform.

A.3 Governance, Disclosure, and Accountability Failures

Police services and school authorities routinely describe these programs as carefully planned partnerships intended to advance student safety, well-being, mentorship, trust, transparency, and positive community relationships.¹⁶ Yet when serious harms occur, the institutions

¹¹ Office of the Police Complaint Commissioner, Appendix 2024/2025 Annual Report: Substantiated Allegation Summaries (Victoria: OPCC, 2025), online(pdf): <https://opcc.bc.ca/wp-content/uploads/2025/11/OPCC-2024-2025-Substantiated-Allegation-Summaries.pdf> at 34-35 [OPCC 2024/25 Annual Report]; at 34-35.

¹² Katie Hyslop, "VPD Officer Was Quietly Investigated over an Abusive Relationship with Teen", The Tyee (12 December 2025), online: <https://thetyee.ca/News/2025/12/12/VPD-Officer-Investigated-Abusive-Relationship-Teen/> [Hyslop, "VPD Officer"].

¹³ Office of the Police Complaint Commissioner, Appendix 2021/2022 Annual Report: Substantiated Allegation Summaries (Victoria: OPCC, 2022), online(pdf): https://opcc.bc.ca/wp-content/uploads/2023/02/2022-11-10-2021-2022-Substantiated-Allegation-Summaries_FINAL.pdf at 26.

¹⁴ Royal Canadian Mounted Police External Review Committee, "Conduct (Discipline) Appeals - C-078" (21 November 2023), online: <https://www.canada.ca/en/rcmp-external-review-committee/services/case-summaries/conduct-discipline-appeals/c-078.html>.

¹⁵ Office of the Police Complaint Commissioner, 1999 Annual Report (Victoria: OPCC, 1999), online(pdf): https://opcc.bc.ca/wp-content/uploads/2022/01/1999_Annual_Report.pdf at 33-34.

¹⁶ See, e.g., Vancouver School Board, "News Release: VSB schools ready to welcome school liaison officers" (31 August 2023), online: <https://www.vsb.bc.ca/news-release-vsbs-schools-ready-to-welcome-school-liaison-officers.66726>; New Westminster Schools, "Message about the Board of Education's motion to create a MOU with the NWPD" (28 May 2025), online: <https://newwestschools.ca/blog/2025/05/28/message-about-the-board-of->

involved cannot show who is responsible for identifying risks, preventing harm, informing affected communities, or ensuring accountability.

The misconduct matter reported by the OPCC in its last annual report is illustrative. The school community was apparently not informed that a former student had been subjected to years of abusive conduct flowing from a relationship that began through school-based police programming. The public response deepens the concern: media reporting indicates that the Chief Constable was not made available to answer questions about the officer's conduct, while a VPD spokesperson stated that the officer had been dismissed despite the OPCC summary recording that the officer resigned before a dismissal order was issued.¹⁷ Because the officer's identity has been withheld throughout, the public has no way of knowing if he went on to work with another police department or to work with young adults.

The same accountability gap appears in the Vancouver school-worker incident involving the pointed gun, handcuffing and search. We understand that the VSB's position is that it has no authority over the school liaison officer involved or their specific school placement and cannot know about any related VPD investigation into the incident or its outcome. The VSB claims to have no meaningful role beyond notifying the VPD of the matter, even while continuing to host police in the school environment under its purview.¹⁸

Reform and training commitments do not resolve this structural problem. The VSB evaluation says the renewed program reduced visible markers of policing and provided additional training, while increasing relationship-building and broader involvement in school communities.¹⁹ When an officer is simultaneously a law-enforcement actor, intelligence gatherer, mentor, presenter, club sponsor, and informal support person, the boundary between care and coercion becomes unclear.

Accountability concerns are sharpened by the VPD's continued placement of Constable Hardeep Sahota as a school liaison officer.²⁰ Constable Sahota is also one of several VPD officers whose conduct in connection with the 2015 death of Myles Gray is the subject of a current OPCC public hearing. The Notice of Public Hearing states that the hearing will consider allegations that the respondent members intentionally or recklessly used unnecessary force against Mr. Gray, and that Const. Sahota neglected duty by failing to make and preserve

[educations-motion-to-create-a-mou-with-the-nwpcd/](#) ; New Westminster Police Department, "Chief Constable Responds to School Board's School Safety Partnership Decision" (28 May 2025), online: <https://www.nwpolice.org/news-media/media-releases/message-from-the-chief-constable-on-school-board-decision/> .

¹⁷ Hyslop, "VPD Officer", supra note 12; OPCC 2024/25 Annual Report, supra note 11 at 34-35.

¹⁸ VSB-VPD MOU, supra note 2, s 5.1.

¹⁹ VSB Evaluation, supra note 6 at i, 31.

²⁰ Vancouver Police Department, "Youth Outreach", supra note 2; Hyslop, "Vancouver Police Finally Reveal Names", supra note 2.

contemporaneous notes and/or furnish required reports or statements in a timely way.²¹ Those allegations have not been finally determined. However, assigning an officer subject to unresolved serious public accountability proceedings to a school role premised on trust, mentorship, discretion, and safeguarding reasonably undermines public confidence. Reporting on the IIO investigation into the death of Mr. Gray also raises concerns about the constable's cooperation with civilian oversight.²²

Transparency problems have also affected journalists and parent representatives seeking basic information about police officers assigned to work with children in public schools, including how police are chosen for the role, who is assigned to which school, and what students' rights are understood to be when interacting with the police at school. Reporting indicates that when Vancouver's District Parent Advisory Council (DPAC) relayed parent concerns to the school board and police department about the risk to children in assigning an SLO known to have been involved in a violent death and asked that students and parents be informed of students' rights when interacting with police in schools, the institutions provided superficial responses.²³ They also failed to disclose to the DPAC whether the SLO in question would face disciplinary proceedings. A media outlet seeking the names of SLOs assigned to Vancouver schools faced FOI refusals based on claims from the VPD that the public disclosure of SLO identities could endanger officers' life or physical safety.²⁴ That position is difficult to reconcile with VPD's subsequent public posting of youth outreach/SLO identities.²⁵

Basic information about who is assigned to schools, what training they have, what student contacts they initiate, whether they are under investigation, and how complaints are handled should not require years of access-to-information disputes.²⁶ Where schools may not know whether assigned officers are subject to serious misconduct concerns, and where responsibility can be displaced between police and school authorities, neither institution appears fully accountable for safeguarding school communities.

²¹ Office of the Police Complaint Commissioner, Notice of Public Hearing, PH 2024-02, OPCC File 2015-11014 (11 December 2024), online(pdf): <https://opcc.bc.ca/wp-content/uploads/2024/12/11014-2024-12-11-Notice-of-Public-Hearing.pdf> at paras 1, 44.

²² Hyslop, "Officer Involved", supra note 4; Independent Investigations Office of BC, "IIO Files Petition in the Myles Gray Investigation (2015-116)" (11 October 2017), online: <https://iio.bc.ca/media/iio-files-petition-in-the-myles-gray-investigation-iio-2015-116/>; Jessica Kerr, "Vancouver police officers could face charges in death of Myles Gray", Vancouver Is Awesome (16 January 2019), online: <https://www.vancouverisawesome.com/courier-archive/news/vancouver-police-officers-could-face-charges-in-death-of-myles-gray-3091744>.

²³ DPAC Email, supra note 2; Hyslop, "Officer Involved", supra note 2.

²⁴ Hyslop, "Vancouver Police Finally Reveal Names", supra note 2.

²⁵ Vancouver Police Department, "Youth Outreach", supra note 2.

²⁶ Katie Hyslop, "We Finally Have Some Info on School Liaison Officer Training", The Tyee (25 November 2025), online: <https://thetyee.ca/News/2025/11/25/Finally-Info-School-Liaison-Officer-Training/>; Katie Hyslop, "Despite Claims, School Liaison Officers Received No Special Training", The Tyee (13 January 2023), online: <https://thetyee.ca/News/2023/01/13/School-Liaison-Officers-No-Special-Training/>; Hyslop, "Vancouver Police Finally Reveal Names", supra note 4.

The broader police oversight record reinforces our core concerns. The OPCC has launched a systemic investigation into workplace-related sexualized conduct in BC municipal police departments and designated units, noting recurring conduct, power imbalances, barriers to reporting, and organizational-culture issues.²⁷ Comparable concerns arise beyond municipal policing: systemic cultural issues within the RCMP, BC's provincial police service involved in police-in-school programs, are well documented and include harassment and violence, and racism and misogyny.²⁸ These materials matter because police-in-school programs rely on trust, mentorship, informal relationships, and school-based authority. Schools should not be asked to treat relationship-based policing as a safeguarding measure while police culture, reporting pathways, and accountability systems remain under systemic review.

Appendix B – Provincial Responsibility to Prevent Discrimination and Harm

BC's Human Rights Commissioner Kasari Govender recommended in 2021 that police-in-school programs in BC should end. She reiterated that recommendation to your Ministries in 2025, emphasizing that Indigenous, Black, and other racialized children may have well-founded fears of police because they see their communities disproportionately affected by negative police interactions.²⁹ Victoria Police Department's 2018-2023 use-of-force data underscores the same concern.³⁰

Despite these warnings, school boards and provincial decision-makers have continued to revisit, rebrand, or expand police-in-school programming. The Province's intervention in

²⁷ Office of the Police Complaint Commissioner, Terms of Reference: Systemic Investigation Regarding Sexualized Conduct in Police Workplaces (25 March 2026), online(pdf): https://opcc.bc.ca/wp-content/uploads/2026/03/OPCC_Systemic-Investigation_-_Terms-of-Reference_25March26_final.pdf at 1-2.

²⁸ Royal Canadian Mounted Police, "RCMP response to the report of the Independent Assessors regarding the claims made under the Merlo/Davidson settlement agreement" (17 November 2025), online: <https://rcmp.ca/en/bastarache-report/rcmp-response-report-independent-assessors-regarding-claims-made-under-merlodavidson-settlement> ; Royal Canadian Mounted Police, 2024 Annual Report: Independent Centre for Harassment Resolution (Ottawa: RCMP, 2025), online: <https://rcmp.ca/en/corporate-information/publications-and-manuals/2024-annual-report-independent-centre-harassment-resolution> ; Shivangi Misra, Ashley Major, Pamela Palmater & Shelagh Day, *The Toxic Culture of the RCMP: Misogyny, Racism, and Violence against Women in Canada's National Police Force* (Canadian Feminist Alliance for International Action, May 2022), online: Mass Casualty Commission <https://commissiondespertemassives.ca/files/documents/roundtables/COMM0059795.pdf?t=1763043703>; The Joint Federal/Provincial Commission into the April 2020 Nova Scotia Mass Casualty, *Turning the Tide Together: Final Report of the Mass Casualty Commission, Volume 5: Policing* (March 2023), online(pdf): <https://masscasualtycommission.ca/files/documents/Turning-the-Tide-Together-Volume-5-Policing.pdf> at 427, 517, 627-628.

²⁹ Equity is Safer, *supra* note 3 at 9; Govender Letter, *supra* note 3 at 1-2.

³⁰ Victoria Police Department, "VicPD Use of Force Data 2018-2023" (15 January 2025), online: <https://vicpd.ca/2025/01/15/vicpd-use-of-force-data-2018-2023/>.

School District 61 was particularly troubling because it appeared to pressure a local board to restore school police programming despite evidentiary and human rights concerns.³¹

The reinstated SD61 Board recently stated that it had repeatedly asked police and government for empirical evidence that the police-in-school program was effective or necessary, but that evidence was not produced.³² Local disagreements cannot relieve the Province of its obligation to ensure that public education services do not perpetuate systemic discrimination or expose students and workers to avoidable harm.

Recent BC and Canadian materials reinforce that police-in-school programs cannot be assessed as neutral relationship-building initiatives divorced from broader issues about policing systems and inequality. In February 2026, BC's Human Rights Commissioner released a final review concerning the Vancouver Police Board settlement with Maxwell Johnson Sr. and A.B.; the Board had admitted discriminatory conduct based on Indigenous identity, race, and ancestry, and the Commissioner concluded that key collaborative measures to address systemic anti-Indigenous racism had not been fully satisfied.³³ The Commissioner's police use-of-force inquiry and Justice Canada materials specific to Black communities in BC further underscore concerns about over-policing, presumptions of guilt, and overrepresentation in arrest and correctional data.³⁴

Appendix C - International Human Rights Obligations

These are not only policy concerns. Canada is party to core international human rights instruments that protect children's dignity, non-discrimination, privacy, liberty, education, disability rights, and protection from degrading treatment.³⁵ Routine police involvement in school discipline, surveillance, informal questioning, record generation, and relationship-

³¹ Katie Hyslop, "What a School Board Sacking Reveals about Police in BC Schools", The Tyee (2 April 2025), online: <https://thetyee.ca/News/2025/04/02/School-Board-Sacking-Police-BC-Schools/> .

³² School District No 61 (Greater Victoria), "Statement from the Board of Education Regarding the Board's Reinstatement" (25 May 2026), online: <https://www.sd61.bc.ca/news-events/news/title/may25-statement/> .

³³ British Columbia's Office of the Human Rights Commissioner, Final review: Settlement Agreement between Maxwell Johnson Sr. and A.B. and the Vancouver Police Board (Vancouver: BCOHRC, 24 February 2026), online: <https://bchumanrights.ca/resources/publications/publication/vpb-johnson-final/> .

³⁴ British Columbia's Office of the Human Rights Commissioner, "Inquiry into police use of force", online: <https://bchumanrights.ca/inquiries-and-cases/inquiries/inquiry/use-of-force/> ; Justice Canada, "Executive summary", Canada's Black Justice Strategy: African Art and Culture Community Contributor Society Report (8 April 2025), online: <https://www.justice.gc.ca/eng/cj-jp/cbjs-scjn/aaccs/p1.html> ; Justice Canada, "Findings", Canada's Black Justice Strategy: African Art and Culture Community Contributor Society Report (8 April 2025), online: <https://www.justice.gc.ca/eng/cj-jp/cbjs-scjn/aaccs/p3.html> .

³⁵ Government of Canada, "Reports on United Nations human rights treaties", online: <https://www.canada.ca/en/canadian-heritage/services/canada-united-nations-system/reports-united-nations-treaties.html> ; Government of Canada, "International Human Rights Treaties to which Canada is a Party", online: <https://www.justice.gc.ca/eng/abt-apd/icg-gci/ihr-didp/tcp.html> ; United Nations Human Rights Office of the High Commissioner, Convention on the Rights of the Child, International Covenant on Civil and Political Rights, International Covenant on Economic, Social and Cultural Rights, International Convention on the Elimination of All Forms of Racial Discrimination, and Convention on the Rights of Persons with Disabilities.

based programming must be assessed against those obligations that extend to BC, particularly where the burdens fall most heavily on Indigenous, Black, racialized, disabled, and other marginalized students.

UN human rights mechanisms have addressed police in schools directly. The International Independent Expert Mechanism to Advance Racial Justice and Equality in the Context of Law Enforcement concluded that school police presence contributes to the school-to-prison pipeline and recommended reducing police presence in schools to the maximum extent possible, eliminating use of force and arrests, avoiding criminalization of disciplinary infractions, and implementing alternatives. The UN Special Rapporteur on the right to education echoed that recommendation.³⁶

The Special Rapporteur also frames safety in education as a rights-based obligation to protect learners, educators, and non-teaching staff from violations of physical, sexual, and psychoemotional integrity without discrimination, fear, or reprisal. She warns that reliance on police in schools is not neutral because it shifts education from empowerment toward control.³⁷

UN treaty bodies have similarly called for measures to address racial discrimination in school discipline, including school-based arrests and referrals to juvenile and criminal systems for minor non-violent offences, and have raised concerns about police officers deployed to patrol school hallways.³⁸

Appendix D - Demonstrated Harms and Unproven Safety Benefits Require Action

Across Canada, and in BC specifically, there is no conclusive empirical evidence that police presence in schools improves objective safety outcomes. There is, however, substantial evidence of harm, particularly for Indigenous, Black, racialized, disabled, 2SLGBTQIA+, and otherwise marginalized students and staff.

- Recent BC youth-police research strengthens this concern. Card et al examined 675 police encounters reported by 360 young people aged 16-30 in Victoria, Chilliwack, and Prince George. Encounters resulted in questioning or ID requests (33.6%), warnings (19.6%), searches or frisks (15.4%), tickets (15.0%), and handcuffing or arrest (16.4%). In adjusted models, young Indigenous people were significantly more likely than white youth to be

³⁶ International Expert Mechanism, *supra* note 3 at paras 52-54; United Nations Special Rapporteur on the right to education, End of Mission Statement: Visit to the United States of America (10 May 2024), online(pdf): <https://www.ohchr.org/sites/default/files/documents/issues/education/statements/20240510-stm-eom-sr-education-usa.pdf> at 5-6.

³⁷ Special Rapporteur, *supra* note 3 at paras 40-43, 73-74, 95-97.

³⁸ Committee on the Elimination of Racial Discrimination, Concluding observations on the combined tenth to twelfth reports of the United States of America, UN Doc CERD/C/USA/CO/10-12 (21 September 2022), online(pdf): <https://documents.un.org/doc/undoc/gen/g22/495/96/pdf/g2249596.pdf> at paras 31-32; Committee on the Elimination of Racial Discrimination, Concluding observations of the Committee on the Elimination of Racial Discrimination: United States of America, UN Doc CERD/C/USA/CO/6 (8 May 2008), online(pdf): <https://documents.un.org/doc/undoc/gen/g08/419/82/pdf/g0841982.pdf> at para 34.

handcuffed or arrested, and the authors found that Indigenous and non-binary participants were more likely to experience punitive outcomes even after adjusting for histories of drug dealing, past police encounters, and contextual factors. Younger participants were more likely to be searched or frisked regardless of illegal activity or being suspected of a crime at the time of the encounter.³⁹

- The Campbell systematic review found no detectable improvements in school crime or violence from school-based law enforcement and found higher rates of exclusionary discipline.⁴⁰
- Canadian research supports caution: a 2021 BC review found very few systematic evaluations of Canadian school-policing programs and limited empirical outcome research; the authors of one frequently cited pro-SRO Peel study later acknowledged that, without comparison schools, they could not attribute observed improvements to police presence.⁴¹
- The April 2026 VSB evaluation reports positive perceptions among many respondents, including that 72% of staff and 57% of students who answered agreed that SLOs contribute to a sense of safety. But it is not a causal safety-outcomes study. It does not establish that police reduce harm, are necessary, or are less harmful than non-policing alternatives, and it identifies significant limits in design, participation, demographics, and comparability with prior reviews.⁴²
- The same evaluation confirms that the renewed program generates police files and criminal-legal pathways. From September 2023 to June 2025, participating secondary schools produced 1,117 unique calls and online reports to police; 52% resulted in General Occurrence reports; and 68 people were recommended for charges, although charges were not pursued in 74% of those cases.⁴³
- Vancouver's 2021 SLO engagement review remains central. Only 15% of Black student respondents agreed that the SLO program contributed to a sense of safety in schools, while 60% disagreed. Among Indigenous student respondents, 33% disagreed. Those findings

³⁹ Card et al, *supra* note 4.

⁴⁰ Benjamin W Fisher et al, "School-based law enforcement strategies to reduce crime, increase perceptions of safety, and improve learning outcomes in primary and secondary schools: A systematic review" (2023) 19:4 *Campbell Systematic Reviews* e1360, DOI: <https://doi.org/10.1002/cl2.1360>.

⁴¹ Dr Kanika Samuels-Wortley, "The State of School Liaison Programs in Canada" (May 2021), online(pdf): https://bhumanrights.ca/wp-content/uploads/Samuels-Wortley_May2021_School-liaison-programs.pdf [Samuels-Wortley];; Linda Duxbury and Craig Bennell, "Statement Regarding Concerns Raised About Police in Schools: An Evidence-Based Look at the Use of School Resource Officers", online(pdf): <https://carleton.ca/policeresearchlab/wp-content/uploads/sites/207/Peel-Report-Statement.pdf> at 2.

⁴² VSB Evaluation, *supra* note 6 at iii, 2, 6-7, 21, 31.

⁴³ *Ibid* at iv, 26-28, 31-32.

cannot be treated as resolved by a later perception survey with limited Indigenous participation.⁴⁴

- The Human Rights Commissioner's analysis of School District 61 police callout data found no correlation between school liaison officer presence and gang activity, and no reduction in school callouts before or after the programs were ended.⁴⁵
- The BC Teachers' Federation reported that police violence experienced in BIPOC communities enters the daily lives of teachers and students, affecting teaching, learning, and well-being, with Indigenous participants expressing the strongest fears of police presence in schools.⁴⁶
- Ontario Human Rights Commission materials and Canadian school-district reviews describe students feeling watched, targeted, intimidated, over-scrutinized, and at risk of discipline or criminalization when police are present in schools.⁴⁷ Official reviews in Toronto and Ottawa-Carleton report similar concerns, including intimidation and lack of formal evidence of program effectiveness.⁴⁸
- Research also raises disability-related concerns, including evidence that many school resource officers hold problematic attitudes toward students with disabilities.⁴⁹
- Other jurisdictions have acted on these concerns. Peel Regional Police dissolved its SRO program after acknowledging negative impacts on segments of the student population, and Louis Riel School Division discontinued its program after an independent equity-based review.⁵⁰

⁴⁴ Vancouver School Board, Vancouver School Board/VPD School Liaison Program Review: Engagement Summary (March 2021), online(pdf): https://sbvsbstorage.blob.core.windows.net/docs/18f0df3f-ed51-4836-b6e5-ac2e252654db_VSB-SLO-EngagementReport-Mar2021.pdf at 29; VSB Evaluation, supra note 6 at 5-7, 22-23.

⁴⁵ Govender Letter, supra note 3 at 2.

⁴⁶ BC Teachers' Federation, Policing in Schools Project: Report to the Executive Committee (Vancouver: BCTF, December 2022), online(pdf): <https://www.bctf.ca/docs/default-source/for-news-and-stories/policing-in-schools-final-report.pdf> at 6 [BCTF].

⁴⁷ Ontario Human Rights Commission, "OHRC Submission Regarding School Resource Officer Programs" (30 June 2025), online: <https://www3.ohrc.on.ca/en/ohrc-submission-regarding-school-resource-officer-programs> .

⁴⁸ Policing-Free Schools Canada, "Resources", online: <https://www.policingfreeschools.ca/resources>; Toronto District School Board, School Resource Officer Program Review (15 November 2017), online(pdf): https://briarpatchmagazine.com/pdf/TDSB_School_Resource_Officer_Program_Review.pdf at 1-3; Carolyn Tanner, Policy and Practice Review of Police Involvement in Schools (Ottawa-Carleton District School Board, June 2021), online(pdf): <https://www.ocdsb.ca/download/481531> at 75.

⁴⁹ David C May, Corrie Rice and Kevin I Minor, "An examination of School Resource officers' attitudes Regarding Behavioral Issues among Students Receiving Special Education services" (2012) 15:3 Current Issues in Education, cited in Samuels-Wortley, supra note 41 at 13.

⁵⁰ Peel Regional Police, "Dissolution of the School Resource Officer (SRO) Program" (18 November 2020), online: <https://www.peelpolice.ca/news-feed/posts/update-dissolution-of-the-school-resource-officer-sro-program/> ; Louis Riel School Division, "An Equity-Based Review of Police Involvement in Schools" (17 March 2023), online: https://www.lrsd.net/_ci/p/20504 .

- Vancouver call-data reporting similarly undermines simplified safety narratives. Some categories of calls rose after SLO cancellation, but total secondary-school calls in 2022 were lower than in several years when SLOs were stationed in secondary schools, and the data did not show whether calls led to deployment, investigation, or charges.⁵¹
- Official misconduct and legal findings show that concerns about school-police contact are not merely subjective. OPCC findings include unnecessary force against young people, and the Human Rights Tribunal of Ontario found that race was a factor when Peel police handcuffed and shackled a six-year-old Black girl at her public school.⁵²⁵³

Appendix E - Invest in Evidence-Based Measures to Protect BC's Public Education Community

The available evidence points toward non-policing, healing-centred, and student-centred approaches: properly funded schools, mental health supports, education assistants, youth counsellors, restorative practices, community schools, culturally safe supports, and equity-based safety planning. Vancouver's own experience shows that non-policing school safety infrastructure can be developed; VSB's Safe and Caring Schools department was created after police were removed from schools and remained operational after SLOs returned.⁵⁴

Those investments are urgently needed. The Canadian Teachers' Federation has identified chronic underfunding and lack of adequate support as systemic problems requiring properly funded, supported, and resourced public education. BC parents, teachers, and trustees have described persistent funding gaps, and the BC Ombudsperson is investigating reports of disabled students being asked to stay home, often because schools lack the resources to meet their needs.⁵⁵

⁵¹ Katie Hyslop, "Are Schools More Dangerous Without Embedded Police?", *The Tyee* (7 November 2023), online: <https://thetyee.ca/News/2023/11/07/Are-Schools-More-Dangerous-Without-Embedded-Police/> [Hyslop, "Are Schools More Dangerous"].

⁵² OPCC 2024/25 Annual Report, supra note 11 at 14.

⁵³ *JKB v Peel (Police Services Board)*, 2020 HRTO 172; *JKB v Regional Municipality of Peel Police Services Board*, 2020 HRTO 1040; Human Rights Legal Support Centre, "HRTO rules that race was a factor in restraining and handcuffing of 6-year-old Black girl at her public school", online: <https://hrlsc.on.ca/hrto-rules-that-race-was-a-factor-in-restraining-and-handcuffing-of-6-year-old-black-girl-at-her-public-school/> ; Human Rights Legal Support Centre, "UPDATE: HRTO orders Peel Police Services Board to pay \$35,000 to 6-year-old Black girl restrained and handcuffed at her public school", online: <https://hrlsc.on.ca/update-hrto-orders-peel-police-services-board-to-pay-35000-to-6-year-old-black-girl-restrained-and-handcuffed-at-her-public-school/> .

⁵⁴ Hyslop, "Are Schools More Dangerous", supra note 51.

⁵⁵ Canadian Teachers' Federation, "Canadian educators Outline 4 key reforms in new Parachute survey series" (13 January 2025), online: <https://www.ctf-fce.ca/news-parachute-survey-finds-canadian-education> ; Katie Hyslop, "Is BC's Education Underfunded and at a 'Tipping Point'?", *The Tyee* (29 May 2025), online: <https://thetyee.ca/News/2025/05/29/BC-Education-Underfunded-Tipping-Point/> ; Ombudsperson BC, "Are BC schools fair when asking students to stay home? We're investigating" (December 2024), online: <https://bcombudsperson.ca/fairness-public-schools/> .

The BC Teachers' Federation concluded that student needs in a chronically underfunded public education system cannot be met by funding school liaison officers. Participants instead described safe, healthy, and equitable schools as fully funded schools grounded in community and holistic support for students' academic, emotional, social, and physical well-being.⁵⁶

Research-backed non-policing measures include increasing student access to mental health and counselling resources; investing in integrated student supports and community schools; fostering secure school relationships; adopting restorative practices and social-emotional learning; preparing staff to support student well-being; and conducting equity reviews of school safety measures and discipline outcomes.⁵⁷ As Commissioner Govender has framed it, equity is safer.⁵⁸

⁵⁶ BCTF, *supra* note 46 at 8, 12.

⁵⁷ Learning Policy Institute, *supra* note 5.

⁵⁸ Equity is Safer, *supra* note 3.