

PROSTITUTION IN CANADA

Summary

Of the 7,165 prostitution incidents reported by police nationally involved communicating to buy or sell the services of a prostitute (92%). The remaining incidents concerned procuring (5%) or bawdy-house (3%) offences.

The number of reported prostitution incidents within jurisdictions are common and usually reflect the enforcement of the communicating law, a component of criminal activity (Chart A). For 1986 and 1995, the total number of incidents in Canada rose 29%, largely due to an increase in communicating offences in Vancouver. This increase followed two years of steep declines in Toronto, Edmonton and Calgary (in 1993).

Persons accused of a prostitution offence were adults aged 18 or older. A small proportion of youths (12 to 17 years of age) were charged, reflecting their frequent diversion from the criminal justice system by police.

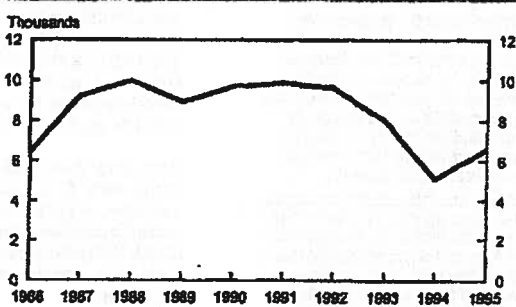
When the communicating law was introduced in 1986, there has been a shift towards charging with communicating. Between 1986 and 1995, 77% of all persons charged with communicating were females, compared with just over one-third charged with soliciting in the 1977 to 1985 period. This increase may reflect changes in the way that some police agencies are enforcing the law, an effort to hold customers more responsible for their participation in the sex trade; also, the law has clearly applied to clients.

In 1995, 63 known prostitutes were killed. Of these, 50 were females (80); seven of them were juveniles aged 15 to 17. Most deaths were related to the trade: 30 were killed by clients, and 8 by pimps or in a drug-related incident.

Persons convicted of communicating tend to be sentenced more severely than men, perhaps because they have more previous convictions, or cases involving multiple charges. For example, 39% of women convicted of communicating were imprisoned, compared with only 3% of men. Among the latter, the most severe penalty was usually a fine. In contrast, 32% of women received fines. (These proportions are based on a non-representative sample.)

When penalties were imposed in adult courts for communicating, the median duration was the same for both sexes. If the most severe penalty was probation, the median length of time was twice as long for women (12 months) as for men (six months). In cases where a fine was administered, the median amount was \$200 for women and \$100 for men.

Chart A
Communicating Incidents in Canada



Source: Uniform Crime Reporting Survey, Canadian Centre for Justice Statistics

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INTRODUCTION

Many people do not realise that prostitution – the exchange of money for sex – is not illegal in Canada. However, it is unlawful to engage in peripheral activities, such as publicly communicating with another person for the purpose of buying or selling sexual services, or living on the avails of the prostitution of another individual.

Street prostitution is a controversial issue, with legal, social, health and economic implications. It is also closely linked to other criminal activities. Since the act of prostitution has traditionally been considered voluntary, it has often been perceived as a victimless crime. Yet the life of a street prostitute is frequently characterised by exploitation, violence, substance abuse and disease.

A different perspective is presented by ordinary citizens faced with street prostitution in their communities. Indeed, many of them feel that they are the victims, since the trade usually brings added traffic, loitering, noise and drugs. In some neighbourhoods, inhabitants are mistaken for prostitutes or clients, while children playing outside are exposed to discarded condoms and needles.

This *Juistat* deals with prostitution-related crime in Canada, that is, communicating, procuring and bawdy-house offences (see *Prostitution in the Criminal Code*). Incidents reported during the 1977-1995 period are examined, with a focus on recent years. A wide variety of data and other information sources dealing with street prostitution have been consulted to provide a multi-faceted look at these activities (see *Data Sources and Methodological Notes*).

Recent Legislative Developments

Until the early 1970s, prostitution was treated as a "status" offence associated with vagrancy; that is, a prostitute found in a public place who could not provide a satisfactory reason for being there could be arrested.¹ In contrast, the soliciting law, introduced in 1972, focused on behaviour by prohibiting individuals from soliciting others in a public place for prostitution. Enforcement of this legislation was problematic, however. "Public place" was not adequately defined, many types of sexual activity were not covered, and it was not clear whether it also applied to male prostitutes and clients. Furthermore, solicitation had to be "pressing and persistent," a condition of arrest that was open to various interpretations. The law remained ineffective, despite a 1983 amendment that noted its application to prostitutes of either sex and defined "public place."

Because of these problems, the federal government established the "Fraser Committee" in the early 1980s to assess the adequacy of the laws related to prostitution and pornography (SPE 1985), and the "Badgley Committee" to report on the efficacy of the current legislation in protecting children from sexual abuse, including juvenile prostitution (COM 1984). Recommendations were set forth, including the decriminalization of adult solicitation, and the creation of new offences to protect children and deter procurers (i.e. pimps).

Following these consultations, the "communicating" law replaced the soliciting law in December 1985, and two years later additional legislation imposed strong penalties for persons living on the avails of juvenile prostitutes, or purchasing their services. The purpose of the communicating law, which remains in force today, is to maintain public order by making prostitution less visible, and therefore less of a nuisance, to the general public. Although the law does not make the act of prostitution itself a crime, it is illegal to communicate with another person in public to buy or sell sexual services. The legislation applies to both prostitutes and clients of either sex.

A number of criticisms have since been levelled at the communicating law. Although prostitution remains legal, there are no clear guidelines on where it can take place. As

¹ For more information on the history of prostitution-related legislation in Canada, consult *Prostitution in Canada (CAN 1984)*.

Prostitution in the Criminal Code

Communicating offences
The communicating law, found in section 213 of the Criminal Code, states the following:

Offence in relation to prostitution

- (1) Every person who in a public place or in any place open to public view
- (a) stops or attempts to stop any motor vehicle,
 - (b) impedes the free flow of pedestrian or vehicular traffic or ingress to or egress from premises adjacent to that place, or
 - (c) stops or attempts to stop any person or in any manner communicates or attempts to communicate with any person for the purpose of engaging in prostitution or of obtaining the sexual services of a prostitute is guilty of an offence punishable on summary conviction.
- (2) In this section, "public place" includes any place to which the public have access as of right or by invitation, express or implied, and any motor vehicle located in a public place or in any place open to public view.

In addition, section 197 has been interpreted such that "the 'practice of prostitution' does not require ... physical contact between the customer and the performer. Prostitution merely requires proof that the woman offered her body for lewdness or for the purposes of the commission of an unlawful act in return for payment."²

The maximum penalty for being convicted of this summary offence is a fine of \$2,000 and/or six months of imprisonment.

Bawdy-house offences

Keeping a common bawdy-house, or transporting a person to a bawdy-house (sections 210 and 211)

In summary, a person keeping a common bawdy-house (i.e. a place kept, occupied or frequented for purposes of prostitution or indecent acts) may be imprisoned for up to two years. An individual occupying or found unlawfully in a bawdy-house, or taking someone there, or in control of such a place and allowing prostitution-related activities to occur, may be imprisoned up to six months and/or fined up to \$2,000.

Procuring offences

Procuring (section 212)

This offence encompasses a variety of crimes. To summarize, a person may be imprisoned up to 10 years for the following activities: procuring or soliciting another to engage in prostitution; enticing a person who is not a prostitute to a place for prostitution; concealing someone in a bawdy-house; procuring a person to enter or leave Canada for prostitution; encouraging or forcing someone to prostitute for gain; enticing an individual to take drugs or alcohol (or administering such) to enable anyone to carry out sexual activities with that individual; or living on income earned through another's prostitution activities. If the person is living on the income of a prostitute under 18, the maximum prison sentence is 14 years.

A procuring violation is also committed when a client purchases or attempts to purchase the sexual services of a person under 16, the maximum penalty for this offence is five years in jail.

Convicted procurers may also be fined. There is no maximum amount specified in the Criminal Code.

a result, enforcement is difficult, costly and erratic.³ An evaluation by the Department of Justice (1989) deemed the legislation ineffective in terms of reducing street prostitution and the aggravation experienced by members of the community.

Since early 1995 there have been ongoing consultations among the ministries responsible for justice at the federal, provincial and territorial levels and key stakeholders,⁴ with a view towards further reform of the prostitution-related sections of the Criminal Code (FED 1995). Issues being reviewed include devising better strategies for dealing with juvenile prostitution; expanding social services aimed at prevention and intervention; imposing more severe penalties for pimps and clients; facilitating law enforcement; empowering municipalities to deal with the problem; licensing the sex trade; creating zones of tolerance; and adopting new measures to curb the activities of clients.

In partial response to these issues, Bill C-27 – which deals with child prostitution and child sex tourism, among other items – was tabled in the House of Commons in April 1998. The Bill proposes a mandatory minimum sentence of five years for a new offence of aggravated procuring, which is committed when a person living on the avails of a prostitute under the age of 18 uses violence against that prostitute and assists her (or him) to

² R. v. Tremblay (1991) in MAR (1996, 335). Presumably this interpretation applies to men and children as well.

³ In order to arrest a prostitute or a customer, it is usually necessary for a police officer to pose as one or the other. Enforcing procuring legislation is also problematic since many prostitutes fear testifying against their pimps.

⁴ For example, police organizations, the Federation of Canadian Municipalities, community associations, social service agencies and prostitutes.

carry on prostitution for profit.⁵ It also modifies the current legislation to facilitate the arrest and prosecution of an individual obtaining or attempting to obtain the sexual services of a person under 18 years in Canada or elsewhere.

Risk Factors Associated With Street Prostitution

Studies have shown that most adult prostitutes began their career in their teens. Being sexually active at an early age and a runaway are recognized risk factors.⁶ The literature also suggests that a history of physical or sexual abuse compounds the risk, as does a family background involving drug or alcohol addiction. By the time such juveniles leave home, a number have already acquired a criminal record for offences such as theft, assault and possession of drugs.

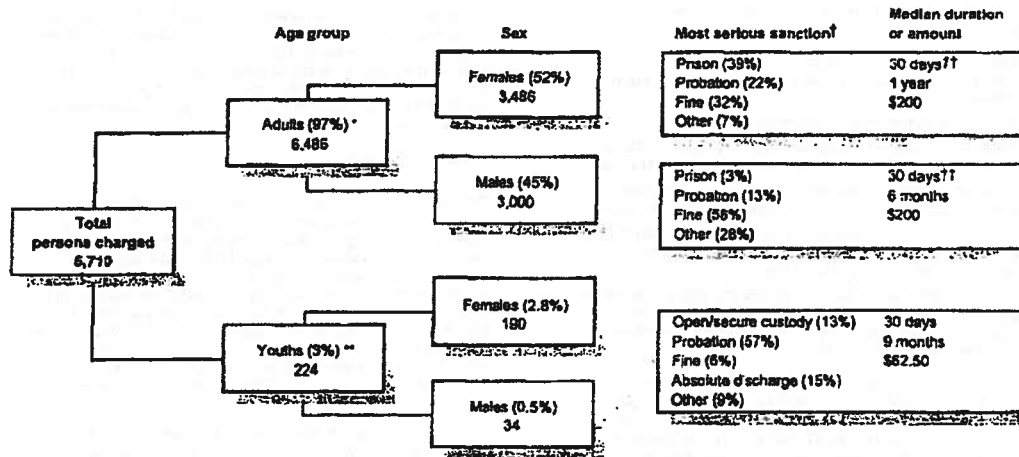
The demand for young prostitutes is high, since many customers prefer the services of adolescents, who may be less threatening or perceived to be less likely to harbour sexually-transmitted diseases. Teenagers are often recruited into prostitution by friends who are already involved in the sex trade. Youths who have left broken or abusive homes are particularly susceptible to offers of material (e.g. food and shelter) or emotional support, which often precede an introduction to prostitution. Once implicated, many juveniles are coerced by pimps to continue working through the use of threats, outright violence or drugs.

⁵ The current legislation does not impose a mandatory minimum sentence for procuring (see Prostitution in the Criminal Code).

⁶ As many as three in four prostitutes may be former runaways (COM 1984).

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Overview of persons charged with communicating in 1995



Sources: Uniform Crime Reporting Survey, Sentencing Study database and Youth Court Survey, Canadian Centre for Justice Statistics
 * Persons aged 18 and over.
 ** Persons aged 12 to 17. Many youths are diverted to social service agencies in lieu of being charged.
 † Adult court cases: Adults convicted of this offence in 1993 and 1994 (1993/94 and 1994/95 fiscal years in Ontario). Excludes New Brunswick, Manitoba and British Columbia; coverage is incomplete for Newfoundland, Nova Scotia and Quebec. Youth court cases: Youths convicted in Canada in 1993/94 and 1994/95 fiscal years.
 †† Based on cases where the sentence duration was known.

But regardless of age or sex, street prostitutes are exposed to a dangerous lifestyle, including other criminal activities. Unfortunately, it is very difficult to find other work that pays as well, since many prostitutes lack education and formal job skills, are drug dependent, and in possession of a criminal record. Some continue working the streets to avoid the retribution expected from a pimp should they choose to quit.

Police Enforcement Practices Vary

In 1995, police in all provinces and territories reported 7,165 prostitution-related incidents (i.e. involving one or more communicating, procuring or bawdy-house violations).⁷ Although the number of incidents that year was 29% higher than in 1994, this increase was preceded by steep declines between 1992 and 1994. Furthermore, the number of incidents in 1995 remained one-third lower than the peak recorded in 1988, the third year following the implementation of the communicating law (Table 1). Such fluctuations are common and usually reflect changes in the enforcement of the communicating law, rather than criminal prevalence; for example, public complaints or media coverage can lead to a few large crackdowns, which temporarily inflate statistics (see *Methodological Notes*).

Since the communicating law has been in force, the focus of arrests has been on street prostitutes and their clients (Chart B). For example, in 1995 the vast majority of prostitution incidents

involved communicating (92%), distantly followed by procuring (5%)⁸ and bawdy-house incidents (3%). In contrast, only 22% of the incidents recorded in 1985 were for soliciting, while over half (58%) were related to bawdy-house activities, and 19% were for procuring.

Because most reported prostitution incidents involve communicating in public, and charges are often laid by police working undercover as prostitutes or clients, at least one person is usually charged. In 1995, 97% of communicating incidents resulted in someone being charged; in comparison, the charge rate in procuring incidents was 79%.

Most of the 7,646 persons charged⁹ in a prostitution-related incident in 1995 were accused of communicating (6,710). Just over half (55%) of those charged with a communicating offence were female (Table 2). (Although the data do not indicate whether

⁷ An incident refers to a criminal occurrence reported by police, which consists of one or more offences (i.e. crimes or violations) committed by one or more persons.
⁸ Procuring incidents reported by police may include offences found in sections 170 (parent or guardian procuring sexual activity) or 171 (householder permitting sexual activity) of the Criminal Code.
⁹ A person may be charged when there is sufficient evidence of culpability, even if that person has not been apprehended. An individual charged in more than one incident will be counted more than once; on the other hand, nobody may be charged in an incident. Thus the number of persons charged is not equal to the number of incidents, nor is it equal to the number of offences reported.

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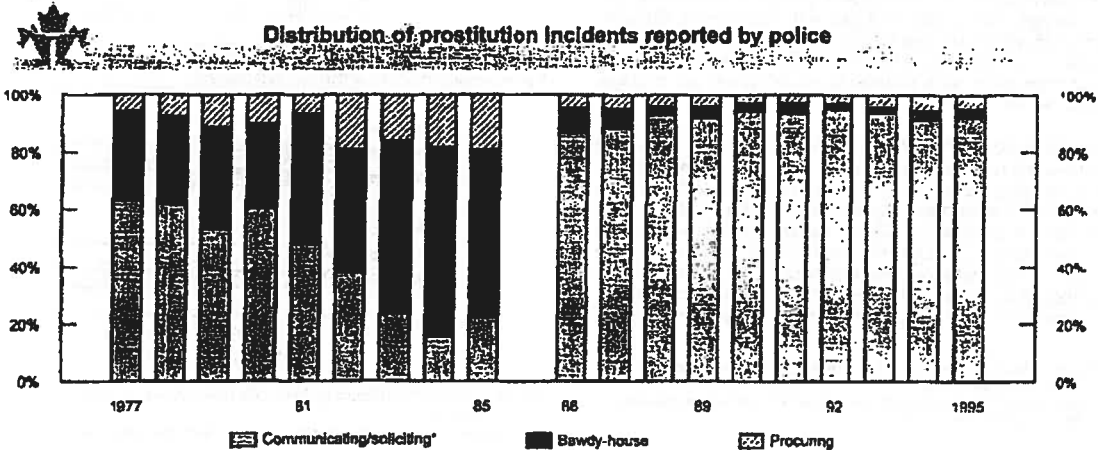
Table 1

Prostitution incidents reported by police*

Year	Total			Communicating or soliciting†		Bawdy-house		Procuring	
	Number	Rate **	%	Number	%	Number	%	Number	%
1995	7,165	24	100	6,595	92	185	3	385	5
1994	5,575	19	100	5,090	91	164	3	321	6
1993	8,517	29	100	7,971	94	157	2	389	5
1992	10,137	36	100	9,616	95	212	2	309	3
1991	10,567	38	100	9,860	93	382	4	325	3
1990	10,273	37	100	9,686	94	256	2	331	3
1989	9,717	35	100	8,922	92	371	4	424	4
1988	10,721	40	100	9,965	93	297	3	459	4
1987	10,457	39	100	9,243	88	684	7	530	5
1986 †	7,426	28	100	6,439	87	614	8	373	5
1985	1,225	5	100	274	22	715	58	236	19
1984	1,024	4	100	160	16	675	66	189	18
1983	935	4	100	223	24	561	60	151	16
1982	700	3	100	267	38	299	43	134	19
1981	1,551	6	100	744	48	699	45	108	7
1980	1,504	6	100	909	60	442	29	153	10
1979	1,283	5	100	684	53	453	35	146	11
1978	1,808	8	100	1,115	62	555	31	138	8
1977	2,843	12	100	1,783	63	888	31	172	6

Source: Uniform Crime Reporting Survey, Canadian Centre for Justice Statistics
 * Excludes incidents where prostitution was not the most serious offence.
 ** Number of incidents per 100,000 population.
 † The communicating law replaced the soliciting law in December 1985.

Chart B



Source: Uniform Crime Reporting Survey, Canadian Centre for Justice Statistics
 * The communicating law replaced the soliciting law in December 1985.

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Table 2

Persons charged in prostitution incidents in 1995*

	All offences		Communicating		Bawdy-house		Procuring	
	Number	%	Number	%	Number	%	Number	%
Total	7,646	100	6,710	100	602	100	334	100
Females	4,158	54	3,676	55	386	64	98	29
Males	3,488	46	3,034	45	216	36	238	71
Adults **	7,391	100	6,486	100	588	100	317	100
Females	3,945	53	3,486	54	373	63	85	27
Males	3,446	47	3,000	46	215	37	231	73
Youths †	255	100	224	100	14	100	17	100
Females	213	84	190	85	13	93	10	59
Males	42	16	34	15	1	7	7	41

Source: Uniform Crime Reporting Survey, Canadian Centre for Justice Statistics
 * Excludes persons who were charged in an incident involving a more serious offence.
 ** Persons aged 18 and over.
 † Persons aged 12 to 17. Many youths are diverted to social service agencies in lieu of being charged.

the person charged was a prostitute or client, it is generally recognized that most prostitutes are female¹⁰ and almost all clients are male.) Females also predominated among those accused of a bawdy-house offence (64%), while seven in ten persons charged with procuring were male.

The vast majority of persons accused of a prostitution-related offence in 1995 were adults aged 18 or older (97%). The relatively small proportion of youths (12 to 17 year-olds) charged may reflect their frequent diversion to social service agencies by police, and the use of other deterrence practices aimed at juveniles.

Females charged with communicating were somewhat younger, on average, than males charged with this offence: 28 years versus 35. Findings were similar among those charged with a bawdy-house offence. As for procurers, females tended to be older than their male counterparts (38 years, on average, compared with 24).¹¹

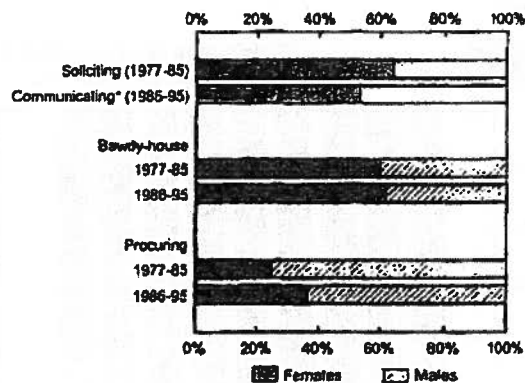
Since December 1985, when the communicating law replaced the soliciting law, there has been a shift towards more males being charged. Specifically, males accounted for just over one-third (36%) of all persons charged with soliciting between 1977 and 1985; in comparison, almost half (47%) of those charged with communicating during the 1986 to 1995 period were male (Chart C). This increase may reflect changes in enforcement practices, in that some police agencies are charging more men in an effort to hold customers more accountable for their

participation in the sex trade; also, since 1985, the law in force has clearly applied to clients as well as prostitutes.

In contrast, from 1986 onwards, a higher percentage of accused procurers have been female (36%), compared with 25% of procurers charged between 1977 and 1985. In both periods, 6 in 10 persons charged with a bawdy-house offence were female.

Chart C

Distribution of the sex of the accused by type of offence



Source: Uniform Crime Reporting Survey, Canadian Centre for Justice Statistics
 * The communicating law replaced the soliciting law in December 1985.

¹⁰ For example, in Vancouver over 80% of prostitutes are female (Lowman, Atchison and Fraser 1996).
¹¹ These observations are based on the Revised UCR and include only those incidents involving a single offence.

Data Sources and Methodological Notes

Data Sources

Uniform Crime Reporting Survey (UCR and Revised UCR): The UCR provides basic police-reported information (dating back to 1977 in this report) on violent, property and other crime, for youths and adults and by sex. Only the most serious offence in an incident is recorded. This means that crimes, particularly those which are considered less serious, are undercounted. Virtually all police forces in Canada provide these data.

The Revised UCR, introduced in 1988, collects detailed information on up to four separate violations committed during an incident, including the characteristics of the accused, the victims and the offences committed. Coverage, which is rising every year, was about 46% of the volume of all reported crime in 1995. Although survey respondents do not provide a representative sample of criminal incidents nationally, there is good coverage of urban crime.

Homicide Survey: This data source provides police-reported information on the characteristics of homicide victims and those accused of homicide. The count for a particular year represents all homicides reported that year, regardless of when the death actually occurred. Extensive revisions to the survey were carried out in 1991, allowing for more comprehensive analysis of prostitution-related homicide.

Sentencing Study database: The database created for this study (Birkenmayer and Roberts 1997) contains information on sentences imposed on convicted offenders in adult Provincial Court cases over a two-year period (1993 and 1994 calendar

years, except for Ontario, which covers the 1993/94 and 1994/95 fiscal years). Most of the data were derived from the Adult Criminal Court Survey (ACCS).²² Information is available from a limited number of jurisdictions only, that is, all courts in Prince Edward Island, Ontario, Saskatchewan, Alberta, Yukon and the Northwest Territories, and some courts in Newfoundland, Nova Scotia and Quebec. All courts in New Brunswick, Manitoba and British Columbia are excluded.

Youth Court Survey (YCS): The YCS provides information from all provinces and territories on persons aged 12 to 17 charged with federal statute violations. Data covering the 1993/94 and 1994/95 fiscal years are examined in this study.

Methodological Notes

The real extent of prostitution-related crime is not reflected in official statistics. Much of it goes undetected or unreported. For example, youths are often encouraged to take advantage of social services in lieu of being charged. And since charges are often laid by police officers working undercover as clients or prostitutes, the number of reported incidents can vary greatly within jurisdictions over time, depending on crime issues targeted by local police forces. Comparisons across jurisdictions may also be problematic because of different enforcement practices.

Other factors affecting the volume of crime reported include variations in conviction and sentencing practices, legislative changes, and the level of tolerance exhibited for prostitution in the community.

Arrests for street prostitution tend to occur in large cities

In 1995, almost two in three reported incidents of prostitution originated from the Toronto, Montréal or Vancouver CMA's (Census Metropolitan Areas²³). Only 4% of incidents were reported from areas outside CMA's (Table 3).

Over half (55%) of the 1994-1995 increase in prostitution incidents noted earlier can be traced to a substantial rise in the number of communicating incidents reported from the Vancouver CMA (from 341 to 1,211). As a result of this "crackdown," Vancouver accounted for 17% of all prostitution-related incidents reported nationally in 1995, compared with only 7% the previous year. But, as previously mentioned, year-to-year fluctuations are common. For example, the total number of prostitution incidents in Canada dropped sharply in 1993, largely due to fewer communicating incidents in Vancouver; an even steeper decline occurred in 1994, mostly in Toronto, Edmonton and Calgary.

Although incident counts reflect the volume of enforcement activity taking place in a specific region, incident rates²⁴ are more appropriate when comparing geographical areas with different population sizes. For example, communicating incident rates in 1995 were highest in Regina (107 incidents per 100,000 population), followed by Vancouver (66), Edmonton (49) and Halifax (48). Rates in the nation's two largest CMA's were somewhat lower: 42 in Toronto and 38 in Montréal (Chart D).

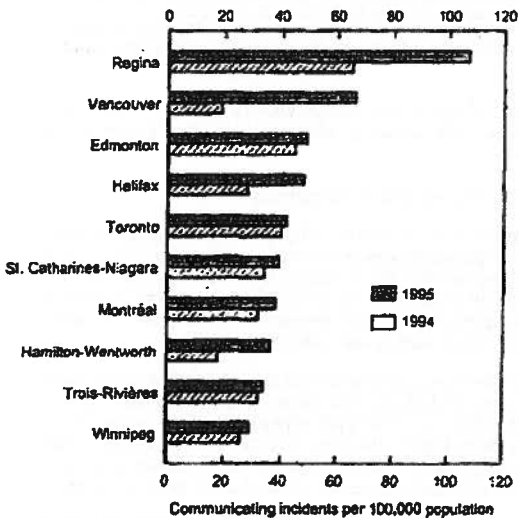
²² Alberta does not participate in the ACCS, but provided data for this study.

²³ A CMA is an urbanized core with a total population of at least 100,000, together with its main labour market area (determined by commuting patterns).

²⁴ Incident rates represent the number of reported incidents per 100,000 population for a specific region and time frame (e.g. Toronto in 1995). They are calculated as follows: (number of incidents reported in the region during the period / population in the region in that period) x 100,000.

Chart D

Communicating rates in top ten CMA's*



Source: Uniform Crime Reporting Survey, Canadian Centre for Justice Statistics

* Census Metropolitan Areas with the highest 1995 rates.

Table 3



Prostitution Incidents by Census Metropolitan Area (CMA)

CMA	All prostitution-related incidents*				Communicating incidents			
	1995		1994		1995		1994	
	Number	Rate**	Number	Rate**	Number	Rate**	Number	Rate**
Canada	7,165	24	6,575	19	6,595	22	5,990	17
CMA total	6,852	38	5,391	30	6,423	35	4,976	28
Toronto	1,892	44	1,793	42	1,804	42	1,705	40
Montréal	1,376	41	1,169	35	1,271	38	1,071	32
Vancouver	1,241	68	380	21	1,211	66	341	19
Edmonton	440	50	414	47	430	49	400	45
Hamilton-Wentworth	236	37	125	20	234	36	116	18
Regina	234	118	133	67	212	107	128	65
Winnipeg	202	30	187	28	196	29	178	26
Calgary	171	21	150	18	148	18	133	16
Halifax	170	50	98	29	164	48	96	28
St. Catharines-Niagara	163	39	140	34	163	39	140	34
Québec	153	22	187	27	149	21	176	26
Ottawa-Hull	132	13	160	16	119	12	149	15
Kitchener-Waterloo	112	27	60	15	50	12	40	10
London	83	20	86	21	77	19	77	19
Saskatoon	64	29	112	51	47	21	74	34
Windsor	58	20	63	22	57	20	63	22
Trois-Rivières	49	34	51	36	49	34	46	32
Other CMAs†	76	5	83	6	44	3	43	3
Non-CMA total	313	3	184	2	172	2	114	1

Source: Uniform Crime Reporting Survey, Canadian Centre for Justice Statistics

* Includes communicating, bawdy-house and procuring incidents.

** Number of incidents per 100,000 population in the CMA (or other area) listed.

† Includes Thunder Bay, Sudbury, Oshawa, Victoria, Saint John, Chicoutimi-Jagoguè, St. John's and Sherbrooke.

Only 2 incidents per 100,000 were reported by police forces in all non-CMA regions combined (small cities, towns and rural areas).

Street Prostitution is Dangerous

A recent study confirms that physical and sexual assaults on street prostitutes are commonly carried out by clients, pimps and boyfriends.¹⁵ Police reports in 1995 reveal that four in ten incidents encompassing procuring also involved at least one other criminal violation; in almost half of these incidents, a sexual and/or other assault was recorded.¹⁶

Sometimes assaults are serious enough to cause death. Indeed, 63 known prostitutes were found murdered between 1991 and 1995 (Table 4). Most (50) appeared to have been killed by customers. Eight were thought to have been killed by pimps or in a drug-related incident. The remaining deaths were at the hands of husbands, common-law spouses and boyfriends.

Almost all of the murdered prostitutes were female: 60 of the 63 who died between 1991 and 1995. Seven of the prostitutes killed were juveniles aged 15 to 17 – all females. During this period, known prostitutes accounted for 5% of all female homicides reported (1,118 deaths).

The private nature of a street prostitute's activities can make the identification of a killer very difficult – all the more so when that person is also a stranger. In fact, most prostitute homicides go unsolved. At the end of 1996, 34 incidents (54%) reported between 1991 and 1995 remained unsolved. In comparison, 20% of homicide incidents involving victims other than known prostitutes were unsolved.

Clients are also at risk

Although prostitutes often face danger while exercising their profession, clients, pimps and other people also put themselves at risk when dealing with prostitutes. It has been estimated that about 40% of street prostitutes in Vancouver carry a weapon when working.¹⁷ Between 1991 and 1995, 18 prostitutes were

¹⁵ In 1994 and 1995, surveys on violence against prostitutes were carried out on behalf of the Department of Justice in Halifax, Montréal, Toronto, Calgary, Winnipeg and Vancouver (Brannigan 1996; Fleischman 1996; la botte à qu'on se voit 1996; Lowman and Fraser 1996).

¹⁶ In contrast, the overwhelming majority (96%) of incidents involving a communicating offence consisted of that single criminal violation only, as did most (89%) incidents with a bawdy-house offence. These findings are based on the Revised UCR, which collects information on up to four violations in an incident.

¹⁷ According to a survey carried out in 1994 (Lowman and Fraser 1996).

Table 4

Prostitution-related homicide, by relationship to victim

Year	Prostitutes killed				Total
	By clients*	By pimps**	By persons involved in illegal drug activities*	By others**	
1995	9	-	1	2	12
1994	16	-	-	-	18 (2) †
1993	8	1	3	1	13 (1)
1992	3	2	1	2	8
1991	14	-	-	-	14 (4)
Total	50	3	5	5	63 (7)

Year	Persons killed by prostitutes				Number of prostitutes charged
	Clients	Pimps	Others ††	Total	
1995	2	1	-	3	3 (1)
1994	2	-	1	3	3
1993	3	-	-	3	3
1992	3	-	2	5	6
1991	-	-	2	2	3 (1)
Total	10	1	5	18	18 (2)

Source: Homicide Survey, Canadian Centre for Justice Statistics
 * Includes incidents where charges were laid, as well as incidents where no charges were laid but the killers were thought to have been clients or pimps, or involved in illegal drug activities.
 ** Mainly husbands, common-law spouses and boyfriends. Because the survey codes only the closest relationship to the victim, some of these killers could also have been pimps. For example, a prostitute killed by her husband who was also her pimp will be assigned to this category.
 † Bracketed numbers represent youth prostitutes.
 †† Mainly acquaintances.

Implicated in the deaths of 10 clients, 1 pimp and 5 others (Table 4).

All but one of the prostitutes charged with homicide had a previous criminal record, as did most (11) of the victims. Virtually all of the victims were male (15), while most (15) of the prostitutes charged with homicide were female.

Provincial Court Statistics

Only cases¹⁹ resulting in convictions are examined in this section of the report. In cases involving more than one charge or sanction, only the most serious charge/sanction is discussed. Most of the findings are presented in the form of percentages, since adult court information was unavailable for some jurisdictions (see Data Sources) and there were only a few prostitution-related cases reported from youth courts.

¹⁹ A case represents an accused person facing one or more charges that are fact presented together in the same court on the same date.

Adults convicted of communicating are most likely to be fined

According to the ACCS, which has more limited coverage than the Sentencing Study database, convictions were obtained in 87% of 1993-1994 adult court cases where communicating was the most serious charge,¹⁹ 64% of bawdy-house cases, and 33% of procuring cases.²⁰

Communicating was the most serious offence²¹ in 7,062 reported adult court cases resulting in convictions in 1993 and 1994²² (Table 5). The vast majority of all communicating cases (91%) involved one charge only. The most severe sanction imposed in

Table 5

Most serious sanction imposed on adults convicted in 1993 and 1994*

	Communi- cating	Bawdy- house	Procuring
Total number of adult court cases resulting in convictions	7,062	493	86
Most serious sanction imposed (%):	100	100	100
Prison sentence	19	3	56
Probation	17	34	36
Fine	45	47	6
Other**	19	16	1
Number of adult court cases with one charge only	6,412	445	85
Most serious sanction imposed (%):	100	100	100
Prison sentence	17	2	48
Probation	17	33	42
Fine	46	47	9
Other**	21	18	2
Number of adult court cases with two or more charges	650	48	31
Most serious sanction imposed (%):	100	100	100
Prison sentence	44	6	74
Probation	19	40	26
Fine	38	54	-
Other**	1	-	-

Source: Sentencing Study database, Canadian Centre for Justice Statistics
 * Excludes New Brunswick, Manitoba and British Columbia, coverage is incomplete for Newfoundland, Nova Scotia and Quebec. Ontario data are for the 1993/94 and 1994/95 fiscal years combined.
 ** Includes restitution, compensation, absolute and conditional discharges, suspended sentence, payment of legal costs, and suspension of driver's licence.

¹⁹ Conviction rates were similar for men and women.
²⁰ ACCS data reveal that 33% of procuring cases first appearing in Provincial Court in 1993 or 1994 were referred to Superior Court prior to disposition. Convictions resulting from these cases would not show up in the Sentencing Study database, which deals with cases heard in Provincial Court only.
²¹ In other words, cases involving communicating and at least one more serious offence (e.g. theft, assault) are excluded.
²² The Sentencing Study database combines provincial data for both years except for Ontario, which covers the 1993/94 and 1994/95 fiscal years.

46% of single-charge cases was a fine;²² nevertheless, a conviction resulted in a prison sentence in 17% of cases. In marked contrast, convicted communicating offenders in multiple-charge cases²³ were much more likely to end up in prison (44%).

A bawdy-house violation was the most serious offence in 493 adult court cases covering the two-year period. Nine in ten bawdy-house cases consisted of one charge only. In almost half of single-charge cases, a fine was the strongest penalty imposed, while in a third, it was probation.

Only 96 cases dealt with procuring as the most serious offence. Compared with communicating and bawdy-house cases, a higher proportion of procuring cases involved multiple charges (9% and 10% versus 32%, respectively). Another significant difference observed in procuring cases was the high proportion of convicted offenders sent to jail (48% in single-charge cases and 74% in multiple-charge cases). Most of the remaining offenders were put on probation.

When prison sentences were imposed for any of the three types of prostitution offences, they tended to be longer in cases involving two or more charges than in those with a single charge (Table 6). Further, the median prison sentences observed were significantly longer for procuring than for other prostitution offences. Likewise, where probation was the most serious penalty administered, procurers generally faced longer periods of supervision. Median fines were relatively low for all three prostitution offences (in light of the maximum allowed in the Criminal Code).

²² Convictions (i.e. guilty dispositions) in adult courts result in one or more of the following sanctions being imposed (ordered from most to least serious): prison; probation; fine; restitution or compensation; some other sanction (absolute discharge, conditional discharge, suspended sentence, payment of legal costs, suspension of driver's licence).

If more than one sanction was prescribed in a prostitution-related case, only the most serious is discussed here; for example, a convicted offender in a single-charge case who was both imprisoned and fined will be excluded from this measure (i.e. 46%), but included in the next one (i.e. 17%).

²³ The other charges may or may not have involved prostitution-related violations.

Table 6

Median sanctions imposed on adults convicted in 1993 and 1994

	Communicating	Bawdy-house	Procuring
Most serious sanction imposed:			
Prison sentence (median duration)**			
Cases with one charge only	15 days	21 days	1 year
Cases with two or more charges	35 days	30 days	1.2 years
Probation (median duration)			
Cases with one charge only	1 year	1 year	1.5 years
Cases with two or more charges	1 year	1 year	2 years
Fine (median amount)			
Cases with one charge only	\$200	\$250	\$300
Cases with two or more charges	\$250	\$200	†

Source: Sentencing Study database, Canadian Centre for Justice Statistics

* Excludes New Brunswick, Manitoba and British Columbia; coverage is incomplete for Newfoundland, Nova Scotia and Quebec. Ontario data are for the 1993/94 and 1994/95 fiscal years combined.

** Based on cases where the duration was known

† No cases in this category.

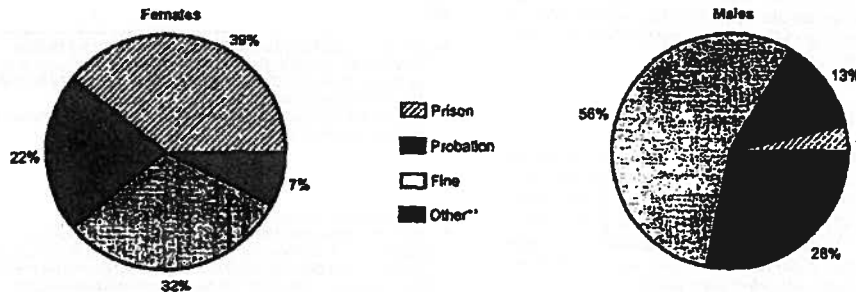
Women usually face more serious sanctions than men²⁴

Men accounted for over half (56%) of convicted communicating offenders. Nevertheless, women convicted of this offence in the 1993-1994 period were generally dealt with more severely than men, perhaps because they were more likely to have had previous convictions, or cases involving multiple charges. The data show that 39% of women were imprisoned and 22% were put on probation (Chart E). In contrast, the majority (56%) of men were fined; only 3% were jailed and 13% were given probation (see *The John School*).

²⁴ Single and multiple charge cases have been combined in this section.

Chart E

Most serious sanction imposed on adults convicted of communicating in 1993 and 1994*



Source: Sentencing Study database, Canadian Centre for Justice Statistics

* Excludes New Brunswick, Manitoba and British Columbia; coverage is incomplete for Newfoundland, Nova Scotia and Quebec. Ontario data are for the 1993/94 and 1994/95 fiscal years combined.

** Includes restitution, compensation, absolute and conditional discharges, suspended sentence, payment of legal costs, and suspension of driver's licence.

0011

The John School

In contrast to the numerous social studies carried out on prostitutes, relatively little research has focused on customers, who are the driving force behind the trade. A recent report, however, provides wide-ranging motives behind the market for commercial sex, gleaned from the literature and representing the observations of buyers, sellers, researchers, feminists and medical practitioners (Lowman, Atchison and Fraser 1986). Motives include social ineptitude (which precludes normal relationships); the desire to avoid the "hassle" of a relationship; the wish to assert dominance; the unavailability of the regular partner, or certain forms of sexual activity; curiosity; sexual addiction; and closet homosexuality.

Regardless of their motives, clients are being held increasingly responsible for their actions. This rising accountability lies behind the establishment of the "john school," initially developed in San Francisco by a former prostitute and a police officer, the concept of the john school has recently been imported to Canada, where some police forces (e.g. in Toronto, Ottawa and Edmonton) have been carrying out pilot projects. When available, the option of attending a john school session may be offered to

clients (i.e. "johns") arrested for the first time. A communicating charge is stayed or dropped in exchange for spending a few hours in a classroom setting, where the men are informed about the legal, medical and social ramifications of their activities.

Although these programs are still in their infancy, officials in San Francisco have reported a low rate of recidivism. This rehabilitative approach is cost-effective, since many of the speakers are volunteers and court costs are avoided; in some cities, school attendees are required to pay a fee or are asked for donations. Finally, community members feel that something tangible is being done to address the problem.

Several criticisms have been directed at the john school, however. Since customers dealing with prostitutes in indoor venues are rarely arrested for communicating, those dealing with street prostitutes are the most likely to be steered towards the school; furthermore, this option is not available to every client arrested. Also, there is no equivalent program for prostitutes at this time, although other interventions or facilities (such as safe houses) exist in some cities.

When prison sentences were handed out for communicating, the median duration was the same for both sexes (30 days). Median fines were also the same (\$200). However, the median probationary period imposed on females was double that for males (one year versus six months).

Seven in ten persons convicted of a bawdy-house offence were female.²⁴ Sanctions were similar for both sexes: a third were put on probation and just over two in five were fined.

About 85% of convicted procurers were men. Six in ten of these men were sentenced to prison and a third were put on probation.

Youths tend to be handled differently

The lack of maturity possessed by adolescent and child prostitutes adds to their victimization by procurers and clients, who are usually adults. Serious and lasting harm to these children, mental as well as physical, has been extensively documented. Social agencies and legislative measures have been focusing more on prevention, protection and redirection, through the creation and application of provincial child welfare legislation and municipal welfare programs.

Criminal legislation may also be applied to help redirect youths away from prostitution. For example, a juvenile may be arrested and offered the option of participating in an Alternative Measures program, whereby he or she admits responsibility for the offence committed and voluntarily engages in some form of remedial action, such as obtaining counselling or performing community service; in exchange, court proceedings and a possible criminal record are avoided. Youths who end up in court and are convicted may be given probation. Although more severe than a fine, probation can be used to keep youths off the street by requiring them to live in specified locations, avoid areas where they normally work, and report to probation officers on a regular basis.²⁷

An examination of youth court cases resulting in a guilty finding during the 1993/94 and 1994/95 fiscal years shows

communicating to have been the most significant charge in only 324 cases nationally.²⁶ Seven in ten communicating cases involved a 16 or 17 year-old female. Just over one in five cases concerned 13 to 15 year-olds (both sexes). And in 8% of cases, the offender was a 16 or 17 year-old male.

In 57% of communicating cases involving youths, the most serious penalty incurred upon conviction was probation - in contrast, this outcome was found in only 17% of 1993-1994 adult cases. A fine was the most significant disposition in only 6% of youth cases (but 45% of adult cases), and 13% of cases ended with the accused ordered in custody (versus 19% of adult cases).

When secure or open custody was imposed for communicating, the median time assigned to a juvenile was 30 days. When probation was the most severe penalty, the median term was nine months; when it was a fine, the median amount was \$62.50.

An absolute discharge was granted in 15% of youth communicating cases, while a community service order or some other relatively minor penalty was given in 9% of cases.

Concluding Remarks

Prostitution evokes strong and wide-ranging reactions and opinions. Some individuals abhor the exploitation and violence associated with the trade, while others resent the damage inflicted on their neighbourhoods. A number of these people want stronger laws enacted and less leniency shown by the courts.

²⁴ This observation is based on cases where the sex of the offender was known.

²⁷ Youths convicted of a prostitution offence can receive one or more of the following penalties (ranked from most to least severe): secure custody; detention for treatment; open custody (which may consist of a community residential centre, group home, wilderness camp, etc.); probation; fine; some other sentence (such as a community service order, restitution, prohibition, essay, apology, or counselling); or absolute discharge (found guilty but discharged).

²⁶ It is important to remember that youths are often diverted to social service agencies in lieu of being charged.

At the other end of the spectrum, there are those who feel that prostitutes have a right to exercise their profession freely. Other persons favour legalizing the trade to enable prostitutes to work at home or in brothels, subject to provincial regulation and municipal zoning and licensing.

In between lie suggestions to simply reduce the visibility of street prostitution through greater enforcement of the current law. Some proposals aim to contain the activity in clearly defined districts (e.g. outside residential neighbourhoods), through negotiation among sex trade workers, police officials, local politicians and affected citizens.

Other options target prevention or intervention through counselling, medical services, education and job training. Activities are also directed at hindering or deterring clients; for example, police in some cities have published the names of customers, impounded their automobiles, set up traffic barriers or introduced programs such as the john school.

The variety of approaches taken to deal with the problems associated with prostitution reflect the urgency felt by many stakeholders for solutions. Innovative strategies aimed at prevention as well as enforcement are being developed, and many affected communities are expending significant efforts grappling with these matters. Through such activities, an increasing number of Canadians are becoming aware of the issues involved and the need to address them.

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-0014



**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION
PROBLEM ORIENTED POLICING SUPPORT UNIT**

*Inspector Taylor,
Response to the attached letter
that was directed to the
Mayor.
Cpl. H. Ned*

Date: 94.10.19

To: K. Heed, Cpl. 540
I/c POPSU

From: R. Mitchell, Cst. 1526
Hastings North Neighbourhood Patrol

Subject: *Complaint of Craftsman Stamp & Type Ltd.*

Kash,

I attended **PID** St. today, the premises of the Complainant, and spoke with the business owner, Mr. Doug Ives. He advised of the following concerns:

- 1) During this past summer, there occurred almost daily drug drops, always involving the same vehicle, and a male and female on foot. This problem was apparently resolved recently when some bike officers (possibly Munroe and Lynch) caught a 'drop' in progress. Since that time, there have been no further drug transactions observed in this block by the complainant;
- 2) There are a number of sex-trade workers who "hang about" either in front of the grocery store on the North-west corner of Hastings and Vernon, or at the West mouth of the South lane of the 1200 block E. Hastings (where there is, coincidentally, a pay-phone). The complainant is unsure if these persons have any positive connection with the apartment building located at 1190 E. Hastings St.;
- 3) A number of condoms and needles were being found both on and beside the street in the block where his business is located.

Mr. Ives stated that the problem does not seem as bad as it was during the summer, but still quite noticeable.

Jamie and I will take the following steps to attempt a resolution to Mr. Ives' concerns, as

0015

- 2 -

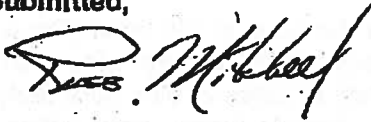
I advised him during our meeting today:

- a) Determine whether any connection exists between the sex-trade workers hanging about, and the above-mentioned apartment building. Regardless, knowing the ownership, history and likely present tenant particulars of the building, we will see what can be done to 'clean it up'. This will most likely involve cooperative effort with various of the City Departments (either CCST or specific Departments);
- b) Increase presence around those blocks, especially concentrating on the 400 block Vernon, and let the sex-trade workers and others know that their presence in and about the residential area is not welcome and will not be tolerated;
- c) Canvass others in the area (businesses and residents alike) to determine whether any other specific problems exist;
- d) Examine some of the more dilapidated residences in the area to see whether any are being used as 'flop' or drug houses.

I checked the payphone at the above-mentioned location near the lane, and ensured that it was restricted to out-going calls only, to minimize the possibility of its use to facilitate drug transactions.

We will check back with Mr. Ives in a month or so, and see what his opinion of the state of affairs is in his area at such time.

Submitted,



R. Mitchell, Cst. 1526
Hastings North Neighbourhood Patrol

-0016



**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION
PROBLEM ORIENTED POLICING SUPPORT UNIT**

Date: 94.11.24
To: K. Heed, Cpl. 540
i/c POPSU
From: R. Mitchell, Cst. 1526
Hastings North Neighbourhood Patrol
Subject: *Letter from B.C. & Yukon Hotels' Association*

Kash,

Shortly after first joining POPSU as the Hastings North Neighbourhood Officer, and pursuant to Insp. Taylor's request, I attended the Waldorf Hotel and spoke with Mr. Marko Puharich (Owner/manager). We discussed his concerns regarding sex-trade workers (STW's) conducting their business in the vicinity of the hotel. Specifically, he advised the following:

- 1) some of the STW's 'worked' in front, or at the side, of his hotel. These intimidated both patrons and staff, particularly of the beer and wine store operating on the east side of the hotel. Most of these STW's were fairly cooperative when he confronted and asked them to leave; some others were not as cooperative and abused him verbally;
- 2) Most of the STW's 'worked' on the corners of the intersection of Franklin and McLean, and because of their presence either intimidated or simply disgusted prospective patrons of the hotel. The hotel has apparently suffered from reservation cancellations as a result of this problem.

I discussed these concerns with Mr. Puharich and advised of our initiatives in the area, emphasizing that we would attempt to keep the STW's from sensitive areas (ie. primarily residential and retail business areas). I further asked him to call me directly should he have any other specific complaints or concerns. I did not hear from him subsequent to that conversation.

- 0017

- 2 -

This morning I attended the Waldorf Hotel and again spoke with Mr. Puharich, to address the contents of the letter from the Hotels' Association. Mr. Puharich was initially somewhat suspicious, thinking that I was attending to 'pacify' him; he questioned our resolve to eliminate the problem by asking what specific manpower had been assigned to the task. He also alleged that I had previously promised him something other than what had been told to him initially by Insp. Taylor, and that we had some sort of "hidden agenda" for the area.

I reiterated to Mr. Puharich our objectives and initiatives (ie. decoy projects against customers and traffic flow; "Dear John" letters, roadblocks, etc), stated that I certainly did not have any 'hidden agenda', and would attempt to address his specific problems by attempting to move the STW's from the Franklin/McLean corners, and from immediately around his hotel. I attempted to explain our manpower limitations and the practical requirements of the limited Criminal Code enforcement possibilities; he seemed to appreciate, or at least understand, this explanation.

I also advised that I would request Patrol to give the area Special Attention, and to identify and move on any STW's found working in the immediate vicinity. Also, that I would request of you to deploy a couple of Oscar units to give his hotel area S.A. for a short time.

Mr. Puharich advised that he was going to continue writing letters of complaint to various public agencies and levels of government. I asked that if he would, to at least include the fact that we had had this discussion and to also report any successes and /or changes which took place in the future, as a result. I gave him my card, and concluded our meeting.

Submitted,

**R. MITCHELL, CST. 1526
HASTINGS NORTH NEIGHBOURHOOD PATROL**

-0018



**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION**

Date: 1994 December 13
To: K. Heed, Corporal
 Team 11, District Two
From: R. Taylor, Inspector
 District Two
Subject: Hastings East Neighbourhood Action Group

*Inspector Taylor,
 Russ Mitchell will be
 attending the meeting on
 January 10th.
 R. Heed, 4th St*

Last week I received a call from Cindy Chan-Piper concerning the above group which had met at McDonald School on November 28. I understand that Russ Mitchell attended the meeting but had to leave early.


She advised the following:

"The group identified their local problem areas - Semlin, Lakewood, Franklin, and Pender - usually connected to drug dealing and street prostitution.

They plan on organizing a community patrol, perhaps along the same lines as the Strathcona Residents' Patrol of last year.

They will hold a meeting on January 10, 1995, at 1900 hours, at MacDonald School to plan the patrol."

I told her that Russ Mitchell or myself would be at the meeting.


 R. Taylor, Inspector
 District Two

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**"COMMUNITY POLICING IS THE POLICE AND OTHER SERVICE PROVIDERS
 IN THE CITY WORKING IN PARTNERSHIP WITH THE COMMUNITY TO
 ADDRESS COMMUNITY PROBLEMS"**

*941214
 Notes
 RT*

0019

RECEIVED

JUN 27 1995

MAYOR'S OFFICE

Hastings East Neighbourhood Action Group, **95-48**
c/o: 130 Lakewood Drive,
Vancouver, B.C., V5L 4L3
Home: PID Work: PID

June 26, 1995.

Mayor Philip Owen,
Office of the Mayor,
453 West 12th Avenue.
Vancouver, B.C., V5Y 1V4.

Re: Traffic/Prostitution in Grandview Woodlands.
Between Hastings & Dundas and Victoria & Nanaimo.

Dear Mayor Owen,

Thank you for your letter dated June 15, 1995, in response to our petition outlining our neighbourhoods request for the implementation of concrete changes in the form of diverters, "bump outs" at corners, and limited access to decrease non-residential traffic.

Our neighbourhood action group met on Monday evening June 19th and the enclosed plan bounded by Hastings, Dundas, Nanaimo, and Victoria Drive was passed with unanimous approval.

I met with Constable Russ Mitchell on Thursday June 27th, and he has given the enclosed plan his approval.

Our observations conclude that the majority of traffic is freely circulating along Franklin, Pandora, and Triumph, between Victoria, Semlin and Lakewood. Our strategy is one of "breaking" the stroll. Hence we propose the following;

1. Lakewood Drive become one way Southbound between Pandora and Franklin.
2. Concrete diverters be placed diagonally across the intersection of Semlin and Franklin, and across the intersection of Semlin and Pandora.
3. Triumph Street become one way Westbound between Semlin and Lakewood. We are experiencing spill over truck traffic from the businesses between Victoria Drive and Semlin.

0020

Page 2/2

4. Triumph Street become one way Eastbound between Nanaimo Street and Garden. We are noticing cars and trucks turning off Nanaimo to avoid Dundas Street.
5. Temporary no entry signs Eastbound be placed along Victoria Drive after business hours at Franklin, Pandora, and Triumph.
6. We were not unanimous proposing some change to Templeton at the intersection with Pandora Street. We would ask for some input from the Engineering Department

We would be happy to meet with the Engineering Department for their input on our proposed changes. I had a very long conversation with Ms. Alison Wong and she suggested that our group present a proposal for review.

We look forward to hearing from the Engineering Department that progress is being made.

Yours sincerely,



David Clarke.

cc: Ms. Alison Wong
cc: Mr. Dave Rudburg
cc: Constable Russ Mitchell
cc: Hastings East Neighbourhood Action Group.

City Engineer.
City Engineer.
Vancouver City Police.

0021



**VANCOUVER POLICE DEPARTMENT
STRATHCONA/HASTINGS NORTH
NEIGHBOURHOOD POLICE OFFICE**

Date: 95.11.21

To: Jeannie Yee, A/Sgt. 1360
D2/T11

From: R. Mitchell, Cst. 1526
Hastings North Neighbourhood Patrol

Subject: *Neighbourhood Office activities*

OFFICE RATIONALE AND MANDATE

The mandate of the Strathcona/Hastings North Neighbourhood Police Office is to provide a highly visible police presence, expand services through local volunteers, and affect the neighbourhoods' safety and security dynamics. It is part of the continuing implementation of community based policing for the Strathcona neighbourhood. The office works closely with the neighbourhood police officers, the community centre, the school, residents, businesses and local agencies. The Office has now been in existence for just over one year, starting with 2 officers, one responsible for each of the respective areas. In January of this year however, because of the expanse of Hastings North and the sex trade problems existing within this area, Cst. Clark (Alex) was brought on as Cst. Mitchell's (Russ) partner. The administrative duties within the office area shared between the three of us, with some being delegated (where possible) to specific volunteers. With Jamie's departure, we are now left with 2 again, Alex taking on the responsibility of Strathcona.

The physical setting of the Neighbourhood Office is ideal as a base from which to coordinate our activities, and within which to interact in a personal way with the community; a community centre location acts as a natural point of coalescence for the area residents. Without it, we would not be able to become as intimately familiar as we are with the goings-on in the Strathcona neighbourhood.

To assist us in maintaining a close relationship with our respective communities, we formed an Office Advisory Group, consisting of ourselves and members representing both residents and merchants. Through this group, we learn all the more of various concerns of those living/working in the area, and share ideas regarding the direction, focus and activities of the Office and ourselves.

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VOLUNTEERS

The Office has a volunteer list of just under 20 persons, most of whom are area residents.; none of the volunteers are remunerated for their service. Recently several of our volunteers have become inactive, for various personal reasons. Because of this, and because we have not had as good a response as desired in attracting volunteers in the past, this issue has become a priority; we have enlisted the assistance of a variety of community members. We anticipate that with a concerted effort, we will resolve this shortage in the near future, and thereby be able to offer more expanded hours of service.

The volunteers perform at whatever level suits a particular individual. Though we encourage each of them to take part in assisting in the management/coordination of various ongoing projects and administrative duties, this is not a requirement. Any who wish to assist merely by their presence and personal interaction are welcome to do so.

STRATHCONA ACTIVITIES

Over the past several months Jamie was busy with the following:

- 1) assisting in the organization of this summer's Safety Fair in McLean Park;
- 2) doing area bicycle patrols;
- 3) working to identify criminals active within the residential area;
- 4) preparing articles and information for inclusion in the Strathcona Community Centre bulletins;
- 5) working to resolve problem locations and activity:
 - a) apartment buildings whose tenants are active in the drug trade or stolen property;
 - b) drug dealing and use (i.e. mobile "drug drops" by suppliers to local street level dealers);
 - c) sex trade workers conducting 'business' in inappropriate areas (i.e. schools, parks, residential streets and lanes, businesses);
- 6) interacting with the Strathcona and Seymour schools, to introduce our Office and volunteers to the staff and students;
- 7) organizing and attending various community and volunteer functions and instructional seminars;
- 8) Active involvement in the Strathcona Integrated Service Delivery Team.

All the above activities consume more than 40 hours per week, though Jamie was committed to service the needs of the Strathcona area and its inhabitants, to enhance safety, security and quality of life. The area will now be served by Alex who, through her presence in the Office and work with Jamie on various projects, is well-known to the community.

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HASTINGS NORTH ACTIVITIES

During the first several months of the year, Alex and myself were concentrating on one of the most problematic issues in our area; that is, the sex trade. There are many sex trade workers along the Franklin street corridor, from age 14 and up. There are many issues surrounding this trade that were of concern:

- 1) abuse and victimization of children by both customers and pimps;
- 2) impact of the trade upon both residents and business owners;
- 3) associated criminal activities such as drug use and property crimes;
- 4) legislative change to provide police and the community with effective and creative means with which to deal with this problem.

As well, we are quite involved in problem-solving within the framework of the Hastings Sunrise Integrated Service Team. In this capacity, we interact often and to good effect with various of the other City departments, such as Fire, Health, Planning and Engineering. A range of both civil and criminal problems come under our combined scrutiny and cooperative investigation.

Alex and I assisted in the Inauguration of 2 substantial and continuing neighbourhood groups, similar to that in Strathcona. We continue to monitor and assist their activities, particularly their street patrols. Their observations and intelligence is very helpful, and assists us in identifying problems requiring attention.

Our area is plagued primarily by drugs, the sex trade, family and residential disturbances, and youth problems. On all fronts, we are developing action plans to combat these issues, and doing direct enforcement of immediate concerns..

Submitted,

**R. MITCHELL, CST. 1526
HASTINGS NORTH NEIGHBOURHOOD PATROL**

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VANCOUVER POLICE DEPARTMENT PATROL DIVISION

Date: 1997 February 20

To: Inspector G. Greer
i/c District II

From: Constable 1360 Jeannie Yee
District II - Team 11

Subject: PROSTITUTION PROJECT

Last year Team 11 ran a Prostitution Project where prostitutes working out of the "tolerance" zone and johns were targeted. It was extremely successful, netting 30+ charges in the 4 days. I believe the success of this project also assisted in the lack of neighborhood complaints during the usual busy summer months.

With your permission, we would like to conduct such a project again. I am aware of Inspector K. Doern's recent statements of not targeting the prostitutes except in extreme cases. The prostitutes we will be targeting are the ones who insist on working in the residential areas, causing stress to the residents and the community. Our main focus will be on the johns.

The Bike Patrol Unit and several of the community officers have indicated their willingness to participate in this project. However, we still require additional officers to act as decoys. I have spoken to Csts. Sandra GLENDINNING, Kristin MUTCH and Winston SETO and they are excited at the opportunity pending approval from their respective NCOS. Csts. GLENDINNING and MUTCH were part of the project last year and did an outstanding job. All 3 constables will be on Delta shift during the week of March 26 - 29.

Respectfully,

Jeannie Yee
Jeannie Yee, Cst. 1360

0025



**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION**

Date: February 18, 1997

To: D.C.C. Blythe

From: Bob McKellar, Sergeant
Team 2/11

Subject: **STREET SAFETY INITIATIVE EXPANSION PROJECT**

Recent community concerns, regarding the unacceptable public behaviour, which has resulted from the SEX TRADE in the HASTINGS NORTH area, has prompted our department to extend its current STREET SAFETY PROJECT to deal these issues.

The community has asked that we take a more proactive line in dealing with the disorderly conduct involving the public at large, with respect to, Dirty Condoms, Dirty Needles, Tissues, Food and Beverage containers, Urine, Feasies, Noise and open acts of Sex and Solicitation on our city streets.

In dealing with these issues, our department will be initiating a NO TOLERANCE approach in its enforcement of these matters. Those persons who enter the area in question to solicit sex from the sex trade workers, will be advised of the departments initiatives, regarding the NO TOLERANCE ENFORCEMENT of the unacceptable behaviour, which has been occurring to date.

It is the departments conclusion that the community should not have to tolerate the unacceptable and disorderly conduct of others within its neighbourhoods and it is to this end that our department will implement its updated approach to these community concerns

MANPOWER:

Effective March 12, 1997, D-2 will be deploying a number of officers, l/c with D-3 and TRAFFIC ENF., to frequent the area discussed, in a effort to change the conduct mode of the public who frequent this area on a regular basis.

The Street Safety unit will be deployed over a 4 day period for the ~~first two weeks~~ ^{4 WEEKS.} and will work the hours of 1800 -0400. During the AM hours there will be a two man team who will carry on the enforcement activities. ^{W/L S.M.T. DUTY W-TH-FR-SAT.}

Not only will these officers be working this area but the entire Patrol division will be active in these initiatives throughout the city.

ENFORCEMENT:

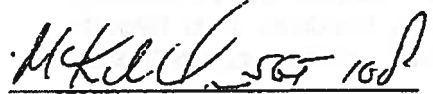
Our members will not be enforcing PROSTITUTION or SOLICITATION LAWS but will be targeting those laws involving noise, disorderly conduct, causing a disturbance, littering

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, etc. Our members, when the situation warrants, will be utilizing the "DEAR JOHN LETTERS" campaign which has been so successful in the past.

EXTENDED OUTLOOK:

This initiative will continue for a one month period and at the discretion of D.C.C. BLYTHE Any further long term commitment will have to include the City, Province and Federal Governments who will need to address these concerns of the community on a global basis



**Bob McKellar, Sergeant 108
District Two.**

-0027



VANCOUVER POLICE DEPARTMENT PATROL DIVISION

Date: 1997 February 20
To: Inspector G. Greer
i/c District II
From: Constable 1360 Jeannie Yee
District II - Team 11
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Respectfully,


Jeannie Yee, Cst. 1360

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**VANCOUVER POLICE DEPARTMENT
STRATHCONA/HASTINGS NORTH
NEIGHBOURHOOD POLICE OFFICE**

Date: 97.02.23

To: G. Greer, Insp. 502
I/c District 2 Patrol

From: R. Mitchell, Cst. 1526
Hastings North Neighbourhood Patrol

Subject: *Prostitution status update - anticipated community response*

Sir,

pursuant to our recent conversations, following is a report and chronology of, and recommendations for, the area sex trade, including a review of the recent community reaction and evaluation of their future anticipated actions.

EXECUTIVE SUMMARY

Visible social dysfunction is very often more unsettling than that which is unseen. Therefore the most disturbing component of the sex trade, which is a multi-faceted phenomenon, is its 'street-level' activity. For a variety of reasons, we as a society direct more concern by way of 'harm-reduction programs' to this very visible activity. However, most of the state responses over the past decades to the street-level sex trade have accomplished little, if anything, except to displace it geographically, which have resulted generally in only local problem resolution, and not addressed the broader social concerns of the trade. Unfortunately, the 'fix' achieved within a particular community by the displacement of the trade means inevitably that it begins to afflict or increase significantly in another vulnerable community.

This patchwork process consumes far too many resources for the minimal social return; ideally harm reduction is a global, not only a local objective. Yet police are faced with what appear to be conflicting responsibilities, which may be difficult to resolve given the present state of legislation and political climate. We are mandated to attempt to keep the peace, and to reduce or prevent harm to the whole of the population we serve. However, on the one hand, the public expect that we are able to simply 'force' the trade from an area (regardless of our actual legal authority or practical considerations); on the other, should

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we take what action is open to us, we inevitably (but indirectly) inflict harm through displacement of the trade to another segment of the population.

Partial legalization and regulation of the trade seems politically unacceptable, whatever the apparent attraction in terms of health and safety benefits to both its participants and the general public. And more liberal enforcement provisions, whether within the Criminal Code or other legislation (such as social service and child protection statutes), are being lobbied for, though this is a both a time-consuming and frustrating process, as legislators try to balance the conflicting interests of various social lobby groups. Effective legislation is rarely achieved when the competitive dust settles on the final drafts.

So, the police are left with no viable 'global' resolution techniques, and can implement only local harm reduction strategies. It is possible to all but eliminate the trade from a given area, employing 'zero tolerance' strategies, though by doing so we may doom other communities to a similar fate. Even if a coordinated 'zero tolerance' initiative by all local police agencies was contemplated to attempt driving the trade from the lower mainland, this would require a dedication and coordination of resources not likely in the present atmosphere of fiscal restraint. And the likelihood of success is questionable, given that the transiency of many street-level participants is of a relatively local nature; they are bound to the area by factors such as economic constraints, influence of pimps, drug dependency and its easy availability here, and the volume of 'johns' on the various local strolls.

Until global changes are realized both within our social attitudes (i.e. toward the purchase of sex) and within legislation, state agencies may be forced to continue only the bandaid process within particular afflicted communities. As for our action alternatives, see below on page.

BRIEF HISTORY

The sex trade in Vancouver, and indeed throughout the Lower Mainland, over the past several decades has been a study in 'forced transiency'. As certain communities and neighbourhoods within various municipal jurisdictions became besieged with street-level activity, the response motivation was generally one which can be described by the popular acronym "nimby (not in my back yard)". The effort by these afflicted communities was to simply push the trade out of their respective areas by various means

- public exposure;
- legal (court) action;
- criminal enforcement/harassment;
- political pressure.

Because the apparent concern was primarily to resolve only the problems in the immediate

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area, and not the sex trade issue socially, the trade was neither diminished nor impacted except to be moved in part to a different locale.

Years ago, the sex trade plagued the West End of Vancouver. It was removed from that area primarily through the novel application of a civil injunction (not likely possible in today's post-Charter legal atmosphere). More recently, the Mount Pleasant neighbourhood suffered the sex trade presence and initiated a "Shame the Johns" campaign. With police cooperation and assistance, most of this activity was pushed from the area. Other jurisdictions as well have adopted a low or zero tolerance attitude toward street-level activity, and have been somewhat successful in pushing the trade from their areas; examples are Surrey (along the King George Highway), and New Westminster (Kingsway, near 12th St.).

The transiency of the sex trade from the above enforcement resulted in a significant increase in street activity in the District 2 area, primarily in the corridor bounded by Hastings, Powell, Raymur and Victoria. This is mostly a light industrial area, with very little retail or service interests. It is, however, bounded on the north, south and eastern edges by residences, schools, parks and playgrounds. The trade in this area built slowly but steadily over several years, from approximately the early 90's to the present.

For several years, complaints from the business interests in the corridor were quite sporadic. In fact, several of the business owners I have spoken to over my tenure as Neighbourhood Officer indicated that, while they weren't 'thrilled' by the presence of the sex trade workers, it did appear to deter property crimes around their premises. With a few exceptions, the complaints from some of these interests have only started to come in the past several months.

POLICE INVOLVEMENT

In the early 1990's, both District 2 and District 3 had active prostitution task forces; in District 2, this was coordinated by (then) Cst. Griff Simmonds. They pursued not only under-cover 'sting' operations, but attempted a number a 'problem-oriented' initiatives, such as street signs to break up traffic flow, and garbage containers and lane clean-up to address the sanitation complaints attending the street-level trade. It is worthy of note that these had little overall impact on the situation.

The task forces were dissolved sometime in 1993. Following this there was little, if any, street-level enforcement activity; the Vice Section had by then turned its focus to juveniles involved in the trade and to the activities of pimps. In June, 1994, the Hastings North Neighbourhood Officer position was created and I assumed that role; one of my primary mandates was to track, surveil and perform a variety of enforcement tasks with respect to the sex trade, as it was becoming much more visible in the area. In January, 1995, Cst.

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1701 Clark joined me in the Hastings North position, primarily for the purpose of conducting street enforcement operations.

Our activity mandate was as follows:

- attempt to keep the sex trade away from the most sensitive community interests, identified as follows:
 - residential areas;
 - schools, parks, playgrounds;
 - high-traffic retail/service areas, such as hotels and stores;
- avoid where possible further 'criminalization of the sex trade workers. That is, minimize enforcement action against them, unless necessary to enforce the efforts above-mentioned. The perspective that sex trade workers are primarily 'victims' of an unfortunately set of factors such as poverty and familial dysfunction is important and appropriate. A holistic societal resolution to sex trade concerns must necessarily adopt this philosophy;
- undertake enforcement activities, as follows:
 - undercover 'stings' against sex trade customers in 'sensitive' areas;
 - "Dear John" letters;
 - traffic disruption initiatives;
- attempt creative problem-solving techniques, including interaction with, and facilitation of, local residential and merchant groups.

We did not attempt to disrupt the sex trade itself in the industrial area, for the reasons that:

- we were then receiving very few complaints of the trade from the local businesses. What complaints we did receive we attempted to resolve informally through cooperation of the sex trade workers themselves and by non-enforcement initiatives;
- aggressive enforcement would likely have exactly the effect we wished to avoid; that is, the trade would simply move to another, more socially sensitive, area. This is what was accomplished historically by enforcement activity in other communities, whether by the afflicted community itself or the police force.

Enforcement

Cst. Clark and I conducted u/c operations against sex trade customers for several months in 1995, accumulating a number of arrests on the fringe of the residential areas surrounding the locations of most concentrated sex trade activity. Our intent was to send a 'message' to both customers and the sex trade workers that activity in close proximity to residential and other 'sensitive' areas was unacceptable; unfortunately, the success of this strategy was quite limited.

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Prevention

Vehicle stops and "Dear John" letters were also initiated, again with limited success. Although the recidivism rate for sex trade customers following such 'contact' was quite low, there did not appear to be any appreciable decrease in the amount of traffic through the 'stroll' area. It appears that for all those who were deterred by this intervention, others simply filled the gap. This initiative seems to have diminished in practice as well. I have not heard of many "Dear John" letters being issued lately, for whatever reason.

Traffic initiatives

Ever since I assumed the Neighbourhood Officer position I began receiving complaints from the residents immediately east of Semlin Drive that they were suffering from an inordinate amount of traffic in the area. I investigated this and determined that the traffic was due to 2 evident causes: a weekday afternoon peak which was attributable to commuting traffic, and; an evening peak, due to 'stroll' traffic encroaching into the residential area. The residents, through a loosely-organized group known as HENAG (Hastings East Neighbourhood Action Group), had been attempting to get the City to undertake some traffic diversion initiatives, but had been somewhat frustrated.

I became involved starting in the summer, 1995, and was able to help facilitate placement of diversion signs along Victoria Drive. Subsequently, traffic blockades were placed along Semlin Drive. The residents appear to be quite happy with these initiatives, though they are continuing a stance of activism regarding the sex trade issue as a whole. There is a point of controversy about both the signs and the blockades; however, in that while the residents appreciate them, the merchants are against them. The business perspective is that they act to 'pen' the prostitutes into the merchant corridor and make it difficult for access to, and egress from, the area..

Community interaction

During my tenure as Hastings North Neighbourhood Officer, I have helped to organize and facilitate several groups, including:

- HENAG, as described above. This group, aside from its lobby activity with City government to obtain area traffic-calming, has been conducting, at times, street patrols to detect and deter opportunistic criminal activity in the neighbourhood. I assisted in training these people in street safety and awareness, and offered to provide crime analysis information to help them focus on areas of particular criminal activity and volume. Unfortunately, they did not often avail themselves of this assistance;
- Burrardview Residents Association. A similar group to HENAG, though these people were concerned with activity in the area essentially north of Powell/Dundas. Again, we have had few requests of assistance from this group, though maintain contact with some of its members;
- retail merchants along the Hastings Street corridor. Through the Hastings-

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Sunrise Integrated Service Team (of which I am the police representative), we attempted to encourage and assist the merchants to either revitalize a Chamber of Commerce, or form a Business Improvement association. These attempts are ongoing;

2 business groups in the light industrial area, where the sex trade activity is most intense. In the past few months, both City Hall and the Police Department have received complaints from a few of the business owners regarding the sex trade activity in their area. The complaints include:

- daytime presence of the sex trade workers, their customers and pimps meant harassment of their customers and employees, and potential loss of commercial tenants who did not want to start or move their business in an area beset by prostitution;
- garbage left by sex trade workers, including:
 - food containers;
 - debris from the sex and drug trades, such as used needles and condoms, and bloody tissues;
- a perception that some of them were involved in area property crimes (i.e. commercial b/e's and thefts from vehicles).

I have held or attended meetings recently with these groups, attempting to assist in resolving the concerns expressed, especially with their involvement and that of relevant service agencies (i.e. DEYAS and PACE) and police specialty sections, such as Vice. In addition, I have encouraged these groups to liaise with both the Hastings merchants and the neighbouring residential groups. This interaction has apparently taken place, and the combined groups have embarked upon a course of action which may intentionally exclude 'outside' agencies, such as the police, City Hall, and street outreach organizations.

New 'no-charge' policy

I learned about this apparent new policy as I read the newspaper the other day. While I agree with it's general philosophy regarding sex trade workers as victims, I believe that it's announcement and media attention has had a negative impact upon our overall efforts and relationship with the community. (See attached copies of related articles). Aside from the 'image' perspective, however, if the policy is a general guideline which allows arrests and charges of prostitutes under unusual circumstances (which Insp. Doern, in the February 18th article, states to be the case), then I think it to be workable. An example of such a case might be where a particular prostitute has been continuing to work in residential or other very sensitive areas, despite warnings.

RECENT COMMUNITY ACTIVITY

The resident and business groups above-mentioned have 'joined forces' in the past few

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weeks, discussing their common concerns. One of the interesting features to their recent meetings is the intentional exclusion of interested agencies, such as the police. Apparently, their frustration level is such that they do not believe that continued interaction with authorities from either the City or Province will achieve their desired objective. As to this, I have been informed that they will accept nothing less than elimination of the sex trade in the area.

I am aware of two meetings to date held by the above group, or a faction thereof. I heard about the first meeting only about a week following; I have managed to obtain a copy of the minutes (see attached), and they contain some quite inflammatory suggestions for community action.

I spoke with Mr. David Clarke (a member of the Hastings East Resident Owners Group) following my discovery of the meeting and obtaining the minutes thereof. He confirmed it's contents as reflecting the meeting, and the conviction of the group to proceed with whatever action is necessary. I voiced my concern about excluding the participation of the police, City and other interested agencies. As well, I his opinion about whether they were prepared to see the sex trade simply moved into another community. The response intimated that they were unconcerned what happened as a result, only that it leave their community. We discussed the relatively recent Mount Pleasant situation, and I inquired what he thought of the fact that their action was in part responsible for the increase in the present area. He applauded their action, and their stand against a neighbourhood blight.

I believe that the business and resident interests in the area have now started a campaign in earnest to rid their neighbourhood of the sex trade, and will continue to escalate their activity until they have achieved their objective. (See attached copy of a petition that is presently being circulated in the community by the Hastings East Neighbourhood Action Group - essentially the same group as above, to my knowledge).

POLICE ACTION ALTERNATIVES

Local

Given what I have stated above concerning the street-level component of the trade, I feel that the police options are rather limited in response to the community pressure for action regarding the street-level activity in District 2. We can:

- 1) adopt a 'local' perspective and cooperate with their efforts (within reason) by taking a 'zero tolerance' stance ourselves; or
- 2) continue a 'global' perspective and 'impact-reduction' strategies, which will include the relatively new initiatives within the Vice Section (the Faces program and the Provincial Prostitution Unit).

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Option #1 would have the probable advantage of restoring our credibility within the neighbourhood, and fostering future cooperation on this and other community concerns. On the down side, we risk scattering the sex trade not only to other 'strolls', but into more vulnerable and high-risk areas. However, the local community may achieve this by themselves even without our assistance (remember, they now appear committed to achieving 'zero tolerance'). As well, we may be directed to their assistance by political pressure. If we were to attempt 'shutting down' the trade in this area, it should be done in a highly coordinated fashion, with considerable advance planning, and the utilization of various resources. The coordination would be possible through the local NIST's, which would be ideally suited for the exercise.

Option #2 is more consistent with a long-range view to reducing the overall harm attendant upon prostitution, both for the general public and for its participants. However, many initiatives in the past (by not only the police but other agencies, both governmental and non-governmental) have failed to have any real impact; indeed, the trade appears to be growing, especially involving juvenile participation. And again, the community may not be that patient.

Global

Social concern with the sex trade falls into several categories. It:

- 1) ruins the lives of young persons, by exposing them to health risks, violence and continuing dysfunctional personal relationships;
- 2) both annoys and endangers the citizens living and working within afflicted areas;
- 3) marginalizes and criminalizes its participants, because of its immoral, illegal and tawdry nature.

The concern is warranted and the continuing social degradation is appalling. Present harm reduction strategies do not appear to have any 'global' impact, and the relatively new enforcement policies viewing the sex trade workers essentially as victims (which still is an appropriate and accurate perspective) may not hold much promise of significantly reducing the volume of street-level activity in the afflicted communities. This will lead to growing anger and frustration (as is presently the case in District 2).

A question to be asked is whether more can reasonably be done to motivate change at the necessary (i.e. political) level, so that the police and other service agencies can be empowered to effect 'real' solutions. Perhaps not enough effort has been made to demonstrate that the many creative efforts undertaken over decades at the various agency and governmental levels within the present legal bounds have simply not worked.

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LEGALIZATION?

Legalization of some aspects of the sex trade has been advanced from several quarters of society (see the attached copy of an article from Friday's Province newspaper). There are merits to this proposition, though to be effective a decriminalization strategy would have to include legislative amendments as follows:

- 1) much stiffer criminal sentencing for the 'predators' of the sex trade, the customers and the pimps, who are primarily responsible for the great social harm done, and for the physical, mental and psychological abuse done to the sex trade workers;
- 2) more liberal investigative authority for police. The oft-heard 'thin-edge-of-the-wedge' argument that this would lead to abuse of authority and unchecked state intrusion into private lives is, frankly, absurd;
- 3) effective authority for social services personnel, to allow them the ability to take and keep physical custody of juvenile sex trade workers, for counselling and placement within a safe and secure environment. Presently the police have authority to "take charge of" juveniles found 'working' the street'. However, social services personnel, to whom we deliver these juveniles, have no corresponding authority to hold these juveniles, for any length of time. This inconsistency serves little purpose, and not only allows the continued endangerment of the juvenile, but wastes police resources as well;
- 4) cooperation between the provincial and federal governments, to allow provincial legislation which curbs the 'nuisance' impact of the street-level trade, but does not intrude upon the exclusive federal authority with respect to criminal law. One suggestion might be to impound vehicles whose operators are found to be involved in the sex trade. This might be justifiable provincially not as criminal intervention, such as an attempt to curb the very real public nuisance and street-safety concerns.

As well, the true impact and degradation of adults buying sex from juveniles would need to be broadly publicized and educated in the population, especially from an early age. Cooperation would be required from all elements of society, especially including the media.

But several questions remain:

- 1) if prostitution were legalized in part, would this either eliminate or substantially reduce the street-level trade. Even if so, might the former visible activity continue covertly, rather than submitting to some form of state regulation ;
- 2) could juveniles and/or drug-addicted sex trade workers be 'regulated' out of the trade, or would they simply continue their activity illegally out of desperation, with no more alternatives than they enjoy presently.;

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- 3) can anything be done with persons who will not be, for whatever reason, regulated. Would there be enough social reprieve from the problem generally that existing state resources could deal somehow with the obstinate exceptions;
- 4) what are the chances of mobilizing sufficient social interest on the same side of this issue to encourage a timely political response; and
- 5) to some degree, inadvertent 'legalized' prostitution may already exist through the municipal licensing of various 'body care' facilities (see the attached page from the classified ad section of the Province newspaper). For the sake of argument, if there is organizational prostitution taking place within some of these facilities, it does not appear to have led to any significant reduction of the street-level trade?

Perhaps the 'bottom-line' to the above is that even if there were social advantage to the proposition, the purchase of extra-marital sex is fundamentally immoral in our society. Therefore, governmental authorities shy away from considering it as a possibility.

FOREIGN LESSONS

There have been a number of agencies from many jurisdictions struggling with the social pathology of prostitution. If there are, or have been, any effective means of dealing with it, I am not aware of them. There are only measures which address localized harm. And there does not appear to have been much coordination or cooperation between such agencies; the first such operational model may be the above-mentioned Provincial Prostitution Unit. However, it may be setting controversial and questionable limits on the strategies employed to combat the sex trade.

The strategies of other jurisdictions, their successes and failures, really needs to be explored thoroughly, to determine what can be learned, adapted or avoided from others' experiences.

Submitted,



R. MITCHELL, CST. 1526

HASTINGS NORTH NEIGHBOURHOOD PATROL

0038



**VANCOUVER POLICE DEPARTMENT
STRATHCONA/HASTINGS NORTH
NEIGHBOURHOOD POLICE OFFICE**

Date: 97.03.06

To: R. McKellar, Sgt. 108
i/c District 2/Team 11

From: R. Mitchell, Cst. 1526
Hastings North Neighbourhood Patrol

Subject: *Recent District 2 prostitution enforcement and initiatives*

Bob,

this memo is intended to outline the police activity over the past few years with respect to the visible (street) sex trade in the District 2 area, particularly as it concerns what is commonly referred to as the "Franklin stroll" (an area bounded generally by Raymur, Powell, Hastings and Victoria).

RECENT STRATEGIES

The street sex trade in the District 2 area has been building slowly but steadily over the past 5+ years. The significant increase that took place in the early 90's was probably a result of the Mount Pleasant campaign to drive the trade from that community. It was recognized that more attention would need to be directed at this emerging problem. Since that time, the following strategies have been employed in the area:

Early 1990's

At that time, both District 2 and District 3 had active prostitution task forces; in District 2, this was coordinated by (then) Cst. Griff Simmonds. They pursued not only under-cover 'sting' operations, but attempted a number a 'problem-oriented' initiatives, such as street signs to break up traffic flow, and garbage containers and lane clean-up to address the sanitation complaints attending the street-level trade. The task forces were dissolved sometime in 1993. Following this there was little, if any, street-level enforcement activity; the Vice Section had by then turned its focus to juveniles involved in the trade and to the activities of pimps. *It is worthy of note that the task force in (at least) District 2 had little overall impact on the visible sex trade.*

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1994

In June the Hastings North Neighbourhood Officer position was created and I assumed that role; one of my primary mandates was to track, surveil and perform a variety of enforcement tasks with respect to the sex trade, as it was becoming much more visible in the area. During the remainder of this year, I liaised with Vice and gathered intelligence on the area sex trade, but enforcement was only very sporadic, as personnel was required on an informal 'loan' basis from other patrol squads to conduct any enforcement activity. The level of area 911 activity and staffing shortages made this difficult on an ongoing basis.

1995

In January, 1995, Cst. 1701 Clark joined me in the Hastings North position, primarily for the purpose of conducting street enforcement operations.

Our activity mandate was as follows:

- attempt to keep the sex trade away from the most sensitive community interests, identified as follows:
 - residential areas;
 - schools, parks, playgrounds;
 - high-traffic retail/service areas, such as hotels and stores;
- avoid where possible further 'criminalization of the sex trade workers.
- undertake enforcement activities, as follows:
 - undercover 'stings' against sex trade customers in 'sensitive' areas;
 - "Dear John" letters;
 - traffic disruption initiatives;
- attempt creative problem-solving techniques, including interaction with, and facilitation of, local residential and merchant groups.

We did not attempt to disrupt the sex trade itself in the industrial area, for the reasons that:

- we were then receiving very few complaints of the trade from the local businesses. What complaints we did receive we attempted to resolve informally through cooperation of the sex trade workers themselves and by non-enforcement initiatives;
- aggressive enforcement would likely have exactly the effect we wished to avoid; that is, the trade would simply move to another, more socially sensitive, area. This is what was accomplished historically by enforcement activity in other communities.

In November, I lost Constable Clark in an internal shuffle. As well, more enforcement attention was beginning to be focussed in the 'downtown east-side', because of the

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burgeoning street-safety concerns there.

1996

With the loss of my partner prostitution enforcement activity became difficult to organize, and thus there were few 'projects' undertaken. However, one was conducted in February over several days, by Team 11. This project targeted both prostitutes and their customers, and resulted in more than 2 dozen arrests. Again, though, without a continued presence, the overall result was negligible.

Community interaction

During my tenure as Hastings North Neighbourhood Officer and especially during 1996, I helped to organize and facilitate several groups, including:

- HENAG, as described above. This group, aside from its lobby activity with City government to obtain area traffic-calming, has been conducting, at times, street patrols to detect and deter opportunistic criminal activity in the neighbourhood. I assisted in training these people in street safety and awareness, and offered to provide crime analysis information to help them focus on areas of particular criminal activity and volume. Unfortunately, they did not often avail themselves of this assistance;
- Burrardview Residents Association. A similar group to HENAG, though these people were concerned with activity in the area essentially north of Powell/Dundas. Again, we have had few requests of assistance from this group, though maintain contact with some of its members;
- retail merchants along the Hastings Street corridor. Through the Hastings-Sunrise Integrated Service Team (of which I am the police representative), we attempted to encourage and assist the merchants to either revitalize a Chamber of Commerce, or form a Business Improvement association. These attempts are ongoing;
- 2 business groups in the light industrial area, where the sex trade activity is most intense. In the past few months, both City Hall and the Police Department have received complaints from a few of the business owners regarding the sex trade activity in their area. The complaints include:
 - daytime presence of the sex trade workers, their customers and pimps meant harassment of their customers and employees, and potential loss of commercial tenants who did not want to start or move their business in an area beset by prostitution;
 - garbage left by sex trade workers, including:
 - food containers;
 - debris from the sex and drug trades, such as used needles and condoms, and bloody tissues;
 - a perception that some of them were involved in area property crimes (i.e. commercial b/e's and thefts from vehicles).

I have held or attended meetings recently with these groups, attempting to

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assist in resolving the concerns expressed, especially with their involvement and that of relevant service agencies (i.e. DEYAS and PACE) and police specialty sections, such as Vice. In addition, I have encouraged these groups to liaise with both the Hastings merchants and the neighbouring residential groups. This interaction has apparently taken place, and the combined groups have embarked upon a course of action which may intentionally exclude 'outside' agencies, such as the police, City Hall, and street outreach organizations.

This community involvement holds much promise and should be continued. Most of the residents and merchants are responsive, though some are being unduly swayed by a minority of relatively 'militant' and vocal persons both residing and working in the area, and by the recent media attention.

1997

The Provincial Prostitution Unit is beginning to exercise some of its initiatives this year, and have asked Patrol to 'back off' on criminal enforcement projects for the time being. Most of my activity lately surrounding prostitution has been to continue to foster the cooperation and support of the area merchants and residents, and to galvanize them to undertake 'self-help' activities (i.e. resume 'ownership' of their community). I, along with other Patrol members, have also been continuing to identify and 'apprehend' juveniles involved in the trade, and to pass on this information to Det. Cst. Simmonds, for follow-up and intelligence for the FACES program.

STATISTICS

Statistics on enforcement and other initiatives have not been kept in a consistent, easily-accessible fashion. For that reason, it is difficult to truly determine their impact.

S.213

However, the Vice Section kept a record of most of the arrests for s.213 (communicating in a public place for the purpose of prostitution) offences for the period of heavy enforcement activity for 1995. Unfortunately, these statistics include both Districts 2 and 3. The following is a summary of the incidents, including court dispositions of same:

sex trade workers charged:
dispositions:

approximately 90
while some received absolute discharges,
suspended sentences, or waived their charges
to other jurisdictions, most received conditional
discharges with probation periods ranging from
3 to 18 months. The odd repeat offender

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received jail terms for periods of 1 - 7 days.

customers charged:
dispositions:

approximately 160
most received either conditional discharges with
short periods of probation (1 - 6 months), or
absolute discharges. A few were given small
fines of \$50-\$100.00.

The charges above have had some impact in deterring the prostitutes from working around the more sensitive areas, but have not actually diminished the street trade overall. However, the courts obviously, from their sentencing patterns, are ignorant of the broad social impact of the trade. They still consider it an issue of social 'nuisance'.

s.212(4)

This provision proscribes the purchase of sex from minors; it is unfortunately very difficult to enforce (or at least to proceed in court). There have only been a handful of arrests and charges for this offence in the past several years. It *should be* an important provision for the safety and protection of juveniles, and is now the subject of lobby efforts for legislative amendment. As well, the Provincial Prostitution Unit is attempting some creative enforcement efforts in this regard.

"Dear John" letters

Between 1995 and the present, several hundred of these letters were sent to persons identified by (primarily patrol) members as 'cruising' the stroll and having picked up sex trade workers. A study indicates that the recidivism rate amongst those so identified is extremely low, though we have no database by which to determine whether these people are actually now avoiding the sex trade, or whether they have simply displaced to other jurisdictions, or to 'off-street' venues, such as the various "body-care" facilities.

Traffic Initiatives

- 1) Traffic diversion signs and barricades placed along Victoria Drive and Semlin Drive, respectively. These placements helped to keep the 'stroll' traffic out of the nearby residential, park, playground and school zones;
- 2) Traffic Section requested to provide special attention to the area. In a 2 month period alone, in later 1995, the Traffic units issued a total of 224 violation tickets, as well as 214 suspensions and 'drive while prohibited' charges. The Traffic Section attention diminished recently, but is now being revisited in strength, by request.

CONCLUSION

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The above-described enforcement efforts and creative initiatives have had negligible impact upon the street-level sex trade. The City and Police Department possess the 'power', as it were, only to displace the trade from a given area. However, for reasons involving a variety of social and criminal dynamics, such displacement will not resolve any of the basic issues surrounding the trade. In other words, we have been expending resources without achieving measurable result for the effort.

The resolution perhaps lies with proper identification of the underlying cause driving the dysfunction of the sex trade. As well, the citizens we serve must be educated to appreciate that the Police are not the instrument of their deliverance, but rather the provincial and federal governments. Solutions must come from social change, and police agencies are not the authors of such change. Their empowering bodies (the City of Vancouver in our case), however, can and should be involved in a collaborative approach to issue resolution with the superior governments. Short-term actions such as the initiatives described in this memo can only be effective if undertaken hand-in-hand with broader, global effort.

Submitted,



R. MITCHELL, CST. 1526
HASTINGS NORTH NEIGHBOURHOOD PATROL

0044



**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION**

Date: March 13, 1997
To: G. GREER INSP.
From: R. MCKELLAR SGT
Subject: OVERNIGHT TOTALS FOR S.S.U. PROJECT TEAM

The following are the totals that we taken on 97-03-12.

Sex Trade Workers checked; 35

Where From; Van - 24

N. Van - 1

Bdy - 2

Pt. Coq - 2

Surrey - 5

Pt. Moody - 1

John's checked; 4

Where From; Van - 1

N Van - 2

Langley - 1

It was quite obvious that the girls were upset at our presence, they were making a lot of phone calls and were constantly moving, sometimes they would leave the area for an hour or so then return hoping we were gone. The johns would pull in and almost simultaneously pull back out and leave the area completely once they noticed our presence. I feel that we made an impact on their evenings profits and it will be interesting to see what transpires over the next few nights.

Mckellar Sgt 108

District Two

0045



**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION**

Date: March 15, 1997
To: G. GREER INSP I/C DIST 2
From: R. MCKELLAR SGT 2-11
Subject: OVERNIGHT REPORT ON S.S.U. PROJECT - 1997

DATE: MARCH 14/97

The following are the overnight statistics covering the Sex Trade Workers and Johns.

SEX TRADE WORKERS:		TOTAL CHECKED: <u>36</u>
ORIGINS:	Vancouver <u>27</u>	N. Vancouver <u>1</u>
	W. Vancouver _____	BBY <u>1</u>
	New West <u>2</u>	Pt Coq. _____
	Surrey <u>3</u>	Langley _____
	Mpl Ridge _____	Pt Moody <u>2</u>
	Richmond _____	White Rock _____
	Cloverdale _____	Abbotsford _____
	Delta _____	U.S.A. _____

NUMBER OF INTRAVENOUS DRUG USERS: 21
NUMBER OF H.I.V. POSITIVE: _____

JOHNS:		TOTAL NUMBER CHECKED: <u>3</u>
ORIGINS:	Vancouver <u>2</u>	N. Vancouver _____
	W. Van _____	BBY _____
	New West <u>1</u>	Pt. Coq _____
	Surrey _____	Langley _____
	Mpl Ridge _____	Pt. Moody _____
	Richmond _____	White Rock _____
	Cloverdale _____	Abbotsford _____
	Delta _____	U.S.A. _____

DEAR JOHN LETTERS SENT: 3

CON'T.....

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**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION**

Date: March 15, 1997

To: G. GREER INSP I/C DIST 2

From: R. MCKELLAR SGT 2-11

Subject: OVERNIGHT REPORT ON S.S.U. PROJECT - 1997

DATE: MARCH 15/97

The following are the overnight statistics covering the Sex Trade Workers and Johns.

SEX TRADE WORKERS:

ORIGINS: Vancouver 8
 W.Vancouver _____
 New West 2
 Surrey 2
 Mpl Ridge 1
 Richmond _____
 Cloverdale _____
 Delta _____

TOTAL CHECKED: ~~xxx~~ 15
 N. Vancouver _____
 BBY _____
 Pt Coq. 1
 Langley _____
 Pt Moody _____
 White Rock _____
 Abbotsford _____
 U.S.A. _____
 VICTORIA 1

NUMBER OF INTRAVENOUS DRUG USERS: 4

NUMBER OF H.L.V. POSITIVE: 1

JOHNS:

ORIGINS: Vancouver 3
 W. Van _____
 New West _____
 Surrey 2
 Mpl Ridge _____
 Richmond _____
 Cloverdale _____
 Delta _____

TOTAL NUMBER CHECKED: 6
 N. Vancouver 1
 BBY _____
 Pt. Coq _____
 Langley _____
 Pt. Moody _____
 White Rock _____
 Abbotsford _____
 U.S.A. _____

DEAR JOHN LETTERS SENT: 6

CON'T.....

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**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION**

Date: March 20, 1997
To: ALL DISTRICTS
From: SGT MCKELLAR 2-11
Subject: *STREET SAFETY UNIT EXTENDED PROGRAM*

During this past week it has come to the attention of the u/s that some of our members are probably unsure of the departments initiative regarding STREET SOLICITATION here in the city of Vancouver.

With the implementation of a Task Force from D2 T-11 last week, our approach to this problem is simple, the city, department and citizens will not tolerate the unacceptable behaviour and conduct of the Street Sex Trade Workers or their Johns. As a result this type of behaviour will not be tolerated on ANY STREET IN THE CITY OF VANCOUVER.

I would ask that all of our members be aware of this initiative and advise any Sex Trade Worker and John that they may deal with of this policy, please DO NOT tell them to simply stay 5-6 blocks from schools to ply their trade as it is not going to be allowed.

If a Sex Trade Worker is going to Solicit Sex for the purpose of prostitution then they are going to have to do it somewhere else.

District Two

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**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION**

Date: March 27, 1997
To: SGT I/C COMM.CENTER
From: SGT MCKELLAR 2-11
Subject: **STREET SAFETY UNIT - EXPANDED PROJECT TEAM (PROSTITUTION)**

As of 97-03-12, DIST 2 TEAM11 has been mandated to conduct a Prostitution Task Force to deal with the public complaints regarding the Prostitution within the city of Vancouver. Our initiative is to deal with the unacceptable behaviour and conduct of the SEX TRADE WORKERS and JOHNS in and around the city.

This Task Force is not dealing with the criminal act of solicitation but with the problem of Dirty Needles, Bloody tissues, Dirty Condoms, Fesies, Urination etc. that accompanies this type of activity.

This Team will not conduct investigations into prostitution offences, problems with pimps or assaults by Johns. We are simply there to discourage the Sex Trade Workers and Johns from their illegal activity on our streets.

NUMBER OF MEMBERS ASSIGNED: (7) - 1 NCO & 6 PC'S

HOURS OF OPERATION: 1800-0400 HRS

DAYS ASSIGNED ; WED - THURS - FRI - SAT

DURATION OF PROJECT; ON GOING (Possibly 3 - 4 months)

UNIT CALL NUMBERS:
NCO - 251
PC'S- 270
" - 271
" - 275

These units are not to be assigned calls except for Priority One calls where there is not regular patrol unit available. Priority Two Calls that need immediate attention and there again are no regular units may be assigned to these units with the approval of their NCO. These units will cover all priority One Calls when they are available as well as priority Two Calls and when other officers are in need of cover for what ever reason. The intention is not to tie these units up on service calls but to have them available to address the prostitution problem.

These units have city wide range and may change from one channel to another as the

0050

need arises. Right now the majority of the problem is centered in Dist 2 however as these people move so will the Task Force.

SGT MCKELLAR NCO I/C 2-11

District Two

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**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION**

Date: April 3, 1997
To: INSP. G. GREER OIC DISTRICT 2
From: SGT B. MCKELLAR NCO I/C P.T.F.
Subject: **STREET SAFETY UNIT EXPANDED PROJECT**

This report is a brief update as to what has taken place over the past 3 weeks regarding the prostitution problem in the city of Vancouver.

During our first few evenings of operation, we were running into a rather large number of Sex Trade Workers in the city. I would estimate their numbers to be between 30 and 45 women who were working the streets.

Over the course of 4 weeks this number has dropped significantly and on any given evening now, you can count from 6 to 9 girls working the areas.

Once our team arrives the girls who are left simply pack up and leave the area entirely or they retire to the nearest coffee spot and sit for several hours

Our information from the girls who are left is that many have been pulled from the streets by their PIMPS and relocated to NEW WESTMINSTER and some have reportedly gone to CALGARY. The reason for this is that the girls are not making any money as long as we are present.

To date we have stopped a large number of JOHNS and expressed our disapproval of their actions. We have sent out 50 DEAR JOHN LETTERS and expect to send more.

This report is submitted for your information and file.

SGT MCKELLAR

District Two



**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION**

Date: April 9, 1997
To: INSP G.GREER OIC DISTRICT 2
From: SGT. R, MCKELLAR NCO I/C 2-11
Subject: **STREET SAFETY UNIT EXPANSION PROGRAM UPDATE**

The following report is an update of the **STREET SAFETY UNIT EXPANSION PROGRAM** relating to the **STREET SEX TRADE WORKERS AND JOHNS**.

During the past five weeks we have noticed a marked reduction in the numbers of **SEX TRADE WORKERS** who are frequenting the streets in the city area. The average number of girls checked on a nightly basis has dropped from approximately 27 to 7 or 10 each evening.

Information received by our members is that the girls have been pulled from the streets by their pimps and moved to **NEW WESTMINSTER, CALGARY** and **EDMONTON**. The reason, is that the girls are not making any money since the **POLICE** have heightened their presence. This information has not been able to be confirmed, however the lack of girls is real and their whereabouts is unknown.

During the past five weeks the unit has checked approximately 350 **SEX TRADE WORKERS** in all and requested 68 **DEAR JOHN LETTERS** be sent by the department.

It is obvious that our overall strategy has been working however its a strategy that we can not really afford, it takes 7 officers full time commitment during their tour of duty to maintain the presence that is required to deter the activities of these people.

I will be looking at alternatives to this for the future and will likely reduce the number of officers that we currently have assigned.

SGT R. MCKELLAR NCO I/C 2-11

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**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION**

Date: April 24, 1997
To: INSP. G. GREER. OIC DISTRICT 2
From: SGT MCKELLAR NCO I/C 2-11
Subject: PROSTITUTION

The following is a draft memo which can be sent out to the PATROL DIVISION as a whole from the D.C.C.'s office regarding the continued enforcement of the prostitution problem in the city.

As of 97-05-03, District 2 Team 11 will no longer be engaged in the active enforcement of the Prostitution problems in the city of Vancouver. During the past 8 weeks Team 11 members have made a dramatic impact on the number of prostitutes that are working the streets in the Dist-2 & 3 areas. Many of the girls have returned to areas such as CALGARY, EDMONTON & VICTORIA, others have simply gone to other areas of the lower mainland.

This type of strict enforcement seems to impact on the street prostitute as it eliminates their ability to work and therefor to make money, resulting in their relocation to other, less heavily policed areas.

This type of enforcement by the Patrol members in general will be very difficult as it takes full commitment for an entire shift. However it is felt that when Patrol officers are free to make periodic checks of the local areas frequented by the Sex Trade Workers, that their presence may deter the problem from escalating to the point at which it was previously. It is understood that our members in the Patrol Division have very little time as it is, but with some effort in this area, we may be able to deter the growing presence of prostitutes on our city streets in the future.

Due to the enforcement tactics employed by the team 11 members, many of our diehard prostitutes simply pack up and leave the area once we arrive and park in their general location. They have come to realize that we would stay with them for a very long time. It is felt that this same tactic utilized by our patrol members, would accomplish the same results.

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Prostitution has been with us for a very long time, we may not be able to eliminate it either morally or criminally until governments determine how they want to address this problem, but we may be able to exert some form of control. If we are able to work as a unified group to deal with the street prostitution problem, we may be able to deter its growth.

SGT MCKELLAR
DISTRICT 2

0055

VANCOUVER POLICE BOARD
MINUTES of REGULAR Meeting
 held on April 30, 1997, 4:45 p.m. to 6:10 p.m.
 VPD Board Room, 2120 Cambie Street, Vancouver, B.C.

Board Members Present:

Mayor Philip Owen
 Ian Adam
 Jim Pozer
 William Yee

Inspector Fred Biddlecombe
 Inspector Peter Ditchfield
 Jeanne Li, Manager of Planning,
 Research & Audit Section
 Beth Nielsen, Brd. Exec. Assistant

Present:

Chief Constable Ray Canuel
 D.C.C. Paul Battershill
 D.C.C. Terry Blythe
 D.C.C. Rick Stevens
 A/D.C.C. Ken Doern

Regrets:

Elizabeth Watson
 Kinder Mottus
 Arlene Gladstone
 D.C.C. Brian McGuinness
 D.C.C. Rich Rollins
 D.C.C. Ken Higgins

The Regular meeting was called to order at 4:45 p.m.

1. **Adoption of Agenda.**

MOVED by W. Yee/SECONDED by J. Pozer:

THAT the Regular Agenda for April 30, 1997 be adopted as presented.

CARRIED

2. **Adoption of Regular Minutes.**

MOVED by W. Yee/SECONDED by J. Pozer:

THAT the Regular Minutes of Police Board meeting held March 26, 1997 be approved as circulated.

CARRIED

3. **Delegation re Prostitution.**

Representatives from B.C. Civil Liberties, Kay Stockholder - President and John Westwood - Executive Director, were welcomed to the meeting. It was the delegation's view that criminal law should not be used to control consenting adults re sexual services and they were concerned with the Department's position of equating pimps with johns. They saw the relationship of a john with the prostitute differing from that of a pimp who exploits a prostitute and who is abusive. They said the police should establish an open as possible relationship with prostitutes so that prostitutes will be encouraged to tell police of dangerous pimps. The delegates

suggested that neither the VPD or City will be able to change the law, however, even with existing law there could be better arrangements made with respect to prostitution. They said they were pleased to see that the police are not targeting prostitutes.

B.C. Civil Liberties urged the Board to take a rationale approach. They said the VPD should target enforcement against three classes of people: johns who pick up juvenile prostitutes, johns who steal and abuse adult prostitutes and pimps who forces prostitutes towards drug use and dependency. It is their view that the City already licenses and regulates prostitution via escort services and massage parlours, so taking this in consideration, the street prostitutes should not be targeted just because they are visible. Police should not use up valuable police resources to criminally prosecute prostitutes given the limited impact on neighbourhoods -- the harm is not sufficient to justify the criminal consequence.

B.C. Civil Liberties recommended that the City use their power to enact a bylaw to regulate street prostitution and that the Board make representation to the Minister of Justice to decriminalize prostitution and allow its regulation. They felt that prostitution will not go away and efforts should be made to best accommodate it. Locating bawdy houses and street prostitutes in industrial areas was offered as an option, as well as developing regulations tailored to deal with nuisances created by prostitution and working outside designated soliciting zones. Further, it was noted that children and people do not live in industrial areas, therefore, they would be less harmed by zoning prostitution to industrial areas which are usually away from residences and schools. Shunting back and forth between policies and changing containment areas does not resolve the situation.

A/Deputy Chief Constable Ken Doern advised that the VPD was focusing its enforcement efforts on pimps and johns. He said that undercover officers are being used on strolls where juvenile prostitutes work. Since January 1997, over 30 men have been charged under s. 213, while no women have been charged since August 1996. He emphasized that helping juvenile prostitutes get off the street is a priority. The Board received as information, via late distribution, the April 18, 1997 memorandum from A/D.C.C. Doern re Vice/Patrol Enforcement Section 213 Criminal Code

Inspector Gary Greer reported that prostitution was a major problem in the Downtown Eastside and on Franklin Street. The community feel it is a significant problem and 3,000 people have signed a petition to say they wish the law to be enforced; prostitution detracts from the quality of life and threatens their safety. He also noted that business people in the industrial areas are not happy with the impact of prostitution in the area. The VPD is using traffic enforcement bylaws and "dear john" letters to control the situation.

Discussion ensued on the differing perspectives and there was no consensus on where street prostitution could be located within no impact and the legalization of bawdy houses. Generally, it was agreed that prostitution is a massive social issue that involved everyone and goes beyond the jurisdiction of the Police Board. The

delegation was thanked for their comments.

4. Budget Status Report.

MOVED by W. Yee/SECONDED by J. Pozer:

THAT the Board receive as information the VPD Budget Status Report as of April 15, 1997;

AND THAT the Board approve the Revised VPD 1997 Operating Budget of \$105,594,900.

CARRIED

5. Communications Strategy Update.

Tom Walker, Communications Consultant, reminded Board members that the communications strategy work arose from the Quay Communications Report done in 1996. He advised that he and Inspector John Eldridge were both assigned to the work on the strategy until the Inspector's recent appointment as Inspector for the Community Services Section. Mr. Walker circulated to the Board a report entitled, "Improve Internal Communications of VPD." He then proceeded to review the sections of the report: I - goals, II - core issues for the next 12 months, III - open communication with key audiences, IV - Department and Board communications, V - proactive promotion and communication, VI - protocol issues and response, VII - Internet directory and information resources, and VIII - newsletters, bulletins and meetings, IX Cascading Meetings.

The Chief Constable said he was happy with the Consultant's work and the efforts to improve communications, and he felt there was a continued need to increase communication work in the Department.

6. Update re Strategic Planning and Restructuring.

D.C.C. Rick Stevens noted that the Board approved the Strategic Plan in September 1996 and that the first report was planned for July 1, 1997. In order to advance the plan, facilitators were trained in each Division to create awareness amongst their employees of the strategic plan and to develop work plans to operationalize it.

The Deputy advised that restructuring was proceeding as planned and there was a meeting held February 17, 1997 with Larry Anderson, the facilitator, and the joint restructuring committee. They discussed such issues as: employee development manual, new performance appraisal system, validity of the assessment centre, types of courses qualified for increment points (e.g., diversity training course), career and promotion, and long-term standing of people in sergeant positions.

Matt Kelly, VPU President, concurred that overall things were going fine and that they would continue to work out details regarding involvement in community

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services.

7. **Amendments to Sections 51.1, 89.5 and 131.4.1 of the *Policies & Procedures Manual*.**

Jeanne Li, Manager of Planning, Research & Audit Section, advised that s. 51.1 - Identification Jackets and s. 89.5 - Use of Facsimile Machine were new policies.

MOVED by W. Yee/SECONDED by I. Adam:

THAT the Board approve amendments dated April 30, 1997 to s. 51.1 - Identification Jackets (PR97-006), s. 89.5 - Use of Facsimile Machine (PR96-035) and s. 131.4.1 - Seizure of Firearms without Warrant (PR96-106) of the *Regulations and Procedures Manual*.

CARRIED

8. **Report of Statistical Information on Public Complaints Against the Police.**

It was noted that year-to-date incidents were down by 25%. Inspector Fred Biddlecombe said that this trend has continued from last year which was down 5% from the previous year.

MOVED by J. Pozer/SECONDED by I. Adam:

THAT *Statistical Information on Public Complaints Against the Police* for March 1997 be received as information.

CARRIED

9. **8th Annual Conference of the Canadian Association of Police Boards and B.C. Association of Police Boards 1997 AGM.**

MOVED by J. Pozer/SECONDED by I. Adam:

THAT the Board approve attendance of Bill Yee - Board Member and Beth Nielsen - Board Executive Assistant, and Jim Pozer - Board member subject to his availability, to the 8th Annual Conference of the Canadian Association of Police Boards and B.C. Association of Police Boards 1997 AGM, June 19-22, 1997.

CARRIED

10. **Special Policing Initiatives in the Downtown Eastside.**

Inspector Gary Greer noted that the Department began its Street Safety Plan in October 1996 to respond to problems in the Downtown Eastside related to violent crime, drug use and increasing fear of residents and workers. Insp. Greer outlined the increased deployment of officers and advised there had been a reduction in serious violent crime since the special enforcement began. He said that stabbings were down by 50% and incidents were less severe, and cases with knives seized were reduced by 60%.

Insp. Greer advised that there had been a number of meetings with the community and at the April meeting there was support expressed for the policing initiatives. A City Neighbourhood Integrated Service Team has been created for the area with positive results. Insp. Greer circulated a matrix outlining actions against businesses in the Hastings corridor. The City is actively going after suspension and/or cancellation of business licenses for businesses breaking bylaws and permitting criminal offenses such as drug dealing to occur on their property. He also mentioned there had been 16 drug charges each week in 100 E. Hastings block.

The VPD plans to maintain the level of police activity due to the summer period which usually brings increased crime and public order problems. While the VPD can deal with some street problems, many of the quality of life issues are impacted by increased liquor outlets and availability of rice wine, the number of IV drug users and number of Needle Exchange users. Lack of substance abuse treatment centres and detox facilities remains a critical problem. Insp. Greer anticipates increased complaints from the community as a result of increased market housing in the area combining with increased crime by drug users to support their habit. He said that owners of new market housing are not prepared for the mental health problems, panhandlers and drug dealers on the street and the City Planning Department needs to address this from a planning perspective. J. Pozer concurred this a social planning issue, not a policing issue.

The Chair expressed grave concern that the Provincial Government had not provided adequate drug treatment facilities. D.C.C. Blythe also noted that some of the public do not understand the limitations placed upon the police to respond to the problems – many which are outside policing jurisdiction. J. Pozer said that policing response needs to be part of a larger community strategy, and strong judicial response required. Further, Mr. Pozer said that the recent Board walkabout in the area was extremely insightful and he noted the tremendous tenacity and dedication of the members in the Department working in the Downtown Eastside and he was proud of their efforts.

Responding to a query from I. Adam, Insp. Greer said that the proliferation of pawn shops had been stopped and there was increased success with the requirement to increase holding time and show identification, The anti-fencing unit is taking action against existing pawn shops. Mayor Owen noted there had been good results with the special police efforts.

11. **Chief Constable's Report.**
12. **Correspondence and Information Items.**

The Board was referred to the recent decision of the B.C. Police Commission re the Lederman Leave to Appeal Application.

MOVED by J. Pozer/SECONDED by I. Adam:

THAT the following correspondence and information items be received as information:

- 12.1 Matter of Application for Leave to Appeal Under S.64 of the Police Act by Samuel Lederman to B.C. Police Commission on the Decision of the Vancouver Police Board on September 13, 1996.
- 12.2 CAPB Bulletins, "CAPB Launched Its Own Website" and "Herb Gray & Allan Rock Introduce Bill to Establish a National DNA Data Bank"/April 1997.
- 12.3 International Connection - IACOLE Newsletter (see page 4)/March 1997.
- 12.4 Letter to T. Tam from Kinder Mottus re cultural diversity/April 11, 1997.
- 12.5 Letter from Gastown Community Safety Officer re Gastown "Broken Windows" /Workshop/April 9, 1997.
- 12.6 "Police happy to get out of Jail business," Vancouver Sun/April 11, 1997.
- 12.7 Excerpts from Blue Line Magazine/April 1997.
- 12.8 CYAP Forum - ACAP, Volume 1 , Number 3.

The Regular Meeting was adjourned at 6:10 p.m.

Prepared by:

Approved by:

Beth Nielsen, Executive Assistant

Mayor Philip Owen, Chair

-0052

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During this 9 weeks period we sent out 135 DEAR JOHN LETTERS but I would say we stopped approx. 200 plus Johns altogether.
We also apprehended 26 Juveniles, which due to our current laws and policies was a complete waste of our time!

Our overall thoughts regarding this project were as follows;

PURPOSE: To attack the problem of Street Prostitution in the city of Vancouver

The idea has merit, providing it is what the Community and Government want. It seems that this endeavour is always one sided, that being the side of the Police who are acting to the publics concerns, as in this case. Our Governments, City, Provincial and Federal do little if nothing to deal with this problem. They refuse to make any decision as to keeping it a Criminal Offence or to Legalize it in some form or another. Until this issue is addressed, it will continue to be a pain to Law Enforcement.

Our Courts are also reluctant to deal with these individuals and give the paverbiale slap on the wrist to offenders who are arrested and charged by the Police. Some of our Courts in outside jurisdictions have some sense in dealing with the girls, as they will impose "NO GOES" to their communities if the girls do not live in their community, examples being Surrey, Burnaby, Coquitlam etc. Hence the girls then come to good old Vancouver to ply their trade.

There seems to be this out cry from somewhere regarding Juvenile Prostitution and how we should put more effort into protecting these unfortunate beings from prostituting themselves on our streets. This sounds wonderful but has no meat in it at all! We apprehended 26 juveniles; all of whom were out of the Social Services offices within a matter of seconds of being brought in. For us, an absolute waste of our time! It would seem that if there is this concern on the part of whomever to protect these Juveniles then there should be more stronger laws to enable the Police and Social Service to apprehend and to detain for a reasonable period of time in order to assess these individuals and then to take the appropriate action. When I say a period of time, I do mean something more than a few minutes, shall we say 12 to 24 hrs. Once again our Governments must take the initiative here and do something to provide the protection that is required.

DEPLOYMENT AND MANPOWER:

Initially our deployment of manpower was good, with 1 NCO and PC's, as this enabled us to move effectively about the areas controlling the Johns and Girls. However as we neared the end of the project manpower was thinned in response to complaints from others regarding the lose of their community officers to this project, as a result this had a negative impact on our enforcement.

TACTICS:

For the most part our Tactics worked quite well as the number of girls working our streets dropped considerably once our presence was felt. If these girls can't make any money in Vancouver then they simply move else were. The few DIE HARDS that remain simply

- 3 -

become frustrated and angry with us but leave eventually.

OVERALL EFFECTIVENESS:

We were effective in our efforts while they lasted. However the problem now continues as before as it has in the past when previous projects were launched then terminated. To be effective in this type enforcement you must be persistent, otherwise your efforts become futile and a waste of time.

RECOMMENDATIONS:

If all levels of Governments are going to try and ignore this problem, then so should the Police. But as we know, we, the Police, are much more responsible and credible individuals to ignore the concerns of our community and its citizens. Hence to take such an insensitive approach to this or any concerns of our community would be completely unacceptable and most irresponsible.

Currently it would appear that all we can do is to continue where we have left off by targeting the SEX TRADE WORKERS and JOHNS as we have been doing over the past 9 weeks. This as we know is an approach that requires people and equipment, of which we have little to spare! However I do feel that a continued effort like this would pay off in the long run.

Many of the girls knew in the beginning that it was simply a matter of waiting and we would eventually go away like we have in the past, and they were right, we did just that. They were surprised to see us there for such a long period as in the past it would be for a month then we were gone, 9 weeks shocked them.

This type of short term fix is not working and will never work, if this is the approach that our city and department are going to use in the future then I cannot support such a project. If a permanent Task Force is contemplated for the future then it should work in conjunction with periodic Undercover Operations which target the JOHNS and occasionally the GIRLS, which can be run by Vice. It is felt that by actively targeting the JOHNS, this over time will have an impact, especially if there is a high degree of MEDIA coverage given to our initiatives with respect to the JOHNS.

Again its up to Government to decide what approach will be applied to the problem of prostitution, once this is done, then we the Police will be able to better enforce the problem.

SGT R. MCKELLAR
NCO I/S 2-11

0064

**VANCOUVER POLICE DEPARTMENT
PATROL DIVISION**

DATE: 05/23/97
TO: INSPECTOR GREER
FROM: CST. R. FOSTER # 1580
SUBJECT: LETTERS OF COMPLAINT FROM GASTOWN

With respect to the recent number of letters of complaints received from business' and citizens of Gastown, I have spoken directly to the authors of these letters. On 97-05-16, I spoke with Sheena DICKSON, owner of the HOUSE OF MACLAREN at 131 Water St; as well as Vonda WAREHAM, manager of the BISTRO BISTRO restaurant at 162 Water St. Through both discussions, I stressed our recent initiatives regarding the Street Safety Unit as well as the approach used with respect to the NIST's. It was also pointed out that with such a large number of social services and agencies located in the D.E.S. and the gradual closing of institutions like Riverview, the area has become a magnet for individuals needing these services. Issues surrounding the needle exchange and its attraction were also discussed.

On 97-05-23, I also spoke with Dean MATTEL of the INCENDIO RESTAURANT, located at PID [REDACTED] and Ilana PORZECANSKI of PI [REDACTED] PID [REDACTED]. The above-mentioned issues were repeated and discussed. Of note was their realization of the limits of police resources and the roadblocks we face when we reach the criminal justice system. Both individuals praised the police, but MATTEL in particular, would not be appeased and indicated he would be contacting City Hall regarding the "warehousing" (as he put it) in the D.E.S.

What was particularly interesting was when asked if they had solutions to the problems we encounter, they either shrugged their shoulders or indicated "I don't know."

As frustrating as it has become in responding to the letters we have received, I have asked the Safety Society to distribute a survey to business

owners and residents asking THEM what solutions they see as viable to correcting the " problems " they continually face. The onus I believe must be placed in the hands of these individuals, with the POLICE assisting in their endeavours. I am hopeful that this survey can be completed quickly with interesting results.

Cst. R. Foster #1580
Cst. R. Foster # 1580
Team 11 / District 2

CITY OF VANCOUVER
BACKGROUND

City Hall, 453 West 12th Avenue
 Vancouver, BC V5Y 1V4
 (604) 873-7011
 Website: <http://www.city.vancouver.bc.ca>

Street Prostitution in Vancouver

This is a eight-page background on street prostitution.
 The following significant points are covered in more detail in the backgrounder:

- Prostitution is not illegal in Canada
- Communicating in a public place to buy or sell sex is illegal.
- Investigating and convicting johns who attempt to buy sex is labour-intensive, time-consuming, and expensive.
- Canadian courts tend to treat street prostitution as a nuisance crime.
- There are 300-400 sex trade workers on the streets of Vancouver.
- a significant number of Vancouver street prostitutes live outside the city limits.
- about 50 per cent of johns encountered by Vancouver Police live outside the city limits.
- 23 per cent of injecting drug users sampled in Vancouver report being paid for sex. 31 per cent of these are HIV positive.
- Sex trade workers who are injecting drug users are 66 per cent more likely to be HIV positive than those users who are not sex trade workers.
- 88 per cent of injecting drug users sampled in Vancouver have Hepatitis C.

*As
 Now this is
 a good report
 short & to the point
 with info back-up
 attached (if you need it)!*

PAGE 1 of 8

CITY OF VANCOUVER

STRATEGIES FOR NSOs

PAGE 1 OF 2

Street Prostitution Complaints in Vancouver**Backgrounder Now Available**

The City of Vancouver has prepared an eight-page background document on street prostitution. This document is a very brief overview and contains the following elements:

- Recent History
- Statistics
- Problems Caused by Street Prostitution
- Legal Issues
- Police Powers of Arrest
- City Initiatives
- Provincial Initiatives
- What You Can Do

The discussions of Legal Issues and Police Powers are useful for members of the public, as they lay out in simple language what police can and cannot do.

The document is available on the City's website (<http://www.city.vancouver.bc.ca>) or from the Office of the City Clerk at City Hall (873-7276).

Interim VPD Protocol for Complaints

The Vancouver Police Department is in the process of establishing a protocol for responding to complaints about street prostitution. Here is the interim protocol:

Complaints registered on the Police non-emergency number, 665-3535, will be forwarded to the local Neighbourhood Safety Office (NSO). The Neighbourhood Patrol Officer (NPO) assigned to the NSO will be responsible for contacting the complainant and following up. (In cases where there is no Patrol Officer immediately available, follow-up may be done by the NSO coordinator, or an assigned volunteer).

For complaints about prostitutes, the NPO will interview the prostitute, and request that he/she move. If unsuccessful, the NPO will contact one of the community agencies that work with sex trade workers who will also ask the prostitute to move. If the prostitute persists, the Vice Section of VPD will be contacted for enforcement action.

For complaints about johns, the NPO will use police department resources for enforcement actions (such as Dear John letters, and Vice Unit investigations).

(revised October 27, 1997)

CITY OF VANCOUVER **STRATEGIES FOR NSOs**

PAGE 2 OF 2

Neighbourhood Integrated Service Teams

The City has 15 teams organized to work with residents to solve issues that affect the quality of life in Vancouver neighbourhoods. These Neighbourhood Integrated Service Teams (NISTs) comprise staff from most city departments, as well as school and health workers. NISTs deal with by-law violations, local improvement projects and safety problems. To get in touch with the NIST for your area:

- visit the City's website at <http://www.city.vancouver.bc.ca> for contact info
- send email to nist@city.vancouver.bc.ca
- call 873-7415.

Other Agencies

There are other agencies in and around Vancouver that can help neighbourhoods deal with many of the issues surrounding street prostitution activity. In the absence of a Neighbourhood Patrol Officer, these groups can be contacted directly by CPOs:

- **Provincial Prostitution Unit**
775-2673 fax: 660-3744 or 1-888-224-SAFE (7233).
Operating under the Ministry of the Attorney General, the Unit has a community coordinator who can help you and your neighbourhood address street prostitution. Unit staff are willing to speak at neighbourhood meetings on innovative strategies to deal with problems caused by street prostitution.
- **Prostitution Alternatives Counselling and Education (PACE)**
872-7651 cel: 230-9437
PACE is a privately funded group of former prostitutes who help sex trade workers get off the street. PACE counsellors will respond to incidents where prostitutes are working too close to inappropriate areas such as community centres, playgrounds or schools.
- **Downtown Eastside Youth Activities Society (DEYAS)**
685-4488 fax: 685-7117
DEYAS is a non-profit society that provides services (counselling, crisis intervention, referrals) for youth and children on the streets in Downtown Eastside and Mt. Pleasant. Also links to Vancouver Needle Exchange Program (685-6561), which exchanges new needles for used ones and provides condoms to prevent transmission of HIV and other infections.
- **Street Youth Services (outreach program of Family Services of Greater Vancouver)**
662-8822 fax: 669-6671
Referral service for street-involved youth to Ministry of Social Services and other agencies that can provide food, shelter, work, education and health services.
Two nurses available for HIV and STD testing.

– END –

CITY OF VANCOUVER
BACKGROUND**Street Prostitution in Vancouver**PAGE 2 of 8

Street Prostitution in Vancouver

This document is a very brief overview of the subject. A more complete source of information on the topic is *Street Prostitution: Assessing the Impact of the Law (Vancouver)* written by John Lowman and published by the Department of Justice Canada in 1989.

Recent History

The recent history of street prostitution in Vancouver has been dominated by resident protests and periodic enforcement by police. The result has always been to move prostitutes to another area of the city.

In the 1970s and 1980s, street prostitution was focused in residential areas of the West End. Through campaigns brought about by groups such as Concerned Residents of the West End and Shame the Johns, local residents protested and raised public awareness, and ultimately the Supreme Court of B.C. granted an injunction prohibiting the activity in the West End.

Many street prostitutes then moved to Georgia Street, Seymour Street and later to the Mt. Pleasant and Strathcona areas. Starting in 1994, many street prostitutes moved to a light industrial area near Hastings and Victoria.

Statistics

According to figures from the Vancouver Police Department (VPD), there are 300-400 sex trade workers in the City of Vancouver (this is in addition to the approximately 1,000 people who work in escort agencies).

According to VPD estimates, a significant number of Vancouver street prostitutes live outside the city limits, and about 50 per cent of johns also live outside the city limits.

According to VPD estimates, there are 60-70 sex trade workers in Vancouver who are under the age of 18.

Though prostitution is a year-round activity in Vancouver, it is more obvious during the summer months. Better weather and increased tourism bring more street activity generally, including street prostitution.

(revised December 8, 1997)

CITY OF VANCOUVER **BACKGROUND**

Street Prostitution In Vancouver

PAGE 3 of 8

Problems Caused by Street Prostitution

Quality of life in Neighbourhoods

Street prostitution can bring with it many issues that seriously affect the quality of life in a neighbourhood. These include: health risks from discarded needles and condoms, decreased feeling of personal security, increased garbage, late night noise, traffic congestion, rise in criminal activity, strangers in the neighbourhood (either walking or in vehicles), sex acts on residential property, intimidation of residents by prostitutes or pimps, and accidental propositioning of residents by johns.

Health Risks

Preliminary results from the Vancouver Injecting Drug Use Study (VIDUS)* found that 23 per cent of injecting drug users in Vancouver report being paid for sex, and that 31 per cent of these are HIV positive. The study showed that sex trade workers who are injecting drug users are 66 per cent more likely to be HIV positive than injecting drug users who are not sex trade workers. The study also found that 88 per cent of all injecting drug users have Hepatitis C.

(* The Vancouver Injecting Drug Use Study is coordinated by BC's Centre for Excellence in HIV/AIDS, the Ministry of Health, and UBC, under the direction of Dr. Stephanie Strathdee at St. Paul's Hospital. VIDUS recruited 1006 injecting drug users in Vancouver through self-referral and street outreach starting in May, 1991. Preliminary results were published in July, 1997.)

HIV and Hepatitis C are transmissible through unprotected sex and sharing used needles. However, Hepatitis C is much more transmissible than HIV by these routes. Johns may put themselves at risk by using street prostitutes, and the garbage often left behind by this activity (e.g. discarded needles and condoms) puts local residents at risk as well.

Legal Issues

The *Criminal Code of Canada* and, indirectly, the *Charter of Rights and Freedoms* provide guidelines for courts and police to deal with street prostitution. Prostitution is not illegal in Canada. However, many of the activities surrounding prostitution are illegal (Section numbers below refer to the *Criminal Code*):

- it is illegal to communicate in a public place to buy or sell sex (Section 213).
- it is illegal to buy (or even try to buy) sex from someone who is under the age of 18 (Section 212 (4)).
- it is illegal to have sex with anyone under the age of 14 (Section 150.1). The age of consent is now 14.
- the following are also illegal, if done in a public place to buy or sell sex:
 - stopping or attempting to stop a motor vehicle
 - impeding the free flow of pedestrian or vehicular traffic
 - stopping or attempting to stop a person
- it is illegal to keep, or even to be found in, a "common bawdy house" (Under Section 210, a bawdy house is a place that is kept for the purposes of prostitution. It is illegal for an owner/landlord to allow any part of the premises to be used for prostitution.)

(revised December 8, 1997)

CITY OF VANCOUVER
BACKGROUND**Street Prostitution in Vancouver**PAGE 4 of 8

Police Powers of Arrest

Enforcement efforts against street prostitution are difficult because of limitations imposed by the *Criminal Code of Canada*. Contrary to what many members of the public believe (and what many local residents wish) municipal police forces cannot remove people from an area just because they are standing on a sidewalk or allegedly engaged in prostitution.

It is not illegal for a prostitute to stand on a street corner, or to walk up and down the street or sidewalk. Nor is it illegal for someone to drive around an area several times. The police cannot arrest for these types of activities.

The police do have authority to enforce the provisions of the *Motor Vehicle Act*. They can ticket for traffic infractions or for jaywalking. They can also enforce city by-laws such as littering. However, they cannot arrest a prostitute simply because he/she is frequenting an area, or a john simply because he is driving in the area.

The police can arrest a prostitute or a john if they are found to be communicating in a public place for the purposes of buying or selling sex. However, under the *Criminal Code*, the evidence needed to gain a conviction for such an offense is difficult to obtain. One of the two parties involved – the prostitute or the john – must testify against the other, which rarely happens. (Prostitutes will not usually testify in court against johns, unless they have been seriously physically assaulted. Johns will not testify against prostitutes because their names then become public.) In all cases, the john must have clearly communicated in a public place to buy sex. Establishing this clear communication for the courts has been difficult.

Police must usually resort to undercover operations to get the necessary evidence for an arrest. In a typical sting operation, a police officer will pose as a prostitute or a customer.

Undercover operations are labour intensive, time-consuming and expensive. VPD estimates that \$200,000 was spent in 1995 in overtime costs alone for officers to attend court as witnesses in order to obtain convictions. The entire annual operating budget for the six-member VPD Vice Unit is \$500,000.

Since January, 1997, VPD Vice Unit has charged 30 men under Section 213, which prohibits communicating in a public place to buy or sell sex. In addition, 10 men were charged under Section 212 (4) for trying to buy sex from someone under 18.

Canadian courts tend to treat street prostitution as a nuisance crime. Even when a john is charged, he is usually given a discharge and probation. The courts don't hand out lengthy sentences to johns because, in most cases, it is their first offense, they are gainfully employed and have no criminal record. The courts do treat more seriously those cases in which johns attempt to buy sex from under-age prostitutes.

(revised December 8, 1997)

CITY OF VANCOUVER
BACKGROUND

Street Prostitution in Vancouver

PAGE 5 of 8

City Initiatives

In September, 1996, the Vancouver Police Department began focusing its enforcement efforts on quality of life issues in the neighbourhood. Rather than charging prostitutes (unless they are a demonstrated nuisance problem), VPD targets johns and pimps, especially those who sexually exploit youth.

In October 1997, the Chief of Police submitted a plan (which was approved by the Vancouver Police Board on October 22) to reorganize the department based on principles of community policing. *Reorganization '97 - Shaping the Future* contains many important recommendations that will enhance the role of constables as local neighbourhood problem solvers, and support Vancouver communities in taking a more active role in solving problems. In practical terms, the most significant change for neighbourhoods will be progressive enforcement through the neighbourhood safety offices

NSOs and Progressive Enforcement

The Police Department is initiating an interim program to deal with complaints about street prostitution. Neighbourhood Safety Offices (NSOs, also known as Crime Prevention Offices) in Vancouver have been empowered to handle complaints about street prostitution using progressive enforcement options.

Once a complaint is forwarded to the NSO, someone (either a police officer, the NSO Coordinator, or a volunteer) will follow up with the complainant. A police officer may interview the prostitute(s) and ask that they move, especially if they are working too close to a school, playground or community centre. If the prostitute continues to work in the area, Police will ask a prostitution outreach agency to intervene. If the prostitute continues to ignore this advice and police warnings, the officer will ask for enforcement action from the Vice Unit.

The Vice Unit and VPD have used two techniques quite successfully to combat street prostitution. In the "Dear John" letter campaign (see page 9 of this backgrounder for sample letter), the vehicle license numbers of johns who are observed clearly communicating with a prostitute are recorded. A letter is sent to the john's home asking that he stay out of the area he was observed in. (As of October 1/97, VPD had sent out 135 Dear John letters. There has been only one case of a return offender.)

VPD will also occasionally park in an area of prostitution activity and simply observe. The johns disappear and the prostitute eventually leaves due to lack of customers. The final option is enforcement of the Criminal Code through a sting operation, and then charging either the prostitute or the john.

In the spring of 1997, VPD informally surveyed eight other Canadian cities regarding street prostitution. The cities were Calgary, Edmonton, Winnipeg, Thunder Bay, Toronto, Hamilton, Halifax, and St. John's. Findings of the survey indicate these cities' experience is similar to that of Vancouver - i.e. relatively stable number of street prostitutes, rising numbers of escort agencies, lenient court sentences, increasing focus on johns, varying success with programs targeting johns, and rising public concern over the impact of street prostitution.

The City is also working with the Province on lobbying for change.

(revised December 8, 1997)

CITY OF VANCOUVER
BACKGROUNDER

Street Prostitution in Vancouver
 PAGE 6 of 8

Provincial Initiatives

The Provincial Prostitution Unit operates within the Ministry of the Attorney General. It comprises two police officers from the VPD Vice Unit, one RCMP officer, one Crown Counsel, and a Community Coordinator. The Provincial Prostitution Unit was formed in September 1996 to help communities:

- prevent recruitment and exploitation of children and youth in prostitution
- address problems resulting from street prostitution
- address other problems associated with prostitution (e.g. violence against prostitutes).

The Unit is developing a kit with two videos, facilitator's guides, and resource materials to help communities identify prostitution issues and develop solutions. This kit should be available in the fall of 1997. The Unit has also developed information to help communities understand how the law works, and has organized 10 "Action Teams" in communities around the province (Vancouver is one).

Strategies developed with various communities and their police forces include:

Citizen Patrol Teams

Working with Neighbourhood Safety Offices (NSOs), citizen volunteers patrol neighbourhoods, and take vehicle license numbers, to discourage prostitutes and johns.

Community mediation

Neighbourhoods work with other agencies that act as mediators with prostitutes, convincing them to stay away from certain areas, clean up their garbage, and respect certain rules of conduct.

Clean-up Teams

Residents organize teams to periodically clean-up garbage left by street prostitution activity. NSOs can arrange for additional garbage cans on the street.

School safety

Residents and NSOs can improve safety around schools by increasing police patrols, organizing morning patrols of grounds by staff, improving physical security (e.g. gates around school), and making the area less attractive for prostitution (e.g. put up more lights to increase visibility).

Neighbourhood enhancement

Strategies to make neighbourhoods less attractive to johns and prostitutes include increased lighting and changes in environmental design.

Victim Impact Statements

By providing statements about the impact of prostitution on their neighbourhood, residents give prosecutors another view to present to judges during a trial.

Court Watch

Residents can attend the court dates of pimps or johns to ensure a community presence in the courtroom and remind judges of the impact prostitution has on a community.

Services and Law Reform

Residents can lobby the provincial government for adequate resources for prostitutes (e.g. safe house, detox, counselling). Residents can also encourage federal and provincial governments to change prostitution-related laws to give police better enforcement tools.

CITY OF VANCOUVER **BACKGROUND**

Street Prostitution in Vancouver

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What You Can Do

- If you have a specific complaint about a street prostitute or john in your area, contact the Vancouver Police non-emergency number (665-3535). If you have a general complaint about street prostitution in your neighbourhood, you may contact the local Neighbourhood Safety Office (NSO) in your area. Someone will return your call, take the details and follow up. Here is a list of the NSOs in Vancouver:

1. Britannia	1661 Napier Street	665-3944
2. Broadway Station	2777 Commercial Drive	606-2702
3. Chinatown	18 East Pender Street	688-5030
4. Downtown Eastside	12 East Hastings Street	257-3742
5. Fraser	6705 Fraser Street	665-3435
6. Gastown	219 Abbott Street	257-3894
7. Granville	916 Granville Street	606-2685
8. Joyce Road	3602 Vanness	665-3406
9. Davie	1122 Bute Street	713-3637
10. Mt. Pleasant	672 East Broadway	257-8799
11. Waterfront	200 Burrard Street	257-3705
12. Strathcona	601 Keefer Street	257-3707
13. West End	870 Denman Street	257-3874
14. Little Mountain/Riley Park	4438 Main Street	257-5829
15. North False Creek	1223 Pacific Blvd.	899-6250
16. Native Liaison Society	324 Main Street	687-8411
17. Hastings North	200 S. Penticton	713-3642
18. Kitsilano		732-8500

- Do not call 911 unless it is an emergency. Complaints about street prostitution should be directed to your local Neighbourhood Safety Office, or to the police department's non-emergency line at 665-3535 (prostitution complaints to 665-3535 will be forwarded to the appropriate Neighbourhood Patrol Officer).
- Contact the Provincial Prostitution Unit at:
(604) 775-2673 or 1-888-224-SAFE (7233) fax: (604) 660-3744
The Unit has a community coordinator who can help you and your neighbourhood address street prostitution. Unit staff are willing to speak at neighbourhood meetings on innovative strategies to deal with problems caused by street prostitution. They can advise on setting up a Citizen Patrol Team or Court Watch group in your community.
- Write your MLA and MP to advocate for more resources to help prostitutes get off the street (for example, safe houses, detox centre, and counselling).
- Write your MLA and MP to advocate for changes in prostitution-related laws. For example, raising the age of consent for sexual activity from 14 to 16; or making Section 212(4) more enforceable; or making it easier for witnesses to give evidence.

— END —

(revised December 8, 1997)


CITY OF VANCOUVER
BACKGROUND

Street Prostitution in Vancouver

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Sample "Dear John" Letter

This letter is sent by the Vancouver Police Department to a person who has been observed and checked in the company of a sex trade worker. It is mailed to their home address.



VANCOUVER POLICE DEPARTMENT
PATROL DIVISION

John's Name:
 Apt #, Street Address
 City, Province
 Postal Code

Dear Mr. (John's Last Name)

RE: NEIGHBOURHOOD CONCERN

<p>Your vehicle: Location Stopped: Date/Time Stopped:</p>	<p>Vehicle, Year, Make, Model, Colour Location Stopped Date (y/m/d) Time</p>
---	--

The Vancouver Police Department is committed to assisting and improving neighbourhoods and is encouraging the assistance of individuals in this task. Residents and business people are concerned about the amount of street prostitution and the effect on their community. The high volume of motor vehicles and pedestrian traffic which this actively encourages is of particular concern. Related to this concern is the spread of communicable diseases such as the HIV virus. I am sure these concerns would be even more disturbing to you, if you lived in the neighbourhood.

You were stopped by a police officer and spoken to as noted above. To assist us and the citizens of the neighbourhood, it would be appreciated if you would avoid bringing your vehicle or walking in this area unnecessarily.

Your cooperation in this matter is appreciated.

Yours truly,

Inspector G. Greer
 /c District Two

0076

Support Services Division Reading Material Distribution List

	Date	Initials
Inspector G.M. Spencer, I/c Services Section	<u>12/16</u>	<u>JS</u>
Inspector K. Hutchinson, I/c Communications Section	<u>01/14</u>	<u>KH</u>
Inspector W.B. Melymick, I/c Information Section	<u> </u>	<u> </u>
Inspector L. Smith, E.O.C.C.	<u>2-7</u>	<u>LS</u>
A/Staff Sergeant R. Hoffman, 2 I/c Communication Section	<u>98-01-14</u>	<u>Re</u>
Admin. Sergeant A. Robson, 2 I/c Services Section	<u>✓</u>	<u>ADM.</u>
Staff Sergeant R.G. Murphie, I/c Police/Court Services	<u>01-09</u>	<u>RM</u>
A/Staff Sergeant J.S. Irons, I/c Records Section	<u>97-12-29</u>	<u>JS</u>
Sergeant K. McQuiggan, Special Projects - c/o Systems	<u>98-02-07</u>	<u>KM</u>
Coordinator Ms. M. Clarke, Freedom of Information Unit	<u>98-01-14</u>	<u>MC</u>
Fleet Administrator Mr. P. Philcox, Services Section	<u>98-01-25</u>	<u>PP</u>
A/EDP Manager Ms. P. Chorney, Systems Section	<u>98-01-26</u>	<u>PC</u>

VANCOUVER POLICE DEPT
RECEIVED
FEB 17 1998

REF'D TO _____

Please return to Deputy Chief Constable Commanding Support Services Division for filing when completed.

0077



VANCOUVER POLICE DEPARTMENT INVESTIGATION DIVISION

Date: December 9, 1997

To: The Chief Constable
Paul Battershill, Deputy Chief Constable, Cmdg. Support Services Division
Terry Blythe, Deputy Chief Constable, Cmdg. Patrol Division
Ken Higgins, Deputy Chief Constable, Cmdg. Operational Support Division
Brian McGuinness, Deputy Chief Constable, Cmdg. Management Services Division
Rick Stevens, Deputy Chief Constable, Cmdg. Human Resources Division

From: Ken Doern, A/Deputy Chief Constable, Cmdg. Investigation Division

Subject: STREET PROSTITUTION IN VANCOUVER

The attached item is for

Information

Morning Meeting

Year Month Day

Issues & Presentations

Year Month Day

Informal Executive Meeting

Year Month Day

Formal Executive Meeting

Year Month Day

Comments:

Ken Doern
Ken Doern, A/Deputy Chief Constable
Cmdg. Investigation Division

97.12.12
Please circulate
with a slip.
PB
dec

0078

Paul Heraty Communications Division

☎ 871-6173 fax 871-6179

12/18/97 1:06 PM 12/11
 City Hall, 453 West 12th Avenue
 Vancouver, BC V5Y 1V4
 (604) 873-7011
 Website: <http://www.city.vancouver.bc.ca>

CITY OF VANCOUVER
BACKGROUNDER

Street Prostitution in Vancouver

97-12-08
 THIS PACKAGE WILL
 BE RECEIVED BY
 CITY COUNCIL ON
 97-12-11 AS AN
 INFO PACKAGE.

to Jmp 333

This is a eight-page backgrounder on street prostitution.
 The following significant points are covered in more detail in the backgrounder:

- Prostitution is not illegal in Canada
- Communicating in a public place to buy or sell sex is illegal.
- Investigating and convicting johns who attempt to buy sex is labour-intensive, time-consuming, and expensive.
- Canadian courts tend to treat street prostitution as a nuisance crime.
- There are 300-400 sex trade workers on the streets of Vancouver.
- a significant number of Vancouver street prostitutes live outside the city limits.
- about 50 per cent of johns encountered by Vancouver Police live outside the city limits.
- 23 per cent of injecting drug users sampled in Vancouver report being paid for sex. 31 per cent of these are HIV positive.
- Sex trade workers who are injecting drug users are 66 per cent more likely to be HIV positive than those users who are not sex trade workers.
- 88 per cent of injecting drug users sampled in Vancouver have Hepatitis C.

CITY OF VANCOUVER

BACKGROUND

Street Prostitution in Vancouver

PAGE 2 of 8

Street Prostitution in Vancouver

This document is a very brief overview of the subject. A more complete source of information on the topic is *Street Prostitution: Assessing the Impact of the Law (Vancouver)* written by John Lowman and published by the Department of Justice Canada in 1989.

Recent History

The recent history of street prostitution in Vancouver has been dominated by resident protests and periodic enforcement by police. The result has always been to move prostitutes to another area of the city.

In the 1970s and 1980s, street prostitution was focused in residential areas of the West End. Through campaigns brought about by groups such as Concerned Residents of the West End and Shame the Johns, local residents protested and raised public awareness, and ultimately the Supreme Court of B.C. granted an injunction prohibiting the activity in the West End.

Many street prostitutes then moved to Georgia Street, Seymour Street and later to the Mt. Pleasant and Strathcona areas. Starting in 1994, many street prostitutes moved to a light industrial area near Hastings and Victoria.

Statistics

According to figures from the Vancouver Police Department (VPD), there are 300-400 sex trade workers in the City of Vancouver (this is in addition to the approximately 1,000 people who work in escort agencies).

According to VPD estimates, a significant number of Vancouver street prostitutes live outside the city limits, and about 50 per cent of johns also live outside the city limits.

According to VPD estimates, there are 60-70 sex trade workers in Vancouver who are under the age of 18.

Though prostitution is a year-round activity in Vancouver, it is more obvious during the summer months. Better weather and increased tourism bring more street activity generally, including street prostitution.

CITY OF VANCOUVER**BACKGROUND****Street Prostitution in Vancouver**

PAGE 3 of 8

Problems Caused by Street Prostitution**Quality of life in Neighbourhoods**

Street prostitution can bring with it many issues that seriously affect the quality of life in a neighbourhood. These include: health risks from discarded needles and condoms, decreased feeling of personal security, increased garbage, late night noise, traffic congestion, rise in criminal activity, strangers in the neighbourhood (either walking or in vehicles), sex acts on residential property, intimidation of residents by prostitutes or pimps, and accidental propositioning of residents by Johns.

Health Risks

Preliminary results from the Vancouver Injecting Drug Use Study (VIDUS)* found that 23 per cent of injecting drug users in Vancouver report being paid for sex, and that 31 per cent of these are HIV positive. The study showed that sex trade workers who are injecting drug users are 66 per cent more likely to be HIV positive than injecting drug users who are not sex trade workers. The study also found that 88 per cent of all injecting drug users have Hepatitis C.

(* The Vancouver Injecting Drug Use Study is coordinated by BC's Centre for Excellence in HIV/AIDS, the Ministry of Health, and UBC, under the direction of Dr. Stephanie Strathdee at St. Paul's Hospital. VIDUS recruited 1006 injecting drug users in Vancouver through self-referral and street outreach starting in May, 1991. Preliminary results were published in July, 1997.)

HIV and Hepatitis C are transmissible through unprotected sex and sharing used needles. However, Hepatitis C is much more transmissible than HIV by these routes. Johns may put themselves at risk by using street prostitutes, and the garbage often left behind by this activity (e.g. discarded needles and condoms) puts local residents at risk as well.

Legal Issues

The *Criminal Code of Canada* and, indirectly, the *Charter of Rights and Freedoms* provide guidelines for courts and police to deal with street prostitution. Prostitution is not illegal in Canada. However, many of the activities surrounding prostitution are illegal (Section numbers below refer to the *Criminal Code*):

- it is illegal to communicate in a public place to buy or sell sex (Section 213).
- it is illegal to buy (or even try to buy) sex from someone who is under the age of 18. (Section 212 (4)).
- it is illegal to have sex with anyone under the age of 14 (Section 150.1). The age of consent is now 14.
- the following are also illegal, if done in a public place to buy or sell sex:
 - stopping or attempting to stop a motor vehicle
 - impeding the free flow of pedestrian or vehicular traffic
 - stopping or attempting to stop a person
- It is illegal to keep, or even to be found in, a "common bawdy house" (Under Section 210, a bawdy house is a place that is kept for the purposes of prostitution. It is illegal for an owner/landlord to allow any part of the premises to be used for prostitution.)

CITY OF VANCOUVER**BACKGROUND****Street Prostitution in Vancouver**

PAGE 4 of 8

Police Powers of Arrest

Enforcement efforts against street prostitution are difficult because of limitations imposed by the *Criminal Code of Canada*. Contrary to what many members of the public believe (and what many local residents wish) municipal police forces cannot remove people from an area just because they are standing on a sidewalk or allegedly engaged in prostitution.

It is not illegal for a prostitute to stand on a street corner, or to walk up and down the street or sidewalk. Nor is it illegal for someone to drive around an area several times. The police cannot arrest for these types of activities.

The police do have authority to enforce the provisions of the *Motor Vehicle Act*. They can ticket for traffic infractions or for jaywalking. They can also enforce city by-laws such as littering. However, they cannot arrest a prostitute simply because he/she is frequenting an area, or a john simply because he is driving in the area.

The police can arrest a prostitute or a john if they are found to be communicating in a public place for the purposes of buying or selling sex. However, under the *Criminal Code*, the evidence needed to gain a conviction for such an offense is difficult to obtain. One of the two parties involved – the prostitute or the john – must testify against the other, which rarely happens. (Prostitutes will not usually testify in court against johns, unless they have been seriously physically assaulted. Johns will not testify against prostitutes because their names then become public.) In all cases, the john must have clearly communicated in a public place to buy sex. Establishing this clear communication for the courts has been difficult.

Police must usually resort to undercover operations to get the necessary evidence for an arrest. In a typical sting operation, a police officer will pose as a prostitute or a customer.

Undercover operations are labour intensive, time-consuming and expensive. VPD estimates that \$200,000 was spent in 1995 in overtime costs alone for officers to attend court as witnesses in order to obtain convictions. The entire annual operating budget for the six-member VPD Vice Unit is \$500,000.

Since January, 1997, VPD Vice Unit has charged 30 men under Section 213, which prohibits communicating in a public place to buy or sell sex. In addition, 10 men were charged under Section 212 (4) for trying to buy sex from someone under 18.

Canadian courts tend to treat street prostitution as a nuisance crime. Even when a john is charged, he is usually given a discharge and probation. The courts don't hand out lengthy sentences to johns because, in most cases, it is their first offense, they are gainfully employed and have no criminal record. The courts do treat more seriously those cases in which johns attempt to buy sex from under-age prostitutes.

CITY OF VANCOUVER**BACKGROUND****Street Prostitution in Vancouver**

PAGE 5 of 8

City Initiatives

In September, 1996, the Vancouver Police Department began focusing its enforcement efforts on quality of life issues in the neighbourhood. Rather than charging prostitutes (unless they are a demonstrated nuisance problem), VPD targets johns and pimps, especially those who sexually exploit youth.

In October 1997, the Chief of Police submitted a plan (which was approved by the Vancouver Police Board on October 22) to reorganize the department based on principles of community policing. *Reorganization '97 - Shaping the Future* contains many important recommendations that will enhance the role of constables as local neighbourhood problem solvers, and support Vancouver communities in taking a more active role in solving problems. In practical terms, the most significant change for neighbourhoods will be progressive enforcement through the neighbourhood safety offices

NSOs and Progressive Enforcement

The Police Department is initiating an interim program to deal with complaints about street prostitution. Neighbourhood Safety Offices (NSOs, also known as Crime Prevention Offices) in Vancouver have been empowered to handle complaints about street prostitution using progressive enforcement options.

Once a complaint is forwarded to the NSO, someone (either a police officer, the NSO Coordinator, or a volunteer) will follow up with the complainant. A police officer may interview the prostitute(s) and ask that they move, especially if they are working too close to a school, playground or community centre. If the prostitute continues to work in the area, Police will ask a prostitution outreach agency to intervene. If the prostitute continues to ignore this advice and police warnings, the officer will ask for enforcement action from the Vice Unit.

The Vice Unit and VPD have used two techniques quite successfully to combat street prostitution. In the "Dear John" letter campaign (see page 9 of this backgrounder for sample letter), the vehicle license numbers of johns who are observed clearly communicating with a prostitute are recorded. A letter is sent to the john's home asking that he stay out of the area he was observed in. (As of October 1/97, VPD had sent out 135 Dear John letters. There has been only one case of a return offender.)

VPD will also occasionally park in an area of prostitution activity and simply observe. The johns disappear and the prostitute eventually leaves due to lack of customers. The final option is enforcement of the Criminal Code through a sting operation, and then charging either the prostitute or the john.

In the spring of 1997, VPD informally surveyed eight other Canadian cities regarding street prostitution. The cities were Calgary, Edmonton, Winnipeg, Thunder Bay, Toronto, Hamilton, Halifax, and St. John's. Findings of the survey indicate these cities' experience is similar to that of Vancouver - i.e. relatively stable number of street prostitutes, rising numbers of escort agencies, lenient court sentences, increasing focus on johns, varying success with programs targeting johns, and rising public concern over the impact of street prostitution.

The City is also working with the Province on lobbying for change.

0033

Paul Heraty Communications Division

☎ 871-6173 fax 871-6179

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CITY OF VANCOUVER**BACKGROUND****Street Prostitution in Vancouver**

PAGE 6 of 8

Provincial Initiatives

The Provincial Prostitution Unit operates within the Ministry of the Attorney General. It comprises two police officers from the VPD Vice Unit, one RCMP officer, one Crown Counsel, and a Community Coordinator. The Provincial Prostitution Unit was formed in September 1996 to help communities:

- prevent recruitment and exploitation of children and youth in prostitution
- address problems resulting from street prostitution
- address other problems associated with prostitution (e.g. violence against prostitutes).

The Unit is developing a kit with two videos, facilitator's guides, and resource materials to help communities identify prostitution issues and develop solutions. This kit should be available in the fall of 1997. The Unit has also developed information to help communities understand how the law works, and has organized 10 "Action Teams" in communities around the province (Vancouver is one).

Strategies developed with various communities and their police forces include:

Citizen Patrol Teams

Working with Neighbourhood Safety Offices (NSOs), citizen volunteers patrol neighbourhoods, and take vehicle license numbers, to discourage prostitutes and johns.

Community mediation

Neighbourhoods work with other agencies that act as mediators with prostitutes, convincing them to stay away from certain areas, clean up their garbage, and respect certain rules of conduct.

Clean-up Teams

Residents organize teams to periodically clean-up garbage left by street prostitution activity. NSOs can arrange for additional garbage cans on the street.

School safety

Residents and NSOs can improve safety around schools by increasing police patrols, organizing morning patrols of grounds by staff, improving physical security (e.g. gates around school), and making the area less attractive for prostitution (e.g. put up more lights to increase visibility).

Neighbourhood enhancement

Strategies to make neighbourhoods less attractive to johns and prostitutes include increased lighting and changes in environmental design.

Victim Impact Statements

By providing statements about the impact of prostitution on their neighbourhood, residents give prosecutors another view to present to judges during a trial.

Court Watch

Residents can attend the court dates of pimps or johns to ensure a community presence in the courtroom and remind judges of the impact prostitution has on a community.

Services and Law Reform

Residents can lobby the provincial government for adequate resources for prostitutes (e.g. safe house, detox, counselling). Residents can also encourage federal and provincial governments to change prostitution-related laws to give police better enforcement tools.

CITY OF VANCOUVER**BACKGROUND****Street Prostitution in Vancouver**

PAGE 7 of 8

What You Can Do

- If you have a specific complaint about a street prostitute or john in your area, contact the Vancouver Police non-emergency number (665-3535). If you have a general complaint about street prostitution in your neighbourhood, you may contact the local Neighbourhood Safety Office (NSO) in your area. Someone will return your call, take the details and follow up. Here is a list of the NSOs in Vancouver:

1. Britannia	1661 Napier Street	665-3944
2. Broadway Station	2777 Commercial Drive	606-2702
3. Chinatown	18 East Pender Street	688-5030
4. Downtown Eastside	12 East Hastings Street	257-3742
5. Fraser	6705 Fraser Street	665-3435
6. Gastown	219 Abbott Street	257-3894
7. Granville	916 Granville Street	606-2685
8. Joyce Road	3602 Vanness	665-3408
9. Davie	1122 Bute Street	713-3637
10. Mt. Pleasant	672 East Broadway	257-8799
11. Waterfront	200 Burrard Street	257-3705
12. Strathcona	601 Keefer Street	257-3707
13. West End	870 Denman Street	257-3874
14. Little Mountain/Riley Park	4438 Main Street	257-5829
15. North False Creek	1223 Pacific Blvd.	899-6250
16. Native Liaison Society	324 Main Street	687-8411
17. Hastings North	200 S. Penlicton	713-3642
18. Kitsilano		732-8500

- Do not call 911 unless it is an emergency. Complaints about street prostitution should be directed to your local Neighbourhood Safety Office, or to the police department's non-emergency line at 665-3535 (prostitution complaints to 665-3535 will be forwarded to the appropriate Neighbourhood Patrol Officer).
- Contact the Provincial Prostitution Unit at:
(604) 775-2673 or 1-888-224-SAFE (7233) fax: (604) 660-3744
The Unit has a community coordinator who can help you and your neighbourhood address street prostitution. Unit staff are willing to speak at neighbourhood meetings on innovative strategies to deal with problems caused by street prostitution. They can advise on setting up a Citizen Patrol Team or Court Watch group in your community.
- Write your MLA and MP to advocate for more resources to help prostitutes get off the street (for example, safe houses, detox centre, and counselling).
- Write your MLA and MP to advocate for changes in prostitution-related laws. For example, raising the age of consent for sexual activity from 14 to 16; or making Section 212(4) more enforceable; or making it easier for witnesses to give evidence.

— END —

Paul Heraty Communications Division

☎ 871-6173 fax 871-6179

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CITY OF VANCOUVER

BACKGROUND

Street Prostitution in Vancouver
PAGE 8 of 8

Sample "Dear John" Letter

This letter is sent by the Vancouver Police Department to a person who has been observed and checked in the company of a sex trade worker. It is mailed to their home address.



VANCOUVER POLICE DEPARTMENT
PATROL DIVISION

John's Name:
Apt #, Street Address
City, Province
Postal Code

Dear Mr. (John's Last Name)

RE: NEIGHBOURHOOD CONCERN

Your vehicle:	Vehicle: Year, Make, Model, Colour
Location Stopped:	Location Stopped
Date/Time Stopped:	Date (y/m/d)/ Time

The Vancouver Police Department is committed to assisting and improving neighbourhoods and is encouraging the assistance of individuals in this task. Residents and business people are concerned about the amount of street prostitution and the effect on their community. The high volume of motor vehicles and pedestrian traffic which this actively encourages is of particular concern. Related to this concern is the spread of communicable diseases such as the HIV virus. I am sure these concerns would be even more disturbing to you, if you lived in the neighbourhood.

You were stopped by a police officer and spoken to as noted above. To assist us and the citizens of the neighbourhood, it would be appreciated if you would avoid bringing your vehicle or walking in this area unnecessarily.

Your cooperation in this matter is appreciated.

Yours truly,

Inspector G. Greer
j/c District Two

CITY OF VANCOUVER

STRATEGIES FOR NSOs

PAGE 1 OF 2

Street Prostitution Complaints in Vancouver**Backgrounder Now Available**

The City of Vancouver has prepared an eight-page background document on street prostitution. This document is a very brief overview and contains the following elements:

- Recent History
- Statistics
- Problems Caused by Street Prostitution
- Legal Issues
- Police Powers of Arrest
- City Initiatives
- Provincial Initiatives
- What You Can Do

The discussions of Legal Issues and Police Powers are useful for members of the public, as they lay out in simple language what police can and cannot do. The document is available on the City's website (<http://www.city.vancouver.bc.ca>) or from the Office of the City Clerk at City Hall (873-7276).

Interim VPD Protocol for Complaints

The Vancouver Police Department is in the process of establishing a protocol for responding to complaints about street prostitution. Here is the interim protocol:

Complaints registered on the Police non-emergency number, 665-3535, will be forwarded to the local Neighbourhood Safety Office (NSO). The Neighbourhood Patrol Officer (NPO) assigned to the NSO will be responsible for contacting the complainant and following up. (In cases where there is no Patrol Officer immediately available, follow-up may be done by the NSO coordinator, or an assigned volunteer).

For complaints about prostitutes, the NPO will interview the prostitute, and request that he/she move. If unsuccessful, the NPO will contact one of the community agencies that work with sex trade workers who will also ask the prostitute to move. If the prostitute persists, the Vice Section of VPD will be contacted for enforcement action.

For complaints about johns, the NPO will use police department resources for enforcement actions (such as Dear John letters, and Vice Unit investigations).

CITY OF VANCOUVER

STRATEGIES FOR NSOs

PAGE 2 OF 2

Neighbourhood Integrated Service Teams

The City has 15 teams organized to work with residents to solve issues that affect the quality of life in Vancouver neighbourhoods. These Neighbourhood Integrated Service Teams (NISTs) comprise staff from most city departments, as well as school and health workers. NISTs deal with by-law violations, local improvement projects and safety problems. To get in touch with the NIST for your area:

- visit the City's website at <http://www.city.vancouver.bc.ca> for contact info
- send email to nist@city.vancouver.bc.ca
- call 873-7415.

Other Agencies

There are other agencies in and around Vancouver that can help neighbourhoods deal with many of the issues surrounding street prostitution activity. In the absence of a Neighbourhood Patrol Officer, these groups can be contacted directly by CPOs:

- **Provincial Prostitution Unit**
775-2673 fax: 660-3744 or 1-888-224-SAFE (7233).
Operating under the Ministry of the Attorney General, the Unit has a community coordinator who can help you and your neighbourhood address street prostitution. Unit staff are willing to speak at neighbourhood meetings on innovative strategies to deal with problems caused by street prostitution.
- **Prostitution Alternatives Counselling and Education (PACE)**
872-7651 cel: 230-9437
PACE is a privately funded group of former prostitutes who help sex trade workers get off the street. PACE counsellors will respond to incidents where prostitutes are working too close to inappropriate areas such as community centres, playgrounds or schools.
- **Downtown Eastside Youth Activities Society (DEYAS)**
685-4488 fax: 685-7117
DEYAS is a non-profit society that provides services (counselling, crisis intervention, referrals) for youth and children on the streets in downtown Eastside and Mt. Pleasant. Also links to Vancouver Needle Exchange Program (685-6561), which exchanges new needles for used ones and provides condoms to prevent transmission of HIV and other infections.
- **Street Youth Services (outreach program of Family Services of Greater Vancouver)**
662-8822 fax: 669-6671
Referral service for street-involved youth to Ministry of Social Services and other agencies that can provide food, shelter, work, education and health services. Two nurses available for HIV and STD testing.

- END -



VANCOUVER POLICE DEPARTMENT PATROL DIVISION

Date: March 9, 1998
To: K. Frail, Sgt. 367
I/c District 2/Team 11
From: R. Mitchell, Cst. 1526
Hastings North Neighborhood Officer
Subject: Month-end report, February '98

PROSTITUTION

- Attended a City Council meeting at City Hall in early February - residents and merchants from the Grandview-Woodlands area made representation concerning the prostitution problem. A number of issues were touched upon, with Council at the end calling for information from a variety of sources, for follow-up on possible strategies. I have been asked to prepare something immediately, from the perspective of street-level enforcement and impact-reduction initiatives.
- The new D.I.S.C. (Car 44) project has been quite active in the area for a while now - this looks like a promising initiative, but too early to tell whether it will have any significant impact.
- I've been starting to really catalogue the prostitutes, for both updating the photo-books, as well as provide information for u/c targets and community-impact statements.
- I have an office volunteer assisting with research on other jurisdictions, with a view to doing a comprehensive review of strategies in the near future.
- Made a number of juvenile apprehensions ('take charge') from the stroll over the month - have been seeing a few more juveniles than usual lately.

N.I.S.T.

- We have been looking at some problem buildings recently, with the principal focus being 2178 Triumph. We (police, fire, health, p+l) convened a meeting about 3 weeks ago, bringing in (to 2120 Cambie) the 2 owners of the building, and pointing out the City's concerns. Discussion was positive, encouraging working together to improve conditions and tenancy, though it was made clear to the owners that the City (through the various departments) would not tolerate the status quo. We have been doing routine inspections of the building also.

- 2 -

- There have been some licence issues come up regarding several establishments - I have been looking into these with our new P+L representative (Lynn Urekar), and some action is being taken by that department.

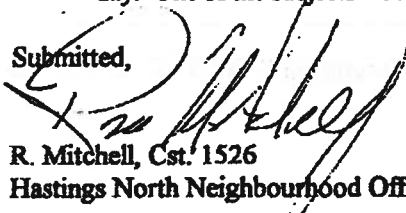
NEIGHBOURHOOD SAFETY OFFICE

- After a 'bit' of work, the new 'storefront' office was opened, with a ceremony on the 22nd of February. Attendance at the ceremony was pretty decent, though actual community turnout was a bit disappointing.
- We are still looking for 1 or 2 more Advisory Committee members, though we have an excellent core right now.
- The office has only about 3 volunteers at present, though we have approximately 20 new applicants whom we will be processing in the next few weeks.

MISCELLANEOUS

- I will be helping to organize and conduct some city-wide volunteer training in the near future, both basic and advanced. This is being initiated by Jeannie Yee. As well, we are considering more Citizen's Police Academies; the first (2?) were very well received, and are probably a good community liaison and public relations exercise.
- More work toward setting up a "Safe Haven" project with the Community School coordinator.
- Assisted with one day of liquor project in the Downtown Eastside. Good project, and enjoyable (and apparently productive, in terms of follow-up) exercise.
- Not much time for patrol lately, but I took calls when I could.
- Have been picking up a lot of quasi- S.L.O. (School Liaison Officer) type work in the Hastings and Tillicum schools over the past several months. This is partly because the S.L.O. seems to rarely get into these elementary schools, and partly because I'm in them frequently.
- Alex (1701) and I assisted the Mounties on a little u/c project in District 1 for a few hours one day. One of the subjects was a female with whom we're acquainted from the Franklin 'stroll'.

Submitted,


R. Mitchell, Cst. 1526
Hastings North Neighbourhood Officer

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FILE C

09/14 for distribution to Det. Curves



**SPECIALIZED INVESTIGATION SECTION
D.I.S.C.
SUMMARY OF ACTIVITY
SUBMITTED BY: Det/Cst. Ramos & Det/Cst. Payette
MONTH OF: AUGUST, 1999**

YEAR TO DATE ARRESTS/CHARGES	1999		1998	
	August	YTD	August	YTD
NUMBER OF D.I.S.C. ENTRIES BY D.I.S.C. CO-ORDINATORS	14	88	4	204
NUMBER OF D.I.S.C. ENTRIES BY DISTRICT 1		2		
NUMBER OF D.I.S.C. ENTRIES BY DISTRICT 2	12	97		
NUMBER OF D.I.S.C. ENTRIES BY DISTRICT 3	10	48		
NUMBER OF D.I.S.C. ENTRIES BY DISTRICT 4	1	3		
NUMBER OF D.I.S.C. ENTRIES BY VICE UNIT	6	12		
NUMBER OF PERSONS ON WARRANTS		16	1	20
NUMBER OF JUVENILE APPREHENSIONS	5	42	11	52
NUMBER OF ARRESTS		10	5	14
PERSONS OF SPECIAL INTEREST TO POLICE	5	23		14

LECTURES/PRESENTATIONS/MARKETING/CASES OF INTEREST:

Participated in John School stings as part of on going D.I.S.C. program.

Month long meetings with E-Comm concerning the development and implementation of D.I.S.C. on internet private network.

On going ride-a-long program with block 2 recruits, 4 members came out on ride a-longs in August.

Submitted for your information: Det/Cst. Oscar RAMOS, Det/Cst. Raymond PAYETTE, D.I.S.C. Co-ordinators



**VANCOUVER POLICE DEPARTMENT
HASTINGS NORTH
NEIGHBOURHOOD SAFETY OFFICE**

Date: 98.07.02

To: K. Frail, Sgt. 367
i/c Neighbourhood Policing Team - District 2

From: Russ Mitchell, Cst. 1526
Hastings North Neighbourhood Patrol

Subject: Month-end Report - June, '98

PROSTITUTION

- There appear to be less juveniles than previously was the case on the stroll. This is probably due to the presence of Operation D.I.S.C., and our continued efforts to 'Apprehend' juveniles from the stroll whenever possible.
- More of the prostitutes are getting the message that working during business hours is not acceptable; I have noticed far fewer during the day (though there are still a number out from time to time).
- It is time soon to do a u/c sting against some of those prostitutes who are continuing to work during the day. The 'community impact statement' that I have been working on should be helpful to obtain meaningful bail conditions, such as 'no-go's'.

NEIGHBOURHOOD SAFETY OFFICE

- I reported in my month-end report for May that the indemnity issue for volunteers seemed to have been resolved. This does not appear to be the case now. The Advisory Committee, in our last meeting, requested that I ask the City Legal Department for written confirmation of liability coverage for the volunteers, in advance of our placing them in the Office.
I conveyed this request to Cpl. Jeannie Yee, who advised that (in her opinion), the City would not confirm the liability coverage in writing until the so-called 'Partnership Agreements' were in place. The Committee's request is, in my opinion, reasonable, and given the response, I do not anticipate their approving placement of the volunteers in the Office until such time as the indemnity coverage is formally recognized.
- I asked Sgt. Kash Heed whether we could employ any of our 'program funds' for interim insurance, as the cost would be minimal and would allow the Office to open

- 2 -

that much sooner. His reply was in the negative, with the explanation that this was not a proper use of these funds. As the Office has no other funds at its discretion for the time being, we are unable to pursue this alternative.

- We are still receiving calls from persons interested in volunteering in the Office, and are processing their applications. I hope that our inability to place them in the Office for the time being does not dampen their interest, and that we do not therefore lose them.

NEIGHBOURHOOD INTEGRATED SERVICE TEAM

- The team has not been very active lately, as a whole, though there have been some coordinated efforts by a few of us on certain issues:
 - continued monitoring of ^{PID} [REDACTED]
 - inspection of premises at 848 Renfrew, to cover Fire and P+L (alleged by-law and Fire Act violations;
 - follow-ups to ^{PID} [REDACTED]

MISCELLANEOUS

- Conducted 2 team training sessions for the Communication Section staff, regarding neighbourhood policing issues, June 12th and 24th.
- Attended a 2-day City-sponsored course - "Facilitating Group Decision-making".
- Assisted Kiwassa Neighbourhood House by arranging some traffic control for a parade on June 29th.
- June 19th, attended a community fair at Hastings School, hosted by the Hastings-Tillicum Community School Advisory Committee.
- Spent a week-and-a-half preparing for, and conducting, a 'comparative-study' tour for a group of Brazilians on a community-policing/human-rights mission (separate report submitted).
- Took our new Project Coordinator, Jill Fedirchuk, on a 'look-see' through the Hastings North area, to introduce her to various persons, places and issues of interest.
- Received some 'community intelligence' regarding "dealers, hookers and pimps" working out of suite ^{PID} [REDACTED] investigated and confirmed - am working with owner to remove them. There is an associated suite apparently at ^{PID} [REDACTED] ^{PID} [REDACTED] which I will be following up. I have spoken as well to the Drug Unit, and will also discuss it with Vice.
- Have dealt with a number of school-based issues, regarding theft, violence and 'acting-out' of a few students. These were resolved informally. I have also done some classroom 'introductions' and mini-talks to the school-kids.
- I introduced myself to the summer park program coordinators, and gave each my card. I will liaise with them, and monitor any problems in the local parks.

DISC

BULLETIN NOTICE

The following information package is being distributed for Roll Call Training of all members re: D.I.S.C. (Deter and Identify Sex-Trade Consumers).

Statement of Purpose: The purpose of D.I.S.C. is to bring police focus on to the sex-trade consumer. It is to alleviate the associated issues involving the safety and security of neighborhoods jeopardized by the disruption this activity imposes upon communities. D.I.S.C. works in conjunction with on-going investigations to identify suspects involved in sexual assaults, pimp investigations and homicides.

Members are advised that D.I.S.C. is now a Department-Wide program. Any member who finds an incident that fits the standard for D.I.S.C. should record the incident as detailed below. The standard is the same as the VPD current policy for sending a "Dear John" letter.

Ensure that there are reasonable grounds to believe that the person has the intent to commit an offence under Sec. 213 or 212(4) "to communicate for the purpose of prostitution."

For example, picking up and being found in the company of a sex-trade worker.

- Continually driving around the area frequented by sex-trade workers.
- Continually stopping and talking to sex-trade workers, etc.
- Provide community-observed behaviors which are difficult for the suspect to explain.

PIT [Redacted]

Members who find an incident should do the following:

- PIT [Redacted]
- [Redacted]
- [Redacted]

AUG 11 1998

1. ORIG TO DISC FILE
2. COPIES:
 - (a) NCO BULLETIN
 - (b) ACC NCO'S

PIT

PIT

- Member's D.I.S.C. entry will generate an authorization for a "Dear John" letter to be sent out by the District Commander. D.I.S.C. entries enable members attending those incidents or on view incidents to help deter and identify the "John" and help in ongoing investigations.

All information will be entered into the D.I.S.C. program by D.I.S.C. members. All data entered onto D.I.S.C. is confidential and will only be shared with other law enforcement agencies. There is a very strong commitment for all police agencies in the lower mainland to join D.I.S.C.

Any enquiries please contact Constables' Ramos or Payette at the office at 717-2678, or by pagers at 975-6241 or 601-7132.

PROJECT D.I.S.C.

OBJECTIVES

The purpose of 'Project D.I.S.C.' is to focus police attention on the street level sex-trade consumer. This attention is being focused on the consumer to alleviate the associated issues involving the safety and security of neighbourhoods jeopardized by the disruption the activity imposes upon communities.

PROJECT D.I.S.C. will provide:

- A database of "consumers" and their activities.
 - the database can be used in major-crime investigations involving the sex-trade.
- Provide a "pro-active" approach to deter the street-level sex-trade by identifying the consumers.
- A method that Patrol members can easily access and use to Deter and Identify Sex-trade Consumers.
- This project works in conjunction with VPD's multi-faceted approach to dealing with the street-level sex-trade.

METHODS

PIT



PIT



STATED GOAL OF PROJECT D.I.S.C.

Prostitution in Canada is not illegal but to communicate in a public place to buy or sell sex is illegal. This legal distinction has hindered police efforts to curb the street level sex trade. The ramifications of which leave a negative impact on businesses, school, parks and families in the afflicted communities. Project D.I.S.C.'s goal is to force the responsibility of the issues surrounding the sex trade onto the sex trade consumer.

For any further information contact:

P.C. Ramos, 1719
P.C. Payette, 1724
Vancouver Police Department, Vice Unit
Car 44

0097



british
columbia
civil liberties association

FILE COPY

425 - 815 WEST HASTINGS STREET, VANCOUVER, B.C. V6C 1S4 - TEL: (604) 687-2919

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David Suzuki

Chief Constable Bruce Chambers
Vancouver Police Department
2120 Cambie Street
Vancouver, B.C. V5Z 4N6

Dear Chief Constable Chambers,

The B.C. Civil Liberties Association has concerns about several aspects of the Vancouver Police D.I.S.C. program, and has expressed some of these in the media. After obtaining background information about the program, we have put together the attached draft brief. The draft brief sets out our concerns, and also indicated those aspects of the program which we support.

Several days ago I received a telephone call from Detective Constable Raymond Payette, expressing interest in meeting with the BCCLA to discuss the D.I.S.C. program. As I said to him at the time, we would be pleased to meet, both to learn more about the program, and to discuss the concerns contained in our draft brief. Given our schedules, this will not likely take place until October.

The attached brief is only a draft, and will not be circulated until we have heard from the VPD more about the program, and have listened to your response to our concerns. We are prepared to amend the brief after such a meeting.

Sept Cooper
Please request a response from Det Payette
I have also asked for comments by Russ Mitchell
cc. [unclear]

September 4, 1998

98/09/17

Imp. [unclear]

For discussion relative to setting up a meeting with Det/est. Payette & [unclear]

[Signature]

RECEIVED - CHIEF CONSTABLE'S OFFICE

DATE: *3013* SEP 08 1998

REFER TO: *A/D/C/D. [unclear]*

COMMENTS: *D.I.C. [unclear]*

Place out with Det/est. Payette & [unclear] to [unclear] an appropriate response.

[Signature]

DRAFT**DRAFT****THE POSITION OF THE B.C. CIVIL LIBERTIES ASSOCIATION
ON THE VANCOUVER POLICE D.I.S.C. PROGRAM****I. Introduction**

Vancouver Police Department's D.I.S.C. (Deter, Identify, Sex-Trade Consumers) program has three components:

- (1) stopping the cars of potential sex trade consumers ("johns") who are continually cruising around prostitution "strolls," continually stopping to talk with a prostitute or who have a prostitute in their car;
- (2) entering personal information and vehicle information into a police data base, which then becomes accessible to other police officers in Vancouver and police in other Lower Mainland municipalities; and
- (3) sending a "Dear john" letter to the john's home address.

The purpose of D.I.S.C. is to focus police attention on johns in order to alleviate the safety and security problems associated with the street sex-trade. It also serves to identify juvenile prostitutes and to provide leads in the investigation of assaults against prostitutes.

II. The BCCLA's Principled Positions**(a) Adult Prostitution**

The BCCLA opposes the use of criminal measures to deal with adult prostitution and to address the problems (such as nuisance, traffic, discarded condoms, propositioning of non-prostitutes and the drug trade) created by street-level adult prostitution. (Note: except where specified, "prostitution" refers to adult prostitution.) In our view, communicating for the purpose of prostitution should not be a criminal offence, just as engaging in prostitution is no longer a criminal offence. Insofar as prostitution (whether at the street-level or in massage parlours, via escort agencies and in so-called "bawdy houses") is a problem, it is a social and health problem, and should be dealt with as such. Law enforcement of prostitution should be limited to enforcement of bylaws designed to regulate place and manner, and to bylaws or provincial health statutes related to health and safety matters.

(b) Juvenile Prostitution

We regard the buying of sex from juvenile prostitutes as appropriately a criminal matter. Those who buy sex from juveniles, or communicate for the purposes of doing so, should be vigorously prosecuted. In addition, governments at all levels should invest significantly more resources in assisting those juveniles who wish to leave the trade -- for detox centres, counselling, safe

BCCLA Position on D.I.S.C., page 2

houses, appropriate educational and health facilities, and so on. Pimps who entice juveniles into prostitution or live off their earnings should be made the target of increased police resources, and vigorously prosecuted

(c) Protection of Prostitutes

The BCCLA is as alarmed as other citizens about the dismal record we have of protecting those in the street-level sex-trade, and prosecuting those who assault or kill them. Despite the fact that their profession is viewed by many as immoral, and despite the fact that prostitutes (often willingly) engage in a profession which makes them more vulnerable than others to violence, they deserve no less protection than any other citizen. We do not mean to imply that the police have failed in their duty to protect prostitutes or adequately investigate assaults and murders. Rather, we recognize the enhanced need that street-level prostitutes have for police protection, and encourage measures to respond to that need.

(d) Privacy

Citizens' privacy as an important civil liberty, especially in the face of the state's increasing ability to monitor our lives. The mere fact that there is a state or public interest in collecting, sharing and using information about us should not be, in and of itself, sufficient to override our right to privacy. For the public interest to override a privacy right, the interest must be strong, the least amount of information collected and used in order to further that interest, other less intrusive means for satisfying that interest unavailable, and the evil introduced by the invasive measure not greater than public interest to be addressed.

III. The BCCLA's Position on D.I.S.C.

We oppose some parts of D.I.S.C. and support others.

(a) What We Oppose

It is likely that the police have the legal authority to stop a car in the above-described circumstances, under a common law authority to maintain good order or because they have reasonable grounds to believe that a crime is being committed. And once they do stop a car, they can require the driver to produce identification, including a driver's licence, vehicle registration and insurance documents. They may record any of the information contained in these documents, along with their personal observations. The BCCLA does not, on principled grounds, oppose the police having this authority.

However, in the case of adult prostitutes, we do oppose the information being entered on the D.I.S.C. data base, as it currently operates. Since communication for the purposes of prostitution

BCCLA Position on D.I.S.C., page 3

should not be a crime, the collection of this information in a data base instantly available to other police officers in the department and to police from other departments in the Lower Mainland and elsewhere is an unreasonable invasion of the drivers' right to privacy. Information about what ought to be a private matter -- having sex for money -- is made widely available within the policing community, and could have an impact on the manner in which these men are viewed by the police in the future. Nor is it clear that the data bank's security protections are adequate to prevent access by non-police, or discourage disclosure by police for unauthorized purposes. Under the current D.I.S.C. program, the potential level of exposure a person undergoes simply because they picked up or sought to pick up a prostitute is not warranted by the gain in deterring what ought not be a crime in the first place.

In the case of adult prostitutes, we also oppose the information being used to send a "Dear john" letter to a man's home address. At least some of the men stopped are married, or have a common law spouse. Whatever the gain to the peace and safety of neighbourhoods in deterring these men from approaching a street prostitute in the future, and whatever we may think of their moral characters, these surely do not outweigh the potentially devastating consequences for the man's marriage and his family and social life. In addition, mistakes will inevitably occur -- cars will be stopped where the driver was not in fact seeking to pick up a prostitute. The consequences of such a mistake could be devastating, and could well lead to civil liability. And for those who are not married, a "Dear john" letter would have little effect as a deterrent.

(b) What We Support

Crimes of assault and murder of prostitutes are far too rarely solved. We support extra measures to solve these, and so to provide better protection for street prostitutes. If after stopping a car, the information collected by the police were used only for this purpose, we would not object. Thus we would support the entry of this information on a data base, but only if the data base were secure, and accessible only by those police units directly involved in trying to solve murders and assaults of street prostitutes. Statistics should be kept to determine whether this information is useful in solving assaults/murders of street-level prostitutes. If it is not, the program should be abandoned.

Men who buy sex from juveniles are committing a serious crime, as are those who solicit a juvenile for sex. If they are caught with a juvenile prostitute in the car, or continually stopping to talk to juvenile prostitutes, they have no reasonable expectation that their personal information will not be stored and used. Thus, (with one exception) we would support the D.I.S.C. program as it is currently set up if it targeted only those who are caught with a juvenile prostitute in their car, or who are continually stopping to talk to juvenile prostitutes but not adult ones. The exception is that a "Dear john" letter should be sent only after a second stop -- a stern warning at the first stop that a letter will be sent if the man is caught again should be as effective a deterrent as an immediate letter, without the negative consequence for the man's family life. A grey area exists for those who stop once or twice to talk to a juvenile prostitute -- it may not be clear to a

BCCLA Position on D.I.S.C., page 4

"john" that a prostitute is a juvenile until he stops at least once. Any doubt should be settled in favour of the "john."

Although it is not listed as part of the D.I.S.C program, the identification of juvenile prostitutes, and the opportunity it presents to offer counselling and alternatives to prostitution, are important advantages. As of July 4, 1998, 36 juveniles had been identified, and are listed as "apprehended." To our knowledge neither the police nor social service agencies can indefinitely detain juveniles who are at risk on the street. However, it may be that the opportunities which the program presents for talking to these youth are a valuable part of a multi-faceted effort to save the lives which are being wasted.

We also suggest that the program be expanded to include information about pimps who hang around "kiddie strolls," and who may well be running a juvenile prostitute. Their information should be taken, entered on the data bank (perhaps in a separate field for "possible pimps"), and forwarded to the vice squad or whatever police units investigate such crimes.

IV. A Note on the Impact on Communities

One of the major reasons for the D.I.S.C. program is the serious impact on communities of the street-level sex-trade. The idea behind the program is that it has such serious potential consequences for "johns" that they will be deterred from cruising around these communities, and without business the prostitutes will eventually go away. It may seem in the above analysis that the BCCLA has given insufficient weight to the impact of street prostitution on communities, and so to the importance of the D.I.S.C. program.

We have two responses. First, there is an alternative which would be at least as effective in reducing the harm to communities caused by the street sex-trade: regulation. Since the "world's oldest" profession is not going to go away no matter what law enforcement measures are taken, and since it ought not be a crime anyway (at least for adults), a better approach is for the business of prostitution to be decriminalized, street prostitution located away from residential and commercial areas and schools, and regulated by municipal and provincial laws so as to provide greater safety for prostitutes, better health care, counselling and other services. We are under no illusion that the regulation of prostitution will completely eradicate street prostitution in residential areas -- some prostitutes will find regulated areas unsuitable, for a variety of reasons. But then neither will the D.I.S.C. program eradicate street prostitution..

Second, even were it not for the existence of this alternative, we would oppose the D.I.S.C. program as it is currently set up. The most it can do is to shift some of the street-level sex-trade from one community to another as "johns" and prostitutes react to the level of police presence by trying elsewhere. Unless the police and municipal officials are satisfied with a continual shifting of the business (and all its attendant harms) from one community to another, they are going to

BCCLA Position on D.I.S.C., page 5

have to informally decide on some area where the harm to the community is minimized. This will likely be an industrial area, where the lighting is poor, and where the likelihood of violence to prostitutes is the highest. Not only is this solution unacceptable because of the increased risk of harm to prostitutes, it in effect does just what our preferred solution does but without any of its health, social and safety benefits. Such a "solution" is indefensible on moral grounds, and speaks volumes about the lack of courage of our politicians to deal rationally with the problem.

V. Summary of Recommendations**1. Adult Prostitution:**

- (a) Cars are stopped as per the current program, and drivers are spoken to regarding the impact of their presence on the local neighbourhood.
- (b) No "Dear john" letters are sent.
- (c) The personal information collected is accessible only by those investigating assaults/murders of prostitutes, and used only for the purpose of such investigations. The usefulness of this information for solving the assaults/murders of prostitutes is monitored, and the project abandoned if the information does not prove useful.

2. Juvenile Prostitution:

- (a) Cars are stopped as per the current program.
- (b) When (and only when) it is clear that the driver is targeting juvenile prostitutes (any doubt being resolved in the driver's favour) or has a juvenile prostitute in the car, the driver is warned that the next time he is stopped for this reason, a "Dear john" letter will be sent to his home. The driver is advised of the criminal penalties for having or attempting to buy sex from a minor, and the impact of his presence on the neighbourhood.
- (c) Information on the driver is made available to all police forces, as per the current policy.
- (d) Police use the opportunity to speak to the juvenile about alternatives to street prostitution, and the services and treatment which are available.
- (e) At the second stop, a "Dear john" letter is sent.
- (f) A file in the data bank is created which contains the pictures and personal information of children reported as missing anywhere in Canada, searchable by name, age and personal characteristics. This field would be used to identify those juveniles working on the street who have been reported as missing.
- (g) Whenever there are reasonable grounds to believe that a person hanging around "kiddie strolls" is a pimp for a juvenile prostitute, his personal information is recorded, and made available to those using the D.I.S.C. program, and to the vice squad.

0103



**VANCOUVER POLICE DEPARTMENT
HASTINGS NORTH COMMUNITY
POLICING CENTRE
2625 Franklin Street
Vancouver, B.C.
Ph: 717-2980/717-2979(fax)**

September 30, 1998

To: Ken Frail, Sgt. 367
From: Russ Mitchell, Cst. 1526
Hastings North Neighbourhood Officer
Subject: *Month-end Report: September, 1998*

WALL STREET POLICING CENTRE

- Spoke several times with Cst. Ken Lemkert this month regarding the 'operating agreement' status. He advises that the drafts of same are still with Patti Marfleet, of Risk Management.
- Attended the inaugural strata meeting of the Cannery Row development, where the Office is located. I introduced myself to those present, and gave them a brief history of the area and my function. As well, I encouraged them to 'get involved' in the community, whether in the Office or with other groups.

PROGRAMS

- "Operation Response" - We need to set a date for the next painting project. This should be fairly soon, before the weather starts to turn ugly (as is predicted for this winter!)
- Community Survey - We are still refining the survey questions. We hope to put out the survey in early November.
- Anti-Graffiti - I have not been able to 'connect' yet with the volunteer assigned to deal with this program. However, this is an on-going and long-term program.
- Prostitution Impact Reduction - I intend to call a general community meeting sometime in November, to solidify community networking and involvement. This meeting will include representation from various service and community groups, as well as from relevant Department sections.

0104

GANG ACTIVITY

- Have received information and been observing the apparent formation of a 'gang' of hispanic individuals, ranging in age between early teens to early twenties, over the past several months. They are coalescing around Pandora Park.

DRUG/PROSTITUTION PREMISES

- Have been receiving 'tips' from several sources concerning premises where new tenants have turned out to be associated with drugs and/or prostitution. I have addressed these as they have arisen, either by personal attendance, or by liaising with DEET for follow-up. This scattered activity has become more prevalent recently, due at least partly to our success with 'cleaning up' some of the larger area apartment buildings, which has produced some 'displacement'.

PANHANDLING/SHOPLIFTING

- Have been doing SPATT's around the Hastings retail strip between Nanaimo and Renfrew, because of complaints of panhandling, especially o/s London Drugs, 2585 E. Hastings, and the Liquor Store, 2769 E. Hastings – the situation has improved. In addition, I was made aware of a group of black males suspected of frequently shoplifting in the liquor store. I identified all of them over the space of a few days, and have so far arrested one for breach.

SCHOOLS

- Introduced myself to all staff (for benefit of those new at the school) at the beginning of the term
- I have had to deal with several incidents in both the Hastings and Tillicum schools over the past month, including:
 - Follow-up to a b/e and fraud with identified suspect;
 - A theft of money (possibly internal);
 - Bullying and violence
- The "Safe Haven" project is proceeding, and appears now to have the interest of Joy MacPhail's office. We have discussed its presentation and implementation with the "All Together Now" co-ordinator.
- Assisted Hastings administration with arranging youth anti-violence presentation groups from the Community Justice branch of the A.G.

in- DISC 0105



VANCOUVER POLICE DEPARTMENT
HASTINGS NORTH
NEIGHBOURHOOD SAFETY OFFICE

** INSP. G. GREER*

Date: 98.10.19

To: Gary Greer, Insp. 502
i/c District two

From: Russ Mitchell, Cst. 1528
Hastings North Neighbourhood Patrol

Subject: B.C. Civil Liberties Association's Position Paper on the D.I.S.C. Program

FILE COPY

D.C.C. Blythe

Gary - I did discuss with OSCAR & Raymond. Pls. advise me of the outcome of mtg. Karmos & Payette will be setting up a meeting between B.C. Civil Liberties and myself to discuss their concerns cc Karmos & Payette Russ Mitchell

Sir,

I have read the B.C.C.L.A.'s Position Paper (hereinafter the "Paper") on the D.I.S.C. program, and offer the following comments in regard thereto:

EXECUTIVE SUMMARY

With all due respect to the B.C. Civil Liberties Association and its valuable contribution to the protection and equality of individuals, I disagree with much of its focus in the Paper. I do not believe the B.C.C.L.A. properly recognizes the broad social harm done by the participants of street-level prostitution. As well, I believe that the B.C.C.L.A. has confused the issues of criminal enforcement and protection of the community.

The D.I.S.C. program is but one response of what should be many, both short-term and long-term, to combat the social harm being done by the sex trade, and in particular, the street-level trade. For the reasons given below, I cannot see a significant issue with the collection of, and police access to, information concerning the activities of participants in the street-level trade.

In order to put criminal attention to the sex trade behind us, we must have viable alternatives - these do not presently exist, and are being resisted by government at all levels, for a variety of reasons.

RESPONSE TO THE POSITION PAPER

The Paper's introduction describes the B.C.C.L.A.'s understanding of D.I.S.C., with 3

DEC 17 1998

copy also by [signature]

0106

- 2 -

enumerated components, and a 'purpose'. This appears to be a reasonable description of D.I.S.C., as far as it goes. I would add, however, that a further and equally important purpose is to assist in alleviating the community from the impact of the street sex trade.

The Paper then sets forth 4 "principled positions" of the B.C.C.L.A., regarding adult prostitution, juvenile prostitution, protection of prostitutes and privacy:

Adult prostitution - the Paper does not fairly define "communicating for the purpose of prostitution". As the Paper recognizes, prostitution *per se* is not a criminal offence; neither is simply 'communicating for the purpose'. However, 'communicating for the purpose *in a public place*' is an offence, and in my mind should remain so, at least until effective alternatives are established (as there are no such alternatives now). Prostitution in public areas is very damaging to the community, and poses a very real threat to those who live and work in an afflicted area. They are subject to:

- 1) harassment by sex trade workers, their pimps and their customers;
- 2) assaults by sex trade workers, their pimps and their customers;
- 3) exposure to used condoms and needles (especially dangerous to children);
- 4) disturbances in the community, from:
 - A) increased traffic flow (also a danger, especially to children);
 - B) drug-addicted sex trade workers using private property (yards, porches, parking lots) and public property (sidewalks and the street), to 'fix' or smoke narcotics;
 - C) yelling, screaming, fighting and foul language between any combination of sex trade participants (workers, pimps and johns);
 - D) sex acts in public view and on private property (street, parking lots, lanes, yards);
 - E) other forms of 'debris', including food containers and clothing discarded without regard.

Prostitution is potentially very harmful in another, though more subtle, way. A significant percentage of 'johns' have families (a spouse and children). These men can be at risk to contract one of a number of communicable diseases (i.e. h.i.v., hepatitis, tuberculosis), and then pass it on to his spouse or children.

I agree with the Paper's position that prostitution in general is a "social and health problem", and that accordingly, non-criminal methods should be crafted to deal with it. However, as stated above, this is a long-range objective, and legislative authority other than the Criminal Code does not presently exist and is not available to assist either the communities suffering the trade, or the victims (the sex trade workers) of it. Further, the present political will seems adverse to invoking sufficient legislative authority to allow effective intervention and long-term correction - perhaps this is reflective of the perceived public confusion over what should constitute an

- 3 -

acceptable community standard for individual sexual practices.

While the community itself may, especially in conjunction with various service agencies, take some measures to bring about 'impact reduction', only the Code offers authority to take any state action against the trade (I am mindful, however, of the authority afforded under the Child, Family and Community Services Act, for the 'apprehension' of juveniles who are deemed "in need of protection").

Juvenile prostitution - The Paper advocates keeping within the criminal domain offences relating to juvenile prostitution, with regard to customers and pimps. I will make the assumption (which I hope is implicit in the B.C.C.L.A.'s reasoning) that this is because of the relative vulnerability of juvenile, as opposed to adult, prostitutes.

I wonder if the B.C.C.L.A. has not then caught itself in a logical trap. My reasoning is as follows:

IF: it is assumed that juveniles are relatively vulnerable to the predators (pimps, johns) of the sex trade;
 AND: that vulnerability is sufficient reason to afford them greater protection under the law, by way of criminal sanctions against the predators;
 AND IF: it is further assumed (as argued above) that communities are vulnerable to all participants of the street sex trade;
 THEN: should communities not be afforded the same protection against participants of the street sex trade, by way of criminal sanctions?

As well, the vulnerability of juveniles is 'individual', whereas the vulnerability of a community impacts many (including the young). A utilitarian perspective would suggest that if criminal measures are justified to protect the few, then they are at least as justified to protect the many.

Adult vs. Juvenile prostitution - It can be argued that 'consenting adults' should be able to make choices as to their private sexual practices, as is indeed reflected in the present law. However, when such choices severely impact others in society, then authority to address the resulting social disruption is rightly within the criminal realm. Having said that, I recognize that criminal measures do little more than focus upon short-term concerns; the social problems at the root of prostitution require different actions, including such as family welfare education and programs, substance abuse treatment and civil legislation to deal with the community impact

Protection of prostitutes - the B.C.C.L.A. is concerned about the "dismal record we (who is 'we?') have of protecting sex trade workers. I agree that they deserve no less protection than any other citizen; the question is whether they deserve more? There is a legal doctrine known as *volenti non fit injuria*, also known as 'assumption of risk'. Though it is a civil doctrine generally applying to lawsuits arising out of

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personal injury, it is somewhat apropos here. Should society be held liable to provide enhanced protection to those who voluntarily assume such obvious personal dangers (an underlying question of course is whether, or how many, prostitutes (juvenile or adult) assume this risk voluntarily??)

Privacy - I think the B.C.C.L.A. somewhat overstates the privacy concern. There is actually very little that is truly private about our lives today. And I believe an individual's right to privacy should be restricted when involved in acts within the public domain and/or damaging to the community.

The Paper then goes on to describe what it is about D.I.S.C. that the B.C.C.L.A. finds objectionable. Under the heading "What We Oppose", the Paper opines that "Since communication for the purposes of prostitution should not be a crime, the collection of this information [D.I.S.C.] in a database instantly available to other police officers in the department and to police from other departments in the Lower Mainland and elsewhere *is an unreasonable invasion of the drivers' right to privacy.* (Emphasis is mine)"

As I have stated above, for reason of the significant damage done by street-level prostitution to the community, and the risk of harm to its members, I would argue strenuously that:

- 1) until more effective measures are enacted (whether at the federal, provincial or municipal level) to deal with the sex trade, 'communicating for the purpose in a public place', should remain a tool of criminal enforcement for the protection of society; and
- 2) given the egregious impact of the street level sex trade upon communities, 'drivers' (ie. Johns) should have essentially no right to privacy while engaged in such practice in a public place. If any participant in the sex trade truly makes a free and voluntary choice to engage in this activity, it is the john - people who are (or should be), as members of society, cognizant of the damage to which they are directing-contributing. Any consequences of exposure as a result of their involvement, should be fully borne by them.

What the B.C.C.L.A. does not seem to appreciate (though it mentions it at the end of the Paper, as a "Note on the Impact on Communities") is that when men choose to involve themselves in the street sex trade, they are not 'simply picking up or seeking to pick up a prostitute' (page 3, 1st paragraph), they are directly responsible for contributing to much that the community and society at large finds disturbing and unacceptable about the trade.

The Paper opposes "Dear John" letters "in the case of adult prostitutes", but finds it acceptable in the case of juvenile prostitutes (with some restrictions). The Dear John letters are not a form of criminal enforcement - they are intended to discourage johns from 'cruising' communities in search of sex for sale. Having said that, the Paper's distinction

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between adult and juvenile prostitution makes little sense. Regarding adult prostitution, the Paper cites:

- 1) "...the potentially devastating consequences for the man's marriage and his family and social life"; and
- 2) that "...mistakes will inevitably occur....The consequences of such a mistake could be devastating, and could well lead to civil liability".

If the intention is indeed discouragement, and not punishment, then I would argue that it makes no difference whether the prostitute involved in the transaction is an adult or a juvenile; the above concerns cited by the Paper apply regardless.

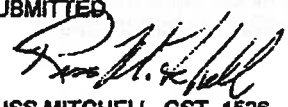
I agree that, to avoid such mistakes, Dear John letters should only be sent in circumstances where there is an obvious intention by the driver to 'communicate for the purpose' (again, in a public place), or where the driver and sex trade worker are found in an obvious 'compromising' position.

As mentioned above, the Paper concludes with a "Note on the Impact on Communities". The B.C.C.L.A. offers an alternative to D.I.S.C. - regulation. I agree that this concept, as practised more or less successfully in certain other jurisdictions, has some merit (all moral considerations aside); as recognized in the Paper, it has limitations as well. However, our society first must decide its position on the issue of prostitution.

The Paper makes the blithe comment that the comment that the D.I.S.C. program will not "...eradicate street prostitution". Of course it won't, and it is not intended to be that powerful. The program is simply one component of what must be a multi-faceted response to a very complex social issue.

Finally, the Paper alleges that "...the most it (D.I.S.C.) Can do is to shift some of the street-level sex-trade from one community to another as "johns" and prostitutes react to the level of police presence by trying elsewhere. I would counter this by reminding the B.C.C.L.A. that a fundamental utility of the program is the database which gives officers in other jurisdictions access to the information gathered (a fact both recognized and complained of at the bottom of page 2, and into page 3 of the Paper). If properly disseminated, the information should allow equal attention to the trade in all or most jurisdictions where it is active.

SUBMITTED


RUSS MITCHELL, CST. 1526
HASTINGS NORTH NEIGHBOURHOOD OFFICER

0110

**DRAFT COPY FOR SUBMISSION TO JOHN SCHOOL WORKING GROUP
ON 98-11-04. THIRD PARTY RULE APPLIES.**

DRAFT

DISC. – Boone for Law Enforcement / Bane for Sex Trade Consumers.

Introduction

Police Officers work in a very complex social environment. It is incumbent on police departments to be creative, and to develop tools that assist in fulfilling a primary duty that all officers have, that being to investigate and apprehend criminals. The DISC (Deter/Identify Sex Trade Consumers) program is such a tool.

Genesis of the DISC Project

In July of 1997 Detective Constables Oscar Ramos and Raymond Payette were working on Hastings Street as members of the Vancouver Police Vice Unit. This area is well known to police members and contains the Franklin stroll, which is occupied by both street level sex workers and sex trade consumers. On this particular day the Detective Constables were stopped at a traffic light near an elementary school. Two young girls were crossing the street and walking towards a bus stop. A man driving a vehicle parked near the girls and motioned them towards him. The girls, recognizing this as a dangerous situation, boarded a waiting bus. The Detective Constables then followed the vehicle and stopped the driver. After some investigation, it was discovered that the driver was on probation for sexual interference with a minor from a neighbouring jurisdiction. Unfortunately, as an apparent isolated incident, there was little that could be done about this situation. However, if there was a means by which these incidents could be captured and shared by various police jurisdictions this situation could have ended in a much more satisfactory fashion.

This incident left both Constables frustrated there was no method by which to coordinate investigative efforts and information on sex trade consumers. This frustration crystallized into a search for a solution to this fundamental problem. The culmination of Detective Constable's Ramos and Payete efforts resulted in the development of the DISC Project.

Deter/Identify Sex Trade Consumers Project – An Overview-

The primary purpose of the DISC Project is to focus police attention on the sex-trade consumer. To this end, DISC provides a pro-active approach by identifying the consumer. It establishes a database on these "consumers", and their activities. Also, it captures incident details of the contact and any specific characteristics that may be unique to certain consumers. By sharing this data with other police agencies, sex consumers may be tracked in other jurisdictions. This provides a powerful investigative tool for the potential identification of suspects involved in criminal activities ranging from sexual assaults, to pimping and homicides.

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ON 98-11-04. THIRD PARTY RULE APPLIES.**

DISC is also designed to be accessible to patrol members. Rather than seeing valuable information "lost" within the organization, patrol officers will be able to directly access the database to which they have contributed.

Another important aspect of the program involves mailing a "Dear John" letter to those individuals who are entered onto the DISC system. No warning is given to the individual that a letter will be sent. This maximizes the desired impact when individuals receive a letter in the mail.

DISC Information - Entry Standards and Program Procedures

In any information management system filters are required to ensure that only desired data is received and entered. DISC is no different. A high standard exists for entering an individual on the DISC. Essentially, an investigator must ensure that there are reasonable grounds to believe that the person has the intent to commit an offence under Sec. 213 or 212(4) that being "to communicate for the purposes of prostitution". (For example, picking up or being found in the company of a sex-trade worker; being repeatedly observed driving in the area frequented by sex-trade workers or other community observed behaviors that are difficult for the individual to explain.) This standard provides for high quality entries on to the DISC information management system.

Work is ongoing to develop a DISC network, which encompasses all of North America. Within North America there are specific "prostitution circuits" and information on those areas will be installed DISC information management system. This will allow agencies using DISC to track individuals across boundaries and jurisdictions.

Community Policing Implications

Prostitution in a residential neighbourhood is a contentious issue.

The DISC Project provides solutions for both neighbourhoods and police managers. It is purposefully designed to offer the following:

- 1) a proactive law enforcement strategy;
- 2) enhanced detection, identification, and deterrence of sex trade consumers;
- 3) provides patrol officers with an innovative method to investigate "nuisance" calls and to contribute to developing solutions to the concerns of the complainant and community; and
- 4) provides a useful investigative tool

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ON 98-11-04. THIRD PARTY RULE APPLIES.**

Various Responses to DISC

While DISC offers police jurisdictions considerable assistance, it also provides Crown with some useful information. In many procuring or living on the avails cases the credibility of the sex trade worker as a victim is often viewed with suspicion. In these circumstances collaborative evidence is vital. Information which can link the accused and the victim, detail circumstances of contact with police members, provide a time frame of events, or assist in showing a pattern of travel can greatly assist Crown's case. DISC specifically provides this information and not only assists in the identification and arrest of a suspect, but also may be used in the court process to assist in securing a conviction of the offender.

At present, six police jurisdictions have initiated a DISC program with seven more going through the approval process. These jurisdictions include police departments from British Columbia and Alberta, to Sudbury Regional Police in Ontario.

CONCLUSION

Traditionally, information on sex trade consumers has not been captured on any information system. DISC directly remedies this situation. DISC focuses police attention on recidivist consumers and removes any previously assumed cloak of anonymity. It is a powerful investigative tool that is user friendly. Further, it provides a concrete strategy that, in conjunction with local initiatives, meets the needs of neighbourhoods and communities that are negatively impacted by sex trade activities.

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VANCOUVER POLICE BOARD
MINUTES of Special Meeting
 held on November 4, 1998
 3:35 p.m. to 5:15 p.m.
 VPD Board Room, 2120 Cambie Street, Vancouver, BC

Board Members Present:

Mayor Philip Owen, Chair
 Ian Adam
 Sue Bauman
 Kinder Mottus
 Jim Pozer
 Elizabeth Watson
 Florence Wong

Present:

Chief Constable Bruce Chambers
 DCC Paul Battershill
 DCC Terry Blythe
 DCC Brian McGuinness
 Insp. Gord Spencer
 Ken Dobell, City Manager/City of Vancouver
 Chris Taulu, Collingwood CPC
 Bob Rich, VPU President
 Beth Nielsen, Brd. Exec. Assistant

The meeting was called to order by the Chair, which was arranged to discuss concerns of Board members regarding the budget and Downtown Eastside Strategy Policing proposal.

Ken Dobell, the City Manager, was introduced. His presentation provided a review of the background to the 1999 Operating Budget discussions, the Departmental budget reduction proposals, and the Downtown Eastside Policing Strategy. A hard copy of the powerpoint presentation was made available to the Board. He outlined the increase in the 1998/99 Police budget as follows:

1998 Base	\$109,400,000
Inflation	\$ 3,100,000
E-Comm	\$ 2,600,000
Less reduction\$	1,170,000
1999 total	\$113,900,000
Increase	4.1%

He mentioned that the Department had proposed reorganization for 1998 and it freed up \$1.5 million for reallocation and increasing field staff. Further, the Department has a history of needing increased funding for technology improvements such as guns and E-Comm, and the cuts in 1999 were equal to that of other City Departments. The City Manager outlined the following aspects of the DTE Strategy Policing Proposal: policing is just one component of the revitalization plan; it is not related to budget reduction; developed by the Police Department and the City -- the Chief approached the City Manager and Insp. Spencer developed the package with Sgt. Heed and DCC Blythe; based on providing a highly visible police presence, with concerted and coordinated enforcement; 3 year duration; uniformed staff working as foot patrols (positions to be continuously filled and not part of normal call response complement) -- located at 312 Main; and shifting and deployment determined by the Police Department. He explained that the reporting would be via the District 2 commander and operational control by the DCC operations and DTES Enforcement Management Team (chaired by the DCC Operations and Manager of Coordinated Enforcement/Insp. Spencer and members include I/c of District 2 and Community Policing Coordinator). There is also an advisory committee composed from representatives for the AG, Crown Counsel, Ministry of Human Resources, Canada Immigration, Deputy Chief License Inspector and community representatives. The DTES Policing Proposal calls for 36 constables and 4 sergeants, as well as crime analysis and research support, and administrative support. The total cost is \$7.2 million with \$3.6 million from the City. The Department is to allocate resources from the existing budget for the other 50% of the cost.

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He stated that there would be no problem removing the terms which require the Board to not request any additional funds and the City to not make any further cuts during the three years. Since Chief Chambers arrival, the VPD has been accorded a higher level of VPD management and control of the fluctuations of staffing in the Department. Possible options for the Board are: cancel the agreement; modify or amend by removing the mutual commitments re the budget and deal with these on a year-to-year basis; or maintain agreement presented. He believes that given the situation in the DTE and the City budget, that the agreement is beneficial to both parties.

E. Watson asked when the \$3.6 would be available and Mr. Dobell advised the budget is formally approved in March/April, but if the issue was significant to the Department, then the funds could be made available earlier. It was also queried why E-Comm funding was considered part of the VPD budget, as the previous VPD budget brought before the Board did not include the \$2,941,000 for E-Comm. The City Manager explained that currently the cost is situated separately as a joint Fire/Police expense, however, now the actual costs are being appropriately divided between the two Departments for 1999 when the project comes on stream. Previously, the Board was told that the costs would be added to the Board budget.

E. Watson noted that policing is critical to the DTE plan, but the City's DTE Strategic Action Plan, released in July, focused was on drug addiction and rehabilitation and had little reference to policing; only one of the eleven recommendations related to police. The Executive Summary for the multi-year DTE revitalization plan, submitted for funding from the National Crime Prevention Fund, did not provide details re policing for the DTE. Mr. Dobell said the plan has many parts and includes community crime prevention initiatives such as buying and converting hotels, the "weed & seed" concept and restoring order to the streets to enable the community to function and the project to proceed. Ms. Watson commented that she wanted to approach the DTE problem in a correct and sound manner, and she referenced statements from the October 29, 1998 Vancouver Coalition on Drugs and Crime Prevention which suggested that throwing even more resources in the DTE, without a good plan, would not solve the problem and that police saturation is very costly and only lasts as long as the police are present. It was suggested that there be a better use of existing resources.

Insp. Gord Spencer said that the issue facing the DTE is systemic and the "Buy & Bust" approach is limited and police service can't be done the same as elsewhere. The DTE strategy includes dedicated license inspectors and committed beat policing. There are already 36 members assigned to the DTE but they are driven by call-load and not doing proactive policing as which is envisioned. Resources must be augmented so that beat police can stay on the streets and others handle the call-load. The extra funding provides the Department with the extra staff to deal with the problems. Part of the responsibility of the coordinated enforcement team will be to respond to the "splatter effect".

While the \$3.6 million of funding will enable 20 new officers, E. Watson mentioned the time delay of one year to get a recruit on the street, unless there are exempt recruit candidates. Chief Constable Chambers said the advantage of the block funding, as it allows for use of the funds up front for officers, and the additional people could be ready in May after they finish Block 1, and on the streets in the summer. If the funding was over three years, it would take longer to get officers. Mayor Owen commented on the extra police deployed on the street in the summer and that by using overtime it took \$ 1/4 million, and how the anti-social behaviour, crime and drug problems must be curbed, as residents want something to be done. Individuals are entering the area because there is nothing being done for their behaviour. If there is stepped up enforcement the area would not be a magnet to undesirable outsiders. Mr. Dobell agreed that the Coalition had made the remarks referenced by Ms. Watson, however, he said the three years of dedicated policing would give time to deal with the broader issues. The police presence contributes to civility in the area. Mr. Dobell stated that the City's expectation of the plan was for 1/2 new officers and 1/2

reassigned officers from the area or other areas of the City, but it was up to the Department how it occurred. E. Watson noted the newspaper reports of an increased police budget, but suggested this was a narrow definition as there was a reduction in capability.

Sgt. Kash Heed said the proposed new beat team would: promote and support organizations to address crime and safety; address the causes and fears of crimes through problem-solving techniques and partnerships; saturate the area with officers and stabilize it; use problem-oriented-policing; and mobilize the community. The Department needs to deploy officers in a different fashion in order to respond to the problems.

Mayor Owen advised that there was \$1.5 million in the 1998 budget for restructuring and buy-outs and that this \$ is available for same use in 1999 or used elsewhere by the VPD. K. Mottus raised concern about how sufficiency of funds to use to carry out work of the Department to continue reorganization and for the buy-outs needed in for proposed cuts. E. Watson said that the Department reorganization and new vision have resulted in budget implications for each of the three divisions requirements in 1999, but the Department and Board have not had the opportunity to look at the actual costs. Discussion is needed on what the Department should do in 1999, in order to determine the budget and ensure the Department delivers what is promised to the public.

J. Pozer said the agreement says the Board cannot request additional funding during the 3 years. The City Manager clarified that the City will not reduce the budget below the base and inflation is added, but the Board would not ask for more resources if the conditions remain the same. The Mayor said the Department would be shielded from any cuts to Provincial transfers to the City. E. Watson noted that Ken Bayne had said it was unlikely to happen in 1999. Even if the City did have cuts from the Province, J. Pozer questioned whether the City would cut the VPD budget if public safety was at risk. Mr. Dobell replied that the budget could still be cut as the City must balance all public safety issues and, if there was a major cut, he would recommend that the VPD take a cut. Mayor Owen advised that over the last 14 years, the VPD budget has gone up 91% while the City's budget has increased only 81%.

J. Pozer also said the wording of the signed agreement required the Board to ensure there were 40 police dedicated to the DTE and, while he agreed with the concerns for the DTE, he has an equal concern about what happens to other areas of the City if this plan proceeds. Mr. Dobell commented that this was a partnership arrangement and, despite the wording, the intent of the partnership was that if the problem moves, then the team could be relocated to respond to the problems. The agreement was submitted to council with recommendations and it was determined by Council that the document would be reworded to reflect the ability to move the resources. F. Wong questioned further what would happen if other crime problems arise and there are special projects, and the City Manager stated that there was nothing in the partnership agreement that prevents a party from coming back if something major or something out of the ordinary occurs. Either party could approach the other party if there were changed circumstances; this agreement is not a legal document. Discussion occurred on timing for a Board decision and Mr. Dobell advised that the Board can take the time it needs and there is no urgency.

S. Bauman said that when the proposed agreement was received by the Board, it did not come as a partnership agreement and she questioned why the Department was signing an agreement with the City if the process is now fluid and a decision not needed immediately. It is difficult to look at the document and specifics, when now there is a different interpretation being presented. She concurred that the DTE situation is crucial and the area in crisis and something needs to be done. She emphasized that there are process issues and the plan was not presented properly. The Board decision was deferred because there was not sufficient information provided and it was not clear where the 36 constables and 4 sergeants were new or redeployed. The City Manager agreed the process was poor and the proposal was put together quickly due to the budget

meeting. He explained that the City moved up its budget timeline as Council wished to set the budget now and not in February. E. Watson commented that the earlier timeline was good, but that the Police Act did not require the Board to submit its budget until November 30 of the year and, there was an appeal provision. Mr. Dobell was aware of the appeal provision.

I. Adam queried the length of time to get the necessary staff and for the plan to be operational. Insp. Spencer advised that there were 36 assigned there now, with 28-30 officers actually deployable, and that would go up to 40 dedicated officers for POP. 20 other officers would handle the service calls. Responding to a question from K. Mottus, DCC Blythe said he was still confused how it would work and when the process was looked at, some people were not consulted. DCC Blythe said he could not deploy new resources to the DTE given his current resource of police officers. The Operations Division is 59 short from the 738 authorized strength and, due to medical leaves etc, he is actually 95 short for deployment. Due to call demand, he would be unable to meet the commitment of 40 dedicated beat officers, unless there were more officers. Mr. Dobell mentioned that Insp. Spencer had consulted with Sgt. Heed and DCC Blythe in developing the plan and they felt the plan was achievable. He suggested there may be a chance to hire police from other forces and other options could be looked at if the plan doesn't work. Mayor Owen said that presenting to the City Budget Meeting was a possibility for the Board. The next meeting is set for Nov. 20.

Insp. Spencer explained that the new plan called for 36 beat officers who would be working out of cars and walking with radios. An additional 20 officers would be hired with the City funding to handle the service call-load and, if needed, internal deployment. The 4 Sergeants would manage the teams out of 312 Main. The approach would be proactive -- a different style of policing and a dedicated coordinated task force. S. Bauman said she had no problem with the model, but wondered if it was do-able in terms of resources, without hurting the rest of the City. Chief Constable Chambers believes it can be done, even though not a perfect plan; the Senior Management considered the pros and cons and agreed that it would do-able. He would put together a team to determine the plan for call-load response. He advised that the Department is currently 67 short in strength and the 15 recruits now in training, would be sworn in within two weeks. There are a further 30 slots for each of February and May recruit classes. Further, the June move to E-Comm will free up 22 people. He projected that by the middle of 1999, the Department could be up to full strength. There will be three more retirements by the end of 1998, but other retirements will not be known until Summer 1999.

J. Pozer asked why the VPU would state that 240 additional members were needed. The Chief Constable said that basically the Department could do with more officers and it was understaffed compared to other large urban centres, however, the proposed plan was workable. VPU President Bob Rich was invited to comment on the issue and he said the process was flawed and this was a deal, and not what the Police Act intended. He suggested the Board look at what the City needs, the number of officers and resources required and then go to Council for the funding. He believes that the Chief's new vision and plan is sound, but questioned whether the Department has the bodies to make it work, since the Department is already operationally 95 short. He suggested that if 40 more police officers are required in the DTE, then the Board should ask Council for 40 more officers. He also recognized the year delay to get a recruit deployed. The VPU believes that 100 more officers are needed to meet current reorganization and now another 40 needed for the DTES. As the Chief's plan is proactive, perhaps even more officers maybe needed. He estimated that at least 240 officers are needed in the Department -- Department should not pretend it is okay and it can make the city safe with current resources. Mr. Rich said he was impressed with Mr. Dobell's work with E-Comm and other issues, but more police are needed in the City. Mr. Rich concluded his comments by clarifying that the October 26, 1998 VPU meeting with the Police Board had been planned several months earlier and it was to set to discuss general policing issues and to build a relationship with the Board. The meeting had nothing to do with the current budget issue, as implied by the media.

The Chair of a speaking request from Collingwood Community Policing Centre and Chris Taulu made remarks on behalf of centre, outlined in their written submission circulated to the Board. Ms. Taulu commented that "additional" means "adding" and that she didn't understand how this could be interpreted differently. She forwarded a letter from a community member concerned about the displacement of the crime and drug situation from the DTE if more enforcement occurs there. Ms. Taulu noted that in telling the community about the reorganization plan, the Chief Constable advised there would be 100 additional officers on the streets by this year, of which 40 officers would be assigned to District 3. She questioned where were their 40 new members and she asked about: current positions that were vacant, actual number deployed in the area, projected retirements and when hiring would occur. Collingwood CPC proposed that the Police Board consider conducting a morale survey within the Department and that there be an independent audit by a judge on the manpower and finances, to determine actual deployment. She raised concerns about displacement caused by the special enforcement in the DTE and advocated for a City-wide plan.

Responding to a Board query, Insp. Kajander advised that District 3 was currently 21 short -- 14 vacancies and 7 positions occupied but with the members not at work. The Chief Constable said the Department is committed to the plan and a team will be put together to address how to police the rest of the City and deal with the displacement issue. There will be 20 new positions created by the proposal.

MOVED by E. Watson/SECONDED by S. Bauman:

THAT the Vancouver Police Board form a committee to work with VPD staff to develop a more comprehensive budget plan to deal with policing in the Downtown Eastside and Department structure, and for the committee to bring back their report to the November 25, 1998 Board meeting;

AND THAT Board members forward to the committee any questions/issue they would address.

CARRIED

AGREED:

The Board representatives to the committee to be Sue Bauman, Liz Watson and Kinder Mottus.

Some questions for the committee included: What will happen to the numbers and redeployment in 2000 and 2001, after the \$3.2 million is gone? What will the special administrative cuts be? How will the vision plan be implemented?

K. Mottus asked DCC Battershill to explain the recruiting status. DCC Battershill advised that 50 new members were hired in 1998; 45 recruits and 5 exempt candidates. 40-41 members left the Department, leaving 9-10 above attrition. The restructuring also bought out 11 members. Generally the Department hires 15-20 people, 3 times a year. Previously, there was a chance the Department may be able to get some RCMP recruits, but this is no longer possible. Recruit projections for 1999 parallel 1998. The Department has been careful not to recruit a lot of people at the same time to prevent problems arising. DCC Battershill said perhaps there somehow could be an increase in 1999.

The meeting was adjourned at 5:15 p.m.

Prepared by:

Approved by:

Beth Nielsen, Executive Assistant

**Mayor Philip
Owen, Chair**

MINUTES of Regular Meeting
held on November 25, 1998
3:10 p.m. to 4:30 p.m.
VPD Board Room, 2120 Cambie Street, Vancouver, BC

Board Members Present:

Mayor Philip Owen
 Ian Adam
 Sue Bauman
 Jim Pozer
 Elizabeth Watson
 Florence Wong

A/S/Sgt. Mike Barnard
 Sgt. Bob Pounder
 Insp. Gary Greer
 Jeanne Li, Mgr. P & R
 Alex Muselius, Dir. VPD HR
 Constable David Kolb
 Constable Ralph Pauw
 Constable Ken Frail
 Gary Armstrong, Mgr. Finance & Admin.
 Bob Rich, VPU President
 Cindy Chan Piper, Grandview Woodlands
 Neighbourhood Action Group
 Jim Close " "
 Barb Wright, Coord. Broadway Stn. CPC
 Theo Rosenfeld, Civic Youth Strategy
 Charlie Kirkley, Coordinator Kitslano &
 Granville Island CPCs
 Henry Karl, former Chair Kitslano CPC
 Beth Nielsen, Brd. Exec. Assistant

Regrets:

Kinder Mottus

Present:

Chief Constable Bruce Chambers
 DCC Paul Battershill
 DCC Terry Blythe
 DCC Brian McGuinness
 Insp. John Eldridge
 Insp. Bob Taylor
 Insp. Ken Doern
 Insp. Esko Kajander

The Regular Meeting was called to order at 3:10 p.m.

1. **Adoption of Agenda**

MOVED by E. Watson/SECONDED by S. Bauman:

THAT the Regular Agenda for November 25, 1998 be adopted as presented.

CARRIED

2. **Approval of Regular Minutes**

MOVED by E. Watson/SECONDED by S. Bauman:

THAT the Regular Minutes of the Police Board meetings held October 28 and November 4, 1998 be approved as circulated.

CARRIED

3. **Police Honours Night**

Board Member Ian Adam advised that on November 19th he had attended Police Honours Night on behalf of the Board. Of the 31 police officer honoured, 12 were from the VPD: Sergeants Fisher and LePard, Constables Cayer, Dimock, Hermann, Hinton, Kolb, Kussat, Lacon, Pagazzi, Pauw and Winters. Mr. Adam outlined the incidents for which the VPD members were recognized. Constables David Kolb and Ralph Pauw were in attendance at the meeting and congratulated by the Board on their certificate of merit. At Police Honours Night, the Lieutenant Governor and Attorney General gave the awards, including a bar medal to each recipient.

4. **Presentation re Police Memorial Wall Project**

Henry Karl, former Chair Kitslano CPC, made a presentation on behalf of Kitslano & Granville Island CPCs to establish a B.C. Police Memorial Wall to recognize those police officers who have died in the line of duty. He advised that the concept arose from the recent police memorial march in Stanley Park and the lack of the permanent memorial. Mr. Karl suggested creation of a B.C. Police Memorial Wall and said people had already expressed interest in helping. It was not known where the memorial would be located, but near science world there was one site identified. He is now trying to make contact with the appropriate persons at the Vancouver Park Board. Mayor Owen identified the individuals whom Mr. Karl should contact. Support has also been offered from a number of business people.

Chief Constable Chambers commended the initiative and said from the police point of view, they supported the aim and would recommend the Board also support it. He noted that he was aware of two other groups also being formed for the same purpose and he would be pleased to put Mr. Karl in touch with those individuals to pursue the idea cooperatively. Board members indicated support for the initiative.

MOVED by E. Watson/SECONDED by I. Adam:

THAT the Vancouver Police Board support in principle the creation of a police memorial.
CARRIED

5. **Report #9889: Amendments to Regulations & Procedures Manual**

Jeanne Li, Manager of P & R Section, noted that three of the proposed amendments related to streamlining policy, while there was one new policy for use of the Internet and security provisions.

MOVED by E. Watson/SECONDED by I. Adam:

THAT, as outlined in Report #9889: *Amendments to the Regulations & Procedures Manual*, the Vancouver Police Board approve amendments to the following sections of the *Regulations & Procedures Manual*:

- Section 87 Daily Bulletin Notice/PR98061
- Section 128.15 Hold Pending Investigation/PR98056
- Section 131 Property Procedures Review/PR97033
- Section 168 Internet Access and Security/PR96103

CARRIED

6. **Report #9886: Reward Request, Gaudry Homicide #97-295731**

DCC Brian McGuinness reviewed the November 29, 1997 incident leading to the death of Richard Thomas Gaudry, presented in Report #9886.

MOVED by I. Adam/SECONDED by F. Wong:

THAT, as presented in Report #9886: *Reward Request, Gaudry Homicide #97-295731*, the Vancouver Police Board authorize a \$10,000 reward for information leading to the arrest and conviction of the person or persons responsible for the murder to Richard Thomas GAUDRY. This offer will be valid for one year.

CARRIED

7. **Budget**

7.1 **Delegations**

Grandview-Woodlands Neighbourhood Action Group

Cindy Chan-Piper supported the need for more police in the DTE and the 1% tax increase to finance it, however, she expressed concerns with the increased enforcement pushing the problems into the Grandview-Woodlands area, which was already under siege. Given that police are already short 70 members, she felt that the police could not protect the public; the 40 officers proposed for the DTE would need to be in addition to the missing 70 officers. Mayor Owen explained that if the problem is displaced from the DTE, then beat police from the DTE could be moved to respond. Chief Constable Chambers said Ms. Piper's concerns were accurate and the police service recognized that any special police action must be coordinated with action in neighbouring communities to address the issue of displacement. The strategy will require a coordinated effort. He also said that staffing is short from authorized strength and the Department is working aggressively on recruiting. He concluded by saying that DTES officers would be in addition to authorized strength.

Jim Close said he was representing the concerns of business people. He commented that the community has changed dramatically in the last few years and displacement is a concern. Business people working in the area would be prepared to pay higher taxes if it would improve the crime and safety problem. Businesses are discussing about use of private security to address some of the problems and he urged for more policing, not just in the DTE.

Civic Youth Strategy

Theo Rosenfeld agreed with concerns about the DTE, but said more police in the DTE will move the problems to other areas. He then raised concerns about injection use and the health crisis in the DTE and said, in his view, policing definitely played a role with street level users/dealers but police interfered with street level services, as outreach workers must get to know the people to develop trust. He said that police sweeps put the community in disarray and outreach workers lose touch with their community; services which prevent the spread of HIV and Hepatitis. People are harassed and put in jail for a short period and then they are back out on the street, no different, and the community health crisis remains unchanged. Mr. Rosenfeld had heard about the merits of Drug Courts, but he said that forced detox does not work, voluntary detox is better. Further, there currently are no detox facilities. Mr. Rosenfeld then explained about proposed plans for late night recreation activities for youth and the difficulty with costs associated with extra policing for 2 am. He suggested that part of the proposed DTE strategy should be to have more officers after 2 am to enable these events at no additional cost to the organizers. Mr. Rosenfeld was asked to speak with Insp. Murray Day who handles such events for the VPD.

Broadway Station Community Policing Centre

Barb Wright, Coordinator for the Broadway Station CPC, reviewed the concerns raised in the organization's November 23, 1998 letter to the Board. Generally, concerns were expressed about: cuts in police funding jeopardizing police services to citizens and the initiatives on community policing; the need for a variety of other services in the DTE, not just policing; adequacy of police staffing levels in the city given sick leave, LTD, secondments etc. She suggested that the VPD budget should be increased in 1999 and felt that the tax increase was not an issue, as they want to ensure the area is safe. Displacement to Broadway Stn. CPC area and Grandview-Woodlands area was raised and E. Watson agreed the concerns were valid. Mayor Owen noted that the DTE situation was complex and it was a multi-jurisdiction issue. Ms. Wright said that she knew police on patrol was down in her community and she doesn't want to see neighbourhoods fighting with each other over resources.

7.2 Correspondence re 1999 Budget

The Board received the following letters re DTES & budget: C. McLean/Nov. 6, 1998, ASL/Nov. 12, 1998; L. Elliot/Nov. 10; T. Mason/Nov. 13, 1998; and Coalition for Public Safety/November 20, 1998.

7.3 VPD Monthly Budget Report - November 1998

Gary Armstrong, Manager Finance and Administration, advised that as of November 16, 1998, the Department had a deficit of \$1,221,800. He then reviewed the reasons for the deficit and recovery items as presented in his November 22, 1998 report to the Board. OT costs are now tapering off. F. Wong requested clarification on how the deficit would be funded and Mr. Armstrong explained that traditionally these items are considered in the City's September review and then covered from contingency funds. However, as City contingency funds have been allocated elsewhere, the overruns are being carried at this time. The Department is awaiting a decision from the City on the items.

MOVED by S. Bauman/SECONDED by E. Watson:

THAT the Vancouver Police Board receive as information the VPD Budget Status Report as of November 22, 1998.

CARRIED

7.4 1999 Budget Meeting

Mayor Owen advised the meeting attendees that the Board would have their final budget planning meeting on Monday, November 30 at 8:30 am.

8. Update re B.C. Police Boards Association Conference & AGM

Ian Adam attended the annual BCPBA meeting and AGM on November 21. He mentioned that Stephen Stackhouse updated the members on the Police Amendment Act and status of the Reserve Police Review, and Kevin Begg gave an overview of the new B.C. Organized Crime Agency which will replace CLEU. The presentation outline on the BCOCA was circulated to the Board. Mr. Adam said it was interesting to learn that the new Agency will be looking at funding being done a more equitable basis, compared to CLEU which had 37 members from Vancouver and other police forces contributing none. The new agency will be tied into the Canadian Intelligence Service of B.C. There was also a presentation on advanced programs at the JIBC (cutbacks) and the pre-employment training concept. The Attorney General also spoke at the meeting and mentioned some of the pros and cons of regionalisation and encouraged individual Boards to consider where this would be appropriate and under what circumstances. He has been speaking with the municipalities regarding sharing of fine revenues. Concerns about the RCMP contract and drug issues were raised by the AG. Mayor Owen said there was talk about sharing of fine revenues for such things like photo-radar, red-light programs and moving violations. DCC McGuinness advised that the testing phase for red-light cameras was now started in Vancouver.

MOVED by F. Wong/SECONDED by E. Watson:

THAT the Vancouver Police Board receive as information the verbal report of Ian Adam regarding the B.C. Association of Police Boards Conference and the outline for the B.C. Organized Crime Agency.

CARRIED

9. Consideration of Board Drug Policy

Discussion took place on a Board Drug Policy and S. Bauman and Mayor Owen suggested some changes to the rough draft of the Board Drug Policy. E. Watson advised that her comments had already been submitted to the Board Executive Assistant. The Chief Constable mentioned that the draft had been reviewed earlier by Insp. Doern and comments forwarded to the Board office.

MOVED by S. Bauman/SECONDED by E. Watson:

THAT the Vancouver Police Board receive as information: Memo from CACP and press release, "Drug Legalization: Impractical Approach to a Complex Problem"/November 6, 1998; Libby Davies, MP/October 27, 1998; & Chief's Speech, Vancouver International Symposium on Crime Prevention and Drug Treatment/June 1998;

AND THAT the Board Executive Assistant prepare a Board report for the Board Drug Policy, incorporating the suggestions of the Board.

CARRIED

10. **Chief Constable Report**

Chief Constable Chambers noted that the Attorney General identified the B.C. Organized Crime Agency as the official replacement for CLEU and details of the organization were now being worked on. An announcement from the AG was imminent on Reserve police. The Board would be advised once the announcement was made.

11. **Bill C-251 - Consecutive Sentencing Bill**

Florence Wong advised that the Canadian Association of Police Boards was requesting the Board position on Bill C-251 on Consecutive Sentencing. She explained that the rationale of the bill was to end concurrent sentencing for offenders of multiple serious crimes, and thereby prevent earlier parole. While Ms. Wong's initial reaction was to support the bill, she noted that the Federal Government felt the provisions in the criminal code were sufficient to deal with this issue and concurrent versus consecutive sentencing was within the discretion of the judiciary. Chief Constable Chambers said that Ms. Wong's summary of the issue was excellent. He emphasized that offenders benefit by concurrent sentencing in terms of parole which concerns him in terms of the potential for re-offending of serious crimes. The Chief Constable indicated support for Bill C-251.

MOVED by F. Wong/SECONDED by J. Pozer:

THAT the Vancouver Police Board support Bill C-251 - Consecutive Sentencing Bill.

CARRIED

12. **Information & Invitations**

Item #12.1 - Chief Constable Chambers noted that the trend on public complaint statistics is down significantly from 1996, 1997, to date. He said this trend is encouraging. Further, he explained that the new Police Act will reduce public trust complaint incidents, but the work load on a complaint file is significant in order to comply with requirements of the new regulations. This is being monitored.

Item #12.4 - S. Bauman congratulated Insp. Greer on his receiving his MBA. The Chief Constable advised that two other police members at the meeting also received their MBAs, Constable Ken Frail and Sgt. Bob Pounder. The Board congratulated all the members on their achievement.

Item #12.9 - The Chief Constable informed the Board that Ken Hardie had been hired as

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the VPD Corporate Communications Director. Mr. Hardie previously worked with ICBC and he will be a significant asset to the Department and resource to the Board.

MOVED by S. Bauman/SECONDED by F. Wong:

THAT the Vancouver Police Board receive the following as information:

- 12.1 Report #9887: *Statistical Information on Public Complaints Against the Police for October 1998.*
- 12.2 Letters of appreciation/support of VPD members.
- 12.3 Information from BCPBA re nominations for AGM, Minutes of 1997 AGM and revised Bylaws.
- 12.4 Memo re Insp. Greer completion of MBA program and conclusion of project paper on "Public Police and Private Security: Substitutes or Complements"/October 9, 1998.
- 12.5 Correspondence from the Office of the City Clerk re Strategic Action Plan for the Downtown Eastside/November 6, 1998.
- 12.6 "In Sight," Newsletter of the Canadian Firearms Centre, Issue 4- Fall 1998.
- 12.7 Letter from S. Atkinson/November 12, 1998.
- 12.8 Copy of VPD Employee Survey/November 1998.
- 12.9 VPD Announcement - Communications Director.
- 12.10 VPD 1998 Homicide Case Status.
- 12.11 Memo from Alex Muselius re WES Appointments - Criteria & Cut-off/November 24, 1998.

CARRIED

The Meeting was adjourned at 4:30 p.m.

Prepared by:

Approved by:

Beth Nielsen, Executive Assistant

Mayor Philip
Owen, Chair

VANCOUVER POLICE BOARD
MINUTES of Regular Meeting
 held on December 1, 1999, 3:05 pm to 4:45 pm
 VPD Board Room, 2120 Cambie Street, Vancouver

Board Members Present:

Mayor Philip Owen
 Ian Adam
 Sue Bauman
 Kinder Mottus
 Linda Williams
 Florence Wong

Insp. John Eldridge
 Insp. Carolyn Daley
 Sgt. Brian Nixon
 Ryan Prox, Research Analyst
 Isabelle Groc, Policy & Research Advisor
 Cst. Ruben Sorge
 Cst. Grant Geddes
 Det. Noreen Waters
 Det./Cst. Oscar Ramos
 Det./Cst. Raymond Payette
 Det./Inps. Kim Rossmo
 Gary Armstrong, Mgr. Finance
 Sgt. Bob Rich
 Sgt. Doug McKay-Dunn
 Malcolm Motley
 A/Insp. Ed Kemp
 Beth Nielsen, Brd. Exec. Assistant

Regrets:

Jim Pozer
 A/DCC John Unger

Present:

Interim Chief Constable Terry Blythe
 DCC Brian McGuinness
 A/DCC Gary Greer
 Insp. Chris Beach
 Insp. Ken Doern

The Regular Meeting was called to order at 3:05 p.m.

1. **Adoption of Agenda**

MOVED by F. Wong/SECONDED by S. Bauman:
 THAT the Regular Agenda for December 1, 1999 be adopted.

CARRIED

2. **Approval of Regular Minutes**

K. Mottus queried the fatal hit & run statistic and it was later clarified by Insp. Doern that to date there were 30 fatal MVA of which three were hit & run fatalities.

MOVED by S. Bauman/SECONDED by K. Mottus:
 THAT the Regular Minutes of the Police Board meeting held October 27, 1999 be approved as amended.

CARRIED

3. **Delegations**

- 3.1 **Police Honor Night Recipients** -- Board member Florence Wong advised that she attended Police Honors Night in Victoria on behalf of the Board and she wished to introduce the three VPD award recipients. Detective Noreen Waters was honored for Meritorious Service for her comprehensive work and expertise related to child pornography investigation. Det/Cst. Raymond Payette and Det/Cst. Oscar Ramos received awards of Meritorious Service for their development of a proactive, computer based program called "Disc" - *Deter and Identify Sex Trade Consumers*. (Award profiles were read and filed.) Thanks and congratulations were extended to the award recipients.

- 3.2 Malcolm Motley - Mr. Motley, a property owner in the Fraser/Kingsway/ Broadway area, expressed appreciation for the VPD's efforts in putting together a comprehensive plan to respond to problems in his neighbourhood. Previously residents didn't feel safe walking about on the streets and now they are feeling safer. He thanked VPD members for putting their lives on the line every day and said as a taxpayer he was happy to support their work. He then presented a gift for the female police member who was recently assaulted. The Mayor thanked him for his positive comments and for taking the time to attend the meeting. Mr. Motley said to let him know if there was any way to assist the police department.

4. **Report #9975: DEEP Status Report**

Insp. Chris Beach reviewed his report. Ten more officers were received earlier this week and six more members will be received in February -- so the full complement is becoming closer. The theft of auto problem still persists in the western part of the district and more visible presence of police is needed to deter the theft.

Physical changes are recommended to the washroom area outside the Carnegie Centre such as reducing the washroom stairs roof cover and replacing the cement walls with clear walls. Consultations are occurring with the City and Carnegie Centre about the needed changes and the funds to implement. Board assistance was offered if needed.

The Board was then briefed on the special enforcement strategy to respond to drug traffickers in the Commercial Drive area. This method will also be incorporated into DTE operations. Discussion ensued on no charge search and seizure and destroying of drugs, rather than proceeding with charges and lenient sentences. The Mayor noted that some USA police forces are also using this strategy. Responding to a query from K. Mottus, Insp. Beach reassured the Board that the police members must be able to articulate the grounds for the search and seizure, and proceeding with laying of charges remained within police discretion. Provisions of the Criminal Code must be met. D2 also continues their work with Permits & Licenses and other city departments and government agencies to respond to problems, such as hotels who do not have proper staffing or bars serving minors. The Inspector raised a concern in getting the regulatory bodies to issue penalties appropriate to the problem, so it does not persist. D2 is complying cost/benefit analysis and documenting the violations to enable them to be proactive with officials.

S. Bauman liked the report, however, she expressed concern about the VPD being held responsible for the larger problem in the DTE, far beyond their control. Board members supported the efforts of the VPD, but recognized the need for action beyond enforcement. The delay in implementing the Sobering Centre was mentioned. F. Wong voiced support of the Inspector's observations of VANDU's comments made at the last meeting. She said it was clearly explained to them how to file a complaint.

ACTION:

THAT Board staff and Ms. Bauman prepared a matrix of the VPD identified issues re the DTE and the strategies and status of actions responding to the issues. This will enable the Board to see where further pressure is needed and continual review by the Board.

MOVED by S. Bauman/SECONDED by I. Adam:

THAT the Vancouver Police Board receive as information *Report #9975: DEEP Status Report*.

CARRIED

5. **Geographic Profiling Section**

Det./Insp. Kim Rossmo provided the Board with an information package on the section. He then reviewed their 1999 Annual Report: geographic profiles completed, cases solved and pending, presentations to other police associations, media coverage and information requests, geographic understudy program and academic endeavours. More detailed information was also presented on case file breakdown by crime and location, CGT performance and annual budget. There are now three other geographic profilers trained and 4 further requests received. Dateline has done a special story on the solving of the Louisiana case. K. Mottus recognized the incredible work of Det./Insp. Rossmo and said she was glad the Board supported the creation of the section four years ago. She commented on the great recognition he has brought to the VPD and congratulations were extended. The Board also received as information a November 11, 1999 memo from DCC McGuinness on recent accomplishments of Det./Insp. Rossmo.

6. **Budget**

6.1 **Report #9976: VPD Budget Status as of November 4, 1999**

Gary Armstrong, Mgr. Finance & Admin., reviewed his report and the budget status at cycle 11. Reasons for the \$1.4 million deficit were outlined. Overtime restrictions were put in place by the Chief Constable. He also mentioned that there have been meetings at City Hall regarding the year 2000 budget and preliminary information shared. Discussion ensued on funding for legal expenses and it was noted that this has historically been under funded with an agreement by the City that they would fund additional costs from the capital reserve. Given the history of this line item - it was suggested that a revision to the allocation should be sought for this item to properly reflect what is happening with legal fees.

Responding to questions about the envelope model and deficit issues, Mr. Armstrong advised that the SMT were now reviewing the advantages and disadvantages of the current model and identifying needed staffing levels and deployable strength. The first version of the budget is needed by December 31 at City Hall. It was mentioned that a letter has gone to the Solicitor General to request reimbursement of the VPD's legal costs associated with the RCMP APEC Inquiry. Other parties are being funded and the VPD argue they too should be funded.

ACTION:

THAT the Board proceed with a budget planning session within the next few weeks.

MOVED by J. Adam/SECONDED by F. Wong:

THAT the Vancouver Police Board receive as information Report #9976: *VPD Budget Status as of November 4, 1999.*

CARRIED

6.2 **Report #9979: 2000 Draft Budget for Police Board Office**

MOVED by F. Wong/SECONDED by S. Bauman:

THAT the Vancouver Police Board approve Report #9979: *2000 Draft Budget for Police Board Office.*

CARRIED

7. **Community Policing Centres Advisory Committee & Workshops**

Interim Chief Constable Terry Blythe informed the Board of the very positive workshops held with the CPC Advisory Committee which Sue Bauman and Florence Wong participated in. John Talbot did an outstanding job facilitating the sessions. In the sessions participants identified the role and composition of the advisory committee and co-chairs, and determined a decision making model and priorities. In discussion with the Crown Counsel representative, it was agreed that they would not be a regular member of the Committee, but rather give presentations/information as appropriate. F. Wong said the meetings went well. Funding and marketing of CPCs are two issues the Committee wishes to address. K. Mottus said she was encouraged by the progress and complimented the Board members and VPD on the achievements. Fraser Street CPC has now signed the Operating Agreement with the VPD and there only remains a few issues to resolve with Cedar Cottage CPC.

MOVED by S. Bauman/SECONDED by F. Wong:

THAT the Vancouver Police Board receive as information the *Summary Report from the Community Policing Advisory Committee Workshop - November 10, 1999.*

CARRIED

8. **Report #9981: Amendment to Regulations & Procedures Manual**

Insp. Carolyn Daley advised that the amendment was made to more clearly reflect the legislative powers given to police officers under the Liquor Control and Licensing Act.

MOVED by L. Williams/SECONDED by S. Bauman:

THAT, as outlined in Report #9981, the Vancouver Police Board approve amendment to Section I-A-30/*Hold State of Intoxication in a Public Place* of the *Regulations and Procedures Manual*.

CARRIED

9. **Update re Police Board Associations**

9.1 **Canadian Association of Police Boards** - Florence Wong informed the Board about the November 12 Directors' conference call and areas of interest, including a plan for the NRC to do pre-testing for safety programs/models/equipment, the integrated justice information and technology plan, and research on strategic human resources analysis of public policing. K. Mottus indicated she was interested in being interviewed for the HR survey. Ms. Wong advised the 2000 conference is in St. John, New Brunswick and 2001 in Saskatoon. The Board as information: *Resolutions from CACP 94th Conference/ August 1999* and *Update on Strategic Human Resources Analysis of Public Policing in Canada /October 4, 1999.*

9.2 **BC Association of Police Boards** - Ian Adam advised the Board that he was asked to represent the BCAPB on the Municipal Police Evaluation Steering Committee which was conducting the "Audit Review Project." The Committee is composed of Chiefs Cessford, Daniels and Young, Kevin Begg/Director of Police Services, and Judy Reykdal/Deputy Director of Police Services.

MOVED by K. Mottus/SECONDED by F. Wong:

THAT the Vancouver Police Board receive as information the updates on the CAPB and BCAPB.

CARRIED

10. Chief Constable's Report

- 10.1 **Community Events Updates** - In addition to the written updates from the Chief Constable and Deputies, the Board was informed about the swearing in of 30 new recruits. There were compliments on the new venue for large groups of recruits. I. Adam and F. Wong attended the "Through A Blue Lens" premier and Mr. Adam thought the documentary was fantastic. Interim Chief Constable Blythe said the recognition was well deserved and the SMT was now considering a proposal from the Odd Squad for a national education tour.

ACTION:

Funding for the officers and their work was discussed and it was suggested that the SMT should work with them to apply for NCPC funding directly or, alternatively, via the Vancouver Coalition funding allocation already granted.

ACTION:

THAT the Board be circulated recruit class profiles, as was previously done.

10.2 Diversity Relations Unit

Interim Chief Constable Blythe said Diversity Advisory Committee was not making the progress he'd like and he felt the committee would benefit from a facilitated workshop, similar to that held with the CPCs. This would enable setting of direction/priorities and clarification of roles. K. Mottus noted that the Diversity Relations Unit needed to be fully integrated in the Department and part of developing long term strategies and plans. She noted that the three VPD staff in Unit were excellent and they need the support of the Board and Department. She also felt that training sessions on issues like workplace harassment should be mandated and not be optional, and the Board should encourage the VPU to support this approach.

MOVED by L. Williams/SECONDED by I. Adam:

THAT the Vancouver Police Board receive as information the verbal reports and the following information items: *Monthly Report on Events Attended* from Chief Constable Terry Blythe/November 30, 1999; *Board Update - Issues* from DCC Brian McGuinness/November 18, 1999; and *Community Events Attended, October/November 1999* from DCC John Unger/November 22, 1999.

CARRIED

10.3 Update re Restructuring Implementation

This was moved to In Camera Agenda - Item 6.2.

11. Information/Correspondence

MOVED by S. Bauman/SECONDED by I. Adam:

THAT the Vancouver Police Board receive as information the following:

- 11.1 Report #9978: *Statistical Information on Public Complaints Against the Police for October 1999.*
- 11.2 Letters of appreciation and support of VPD members.
- 11.3 *Notes on Inspector Competition Elements and Core Competencies* from VPD

- Human Resources/November 9 & October 29, 1999.
- 11.4 Reply from Minister of Children & Families re Rice Wine/October 20, 1999.
- 11.5 Youth Justice Information Network - Bulletin #1/October 29, 1999.
- 11.6 1999 Homicide Case Status from Operational Support Division/November 18, 1999.
- 11.7 Letter from David Loukidelis re CCTV meeting/November 16, 1999.
- 11.8 Letter from Don Morrison, Office of the Police Complaint Commissioner/ November 23 , 1999.
- 11.9 Memo from Inspector Davies re Traffic Safety Initiatives/November 3, 1999.
- 11.10 Letter from Cedar Cottage CPC/November 23, 1999.

CARRIED

12. Reward Postings

DCC McGuinness outlined the background to the request for a renewal of the Dos Remedios reward and a new reward re the murder of Raul Melgar.

MOVED by I. Adam/SECONDED by S. Bauman:

- 12.1 THAT the Vancouver Police Board authorize a standard reward of \$10,000 for information leading to the arrest and conviction of the person or persons responsible for the murder of Raul Melgar/Case #98-206625.
- 12.2 THAT the Vancouver Police Board authorize the extension of the current reward for information leading to the arrest and conviction of the person or persons responsible for the murder of Gilbert Dos Remedios. The reward amount is the standard \$10,000 augmented by an additional \$120,000 put up by the Dos Remedios family for a total of \$130,000. This offer will be valid for one year.

CARRIED

The Regular Meeting was adjourned at 4:45 pm.

Prepared by:

Approved by:

Beth Nielsen, Executive Assistant

Mayor Philip
Owen, Chair

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**VANCOUVER POLICE DEPARTMENT
VICE/DRUGS/GAMING SECTION**

Date: February 5, 1999
To: Insp. Ken Doern, I/c Specialized Investigation Section
From: Sgt. Don Smith, I/c Vice/Gaming Unit
Subject: *DISC Members - Responsibility For*

Constables Ramos and Payette have been on loan to the Specialized Investigation Section, Vice Unit, for a little more than one year to operate and conduct their DISC Program.

This arrangement has worked extremely well for the Vancouver Police Department, in that it directly benefited both the Operational and Operational Support sides of the department. It greatly aided in the renewed focus of the prostitution problem in Vancouver, by uniform members, Vice investigators, and the general public. It has further spawned an increase in the information sharing between both Operations and Operational Support members that had been lacking in the past.

The day to day exchange of information between members is something that only occurs when you work closely together within the same environment. Although their primary function has been to promote and facilitate the operation of the DISC Program, the "spin off" effects have been seen in the self generated Pimp Investigations arising from DISC. These were investigated by the DISC members, which greatly helped the Vice Unit in dealing with this problem. There have also been times where the DISC members have assisted Vice during "Sting Operations", where their acting as cover units also assisted them in doing their DISC stops. So it has been a "win" "win" situation.

After doing the yearly review of the above arrangement, I have discovered some concerns that should be addressed in relation to their on going status in Vice. The two DISC members at times seem to be trying too hard to please too many masters, and at times are confused as to whom they should take their direction from. As the immediate day to day supervisor of these two members, I am recommending that while they are on loan to Vice, they should receive direction solely from myself. I would request that any interaction from persons in the Operation Division be filtered through me so that I can better monitor their activities and progress. I will also be able to better deal with any incidental concerns that crop up between the divisions and sections, and deal with them in a proper and timely fashion before they manifest themselves into major problems.

This arrangement would certainly make it clearer for the two DISC members as to their accountability and direction, and would make it easier for both the Operation Division and Operational Support Division to assess the continued viability of the above arrangement. I can also offer assurances that the DISC member's primary responsibility will be to the DISC Program, but it will also offer me a

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greater flexibility to supervise and offer direction and training, and also in "emergency" situations make decisions in the temporary redeployment of resources. If at a later time, my decisions are questioned or found not to be consistent with what is expected of either division, then the option would still remain for this arrangement to be terminated.

I would request that this matter be discussed and researched at the executive level, and a decision made which would hopefully allow this very worthwhile arrangement to continue.

Sincerely,

D. (Don) Smith, Sergeant i/c
Vice/Gaming Unit

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**VANCOUVER POLICE DEPARTMENT
VICE/GAMING UNIT**

312 Main Street
Vancouver, B.C.
V6A 2T2

Phone (604) 717-2586, Fax (604) 717-3232

PRESS RELEASE – D.I.S.C.

The Attorney General, Ujjal Dosanjh, announced at an International Conference on the Sexual Exploitation of Children held this weekend in Vancouver, that he was going to provide \$75,000.00 to the continued development of D.I.S.C. (Deter and Identify Sex Trade Consumers).

The money is to be used for the continued improvement and development of the software program used by D.I.S.C. which has become much in demand by law enforcement agencies throughout North America as a method of dealing with the Sexual Exploitation of Children through the tracking and identification of "Johns".

The D.I.S.C. Program has been very effective in removing the anonymity that Johns used to enjoy, as well as being a valuable tool in Pimp investigations, Sexual Assaults, Homicides, and the investigations into missing Sex Trade Workers.

The software program developed for D.I.S.C. will also be able to accommodate the F.A.C.E.S Program (Fight Against Child Exploitation), and the Vancouver Police Department's tracking and registry of Sex Trade Workers.

The Vancouver Police Department is extremely happy with this announcement, as it will expedite the electronic sharing of information between law enforcement agencies throughout North America. This will put a severe cramp in the freedom enjoyed by Pimps who routinely move their women through various jurisdictions to avoid detection and charges. It will also curtail those "Johns" who frequent multiply jurisdictions in their quest for underage Sex Trade Workers.

The creators of the D.I.S.C. Program, Detective Constables Raymond Payette and Oscar Ramos, can be reached at (604)717-2678 or by fax (604)665-2287.

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REGULAR AGENDA
ITEM 4

VANCOUVER POLICE DEPARTMENT
OPERATIONS DIVISION
 District Two

Date: April 22, 1999

April 22, 1999

Board Meeting: April 28, 1999

To: Chief Constable B.S. Chambers

Report File # 9930

From: Inspector C.K. Beach
Cmdg. District TwoSubject: Downtown Eastside Extraordinary Policing (D.E.E.P.) PlanRECOMMENDATIONS

THAT the Police Board receive this report as information.

CHIEF CONSTABLE'S COMMENTS

The Chief Constable supports this recommendation.

BACKGROUND

Last year, the Police Board and City Council agreed to a funding arrangement whereby the Vancouver Police Department would receive 3.2 million dollars, over three years, in order to fund additional policing of the Downtown Eastside.

This arrangement was made in conjunction with the initiative known as the Downtown Eastside Revitalization and it was intended to ensure a safe, stable environment exists in the Downtown Eastside so that social and economic improvements can be made.

A memo from Mr. Ken Dobell, then City Manager, to the City's Standing Committee on Civic Services and Budgets, dated December 9, 1998, describes much of this arrangement in detail at item number 4. It is attached for your perusal.

Since then, there have been a number of proposals discussed. The plan presented here is one that borrows on many peoples' good ideas. It has been assembled and developed by Sergeants Gord Coburn and Ken Frail, both District Two supervisors, with assistance from their colleagues, and in consultation with the community as well as other police officials.

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OBJECTIVES

There are four primary objectives of D.E.E.P. They are:

- i) to decrease the incidence of visible criminal activities and street disorder in the Downtown Eastside;
- ii) to increase the general public's perception of personal safety and security in the Downtown Eastside;
- iii) in partnership with other agencies and the community, to assist in the economic and social revitalization of the area; and,
- iv) to involve all members of District Two as participants in the successful delivery of this plan.

STRATEGIES

We will utilize the following strategies in order to realize our objectives:

- i) an increased police presence in the Downtown Eastside;
- ii) emphasize the enforcement of visible criminal activity and street disorder issues such as drug trafficking, open illicit drug use, property crimes, traffic offences, and disorderly behaviour;
- iii) coordinate multi-agency initiatives that target recurring issues, such as improper distribution and consumption of rice wine alcohol, in order to produce durable solutions;
- iv) heighten the level of joint police/community involvement in social and economic issues through the increased utilization of Neighbourhood Police Officers;
- v) further the implementation of Community Based Policing in the Downtown Eastside and throughout District Two;

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STRATEGIES, cont'd

- vi) communicating our objectives and strategies to all members in our organization, as well as to our community shareholders;
- vii) reporting our progress to the Senior Management Team and the Police Board each month; and,
- viii) conducting an evaluation of D.E.E.P.

SPECIFIC ACTION PLANS

Following are the specific action plans, with respect to our strategies:

- Strategy: an increased presence in the Downtown Eastside
- Actions:
- i) the number of officers deployed on foot in the Downtown Eastside will be increased by twenty (20) to thirty-six (36);
 - ii) the number of officers assigned to the District Two Drug Education and Enforcement Team (D.E.E.T.) will be increased by six (6) officers. These officers will be deployed in the Downtown Eastside; and,
 - iii) deploy police resources in the Downtown Eastside in ways that maximize our presence. These include,
 - a) police trailer
 - b) bicycle officers
 - c) motorcycle officers, and,
 - d) Mounted Squad officers.

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SPECIFIC ACTION PLANS. cont'd

- Strategy: emphasize the enforcement of visible criminal activity and street disorder issues
- Actions: i) members will be directed to enforce Liquor Control and Licensing Act violations, Motor-Vehicle Act offences, City By-law offences, as well as offences against the Criminal Code and other federal statutes;
- ii) enforcement will be informed by community-generated issues as well as field observations and statistical data such as our past call load;
- iii) assignment of District personnel to monitor court-related decisions so that District Management can intervene whenever necessary; and,
- iv) ongoing analysis of crime statistics and call load demands by our Criminal Analysis Unit.
- Strategy: coordinate multi-agency initiatives for durable solutions
- Actions: i) continuing use of the Downtown Eastside Neighbourhood Integrated Service Team (N.I.S.T.) as means of developing durable solutions to chronic problems.
- Strategy: heighten joint police/community involvement in social and economic issues through increased utilization of Neighbourhood Police Officers
- Actions: i) the Downtown Eastside Neighbourhood Police Officers will play an increasing leading role in the activities of the Downtown Eastside N.I.S.T.; and,
- ii) Downtown Eastside Neighbourhood Police Officers will provide other District personnel with specific community concerns.

SPECIFIC ACTION PLANS. cont'd

- Strategy: further the implementation of Community Based Policing in the Downtown Eastside and throughout District Two
- Actions:
- i) two officers from each of the ten General Patrol Teams will be assigned to specific geographic areas (community areas);
 - ii) two sergeants will be assigned to each of the car areas (community areas), including the Downtown Eastside; and,
 - iii) the Neighbourhood Police Officers, officers from the General Patrol Teams, and sergeants will meet with the community and create joint goals for dealing with community-specific issues.
- Strategy: communicating with our members and the community
- Actions:
- i) we will develop and circulate a briefing document that outlines our goals, strategies and action plans for D.E.E.P. This document will be provided to all members of the V.P.D.;
 - ii) members involved in D.E.E.P. will be given an outline of expected outcomes, such as enforcement action, prior to their involvement;
 - iii) District Management will attend parades and discuss D.E.E.P. with members prior to the implementation; and,
 - iv) Neighbourhood Police Officers and N.C.O.s will meet with their respective communities and discuss the plan.
- Strategy: reporting our progress
- Actions:
- i) we will publish a report for the Senior Management Team and the Police Board each month; and,
 - ii) we will have a District Two manager present at each Police Board meeting to answer any questions that may arise.

SPECIFIC ACTION PLANS, cont'd

Strategy: conducting an evaluation

- Actions:
- i) Planning and Research personnel will assist District Two members with conducting questionnaire polling as to the effectiveness of D.E.E.P.; and,
 - ii) every six months, Planning and Research personnel will conduct an analysis of the current ground level commercial space in the Downtown Eastside to determine the level of commercial activity.

STAFFING

D.E.E.P. relies on a mutual contribution of personnel. In the following section, personnel will be described by the letters "T" and "R" which mean "temporary" and "replacement," respectively. The term "temporary" is used to indicate a position that is paid for by the City of Vancouver's contribution, and will be eliminated at the end of 2001. The term "replacement" is used to indicate a contribution by the Vancouver Police Department, where a member is assigned to District Two.

There are five key dates, beginning in May, 1999, where personnel are assigned to District Two. The personnel assignments will be completed in February, 2000. The reason for the prolonged time period is twofold. First, the process of recruiting, engaging, and training suitable police personnel is time consuming. It simply cannot be done quickly. Secondly, we have proposed that District Two receive additional personnel in instalments so that the other three Districts in Operations Division can also receive some much needed replacements. If District Two were to receive all of the available personnel initially, other Districts would begin to face significant personnel shortages, particularly during the summer months of 1999. This proposal allows for "balanced" approach to assignments, recognizing that District Two will receive the majority of new police resources over the next year.

A detailed schedule of the staffing follows on page 7.

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STAFFING, cont'dMay 9, 1999

District Two will receive eight (8) of the fifteen (15) recruits graduating from the Police Academy. The remainder will be deployed throughout the other three Districts in Operations Division.

Of the eight assignments, four (4) will be 'T' assignments, four (4) will be 'R' assignments. The four 'T' assignments will be two (2) each to our Alpha shifts. The Alpha assignments are walking beats in the Downtown Eastside. So, beginning in May, there will be two officers dedicated to walking a beat each day between 05:00 and 16:00.

The four 'R' assignments will replace existing vacancies in our General Patrol Teams (G.P.T.).

June 6, 1999

Eighteen (18) members will be re-assigned in the Vancouver Police Department as E-Comm begins operations and replaces our current Communications Section. Of those eighteen officers, District Two will receive six (6). The remainder will be deployed elsewhere in Operations Division.

Two (2) of the six District Two assignments will be 'T' positions. The members will be assigned to a walking beat as part of one of our G.P.T.s. That Team will then have four members dedicated to walking beats.

The other four (4) officers will be assigned 'R' positions. Three (3) will be assigned to vacancies in G.P.T.s, one (1) to a vacancy in our General Investigation Team (G.I.T.).

As of June 6, the total number of members assigned to District Two will be fourteen (14). Six (6) of them will be 'T's and assigned walking beats, while eight (8) will be 'R's and will fill existing vacancies.

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STAFFING, cont'dJuly 30, 1999

On July 30, District Two will receive ten (10) of the fifteen (15) recruits graduating from the Police Academy. The other five officers will be assigned elsewhere in Operations Division.

Of those ten assigned to District Two, six (6) will be 'T' positions, and will be assigned to walking beats in our G.P.T.s. The result will be that in addition to both of our Alpha teams having two members walking in the Downtown Eastside, four of our remaining G.P.T.s will have a total of four members each assigned walking beats.

The other four (4) assignments to District Two on July 30 will be 'R's. All of those will be assigned to our Drug Education and Enforcement Team (D.E.E.T.). These assignments are crucial to this plan because D.E.E.T. members will assume a significant amount of the drug related work in the Downtown Eastside that currently occupies much of our beat officers' time. With the additional personnel, D.E.E.T. will be responsible for responding to the prevalent street level drug use and trafficking issues in the Downtown Eastside.

As of July 30, District Two will have received twenty-four (24) officers. Twelve (12) will be assigned to walking beats as part of six G.P.T.s. Those twelve are 'T' positions. The other twelve (12) positions, 'R's, will be used to fill vacancies in G.P.T.s, G.I.T., and to bolster the strength of D.E.E.T.

November 19, 1999

Thirty (30) recruits will graduate on November 19. Ten (10) of those members will be assigned to District Two, the remainder to other Districts.

Of the ten assigned to District Two, six (6) will be 'T' positions, and assigned to walking beats in three of our G.P.T.s. That will bring the number of additional members walking beats in our G.P.T.s, including our Alpha teams, to eighteen (18).

The other four (4) members assigned to District Two on November 19 will be to 'R' positions. Two (2) of those will be to D.E.E.T., to finalize the additional staffing in that team, and the remaining two (2) positions will fill vacancies in our G.P.T.s.

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STAFFING. cont'dNovember 19, 1999. cont'd

By November 19, thirty-four (34) members will have been assigned to District Two. Eighteen (18) will be 'T's, assigned to walking beats in the Downtown Eastside. The remainder, sixteen (16), will be 'R's and will have supplemented the strength of D.E.E.T., and filled vacancies in our G.P.T.s and G.I.T.

February 11, 2000

February 11, 2000, is the final date for scheduled staffing of D.E.E.P. Of fifteen (15) recruits available for assignment, six (6) will be assigned to District Two. The remainder will be assigned elsewhere in Operations Division.

Two (2) of the members assigned will be to 'T' positions, which will finalize the additional walking beats in our G.P.T.s. Each of our ten G.P.T.s will now have an additional two members walking beats in the Downtown Eastside. Both Alpha shift teams will have two members assigned to the beat, while the other eight G.P.T.s will each have four members walking the beat. The total number of officers walking in the Downtown Eastside will be thirty-six (36).

The other four (4) positions assigned to District Two on February 11, 2000, will be to 'R' positions. Of these, two (2) will be assigned to our Property Crime Team (P.C.T.), one (1) will be to our Traffic Team, and one (1) will be to G.I.T.

That will conclude the staffing assignments for D.E.E.P. Twenty (20) positions, 'T's, will have been contributed by the City. Twenty (20) 'R's will have been contributed by the Vancouver Police Department.

The entire schedule follows on page 10.

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STAFFING, cont'dSchedule

	May 9	June 6	July 30	Nov 19	February 11	Total
T:	4	2	6	6	2	20
GPT	4	2	6	6	2	20
R:	4	4	4	4	4	20
GPT	4	3		2		9
DEET			4	2		6
GPT		1			1	2
PCT					2	2
Traffic					1	1
Total:	8	6	10	10	6	40

USE of OVERTIME

Due to the time required to staff D.E.E.P. to capacity, and in order to have some immediate positive affect on the Downtown Eastside, it will be necessary to utilize overtime as a staffing instrument. I am not a proponent of using overtime on a regular basis, however there is no other way to acquire significant numbers of additional staff on an immediate basis, unless we were to deplete other areas of our organization. Clearly, that is not a viable option.

The use of overtime will be limited in that it will be restricted to the summer months of 1999 only. There are two key features to this part of D.E.E.P. First, we will supplement the District with eight (8) constables and one (1) sergeant each and every Friday and Saturday evening, from mid-May to mid-September. This squad will work eight (8) hours, likely 20:00 to 04:00, and will be deployed in the Downtown Eastside. They will be deployed as walking beats, and may include bicycle officers and/or motorcycle officers.

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USE of OVERTIME, cont'd

Reporting to the Duty Officer, they will begin their shifts in the Hastings Street area. However, they will also be expected to patrol the Gastown and Chinatown areas as well, in order to control the anticipated dispersal of criminal activity. In addition, should the need arise, these members will be able to respond, en masse, to other areas of District Two, or the City, to control the displacement that will undoubtedly occur.

These shifts will be supervised by a sergeant ordinarily assigned to District Two so that he or she is knowledgeable about District concerns. A portion of the members will also be ordinarily assigned to District Two so that there is District familiarity. Another key component to the make-up of the squads is that we will seek to have motorcycle and bicycle officers involved. This serves two purposes. One is mobility, and another is visibility. Obviously, motorcycles and bicycles offer more rapid responses than officers on foot. And, they are still fairly visible, which is a desired objective. So, whenever possible, we will have a combination of foot and mobile members assigned.

It should be noted that we have spoken with Vancouver Police Union officials and have been assured that our rationale for restricting some of the overtime assignments to serving District Two members will not lead to any labour issues.

The second key feature to our use of overtime is that we deploy four constables every day during the early morning hours, beginning at 05:00 or 07:00, for six hour shifts, as additional walking beats. These overtime shifts will also begin in mid-May and end in mid-September.

The four officers assigned to these shifts will report directly to the on-duty Alpha shift or Bravo shift supervisor. The officers will walk in the Downtown Eastside area, supplementing the officers already walking in the Downtown Eastside as part of our on-duty deployment.

The provision of these two overtime components allow us to increase our strength gradually, so that other Districts are not depleted, while having an immediate, positive impact on the Downtown Eastside. It is quite conceivable that we could have eight or ten officers on foot during a weekday this summer, and as many as fourteen officers on foot, plus D.E.E.T. members, during Friday and Saturday evenings. The use of overtime will end in September.

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COSTS

Following is an accounting of the costs for D.E.E.P.:

1999

overtime shifts	\$ 180,400.00
Friday and Saturday evenings	
1 sergeant eight hour shift = \$560	
1 constable eight hour shift = \$480	
8 constables and one sergeant = \$4400/shift	
41 shifts x \$4400	

overtime shifts	\$ 154,080.00
weekdays	
1 constable six hour shift = \$360	
4 constables = \$1440	
107 shifts x \$1440	

new staff	\$ 420,000.00
18 officers	
\$5,000 per officer per month	
84 months	

Total	\$ 754,480.00
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2000

20 officers	\$1,190,000.00
\$5,000 per officer per month	
238 months	

Total	\$1,190,000.00
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COSTS, cont'd

2001

20 officers	\$1,200,000.00
\$5000 per officer per month	
240 month	
Total	\$1,200,000.00

Totals

1999	\$ 754,480.00
2000	\$1,190,000.00
2001	<u>\$1,200,000.00</u>
	\$3,144,480.00

D.E.E.T. radio equipment	\$ <u>10,000.00</u>
	<u>\$3,154,480.00</u>

The necessity for providing our D.E.E.T. members with additional radio equipment, wires and earpieces, is so that they are able to work in overt or covert situations safely.

The total costs for D.E.E.P. are within the range of \$3,200,000.00 originally set aside.

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CONCLUSION

I am confident that our proposal will achieve the intended objectives, within the prescribed budget. It meets the original intent to share resources - both the City and the Vancouver Police Department contribute on an equal basis. It will certainly result in an increase in police presence in the Downtown Eastside. Personal safety and security will be enhanced in the Downtown Eastside due to the extra resources deployed there. The stabilization of the area will allow efforts at social and economic revitalization to take hold. And, the members of District Two will participate in the building and delivery of the plan.

C.K. Beach
C.K. Beach, Inspector

snch.

[Handwritten signature]

Bruce A. Chantone
Chief Constable



Downtown Eastside Evaluation

**Prepared for:
Bruce S. Chambers
Chief Constable**

**Prepared by:
Community Policing Research, Development and Analysis Section**

June 1999

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EXECUTIVE SUMMARY

- Objective of the evaluation: to assess the impact of the District Two Deployment model and the CCTV initiative on crime levels and public's sense of safety.
- A pre-post implementation study: a baseline study will be conducted before the implementation of the initiatives (summer 1999); a replication of the baseline study will be conducted twice, 12 months and 24 months after the implementation of the programs (summer 2000 and summer 2001).
- Comparison areas: the evaluation will be conducted simultaneously in the Downtown Eastside (DTES) and "control areas" (neighborhoods that do not benefit from the new initiatives). There are two reasons for using comparison areas:
 - test the theory that crimes rates and perceptions would have followed the same trends without the police intervention;
 - study potential displacement effects.
- Target (DTES) and comparison areas are matched as closely as possible on the basis of crime and demographic variables. Comparison areas will include Mount Pleasant, Grandview-Woodlands, and the Central Business District (District One portion).
- In order to capture trends and changes in crime levels and perceptions over time, the study will analyze four different sets of indicators: crime, health, community and perceptions indicators. Additional information will be collected on a fifth set of indicators related to youth.
- The aim of monitoring crime, health and community indicators is to determine whether the progressive introduction of extra police patrol resources and CCTV has a discernible influence on reported crime statistics and disorder issues. Selected indicators include traditional crime statistics, calls for police service, as well as community and health indicators related to disorder issues. The basic hypothesis to be tested is whether CCTV and extra patrol reduce crime and calls for service in the treated areas.
- Community indicators—such as land uses patterns, businesses mix—have been included to reflect the importance of the environmental context in understanding criminal events. The evaluation will pay particular attention to "crime attractors" such as drinking and entertainment establishments. The data will be collected through available city records and a survey that will be conducted by SFU students. The survey—repeated every 12 months in the DTES and in the comparison areas—will monitor changes in commercial activity over time. Brief interviews with tenants moving in and out will be also conducted.
- One of the primary objectives of the DTES initiatives is to "increase the general public's sense of safety." As a result, the evaluation study will aim to assess changes in public perceptions (of crime, safety and neighborhood conditions), and changes in the occurrence of non-reported crimes and incivilities. The indicators will primarily be collected through a resident survey, as this is the only way to measure neighborhood safety perceptions and fear of crime. In order to capture residents' perceptions as part of the evaluation, a resident survey would be undertaken in the target area (DTES) and in the comparison areas. The baseline survey would be conducted over the summer 1999, and would be replicated twice. Questions in the survey would cover crime victimization, and assessment of neighborhood conditions, livability and safety.

1. COMPONENTS OF THE DOWNTOWN EASTSIDE INITIATIVES

1.1) Downtown Eastside Community Revitalization Program

A five-year revitalization project funded through the National Crime Prevention Center will address justice, safety, crime prevention, victimization, and crime reduction issues in the Downtown Eastside. Key components of the project include research, community mobilization, facilitation and mediation, and public education and promotion. Some of the expected crime prevention outcomes include reducing the levels of crime, drug offences, drug use, and drug overdoses; increasing people's sense of safety on the street; reducing the numbers of people victimized in the community, particularly women, children, youth, and First Nation's people.

1.2) District Two Patrol Deployment

Starting in the spring of 1999 and over a period of six months, forty additional police officers will be deployed for a three-year period to provide a high level of police visibility in the Downtown Eastside and to address street disorder and crime issues. Twenty of these positions are funded by \$3.2 million from City Hall; twenty are funded from re-assignments within the VPD. This complements current beat positions.

The main objectives of the DTES Plan have been defined as follows:

- to decrease the incidence of visible criminal activities and street disorder in the DTES;
- to increase the general public's perception of personal safety and security in the DTES;
- to assist in the economic and social revitalization of the area in partnership with other agencies and the community;
- to involve all members of District 2 as participants in the successful operation of the Plan.

To achieve these objectives, a number of strategies will be put into place including increased police presence and deployment in the DTES, high enforcement of visible criminal activity and street disorder issues (drug trafficking, open drug use, drunken/disorderly behavior, property crimes, traffic issues), coordinated multi-agency initiatives targeting recurring issues to produce durable solutions (welfare fraud, rice wine, youth at risk, problem commercial premises), heightened level of police/community involvement in social and economic issues through the increased utilization of Neighborhood Police Officers, increased public awareness of police initiatives, and implementation of community policing throughout the district.

1.3) "Neighborhood Watch"

A public video surveillance system will be introduced in the same areas in the summer 1999. Sixteen cameras will cover a total of 59 city blocks within the DTES, Strathcona, Chinatown, and Gastown. The selected blocks account for the busiest calls for service area in the entire city.

The objectives set for the CCTV initiative are as follows:

- to prevent and deter crimes from occurring;
- to assist in stopping crimes that are occurring;
- to identify suspects once a crime has been committed;
- to improve the perception of safety in the community;
- to assist in the financial revitalization of the community;
- to assist with safety and traffic control issues;
- to enhance the Vancouver Police Department's community policing philosophy.

2. OBJECTIVES OF THE EVALUATION

While the DTES initiatives seek to meet several objectives, the present research will primarily focus on two main issues:

- reduce crime and street disorder;
- increase the general public's perception of personal safety and security in the DTES.

In addition, the evaluation effort will concentrate on two initiatives described above: the District Two deployment model and the CCTV initiative.

The main assumption is that the more patrol presence is concentrated at the hot spots of criminal activity, the less crime there will be in those places. A similar assumption can be made for the CCTV system. The evaluation will serve to test these assumptions and answer the following question:

What is the impact of the DTES measures (increased police presence and public video surveillance system) on crime and fear of crime?

3. LITERATURE REVIEW

3.1) Previous studies on CCTV

Video cameras have been used as a means of both crime prevention and fear reduction. However there is no strong evidence to support the hypothesis that CCTV reduces reported crime and fear of crime. As a matter of fact, the success of cameras in reducing overall crime levels within different locations has rarely been assessed.

The most thorough evaluation of the effect of CCTV on crime to date is a study conducted in Newcastle, Birmingham and King's Lytine by Ben Brown on behalf of the UK Home Office.¹ Brown looked at the effect of installing cameras on the number of incidents occurring within the three town centers and surrounding areas. For example, in Newcastle, using a time series of 23 months prior to the installation of cameras, four months during, and 14 months after, and comparing CCTV covered areas to uncovered areas in the same period, Brown found that burglaries declined by 18%, auto thefts dropped 9%, thefts from autos went down 11%.

Lawrence Sherman, who reviewed the effectiveness of a variety of crime prevention programs for the National Institute of Justice, found that the effectiveness of CCTV in open spaces is unknown due to the lack of significance tests. In the United States, no rigorous evaluations have been undertaken yet. As a result, there is a high level of uncertainty about CCTV effectiveness. "The installation of CCTV in urban areas might be a fruitful area for research, but its effectiveness is unknown."²

A quick survey of a few US police departments using CCTV cameras in downtown areas or residential neighborhoods confirmed the findings of the National Institute of Justice study. In the six surveyed departments³, systematic evaluation studies of the impacts of CCTV have rarely been conducted.

For example, in Tacoma, Washington, one camera was installed at an intersection of the Hilltop neighborhood, which was known for ongoing gang and drug activity in late 1993. It was hoped the large gatherings of gang members would feel uncomfortable at those locations and move to other areas. There are currently nine cameras installed in various intersections of the neighborhood. An informal evaluation was conducted and reached the conclusion that "based on the response of the

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citizens who live near the cameras, the cameras are a huge success. Only one person has come forward in the past five plus years with a complaint about the cameras. Meanwhile, at nearly every community meeting attended by police department personnel, compliments come forward about how happy those living near the cameras are with them.⁴ A year after the installation of the first camera, calls for police service at the location dropped by 25%. Between 1993--the year before the first camera was in place--and 1998, calls for service at that particular location decreased by 58%.

In Baltimore, 16 cameras were installed in the downtown area in 1996, as a result of a joint effort of the Police Department and the Downtown Partnership, a merchant consortium. The goal of the "Video Patrol" program was to impact the public's perception of crime, to help in business retention, and to reduce overall crime in the target areas. The program was supposed to be evaluated through a pre- and post-implementation survey of employees within the pilot area and crime statistics. In addition, business retention and establishment of new businesses in the pilot area were monitored. Business owners were surveyed to determine their sense of safety prior to and after implementation of the project. Results are not available at this point.

Two issues associated with the installation of CCTV are a major concern and are not well documented: displacement and long-term effects. Studies analyzing displacement of crime in general point to different directions. The theoretical perspective of "routine activities"⁵, under which crimes are only likely to happen in certain places and times, makes the displacement hypothesis unlikely. It suggests that if crime were displaced, it would have to be displaced to other hot spots. There is a growing body of evidence that suggests that displacement is seldom total and often inconsequential or absent. Conversely, a number of recent studies point to a phenomenon that is the complete opposite of displacement. Crime prevention efforts may actually diffuse their benefits beyond the targets that were initially the focus of intervention. Clarke and Weisburd coin the term "diffusion of benefits" for this phenomenon, which they describe in part as the "spread of the beneficial influences of intervention beyond the places which are directly targeted."⁶

As far as CCTV is concerned, Ben Brown's case study on Birmingham revealed that after CCTV was introduced, a lower proportion of people were victimized in streets where there was a good CCTV view. However, in surrounding streets where there was little or no CCTV coverage, victimization had increased. Brown concluded that CCTV had had a beneficial effect, but some displacement might have occurred. In the case of Newcastle, for all the offences examined, there was little evidence to suggest that crime had been displaced either to other locations or from one type of offence into another. In fact there was some evidence to indicate that there had been some diffusion of benefits to the no CCTV area, i.e. the beneficial effect of CCTV extended beyond the area immediately supervised by cameras to neighboring areas which were not directly covered.

The other issue to consider is the lasting effects of cameras. Some authors have found that the cameras become less effective at deterring crime as time pass. For example, Webb and Lyacock found that installing CCTV cameras as part of a general security package at selected London Underground stations had reduced the number of robberies within these premises. However after 12 months, the effect of the project began to wear off.⁷ Brown found that initially the presence of CCTV cameras within Newcastle city center had a strong deterrent effect on the incidence of a number of offences. However, there was also evidence to suggest that the effect of the cameras on some offences began to fade after a period of time.

3.2) Previous studies on foot patrol

Evidence on the effects of foot patrol on crime is mixed. Some early studies of saturation foot patrol found indications of crime reductions while others did not. For example, the Newark Foot Patrol Experiment conducted by the Police Foundation in 1981, using an experimental design, found that

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foot patrol reduced fear of crime and increased citizen satisfaction with police, but did not significantly affect reported crime or victimization. While some studies found improvements in citizen satisfaction and decreases in crime, other studies found no statistically significant changes. In general, foot patrol makes citizens feel safer, but the possibility that foot patrol reduces crime victimization still lacks support. The effects of foot patrol on citizen satisfaction, disorder, calls for service, and reported crime have been inconsistent and consequently may depend on community characteristics and on variations in foot patrol as implemented by different officers and different police departments.⁹

The discrepancies in the results may be partly explained by the methodologies utilized. For example, the 1974 Kansas City Preventive Patrol Experiment found that augmentation of police forces had no statistically significant effects on street crime. However this study has revealed statistical, measurement, and conceptual problems in its design.⁹ The major statistical limitation in such experiments is lack of statistical power. The weak statistical power of area-level designs often makes it very difficult to find an effect of patrol (or any other intervention) even when such an effect may be present. An issue is the low frequency of crimes in most patrol beat sized neighborhoods. Another issue is the number of citizens who must be interviewed in each community to permit reliable estimates of changes in the victimization rate of that community. To provide a reliable estimate of the prevalence of most types of crime through victimization surveys, large samples must be drawn for each area. Another methodological problem related to measurement in this type of study is that there may be insufficient differences in patrol dosage between the "control" areas (the areas not receiving extra patrol) and the "treatment" areas (the areas receiving extra patrol). In the Kansas City study, some factors may have created as much visible patrol presence in the unpatrolled beats as would normal patrol dosage. Large increases in dosage may be essential if any effect on crime is to be observed. The Kansas City study design called for substantial increases, but could not measure the dosage reliability.

These methodological difficulties should be kept in mind when designing any evaluation attempting to assess the impact of crime reduction strategies at the neighborhood level.

4. METHODOLOGY

4.1) Before/After evaluation

As stated earlier, the aim of the evaluation is to assess the impact on crime and fear of crime of extra police patrol resources and CCTV. To assess the effect of the Downtown Eastside initiatives, it is recommended to construct a baseline study against which progress can be measured over time. It is thus proposed to undertake an assessment before the video cameras are installed in the DTES and before the full additional patrol resources have been deployed in the DTES (summer 1999). It is proposed to repeat the assessment at least twice after the baseline in order to monitor changes as well as program effects sustainability: 12 months after the baseline (summer 2000); 24 months after the baseline (summer 2001).

4.2) Definition of the target and the comparison areas

The Downtown Eastside is made up of a number of diverse subcommunities. For the purpose of monitoring trends in the DTES, the city's Social Planning Department has defined subareas.¹⁰ These include Victory Square, Gastown, Chinatown, Oppenheimer, Strathcona, the Hastings Corridor and Thornton Park. The largest subarea in terms of population, is Strathcona--35 % of the DTES population. The DTES boundaries as defined by Social Planning will be used for this study.

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At the same time the baseline study is conducted for the target area--the Downtown Eastside, a similar assessment of "control areas" should be also conducted. Control areas are defined as neighborhoods that do not benefit from the new initiatives--i.e. that will not have cameras installed and will not obtain increased patrol resources over the same time period. To be able to answer the question "do police initiatives make a difference in the Downtown Eastside?" we need to rule out rival explanations that may account for possible changes in crime trends or perceptions. The lack of control areas often makes it difficult to eliminate alternative theories about why crime rates and perceptions change. By using comparison areas, the study will test the theory that crime rates/perceptions would have followed the same trends without the police interventions. In addition, as stated earlier, possible crime displacement effects are a concern. The study of comparison areas will provide some useful indications on displacement and diffusion of benefits.

4.3) Selection of comparison areas

The comparison areas have been selected on the basis of the existing 23 local areas defined by the Planning Department. It should be noted that the "Downtown Eastside" is not recognized as a separate local area according to the Planning Department's definition of city neighborhoods. The DTES is "diluted" in two local areas: the Central Business District and Strathcona. However, as it has become strategically important to obtain a separate representation of the Downtown Eastside, census data have been pulled according to the relevant geographic boundaries of the DTES. As a result, census data as well as crime statistics are available for this area. However, because the DTES--as newly defined--includes a portion of the CBD as well as Strathcona, these two city neighborhoods have been initially left out for setting up the comparison areas. Indeed, Strathcona is already included in the DTES area. A portion of the CBD is captured as well in the DTES boundaries. Because population data are not available for the remaining portion of the CBD (district 1 portion), information about this area is presented separately.

Comparison areas should be most similar to the targeted areas. The reason for attempting to select comparison areas with similar characteristics is because a higher degree of match between the target and the comparison neighborhoods reduces the need for statistical controls in the target-comparison analyses. However, it should be mentioned that perfect "control" neighborhoods are rarely available. There are no other areas in the City of Vancouver perfectly equivalent to the Downtown Eastside, both in terms of crime activity and socio-economic characteristics. Keeping this limitation in mind, target and comparison neighborhoods can be matched as closely as possible on demographic and other traits.

Two types of criteria were used to select the comparison areas: crime variables (number of offences and calls for service) and demographic variables. The variables were chosen on the basis of theoretical literature on crime patterns. The process for selecting the variables is discussed below.

Crime variables (based on police data). The Downtown Eastside is the "busiest" area of the city in terms of calls for service and criminal offences. One theory that attempts to explain displacements effects of crime prevention initiatives indicates that crime is very much likely displaced from "hot spots" to other "hot spots." Using these theoretical grounds and in order to test that further, we selected the next busiest comparison neighborhoods after the Downtown Eastside, i.e. the areas having the highest number of calls for police service and reported offences (total violent crime and total property crime).¹¹To compare numbers across areas, we looked at the criminal code offences per 1,000 population. The same rate was used for total calls for police service.

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**Downtown Eastside and selected comparison areas
Calls for police service, violent and property crimes per 1,000 population**

Neighborhood	Population	Calls/1000	Score	Violent/1000	Score	Property/1000	Score	Score total	Rank
Downtown Eastside (including Strathcona and portion of CBD)	16,275	2779.2	1	91.6	2	621.9	2	5	1
Mount Pleasant	23,695	973.9	2	23.5	5	260.1	4	11	2
Grandview - Woodlands	29,215	784.6	3	25.7	4	183.5	7	14	3

Notes:

- Calculation of total calls for police service and total violent and property crime offences per 1,000 population: the crime statistics for the year 1996 have been used to ensure consistency with the population figures (from 1996 Census).
- For each of the three variables, neighborhoods have been ranked by highest crime activity and highest number of police calls. The final synthetic score represents the sum of the three individual scores for each neighborhood.
- The district 1 portion of the Central Business District is not included in the table as population figures were not available to calculate the offence rates. Counts for this area are presented below.

Calls for police service, violent and property crimes counts

Neighborhood	Calls	Score	Violent	Score	Property	Score
CBD District 1	41,350	1	1,060	1	16,307	1
CBD District 2	28,980	2	949	2	6,755	3
Mount Pleasant	23,077	3	558	5	6,162	4
Grandview Woodlands	22,921	4	751	3	5,360	7
Strathcona	20,252	6	655	4	4,345	10

1996 data

Demographic variables (based on 1996 census data). Researchers have found that crime is likely to be influenced by a complex set of contextual factors. According to the National Institute of Justice study¹², "just as exercise can only work properly on a well-fed body, crime prevention of all kinds may only be effective when the institutional context is strong enough to support it." The NIJ report has identified seven key institutional settings: communities, families, schools, labor markets and places, as well as the institutions of policing and criminal justice. As an example of the importance of the social infrastructure, Elisabeth Marciniak¹³ has shown that arrest for domestic violence prevents crime in neighborhoods with low unemployment and high marriage rates—but arrest increases crime in census tracts with high unemployment and low marriage rates. Overall, criminologists have recognized that bonds to family, community, school and work create effective informal social controls.

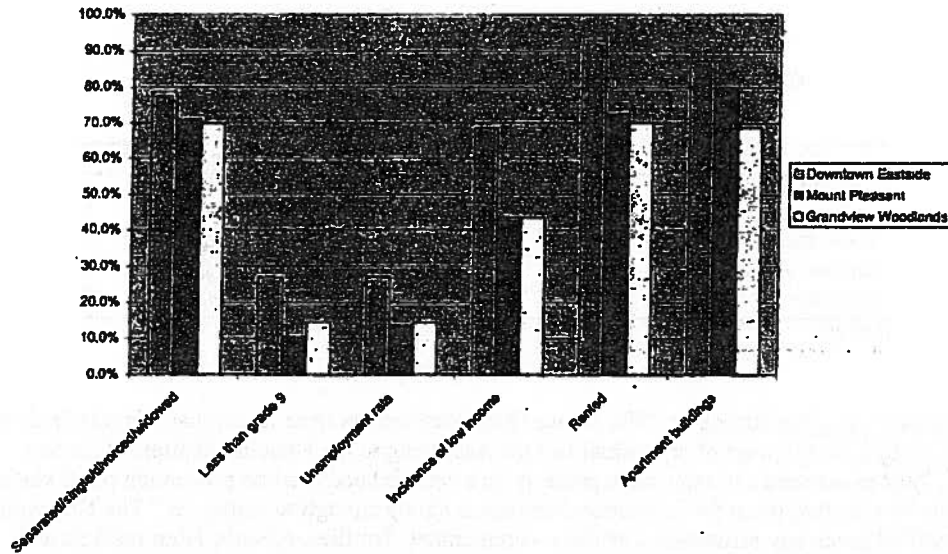
On the basis that the effectiveness of some crime prevention efforts may depend upon their institutional contexts, we will select neighborhoods that have institutional contexts similar to the Downtown Eastside.¹⁴ Among the seven institutional settings identified earlier, four appear to be particularly relevant: communities, families, schools, and labor markets. For each of these settings, one or two demographic variables from the census have been selected. The ultimate selection of the comparison areas is based on a combination of the demographic and the crime variables.

Based on this theoretical framework, the selected census variables are shown in the table below.

Setting	Variables
Communities	
Social variables	Incidence of low income in private households
Housing stock characteristics	Structural type of dwelling (% apartment buildings) Tenure (rented) ³
Families	Marital status (% single/separated/divorced/widowed population)
Schools	Level of schooling (less than grade 9)
Labor Markets	Unemployment rate

Note: Details on each of the four settings and their relationships with crime are included in the endnotes.⁶

Downtown Eastside and comparison areas



The census data for the District One portion of the CBD were not available. However, at the census tract level, the CBD displayed consistent trends that will make it a relevant comparison area. As a result, the proposed comparison areas are as follows:

- Mount Pleasant
- Grandview-Woodlands
- Central Business District (District 1 portion)

Analyses will be conducted both at the neighborhood level and at the census tract level.

Limitations. The use of comparison areas will allow us to study potential displacement effects within the City of Vancouver. However, there is a myriad of forms that displacement can take. A finding of little displacement in regard to the movement of offenders to areas near a crime place after the introduction of crime prevention initiatives does not mean that such displacement has not occurred in other areas of the city, or outside the city (such as Surrey, New Westminster or Burnaby). If

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displacement is spread broadly enough, it could easily become indistinguishable from normal changes in crime patterns. The present study focuses on the City of Vancouver. As a result, it will not be possible to draw conclusions about potential displacement effects occurring at the regional level.

4.4) Performance indicators

In order to capture trends and changes in crime levels and perceptions over time, the study will analyze four different sets of indicators: crime, health, community and perceptions indicators. Additional information will be collected on a fifth set of indicators related to youth. A tentative list of the selected indicators follows. This list of indicators is not exhaustive, and other indicators that appear to be relevant to the evaluation may be included later on.

Key performance indicators

	Indicators	Sources
Crime	Calls for police service (all types and priorities) Reported offences (all types) Repeat calls for service Arrests by type of offences	VPD VPD VPD VPD
Health	Illicit drug deaths (1) Drug overdoses Sudden deaths (other means) Fire & rescue responses Ambulance calls Intoxicated individuals picked on the street	Chief Coroner's Office, BC Stats, VPD VPD, BC Ambulance VPD Fire and Rescue Services BC Ambulance VPD, Saferide
Perceptions	Fear of crime, neighborhood conditions and safety Victimization	Resident survey

Other performance indicators

Community	Standards of maintenance by-law violations Liquor law violations Prostitution complaints Businesses mix /land use changes/businesses moving in/moving out Selected types of businesses: pubs, bars, cabarets, hotels, pawn shops, parking lots, retail dealers, rooming houses	Permits and Licenses, Property Use Branch Permits and Licenses VPD Permits & Licenses, Survey Permits & Licenses
Youth	Youth arrests Youths arrested for drug offences Youths involved in prostitution Youth overdoses Youths charged Youth at risk removed from the area	VPD VPD VPD VPD VPD VPD

(1) information available from Coroner's Office for three types of location: street address and municipality of residence; municipality where injury occurred; municipality of death. As street addresses of deaths are not gathered, it will not be possible to identify where the deaths occurred within Vancouver. However it will be possible to identify in what neighborhood/census tract the person resided.

Crime, Community and Health Indicators

The aim of monitoring these indicators is to determine whether the progressive introduction of extra police patrol resources and CCTV has a discernible influence on reported crime statistics and disorder issues. Selected indicators include traditional crime statistics, calls for police service, as well as community and health indicators related to disorder issues. The basic hypothesis to be tested is whether CCTV and extra patrol reduce crime and calls for service in the treated areas.

Community indicators--such as land uses patterns, businesses mix--have been included to reflect the importance of the context or "environmental backcloth" to explain criminal events. ¹⁶As an example, previous research on the spatial concentration of calls for police service in Vancouver has revealed that assault calls mostly concentrate in bar centered entertainment districts adjacent to business and transportation nodes, while family trouble calls concentrate in several poor neighborhoods and social housing clusters. ¹⁷If crime is to be understood as the product of interactions between people, places, sites, and situations, it is important to understand the physical settings that facilitate crime in the study areas. The evaluation will therefore pay particular attention to "crime attractors" ¹⁸such as drinking and entertainment establishments, as well as certain types of businesses that support criminal activity such as second-hand stores.

The data will be collected through available city records and a survey that will be conducted by SFU students. The survey--repeated every 12 months in the DTES and in the comparison areas--will determine the current level of commercial activity in each block. The types of space utilization will be "weighted" with low scores for undesirable usage (pizza/retail shops that are used to sell/use drugs) and higher scores for legitimate businesses. The scores will be compared over time. Also, in order to better understand merchants' perceptions of safety and capture the potential impacts of CCTV and extra police on businesses, brief interviews with tenants moving in and out will be conducted. Questions will cover location decision factors, perceptions of neighborhood conditions, safety and crime.

Youth indicators

In addition to increasing the police presence on the streets to deal with crime and disorder, the District 2 deployment plan includes specific strategies targeting recurring issues in the DTES: welfare fraud, rice wine, youth at risk, problem commercial premises. Youth at risk has been identified as an issue of particular relevance. As a result, specific indicators related to this population are included in the evaluation.

Perceptions indicators - The resident survey

One of the primary objectives of the DTES initiatives is to "increase the general public's sense of safety." As a result, the study will aim to assess changes in public perceptions (of crime, safety and neighborhood conditions), and changes in the occurrence of non-reported crimes and incivilities. The indicators will primarily be collected through a resident survey, as this is the only way to measure neighborhood safety perceptions and fear of crime. In addition, studies based on strict legal definitions of crime or reported offences may generate different findings to those based on victim surveys that include unreported incidents as well as nuisances or incivilities that may not constitute actual offences. Unreported crimes might well be affected by CCTV and extra police patrol, and this could, in turn, influence residents' perceptions of safety.

The resident and the business surveys conducted as part of the Community Policing Assessment provide relevant information on perceptions of crime, police performance and neighborhood livability for the city of Vancouver and the four districts. However, analyses cannot be made at the neighborhood level--due to small sample sizes. In order to capture residents' perceptions as part of the evaluation, a resident survey would be undertaken in the target area (DTES) and the comparison areas.

Two baseline resident surveys would be conducted at the same time: one in the DTES and one in the comparison neighborhoods. The survey would be replicated twice in the following two years in order to capture changes. ¹⁹ The questions asked in the survey would cover the following issues:

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- Crime victimization; unreported experiences of disorder issues and incivilities
- Fear of crime
- Assessment of neighborhood conditions, livability and safety.
- Demographics

A close-ended questionnaire will be prepared and administered through phone interviews with a random sample of 300 residents in the Downtown Eastside and 300 residents in the comparison areas (100 for each of the three control neighborhoods, CBD, Mount Pleasant and Grandview Woodlands). In addition, because there is a high proportion of SRO residents in the Downtown Eastside, 100 additional face to face interviews will be conducted with this population which is unlikely to have access to phones.

Types of analysis

Crime trends and changes in the other selected indicators over time will be monitored every year. Comparisons between the different study areas will also be made. Other additional analysis tools will be used for the study and include the following:

Regression analysis

A multivariate analysis of the effect of cameras and additional patrol on crime rates and crime/neighborhood perceptions will be conducted. Indeed, CCTV in association with high levels of policing may affect crime in a way that CCTV alone may not. Therefore we will test possible interactions by running a regression analysis on crime levels with independent variables being used for CCTV and policing activity levels.²⁰ Extraneous factors—other than the cameras and the increased police presence-- that may account for the potential variation in crime trends—will be added to the model. Such predictors would likely include neighborhood characteristics such as incidence of low income, level of schooling, income assistance, tenure, structure and type of dwellings, housing density, social housing units, mobility status (resident turnover rates), alcohol licensed seats. Another variable of interest—particularly to predict potential displacement effects and identify vulnerable areas—is the home location of persons arrested.

Crime location quotients

Crime location quotients measure the relative mix of different types of crimes for a particular area compared to the mix in surrounding areas.²¹ This technique will be used for understanding how the DTES, Mount Pleasant and Grandview Woodlands vary from city trends, and how they differ from each other. Crime location quotients are particularly helpful to explore the crime specializations of neighborhoods and changes. In particular, even though the volume of crimes in an area may remain the same, the crime mix may radically change over time.

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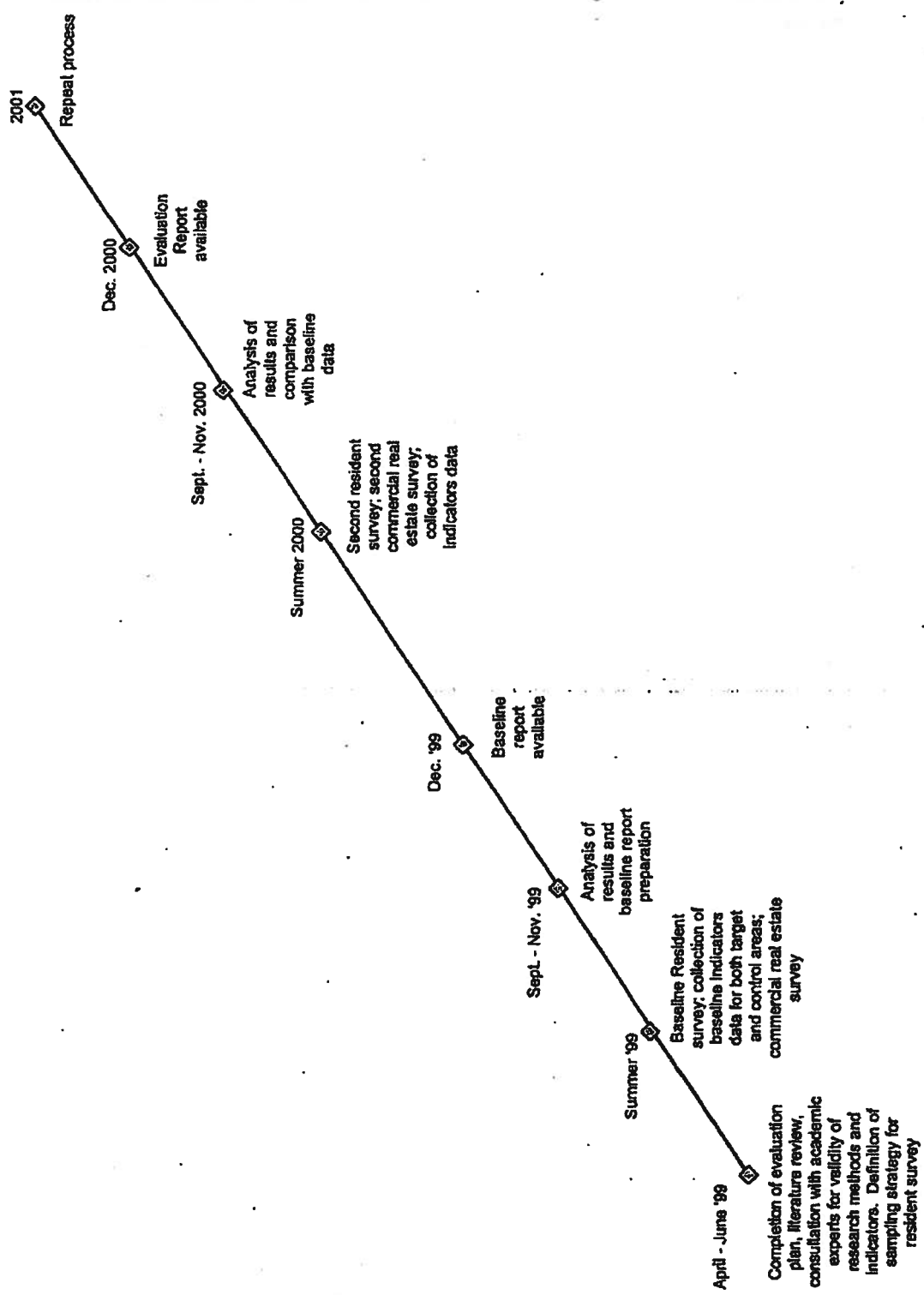
Endnotes

- ¹ Brown, B. CCTV in Town Centres: Three Case Studies. Crime Detection and Prevention Series Paper 68. London, Home Office, 1995.
- ² Sherman, L. W., D. Gottfredson, D. MacKenzie, J. Eck, P. Reuter, and S. Bushway. Preventing Crime: What Works, what doesn't, what's promising. National Institute of Justice, 1996.
- ³ Atlanta, Georgia; Baltimore, Maryland; Fort Lauderdale, Florida; Hollywood, California; Memphis, Tennessee; Tacoma, Washington.
- ⁴ Tacoma Police Department, internal memo.
- ⁵ Cohen, L.E. and M. Felson. "Social Change and Crime Rate Trends: A Routine Activity Approach." *American Sociological Review*, vol. 44, 1979.
- ⁶ Clarke, R.V. and D. Weisburd. "Diffusion of Crime Control Benefits: Observations on the Reverse of Displacement." In R.V. Clarke (ed.), *Crime Prevention Studies*, Vol. 2. Monsey, NY: Criminal Justice Press, 1994.
- ⁷ Webb, B. and Laycock, G. Reducing Crime on the London Underground: An evaluation of three pilot projects. Crime Prevention unit Series Paper 30. London: Home Office Police Department, 1991.
- ⁸ Corder, G. W. "Foot patrol without community policing. Law and Order in Public Housing. In D. P. Rosenbaum (ed.), The Challenge of Community Policing. Testing the Promises. Sage Publications, 1994.
- ⁹ Sherman, L. and D. Weisburd. "General deterrent effects of police patrol in crime "hot spots": A randomized, controlled trial." *Justice Quarterly*, Vol. 12 No.4, December 1995.
- ¹⁰ City of Vancouver, Downtown Eastside Community Monitoring Report. Spring 1998.
- ¹¹ Drug offences have not been included, as the number of offences outside the DTES was too small for comparison.
- ¹² Sherman, L. et al. Op. Cit.
- ¹³ Marciniak, E. Community Policing of Domestic Violence: Neighborhood differences in the effects of arrest. PhD Dissertation, University of Maryland, College Park, 1994.
- ¹⁴ Again, no equivalent matches are sought.
- ¹⁵ Community is the most broadly defined institutional setting. Previous research has revealed that serious violent crime in America is predominantly a matter of one particular kind of community, increasingly isolated and shunned by the rest of American society (W. J. Wilson, When Work Disappears. Knopf, 1996). A community can be defined by the ethnic/country origin of the population, its income status (including poverty rates), its age (children, youth, families, elderly), its stability (measured for example by rates of homeownership). Community is also defined by its physical features. The "broken windows" theory developed by James Wilson and George Kelling claims that in communities where both people and buildings appear disorderly, the visual message that the community is out of control may attract more serious crime. This may happen by a spiral of increasing fear of crime among conventional people, who use the area less and thus provide less informal control. The most basic structural feature of any community is the condition of its families. Literature has shown that broken families constitute a risk factor. Finally, school and labour market integration provide critical social controls. There is strong theoretical and empirical support for the crime preventive value of employment. Wilson has demonstrated that massive joblessness, low achieving schools and social isolation are factors that greatly influence crime.
- ¹⁶ Brantingham P. L. and P. J. Brantingham. "Environmental Criminology: From Theory to urban Planning Practice." *Studies on Crime and Crime Prevention*.
- ¹⁷ Brantingham and Brantingham, Ibid.
- ¹⁸ Brantingham P. L. and P. J. Brantingham. "A Theoretical model of crime hot spot generation." *Studies on Crime and Crime Prevention*, 1997.
- ¹⁹ Resident surveys have been part of the UK Home Office evaluation of CCTV. For example, in order to assess the impact of CCTV system in Birmingham, two surveys of the general public were conducted in Birmingham City centre. One took place in December 1990 immediately before the installation of cameras and the second one year later. About 700 people took part in each survey and the aim was to assess any changes in self reported victimisation and fear of crime 12 months after the installation of the cameras.
- ²⁰ A possible independent variable for policing levels may be the time spent by police units in the target location, the DTES. This variable can be measured in unit-hours. A unit-hour refers to the number of hours each police unit spent in the target area; units include one-officer marked cars, two-officer marked cars, and one or two-officer foot patrols. The dependent variables will be measured by calls for service, reported offences, and selected "perceptions" variables drawn from the resident survey.

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²¹ Brantingham P. L. and P. J. Brantingham. "Mapping crime for analytic purposes: location quotients, counts, and rates."

TIMELINE



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**VANCOUVER POLICE DEPARTMENT
OPERATIONS DIVISION**

August 3, 1999

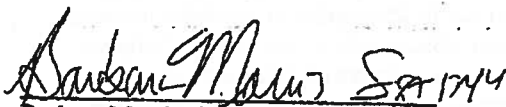
To: Inspector E. Kajander
From: Sergeant B. Morris
Neighbourhood Policing Team

Subject: Cst. Callender's report (attached)

I have reviewed Cst. Callender's report and wholeheartedly endorse the position he has presented. I have had numerous calls from members of the community expressing their concern about the impact of the DTES DEEP. The displacement of criminals and increase in a different style of criminal activity is having a significant negative effect on Mount Pleasant.

Citizens are contacting civic, provincial and federal politicians about these problems. It logically follows that there will be pointed questions asked how the Department intends to respond. Nothing short of a labour intensive dedicated enforcement team will address the problems, provided that the initiative is on a city-wide basis to prevent further displacement concerns.

Respectfully submitted,


Barbara Morris, Sergeant 1244
District 3, Neighbourhood Policing Team

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**VANCOUVER POLICE DEPARTMENT
DISTRICT THREE, NEIGHBOURHOOD POLICING TEAM**

August 3, 1999

To: INSPECTOR KAJANDER I/C DISTRICT THREE

From: Cst. Steven Callender, #1380 Mt. Pleasant Liaison Officer

Subject: DISPLACEMENT OF STREET DRUG PROBLEM FROM DTES

On 99/07/27 I returned from Annual Leave to find a large number of complaints from members of the Community of Mt. Pleasant, about what they have observed recently. I am informed that within the last two months they have observed a very large increase in street level drug trafficking and a difference in the Modus Operandi of the participants of the trade. They are being seen standing on the street corners selling their 'wares' in a very bold and obvious manner. Previously this type of wide open narcotic trafficking was considerably more discreet in this neighbourhood. In fact this way of doing business is very similar to the way the trade is conducted in the DTES. The increase in this kind of problem and the complaints received have increased in direct relation to the start of the DTES DEEP and the increase in police presence in that community.

I attended a meeting during which the DEEP was explained to me. In fact I have worked on three shifts in that area myself. I believe that what this project is designed to accomplish is necessary however I am not sure if proper consideration was made of the effects that displacement would have and where it would locate itself. It was explained to me that if displacement was demonstrated to be particularly severe in a given neighbourhood then the NCO on duty could contact Car 10 and request that the DEEP members on duty be transferred to that particular neighbourhood for the shift. If this is the only arrangement made for this type of occurrence then I am afraid it is not enough. A few members assigned to Broadway and Fraser for a few hours will not solve anything. I strongly believe that any project that is designed to begin to address the policing concerns of the DTES must also take into account the entire city. I am not sure that this is the case in this instance.

I have attached copies of citizen letters that I have received in the last week. I was called to a Community Forum on July 27th at the Mt. Pleasant Neighbourhood House at which approximately thirty citizens attended at made it very clear to me that there is a marked increase in street drug and prostitution activity in the last two months. It goes beyond the usual summer increase that has been the case in the past. These citizens have lived in the neighbourhood for several, if not many, years and do know the difference. They want their issue's addressed. I believe that there will quite possibly be many letters sent to our executive and to City Council about this issue in the near future. I am writing to you to bring this to your attention so that perhaps a plan to deal with this problem can begin to be formulated.

RESPECTFULLY SUBMITTED FOR YOUR ATTENTION


**CST. STEVEN CALLENDER
D-3 NPT
MT. PLEASANT LIAISON OFFICER**

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VANCOUVER POLICE DEPARTMENT
SECTION NAME

File SMT

August 4, 1999

To: A/Deputy Chief Constable Ken Davies, Commanding Operations Division

From: A/Inspector Dave Nelmes I/C District Three

Subject: Displacement Concerns From DEEP

The attached report from Constable Steve Callender brings forward some issues that were forecasted due to the increased enforcement in the Downtown Eastside. The *displacement* issue has been identified in two areas of District 3 and has been brought to our attention by the Community.

The Broadway and Commercial area that borders on Cedar Cottage has noticed an increase in the amount of drug traffickers in recent weeks. The closing of the Lusitania Pool Hall has moved the focal point of these activities south between Broadway and 12 th avenue.

The most recent area of concern is in Mount Pleasant. Citizens of this Community are used to a certain amount of illegal activity as this neighbourhood has always been high risk. Prostitution and drug activity continues to be addressed using the available resources and strategies. These methods of targeting only act as a bandaid as increased enforcement in any neighbourhood will eventually move it to another area.

Sergeant Morris suggests that a co-ordinated effort is required *city wide* to address the concern of displacement. I would recommend that strategies be discussed at the next Operations Division Meeting to determine the extent of displacement and how to address these concerns.

D. Nelmes, A/Inspector District Three

99.08.06
S.M.T. item for
discussion
J Dec 99

RECEIVED
99.08.03

VANCOUVER POLICE BOARD
MINUTES of Regular Meeting
 held on September 29, 1999, 3:10 p.m. to 5 p.m.
 VPD Board Room, 2120 Cambie Street, Vancouver

Board Members Present:

Mayor Philip Owen
 Ian Adam
 Sue Bauman
 Jim Pozer
 Linda Williams
 Florence Wong

Insp. Chris Beach
 Insp. Carolyn Daley
 Insp. Esko Kajander
 Insp. John Eldridge
 S/Sgt. Doug Mackay-Dunn
 Sgt. Gord Coburn
 Sgt. Ken Frail
 Sgt. Brian Nixon
 Sgt. Garry Lester
 Sgt. Bob Rich
 Barb Wright, Cedar Cottage CPC
 Malcolm Motley
 Ann Livingstone, VANDU
 Ray Greenwood, Van. Fireworks Soc.
 Beth Nielsen, Brd. Exec. Assistant

Regrets:

Kinder Mottus

Present

Interim Chief Constable Terry Blythe
 DCC Brian McGuinness
 A/DCC Gary Greer
 A/DCC John Unger

The Regular Meeting was called to order at 3:10 p.m.

1. **Adoption of Agenda**

MOVED by J. Pozer/SECONDED by F. Wong:

THAT the Regular Agenda for September 29, 1999 be adopted as presented.

CARRIED

2. **Approval of Regular Minutes**

MOVED by I. Adam/SECONDED by J. Pozer:

THAT the Regular Minutes of the Police Board meeting held July 28, 1999 be approved as circulated.

CARRIED

3. **Symphony of Fire Plaque**

Raymond Greenwood, Chair of the Vancouver Fireworks Society presented a plaque to Mayor Owen and thanked the VPD for the great job on the 10th Symphony of Fire event. Everything worked extremely well and the efforts of the police auxiliary, Sergeant Scouten and Inspector Day were recognized by Mr. Greenwood. Mayor Owen concurred and mentioned that he supported liquor seizures in order for the event to be safe. L. Williams noted that some citizens were concerned about the search & seizures.

4. **Report #9934: PRIME BC Project**

Insp. Jim Chu outlined briefly the rationale for the Prime B.C. Project, which was explained in Report #9934. He advised that Ken Bayne - City Finance supported the business case for the project. Richmond RCMP and Port Moody are also pursuing participation. The Teamsters Union has been provided a copy of the report. There would be no job loses, but perhaps a reduction in some positions. A Teamsters rep will accompany the Inspector on

a observation trip of a similar system in Ontario. It was clarified that the long period for amortization was due to the vendor providing an update software package each year. This differs from the old CAD system which received no upgrades once purchased.

MOVED by L. Williams/SECONDED by J. Pozer:

THAT the Vancouver Police ratify its polled decision of September 13, 1999:

THAT the Vancouver Police Board recognizes the critical need for regional police information sharing between the Vancouver Police and other police agencies in the region;

THEREFORE BE IT RESOLVED that as outlined in Report #99-34, the Vancouver Police Board endorses the involvement of the Vancouver Police Department in the PRIME BC police records management/mobile reporting project, subject to E-Comm Board and City Council approval.

CARRIED

5. **Report #9959: VPD Budget Status and SAP Update**

Gary Armstrong, Manager of Finance & Administration, reviewed Report #9959. While he noted that the figures show the VPD under budget, the Department does not have strong comfort with some numbers and certain cost areas are not properly accounted for. Adjustments with the new system are still occurring, and the different system of recording overtime was discussed. (There is a delay from banking overtime and the requirement for members to use the overtime up.) Overtime from the past, which could be several \$ million, needs to be incorporated in the new system. Mr. Armstrong then explained about the recent initiatives to produce various reports needed city wide and the role of the consultants brought on. As a result of delays in SAP implementation, the year 2000 budget planning will also be delayed. Mr. Armstrong has circulated to VPD managers the City's budget guidelines (1% for inflation and contractual increases) and each section will be creating their budget which would then be used to generate an overall budget. A copy of the information package will also be distributed to the Board. Mr. Armstrong said he hoped that the analysis of the accuracy of the figures would be completed within two weeks.

ACTION:

Board members supported S. Bauman's request that a timeline for producing the 2000 budget be submitted to the Board and a training session be held on the new budget system.

MOVED by S. Bauman/SECONDED by L. Williams:

THAT the Vancouver Police Board receive as information Report #9959, the Budget Status Report as of August 26, 1999 @ 65% of the year and a status report on the SAP implementation and outstanding issues.

CARRIED

6. **Moving Forward**

6.1 **Leadership & Planned Change Team**

Interim Chief Constable Terry Blythe said this initiative was advancing on a team basis and the composition of the team was mixed with VPD members and Board members involved. In the previous week, over 400 member were briefed on the team and leadership concept and positive feedback was received. Inclusiveness is being promoted.

- 6.2 **Jail Move** - A/DCC Gary Greer advised that the Jail move occurred on August 22 and the Jail Management Committee meets weekly to deal with outstanding issues. There were some technical start-up difficulties but these are being resolved. There is one Sergeant assigned and three nurses on a seconded arrangement until December. In November the digital fingerprint system will come on stream at the Jail and VPD.
- 6.3 **Helicopter Project** - DCC Brian McGuinness reviewed briefly the two helicopter options previously considered by the Board and advised that securing other police force support for the Vancouver Helicopter proposal was proceeding slower than anticipated. The concept of a police/media partnership was a concern. He also was trying to gain information on the status of fundraising by the Vancouver Air Society for their proposal. Wescam did a surveillance demonstration for E-Comm and EOC, and they may pursue development of a lower-mainland interest-based group to advance their proposal. Meanwhile, the VPD is still interested in the Vancouver Helicopter proposal, a more economical model, and they continue to seek support from other forces.

MOVED by J. Pozer/SECONDED by I. Adam:

THAT the Vancouver Police Board receive as information the Minutes of Leadership Planned Change Team dated August 11, 1999 and the verbal reports on LPCT, the Jail and helicopters.

CARRIED

7. Downtown Eastside

Rice Wine - In follow-up to the Board's position regarding rice wine, Inspector Chris Beach advised that the Province is still struggling with administration issues and rice wine remains available in locals stores at this time. The Coroner's office has identified four deaths and one pedestrian struck since June, with rice alcohol a factor. A Provincial consultant is working on the issue.

Report #9960: DEEP Status Report - The Inspector displayed a bag of drug paraphernalia seized in an DTE alley the previous week, he emphasized that this is what citizens and police members encountered daily in the neighbourhood. The lack of sufficient health facilities was raised. He then reviewed Report #9960. Phase 1 came in under budget and allows for some additional officers during social assistance pay periods. Concern was expressed about a number of cases and lenient release conditions and sentences. The Inspector commented that to be successful in restoring order to the DTE, that perpetrators with high recidivism rates must be kept in custody and off the streets. Board members supported this view.

Discussion ensued about the role in the judiciary in responding to the citizens' concerns for security and safety in their neighbourhood. Board members supported continued letter writing about these concerns. Constable Phillippa Adams is tracking sentencing practices and examples can easily be provided to the Board. The letters should be reviewed by the Law Department first. The Chief Constable recognized that more emphasis was needed from the community on the courtwatch program and getting the message out, and the media has a role to play in this. S. Bauman mentioned the North Vancouver Courtwatch program and that some of the Vancouver CPCs were trying to initiate one for Vancouver. The Mayor noted that when meeting with the Justice Minister, she explained that there was a process open, whereby the Minister of Justice could review consistency in lenient sentences. The Chief Constable advised that the Senior Management Team had also met with Crown Counsel to discuss their concerns and advancing of VPD priorities. L. Williams suggested there should be more coordinated efforts and monthly updates.

Commercial/Broadway Criminal Activity - Inspector Beach explained that displacement was being monitored and the problems being experienced on Commercial Drive and Broadway, around the Skytrain station, were from a different group of people and not the same as those from the DTE. The group is very diverse. He then outlined the police enforcement efforts to respond to the problems, noting that non-traditional response was needed. Officers from D2 and D3 are meeting to develop appropriate strategies. Regarding decrease in crime in the DTE, the Inspector said some individuals have stopped their criminal activity, others are moving outside city, and there is movement with neighbourhood to 200 & 400 Dunlevy Streets and Oppenheimer Park. The lack of sufficient security with Skytrain is a concern of the VPD. The closing of the Pool Hall has contributed to the activity on the street.

Inspector Kajander said there was a meeting being held with the CPCs in the area and the Grandview Woodlands community to discuss the criminal activity. There is a joint D2 & D3 plan to increase regular foot patrols in the area; these officers do not respond to other calls. Delta shift is conducting regular projects in Broadway, Commercial and Mount Pleasant. Mayor Owen had met with some local residents about the problems. The City has been pulling licenses and closing some businesses, and there are more show/cause hearings occurring. A/DCC Unger said that of the 3200 checks conducted during Phase I of DEEP, it appears that 50% of the individuals live outside the city.

S. Bauman queried about the status of the National Crime Prevention funded project in the DTE and the responsibilities of the various participants. DCC McGuinness emphasized that all three levels of government must be held accountable to fulfill their roles in the joint plan. The VPD is moving ahead with its efforts and is very visible, but without the other components happening, the plan will not succeed. Facilitation of all the efforts is essential.

Barb Wright, Coordinator - Cedar Cottage CPC, said she believed some of the recent activity was displacement as new people arrived in the area because they knew of the DTE police efforts and wanted to relocate. She said the criminals seemed more dangerous and sophisticated in their activity.

MOVED by J. Pozer/SECONDED by I. Adam:

THAT the Vancouver Police Board receive the following items as information: *Report #9960: DEEP Status Report*, September 3, 1999 letter from C. Wasylyshyn, September 1 and September 13, 1999 letters from M. Munroe, and September 2, 1999 letter from R. Di Maggio.

CARRIED

8. Posting of Reward - Richard Chacon

DCC Brian McGuinness outlined homicide case #99-163787 and the murder of Richard Chacon on July 25, 1999.

MOVED by I. Adam/SECONDED by L. Williams:

THAT the Vancouver Police Board ratify its August 19, 1999 polled decision to authorize a standard reward of \$10,000 leading, for information leading to the arrest and conviction of the person or persons responsible for the Murder of Richard Allang CHACON, Case #99-163787.

CARRIED

9. Vancouver Police Foundation

Ian Adam, Board liaison to the Vancouver Police Foundation, informed the Board about the \$52,000 of 1999 grants the Foundation has approved for police related activities. He advised that the Foundations's assets had increased to \$630,000 in 1999.

MOVED by L. Williams/SECONDED by F. Wong:

THAT the Vancouver Police Board receive as information the excerpt from the June 21, 1999 Minutes of the Vancouver Police Foundation.

CARRIED

10. Ministry of Children & Families - Youth Independent Living Proposal

Linda Williams advised that she, Florence Wong and VPD representatives met with representatives of the Ministry of Children and Families to discuss their proposed independent living concept and concerns of the Board and police. The plan is still at the conceptual stages and only a small number of youth will be involved. These youth will be required to sign an agreement. It was felt that the meeting went well and no further follow-up is needed at this time. B. Nielsen mentioned that there would be an appeal component included in the plan and the VPD had just advised that they would be seeking status in the appeal process.

MOVED by F. Wong/SECONDED by L. Williams:

THAT the Vancouver Police Board receive as information the verbal report on the Youth Independent Living Proposal.

CARRIED

11. CAPB Conference & Resolutions

Florence Wong said the Canadian Association of Police Boards conference and annual meeting went well. She, Sue Bauman, Linda Williams and Beth Nielsen attended the conference. She thought the sessions with representatives of the Federal Government were good, such as the proposed integrated information technology strategy. All resolutions proposed by the Vancouver Police Board were passed and the VPD representatives assisted with amendments to other resolutions. There were two additional resolutions from the floor which have been circulated to the board. Possible hosting of the 2002 conference was suggested.

MOVED by F. Wong/SECONDED by S. Bauman:

THAT the Vancouver Police Board receive as information the verbal report and Resolutions #99-11 and #99-12 from the 1999 CAPB Annual General Meeting.

CARRIED

12. Diversity Relations Unit

Sgt. Garry Lester reviewed his report of September 1, 1999 on the Diversity Relations Unit activities from October 1997 to May 1999, and Chief's Constable's Diversity Advisory Committee. He also expanded upon the workplace harassment training plans. Four members from DAC will take a 12 week program at BCIT on the issue so that they can act as resources to the plan. DAC is prioritizing what it wishes to accomplish and will identify a timeframe and the resources needed. DAC has met with the Interim Chief Constable to discuss how they will work together. The Sergeant commented that Board liaison Kinder

Mottus was very helpful at the meetings.

MOVED by I. Adam/SECONDED by J. Pozer:

THAT the Vancouver Police Board receive as information the *Diversity Relations Unit Update and Status Report October 1997 to May 1999* and DAC Minutes of August 11, 1999.

CARRIED

13. **Chief Constable's Report**

Interim Chief Constable Terry Blythe noted that the Board received from him a summary of community events and department accomplishments and each of Deputies had submitted a Divisional summary for their information. This will happen monthly. The Chief Constable was also in Edinburgh with the VPD Pipe Band for the Tattoo and Vancouver was well recognized.

MOVED by F. Wong/SECONDED by J. Pozer:

THAT the Vancouver Police Board receive as information the following reports on community events and activities: September 17, 1999 memo from the Chief Constable, September 24, 1999 memo from DCC Brian McGuinness, September 27, 1999 memos from A/DCC John Unger and from A/DCC Gary Greer.

CARRIED

14. **Correspondence**

Item 14.16 - The Board was circulated a September 29, 1999 letter from Cpl. Jeannie Yee related to the request. Williams outlined the rationale for the request for gift certificates for Citizen Police Academy volunteers. While some of the instructors are on paid duty, others volunteer. It is a first rate program. The Chief and Deputies concurred that it was a great program and they supported the request and said it should be referred to the SMT. Councillor Chiavario commented that she too was a graduate of the academy and agreed it was a good program. She also felt there may be people interested in donating funds for the certificates.

MOVED by L. Williams/SECONDED by F. Wong:

THAT the Vancouver Police Board approve in principle the provision of gift certificates for Citizen Police Academy volunteers who are not on paid duty, that donations be pursued if possible, and that the matter be referred to the attention of the Senior Management Team.

CARRIED

Item 14.4 - I. Adam complimented Sgt. Bob Rich on his article re the Chief Constable matter in the June/July VPU Newsletter.

MOVED by L. Williams/SECONDED by S. Bauman:

THAT the Vancouver Police Board receive as information the following:

- 14.1 Report #9958: *Statistical Information on Public Complaints Against the Police for July and August 1999*
- 14.2 *1999 VPD Homicide Case Status/August 17, 1999*
- 14.3 Letters of appreciation and support of VPD members
- 14.4 Letter from S. Siemers/August 23, 1999
- 14.5 Letter from Calgary Police Commission (report in Board office)/August 20, 1999
- 14.6 Excerpts from Blue Line/August-September, 1999
- 14.7 *VPD Community Policing Assessment Summary/August 1999*
- 14.8 Block Watch Summer 1999

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- 14.9 Letter from B.C. Federation of Police officers re Reserves Manual - Attorney General/September 7, 1999
- 14.10 Letter from Attorney General re rice wine/September 10, 1999
- 14.11 Robbery Squad Monthly Statistical Report/August 1999
- 14.12 Letter from B.C. Law Enforcement Torch Run/September 4, 1999
- 14.13 VPD Radio System Update/September 10, 1999
- 14.14 VPU Newsletter/September 1999
- 14.15 Information sheet re Patrol Division Development Model - 11 Hour Shift
- 14.16 Request from L. Williams re Police Academy Recognitions/September 24, 1999.

CARRIED

15. Other

Councillor Chiavario - The Councillor commented that when she is attending community meetings, she is often engaged in discussion on community policing and introduces them to concept of the Police Board. She requested a system to link interested people to the Board.

ACTION:

THAT Councillor Chiavario liaise with the Board office to refer interested groups and to invite Board members to participate in events.

Malcolm Motley - This citizen from the Commercial/Broadway area, said he felt better after hearing the police at the Board meeting discuss the problems in his neighbourhood and how they were trying to deal with them. As a result, his anxiety is reduced.

The Regular Meeting was adjourned at 5 pm.

Prepared by:

Approved by:

Beth Nielsen, Executive Assistant

Mayor Philip
Owen, Chair

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Operational Support Division
Operational Support Division

DATE: *11/18/99*
~~2002-04-10~~

TO: Chair and Members
 Vancouver Police Board

FROM: Brian McGuinness, Deputy Chief of Police
 CO, Operational Support Division

SUBJECT: **BOARD UPDATE - ISSUES**

In this month's Board report I would like to outline to the Board the some of the significant contributions members of the Operational Support Division are making to the safety and security of the citizens of Vancouver.

If you have any questions or would like more details on what is outlined in my report please contact me and I will provide you with the information.

Shortly the Division will be advertising to all members of the Department an opportunity for them to work in different areas of our Division so that they can gain some insight on what is needed to conduct major follow up investigations. This is an initiative to increase the awareness of younger members on the importance of conducting thorough initial investigations and to ensure they are capturing as much information as possible. Members who would like to participate in this awareness will be accommodated as Operations staffing and shifting requirements allow. The Operational Support Division sees this program as an excellent mentoring opportunity for members to use is assisting them in developing their career paths in the organization.

Please find listed below my extraordinary activities since the last Board meeting:

October 28	B.C. Safety Council Board of Directors meeting
October 28	Kids Help Phone Advisory Committee Meeting
October 27-31	Copsicle Sit (a fund-raiser for the B.C. Law Enforcement Torch Run in support of B.C. Special Olympics, over \$23,000.00 was raised and I thank the Board members that supported this unique fund-raiser).
November 3-7	St. Louis Missouri – Attended the International Conference of the Law

Our goal is to reduce crime and improve clearance rates, while providing a quality police service to ensure a safer community.

November 9 Enforcement Torch Run for Special Olympics.
 Hate Crime Sub Group meeting for the planning of an International
 Hate Crime Conference in Vancouver in the year 2001.
 November 9 Better Business Bureau Board of Directors Meeting
 November 11 Remembrance Day Services South Memorial Park
 November 15 Meeting with Chief Busson OCABC re presentation to the Federal
 Solicitor General
 November 16 Presentation from Major General Lewis McKenzie (retired) re Managing
 and Leveraging Partnerships
 November 19 Committee meeting with ICBC to decide on grants for auto theft
 strategies.
 November 20 Odd Squad Productions premiere Vogue Theatre.
 November 22 & 23 Diversity Course
 November 24 provided evidence to the APEC Inquiry.
 November 25 Kids Help Phone Advisory Council Meeting.
 November 26 BC Rehab Foundation Meeting.

APEC RCMP PUBLIC COMPLAINTS HEARING

The RCMP Public Complaints hearing is proceeding slowly and will be hearing from other VPD members in November. No issues have been raised that concern the VPD to date.

EMERGENCY & OPERATIONAL PLANNING SECTION (EOPS)

Effective 99-11-01 the OAS Section became the Emergency & Operational Planning Section (EOPS). Traffic Special Services, Accident Investigation and Hit & Run units were officially transferred to the new Traffic Section under Inspector Ken Davies.

EOPS now includes Emergency Planning Unit, Operational Planning Unit, Threat Assessment Unit (Formerly Terrorist Extremist Section out of CLEU), Reserve Co-ordinator and Dog Squad.

Operational Planning continues to work on event plans for Grey Cup as well as Y2K deployment.

Dog Squad

The Capitol Plan will go to the ratepayers on November 20, 1999 for approval. Engineering have advised that they have included plans to accommodate the Dog Squad at the Chess Street site which is where Cambie Yards will move within the next two years.

Our goal is to reduce crime and improve clearance rates, while providing a quality police service to ensure a safer community.

Reserve Force

The Attorney General's office has approved the policy for Reserves/Auxiliary Programs in British Columbia and these are being forwarded for distribution to each Reserve member. They must be implemented by April 30, 2000. We are on target to have these implemented early in the year 2000.

The Districts have assigned liaison persons for the Reserves to ensure that programs are developed for each District that will enhance community based policing. Citizens Crime Watch has also asked for the support of the Reserves to provide radio base operators and the ability to CPIC vehicles suspected of being stolen.

The Reserve Co-ordinator will meet with the Vancouver Police Union Executive to discuss proposed roles of the Reserves in community based projects and determine if there is a way to have Reserve members accompany Regular members on practical ride-alongs.

TACTICAL SUPPORT SECTION**Emergency Response Team**

In the month of October ERT responded to nine Critical Incidents for a year to date total of 188. The team continues to be a valuable resource to Patrol by assisting with the call load and giving special attention to problem nightclubs and schools when requested. We delivered the annual Advanced Course that was attended by the entire ERT as well as outside agencies including; Abbotsford PD, Port Moody PD, New Westminster PD, Burnaby RCMP and Monroe (Washington) PD. The course received very positive feedback. ERT members gave a presentation to new call takers at E-COMM about the responsibilities and functions of the ERT with an overview on how they can assist by gathering necessary and valuable information.

Strike Force:

Very busy month assisting on a variety of Homicide and Robbery investigations as well as assisting the Sexual Offence Squad targeting a number of high-risk offenders. With only two surveillance squads to cover all requests for assistance, targets are prioritized on a daily basis.

Our goal is to reduce crime and improve clearance rates, while providing a quality police service to ensure a safer community.

Gang Crime Unit:

Concluded a very lengthy operation regarding cloned cell phones. Telus and Cante) advised that the subject of the investigation had the largest telephone cloning operation in Canada. As a result of persistence from the investigators the subject was arrested and charged with numerous offences. A great deal of sophisticated equipment was seized. The squad also assisted Edmonton PD with a major drug conspiracy investigation by locating and arresting a couple of key players in Vancouver.

OMG:

Ongoing progress with project and intelligence activity.

Intelligence Unit:

Our unit continues to gain a reputation as a source of current and valuable information regarding youth and gang criminal activity. Agencies from across the lower mainland request information on a regular basis. The unit's monthly intelligence summary is widely distributed and well received.

SPECIALIZED INVESTIGATION SECTION**Crime Stoppers**

CrimeStoppers is on line for another record year. We have already seized \$18 million in drugs and more than \$2 million in stolen property as a direct result of our tips. Mugshots continue to have a very high clearance rate (about 70%) and have proved to be valuable in getting some very dangerous wanted criminals off our streets. As well, all police jurisdictions are using re-enactments as a tool to secure that one piece of evidence they need to solve crimes when they run into roadblocks along the way.

The Vice Unit is currently operating the DISC Program (very successful) that deals with the tracking of Johns, the FACES Program (very successful) that deals with missing juveniles believed to be involved in the sex trade, and the Prostitution Offender Program (John School, still in its infancy). These programs have been so successful and accepted by the community and law enforcement, that they have become virtually full-time positions. This has made it difficult at times to function operationally in the manner required to deal with Juvenile Sex Trade Workers, Johns, and Pimps, which is still the mandate for the Unit.

We do interviews with Social Escort License applicants, do background checks on business license applicants and on Recruit Applicants to the Police Department. We also try to maintain a sex trade worker registry that is utilized by all Sections of the Police Department to assist

Our goal is to reduce crime and improve clearance rates, while providing a quality police service to ensure a safer community.

them in other investigations.

We have also been active with the Community Police Offices and City Permits and Licenses in dealing with the vast numbers of illegal Escort Agencies, Massage Parlours, and Body Rub establishments that have multiplied in recent years. These agencies are fronts for prostitution and regularly involve illegal immigrants (trafficking in women) and underage females. As a result of this cooperation, a number of businesses have been closed down. We are also liaising with Permits and Licenses to draft up changes to the Bylaw to be presented to City Council. This will make it easier to deal with these types of establishments.

The following information will provide you with a status report on the D.I.S.C. and FACES Programs:

In 1999, the D.I.S.C. (*Deter and Identify Sex Trade Consumers*) program of the Vancouver Police Department received funds in the amount of \$75,000.00 from the Ministry of Attorney General. These funds were to be used to enhance and broaden the geographic scope of D.I.S.C. in British Columbia.

D.I.S.C. members, working with E-Comm staff, are close to the final set-up of the Virtual Private Network, part of the PRIME B.C. infrastructure. The next phase of the project involves the customization and continuing upgrade of the program. Included with this will be the ongoing training and information sharing with other police agencies in North America.

It is now possible that any police agency in Canada and the U.S.A. who is interested in our program can join, and at minimal cost, become involved in the sharing and inputting of information on the database. FACES (*Fight Against Child Exploitation*) program is now being re-configured with the DISC program, thereby making this program available internationally. At this time there are 17 different agencies involved in the sharing of information and this list continues to grow, with new requests for information and joining requests occurring on a regular basis. This interest and inter-agency support only demonstrates how important and useful the program has become, and will be in helping stop child exploitation, and in assisting police in varied criminal and community issues.

Gaming Unit

The Gaming Unit is extremely busy investigating illegal gaming and monitoring legal gaming.

Financial Crime Unit

The Financial Crime Unit has moved forward with several successful initiatives recently:

Our goal is to reduce crime and improve clearance rates, while providing a quality police service to ensure a safer community.

- 1) The Computer Investigative Support Unit went "live" on Monday, 99.11.15. CISU will provide both computer forensic and internet investigative ability to our investigators. This is the first such municipal police unit in the Province. Two Financial Crime Unit members are assigned to CISU, providing coverage Monday through Friday. This is a significant step forward, and reflects our commitment to the challenges of countering new and evolving high technology crime.

This computer laboratory would not have become a reality without the support of the Vancouver Police Foundation and a partnership with Compaq Canada.

- 2) In conjunction with the Downtown Vancouver Business Improvement Association, our unit has joined "Operation Co-operation". This program allows the Financial Crime Unit to provide real-time fraud information to the business community through dedicated Telelink pagers. We now have the capability of sending information to an unlimited number of merchants simultaneously. It is hoped that the major financial institutions will join this initiative.
- 3) Ikon Business Solutions donated a new fax machine to the Financial Crime Unit in support of the "Heads-Up" fraud prevention program. We have committed one investigator to work with the BC Crime Prevention Association in the provincial rollout of this program. "Heads-Up" educates vulnerable groups such as seniors and merchants in techniques to protect themselves from fraud.
- 4) Sergeant Meanley has been elected Vice President of the Society for the Policing of Cyberspace. He also sits as an advisor on the joint JIBC/UBC venture known as the Canadian Center for Information Technology Security (CCITS).

Drugs Unit I

Drugs Unit I continues to work on mid to long term projects focusing on mid-level for profit trafficking in Heroin and Cocaine. The area focus is in the Downtown Eastside.

Drugs Unit II

Drugs Unit II continues to be very active, as the figures noted show:

- 1999 year to date Grow Ops is 171, street level prices equivalent to \$37,125,000.00.
- 1998 year to date Grow Ops was 120, street level prices equivalent to \$19,382,000.00.

MAJOR CRIME SECTION

Our goal is to reduce crime and improve clearance rates, while providing a quality police service to ensure a safer community.

Sexual Offense Squad

The Sexual Offense Squad assigned 53 cases last month. Incidents of note include a comprehensive investigation into the actions of a [redacted] whom aggressively approaches women walking in their community and asks for sex from them. We are in the process of charging him for 3 different offenses.

We are also pleased to announce the selection of Alex McLean as our High Risk Project Coordinator. He is responsible for coordinating operational strategies for those individuals who are considered a high risk to commit sexual offenses. He has involved Strike Force and PIT for surveillance purposes and we are continuing to monitor these individuals.

Domestic Violence Unit

In keeping with one of the DVU's goals to provide public education, one of the teams gave a several-hour presentation to a large audience of low-income housing advocates. The organizer advised the team scored "perfect 5s" in the evaluations done of their impressive presentation. The DVU is proactively targeting particular audiences for education, and is now seeking to deliver information to immigrant settlement workers, so that they can provide better information to vulnerable immigrant women.

Criminal Harassment Unit

The Criminal Harassment Unit took over a case involving a "grudge stalker". He was a long-time disgruntled employee who had recently lost several grievances/WCB appeals and was extremely angry. He attempted to acquire a gun, posted a newspaper article detailing the Xerox mass murder, and said to several of his colleagues that he might do the same thing, i.e., kill some employees and himself. Although Crown was originally reluctant to approve charges, the Unit, working with a forensic psychologist, convinced Crown not only to lay charges, but also to seek the accused's detention to eliminate the risk.

Homicide

Since October 1st we have investigated 13 files mostly suspicious sudden deaths. 4 Homicides have been recorded during this time period; all are unsolved however 3 of the 4 have clear suspects. Members are very-busy, as the flu has taken its toll on this Unit which is usually illness free.

Missing Persons and Missing Person Review Team

Elderly gentleman, Norman Kerr, was found deceased in Stanley Park after much searching and follow-up. Foul play is not suspected.

Follow-up on suspects continues with some being ruled out and others being investigated. Meeting with Public Trustee, Coroner et al being arranged to brainstorm as to avenues to

Our goal is to reduce crime and improve clearance rates, while providing a quality police service to ensure a safer community.

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take in identifying deceased women who may be on our list.

Robbery

In October there were 26 bank robberies compared to 9 last year, 17 banks were solved not including 20 pending reports to crown counsel. The increase in robberies over last year to date is 29%. Financial loss from January 1st to date is \$239,666.05 with the October loss at \$6172.00.

The Home Invasion Task force is active in identifying and interviewing various suspects in the home invasions of the elderly. They also aided in a B&E murder that took place on November 12th.

ViCLAS

As the result of an Attorney General funding initiative there is a move to have contracted retired officers enter historical cases onto the ViCLAS system. This will bring the database up to date and hopefully trigger some investigative leads.

Brian McGuinness
Deputy Chief of Police
OC, Operational Support Division

Our goal is to reduce crime and improve clearance rates, while providing a quality police service to ensure a safer community.

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REGULAR AGENDA
ITEM 3

VANCOUVER POLICE DEPARTMENT
OPERATIONS DIVISION
 District Two

March 3, 2000

Report # 0019

To: Deputy Chief Constable J. Unger
 Cmdg. Operations Division

From: Inspector C.K. Beach
 Cmdg. District Two

Subject: Downtown Eastside Extraordinary Policing Report - February 2000

This report is furnished for distribution to the Senior Management Team and the Police Board for the March, 2000, Police Board meeting.

With respect to,

i) the reputation of the Downtown Eastside as source of illicit drugs:

There has been no positive change in the past few months. Large groups of drug users and drug traffickers still congregate in a number of locations throughout the Downtown Eastside. We continue to deploy a visible police presence in order to reduce these groups, but we have little long-term effect. This reputation has been earned over decades, and it will persist until significant progress is made with respect to other items discussed in this report.

ii) lack of detox and rehabilitation facilities:

We are very close to realizing a resource centre for drug addicted persons, to be located on Powell Street, that will operate during the evening and early morning hours. This centre will provide drug users with a place of refuge, basic necessities like washrooms and laundry facilities, a welcoming environment, and an access point for medical services. This is an extremely positive step for the Downtown Eastside, indeed, for our entire city.

The resource centre addresses one of the most significant requests from actual drug users, it provides that group of marginalized persons with an opportunity to participate in making decisions that affect their well-being, and it will contribute to the community's overall improvement in health.

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**VANCOUVER POLICE DEPARTMENT
OPERATIONS DIVISION
District Two**

March 14, 2000

To: Vancouver Police Board

CONFIDENTIAL


From: Terry E. Blythe
Chief Constable

Subject: Downtown Eastside Extraordinary Policing Plan (D.E.E.P.)
Assignment of Forty (40) Additional Constables

The Downtown Eastside Extraordinary Policing Plan (D.E.E.P.) calls for the assignment of forty (40) additional constables to District Two until the end of 2001. One-half of this complement is to come from existing resources within the Vancouver Police Department, while the remaining half is to be funded by the City of Vancouver.

Adding the extra officers began in April, 1999, with the assignment of ten (10) constables to District Two. Since then, we have incrementally added another twenty-four (24) officers, for a total of thirty-four (34); to our strength. On February 6, the last six (6) constables were assigned to District Two.

Thus far, twenty (20) additional officers have been assigned to existing positions that were vacant prior to April, while twenty (20) have been added to our General Patrol Teams to supplement their walking beat positions. As early as February 6, we increased our walking beat positions by two (2) officers for each of our ten (10) General Patrol Teams. The result is that two of our General Patrol Teams, the two that work on Alpha shift (05:00 - 16:00) permanently, will have two beat officers, and the remaining eight General Patrol Teams will all have four beat officers. This increases our beat officers from sixteen (16) to thirty-six (36). The increase of beat officers is a key component in our effort to enhance our uniformed visibility in the Downtown Eastside, in an attempt to reduce the incidence of street disorder and criminal activity.


Terry E. Blythe
Chief Constable

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However, the resource centre is but one of a number of health care responses required if there is to be any significant, sustained improvement in combating the abuse of drugs so prevalent in the Downtown Eastside. Service-providers from all perspectives concerned with the health-related issues of drug abuse agree that more detox and rehabilitation services are required if there is to be any marked decline in this area. What is needed is funding from senior governments.

We continue to participate with many others in the Vancouver Agreement, which offers real potential for making substantive improvements to the provision of detox and rehabilitation opportunities.

iii) physical barriers:

As reported in January, 2000, we are still negotiating with City officials with how to most appropriately eliminate the concrete structure in front of Carnegie Centre, one of the gathering spots where drug transactions occur. We are working very hard to find a solution that will satisfy social, aesthetic, and economic concerns.

iv) lack of deterrence:

The judiciary, in their reasons, continue to point to the same frustration as others experience with regard to item ii, the lack of detox and rehabilitation facilities for drug addicted persons. While our members cannot simply ignore blatant illicit drug use, our goal is to apprehend and charge drug traffickers who are engaged in the business for purely economic reasons. In addition, by way of our Reports to Crown Counsel, we emphasize the community outrage with the level of drug abuse so obvious in the Downtown Eastside.

v) poor maintenance and supervision of some hotels:

The Stadium Inn at 340 Cambie Street, which was reported on in January, remains closed pending improvements to the physical structure, as well as to the management of the premises.

While we continually uncover examples of sub-standard conditions and operating practices, we do, occasionally, realize positive results. The hotel at 1190 E.Hastings is an example. This hotel has been an irritant for the community for years. It caters to sex trade users who, in turn, attract johns into the neighbourhood. The effect is noise, debris, and increased traffic in the immediate vicinity at all hours of the day. Efforts at enforcing compliance with by-laws by the local Neighbourhood Integrated Service Team (N.I.S.T.) have had little real effect on the operator.

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But, recently, some District Two members discovered two safes, a large quantity of drugs, thousands of dollars, and a ledger on the premises - all indicative of a "drug store" being maintained. In addition, the hotel register has been found to be woefully inaccurate. We are still investigating much of this evidence, but it is certain that we have the ability to influence the future management of this hotel, should it continue to operate. Incidentally, the surrounding residents and business operators are ecstatic about the prospect for eliminating this irritant.

With respect to our relationship with the Liquor Control and Licensing Branch, and our inspections of licensed premises, we are scheduled to meet with L.C.L.B. and City officials later this month to discuss strategies and consequences around compliance issues. As you will recall, we are quite concerned that when we note violations of L.C.L.B. rules, there are little or no consequences for the license holder. Unless this situation changes, we will have to re-consider the frequency of our inspections.

vi) large numbers of non-Canadian residents involved in the drug trade:

We continue to see an inordinate number of non-Canadian residents involved in the illicit drug trade in the Downtown Eastside. We involve Immigration officials on an individual basis, but we cannot realistically address the larger, underlying issues.

vii) liquor outlets:

We remain committed to ensuring there is no future expansion of liquor seats in the Downtown Eastside.

Rice wine has, once again, made its way onto the shelves of grocery stores in the area. As you know, rice wine having an alcohol content of 10% or more was taken off the shelves and put into liquor stores. Recently, we have seen bottles of rice wine, with the same high concentrations of salt, being labelled as having 9.9% alcohol content. Thus, they would not fall under L.C.L.B. guidelines for sale in government liquor stores.

We are deeply concerned about this development. There is absolutely no question that salted rice wine has contributed to numerous deaths in the Downtown Eastside. Labelling the same product to avoid legislation, and enabling merchants to sell that product over the counter to people who abuse alcohol, will endanger the health of many more people. We are considering the most appropriate response to this issue and will report on the outcomes in our next Police Board report.

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viii) pawn shops and beer parlours used to dispose of stolen property:

There has been no positive change. As reported in January, we lack the necessary resources required have any significant impact on this problem. We do, on occasion, come across stolen property in these types of premises, but we do so on a sporadic basis.

ix) other:

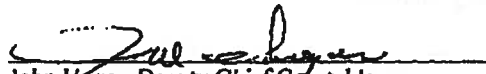
We have just been able to determine that our 1999 budget surplus for D.E.E.P. is \$172,213.00. Although we had anticipated a surplus, this amount is more than we had expected.

The surplus results from scheduled overtime shifts not being filled, as well as from the differential in wages between 1st Class Constables and others. All of our projections were made on the basis of a 1st Class Constable and, of course, many of the shifts were filled by 4th, 3rd, and 2nd Class Constables, so the actual expenses were less.

We will not spend any of this surplus until the current budget issues in the department are concluded.

(original signed by)

C.K. Beach, Inspector



John Uriger, Deputy Chief Constable
Commanding Operations Division



Terry Blythe, Chief Constable

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REGULAR AGENDA
ITEM 4

VANCOUVER POLICE DEPARTMENT
OPERATION SERVICES DIVISION
District Two

June 1, 2000

To: Deputy Chief Constable G. Greer
Cmdg. Operation Services Division

From: Inspector C.K. Beach
Cmdg. District Two

Subject: Police Board Report #0039
Downtown Eastside Extraordinary Policing (DEEP)

The following report is furnished for you, as well as the Executive Committee and the Police Board, for the June, 2000, Police Board meeting.

Prior to beginning the more subjective areas of my report, I would like to draw your attention to the appendices attached. I have compiled the reported crime statistics from January to April, inclusive, for the Car 211 area, Car 212 area, and the combination of those two areas. The significance of these statistics is that Car 211 is the area bounded by Hastings Street to the south, and then north to the water, and it includes Gastown. Car 212 is the area bounded by Hastings Street to the north, and it includes Chinatown. So, with respect to the Downtown Eastside Extraordinary Policing (DEEP) Plan, I thought it appropriate to examine the reported crime in the Downtown Eastside, and adjoining neighbourhoods. For context, I have compared these statistics to the same period in 1999.

Here are the results borne out by these statistics, in summary fashion:

- i) Car 211 has seen a 5% reduction in crimes versus persons between 1999 and 2000. There has been no change in the amount of property crime reported in the same period. Drug charges have more than doubled, from 80 to 163;
- ii) Car 212 has seen a 14% reduction in crimes versus persons over last year. Property crimes are also down --by 7%. Drug charges have increased from 190 to 324, an increase of 71%; and,
- iii) combined, the Downtown Eastside, Gastown, and Chinatown have seen a 10% reduction in crimes versus persons, a 4% reduction in property crimes, and an 80% increase in the number of drug charges.

With respect to the significant increase in the number of drug charges, this should be an expected result of increasing the number of beat officers in and around the Downtown Eastside from eighteen to thirty-eight. Since the use and trafficking of illicit drugs is so prevalent in the area, one should expect to see more drug charges with the additional personnel being assigned there. In addition, of course, there have been some "buy and bust" operations targeting drug traffickers that have added to the total number of charges.

I should also mention that the majority of drug charges relate to trafficking, versus simple possession of drugs. Following is a quick summary of the charges regarding heroin and cocaine in the 211 and 212 areas, January to April, inclusive:

	1999	2000	Difference	
Possession of Heroin	17	33	+ 16	+ 48%
Trafficking Heroin	28	35	+ 7	+ 25%
Possession of Cocaine	36	117	+ 81	+ 69%
Trafficking Cocaine	148	216	+ 68	+ 31%
Total Possession Charges, Heroin and Cocaine	43	150	+ 107	+ 71%
Total Trafficking Charges, Heroin and Cocaine	176	251	+ 50	+ 20%

As you can see, charges for trafficking in heroin and cocaine exceed charges for possession of the same drugs by approximately 67% thus far in 2000.

Admittedly, relying on statistical information alone, without any explanatory account, is a dangerous practice. Thus, I will turn to the more subjective portion of this report:

i) the reputation of the Downtown Eastside as a source of illicit drugs:

Clearly, the drug enforcement results cited above do little to suggest that the reputation of the Downtown Eastside, with regard to illicit drugs, is improving.

While we do see a modicum of improvement following heightened enforcement, the Downtown Eastside is still plagued by large numbers of drug traffickers. Although some

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of the traffickers are addicts, we also know that some traffickers travel from other parts of Vancouver, and beyond, to the Downtown Eastside in order to ply their trade. In fact, we have established the Stadium Station SkyTrain station as an arrival/departure site for traffickers who frequent the western part of the Downtown Eastside.

Even though the issue of drug addiction is an extremely complex one, increased enforcement and significant penalties upon conviction are the only ways to deter traffickers from using the Downtown Eastside as the preferred place to conduct their business. For our part, we will be conducting extraordinary operations in the upcoming months.

ii) lack of detox and rehabilitation facilities:

The permit for the resource centre for drug addicts planned for Powell Street is being appealed by various people in the Strathcona area. Originally anticipated to open this summer, it may not be ready until the fall, providing the appeals are not successful.

Overall, the problem of no facilities to adequately address the incredible drug and alcohol problems in the Downtown Eastside remains.

iii) physical barriers:

We are involved with the City, and members of the community, in planning some alternate physical structure in front of Carnegie Centre – on the southwest corner of Main and E.Hastings Streets. An architect has provided some initial designs and we are hopeful that this work can be concluded in the near future. The existing structures serve as ideal concealment for drug traffickers, so the elimination of the structures will enhance our ability to identify and remove traffickers from this public area.

It should be noted that this issue has generated considerable interest in various community members, including many from Chinatown.

iv) lack of deterrence:

A member of District Two, Constable K. O'Reilly, will be tracking the number arrests by our members in June, 2000, for breaches of undertakings. Reviewing arrests in District Two suggests that we arrest a minimum of three or four different individuals every day for breaching court-ordered release restrictions. Not only does this create a demand on our personnel that we can ill afford, it means that the intent of the judiciary is not being realized.

Constable O'Reilly will be compiling information from all these arrests and providing a summary later this summer. Those results should be known in time for the next DEEP report.

v) poor maintenance and supervision of some hotels:

Since these premises allow, if not cater to, all types of criminal and quasi-criminal activities, we have invested a significant amount of time in trying to eliminate some of the problems. In addition to the ongoing work by Constable Jill Fedirchuk, our Problem-Oriented Policing Co-ordinator, who is our primary liaison with the City's Permits and Licenses Branch, we have asked Constable Jodyne Dyck to compile dossiers on the most problematic of our premises. These dossiers will assist our members in tracking our contacts in the various premises, and will assist anyone who has to appear as a witness in a show-cause hearing in front of City Council. Our intent is to ensure that City Council is made aware of just how poor the conditions in these premises are, and that we have detailed all of our efforts to bring about an improvement.

vi) large numbers of non-Canadian residents involved in the drug trade:

There are still an inordinate number of non-Canadian residents involved in the drug trade in the Downtown Eastside. We have an Immigration Officer working out of our offices, and we involve Immigration officials in numerous investigations, but we are not able to address the underlying issues leading to this problem.

vii) liquor outlets:

Our examination of the rice wine purporting an alcohol content of 9.9%, reported on in my last report, indicated that the alcohol contents were, in fact, less than the 10% limit. So, the products will remain on the shelves, although, admittedly, we do not see the level of abuse that we once did.

The Liquor Control and Licensing Branch, under the auspices of the Ministry of the Attorney General, is in the midst of overhauling the legislation surrounding liquor distribution and consumption. We are, in the mildest of terms, alarmed about the potential that some of the proposals could hold for District Two. For example, if food service was eliminated as a condition for liquor service, we could experience exponential growth in the number of licensed seats in our area.

In addition, we continue to request that the L.C.L.B. apply real sanctions to liquor outlets that refuse to comply with their licenses. Letters of advice, often weeks after the infractions are observed, simply don't convince very many operators to improve their operations. One recent example of this inaction occurred when one of our members found a fifteen-year-old, intoxicated female wandering on the street after having been evicted from a local bar. This particular bar has received two warning letters from the L.C.L.B. recently. When advised of the latest infraction, serving liquor to a minor, one of our local L.C.L.B. Inspectors could only offer to send the operator yet another warning letter.

While operators' failures to comply with regulations might not seem extraordinary, the government's repeated refusal to ensure some adequate level of compliance with its liquor license conditions seems curious somehow. It may not be the preferred method, at least for some, but it is quite clear that many of the liquor outlet operators in the Downtown Eastside will only respond to license suspensions, not warning letters.

As the consumption of liquor plays such a critical part in many of the problems found in the Downtown Eastside, Sergeant Ken Frail has submitted a report to the Chief Constable recommending that the B.C. Association of Chiefs of Police forward a request to the Attorney General for an audit of the L.C.L.B.'s enforcement practices. We are hopeful that any changes to the current legislation will be responsible ones, and that the L.C.L.B. will begin to take a more realistic approach to enforcing its own rules.

viii) pawn shops and beer parlours used to dispose of stolen property:

Our resources will not allow us to take the kind of proactive, long-term action needed to make any significant change to this problem.

ix) other:

We have surplus salary funds remaining from the 1999 DEEP budget. We will be conducting a number of initiatives over the next few months that are intended to address some of the problems cited earlier in this report. I will be able to comment on some of these operations in my next report.

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Finally, I should acknowledge that we continue to work very closely with the community, government officials, and the Vancouver/Richmond Health Board, on a variety of issues. Obviously, many of the chronic problems so evident in the Downtown Eastside are inextricably linked with one another. This makes our work on the Vancouver Agreement, the Resource Centre, the re-design of the Carnegie Centre, and many other initiatives, extremely important. While the core function of many of these initiatives is not enforcement, our involvement is critical to bringing about positive change in the Downtown Eastside.


C.K. Beach, Inspector



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REGULAR AGENDA
ITEM 5VANCOUVER POLICE DEPARTMENT
OPERATIONS DIVISION
DISTRICT TWO

November 20, 2000

TO: Deputy Chief Constable Gary Greer
Cmdg. Operations Division

FROM: Ken Doern, Inspector
I/c Downtown Eastside Extraordinary Policing (DEEP)

COPIES: District Two Management and DEEP Personnel

SUBJECT: Police Board Report #0070
Downtown Eastside Extraordinary Policing

This is a progress report on DEEP for the Executive Committee and the Police Board.

Background

On September 29, 2000, the Vancouver Police in conjunction with its Vancouver Agreement partners announced the first phase of a comprehensive program to address the urgent and complex social, economic, health and safety issues of the Downtown Eastside.

The announcement unveiled an integrated plan that ties together expanded treatment services, law enforcement, and street improvements, with integrated housing and community and economic development plans.

Enforcement is a key part of the four pillars approach to reducing drug problems in the four Downtown Eastside neighbourhoods (Hastings Corridor, Gastown, Chinatown and Strathcona).

Effective enforcement is not just about getting tough on crime, addressing public order issues and arresting people. Effective enforcement also means being highly visible and understanding the community and its issues; knowing about available resources for substance misuse (like treatment and referral services) and when to use them; and coordinating efforts with other agencies, care and services providers.

In response to community safety concerns, the Vancouver Police commenced reassigning 20 DEEP officers in the four Downtown Eastside neighbourhoods in October of this year. The 20 DEEP officers working in conjunction with the 7 Neighbourhood Police Officers (NPOs) bring to 27 the number of police officers serving the Downtown Eastside neighbourhoods. The 27 police officers are deployed out of the Community Policing Centres, which creates a more visible police presence and will result in them focusing their problem-solving efforts on smaller areas within the neighbourhood.

This reassignment will assist the police officers better understand community issues and services available and enable the officers to work more closely and strategically with local health agencies.

An additional police Inspector was assigned to the Downtown Eastside as part of the DEEP Plan to oversee enforcement efforts that support the Police Board and the Vancouver Agreement's health and safety goals, and facilitate linkages between the Vancouver Police and community agencies.

The Vancouver Police role in the health and safety initiative is to substantially reduce the amount of drug and alcohol use at Main and Hastings, and to utilize every opportunity possible to direct users to health and referral agencies.

The police officers reassigned to the Community Policing Centres are deployed as follows:

Area of Deployment	Total Officers.
DTES -- Hastings Corridor	8
Gastown	6
Chinatown	6
Strathcona	7
	27

Additional police officers committed to DEEP are:

DEEP Plan Management	1 Inspector
Agency Coordination	1 Sergeant
Drug Enforcement and Education	6 Investigators
General Investigation	4 Investigators
Native Indian Liaison Unit	1 NPO
	13
<u>Total</u>	<u>40</u>

Current Status:

In Inspector Beach's last report to the Police Board in June, 2000, he addressed a number of issues which are updated as follows:

(1) Reputation of the Downtown Eastside as a source of illicit drugs:

Recent studies by health officials indicate that there are an estimated 12,000 injection drug users in the Lower Mainland region. It is estimated by these officials that approximately 8,000 of those reside in Vancouver and it is further estimated that some 6,000 of those are in the Downtown Eastside. Additionally, we have an increasing number of person who ingest illicit drugs by smoking in the Downtown Eastside.

Undercover operations targeting on street level non-addict traffickers of heroin and cocaine continue. However, many of the traffickers that the police encounter are addict traffickers. We have few options available for arrested addicts. There is definitely a large gap in the range of support or treatment programs.

Since January, 2000, over 700 charges of trafficking in heroin or cocaine in the DTES have been investigated and processed in the courts by police.

One undercover operation targeting on non-addicted or for-profit traffickers occurred during this past October. The project commenced each morning at 4:00 a.m. and focused on the drug activity at Hastings and Main, Abbott and Hastings and Carroll and Hastings. The results were 45 individuals arrested for 79 charges of trafficking in either heroin or cocaine.

Another undercover operation commenced in mid-November with a specific focus on the Main and Hastings for-profit/non addicted traffickers. The undercover project team has been averaging 10 traffickers arrested daily for selling heroin or cocaine to our covert police operators. There have been no repeat offenders to date. Unfortunately, at the street level of trafficking, many of the non-addict traffickers utilize addicts to handle the drugs to avoid arrest. In conjunction with Federal Department of Justice prosecutors at 222 Main Street, our Investigators are submitting community impact statements and requesting significant "No Go" geographical restrictions to the presiding Judge for their consideration in the Court process.

A unique strategy developed by the Drug Enforcement and Education Team undercover investigators in this current project is the distribution of a Warning Notice to the drug traffickers at Main and Hastings. On a daily basis, police officers distribute yellow Warning Notices (see appendix "A") at the corner of Hastings and Main. It is too soon in the project to determine the impact of such a strategy on the open drug use and dealing most evident at this corner.

Should the drug traffickers attempt to relocate, our undercover operation and visible uniformed officers will also relocate our enforcement program to the new area of activity.

(2) Detoxification and Rehabilitation Facilities/ Physical Barriers:

On September 29, 2000, the Vancouver Agreement launched its four pillar approach in introducing the first phase of a comprehensive strategy to deal with problems associated with substance misuse in the Downtown Eastside, and across the region.

One of the goals of this phase of the Vancouver Agreement is to end the open drug use and dealings most evident at the corner of Hastings and Main Streets. Achieving this goal requires the integration of health and enforcement programs in a new initiative that puts drug users in touch with the health and treatment services they need.

The first step in the Vancouver Agreement's strategic approach is the redesign of the physical space in front of the Carnegie Centre. The Main Street side of the building will be reconstructed to feature a raised patio with a low railing/ fence attached to Carnegie.

This will provide an outdoor smoking area with controlled access through the Carnegie thereby barring entry to those person who are under the influence of alcohol or drugs.

Bus stops on both Main and Hastings Streets also will be relocated. The public area in front of Carnegie on Main Street will be substantially reduced to discourage illegal activities, and the large cement structure above the public washrooms will be altered to provide better visibility for the police and greater security. The public washrooms will remain in place.

A further step in the strategic approach announced by the Vancouver Agreement in September is a linkage between increased law enforcement of visible police presence with a continuum of care approach to treatment services for drug users. To avoid simply pushing the drug scene to another area, a new health connection program will be established at an indoor location in the vicinity of the Carnegie Centre. No drug use will be allowed at this health connection, but the program will offer basic health counselling and referrals, as well as life skills training and social support services. The health connection program will have the most direct and frequent interactions with street-involved drug and alcohol users.

The plan is that working closely with health care professionals, the police will help drug users access health and treatment services. This will be accomplished partly through an expansion of the Saferide program.

By removing drug users from outdoor locations, police can more effectively target drug dealers and businesses that cater to the drug trade.

This health connection program, close to the Carnegie Centre, will assist drug users link to a new Downtown Eastside Integrated Primary Health Treatment Centre which is part of a comprehensive support system that will provide a continuum of care in basic health care and drug treatment.

As part of this comprehensive support system, the Vancouver Agreement also announced that a number of much needed substance misuse services will be created or expanded including: a range of detox, sobering services, stabilization services, outreach, and methadone treatment. For example, withdrawal management (i.e., detox) programs will now include not only more residential withdrawal and home-based withdrawal programs, but also walk-in treatment. As well, we are advised that additional detox beds will be established throughout the city.

In response to the community health and safety needs, the Vancouver Agreement partners (federal, provincial and municipal governments) has created a comprehensive approach that integrates re-design of public space, enhanced new law enforcement initiatives with expanded health services, housing and community and economic development. A balanced implementation of the four pillar approach including prevention, treatment, harm reduction and enforcement in the downtown Eastside, and across the region, will improve the long-term health, safety and economic viability of this neighbourhood.

(3) Poor Maintenance and Supervision of Hotels and SROs:

Constable Jodyne Keller commenced a fact-finding review of ten of the most problematic hotels in the Downtown Eastside. Her presentation: "Downtown Eastside Problematic Hotel Review 2000" has recently been given to police, city staff and to our partners in the Vancouver Agreement. There are over 170 hotels operating in the DTES. We have

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focused on the top 10 most problematic. Our goal is to not close down these hotels that provide desperately needed housing. Rather, we want to work with the various regulatory and inspection agencies to bring about a positive change in these accommodations which are home to the poor, the drug addicted and mentally disordered in the DTES.

Constable Keller will be giving this very informative and instructional presentation at the Police Board meeting on December 6, 2000.

(4) Liquor Control and License Act Enforcement:

Our concerns relative to LCLB inspections, enforcement legislation amendments and the impact of increased numbers of licensed seats in the DTES was reported at previous Board meetings. The DTES has only 3% of the city's population but has 16% of the city's liquor licensed seating (7,000 seats).

Correspondence expressing our concerns has been forwarded from the Chief Constable to the LCLB within the Ministry of Attorney General.

Next Steps: (Future reports to the Board)

(1) Community Action Plans:

Our Neighbourhood Police Officers (NPOs) have been working very hard within their CPCs and neighbourhoods to problem solve neighbourhood law and order maintenance issues. With the redeployment of the 20 DEEP officers to these neighbourhoods we have commenced preliminary meetings with residents, businesses and community groups within each neighbourhood with a view to formalizing community action plans on enforcement and public order restoration. The intent is to establish regular meetings between the DEEP and NPO officers with community and business groups and to articulate written goals and objectives with measureable strategies as to performance outcomes. The police have a major role to play in assisting communities minimize the negative impacts of drug dealing and misuse by working in a collaborative manner with community organizations and assisting crime prevention groups to address neighbourhood health and safety.

(2) Evaluation of Street Level Undercover Drug Operations:

An analysis is now occurring relative to the demographics of persons charged, trial-tracking, geographical area restrictions and sentencing ranges of the courts.

(3) Pawn Shops and Liquor Outlets: Stolen Property Distribution Sites:

Resource allocation and staffing changes within the Operations Division is currently underway and should be completed in early January, 2001 at which time an assessment of this proactive and long range intelligence and enforcement action will occur.

(4) DEEP Budget:

There are surplus salary funds in the 2000 Operating Budget which will be carried into 2001. Some of the surplus has been used for undercover drug operations and high visibility policing focussed on enforcement and public order restoration in the DTES.

As the Vancouver Agreement announcements become deliverables regarding:

- Creation of an indoor Health Connection Program near to the Carnegie Centre;
- Establishment of a Downtown Eastside Integrated Primary Health Treatment Centre; and
- A physical re-design of the Carnegie Centre entrance to reduce illegal drug activity at the corner of Main and Hastings Streets

the police will become more active in working closely with health care professionals in helping drug users access these new and expanded health and treatment services. Moreover, we will deploy resources to more effectively target the drug dealers on the street following the removal of drug users from outdoor locations. Some of these policing initiatives will require the expenditures of some of the DEEP surplus budget funds.

Conclusion:

The men and women assigned to District Two and the Downtown Eastside Extraordinary Policing Plan are dedicated to working closely and in a collaborative fashion with the community, service providers, various agencies, associations and government, for the continued positive change that is starting to occur in the Downtown Eastside neighbourhoods.

In the six weeks that I have been working in the DTES I have been very impressed and pleased by the level of commitment to the community by our police officers. In my many discussions with neighbourhood residents, business persons and other city staff, I have received numerous compliments regarding the professionalism, dedication, commitment and performance of these officers. Of course, I also heard concerns raised by the community and we will be addressing and resolving those matters in the months to come through the development and implementation of the Community Action Plans.

Original signed by


Ken Doern
Inspector i/c DEEP

Attach.

**VANCOUVER POLICE BOARD
MINUTES of Regular Meeting**
held on December 6, 2000, 3:10 pm to 4:50 pm
7th Fl. Board Room - 2120 Cambie Street, Vancouver, BC

Board Members Present:

Mayor Philip Owen
Ian Adam
Sue Bauman
Allan Black
John Lynn
Gillian Maxwell

Insp. John Eldridge
Insp. Ken Doem
Insp. Melymick
Sgt. Rob Rothwell
Sgt. Steve Schnitzer
A/Insp. Val Harrison
Mgr. Anne McLean
Sgt. Ken Frail
Cst. Jodyne Keller
Raven Bowen, PACE
Leonard Cler-Cunningham, PACE
John Lowman, PACE
Ian MacRae, DERA
Tom Laviolette, Carnegie Community Action
Project
Tom Stamatakis, VPU Pres.
Beth Nielsen, Brd. Exec. Assistant

Regrets:

Florence Wong

Present:

Chief Constable Terry Blythe
DCC John Unger
DCC Gary Greer
DCC Carolyn Daley
Insp. Chris Beach
Insp. Barb Morris

The Regular Meeting was called to order at 3:10 pm.

1. **Adoption of Agenda**

MOVED by S. Bauman/SECONDED by J. Lynn:
THAT the Regular Agenda for December 6, 2000 be adopted.

CARRIED

2. **Approval of Regular Minutes**

MOVED by A. Black/SECONDED by S. Bauman:
THAT the Regular Minutes of the Vancouver Police Board meeting held November 1,
2000 be approved.

CARRIED

(Procedural Note: The Board adjusted the order of the agenda to accommodate arrival of presenters.)

3. **Posting of Reward - Jan DeBoer**

MOVED by I. Adam/SECONDED by S. Bauman:
THAT, as outlined in Report #0077: *Reward Request*, VPD #00-238726, the Vancouver
Police Board authorize a standard posting of reward of \$10,000 for information leading
to the arrest and conviction of the person responsible for the murder of Jan DeBoer.

CARRIED

0199

4. **Information Items**

MOVED by G. Maxwell/SECONDED by S. Bauman:

THAT the Vancouver Police Board receive as information:

1. Report #0069B: *Statistical Information on Complaints Against the Police – October 2000.*
2. Homicide Statistics from Canadian Centre for Justice Statistics/October 18, 2000.

CARRIED

4. **Report #0073: 2000 Budget as at October 31, 2000 & 2000 Projected Year-End Position**

Mgr. MacLean briefly reviewed her report. The 2001 budget process is behind due to the strike and the COV Director of Budgets resigning. Negotiation is still underway regarding authorized strength.

MOVED by S. Bauman/SECONDED by A. Black:

THAT the Vancouver Police Board receive as information Report #0073: *2000 Budget as at October 31, 2000 & 2000 Projected Year-End Position.*

CARRIED

5. **Delegation - PACE**

For reference, the Board received the October 24, 2000 letter and submission on Sex Trade Liaison Officer Policy from Leonard Cler-Cunningham, Director of Research and Programming for PACE (Prostitution Alternatives Counselling and Education). Raven Bowen, PACE Project Coordinator, began their presentation to request the implementation of a VPD Sex Trade Liaison Officer. PACE is an organization committed to reduction of harm and abolition of conditions which lead to prostitution and they provide services to those who wish to leave the sex trade. With regards to street level prostitution, they believe: no kids should be involved in sexual exchange; no violence, no exploitation; and no impact on residential communities (garbage, condoms, or working by schools). She noted that some VPD members had worked tirelessly to prevent violence against women. After six years of research and direct service delivery, PACE believes that violence against prostitutes must end now and a Sex Trade Liaison Officer is required. The proposal was developed in consultation with VPD Vice, local DTE Safety Office, WAVA, DTE Women's Centre, WISH, Justice for Girls, VYV, BC Women's Hospital Sexual Assault Centre, AG Office and women and children from the sex trade.

PACE submitted that a Sex Trade Liaison Officer will reduce the rate of rape, murder and assault against sex trade workers as well as prevent the recruitment of women and children. Further, conviction rates and homicide clearance rates would increase. They need someone they can trust and who will call the prostitute back within 24 hours. Cst. Dave Dixon was cited as an example and a police member with the exact attitude and relationships required to fulfil the job. Consistency is of police response is needed. Ms. Bowen asked what can be done when a youth calls and says she lives and works on the street and she is distraught because she was raped, but she also has a bench warrant for a summary offense. The perpetrator should be arrested, rather than the woman for the summary offense. The protection of the law is needed for such cases and the rights of the women preserved.

0200

Ms. Bowen said that a lot of women and children were here today and they want the Board to know that this is an important issue that effects them directly. She noted that PACE's researcher and their Board Member John Lowman, Canada's foremost expert on prostitution and professor at SFU, were also present in the audience. She also mentioned that today was International Day of Remembrance and Action on Violence Against Women.

Mr. Cler-Cunningham spoke about the unique opportunity for the Board to take action to prevent violence against sex trade workers and that there is community support. PACE is asking for a subtle shifting of resources, not funding and services. Since 1985, in BC there have been 60-70 murders of sex trade workers and another 30 women are missing from the DTE. The Federal laws are not addressing the problems. The Board was distributed a document from John Lowman, "Violence and the Outlaw Status of (Street) Prostitution in Canada." Ms. Bowen said that a full-time dedicated officer is needed to address the serious crimes of rape and sexual assault against sex trade workers – a NPO has many responsibilities and they do not have the time to devote.

The Chief Constable said the VPD shared the concern of PACE about preventing violence against women and he requested Insp. Wayne Melymick to speak to the proposal. The Inspector raised a concern with the one officer proposal given the objective of having 24 hours/7 days/week response. He mentioned that a number of the functions identified in the proposal were included in existing work of VPD sections (e.g., Youth at Risk Cars, Sexual Offence Squad, Vice Unit, CPCs, Prostitution Offender Program). He also noted that there is a Provincial Prostitution Unit, albeit small, is still trying to address similar concerns. The specialized units are sensitive to the issues of the victims. He commented on the wonderful relationship that Constable Dixon has with their community. The Inspector acknowledged that some members may not be as sensitive as others and he queried whether education was the issue, rather than one identified officer. PACE representatives said that more than one liaison officer would be better. Their aim is to have the liaison officers to do their job and treat all women equally from this vulnerable population.

MOVED by S. Bauman/SECONDED by A. Black:

THAT the Vancouver Police Board request a written report from the VPD in response to the proposal and that Inspector Melymick and PACE to liaise in the Interim.

CARRIED

6. **DTE Problematic Hotel Review 2000**

Inspector Beach acknowledged the hard work of Constable Jodyne Keller and her preparation of the presentation. In the DEEP reports over the past two years, he referred to housing problems in the DTE. The VPD has considered specific housing conditions and how housing and social issues interwind.

Constable Keller began by explaining how the ten hotels were identified for the review process. The project began in February 2000. The review was done to determine the magnitude of the health and safety problem in the hotels and then to work towards the common good of improving the situation. In response to a query from J. Adam, the VPD said two of the hotels also had liquor licenses. Cst. Keller advised that each of the hotels was visited 10 times, looking for consistency of problems. Visits took place in the company with staff from Fire Inspection, Permits & Licenses, NIST, Social Assistance and Employment Standards. The findings were reviewed as presented in the written report submitted to the Board, dated November 21, 2000. Areas covered include:

0201

outstanding fire orders, management problems, standards of maintenance violations, inadequate registers, volume of 911 calls; active drug dealing and prostitution, shooting galleries; welfare fraud; employment issues.

Board Member Maxwell asked what the cost was for these 911 and emergency calls, and Insp. Doern said that each response cost thousands of dollars when you take into account EHS, Fire, Police, hospital etc. Cst. Keller spoke about one incident when it took one week for the death of a one week old baby to be reported to the police. She said the intent of the review was not to shut down the hotels, but rather to improve the living conditions and provide a safe environment for the residents. The hope is too also lower 911 calls and reduce crime. She advised that since the review was done, the New Zealand and Gees Royal Hotels had been bought and the new owner had started renovations. It is a positive change. Responding to a query of G. Maxwell, Cst. Keller said the new owner is responsive and the people doing the renovation work are from the community, which is good. All owners are different for the ten hotels and some of the owners have other hotels. While not on the list of ten, another example of change is the Stadium Hotel, which has taken responsibility and renovated, and now the VPD is called less often. Mayor Owen mentioned that the Northstar was closed last year and the Balmoral too was previously closed. He said a balanced view should be given and the COV had held many show/cause hearings.

Responding to a query of Board Member Lynn, Cst. Keller said that it is possible to run a reputable and clean hotel as a business, as others are doing it in the DTE. The Mayor spoke about the Sunrise and Washington Hotels and how they had been brought by the Province and City and renovated. The Jim Green, Bruce Ericksen and Metropolitan buildings were also positive examples referred to. The Mayor asked Ian MacRae from DERA for his view of the problems and Mr. MacRae suggested that the fraud should be dealt with. Tom Laviolette, Coordinator of Carnegie Centre's Community Action Project, noted there was a range in hotels. The Mayor said that he would follow-up with NIST and get a report back on the hotels. Constable Keller was thanked for her presentation.

MOVED by J. Lynn/SECONDED by S. Bauman:

THAT the Vancouver Police Board receive as information the report on *Downtown Eastside Problematic Hotel Review 2000* prepared by Constable 1760 Keller, dated November 21, 2000.

CARRIED

7. Report #0070: Downtown Eastside Extraordinary Policing

Insp. Ken Doern, assigned to his new position six weeks ago, reviewed Report #0070. Areas covered include: enforcement component of the Vancouver Agreement, adjustments to the deployment model, reputation of the DTE as source of illicit drugs, detoxification and rehabilitation facilities/physical barriers, poor maintenance and supervision of hotels and SROs, liquor control and compliance, community action plans, stolen property distribution sites, and DEEP budget status.

In addition, he advised that a project had commenced on November 14 and as of December 5, the arrests results were as follows: 128 people charged with trafficking in Heroin or Cocaine – 99 males and 29 females; of the 128, only one is a juvenile (male); the average age of the males was 29 and females was 27; 71% of the accused gave the DTE as their resident address; 7/128 are repeat traffickers and all 7 have been remanded in custody by the courts pending trial; 86% stated that they were "addict traffickers"; 71% have previous convictions in Canada as drug traffickers. The Inspector

noted that there had been some success with use of community impact statements and area restriction requests. While "no-goes" are being granted by the courts, they are not the larger area restrictions being sought by the VPD. He said that the Department of Justice had been working hard at 222 Main Street on the VPD's behalf. He then advised that the yellow warning sheets were being handed out in the area, and if found on an arrested drug trafficker, this is used in the court proceedings. Some traffickers are saying they are addicts, when they aren't, to avoid harsher sentences.

Insp. Doern mentioned that the VPD has met with four groups to advance the community action plans. Gastown's plan is moving ahead quicker. Written goals will be articulated, which the police will aim to meet. He also said that a review of police statistics show that there has been a reduction of violent crime and property crime, but drug charges are up by 47% (almost all trafficking charges).

The Inspector has been attending many meetings since his appointment. Further, he said police members are dedicated and trying to do the right thing. They are looking forward to a continuum of care being available for those with substance abuse. He acknowledged the frustration of everyone on where to put the addicted offender. It is hoped that a drug treatment court will also be established. Future goals include cleaning up Main and Hastings, and then reclaiming Oppenheimer Park for community use and seniors. The VPD is receiving positive feedback from the community on the increased visibility of police members.

The Mayor noted the excellent work and positive results in the report. Board Member Bauman thanked the Inspector for continuing to track issues which were part of earlier DEEP reports from Inspector Beach. She then mentioned that there was only one more year of DEEP funding and suggested that continued funding was needed. The Chief Constable said that the VPD would need to be able to justify this additional strength need to the COV. He then complimented Inspectors Beach and Doern, and the Sergeants and members who are working to improve the DTE situation. The Chief has been receiving positive remarks from the community.

MOVED by S. Bauman/SECONDED by F. Wong:

THAT the Vancouver Police Board receive as information Report #0070: *Downtown Eastside Extraordinary Policing*.

CARRIED

8. DNA Identification Act

Inspector Barb Morris gave a briefing on the DNA Identification Act which was proclaimed June 30, 2000 (overhead presentation filed). She began by reviewing the forensic history to the new Act and how the National DNA Data Bank was launched with the proclamation of Bills C-3 and S-10. This now enables a Judge to authorize collection of DNA samples from offenders convicted of designated offences. Within the data bank there are indexes for convicted offenders (COI) and crime scenes (CSI). The police submit the forensic evidence for DNA analysis from crime scenes through their local Forensic Laboratory Service. DNA samples obtained from convicted offenders, by Order of a judge, are profiled at the Forensic Laboratory in Ottawa. She then explained how the samples and comparisons will be made and investigators notified. Further, the Board was apprised of the three different types of Orders (retroactive, retrospective and prospective) related to defined primary (e.g., murder, sexual assault, aggravated assault and kidnapping) and secondary (assault, child pornography, indecent acts, robbery, arson, hostage taking and breaking & entering) offenses.

0203

The Inspector advised that there were only 7 DNA Orders issued in the Provincial Court out of 200 requested by the VPD during June 30 - September 30. For the same period in the Supreme Court, only 1 DNA Order was granted out of 7 and for Provincial Youth Court, 2 DNA Orders were granted out of 140, eventhough 10 cases were mandatory DNA Orders. These results are attributed to lack of education on the new process by the Crown and newness of the legislation. Crown Counsel is imparking on a vigorous training program with prosecutors to address the issue.

When asked why there is not a standing order for Crown to ask for Orders on eligible offenses, and Insp. Morris said that would be a question for the Crown. For secondary offenses, Crown must make a compelling argument as to why the Order should be issued, whereas in primary offenses the defence would have to make a rebuttal to oppose the Order. Mr. Black said that obtaining Orders is important to building the databank.

The new legislation implications for the VPD include: staffing to execute the Orders and the training needed to do it; increased costs for the crime labs; updating forms and reports; and developing protocol with court services, crown counsel, sheriffs and corrections. The VPD must consider the workload impact in terms of historical file review (cold cases), execution of current orders, assistance to outside jurisdictions and warrants. Revolutionary forensic analysis is changing how police do business and it will make the police more effective in solving cases.

DCC John Unger advised that Inspector Morris was in charge of the SOS/DVACH Sections and resident expert on DNA legislation. The VPD wants to obtain as many DNA Orders as is possible as it is to the benefit of the VPD's work. He said that the BCACP would be speaking with the Attorney General on the issue (the problems being experience with the new legislation is not unique to BC).

MOVED by I. Adam/SECONDED by G. Maxwell:

THAT the Vancouver Police Board receive as information the report on the new DNA Identification Act.

CARRIED.

9. Chief Constable's Report

Police Honors Night - The Chief noted that at Police Honors Night on November 16, the Lieutenant-Governor of BC recognized 7 VPD members for their bravery and dedication to duty: Constables Raymond Wong, Paul Hogan, Neil Gillespie, Teresa Buckoll, Ciaran Feenan, Michelle Davey and Sergeant Dave Duthie. He then outlined the actions which lead to them receiving the awards:

Police Foundation Grants - Chief Constable Blythe advised that the Vancouver Police Foundation had granted \$13,922 to VPD members for nine different initiatives.

Force Options Training Facility - Negotiations with the COV are underway and the VPD's on track to realize a facility in the four next years.

Regular Meeting Adjourned at 4:50 pm.


Prepared by: Beth Nielsen

Approved by: Mayor Phillip Owen, Chair

4. Information Items

MOVED by G. Maxwell/SECONDED by S. Bauman:

THAT the Vancouver Police Board receive as information:

1. Report #0069B: *Statistical Information on Complaints Against the Police -- October 2000.*
 2. Homicide Statistics from Canadian Centre for Justice Statistics/October 18, 2000.
- CARRIED

4. Report #0073: 2000 Budget as at October 31, 2000 & 2000 Projected Year-End Position

Mgr. MacLean briefly reviewed her report. The 2001 budget process is behind due to the strike and the COV Director of Budgets resigning. Negotiation is still underway regarding authorized strength.

MOVED by S. Bauman/SECONDED by A. Black:

THAT the Vancouver Police Board receive as information Report #0073: *2000 Budget as at October 31, 2000 & 2000 Projected Year-End Position.*

CARRIED

5. Delegation - PACE

For reference, the Board received the October 24, 2000 letter and submission on Sex Trade Liaison Officer Policy from Leonard Cler-Cunningham, Director of Research and Programming for PACE (Prostitution Alternatives Counselling and Education). Raven Bowen, PACE Project Coordinator, began their presentation to request the implementation of a VPD Sex Trade Liaison Officer. PACE is an organization committed to reduction of harm and abolition of conditions which lead to prostitution and they provide services to those who wish to leave the sex trade. With regards to street level prostitution, they believe: no kids should be involved in sexual exchange; no violence, no exploitation; and no impact on residential communities (garbage, condoms, or working by schools). She noted that some VPD members had worked tirelessly to prevent violence against women. After six years of research and direct service delivery, PACE believes that violence against prostitutes must end now and a Sex Trade Liaison Officer is required. The proposal was developed in consultation with VPD Vice, local DTE Safety Office, WAVA, DTE Women's Centre, WISH, Justice for Girls, VYV, BC Women's Hospital Sexual Assault Centre, AG Office and women and children from the sex trade.

PACE submitted that a Sex Trade Liaison Officer will reduce the rate of rape, murder and assault against sex trade workers as well as prevent the recruitment of women and children. Further, conviction rates and homicide clearance rates would increase. They need someone they can trust and who will call the prostitute back within 24 hours. Cst. Dave Dixon was cited as an example and a police member with the exact attitude and relationships required to fulfil the job. Consistency in police response is needed. Ms. Bowen asked what can be done when a youth calls and says she lives and works on the street and she is distraught because she was raped, but she also has a bench warrant for a summary offense. The perpetrator should be arrested, rather than the woman for the summary offense. The protection of the law is needed for such cases and the rights of the women preserved.

0205

Ms. Bowen said that a lot of women and children were here today and they want the Board to know that this is an important issue that effects them directly. She noted that PACE's researcher and their Board Member John Lowman, Canada's foremost expert on prostitution and professor at SFU, were also present in the audience. She also mentioned that today was International Day of Remembrance and Action on Violence Against Women.

Mr. Cler-Cunningham spoke about the unique opportunity for the Board to take action to prevent violence against sex trade workers and that there is community support. PACE is asking for a subtle shifting of resources, not funding and services. Since 1985, in BC there have been 60-70 murders of sex trade workers and another 30 women are missing from the DTE. The Federal laws are not addressing the problems. The Board was distributed a document from John Lowman, "Violence and the Outlaw Status of (Street) Prostitution in Canada." Ms. Bowen said that a full-time dedicated officer is needed to address the serious crimes of rape and sexual assault against sex trade workers -- a NPO has many responsibilities and they do not have the time to devote.

The Chief Constable said the VPD shared the concern of PACE about preventing violence against women and he requested Insp. Wayne Melymick to speak to the proposal. The Inspector raised a concern with the one officer proposal given the objective of having 24 hours/7 days/week response. He mentioned that a number of the functions identified in the proposal were included in existing work of VPD sections (e.g., Youth at Risk Cars, Sexual Offence Squad, Vice Unit, CPCs, Prostitution Offender Program). He also noted that there is a Provincial Prostitution Unit, albeit small, is still trying to address similar concerns. The specialized units are sensitive to the issues of the victims. He commented on the wonderful relationship that Constable Dixon has with their community. The Inspector acknowledged that some members may not be as sensitive as others and he queried whether education was the issue, rather than one identified officer. PACE representatives said that more than one liaison officer would be better. Their aim is to have the liaison officers to do their job and treat all women equally from this vulnerable population.

NOTE

MOVED by S. Bauman/SECONDED by A. Black:

THAT the Vancouver Police Board request a written report from the VPD in response to the proposal and that Inspector Melymick and PACE to liaise in the interim.

CARRIED

6. **DTE Problematic Hotel Review 2000**

Inspector Beach acknowledged the hard work of Constable Jodyne Keller and her preparation of the presentation. In the DEEP reports over the past two years, he referred to housing problems in the DTE. The VPD has considered specific housing conditions and how housing and social issues interwind.

Constable Keller began by explaining how the ten hotels were identified for the review process. The project began in February 2000. The review was done to determine the magnitude of the health and safety problem in the hotels and then to work towards the common good of improving the situation. In response to a query from I. Adam, the VPD said two of the hotels also had liquor licenses. Cst. Keller advised that each of the hotels was visited 10 times, looking for consistency of problems. Visits took place in the company with staff from Fire Inspection, Permits & Licenses, NIST, Social Assistance and Employment Standards. The findings were reviewed as presented in the written report submitted to the Board, dated November 21, 2000. Areas covered include:

**DES/STRATHCONA POLICE LIAISON COMMITTEE
MEETING**

March 13, 2001
4th Floor Boardroom
Vancouver Police Department
312 Main Street

Present:

Insp. Ken Doern (VPD)	Cherylynnie (VPD)
Marg Greene (Community Directions)	Dianne Elliott (Social Development & Economic Security)
A.F. Oliveira (D.E.R.A. Co-Op)	Janice Ostman (Social Development & Economic Security)
Nellie Chan (Evelyne Saller Centre)	M.J. Buck (First United Church)
Ian MacRae (D.E.R.A.)	Douglas Woods (Mission Possible)
Gary Mavis (Inner City Foster Parents)	Rosalind Green (St. James Community Service Society)
Sister Catherine (Franciscan Sisters of the Atonement)	
Sister Elizabeth Kelliker (Franciscan Sisters of the Atonement)	

Unavailable:

Cst. Dave Dickson (VPD)	Doroni Dalzell (BC Human Rights Coalition)
Don Larson (Crab Society)	Fiona Lawrence (Inter Ministerial Programs)
Pat Oskey (Dugout)	Eric Leffler (Evelyne Saller Centre)
Margaret Prevost (Carnegie Centre)	Dave Henderson (Lookout)
Catrina Moore (Carnegie Centre)	Joni Walker (Homecare)
Michael Clague (Carnegie Centre)	Kevin Leadlay (Social Development & Economic Security)
Crabtree Corner	Simon Davis (Inter Ministerial Programs)
Neale Bacon (Crosswalk)	Jesse Bodyan (Inter Ministerial Programs)
Joan Morelli (Surfacing With Strength)	Gail Meredith (Mavis McMullen Place)
Jas (St. James Community Service Society)	Chris Vanluven (St. James Community Service Society)
Udo Kenkies (New World Hotel)	Rev. Brian Heinrich (Lutheran Urban Mission Society)
Don Baker (Tools For Peace)	Pastor Al Mayall (Union Gospel Mission)
John Turvey (D.E.Y.A.S. - Needle Exchange)	Judy McGuire (D.E.Y.A.S.)
Virginia Jorgensen (Vancouver Health Board)	James Pau (S.P.O.T.A.)
Julia Ruggier (Door is Open)	Nancy Nicol (Door is Open)
Tim MacDonald (Door is Open)	Freda Ens (Native Storefront)
Morris Bates (Native Storefront)	Michelle Fortin (WATARI)
Barbara G. (WATARI)	
Deborah Mearns (DES Neighbourhood Safety Office)	
Maura Drake (Buddhist Friendship, Education, Culture & Development Corp.)	
Charles Hodgson (Social Development & Economic Security)	
Karim Jejani (Social Development & Economic Security)	

Meeting called to order at 1330 hours.

1. INTRODUCTIONS

2. PREVIOUS MINUTES

Sant Stewart had passed away and Stephen Johnson had moved away.

3. UPDATES

Two more constables have been added to work in Chinatown. They will be on day shift to cover seven days, and there will be one constable on each day. They will pair up with the neighbourhood Police Officers that work out of Chinatown, so that gives us 22 people walking in the four neighbourhoods, plus the neighbourhood Police Officers which gives us a total of 30 people. The department is trying to select a Cantonese speaking officer for Chinatown.

4. OTHER BUSINESS

Q: We are hearing from the community, particularly around Hastings and Main, that it's been worst in the last couple of weeks. Has this observation been made by anybody, and are we talking in terms of numbers or relocation?

A: Numbers and relocation of problem people.

Q: What about the other neighbourhoods?

A: - Dunlevy is pretty bad. So is Oppenheimer Park and in front of the Sisters' location.
- The noise at the North lane of Cordova has gotten worse
- 381 has squatters and needle shpoters
- There are more young prostitutes at Cambell. One girl appeared to be around 12 years of age.
- Jackson and Princess Street have prostitutes and drug users 24 hours a day.
- Carnegie is seeing more people, new faces.
- The stuff that's out on the streets appears to make people seem more agitated.

Q: What happens when we call when we noticed someone who is really young?

A: If they are really young, we apprehend them and take them to the ministry. If they are really flagrant, we may run an undercover sting to get them into the courts so there could be some court ordered follow-up sanctions.

5. DEVELOPMENT PERMIT UPDATE

Final night of the Development Permit Board hearings. All 5 requests for permits were passed. There will probably be protests and so it will go through the appeal process. The Board of Variance will be dealing with the appeals probably in April or May. The Board of Variance make their decisions at the same time as the end of the appeals. They do not make people wait for their answers. If the appeals process carries on too long, it could have an affect on the construction timeline which would delay the availability of this additional assistance.

0208

6. ROUNDTABLE

Inspector Doern would like to make these meetings more issues-oriented so that information can be exchanged on what the department is doing right or wrong, or what kind of assistance or problems the members are concerned with.

Q: In regards to response time when there is a critical incident. At Jan's Place, across from 329 near Sunrise Market. When they call, usually it's when something is going down and the response time is not good. There was an incident where police didn't show and 2 of their people got hurt (at Evelyne Saller Centre).

A: It was suggested that they call E-COMM and ask for the supervisor for assistance or the Dispatch Manager. If the above scenario happens again, they should ask the dispatcher to have the area Sergeant contact them on his cell. E-COMM is training a lot of new people and so there is bound to be some problems.

Concern was raised re: panhandling by-laws. Security officers are harassing the panhandlers.

Concern re: squeegee kids - it's against the Provincial Motor Vehicle Act.

Q: Who should I report to if I see cars selling drugs.

A: There is a drug squad and a tip line, but should phone E-COMM, 911, just give all the information and that you have been down here a long long time and I know that's drug activity and I have talked to the Police about it. Inspector Doern suggested if they have the licence number plate, and it's not a crime in progress, contact him and he will give it to the drug squad.

Concern re: seeing a really young new girl working on the street. Advised to call 911 because if she is young, then it's a sexual assault.

Q: What does the department do when they pull someone over for engaging with a prostitute?

A: They are sent "Dear John" letters.

Q: How many "Dear John" letter had been sent out?

A: Insp. Doern to have the statistics for next meeting. "Johns" are entered in a computer system that is being used widely and enables the investigating officer to research the "John's" history. If there is a juvenile in the car, that is a serious criminal offence, and that is jail crime. If it is a juvenile, somebody under 18, it depends on what has occurred. If they are two consenting adults, and neither one will give evidence, unless they committed a sex act in a public place that we can get a charge on, not very much happens to the "Johns". If a "John" has a conversation with an undercover Vancouver Police Department member, and he offers money for sex or some other consideration, like a meal, then he is getting arrested. DEYAS has "Bad Trick" sheet.

It was asked if these meetings are of value to the attendees and it was agreed that these meetings are valuable

7. ANNOUNCEMENTS

In partnership between Watari and Ray Cam, there will be 2 public forums on "How To Speak And Deal With Drugs And Your Kids". One is in English on March 31st from 10:30 a.m. to 1:30 p.m. at Ray Cam and another in Cantonese at the Strathcona Community Center on April 14th from 10:00 a.m. to 1:00 a.m. The English version will have 6 mini forums dealing with this matter. There will be posters going out.

Meeting adjourned at 1435 hours.

Future meeting dates for 2001: April 10, May 8, June 12, July 10, Sept. 11, Oct. 09, Nov. 13, and Dec. 11. All meetings will be held in the 4th Floor Boardroom, Vancouver Police Department, 312 Main Street.

8. NEXT MEETING

April 10, 2001
4th Floor Boardroom
Vancouver Police Department
312 Main Street
1:30 p.m.

MINUTES of Regular Meeting
 held on March 27, 2002, 3:40 pm to 4:45 pm
 7th Floor Board Room, 2120 Cambie, Vancouver, BC

Board Members Present:

Mayor Philip Owen, Chair
 Ken Bagshaw
 Sue Bauman
 Allan Black
 John Lynn
 Gillian Maxwell
 Florence Wong

Insp. Bob Rich
 Mgr. Anne MacLean
 Insp. Ken Frail
 Insp. Al Neidtner
 Insp. John de Haas
 Insp. Rob Rothwell
 Tom Stamatakis, VPU Pres.
 Matt Kelly, VPU
 Chris Taulu, Collingwood CPC
 Daine Halley, A
 Patrick Boyd, A
 Beth Nielsen, Brd. Exec. Assistant

Present:

Chief Constable Terry Blythe
 DCC Carolyn Daley
 DCC Gary Greer
 DCC John Unger

The Regular Meeting was called to order at 3:40 pm.

1. Adoption of Agenda

MOVED by S. Bauman/SECONDED by J. Lynn:

THAT the Regular Agenda for March 27, 2002 be adopted. CARRIED

2. Approval of Regular Minutes

MOVED by K. Bagshaw/SECONDED by J. Lynn:

THAT the Regular Minutes of the Vancouver Police Board meeting held February 20, 2002 be approved as circulated. CARRIED

3. Update Court Watch Program

Chris Taulu, Coordinator-Collingwood Community Policing Centre, explained how the initial concept for their Court Watch Program changed and she then reviewed the results to date in the areas being tracked: drugs, solicitation and theft of autos. The statistical summary provided to the Board identified case charges and disposition. She raised concern about the minimal sentences for many of the cases. Ms. Taulu commented on the positive support that the Program had received from Judge Baird Ellen and the Crown.

Due to the Collingwood CPC involvement with the Grow Busters Program, they are tracking some grow-op cases. They have found that the sentences are minimal given the negative impact on the community and the huge profit which can be derived from a grow-op. Ms. Taulu distributed an information package on grow-ops to the Board. CCPC has requested a meeting with the Attorney General and Solicitor General to discuss the results of the program and the sentences being issued for drug dealing. They have requested the VPD drug charge statistics so they can do other statistical comparisons. The Board was advised that the information gathered for the Program's database goes beyond that contained in the report presented (e.g. judge sitting, number of guilty pleas and previous convictions), and once the database difficulties are resolved, more information/reports will be provided. Board Member Bauman expressed appreciation for Collingwood CPC getting the program off the ground. The Board is

interested in seeing the Program=s future reports on patterns in sentencing.

4. VPD 2001 Annual Statistics and VPD Quarterly Statistical Report for October to December 2001/2001 Year-End Statistical Report

Insp. LePard explained the technical difficulties which caused the delay in producing the annual and quarterly statistics, as outlined in the Explanatory Notes in the Reports, and cautioned on statistical validity for some areas. Research Analyst Ryan Prox commented on some of the stats and responded to questions about differences between those statistics which reflect enforcement action versus those which rely on crime reporting by victims. Board Member Lynn raised a number of concerns about improper reliability and conclusions by the public which may be drawn from the statistical reports given the qualifiers. Insp. LePard noted that the existing report format was developed by the previous Board and that it could be changed if the Board wished.

AGREED:

THAT Board Member Lynn meet with Insp. LePard and Ryan Prox to discuss the statistics and report format, and then recommend to the Board any changes needed.

5. DEEP Update

Insp. Ken Frail provided a verbal report to the Board on DTES. He spoke about several positive changes in the past few weeks with respect to the DTES environment. The physical redesign of the corner of Main and Hastings has begun which will remove physical barriers that facilitate drug trafficking at the intersection and will enable easier access to the highly used Carnegie Centre.

He reported that the Contact Centre has installed the majority of its security additions and is operating again. The new door control has established a more controlled environment and the staff are actively involved in building effective programs.

Ninety-six new lights in Chinatown will be turned on in a ceremony on March 28th. This project evolved from the Vancouver Agreement. There also will be street improvements to Abbott and Carrall Streets. A small building opposite Pigeon Park was demolished to further improve the old rail line right of way and provide more green space for the community. This upgrade promotes a sense of openness and revitalization. Mayor Owen shared his observations on improvements in the DTES and commented on more changes anticipated in coming months.

Insp. Al Neidtner advised that the management review on the DTES was completed and they expected increased efficiencies in the way future enforcement would be done. He expressed concern with the speed of the Provincial and Federal Government partners in meeting their commitments to the DTES and what was happening to the other pillars outside of enforcement. The VPD needs the support of the other pillars. Inspectors Frail and Neidtner raised concerns about the Burnaby Provincial Court closing down and how this would result in criminals, including drug dealers and those with addictions, being transferred to 222 Main Provincial Court, in the DTES. This potentially could have a negative impact and increase stress on the community.

ACTION:

THAT the VPD track the impact of the Burnaby Provincial Court closure on the DTES community and policing resources and report to the Board if follow-up action required.

6. Report #0223: Anti-Graffiti Strategy

The Board received for information Report #0223/March 19, 2002 and the Report to Council - RTS No. 2623/March 26, 2002. Insp. John de Haas advised that the Chief instituted a VPD Strategy related to graffiti which is part of the overall COV initiative. DCC Greer spoke about the strong cooperation between the COV and VPD and that two VPD constables had been assigned. The Board was advised of the commitment being proposed by the VPD and how additional resources were required from the City if the VPD was to participate. The Mayor noted that the anti-graffiti strategy is a high priority of Council. Cst. Elizabeth Miller spoke briefly about the proposed VPD strategy and explained the rationale for sworn versus civilian staff for the VPD component. Board Member Lynn complimented Cst. Miller on an informative and well-written report. It was noted that support from Crown was needed in order for the VPD strategy to work.

Initially, two existing VPD members will need to be deployed, and then in 2003 there would be backfilling of the positions as a result of the new staffing allocation. DCC Greer said that the two members would likely come from the Operations Division - Alternate Response Units. It was recognized that graffiti is a big issue for the community and part of community-based policing. Cst. Miller commented on the link between graffiti and other criminal activity. Responding to Board Members concerns about funding, DCC Greer advised that the funding request was outside of the 2002 base operating budget envelope and it would be considered separately by Council.

MOVED by J. Lynn/SECONDED by S. Bauman:

THAT the Vancouver Police Board receive Report #0223: *Proposed Anti-Graffiti Strategy for the Vancouver Police Department*, dated March 19, 2002;

AND THAT the Vancouver Police Board approve the VPD Report to Council - RTS No. 2623: *Anti-Graffiti Strategy for the Vancouver Police Department*, dated March 26, 2002, and the following recommendations contained within:

- A. THAT Council support the anti-graffiti proposal for the Vancouver Police Department as set forth in this report.
- B. THAT Council approve an increase in the 2002 Operating Budget of \$53,00 for start-up costs to establish and operate an anti-graffiti team in the Vancouver Police Department as described in this report.
- C. THAT Council request the Vancouver Police Board report back after one year on the effectiveness of the Vancouver Police Department's Anti-Graffiti Strategy. CARRIED

7. Update re CAPB Executive Meeting

Board Member Florence Wong briefed the Board on the March 9-11, 2002 meetings of the Canadian Association of Police Boards. She commented on the uniqueness of them having a one day conference with executives from the Canadian Association of Chiefs of Police, the Canadian Police Association and the CAPB. They discussed joint planning in the future and an integrated approach to certain policing issues. Tonita Murray of the Canadian Police College was the keynote speaker and facilitator. There was fruitful discussion on policing trends and how the three organizations can work together. Police funding and human resources were two pressing issues discussed. There was an update from Solicitor General and Department of Justice officials on current bills and legislation and Federal Government policy for the next 3-5 years.

AT the CAPB Board meeting, there was discussion on grow-ops and the Vancouver approach mentioned. Mayor Hunter and Board Member Wong also advised the committee of the Vancouver Four Pillar Drug Strategy. As follow-up, each CAPB Board is being provided with a copy of the document. There were

meetings with the Honourable Lawrence MacAulay, Solicitor General, and other officials and CAPB Bulletin #54, dated March 19, 2002, contains the report on these meetings.

MOVED by S. Bauman/SECONDED by K. Bagshaw:

THAT the Vancouver Police Board receive as information CAPB Bulletin #54, dated March 19, 2002, and the verbal report of Board Member Wong. CARRIED

8. Chief Constable's Report

Diversity Conference - The Chief Constable advised the Board that on April 16th, 2002, the VPD was co-hosting a one day forum on diversity and policing at the JIBC. Board members were invited to attend.

Community Forum - Inspector Jim Chu hosted a community forum in District 3 at which the recent arsons were discussed as well as other community crime and safety issues. There was a good response and such meetings are beneficial.

New Community Policing Centre - The Chief Constable mentioned that on March 7th, he and Mayor Owen attended the opening of the new CPC in Haro Park Lodge. The VPD Memorial Office is also in that facility.

9. Correspondence & Information

MOVED by S. Bauman/SECONDED by K. Bagshaw:

THAT the Vancouver Police Board receive as information:

9.1 Report #0216A: *Statistical Information on Complaints Against the Police for February 2002.*

9.2 Sample from VPD Media Liaison Section website/March 1, 2002. CARRIED

The Regular Meeting was adjourned at 4:45 pm

MINUTES APPROVED BY THE VANCOUVER POLICE BOARD ON APRIL 19, 2002

MINUTES of Regular Meeting
held on July 17, 2002, 3:40 pm to 4:20 pm
7th Floor Board Room, 2120 Cambie, Vancouver, BC

Board Members Present:

Mayor Philip Owen, Chair
 Sue Bauman
 John Lynn
 Gillian Maxwell
 Florence Wong

Insp. Ken Frail
 Sgt. Scott Thompson
 A/Commissioner Barbara Murphy/OPCC
 A/Deputy Commissioner Steve Hess/OPCC
 Beth Nielsen, Brd. Exec. Assistant

Present:

Chief Constable Terry Blythe
 DCC Gary Greer
 DCC John Unger
 A/DCC Bob Rich

Regrets:

Ken Bagshaw
 Allan Black
 DCC Carolyn Daley

1. Adoption of Agenda

MOVED by J. Lynn/SECONDED by The Regular Meeting was called to order at 3:40 pm. F. Wong:
 THAT the Regular Agenda for July 17, 2002 be adopted. CARRIED

2. Approval of Regular Minutes

MOVED by S. Bauman/SECONDED by G. Maxwell:
 THAT the Regular Minutes of the Vancouver Police Board meeting held June 19, 2002 be approved as circulated. CARRIED

3. Delegations

No delegation.

4. DEEP Update

Insp. Ken Frail reviewed his July 17, 2002 written report to the Board. Areas covered were: liquor license enforcement; parking restrictions in the 100 East Hastings; drug detection dog; reconciliation shifts; youth at risk study; rice alcohol study; VANDU tent; meetings with squads; drug enforcement and future enforcement efforts. (Written report on file.) Mayor Owen requested the current status of the rice alcohol problem and Insp. Frail advised of a problem with illegal rice alcohol sales from private vehicles. However, the problem is much improved from 3 years ago. Responding to a query from Board Member Lynn, Insp. Frail informed the Board of his meeting with the VANDU Vice-President regarding the needle exchange tent and concerns with congestion at Main and Hastings when it operates. After his discussion with VANDU, the tent was released back to them and they agreed to a mediator (COV Drug Policy Coordinator - Donald MacPherson) should there be problems in the future. They have discussed policing and better levels of stewardship for distribution. The Department is not opposed to needle exchanges. The VPD previously donated 2 bicycles to VANDU to assist with the distribution and there are mobile foot patrols. Discussion is ongoing with VANDU. It is not the VPD's role to determine distribution methods, that is a determination of Vancouver Coastal Health Authority and VANDU.

Board Member Maxwell referred to the July 16, 2002 letter from the BC Centre for Excellence in HIV/AIDS and their submission that there are several hundred less syringes being exchanged per night, as a result of the table's removal.

MOVED by G. Maxwell/SECONDED by S. Bauman:

THAT the Vancouver Police Board receive as information the July 17, 2002 report from Insp. Frail on the Downtown Eastside Extraordinary Policing Program. CARRIED

5. Police Complaint Commission

Acting Commissioner Barbara Murphy and Acting Deputy Commissioner Steve Hess were introduced. The Acting Commissioner explained that she was meeting with boards, chiefs and other stakeholders to confirm the vision and mandate of the Office of the Police Complaint Commission. She then presented her July 17, 2002 letter to the Board. She also noted the important role of the Director of Police Services in setting of police standards, conducting of audits and addressing of serious police issues. Further, arrangements have been made to include the OPCC in the formal training to Police Boards.

6. Chief Constable's Report

Report #0250 - Request for Renewal of Homicide Reward [RANDHAWA]

DCC John Unger outlined the renewal request. He clarified that this reward was unique in that the suspect was known and the reward specific to arrest of the suspect and not arrest and conviction, as with standard reward postings.

MOVED by G. Maxwell/SECONDED by S. Bauman:

THAT, as outlined in Report #0250, the Vancouver Police Board authorize the renewal of the existing reward of \$10,000 (Canadian Currency) for information leading to the arrest of the Ninderjit SINGH (also known as Ninderjit SOOS) responsible for the murder of Poonam RANDHAWA. CARRIED

7. Correspondence & Information

Item #7.1 - The Chair noted the lower year-to-date deaths by drug overdose (28 compared to 55 in 2001). Responding to a query by Board Member Lynn, DCC Unger clarified that the VPD homicide statistics do not reflect the missing women homicides as those are reported in the Port Coquitlam jurisdiction.

Item #7.2 - Board members commented on the positive work of DRU and DAC and were pleased to received the report.

ACTION:

The Board to send a letter to the Diversity Relations Unit and Diversity Relations Committee with appreciations for their work and achievements.

MOVED by G. Maxwell/SECONDED by J. Lynn:

THAT the Vancouver Police Board receive as information:

7.1 2002 Homicide Case Status/July 9, 2002.

7.2 Report #0245: Diversity Relations Unit - Activity Report for June 1999 to June 2002. CARRIED

The Regular Meeting was adjourned at 4:20 pm

MINUTES APPROVED BY THE VANCOUVER POLICE BOARD ON SEPTEMBER 20, 2002



**Vancouver Police Board
Administrative Report**

**Date: October 27, 2002
Board Meeting: November 6, 2002
Board Report: #02-76**

To: Chair and Members of the Vancouver Police Board
From: Jamie Graham, Chief Constable
Subject: Vancouver Police Department Sex Trade Liaison

Recommendations

- i. That the Vancouver Police Board receives Report #02-76 in relation to the Vancouver Police Department's initial recommendation to not create a Sex Trade Liaison Officer position.
- ii. That, as outlined in Report #02-76, the Vancouver Police Department, primarily through the Vice Unit, continues to:
 - a. explore its liaison opportunities with a broad base of organizations involved in support of victims of the sex trade;
 - b. train police recruits regarding the dynamics and sensitivities of the sex trade, and include in that training members of organizations mentioned in (a);
 - c. develop improved intra-departmental communications and officer awareness education for sex trade concerns and dynamics;
- iii. That the Vancouver Police Department research inter-agency co-ordination possibilities, with a view to improving the capabilities of law enforcement in regards to the prevention of violence against sex trade participants.

Policy

No policy exists.

Purposes

In December 2000, P.A.C.E. (Prostitution Alternatives Counselling Education) appeared before the Police Board with a proposal for the creation within the VPD of a Sex Trade Liaison Officer position. This proposal was studied by the VPD and a recommendation was made to the Board that the proposal not be supported.

The Board accepted this recommendation, with the realization, however, that there was "room for positive and progressive change to occur within the VPD regarding how it works with those involved in the sex trade." The initial VPD response to this realization was a liaison with P.A.C.E. to involve that organization in 'sensitivity' training of police recruits regarding sex trade issues. Unfortunately, this early initiative was interrupted by P.A.C.E.'s publication in early June 2001, of a 'study' which alleged, *inter*

alia, that VPD members had committed offences of violence against prostitutes. The method and optics of this release were damaging to the liaison efforts, and their participation in the recruit training was halted as a result. Between then and now, some staffing and attitudinal changes appear to have taken place within P.A.C.E., and a renewed liaison has been established with that organization.

On the other hand, and partly because of the P.A.C.E. incident last year, another aspect of the "...room for positive and progressive change..." was not at that time explored. Specifically, what must also be considered are the following:

- a. P.A.C.E. is not the only organization advocating for, and supporting, sex trade participants and their plight. The inclusion of others would ensure an appropriate depth of perspective;
- b. Internal communications can always be improved. As regards the sex trade, this is being achieved within the VPD by both technology (i.e. PRIME and the Intranet) and in-service training; and
- c. Prevention of violence against sex trade participants is a concern brought to light by the current investigation of the Missing Womens' Task Force.

Background/Discussion

On 00.10.24, Leonard Cler-Cunningham, then Director of Research and Programming for P.A.C.E., requested an appearance before the Police Board to advocate the Proposal. P.A.C.E. representatives appeared before the Board on 00.12.06, presented the Proposal and submitted a written document containing same. The Board's response was to request a report from the VPD in response to the P.A.C.E. submission, and for Inspector Wayne Melymick (then i/c Vice/Drugs Section) to liaise in the interim with that organization.

On 01.01.29, the VPD completed an Administrative Report, through (then) Chief Constable Terry Blythe and authored by Inspector Melymick. The Report analyzed the elements of the Proposal, each responded to in turn. The report's conclusion reads as follows:

The Vancouver Police Department has, and continues to provide the necessary levels of service relative to the Sex Trade. The issues of "trust, compassion and sensitivity" are advocated by and prescribed to by our members. The continuance of training and education throughout our Organization will ensure we successfully meet the challenges in dealing with the concerns voiced by PACE.

With all due respect for Inspector Melymick (now retired), I think the conclusion is better reflected in his comments before the Board on 01.02.21. The following is an excerpt from item 6 of that meeting:

Inspector Melymick reviewed his report. He also mentioned that there was room for positive and progressive change to occur within the VPD regarding how it works with those involved in the sex trade. Overall, the feedback has been that VPD members do a good job, and show trust, compassion and sensitivity in their investigation of complaints. However, there are some examples of members being less compassionate.

The Board's reaction to the Administrative Report was contained in three "Action" items, that:

1. the Board endorse the recommendation to not create a VPD Sex Trade Liaison Officer Position;

2. ...there be a three month trial utilizing the existing mechanisms with the VPD, while advancing positive and progressive change, and that a follow-up report be submitted after the three-month trial;
3. ...the VPD explore the inclusion of PACE in education opportunities at the Police Academy.

Item #3 was undertaken immediately, with the inclusion of P.A.C.E. in police recruit training at the Police Academy, through the mechanism of existing training on the sex trade given by the Provincial Prostitution Unit (PPU), of which I was a member at the time. However, on 01.06.12, I learned from Inspector Heed of a P.A.C.E. press release of a highly inflammatory 'study' (apparently conducted or supervised by Mr. Cler-Cunningham) alleging, amongst other things, serious and criminal misconduct by VPD members. The details of this are laid out in several Departmental reports, including an Information Report submitted at the time. The result was to suspend P.A.C.E. involvement in recruit training until the matter was resolved - to that date, they (P.A.C.E.) had participated in a single training session.

Regarding Item #2, I am not aware of a "three month trial" being initiated by the VPD, though it is worthy of note that this would perhaps have been all but meaningless during the period of turmoil engendered by the public release of the P.A.C.E. study. It should be noted as well, that the PPU itself, then responsible for the police recruit sex trade training, was undergoing a mandate review. In December 2001, the PPU essentially disbanded and is not presently active. While I was not privy to any discussions between the Department and P.A.C.E. concerning the aftermath of their study release, I became aware of a change in the P.A.C.E. organization, from sources both internal and external to the Department. As an example, Detective Constable Randy Regush, one of the VPD investigators then on loan to the Missing Women's Task Force (the "MWTF"), was part of a Downtown Eastside 'street team'. He advised me that his unit had begun to develop an effective relationship with what appeared to be an organization (P.A.C.E.) with a new 'face'.

On 02.06.05, Mr. Cler-Cunningham again appeared before the Police Board, though this time as an "independent researcher". He discussed with, and submitted to, the Board, a research proposal titled "No More Names" focusing on the plight of Aboriginal women in the sex trade. The Board, at that meeting, decided upon two "Action" items, as follows:

1. THAT the Board request the VPD to review the earlier proposal of PACE and the follow-up reports and actions of the VPD, and report back whether additional follow-up is required.
2. THAT Mr. Cler-Cunningham be advised of the action that is being taken by the Board.

Early in 02.07, I was asked by Inspector Heed to explore the range of possibilities with respect to a renewed VPD liaison effort, through the Vice Unit. In response, I initiated the following:

- discussions with Leonard Cler-Cunningham. I conveyed to him at the outset of these discussions (which are on-going), that I thought the 'media event' last year was both unfortunate and, at the very least, ill-advised, but that we would approach our present

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interaction with essentially a 'clean slate'. Leonard's initial intentions appeared to be to re-visit the Sex Trade Liaison Officer proposal, though we have since branched into talks with a focus of broader, multi-organizational liaisons/cooperation to address sex trade violence concerns. To date, we have only begun to consider the inclusion of others in these discussions;

- discussions with Departmental members, such as Constable Dave Dickson, and others outside the Department, with a view to assessing the viability of creating an informal network of liaison perhaps similar to the City's Integrated Service Model (N.I.S.T.);
- re-establishing sex trade training for police recruits, though this time co-ordinated within the Vice Unit. Included in the training would be members of sex trade support agencies; not only P.A.C.E., but others, to ensure a broader perspective and sense of inclusion. The first such training session was a 3-hour presentation given to the Block III recruits on 02.10.04, by myself and Marika Sandrelli, P.A.C.E.'s Education Services Co-ordinator. It was a promising beginning to a new relationship between the VPD and P.A.C.E., apart from that already forged by Detective Constables Rgush and Hutchin, with the MWTF.

With respect to this last point, Constable Dickson advised me to contact Ms. Sandrelli - our subsequent discussions regarding the recruit training preparation and the past difficulties between our organizations were quite illuminating. She freely admitted that there had been an attitude prevalent within P.A.C.E., through former staff, which was openly opposed to police assistance and co-operation. However, she also stated definitively that this had changed and that P.A.C.E. would now welcome liaisons with the VPD for the benefit of its constituents. I was impressed by both her candour, and subsequent demeanor and performance during our presentation to the police recruits.

Having said this, I believe the Department should not concentrate on the cultivation solely of this relationship, but attempt to be more inclusive with other such organizations. This would allow both broader perspective and greater efficiency in response to the concerns being voiced around the issue of sex trade violence. This relates, as well to the initial P.A.C.E. proposal for a Sex Trade Liaison.

Similarly, a single or even a few, Sex Trade Liaison officers, could not significantly impact the concerns of issues such as violence against sex trade workers, the ideology of their perceived 'place' in society, or the interaction of our Department's members with them 'on the street'. This is an issue to be addressed at a broad organizational level, through training and involvement. Another example of this occurring now within the Department, out of the Vice Unit, is an initiative by Detective Constable Mark Tonner, which employs the intranet to improve the flow of information between the Vice Unit and all operational members.

Finally, I wish to re-visit the notion of the "trial period" requested by the Board in their meeting of 01.02.21. Should the Board consider this advisable to request again of the VPD, I would then suggest that at the very least a substantially longer period be allowed. Creating an environment of change within and between several organizations, especially ones with somewhat divergent perspectives, cannot be a quick process; it will only be evolutionary in nature and progress.

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Conclusion

For the reasons set out above, the viability of a Sex Trade Liaison Officer position is contra-indicated. This does not mean, however, that stronger bonds cannot be cemented with sex trade support agencies and their constituents; in fact, that is a proper and compassionate objective. As well, further research into possibilities for improved operational liaisons with other law enforcement agencies, and intra-departmentally, is warranted and being explored. Ongoing follow-up, therefore, is taking place and should continue.

Author:

Russ Mitchell, Detective Constable 1526

Concurrence:

Kash Heed, Inspector

Submitted by:

Jamie Graham, Chief Constable