

File No.: 04-1000-20-2025-817

December 9, 2025

s.22(1)

Dear s.22(1)

Re: **Request for Access to Records under the Freedom of Information and Protection of Privacy Act (the "Act")**

I am responding to your request of October 27, 2025 under the *Freedom of Information and Protection of Privacy Act* for:

Current threat assessment protocols and procedure for RayCam Cooperative Community Centre (920 Hastings Street).

All responsive records are attached.

Under Part 5 of the Act, you may ask the Information & Privacy Commissioner to review any matter related to the City's response to your FOI request by writing to: Office of the Information & Privacy Commissioner, info@oipc.bc.ca or by phoning 250-387-5629.

If you request a review, please provide the Commissioner's office with: 1) the request number (2025-817); 2) a copy of this letter; 3) a copy of your original request; and 4) detailed reasons why you are seeking the review.

Yours truly,

Kevin Tuerlings, FOI Case Manager, for

[Signed by Kevin Tuerlings]

Cobi Falconer, MAS, MLIS, CIPP/C
Director, Access to Information & Privacy

If you have any questions, please email us at foi@vancouver.ca and we will respond to you as soon as possible. You may also contact 3-1-1 (604-873-7000) if you require accommodation or do not have access to email.

Encl. (Response package)

:pm

THREAT MANAGEMENT FRAMEWORK

City of Vancouver

DRAFT DOCUMENT

PRIVATE AND CONFIDENTIAL

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Part 1: City Protective Services Threat Management Framework

1.1 Overview

The City Protective Services Threat Management Framework is designed to enhance the management of violence risk in the City of Vancouver operational environment. All approaches are 'best practice' based and support the City's commitment to providing a safe environment for staff, customers, and the public through the on-going efforts to eliminate, minimize or mitigate the risk of workplace violence.

The framework elements are outlined to provide guidance to Threat Management Specialists and other stakeholders in fulfilling their responsibilities related to investigating, assessing and managing the risk of workplace violence.

1.2 Application

As outlined in the WorkSafeBC regulations, the risk of violence is a recognized occupational hazard. The City is committed to mitigating this risk.

The framework is not intended to replace current or future workplace violence prevention strategies. The objective of the framework is to provide guidance for a structured and defensible approach to investigating, assessing, and managing reports of workplace violence.

CPS Threat Management Specialists are best positioned to lead the multi-disciplinary approach in the management of the risk of violence from the five recognized workplace violence sources (see Section 1.8).

1.3 Mission Statement

The Threat Management Unit (TMU) is committed to improving staff safety through a proactive, collaborative, coordinated, objective and thoughtful approach to the identification, assessment, early intervention and management of situations that may reasonably pose a threat to the safety of the of City of Vancouver employees or facilities.

1.4 Goals

The overall goal of the framework is to provide ongoing support to enhance the City's workplace violence prevention program. The practices and procedures outlined in the framework will contribute to maintaining a safe and secure workplace for employees, customers and others accessing City facilities.

Specific goals of the framework include:

- Identify individuals who are believed to pose a risk of violence in the workplace and/or have committed acts of physical violence.
- Investigate the circumstances and context of incidents or individuals of concern and identify the presence or absence of known risk factors to support threat assessment.
- Assess the risk posed by these individuals, based on an evaluation of the circumstances and context of each case, and known risk-enhancing and risk-reducing factors.
- Engage and support the management of individual cases to eliminate, and when not possible, minimize or mitigate the threat of workplace violence.
- Contribute to a safe, secure and accessible operational environment workplace.

1.5 Means to Achieve Goals

To achieve framework goals, City Protective Services must be prepared to:

- Respond quickly to incidents that may endanger employees, clients, public and/or the working environment
- Act in the best interest of the City, its employees and the public
- Identify proactive strategies to identify, investigate and assess threats of workplace violence and ultimately work with stakeholders to eliminate, minimize or mitigate the risk of workplace violence

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- Maintain an appropriate level of competency in the areas of protective investigations, threat assessment and threat mitigation (collectively known as threat management).

1.6 Objectives

In support of the framework goals, City Protective Services will complete the following objectives:

- Create a standard response to requests for assistance to City Protective Services related to threats/incidents of workplace violence
- Assist stakeholders and business units in the investigation, assessment and management of threats of violence posed by all five sources of workplace violence (see Section 1.8)
- Provide stakeholders with ongoing assistance in the management of workplace violence risk.

1.7 Service Standards

- Provide stakeholders with ongoing support, resources, information and recommendations as required;
- Act as an objective resource focused on identifying and assessing threats of workplace violence and recommending threat mitigation strategies.

1.8 Workplace Violence Sources

The Violence Risk Assessment and Management process will assess threats of violence from five recognized sources, as identified in occupational health and safety regulations related to workplace violence:

Type 1:

Perpetrated by someone with no connection to the operating environment.

Type 2:

Perpetrated by a customer or service recipient.

Type 3:

Perpetrated by someone with an employment or contractual relationship (current or former).

Type 4:

Perpetrated by someone with a relationship with an employee and a risk of domestic spilling over in the workplace exists.

Type 5:

Perpetrated by someone whose violence ideation and risk are driven by an ideology (i.e. terrorism or organization-focused) as opposed to a personal grievance focused on an individual.

1.9 Incident Reporting, Investigation and Management

City Protective Services is responsible for managing and in some circumstances directly managing security (physical, operational and personal) in the operational environment. Part of this role includes providing support and guidance to business units who have self-identified a risk of workplace violence. In these cases, City Protective Services will provide assistance with investigations, threat assessment and management, in addition to their security management responsibilities.

The City encourages employees to report circumstances where a threat of violence exists. City Protective Services will also be a liaison with contract security, police and other external agencies as required.

1.10 Legal and Regulatory requirements

The Threat Management framework and process has been developed in consideration of current legal and regulatory requirements. These include:

- WorkSafeBC, Workplace Violence Regulations 4.27; 4.28; 4.29; 4.30; 4.31
- WorkSafeBC, Workplace Conduct Regulations 4.24; 4.25; 4.26
- WorkSafeBC, Working Alone: 4.20; 4.21; 4.21; 4.22
- Freedom of Information and Protection of Privacy Act (RSBC 1996)
- British Columbia Human Rights Code (RSBC 1996)

City Protective Services will review and ensure that all framework elements, practices and approaches remain current with laws, regulations and contractual requirements.

1.11 Privacy Considerations¹

The threat management process requires the timely sharing of pertinent information between stakeholders, employees, external agencies and other individuals, as required.

In an effort to prevent and/or mitigate workplace violence, it is expected that personal and/or protected information will be gathered and reviewed to identify the presence or absence of risk factors associated to various forms.

The Worker's Compensation Act outlines the regulatory requirement to investigate and assess the risk of workplace violence. Effectively assessing risk requires the gathering and analysis of information to determine the nature and extent of the risk and to implement appropriate mitigation strategies. Pertinent information will be gathered, handled and disseminated, in compliance with current legal and regulatory requirements as outlined in the Workers' Compensation Act, Freedom of Information and Protection of Privacy Act and City of Vancouver policy and procedures.

It is critical that City Protective Services investigators take reasonable care and diligence to safeguard any private or personal information while discharging these responsibilities. Only information associated to meeting the regulatory requirements, as outlined in the WorkSafeBC Workplace Violence and Workplace Conduct regulations, will be gathered.

Information on individuals and incidents gathered for analysis will be related to activities, behaviours and past history appropriate for determining the nature, extent and likelihood of violence risk. Information gathered, handled and disseminated is only for use in determining the threat of violence to employees, customers, visitors and/or the operational environment.

¹ Reference: WorkSafeBC: *Communicate patient information: Prevent violence-related injuries to health care and social service workers*. February 2012

1.12 Confidentiality

It is critical that throughout any investigation, assessment or discussion of risk reduction strategies, those City Protective Services investigators take all reasonable care and diligence to safeguard personal, private or protected information.

Personal information gathered in the role of managing a threat of violence is confidential and can only be used to assist in making informed decisions with respect to threat assessment and management of situations that impact the personal safety and security of employees and the operational environment.

1.13 Centralized Record-keeping

City Protective Services will be responsible for completing documentation related to the threat management procedures outlined in this framework. Documentation may include investigative notes, evaluations, violence risk screens, threat assessments, emails, open-source downloads and other information related to the individual case under investigation.

City Protective Services will be responsible for the gathering, handling and disseminating of information in their control, and for ensuring that both hard-copy and electronic information are protected from inadvertent disclosure, loss or theft. Information collected on individuals of concern and associated incidents will be kept for assessment and management purposes until such time as the individual is believed to no longer pose a threat of violence.

1.14 Performance Measures

Post-incident analysis: Depending on the seriousness of the incident, City Protective Services should conduct a comprehensive review and analysis following final resolution of the incident. This review should include organizational responses and follow-up actions to determine:

- What happened?
- Why did it happen?
- What could have been done to prevent it?
- What was done?

-
- What should have been done?
 - What could have been done better?

Additional Analysis: City Protective Services may review additional indicators that include but are not limited to:

- Workplace violence and conduct complaints
- Grievances
- Safety reports and investigations.
- Injury compensation
- Absenteeism
- City Protective Services reports on assaults and threats.
- Trending and benchmark analysis.

Part 2: Violence Risk Assessment and Management Response

2.1 General Considerations

City Protective Services investigators will have lead responsibility for investigating, assessing, and developing risk mitigation strategies related to stakeholders' requests for assistance. In some cases, City Protective Services will work directly with external agencies (i.e. police, contracted security services providers, threat and security management professionals, etc.) to provide safety- and security-related support.

It is important that City Protective Services staff take into account any organizational or situational issues that may escalate or de-escalate the potential for violence.

2.2 City Protective Services Roles and Responsibilities

City Protective Services will have primary responsibility for the following:

- Completing consultations, violence risk screens, threat assessments and developing threat management plans as requested
- Maintaining involvement in the ongoing investigation, assessment and management of violence risk, as appropriate
- Bringing to the attention of stakeholders any cases requiring additional support
- Coordinating and chairing threat management advisory discussions
- Preparing and maintaining required documentation, records and communications
- Acting as a liaison and point of contact with law enforcement agencies and contracted service providers
- Assisting with strategies to address fear or other issues among affected workgroups
- As required, consulting with stakeholders (i.e. Workplace Health, Human Resources, Risk Management and individual stakeholders as appropriate) about safety and security for the affected employee(s) and worksite(s)

-
- Keeping the Union and Occupational Health and Safety Committee and/or Safety Representative(s) apprised of process, as deemed appropriate.

2.3 Violence Risk Screening and Management Process

If a situation appears to present a threat to physical or personal safety, the incident management process should include the following components:

- Ensure the safety and security of individuals and locations that may be at risk
- Notify emergency services as required
- Gather information from readily-available sources
- Conduct a preliminary violence risk screening, based on available information
- Implement immediate risk mitigation strategies as required
- Conduct an in-depth protective investigation and re-evaluate risk based on any new information (as required)
- Conduct a protective investigation formal threat assessment (as required)
- Implement further risk mitigation strategies as required
- Monitor for additional incidents and/or risk-enhancing or risk-reducing factors
- Debrief to determine the effectiveness of incident management process.

2.4 Violence Risk Management Strategies

Risk mitigation strategies will be developed in consultation with internal and/or external resources best positioned to provide guidance on the most applicable strategies to reduce the probability, severity and impact of an act of violence. Strategies will be recommended on a case-by-case basis and will be forwarded to the responsible business unit for consideration. City Protective Services, in collaboration with involved stakeholders, will determine the appropriate level and type of intervention required to ensure the safety and

security of individuals and locations at risk.

Individual mitigation strategies and plans could include:

- No-information or privacy block on the corporate information system(s)
- Engagement with contract security to ensure additional protection is provided to an individual or specific area
- Relevant sharing of risk-related information with other staff and individuals in the area
- Involvement of other external professionals or law enforcement services
- Involvement of medical or mental health professionals or family members, for support
- Notification of site administration/senior organization leadership or other key individuals
- Restriction on visitors or access to the potential target
- Consideration of moving target to a different work location
- The development of personal safety plans and safety plans for the target's work area, as well as travel routes to and from the site(s).

If the initial information indicates an immediate and serious threat to the potential target, City Protective Services will immediately institute preventative measures and strategies (such as those described above) to reduce the risk to the potential target. The violence risk management strategy will be communicated to employees (as appropriate) in the impacted area and City Protective Services will communicate with police, and notify internal or external stakeholders as required.

2.5 Violence Risk Screening Skill Sets

- Recognition of basic options for managing workplace violence risk, and the necessity for multi-disciplinary input
- Training and experience in conducting incident investigations and employer investigations of harassment, complaints, misconduct,

and management effectiveness, including interviewing skills

- Knowledge of City of Vancouver policies regarding workplace violence and response to alleged threats
- Completion of formal violence threat assessment training.

2.6 Advanced Threat Assessment and Management Skill Sets

- Knowledge of the professional and research literature on violence risk and threat assessment, especially targeted violence, affective and predatory violence, domestic and intimate partner violence, and factors associated with workplace violence
- Basic knowledge of risk management principles and options relevant to workplace contexts, and factors associated with workplace violence
- Knowledge of relevant provincial and federal statutory and case law, the profession's ethical standards, and City of Vancouver policies and procedures relevant to conducting workplace violence risk assessments
- Completion of advanced training in violence risk assessment and management. Training should include specific methodology, and should include training in the following structured professional judgmental tools:
 - Workplace Assessment of Violence Risk (WAVR-21v3)
 - HRC-20, Assessing Risk for Violence
 - Guidelines for Stalking Assessment and Management (SAM)
 - Spousal Assault Risk Assessment (SARA)
 - Brief Spousal Assault Form for the Evaluation of Risk (B-SAFER)
 - The Risk for Sexual Violence Protocol (RSVP)
- Understanding the need to access medical professionals to assist with certain assessments. These medical professionals must have clinical expertise in conducting individual assessments, patient

interviewing, use of collateral information, diagnosis of mental disorder and functioning, and knowledge of standardized clinical and forensic tests.

2.7 Role of a Threat Advisory Group

The Threat Advisory Group is a cross-functional, multidisciplinary committee that is available to assist in mitigating violence risk in the operational environment. Individually or collectively, resources will provide support and guidance to City Protective Services and stakeholders in developing risk mitigation plans that minimize the potential risk for violence. The role of advisory resources is a key component of the Threat Management Framework.

2.8 Advisory Resources

- City Protective Services
- Organizational Health
- Risk management
- Occupational safety specialist(s)
- Human resources consultant(s)
- Labour relations specialist(s)
- Corporate legal
- Any other(s) who is deemed necessary to assist team

2.9 Situational Resources

- Supervisor or manager
- Union and management organizational leaders
- Occupational health and safety committee members
- Contract security
- Police
- Security and Threat Management consultants

2.10 Prerequisites

General knowledge in the investigation, assessment and management of

workplace violence and specific knowledge in areas that can support risk mitigation strategies.

2.11 Group's Roles and Responsibilities

In serious cases requiring support from senior management, identified advisors can be called upon to review the results of violence risk screens or formal threat assessments. Depending on the initial level of identified risk, the advisory team may implement and coordinate various measures to further assess and manage any threats of violence.

These measures may include:

- A deeper investigation, for instance, a further internal investigation and/or an external investigation
- Recommendations to stakeholders on security measures covering the workplace generally, and / or the specific person(s) at risk
- Recommendations to a stakeholder to converse with local law enforcement to inform/update on situation and subject. Request investigation / intervention that could lead to legal actions, such as restraining orders or criminal action when feasible and appropriate
- Acquiring of an external professional to conduct a more advanced threat assessment of subject(s) in question
- Recommendations to stakeholder on employment action, such as suspension, discipline, or termination of the subject(s) in question; transfers or administrative leave for person(s) at risk
- Recommendations to stakeholder on referring subject to professional help, such as independent medical evaluations, counselling, fitness-for-work evaluations or threat assessment
- Review and summarize reports from medical professionals
- Assist colleagues who are unfamiliar with violence risk management process
- Any other defusing or risk mitigation intervention(s) that might be appropriate and effective.

2.12 Departmental Resource Roles and Responsibilities

Individual stakeholders will provide support and advice on an as-required basis. Their level of involvement will depend on the circumstances and context of each case. Specific stakeholders may take on a leadership role for managing cases where their operational area of responsibility and/or expertise is best positioned to provide ongoing management of violence risk.

2.13 Human Resources

Responsibilities may include, but are not limited to:

- Provide guidance on issues related to employee-focused threat management strategies
- Serve as a resource to supervisors or managers on administrative and/or disciplinary actions
- Review and communicate pertinent and appropriate personnel file information
- Liaise with union representatives
- Recommend, when appropriate, referral to employee EAP or external assessment professionals.

2.14 Occupational Health and Safety

Responsibilities may include, but are not limited to:

- Review employee's safety or accident history
- Review current safety and security procedures
- Participate as required in the violence risk screening and management process
- Provide advice and guidelines to managers and employees to assist with compliance with occupational health and safety requirements
- Liaise with WorkSafeBC and appropriate regulatory bodies on matters of violence prevention and management
- Communicate relevant information to City Protective Services
- Review effectiveness and compliance of proposed security/safety

recommendations as they relate to WorkSafeBC regulations

- Support the completion of safety-focused incident investigations, as outlined in WorkSafeBC regulations
- Prepare and complete required records, documentation and communications
- Complete required WorkSafeBC actions
- Liaise with union and occupational health and safety committee representatives as required
- Consult with stakeholders regarding safety issues at affected worksites.

2.15 Risk Management

Responsibilities may include, but are not limited to:

- Participate as required in the violence risk assessment and management process so as to identify situations that may be unsafe, and advise on effective systems for responding to those situations
- Participate in inspections, investigations, and inquiries
- Review incident statistics on a regular basis
- Coordinate review of any unsafe situations and make recommendations accordingly
- Liaison with the organizations' insurer, legal and appropriate regulatory bodies on managing various risk exposure scenarios. Exposures may include reputational, financial, regulatory, and/or legal risks.

2.16 Employees (managers, supervisors, front-line staff)

Responsibilities include, but are not limited to:

- Participate as required in investigations related to the threat

management process

- Provide direction and support to employees involved in the threat assessment and management process
- Implement violence risk management strategies as appropriate.

2.17 External Stakeholders

External resources or stakeholders may provide support in all areas of the violence risk management process of investigation, assessment and management. In some cases, formal threat management responses may be the responsibility of an external resource. (i.e. police action)

External resources include, but are not limited to:

- Police
- Criminal justice stakeholders
- Sheriff Services
- Threat assessment consultant
- Contracted security provider
- External mental health resources
- Union representative
- Others as deemed necessary

Part 3: City Protective Services Operational Threat Management Guide

3.1 Purpose

The purpose of the Violence Risk Threat Management Guide is to provide Threat Management Specialists and involved stakeholders with a framework that guides the management of situations where a risk of potential violence has been identified.

This guide includes a threat management *Decision Tree*. The decision tree is not department or individual dependent. Workplace violence risk management is complex, fluid and multi-dimensional. The practices and approach outlined in the decision tree are best managed through a multi-disciplinary approach.

Ultimately, City Protective Services have responsibility for leading a multi-disciplinary violence risk management practice. However, each case is unique. Factors, including the threat source, nature and severity of threat, identity and role of victim(s), and responsibility for management strategies will differ from case to case. This will result in various departments taking more or less of a role of leadership in the management of the case.

The various steps outlined here provide a high-level step-by-step approach to investigating, assessing and managing individuals of concern, as well as the implementation of risk mitigation strategies. At each level, stakeholders will determine the need for immediate action and further assessment. In the majority of cases, the risk can be effectively managed early in the process.

In cases where the level of concern or the risk is high, the case will be escalated for further assessment and threat management support. In cases where an imminent or high-risk threat has been identified, the decision tree also directs stakeholders to immediate security actions which should be taken, including notification of the police of jurisdiction. Once immediate actions are taken, the case should be referred back to the threat management process for ongoing corporate responses and management.

Violence risk management is forward-facing. The ultimate question in the assessment is "Does this individual pose an ongoing threat to a person or physical asset, and if so, what mitigation strategies are appropriate?" As cases are concluding, the tree provides three options. These are:

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- Referral back to the original stakeholder for action (i.e. performance management, legal or risk management action, labour relations);
 - Ongoing monitoring for changes (positive or negative) in risk levels or behaviours of concern;
 - The closure of the case if no further risk is identified or expected.

This guide does not specifically address the investigation of harassment and respectful workplace complaints. However, at the initial intake phase, stakeholders would be expected to consider the circumstances and context of the complaint and determine if a referral for a harassment investigation is warranted or appropriate.

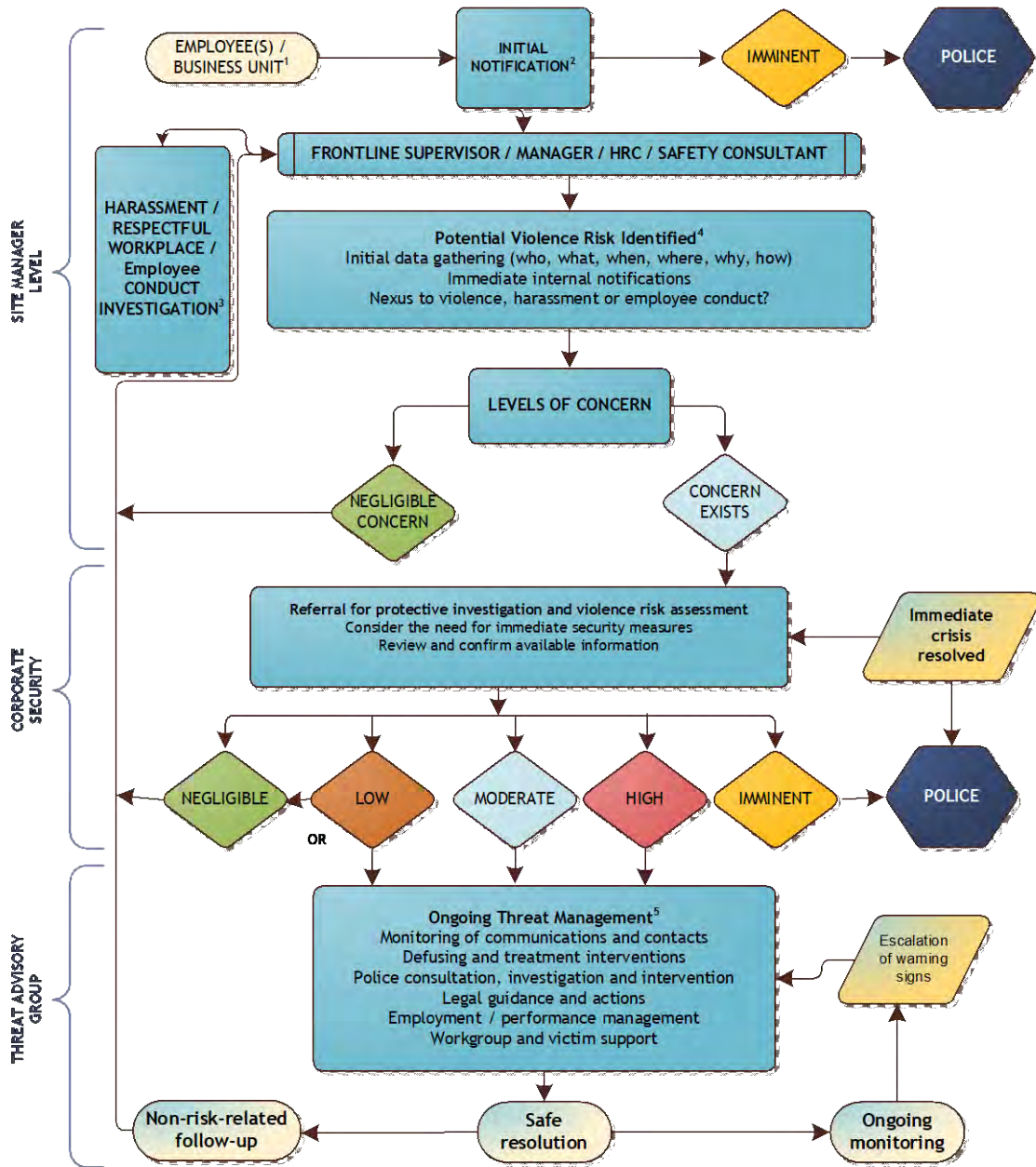
In cases where a personal safety or security risk is identified, there would be a requirement to conduct a violence risk screen or assessment in addition to conducting a harassment investigation. In these cases, there should be a discussion between the responsible stakeholders to determine the best approach and timing of actions. While the outcomes of a protective and harassment investigation are unique to one another, the safety of parties involved must be balanced with the employer's responsibilities related to responding to complaints of workplace harassment.

3.2 Objectives

The objectives of this Threat Management Guide:

- Provide a guide to investigate and manage individuals who have been identified as posing a potential threat of workplace violence, to stakeholders at various levels in the organization.
- Identify management strategies/actions, as responses are escalated.
- Ensure that incidents are assessed, and that immediate risks are identified and escalated for support and further assessment, as required.

Violence Risk Management Decision Tree



FOOTNOTES:

- 1 Staff attempt to resolve issue with conflict defusion skills.
- 2 In cases where an imminent threat of violence is identified, police should be notified immediately, and safety plans implemented.
- 3 Corporate Security has supporting role as requested.
- 4 Security Command Centre must be notified. Notification of OH&S Committee and/or union representatives may be required.
- 5 The Threat Advisory Group will be led by Corporate Security. The multi-disciplinary group will have responsibility for ongoing threat management.

Part 4: Threat Management Practice Guidelines

4.1 Threat Management Process

The threat management process is the entirety of the steps taken to identify, investigate, assess, and manage a case. This includes developing, implementing and monitoring a plan unique to each subject and situation that includes protective measures for the intended target.

The City has a regulatory requirement to investigate, assess and manage the risk of workplace violence. This threat management guide is a complimentary process for meeting these WorkSafeBC requirements from both internal and external threat sources. The guideline should be considered a component of the City's workplace violence prevention program.

4.2 Threat Sources

Workplace Violence Typology: A classification system recognized in the field of Occupational Health and Safety (OHS) that categorizes incidents of workplace violence according to the relationship of the perpetrator to the victim or target, and the workplace.

Type 1: The perpetrator has no legitimate business relationship with the victim or target, or the workplace. These incidents normally involve crimes of opportunity such as robbery, impromptu violence, and property theft (involving a confrontation with employee[s]).

Type 2: The perpetrator has or had a legitimate professional relationship with the City. These can include current or former customers, their associates or family, clients, and other service recipients.

Type 3: The perpetrator has or had some form of employment relationship with the City. These include current or former employees, contractors and temporary workers.

Type 4: The perpetrator is the current or former intimate partner of an employee. They can include current and former spouses, current or former domestic partners, family members or those involved in a dating situation. In situations where the City identifies a risk of domestic violence spilling over into

the workplace, “the employer must assess the risk and decide how best to protect your workers”².

Type 5: The perpetrator may have a professional relationship with the City or be a member of the public with no known connection. The perpetrator’s violent ideation is driven by an ideology (i.e. terrorism or organization-focused) as opposed to a personal grievance focused on an individual.

4.3 Reporting Concerns

The City Protective Services Security Operations Centre is the point of contact for reports of incidents of workplace violence or for the reporting of potential threats of workplace violence. Stakeholders are instructed to report incidents or concerns to the Security Operations Centre at 604-873-7157.

Incidents of concern that would indicate the need for a violence risk screen include, but are not limited to:

- An incident of physical violence, where an ongoing risk is identified
- A threat or inappropriate communication indicative of violence concern
- Indications of approach behaviour or in-person or cyber-stalking or harassment
- A report of concerning or threatening behaviour
- The issuance of a protective order (intimate partner or domestic violence spillover)
- Recognition of warning behaviours.

Once a report is received, a Threat Management Specialist will conduct an investigative triage and determine the need for investigative next steps and a violence risk screen.

4.4 Behaviours of Concern

There is a wide range of behaviours that could be defined as workplace violence. The following graphic provides a continuum outlining a high-level baseline. A person may move through a range of these behaviours depending

² <https://www.worksafefbc.com/en/health-safety/hazards-exposures/violence/domestic-violence>

on the circumstances and his / her personality and objectives. However, in the majority of cases, an individual's personality traits, previous history and the current situation will dictate how they normally act in a given situation. Each of the behaviours and sub-actions are inappropriate and need to be managed.

It is important to note that the strategies to address or correct each behaviour are unique. The responsibility for implementing strategies or engaging the individual of concern may rest with various departments (i.e. HR, LR, City Protective Services, Legal, and Departmental Management) depending on the relationship (i.e. current or former employee, current or former client, or domestic relationship with employee) with the party.

Behaviours of Concern



4.5 Violence Risk Screening

Distinct from a formal threat assessment, a violence risk screen assists with determining the general urgency related to a reported potential for workplace violence risk. In addition, it will assist with identifying the need for immediate management actions.

Individuals of concern may communicate through a variety of methods including by phone, voicemail, email, text, social media, third parties, letters, etc.

The primary objective of the risk screen is to gather preliminary information related to the “who, what, when, where, why and how” of a reported incident. Incident-related information gathered during the violence risk screen will provide the basis for the completion of ongoing threat assessments and implementation of threat management strategies.

A common-sense approach is a key at this stage. Individuals of concern will display a range of behaviours. Not all individuals or incidents will require a formal threat assessment. Screeners should consider the circumstances and

context of each incident and be aware of the risk of confirmation bias (every report is either of concern or of no concern).

4.6 Concerning Behaviours or Actions (non-violent)

Behaviours of concern may not include an actual act of physical violence. These are classified as concerning behaviours. Examples include³:

- Using foul language and swearing
- Making direct or veiled threats to change employee behaviours or actions
- Becoming verbally or physically aggressive (without actual physical violence)
- Incidents of harassment, bullying or intimidation
- Repeated approaches (in-person or by written communication)

4.7 Inappropriate Communications and Contacts

In many cases, individuals will include the following references or themes in their written communications or in person verbal contacts. The listed references are of interest to a threat assessment professional and have been found in research to be associated to individuals who have carried out acts of targeted violence. They give the assessor some indication of the source's thoughts and potential violent ideation.

- Extreme or obsessive admiration or affection
- Obsessive desire to contact the recipient
- Special history or 'destiny' shared with the recipient
- Religious or historical themes (particularly when the writer admonishes the recipient to change their lifestyle)
- References to death, suicide or weapons
- References to mental illness

³ California Highway Patrol Inappropriate Communications and Contact Worksheet

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- References to security or safety personnel or procedures, or law enforcement
 - A debt is owed by the recipient (not just money but any type of obligation)
 - References to persons who have carried out acts of workplace violence.

In addition to the above-noted risk factors, risk screeners should also consider the questions contained in the *Key Questions for Protective Investigations* section of this document. In the majority of cases, the risk screener will not find the presence of risk-enhancing factors outlined above or outlined in the key questions. The failure to find indications of these behaviours or influencers is a risk-reducing factor in itself. However, it is important to consider the information in the context of what has been confirmed as opposed to what the screener does not know.

4.8 Violence Risk

4.8.1 Affective Violence⁴

In the majority of cases, reported incidents will involve affective (or emotion-driven) violence. Affective violence includes the following characteristics:

- Physiological reaction (i.e. increased heart rate, sweating, redness or flushing of skin, hyperactivity)
- Individual and subjective experience of emotion
- Reactive and immediate violence
- Internal or external perceived threat
- Goal of threat personal reduction
- Possible collateral risk to others
- Time-limited sequence.

It is important to note that although defined as violence, not all incidents involve *physical* violence. The individual of concern is experiencing some form

⁴ J. Reid Meloy, *Violence Risk & Threat Assessment: A Practical Guide for Mental Health & Criminal Justice Professionals (Practical Guide Series) 1st Edition*

of internal or external perceived threat. This threat is often not physical in nature. They may perceive a threat to their social, professional or economic well-being and, as a result, act out aggressively. By example, finding an individual owes a penalty on property taxes could trigger the individual to react to what they perceive as a threat to their financial stability.

The individual may use direct or veiled threats or verbal aggression in an attempt to change the City's decision. Escalating to physical violence is counter-productive if the goal is to affect change. This type of behavior is often more appropriately classified as bullying or intimidation and is best managed through established customer or employee relations and conflict resolution strategies.

4.8.2 Predatory Violence⁵

In many cases, a reporting employee may identify a concern that an individual is at risk of a carrying out an act of predatory or targeted violence. With an increase of these types of events globally (i.e. active shooter, workplace shootings), employees and the public in general are more sensitive to the potential for these types of threats.

Thankfully, predatory violence in the workplace is a low-likelihood event. In most circumstances, the perceived threat and associated anxiety is greater than the actual risk. However, the violence risk screen and any subsequent threat assessment should prioritize the assessment for this particular violence risk.

Characteristics of predatory violence include:

- Minimal or absent physiological reaction
- Apparent lack of emotion
- Planned or purposeful violence
- No imminent perceived threat
- Variable goals (revenge, fame, recognition, mission)

⁵ J. Reid Meloy, *Violence Risk & Threat Assessment: A Practical Guide for Mental Health & Criminal Justice Professionals (Practical Guide Series) 1st Edition*

-
- Reduced risk of collateral damage (outside of identified victim pool)
 - No time-limited sequence.

4.9 Evaluating Information for the Initial Violence Risk Screen⁶

In cases where a violence risk screen identifies a concern for predatory violence, it is most appropriate to conduct a formal threat assessment. The goal of the violence risk is to determine:

- Is the concern for violence unwarranted, so that the incident can be handled with normal human resources, disciplinary, employee or client relations protocols as opposed to by the City Protective Services Team?
- Is some concern for violence warranted but not significant or urgent, so that the protective investigation can continue with additional fact-gathering and its threat management process?
- Is a concern of violence urgent, so that emergency or urgent action should be taken, such as immediate consultation with police or a threat management professional?

4.10 Protective Investigation and Threat Assessment

When a violence risk screen has identified a moderate to high level of concern, a protective investigation and threat assessment is required. The protective investigation process will include continuing or expanding information collection efforts, along with consultation with internal and external stakeholders. Consultation with a qualified threat assessment professional should be considered in situations where the assessor feels uncertain in his or her ability to accurately evaluate risk.

The following questions will assist with identifying pertinent information that will assist with conducting a formal threat assessment.

⁶ ASIS SHRM Workplace Violence Intervention Guideline

4.11 Key Questions⁷

- What motivated the subject to make the statements, or take the action, that caused him/her to come to your attention?
- What has the subject communicated to anyone concerning his or her intentions?
- Has the subject shown an interest in targeted violence, perpetrators of targeted violence, weapons, extremist groups, or murder?
- Has the subject engaged in attack-related behaviour, including menacing, harassing, and/or stalking-type behaviour?
- Does the subject have a history of mental illness involving hallucinations, delusional ideas, and feelings of persecution, with indications that the subject has acted on those beliefs?
- How organized is the subject? Is he/she capable of developing and carrying out a plan?
- Has the subject experienced a recent loss and or loss of status, and has this led to feelings of desperation and despair?
- Corroboration - is what the subject is saying consistent with his/her actions?
- Is there concern among those that know the subject that he/she may take action based on inappropriate ideas?
- What factors in the subject's life and/or environment might increase/decrease the likelihood of the subject attempting to attack a target?

⁷ US Secret Service Protective Investigation Guide for Law Enforcement

4.12 Pathway to Intended Violence⁸



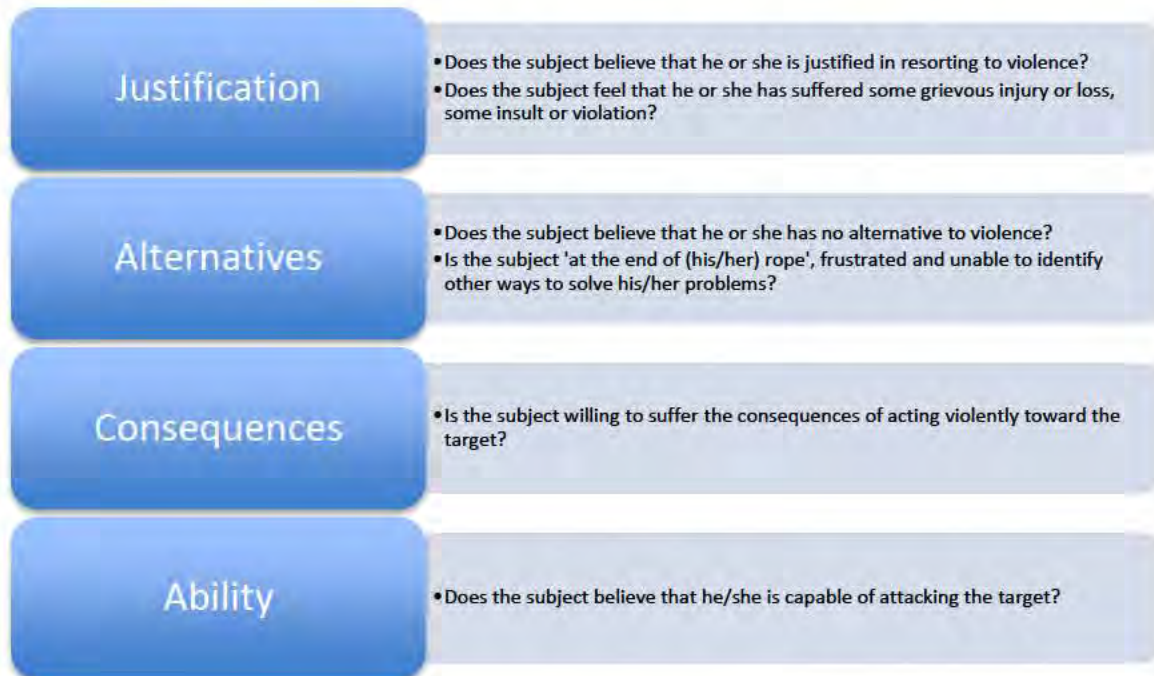
Research and case experience have identified that predatory violence follows a series of sequential steps on a pathway. From the beginning, with a grievance, to violent ideation, through planning and specific preparations for violence, possibly security breaches or approach behaviour, to a final act of violence, investigators should look for evidence of where an individual of concern may be on the pathway.

The arrow indicates that an individual may start and stop or reverse away from violence over a period of time. The more indications that an individual is moving from thought to action, the greater level of risk.

⁸ Calhoun and Weston 2006 *Contemporary Threat Management*

4.13 Justification Alternatives Consequences Ability (JACA)⁹

Gavin de Becker has identified 4 primary pre-incident indicators that can assist an assessor in identifying an individual of being at risk of predatory violence. These are:



4.14 Risk-Reducing Factors

In addition to risk-enhancing factors, risk screeners should also consider the presence of risk-reducing factors. These include:

- Does the individual have valued family, or other positive personal attachments?
- Has the individual expressed genuine remorse for making threats or engaging in behaviour that has generated a concern for safety?

⁹ Gavin de Becker, *The Gift of Fear: And Other Survival Signals That Protect Us from Violence*.

-
- Has the individual responded positively to defusing or limit-setting efforts by others?
 - Has the individual engaged in appropriate problem-solving, or sought professional treatment or legal recourse as a way to manage the situation or problems at issue?
 - What services have been offered to the individual, and which have been accessed?

4.15 Threat Assessment

Threat assessment is a systematic, fact-based method of investigation and examination that blends the collection and analysis of multiple sources of information with published research and the investigator's experience. The assessment focuses on an individual's pattern of thinking and behaviour to determine whether, and to what extent, a person is considering moving toward an attack¹⁰. The assessment guides the management strategies to eliminate, and when not possible, mitigate the risk of violence.

Information gathered during the initial investigation and violence risk screen is extremely important and pertinent to the threat assessment. In many cases, this information will readily inform the assessment, and additional information may be limited. The resulting analysis is much more thorough when conducting a formal assessment, as opposed to the preliminary evaluation conducted during the violence risk screen.

City Protective Services is adopting the Workplace Assessment of Violence Risk (WAVR-21 v3) as their primary threat assessment tool. The WAVR-21ⁱ is a 21-item coded instrument for the structured assessment of violence risk. The WAVR-21 is the most appropriate assessment tool for use in the operational environment. The WAVR-21 manual consists of the manual, 21-item worksheet, coding grid, intake and documentation questionnaire.

The primary focus of the WAVR-21 is to assess the risk of workplace homicidal targeted violence. The secondary purpose of the WAVR-21 is to identify and assess other types of non-homicidal risk such as stalking, disruptive anger problems, menacing behaviour and bullying. Also included in the WAVR-21 is

¹⁰ *Making Prevention a Reality: Identifying, Assessing and Managing the Threat of Targeted Violence. BAU-National Center for the Analysis of Violent Crime*

some direction on intervention guidelines which support the identification of a range of risk mitigation strategies.

Specific direction on the use of the WAVR-21 is outlined in the WAVR-21 v3 manual. City Protective Services investigators responsible for the use of the WAVR-21 will receive eight hours of training in the structure, methodology and use of the tool.

Additional violence risk assessment tools will be considered and implemented as the threat management framework matures. Specific tools that may be considered to support the assessment of specific violence risk typology include the HCR-20 (violence risk), B-Safer and SARA (domestic violence), SAM (stalking), and RSVP (sexual violence).

4.16 Threat Management

Threat management often can occur over a period of hours, days, months and at times, years. Violence risk is dynamic and there will be individuals of concern who will continue to require ongoing attention. When considering any threat management strategy, the assessor should always ensure that the strategy will “do no harm”. Consider: will the implementation of a strategy make the threat level and risk better or worse? It is critical to recognize that the goal of threat management is to reduce the threat level and increase the safety of those involved.

Whether an individual is held accountable for violence or threats is not the responsibility of the threat assessor. In the event that an individual’s actions and resulting threat level diminish due to disciplinary or police action, this is a positive outcome. However, the assessor’s priority is the safety of stakeholders; others are responsible for accountability.

Regardless of level of involvement (i.e. initial consult, violence risk screen, protective investigation and threat assessment) the responsible Threat Management Specialist will liaise with the originating department or individual.

Management and risk reduction strategies are best addressed through a multi-disciplinary approach. Review the nature of the threat, the background of the threat source and identify which stakeholder has the authority to implement strategies. For example, Human Resources, in consultation with the departmental management team, would have the authority and expertise to apply disciplinary or performance management-related strategies to mitigate

ongoing intimidation or threats made by an employee. However, an external threat source inappropriately approaching and threatening an employee may be better assisted through a combination of support from City Protective Services and the intervention of local police through the laying of criminal charges and the resulting no-contact conditions.

In general, threat management strategies range from least to most intrusive. The following list should not be considered all-inclusive and stakeholders may identify additional strategies. Also, the use of multiple strategies is appropriate to manage ongoing risk.

Security-centric strategies are not listed but would include the use of technology (i.e. CCTV, access control, facility and home alarms), facility and residential vulnerability and security assessments, uniformed security and security patrols, and close protection details.

4.17 Threat Management Strategies

Multiple, concurrent threat management strategies should always be considered and implemented as appropriate. The multi-disciplinary approach will assist with identifying specific strategies and determining their ownership. It is important to recognize that there is no “one size fits all” and that each individual and case is unique. Flexibility is the key to implementing strategies in a timely and consistent manner.

Case-specific solutions should be based on communication, partnerships, and the leveraging of available resources. No one department or stakeholder will have all the answers.

A range of threat management strategies have been outlined below for consideration. The list should not be considered all-inclusive. Strategies have been grouped by the area of focus.

These are:

- Subject of concern
- Situation
- Setting
- Target.

4.17.1 Strategies



Do nothing - In some cases, there is no evidence that the individual of concern requires additional investigative or assessment action. For example, an uncorroborated report of an inappropriate exchange (swearing and argument between employees) is best managed by the local supervisor and without additional risk-related information, would not warrant a violence risk screen or ongoing management by the City Protective Services team.

Active and passive monitoring - Many cases will not require any initial security or other threat management strategy. Monitoring for additional communications or contacts, increasing or decreasing risk factors or changes in circumstances is most appropriate. The difference between active and passive monitoring is the amount of effort and detail that the “threat manager” is responsible for. *Active monitoring* could include active open-source monitoring, and the assessor would be responsible for contacting information sources or involved parties on a scheduled basis. *Passive monitoring* is more

appropriate in low-risk situations. The assessor would rely on the involved parties to contact the assessor, as they felt required.

Third party control and monitoring - Third parties could include both internal and external stakeholders. The goal is to establish relationships with individuals or organizational leads (i.e. HR, employee engagement, departmental supervisors) and to have these individuals monitor for changes in risk levels or behaviours of concern. External parties may include law enforcement, criminal justice professionals, and potentially, mental health professionals (who have a duty to report safety-related concerns). City Protective Services must be cautious when establishing these relationships. Concerns related to privacy and the potential sharing of information with the individual of concern must be balanced against the potential benefit. In some cases, a family member or friend may be safely able to provide more active assistance in managing the person of concern. Examples could include supporting the individual in getting to medical appointments or actively discouraging violent thinking or planning.

Administrative action - Examples of administrative action include human resources or departmental disciplinary or performance management strategies. Departmental managers can effectively use administrative actions to change or curtail behaviours of concern by an employee. Administrative actions involving external threat sources can include facility access restrictions, eliminating face-to-face meetings (instead, establishing email or phone contact), and in serious cases, considering a 'trespass act' letter and police involvement.

Warn and confront - Warn and confront can be used in low risk cases where the individual of concern has an interest in abiding by behavioural expectations and does not want the threat management strategies to escalate (i.e. administrative or disciplinary action, police notification, alteration of service).

Mental health support - both internal (EAP, IME and fitness-for-work evaluations) and external (family doctor, private provider or community mental health) mental health support will often be of great assistance in both the short and long term.

Restraining orders - In B.C., a court-ordered "810" peace bond is often the most appropriate in cases involving the potential for violence risk or criminal harassment (stalking). The peace bond process can be challenging. In most

circumstances, a police investigation must take place and evidence gathered to show that an individual has created enough fear and poses a threat great enough to warrant the application for the peace bond before the courts. Crown must approve, and the party has the opportunity to contest the peace bond and associated restrictions / conditions in court.

It can also be helpful to consider formal access restriction to THE CITY'S facilities. In lower-risk situations, individuals will often follow the restriction. Following written notification, breaches can be tracked and used as evidence to support future action and escalation to a peace bond application or the use of a trespass act letter.

Arrest - The potential for an arrest and subsequent short and long-term incarceration resides outside the control of City Protective Services. If appropriate, the arrest of an individual and the use of release conditions work well with low risk individuals and establish professional third party control and monitoring opportunities.

Obviously, the detention of an individual in custody eliminates their ability to carry out an act of violence but, may escalate the individual's animosity against the organization and individuals involved.

4.17.2 Situation

Address the grievance - Addressing the subject's grievance is often the most effective approach to mitigating the risk of potential violence. A variety of strategies could be considered depending on the case. Actions could include: waiver of fees or debt, deadline extensions, distance contact, severance packages, alternatives to standard business practices or other options that may allow the person to achieve a goal, allow them to be heard and preserve their dignity. Options specific to an employee of concern which may be helpful might include: extension of health insurance, retirement, or other benefits.

4.17.3 Setting

Increased vigilance/'target hardening' - Increased vigilance may take a number of forms. Strategies range from increased vigilance by staff in and around the office, training on security procedures, and verification of work identification tags, information sharing, internal safety alerts and notification to police. Target hardening may include securing access control points, access

control of personnel and visitors, parking lot and perimeter security, and deployment of contract security resources.

If the risk of violence may impact on the family of the employee, the department in consultation with City Protective Services will be responsible for expanding safety planning to impacted family members. This type of risk could result in multiple individual plans and the need to conduct a residential security review and vulnerability assessment. Any required security enhancements associated to the work-related threat scenario would be an offshoot of the workplace violence hazard.

4.17.4 Target

Target vulnerability reduction - Reducing the vulnerability of a targeted individual or facility can be reduced by 'target hardening', as described previously. Additional measures should be considered that are focused on the individual(s) at risk. Examples may include: changing work hours and relocation of work space, varying routes, routines and activities, safe walk and parking lot escorts, limiting communications and contact with the subject of concern, and personal safety planning. A cyber vulnerability assessment may also be of value if the target is active on social media. A social media privacy management plan and resulting changes to the target's social media accounts may be prudent.

4.18 File Resolution

Files management is the responsibility of the assigned "threat manager". There are three primary options available once a threat assessment has been completed.

In low-risk cases, the file and any non-risk related recommendations are forwarded back to the reporting department or party. The file can be closed or remain in a passive monitoring status for a period of time to ensure ongoing stakeholder communication and monitoring for changes in threat-related behaviours.

In cases where the risk level remains a concern or is dynamic, the case would be classified as open, and ongoing monitoring, assessment and threat management would be appropriate. The length the case remains open is dependent on the circumstances and context of each case. As stated above,

the case may remain open for days, months or in some cases, ongoing for years.

4.19 Documentation

All incidents requiring Threat Management Unit (TMU) involvement will result in a TMU file being generated, and all relevant material being saved. Such TMU involvement may include (but is not limited to) reviewing reports, communications, and open source, and consulting with stakeholders, violence risk screens, and threat assessments.

See Appendix A for a detailed guide on documentation.

Glossary

Workplace Violence (ASIS Intervention Guideline): A spectrum of behaviors, including overt acts of violence, threats, and other conduct that generates a reasonable concern for safety from violence.

Workplace Violence (WorkSafeBC): The attempted or actual exercise by a person, other than worker of any physical force as to cause injury, and includes any threatening statement or behavior that gives a worker reasonable cause to believe the worker is at risk of injury.

Workplace Conduct (WorkSafeBC): The attempted or actual exercise by a worker towards another worker, any physical force as to cause injury to a worker and includes any threatening statement or behaviour that gives the worker reasonable cause to believe the worker is at risk of injury.

Threat: Any direct or indirect act, or expression of intent to inflict physical or other harm.

Credible threat: A statement or action that has the apparent capability of inflicting harm and is directed in a manner that causes people to know that they are the target of the threat, and that puts them in fear for their safety.

Targeted Threat: means any planned act, or expression of intent to plan to inflict physical or other harm against a person or a workplace. A threat can be spoken, written or symbolic.

Assessment: The collection and review of information to determine the level and nature of threat posed by an individual or group.

Subject of Concern: Person(s) making or posing a threat.

Target: Person(s) identified as at risk as a result of the threat.

Internal Threat: Targeted threat from an employee(s) or contractor of the City.

External Threat: Targeted threat from non-employee(s) e.g.: ex-employee, patient, client, associate, public, domestic spillover.

Domestic Violence Spillover: Targeted threat to an employee from a spouse/ex-spouse or family member that has the potential of taking place at the employee's workplace, causing harm to the employee or others in the

workplace.

Violence Risk Screening: A preliminary evaluation of available information to judge the general level of risk seemingly posed by the behaviour of circumstances in question.

Mitigation strategies: Actions to minimize or, when possible, eliminate the occurrence or reduce the severity and/or impact of an act of violence.

Resources and References

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9. BC Occupational Health and Safety *Regulations Part 4- Workplace Conduct*
10. WorkSafeBC *Occupational Health and Safety regulations Part 4- Violence in the Workplace*
11. WorkSafeBC *Communicate patient information: Prevent violence-related injuries to health care and social services workers*

12. Association of Threat Assessment Professionals - *Threat Assessment Glossary*

SAFE ACCESS FOR EVERYONE

The Vancouver Park Board's commitment is to create welcoming parks and recreation services for all.

We ask that our patrons treat each other and staff with dignity and respect.

2021 Policy and Procedures



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Introduction

The Vancouver Park Board strives to provide the public opportunities to participate in a safe and positive environment.

We provide spaces for people to come together and build community without prejudice. We endeavor to create equitable access strategies and support the broad needs of our community.

To assist in facilitating this we have clearly mapped out acceptable behaviours that will contribute to the creation of a safe and secure environment for the public and staff to enjoy all aspects of our amenities.

Understanding behavioural expectations enables all parties to work together using a foundation of mutual respect and dignity.

This document outlines how these expectations will be upheld, and provides guidance for appealing measures implemented when expectations have not been followed.

Policy

The Vancouver Parks Board is committed to supporting the participation of members of the public in the use of its facilities, programs and properties. The Vancouver Parks Board encourages positive inclusive behaviours when using its programs, facilities or properties and will take progressive steps to reduce instances of negative behaviours occurring.

The Vancouver Park Board expects all participants and user groups at its facilities to treat patrons, staff, and volunteers with dignity and respect. Which includes upholding the BC Human Rights Code, including not engaging in discriminatory conduct on the bases of race, colour, ancestry, place of origin, religion, marital status, family status, physical or mental disability, sex, sexual orientation, gender identity or expression, or age.

Any behaviours intended to hurt, intimidate or humiliate others or to damage Vancouver Park Board property will not be tolerated.

When the individual is a child or youth (i.e. younger than 18 years), this policy will be applied in conjunction with Vancouver Park Board's Child and Youth Behavior Guidelines (in development) that includes parent/caregiver involvement at each stage.

The Vancouver Park Board has the authority to actively manage individuals using its programs, properties or facilities who have been identified as not meeting behavioural expectations. This will be done through the application of verbal warnings, written behavioural expectation agreements, access restrictions, suspension or termination of use, as deemed necessary for the safety of staff and others using the spaces.

Behavioural Expectations

We expect that everyone in our spaces will -

- Take responsibility for their own behaviour
- Will talk in a normal tone and avoid swearing
- Keep their cool and treat others with respect
- Not damage or take equipment or property that does not belong to them.
- Ensure they are not intoxicated

Without limiting our policy statement, the following behaviour is unacceptable and staff will be required to report any occurrence involving them:

- Anti-social or negative behaviour resulting from intoxication or the use of drugs or alcohol,
- The consumption of alcohol or drugs in our washroom facilities,
- Smoking or vaping within our spaces,
- Bringing weapons into our spaces,
- Violent or aggressive behaviour,
- Theft or vandalism of recreation or patron property,
- Making threats, attempting to intimidate, goading and inciting others to violence,
- Any action that promotes discrimination, racism or hatred,
- The use or display of abusive or offensive materials, words, or images,
- Any action that damages, defaces, fouls or pollutes any Vancouver Park Board property,
- Any activity or conduct that would be detrimental to the environment at the site, breaches posted rules and may negatively affect those in the immediate surrounding area.

These behaviours will result in the user groups or individual(s) responsible having appropriate measures implemented to prevent these behaviours being repeated. Measures may include verbal warnings, development of behavioural expectation agreement, access restrictions, and suspension or termination of use of park and recreation facilities, services and access to properties.

Addressing Unacceptable Behaviours

Failing to meet the behavioural expectations will result in some or all of the following measures being implemented, depending on the severity of the incident.

The actions may include -

1. a verbal warning,
2. A verbal suspension of access
3. a written warning,
4. issuance of a letter of behavioural expectation,
5. a written suspension of access

Finally, the Trespass Act will be invoked in serious cases where the individual refuses to meet the behavioural expectations.

Supervisors are empowered to implement immediate short-term access restrictions (up to four (4) days).

The implementation of a long-term access restrictions or Trespass Act letters will be undertaken in consultation with the Manager and/or General Manager of Parks and Recreation.

When evaluating the appropriate measures to be implemented the following factors will be taken into account:

- The nature and impact of the incident,
- History of other incidents involving the individual(s) or group,
- The potential for ongoing incidents.
- The age and demeanour by the individual and,
- Whether the individual has taken responsibility for their behaviour.

Appeal Process

When an access restriction is implemented, the manager or supervisor will provide a copy of the letter outlining the access restriction to the individual/group.

If the individual who has had a restriction placed upon their access from a facility, program or property requests, an appeal the following process will apply:

- a. The appeal must be submitted to the General Manager or designate via email to pbgmo@vancouver.ca or by calling 3-1-1.
- b. The General Manager or designate will determine if a meeting with the individual or group representatives would be appropriate.
- c. A decision regarding the appeal will be provided in writing no longer than 30 days after the date of receiving the appeal.

The access restriction will remain in effect during the appeal process.

Where a decision results in a reduction the length of the access restriction or withdrawal in its entirety the General Manager or designate will notify impacted facilities.

Standard Operating Procedures

Responding to Unacceptable Behaviours

Title: Responding to Unacceptable Behaviours

Business Unit: Park Board

Effective Date: xxxxxxxxxx

Work Area: All

Revision Date:

I. PURPOSE AND SCOPE

The following information will provide staff with the steps required following an incident where a patron does not follow the behavioural expectations Vancouver Park Board facility, program and/or park.

II. PROCEDURE

All staff are empowered to address unacceptable behaviours. This includes requesting the behaviour cease and outlining the acceptable behaviours, it may include asking the individual(s) to leave the facility or extend to calling the Vancouver Police Department (VPD) to have the individual(s) escorted off the property.

1. Staff member witnesses or receives a report that unacceptable behaviour has occurred.
2. Assess the situation: Staff and patron safety is paramount. In situations where staff feel a risk of violence exists they must call for additional staff support, consider contacting the Security Operations Centre or VPD non-emergency and when necessary call for VPD attendance (911). In serious situations, ask the individual(s) to leave the facility immediately.
3. Decide whether the individual poses a threat to themselves, others or property. Most incidents will fall into one of the following two general categories:
 - a) Unacceptable behaviour- no immediate threat to safety or property: or (Use the process in step 4)
 - b) Unacceptable behaviour-threat to safety, property or criminal behaviour (Skip to step 5)

- Refer to Appendix 2 - S.A.F.E Decision Chart for operational purposes. -

4. Take progressive steps to deal with unacceptable behaviour. Ensure support from additional staff if the individual is angry, aggressive or appears under the influence of alcohol or drugs.
 - a) Request that the individual(s) refrain from the inappropriate behaviour.
 - b) If the individual(s) persist, engage an additional staff member and approach the individual.
 - c) Issue a verbal warning that the individual(s) refrain from the inappropriate behaviour or the individual(s) will be asked to leave the facility immediately.
 - d) If the individual(s) persist, ask the individual(s) to leave the facility immediately.
5. Direct individual(s) to leave the property, citing the reason as failure to refrain from the named inappropriate behavior.
6. If the individual(s) continues to refuse to leave, contact the VPD (911).
7. Take all appropriate steps to protect yourself, other staff and patrons.
8. Advise Supervisor/On call person responsible for facility of the incident and action taken.
9. Prepare an incident report including: activity, action taken, police badge and file number, identification of individual(s) including: name, phone number, address and/or any other contact information and witness information
10. Provide a copy of the incident report to pbincidents@vancouver.ca and to the Supervisor/Superintendent before end of your shift.

*****At locations with contract security staff, contract security staff will take direction from Vancouver Park Board staff.*****

Incident Review and Escalation Process

Title: Incident Assessment - Unacceptable Behaviour

Business Unit: Park Board

Effective Date: xxxxxxxxxx

Work Area: All

Revision Date:

I. PURPOSE AND SCOPE

To provide guidelines for incident review and escalation process following a breach of the code of conduct.

II. PROCEDURE

1. Worker makes an initial report of an incident of unacceptable behaviour.
2. Incident Report Form is reviewed by the Supervisor/Superintendent and may be escalated to the Manager and/or City Protective Services based on the severity of the conduct.
3. Staff have the authority to issue a verbal suspension to a patron for a maximum of four (4) days, pending a meeting to review the code of conduct and behavioral expectations.

Level 1

1. Supervisor/Superintendent reviews the Incident Report Form.
2. Supervisor/Superintendent conducts a risk screening of the incident. The Supervisor/Superintendent will consider the following:
 - Is the patron known?
 - Is the patron a regular facility/park/property user?
 - Does it have a potential to appear on social media or be communicated to elected officials?
 - Does the incident appear to be related to violence, harassment, disruption, vandalism, or criminal activity?
 - Is the incident likely to re-occur based on patron use patterns and type of incident?
 - Has patron been involved in previous incidents?
 - Are immediate mitigation strategies required (access restriction, meeting with the patron, letter of expectation, internal/external notifications)?
3. If a meeting with the patron is required to gain additional information, please refer to Standard Operating Procedure - Meeting with Patron Following Unacceptable Behavior.
4. Staff have the authority to informally suspend a patron on a short-term basis (up to 4 days), pending a meeting to review behavioral expectations.
5. If a patron is being given a formal access restriction, including issuing a letter, then the manager needs to be advised and proceed to Level 2.
6. Supervisor/Superintendent implements immediate mitigation strategies. If access restriction is being considered, follow Addressing Unacceptable Behavior and Suspension Procedures.
7. Supervisor/Superintendent communicates resolution to front-line staff and issues a Safety Alert, if applicable.
8. If the incident involved physical violence or non-physical violence (verbal threats, abusive language) against a worker where the worker perceived any threat of violence, the Supervisor/Superintendent will initiate an OHS incident investigation with participation from an OHS worker representative.

Level 2

1. Supervisor/Superintendent contacts Manager.
2. Manager reviews the Incident Report and Supervisor's/Superintendent's risk screen and considers a broader investigation and assessment. The Manager will consider the following:
 - Is assistance from City Protective Services required?
 - Are there historical incidents involving the patron of concern?
 - Does the patron attend other facilities?
 - Is there an ongoing threat or risk of violence?
 - Is there a need to share information with other sites, business units, or departments?
3. If escalation to City Protective Services is required, proceed to Level 3.
4. Manager and Supervisor/Superintendent implement immediate mitigation strategies. If access restriction is being considered, follow Addressing Unacceptable Behaviour and Suspension Procedures.
5. Manager and Supervisor/Superintendent communicate resolution to front-line staff and issues a Safety Alert, if applicable, to all necessary sites (including other business units and departments).
6. If the incident involved physical violence or non-physical violence against a worker where the worker perceived any threat of violence, the Recreation Supervisor will initiate an OHS incident investigation with participation from an OHS worker representative.

Level 3

1. Manager contacts City Protective Services.
2. City Protective Services reviews the Incident Report, Supervisor/Superintendent's risk screen, and Manager's investigation and assessment.
3. City Protective Services consults with the Manager and Supervisor/Superintendent to determine the need for a protective investigation and threat assessment. If warranted, City Protective Services completes an independent investigation to inform the threat assessment and threat mitigation strategies.
4. City Protective Services provides a briefing to any necessary groups (Senior Security, Human Resources, Organizational Safety, Risk Management, Legal).
5. City Protective Services communicates the results of the investigation with any necessary recommendations to the Manager and Supervisor/Superintendent.
6. Manager and Supervisor/Superintendent implement immediate mitigation strategies.
7. Manager and Supervisor/Superintendent communicate resolution to front-line staff and issues a Safety Alert, if applicable, to all necessary sites (including other business units and departments).
8. City Protective Services will maintain an electronic record of all investigative materials and maintain an open protective investigation on subjects of concern at their discretion. If necessary, updates will be provided to stakeholders.

Special Considerations:

Seeing the Individual

Special considerations may apply to some individuals to ensure equity. If individuals are unable to meet behavioral expectations due to having a disability of an intellectual, physical, sensory, emotional or behavioral nature, appropriately trained staff will be engaged to assist in the process.

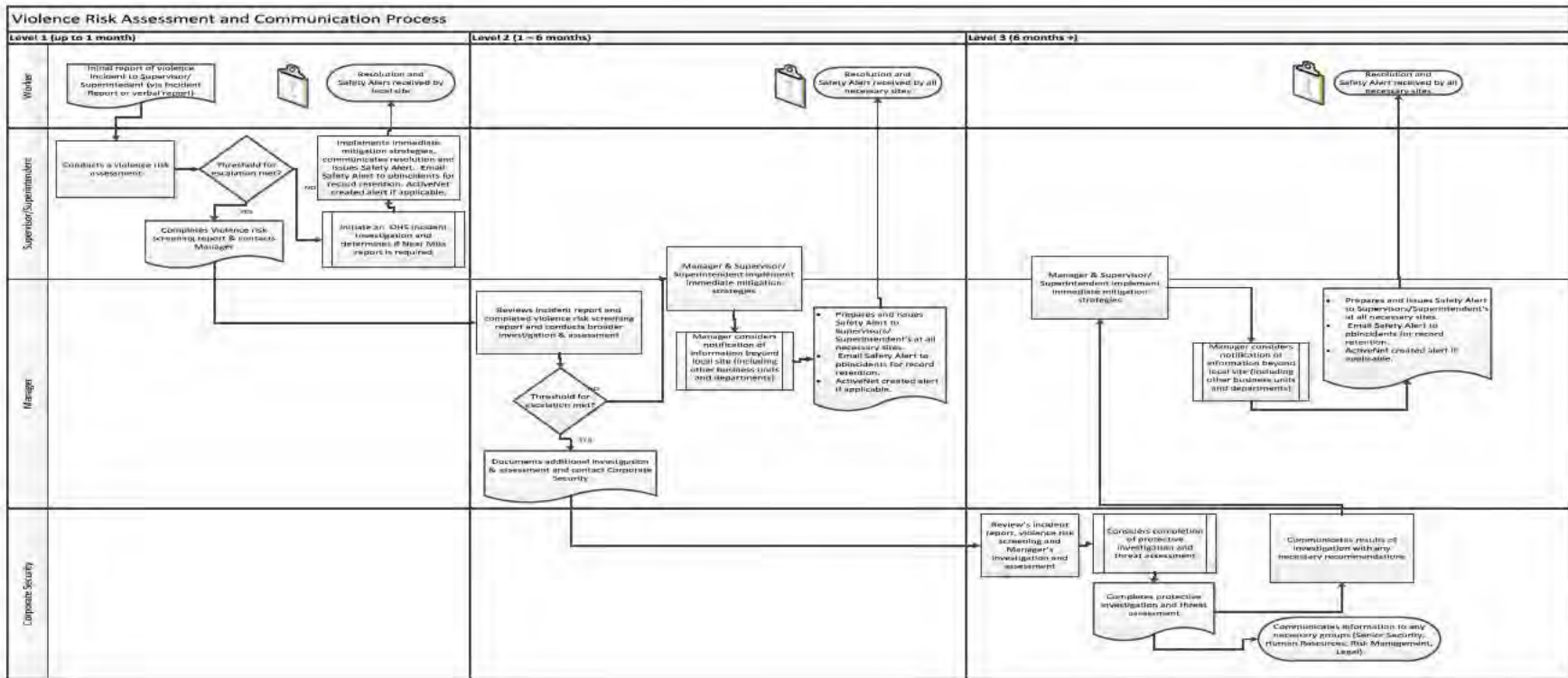
Other considerations may include an individual's experience with individuals wearing uniforms, enforcement entities and other personal experiences that may contribute to alternate perceptions of support services.

When the actions or behaviors of individuals requiring considerations to ensure equity result in access restrictions being the most appropriate course of action, the specific impact upon the individual should be assessed and understood prior to an access ban being issued.

Should there be measures identified to assist the individual they could be outlined to the individual and/or their support network.

Information on Minors

Formal suspensions of participants under the age of majority should only be done in exceptional cases. In the case of a participant under the age of majority whose behavior warrants an access restriction, staff must work with parents to resolve the situation.



Addressing Unacceptable Behaviours and Implementing Suspensions

Title: Addressing Unacceptable Behaviour and Implementing Suspensions

Business Unit: Park Board

Effective Date: xxxxxxxxxxxx

Work Area: All

Revision Date:

I. PURPOSE AND SCOPE

The following information will provide the Supervisor/Superintendent and Manager with guidelines for addressing unacceptable behaviors.

II. PROCEDURE

Unacceptable Behaviour will result in progressive actions being taken as required to effectively manage the incident.

The actions available include:

1. A verbal warning
2. Written warning,
3. A verbal suspension,
4. An issuance of a letter of expectation
5. A written suspension.
6. A Trespass Act letter will be used in serious cases where the individual refuses to abide with the access restriction.

Supervisors are empowered to implement immediate short-term access restrictions, of up to four days.

The implementation of a long-term access restrictions or Trespass Act letters will be undertaken in consultation with the Manager and/or General Manager of Parks and Recreation.

Considerations will include, but is not limited to:

1. The numbers, nature and impact of incidents,
2. History of other incidents involving the individual(s) or group,
3. The age, demeanour and responsibility taken by the individual and,
4. The potential for ongoing incidents.
5. Refer Appendix 3 Patron Advisory Letter.

Supporting Guidelines for Supervisors

These Guidelines are intended to facilitate consistent practice throughout the Vancouver Park Board. The behaviors and timelines listed are examples and are not intended to be an exhaustive list.

The Supervisor/Superintendent may consider the following levels of response.

Note Special Consideration for -
Children & Youth
Person's requiring accommodation to ensure equity.

Offenses

- Recommended Minimum Intervention
- Range of additional options depending on variables

Timeline	Under 1 month	1 - 6 months	6 months - indeterminate
Assault Physical threats or uninvited physical contact during contact including violent actions.		●	● >1 year
Abuse – Verbal Directed at staff or other patrons	●	● 3 month	
Abuse – Written Directed at staff or other patrons	● 1 month	●	
Bullying (see Harassment)	● 1 month	●	●
Criminal Acts As Defined by Law Federal criminal code or other federal statutes where the health, safety and security of the community centre or its participants or staff is compromised.	●	●	●
Cumulative Violations: Whereas despite appropriate intervention, a participant continues with unacceptable behaviour as defined in the Code of Conduct, it is assumed that subsequent interventions will follow a “progressive” discipline approach.	●	●	●
Disruptive behavior Vulgar swearing by a patron	● <1 month		
Disruptive behavior: Ongoing/persistent arguing or belligerence	● <24 hours		
Creating a disturbance	● <24 hours		
Fighting on the Park Board property (consensual) – Reciprocal physical contact by two or more persons with the intention of causing bodily harm.		● > 3 months	
Identity theft (use of multiple cards)		● > 6 months	
Intoxicating or controlled substances Under the influence of/or open possession of alcohol, drugs, or inhalants.	● <24 hours		
Intoxicating or controlled substances Selling, buying and distributing of drugs.	● <1 month		

<p>Harassment (Bullying) Intimidating or harassing another person because of that person's race, colour, gender identity, religious beliefs, sexual orientation, ancestry, national origin or for any other reason.</p> <p>A threat to cause injury, property damage, or physical confinement or restraint of the person threatened, or any other act intended to substantially harm the physical or mental health of the person threatened. Bullying is unwanted, aggressive behaviour among participants that involves a real or perceived power imbalance. The behaviour is repeated, or has the potential to be repeated, over time.</p>	● <1 month	●	●
<p>Lewd Conduct/Indecent Exposure Behaviour that is indecent or obscene, e.g., mooning, exposing oneself, sexual misconduct</p>	● <1 month	●	●
<p>Racism/Gender Discrimination Discrimination based on the social construct of race or gender identity, ranging from a private dislike of an individual because of their apparent race, or on the perceived gender identity or sexual orientation of an individual or their family, to more serious offenses such as harassment, threats and violence.</p>	● <1 month	●	●
<p>Sexual Harassment Any unwanted sexually orientated actions or behaviour, conduct or material that a reasonable person ought to know is demeaning, offensive or disrespectful, such as sexual comments, rumours, showing sexual pictures, being flashed or mooned, being touched, grabbed or pinched in a sexual way, being intentionally brushed up against by someone in a sexual way.</p>	● <1 month	●	●
<p>Theft Theft from community centre, a patron or equipment.</p>		● >1 year	
<p>Trespass Entering or remaining unlawfully in the community centre or refusing to leave when asked to do so.</p>	● <1 month		
<p>Vandalism/Mischief Destroying or damaging property, e.g. breaking windows, graffiti, defacing property, damaging or destroying other peoples' belongings, interfering with or damaging electronic information systems, etc.</p>	● <1 month		
<p>Weapons and Explosives/Incendiary Devices/ Materials Possession or use of weapons, explosives, fireworks, firecrackers, or any other items capable of causing bodily harm, including "fake" weapons that can be perceived as "real" weapons.</p>	● <1 month	● >1 year	●

Staff Communication Following Unacceptable Behaviour

Title: Staff Communication Following Unacceptable Behaviour

Business Unit: Park Board

Effective Date: xxxxxxxxxxxx

Work Area: All

Revision Date:

I. PURPOSE AND SCOPE

The following procedures provide guidance on a phased approach to notifying workers after completing an incident assessment following unacceptable behavior. In situations where an individual is identified as posing an ongoing risk of workplace violence the City of Vancouver Board of Parks and Recreation is required to notify workers. The notification process aligns with the Workers' Compensation Act, Occupational Health and Safety Regulation, and the Freedom of Information and Protection of Privacy Act.

II. PROCEDURE

Local Notification (site/workgroup)

Supervisor/Superintendent or Manager will issue a Safety Security Alert to inform staff of the resolution to the assessment and the steps required in dealing with a patron.

Relevant information may be included as an alert in ActiveNet, if applicable. Only information that pertains to the identity and safety procedures should be included in an ActiveNet alert.

Supervisor/Superintendent will review this information during the next staff meeting.

Joint Operations

Community centres that are co-located with other agencies (i.e. Vancouver Public Libraries) will communicate with those agencies regarding banned patrons from either agency or from both agencies on a need to know basis. Patron information should only be shared with other agencies when necessary for the health and safety of employees.

Communication with other agencies is done by the supervisor.

These procedures and guidelines apply to:

- Britannia
- Hillcrest
- Kerrisdale
- Mount Pleasant
- Renfrew
- Thunderbird
- West End
- Strathcona

External Notification (outside of site)

1. In determining if the information needs to be shared with other facilities, departments, and organizations, the Supervisor/Superintendent will consult with the Manager and City Protective Services and will consider the following points:
 - Is the conflict specific to a worker or centre?
 - Does the subject frequent other facilities or departments?
 - Is it likely that the subject will pose a risk at these facilities?
 - Do other departments and workers require notification?
2. The Manager, working with City Protective Services will have the authorization to issue a Safety Alert by email to other centres, departments, and organizations.

Safety Alert Format and Posting

- Written notification will be completed on the authorized "Safety Alert" Form. Information will include the name of the individual (if known), a picture and/or physical description of the subject, the behaviors or actions of concern, staff safety procedures, and the date of issue.
- The notification will be posted in a location not visible to the public and will remain posted for a period not to exceed 3 months without re-evaluation of risk level.
- Only in situations where a subject is known to pose an ongoing threat of workplace violence or is under a facility access restriction is the posting of subject identifiers and images authorized.

Refer Appendix 4- Safety Alert Template

Meeting with Patron Following Unacceptable Behaviour

Title: Meeting with Patron Following Unacceptable Behaviour

Business Unit: Park Board

Effective Date: xxxxxxxxxxxx

Work Area: All

Revision Date:

I. PURPOSE AND SCOPE

The following information will provide the Supervisor/Superintendent and Manager with guidelines when a meeting with patrons after they have enacted unacceptable behaviour.

II. PROCEDURE

Staff should consider if any safety risks exist prior to meeting face-to-face with individuals who may pose a risk of aggressive or violent behaviour. In cases where a violence risk is identified any meetings should occur by teleconference. Documentation can be shared with the individual(s) and/or parent by email attachment, fax, courier or mail.

Delivery of behavioral expectation letter

1. Supervisor/Superintendent and other supervisory staff meet with individual(s) and, where individual(s) is under the age of eighteen, parent, to ensure that the individual(s) and/or parent fully understands the behaviours deemed to be inappropriate in a facility or program.
2. Require that individual(s) or parent sign an agreement (behavioural expectation letter) to refrain any of the behaviours that are deemed inappropriate. If they refuse to sign, then document on the letter that the letter was given, but they refused to sign.
3. Explain possible consequences of repeated incidents of the inappropriate behaviour. These could include restrictions on participation in facilities or programs, or exclusion from facilities or programs or the imposing of a suspension period.

Delivery of potential or short-term access restriction

1. Supervisor/Superintendent and other supervisory staff meet (in-person or by phone) with individual(s) and/or parent to discuss the unacceptable behavior and the steps required to mitigate it.
2. Written notice of the measures required is be provided to the individual(s) and/or parent.
3. If the individual(s) is allowed continued access to programs and facilities written notice will be sent describing the consequences of continued unacceptable behaviours which includes restrictions to programs and or facilities.

Delivery of long-term access restriction or expulsion from facility

1. Supervisor/Superintendent and other supervisory staff meet (in-person or by phone) with individual and/or parent to discuss the unacceptable behavior and inform the individual of the measures being implemented.
2. If expulsion or suspension is implemented to a particular program and/or facility, issue written notice to the individual(s) and/or parent, indicating programs and/or facilities individual(s) is being suspended or prohibited from.

Welcome Back Meeting

1. After the access restriction timeframe has been served, the individual must meet with the supervisor/manager that implemented the restriction to gain re-entry to all facilities. This meeting will review the Unacceptable Behaviour to ensure the individual understands the expected behaviour required so that everyone may use and enjoy the facilities, programs, and services.

**Appendix 1 - Staff Guide to supports available
when responding to Unacceptable Behaviours.**

Staff Guide to supports available when responding to Unacceptable Behaviours.

There are a number of avenues of support available to you in the event that you feel your safety and comfort at work has been compromised or should you feel that a situation has the potential to become unsafe. You can seek assistance at any time.

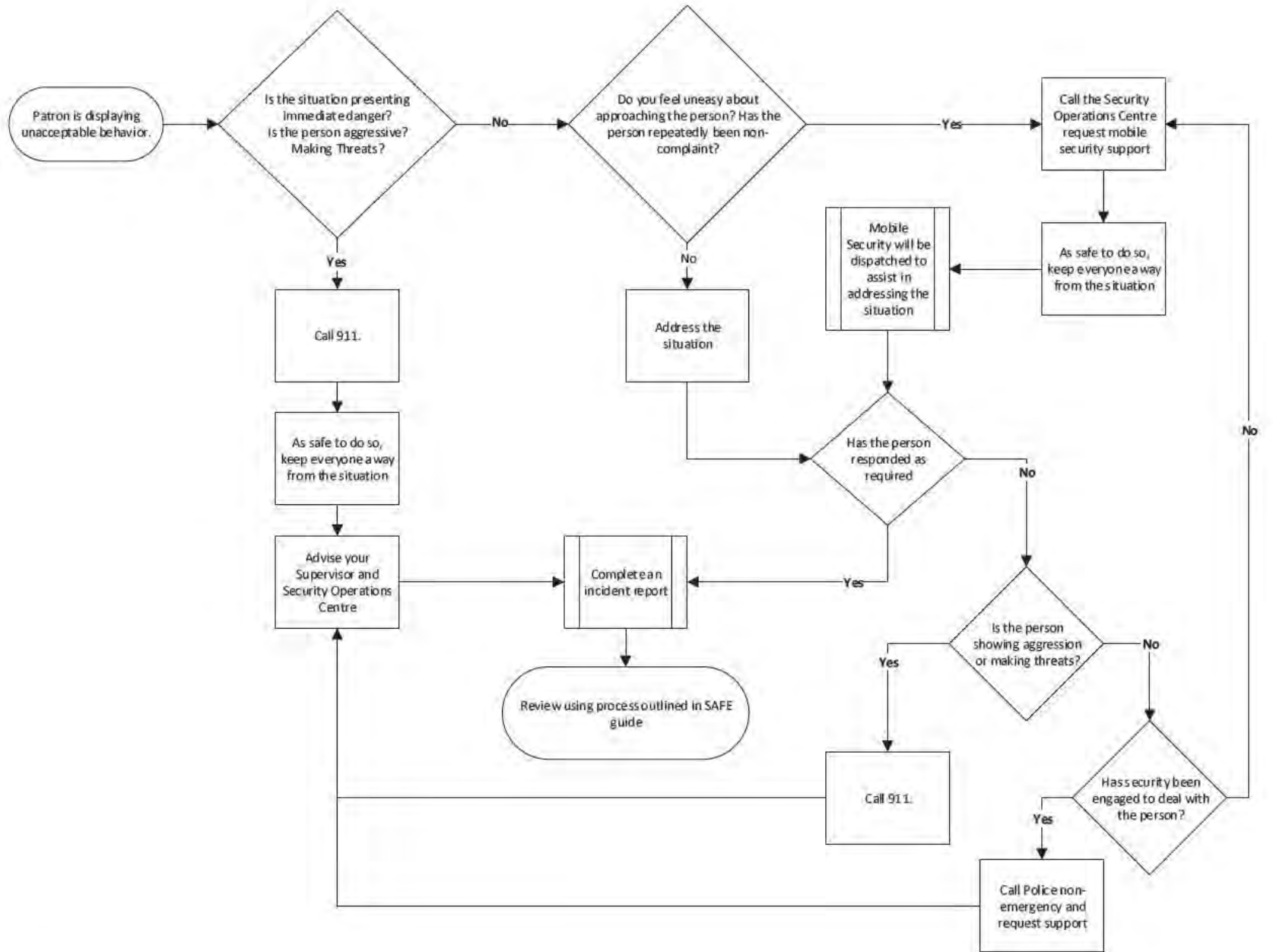
The following supports are available –

1. Mobile patrol can be contacted by calling the City of Vancouver, Security Operations Centre at 604-873-7157 and requested to attend as required to support staff in dealing with a situation. This is appropriate in situations where staff do not feel threatened and the patron's behaviours are non-aggressive however they are non-compliant.
2. Vancouver Police can be contacted via their non-emergency number 604-717-3321. This is appropriate in situations that timely police attendance is not required, for example to report an instance of bicycle theft after it has occurred.
3. Vancouver Police can be contacted via 911. This is appropriate in situations where an immediate threat to safety is present.
4. Manager, Security Programs can be contacted via the City of Vancouver, Security Operations Centre and request the Parks Board portfolio manager on duty at 604-873-7157. This is appropriate in situations where a review of the current security arrangements may be needed or where general advice and support is sought.

Example of Responding to Specific Concerns.

1. A patron's demeanour or behaviour causes staff to feel uncomfortable.
 - a. Contact mobile patrol and request their attendance and support.
 - b. Monitor the patron, wait for mobile patrol to arrive prior to engaging with the patron.
 - c. Should the situation escalate contact police via 911.
2. A report of a person encamped against or within the facility has been received.
 - a. Contact Security Operations Centre and request they assist in having the person move from the area.
3. Bicycle theft is observed in progress.
 - a. Contact 911 and provide details requested by dispatcher.
4. Bicycle theft reported to staff.
 - a. Provide Vancouver Police non-emergency contact number to the individual, or;
 - b. Direct patron to the VPD online reporting portal - <https://vancouver.ca/police/contact/report-a-crime.html>
5. A patron refuses a request to leave the centre (non-violent, non-threatening)
 - a. Contact Security Operations Centre and request security attendance and support.
 - b. Monitor the patron, do not re-engage.
 - c. If the situation escalates contact police via 911.
6. A patron displays aggression towards a staff member or another member of the community.
 - a. Contact police via 911.
 - b. After the police have been contacted, contact the Security Operations Centre and advise them of the situation.

Appendix 2 - S.A.F.E Decision Chart.



Appendix 3 - Patron Advisory Letter.

[DATE]
[TYPE OF LETTER DELIVERY (e.g HAND DELIEVERED)]
[NAME]
[ADDRESS, if known]

Dear [NAME],

The Vancouver Board of Parks and Recreation is commitment is to create welcoming parks and recreation services for all. We ask that our patrons treat each other and staff with dignity and respect.

The Vancouver Board of Parks and Recreation has a Code of Conduct that outlines what conduct is considered prohibited.

Your conduct has been problematic and would be considered prohibited according to the Code of Conduct. Your inappropriate conduct at [PARK BOARD] on [DATE] at [TIME] includes:

- .
- .
- .
- .
- .

The behaviour and conduct that you have demonstrated above are not tolerable in any Vancouver Board of Parks and Recreation facility. You are receiving this letter...

[Option 1 (delete section if not applicable):...to remind you of the code of conduct in Vancouver Board of Parks and Recreation facilities. If your behaviour persists, you may be subject to [access restriction.

Your signature below verifies your understanding of these terms and accepts that you acknowledge the result if you are unable to comply. If you require additional information please contact the undersigned.]

[Option 2(delete section if not applicable):...to indicate your immediate access restriction of from all Vancouver Board of Parks and Recreation facilities.

You may initiate an appeal process to the access restriction by contacting the General Manager or designate via email pbgmo@vancouver.ca or by calling 3-1-1. The access restriction will remain in effect during the appeal process.

If you do wish to return to use Vancouver Board of Parks and Recreation facilities, you must meet with the undersigned below after your access restriction period.

Your signature below verifies your understanding of these terms. If you require additional information please contact the undersigned.]

Signature _____ Date _____

Witness Signature _____ Date _____

Sincerely,

[NAME]
[TITLE]
[LOCATION]
[PHONE NUMBER]
[EMAIL]

Attachment: Code of Conduct poster & weblink

Appendix 4 - Safety Alert Template.

