

Mass Casualty Commission
1791 Barrington Street, Suite 310
Halifax, Nova Scotia B3J 3K9

October 10, 2022

Dear Commissioners:

Re: Final Written Submissions of the Canadian Coalition for Gun Control

Please accept this letter as the final written submissions on behalf of the Canadian Coalition for Gun Control (“CCGC”). These submissions address the Commission’s Phase II and Phase III inquiries into “causes, context and circumstances” and recommendations.

The CCGC expresses its condolences to the families, friends and communities of the victims of the mass casualty that occurred on April 18 and 19, 2020. The impact on the families is unimaginable and the CCGC will continue to seek ways to prevent such tragedies.

The CCGC is a non-profit organization founded in response to the mass casualty at the École Polytechnique in Montréal in 1989 that killed 14 women and injured many others. Its position on firearms regulation is supported by more than 200 organizations, including the Canadian Association of Emergency Physicians, Canadian Association of University Teachers, Canadian Paediatric Society, Canadian Public Health Association, Toronto City Council, Victims Justice Network, Canadian Council of Muslim Women, Canadian Federation of Nurses Unions, Canadian Labour Congress, National Association of Women and the Law, Barbra Schlifer Commemorative Clinic, Canadian Federation of University Women, Canadian Women’s Foundation, Montreal Assault Prevention Centre, PolySeSouvient, Unifor Women’s Department, Women’s Shelters Canada, and YWCA Canada. Since 1991, the CCGC has been the leading voice on preventing firearm death and injury in Canada and is globally recognized for its work to reduce firearms related death, injury and crime.

Summary of CCGC's Submissions

Part I of these submissions briefly identifies relevant facts from the April 2020 Nova Scotia mass casualty that underpin the CCGC's recommendations. **Part II** summarizes contextual considerations and evidence before the Commission that are also relevant to the CCGC's recommendations. **Part III** details important data gaps that impede transparency, accountability, and informed policy making and underscores the need for high quality empirical research in Canada. **Part IV** identifies the need for additional reforms to Canada's legislative and regulatory regimes respecting firearms. **Part V** summarizes relevant international law and Canada's obligations. **Part VI** sets out recommendations that the CCGC asks this Commission to adopt.

The CCGC's recommendations are grounded in a public health approach to violence prevention. These recommendations also reflect the need for public education on the grave risks of firearms proliferation, as well as the urgent need for legislative, regulatory and policy reform. Finally, the recommendations are designed to promote oversight, implementation, enforcement, accountability and transparency on firearms and firearms regulation in Canada.

Part I: The Nova Scotia Mass Casualty

The following facts from the April 18 and 19, 2020 mass casualty in Nova Scotia inform the CCGC's recommendations to the Commission.

Family, friends, co-workers, clients and community members were aware that the perpetrator had a pattern of violent behavior and possessed illegal guns.¹ Some, apparently legal gun owners, facilitated his access to firearms and ammunition.² Some (including the police) normalized the perpetrator's behaviour and tolerated or did not understand the risk, particularly with respect to intimate partner violence (the perpetrator had a long history of abusive and assaultive behaviour towards his spouse Lisa Banfield).³ Some community members were too afraid to report concerns to law enforcement or faced multiple systemic barriers and oppressions.⁴ Some did not know where or how to report and some had concerns around lack of anonymity (a particular issue in smaller communities) and the perpetrator's friendly relationships with some local law enforcement officers.⁵ Others either believed or experienced first-hand that reporting was ineffective (e.g., complaints to police and to the Denturist Licensing Board of Nova Scotia).⁶

Despite the warning signs, as well as a number of direct complaints to police, there were gaps and lost opportunities in policing and the enforcement of existing laws. Examples include the response, or lack thereof, to Brenda Forbes' report to the RCMP in 2013. She had reported that the perpetrator had assaulted his common law spouse Lisa Banfield in the presence of several other men and that he possessed illegal firearms.⁷ The police response consisted of leaving a voicemail for the perpetrator advising that there was a complaint, and later knocking on his door; when there was no response, there was no further follow up.⁸ Cst. Maxwell was also under the assumption

that he had to personally witness an offence being committed to have reasonable grounds to arrest or lay a charge.⁹

The perpetrator was not a licensed firearms owner yet he easily managed to acquire firearms and ammunition in both Canada and the United States. Of the five firearms recovered by the RCMP from the perpetrator's vehicle at Enfield Big Stop, three had been smuggled from the United States.¹⁰ Some had been acquired from or with the assistance of his friend Sean Conlogue who resided in Maine.¹¹ Mr. Conlogue does not appear to have faced any criminal or administrative repercussions for his role in transferring guns to the perpetrator.

The firearms smuggled from the United States were: (1) Glock 23 semi-automatic pistol (prohibited firearm at the time of the mass casualty); (2) Ruger P89 semi-automatic pistol (restricted firearm at the relevant time); and (3) Colt Law Enforcement Carbine (AR-15) semi-automatic rifle (restricted firearm at the relevant time).¹²

The fourth gun recovered from the perpetrator's vehicle, the Ruger Mini-14 semi-automatic rifle, was acquired from the estate of his deceased friend Tom Evans in Canada.¹³ A mutual friend of both the perpetrator and Mr. Evans gave the perpetrator this firearm when the perpetrator asked for it following the death of Mr. Evans; this mutual friend indicated that he was not sure whether Mr. Evans or the perpetrator owned the firearm.¹⁴ It is not known whether Mr. Evans was licensed to own the Ruger Mini-14 or whether or not it had been registered prior to the destruction of the registry.

The Ruger Mini-14 was an unrestricted firearm at the time of the mass casualty and since the requirements to register unrestricted firearms had been repealed and the records on ownership of approximately 6 million firearms destroyed in 2012, a fulsome trace of this firearm was not possible beyond its initial importation to Canada.¹⁵ Specifically, this Ruger Mini-14 was sold or shipped to Marr's Leisure Products Inc. in Winnipeg in 1988. The ledgers of this company were in the possession of the Canadian National Firearms Tracing Centre but the ledgers were destroyed on November 1, 2012 by order of the director general of the Canadian Firearms Program at the time.¹⁶ The Ruger Mini 14 is the firearm used in the Montreal massacre and there have been repeated calls to prohibit it since 1989.¹⁷

The fifth firearm recovered by the RCMP from the perpetrator's vehicle at Enfield Big Stop was a RCMP issue Smith & Wesson Model 5946 9mm pistol.¹⁸ The perpetrator stole this firearm from Cst. Stevenson along with two magazines after he killed her at the Shubenacadie cloverleaf.¹⁹

Despite not having a firearms license, the perpetrator had acquired other firearms and ammunition in Canada aided by legal firearms owners. For example, he purchased a .357 firearm and ammunition in 2015/2016 for \$800 from Don Johnson, an acquaintance and licensed firearm owner. Mr. Johnson does not appear to have faced any criminal or administrative liability in respect of this sale.²⁰

The perpetrator had also purchased ammunition in the United States and smuggled it back to Nova Scotia.²¹ During the COVID lockdown and border closures, some of the perpetrator's ammunition was acquired in Canada with the assistance of licensed gun owners.²² One month before the mass casualty, the perpetrator emailed James Banfield, Lisa Banfield's brother, asking that he purchase ammunition for him and advising "Don't do it all once they likely notify the authorities. Do it over a period of time. That kind of ammo is itself a red flag." At the time, Lisa Banfield also asked her brother James Banfield and brother-in-law Brian Brewster to purchase ammunition for the perpetrator "at the direction of the perpetrator".²³ Ms. Banfield then picked up the ammunition from her brother and brother-in-law, paid them, and delivered it to the perpetrator in Portapique.²⁴

Brian Brewster purchased .223 calibre ammunition for the perpetrator at a Canadian Tire in Sackville, Nova Scotia.²⁵ James Banfield purchased .223 calibre and .40 calibre ammunition for the perpetrator at a Canadian Tire in Tantallon, Nova Scotia.²⁶ During the mass casualty, the perpetrator used "a significant amount of both .223 calibre and .40 calibre ammunition, which is the same make and model purchased at Canadian Tire by both James Banfield" and Brian Brewster.²⁷

With respect to his interactions with gun owners during the mass casualty, the perpetrator drove into the property of Adam and Carole Fisher on April 19, 2020 to avoid detection by Cpl Rodney Peterson.²⁸ He approached their residence with a rifle in his hand, knocked and rang the doorbell.²⁹ The Fishers already knew that the perpetrator was the individual being sought by police having seen a RCMP Facebook post, and in response they hid in their home and called 911.³⁰ Although Adam Fisher loaded a shotgun, he did not make this known to the perpetrator or approach him.³¹ The perpetrator then drove away, having spent approximately 2 minutes in total on the Fishers' property.³²

Sean McLeod had a Possession and Acquisition License ("PAL") for restricted-class firearms while his partner Alanna Jenkins had a PAL license for non-restricted firearms.³³ At least nine non-restricted firearms were recovered from their home after the mass casualty, none of which were registered making it impossible to know for certain whether they belonged to the perpetrator or to Mr. McLeod and Ms. Jenkins.³⁴ However, ammunition fitting the nine firearms was not recovered from any of the mass casualty crime scenes.³⁵ The perpetrator knew both Ms. Jenkins and Mr. McLeod and likely knew that they both were licensed gun owners.³⁶ He nonetheless shot one of their dogs and entered the home shortly after 6:35 a.m. on April 19, 2020 and killed both of them before setting the house on fire.³⁷

The RCMP also recovered a black .40 mm Aftermath handgun from the residence of Jamie and Greg Blair but there is no evidence confirming who owned this handgun.³⁸ The handgun was found on top of a wood pile on the front deck.³⁹ Greg Blair was shot by the perpetrator on the front deck of his house after stepping outside and encountering the perpetrator.⁴⁰ Jamie Blair was shot in their bedroom while on the phone with 911.⁴¹

Part II: Contextual Considerations and Evidence

Firearm violence takes many forms and a public health approach demands a multifaceted strategy which addresses the root causes of violence, the instrument of violence (the firearm) as well as enforcement and support for victims. The World Health Organization classifies violence as interpersonal violence, self-directed violence (suicide) and political violence (including hate crimes).⁴²

The CCGC acknowledges that some firearms serve legitimate purposes – for example, rifles and shotguns are used for hunting and pest control, especially in rural communities. However, handguns and military style semi-automatic weapons are not used by farmers or Indigenous peoples or others for these legitimate purposes.

Restricted weapons, which currently include handguns, may also be owned for legitimate purposes, for example for employment, for target shooting or by collectors, and in very rare cases are allowed for self-protection when someone is in imminent danger and the police cannot protect them.⁴³

Prohibited firearms are typically firearms that have been banned and grandfathered – short-barreled handguns and semi-automatic military style assault weapons for example.

Worldwide, most industrialized countries prohibit or severely limit access to handguns and military style semi-automatic firearms.⁴⁴ The purpose of firearms regulation is to reduce the risk that potentially dangerous people will have access to firearms, to reduce the likelihood that legal firearms and ammunition will be diverted to illegal markets and to restrict or prohibit access to weapons where the risk is deemed to outweigh the utility, for example in the case of semi-automatic military style weapons and handguns.

Worldwide, evidence from industrialized countries indicates that strong regulation and controlled access to firearms is linked to lower rates of firearm violence and crime.⁴⁵ Generally, increased rates of firearm ownership are associated with increased rates of firearm related violence. The presence of a firearm increases the risk of serious injury and death, whether from homicide, domestic violence, suicide or unintentional injury.⁴⁶ The presence of a firearm also increases the risk that firearm related violence will result in multiple victims and fatalities. While violence against women, mass shootings, hate crimes and suicide are distinct phenomenon, there is growing evidence of inter-related risk factors.⁴⁷

Although Canadians often associate high rates of gun ownership with Americans, Canadian gun ownership is also high - it is estimated that Canada has the fifth or sixth highest rate of civilian gun ownership in the world.⁴⁸ Canada is ranked fourth among countries in the Organization for Economic Cooperation and Development (“OECD”) in the rate of gun death.⁴⁹

Firearm Related Violence

Although firearms in some circumstances are used for legitimate purposes, as explained by the Supreme Court of Canada majority in *R. v. Felawka*, firearms are – by design and definition – weapons:

A firearm is expressly designed to kill or wound. It operates with deadly efficiency in carrying out the object of its design. It follows that such a deadly weapon can, of course, be used for purposes of threatening and intimidating. Indeed, it is hard to imagine anything more intimidating or dangerous than a brandished firearm. A person waving a gun and calling "hands up" can be reasonably certain that the suggestion will be obeyed. A firearm is quite different from an object such as a carving knife or an ice pick which will normally be used for legitimate purposes. A firearm, however, is always a weapon. No matter what the intention may be of the person carrying a gun, the firearm itself presents the ultimate threat of death to those in its presence.⁵⁰

In Canada in 2020, there were 8,344 victims of police-reported violent crime where a firearm was present during the commission of the offence.⁵¹ In 2020, 277 people were murdered with a firearm in Canada, a 37% increase between 2013 and 2020; one in three homicides in Canada in 2016 was firearm related and Canada's age-standardized firearm related mortality ranks near the top of 36 OECD countries.⁵² Overall, rates of victims of firearm-related crime have been climbing upward since 2014 across most jurisdictions in Canada (these rates had been decreasing between 2009 and 2013).⁵³

Contrary to popularly held beliefs about guns and gangs, per capita rates of firearm-related violent crime are higher in rural areas compared to urban centres in most provinces.⁵⁴ In urban areas, 63% of firearm-related violent crime involved handguns, whereas in rural areas, the firearm used was most commonly a rifle or shotgun.⁵⁵

Firearms and Domestic/ Intimate Partner Violence

In Canada, a woman is murdered every 2.5 days and in 2021, the rate of femicide was trending even higher.⁵⁶ In 2018, the United Nations reported on a global study and concluded that "Home is the most dangerous place for women".⁵⁷ In Canada, the presence of a firearm at home has been found to increase the lethality of intimate partner violence ("IPV") fivefold and firearms are the most common cause of death in spousal murder-suicides and murder-suicides involving children and youth.⁵⁸ An international meta-analysis of IPV perpetrated by men found that access to firearms was linked to a more than tenfold increase in the likelihood of killing a partner, as opposed to committing nonfatal violence; this finding has been supported by other research.⁵⁹

One in four female victims of firearm-related violent crime was victimized by a current or former spouse or other intimate partner according to the most recent Statistics Canada figures.⁶⁰ Firearm-related intimate partner violence was most frequent in rural areas and individuals accused in firearm-related violent crimes were predominantly male (87% in

2020).⁶¹ While the number of “spousal” homicides decreased by 9 in 2020, Canada saw more homicides committed by other family members, intimate partners and “acquaintances” in the same timeframe.⁶² Familicide, a gendered crime typically involving a male accused who kills multiple family members, is most commonly committed using a firearm, occurs more often in rural areas, and many male accused have a history of intimate partner violence.⁶³ Of significance, at least 45% of murdered women presented to a health care provider for an intimate partner violence related injury in the 2 years preceding their death.⁶⁴ It has been recommended that asking about the presence of firearms at home can help physicians in Canada develop a safety plan for those women who are at risk.⁶⁵

Guns used to kill women are generally rifles and shotguns, most often legally owned. In 2008, an extensive University of New Brunswick study on rural family violence found that 66% of women with firearms in their home said knowing firearms were present made them more fearful for their safety and 70% said the presence of firearms affected their decision whether to tell others or escape abuse; these fears were elevated when the firearms were not licensed or stored properly.⁶⁶ One conclusion reached was that “the presence of firearms in abusive homes can easily become instruments of intimidation and control”.⁶⁷

A 2015 study examined 132 domestic homicide cases to determine whether there were differences in domestic homicide risk factors between rural and urban areas in Ontario. Using data from the Domestic Violence Death Review Committee through the Chief Coroner of Ontario the study examined risk factors such as separation between intimate partners, excessive alcohol/drug use, firearms, and risk management plans. The results indicated that rural perpetrators were significantly more likely to have access to a firearm and to use that firearm to kill their intimate partner.⁶⁸

It is an issue that affects Indigenous communities as well. Michele Audette, Commissioner at the National Inquiry into Murdered and Missing Indigenous Women and Girls, noted:

The availability of firearms is an important factor that harms Aboriginals’ health... It is no surprise that the increase in the number of homicides nationally is mainly explained by the increase in the number of firearm homicides. For me, the solution may be found in the communities themselves, with practical measures that help reduce access to firearms, so that they would not be used for anything other than hunting and would not be used to commit violence against humans, or to take one’s own life or that of others.⁶⁹

Firearm Violence and the Role of Regulation

In countries all over the world, researchers have identified a correlation between the rates of civilian firearm ownership, legislation respecting gun ownership and gun control, and mass shootings; in other words, countries with more civilian-owned firearms have more mass shootings.⁷⁰ This relationship holds even when excluding the United States

and when controlling for homicide rates.⁷¹ Reduced firepower capacity – fewer firearms and limitation of ammunition capacity – are also both associated with fewer victims.⁷²

While the Portapique killer used illegal guns and mass shootings are rare events, the vast majority of mass shootings in Canada have been committed by legal gun owners or with guns diverted from legal sources. Legally owned guns have been used in some of Canada's worst mass casualty events, including the Montreal massacre at the Ecole Polytechnique (1989), the Vernon mass shooting in British Columbia (1996), and the Quebec Islamic Centre shooting (2017). In other instances, for example the Mayerthorpe shooting of 4 RCMP police officers (2005) and the Danforth shooting in Toronto (2018), guns that were legally owned and either diverted by their legal owners or stolen were used. **(See Appendices 1 and 2)**

Another important contributor to the rate of mass shootings is “gun culture” – the attitudes, norms and meanings attributed to firearms within a specific cultural setting.⁷³ Further, men are more likely than women to (a) own firearms; (b) commit suicide via firearms; (c) commit homicides with firearms and (d) men commit the overwhelming majority of mass shootings globally.⁷⁴ As noted by Profs McCulloch and Maher: “Men who commit gender-based violence are often the same men who commit mass casualty attacks, and specific women, particularly intimate partners, are often the first victims of such attacks.”⁷⁵

A study comparing mass shootings and legislation in Australia and the United States over a 33 year period (1981 to 2013) found that for both countries, the enactment of restrictive firearm regulations coincided with a noticeable decline in mass shooting incidents and fatalities.⁷⁶ In the United States, however, mass shootings continued to occur during the 10 year period that the federal Assault Weapons Ban was in effect (1994 to 2004).⁷⁷ The authors attributed the latter difference to the following factors: (a) the rate of firearm ownership in the U.S. was significantly higher than in Australia; (b) the U.S. Assault Weapons Ban was not accompanied by a significant buy back initiative at the national level (it was primarily targeted at urban centers); (c) the U.S. Assault Weapons Ban was narrowly focused on 18 types of assault firearms whereas in Australia, restrictions were placed on all semi-automatic firearms unless approved for occupational or official purposes and (d) in Australia, firearm ownership is considered a privilege granted by the State rather than a constitutional right as in the United States.⁷⁸

There were 13 mass shootings in Australia between 1979 to 1996 (before gun law reforms); in the 22 years that followed gun law reform to April 2018, there were no such incidents.⁷⁹ Rates of firearm related suicides, homicides and unintentional injuries also decreased, with no evidence of method substitution with respect to suicides.⁸⁰ The removal from civilian possession of rapid-fire weapons that often prove to be the most dangerous in mass shootings was followed by an “immediate, dramatic, and long-term reduction in firearm-related mass killings”.⁸¹ The legal reforms in Australia were accompanied by cultural change “driven by public and political determination”

[i]n the public consciousness of Australia, stringent gun control is now institutionalised. After decades of rejection by most states, uniform national gun owner licensing, firearm registration, and the removal of guns from situations of domestic violence and self-harm are now seen as basic norms. [...] Particularly in light of the mounting gun death epidemic in the United States, Australia's 1996 reforms and their effects – precipitous decline in mass shootings, gun homicides, and gun suicides – are frequently cited as a source of national pride.⁸²

Arming for Self-Protection

The Supreme Court of Canada has explicitly confirmed that there is no constitutional right to bear arms in Canada.⁸³

The regulations associated with the *Firearms Act* in Canada describe the “Circumstances in Which an Individual Needs Restricted Firearms or Prohibited Handguns for the Purpose of Section 20 (Protection of Life) as follows: “For the purpose of section 20 of the *Act*, the circumstances in which an individual needs restricted firearms or prohibited handguns to protect the life of that individual or of other individuals are where:

- (a) the life of that individual, or other individuals, is in imminent danger from one or more other individuals;
- (b) police protection is not sufficient in the circumstances; and
- (c) the possession of a restricted firearm or prohibited handgun can reasonably be justified for protecting the individual or other individuals from death or grievous bodily harm.”⁸⁴

Canada's gun control laws are clear about the legitimate purposes for firearms ownership and self-protection is considered a rare reason for Canadians to legally acquire firearms. Nevertheless, there is evidence that increasingly Canadians are obtaining handguns under other pretences, often with tragic consequences.⁸⁵

The CCGC's position is that arming for self-protection is not a solution to violent crime. The United States, one of the few industrialized countries in the world to allow citizens to arm for self-protection, often under cover of the 5th amendment of the Constitution, has the highest rate of gun violence in the industrialized world.⁸⁶ Access to firearms is associated with higher rates of gun death and injury. For example a comparison of 2016 data from Canada, the U.S., the U.K. and Australia shows rates of non-firearm homicide in Canada, the UK, and Australia as similar⁸⁷ while the U.S. is 2 times higher.⁸⁸ However when the rates of firearm homicide (per 100K population) are considered, the rates are different : United States (10.95); Canada (2.28); U.K. (0.24), and Australia (2.65).⁸⁹

Comparisons of firearm ownership rates within Canada are also associated with higher rates of firearm death. For example, one study between provincial firearm ownership

rates and firearm death rates in Canada showed a strong correlation, with western and northern provinces and territories experiencing the highest rates.⁹⁰

The United States is one of only a few high-income countries which allows civilians to carry firearms for self-protection and the results speak for themselves. In 2016, for example the US with approximately 300 million people had 11,004 gun murders; Canada with 30 million had 223, Australia had 32 and the UK had 25. **(See Appendix 3)**

Some firearm owners, particularly in the United States, cite self-protection as a reason for owning a firearm. But the evidence is clear: firearms do not make people safer. Survey research from the early 1990s claimed that Americans used firearms for self-defence 2.5 million times per year, a figure widely cited by the U.S. National Rifle Association (“NRA”) and gun advocates.⁹¹ This was replicated in Canada, in a study funded by the NRA and conducted by business professor Gary Mauser.⁹² These studies often inform the efforts of gun groups that promote gun ownership for self-protection.

This claim and the methodology used to generate it have since been debunked by subsequent research which concludes that self-defence firearm use is exceptionally rare.⁹³ In fact, firearms in the home are associated with an increased risk of homicide, suicide and unintentional injury. Research studies from the United States and other countries conclude that more permissive firearms laws, including carrying concealed weapons laws, do not deter crime and instead are associated with a higher risk of murder, rape and other forms of violence.⁹⁴ Reduced proliferation of civilian owned firearms in society equates with significant decreases in violent crime rates. Research in the United States and internationally demonstrates that the best predictor of death by firearms is the possession of firearms, a result that has been found to be trans-culturally consistent – this finding holds true across 25 advanced democracies and 50 states in the United States regardless of cultural background.⁹⁵

As noted above, firearms in the home are also associated with an increased risk of femicide; women who own firearms and are in abusive relationships often find their own gun turned against them.⁹⁶ In the United States, states that made it easier to carry guns saw no protective effect on the incidence of rape – over a decade, these states had similar or higher rates of rape than did states with more restrictive firearm permit laws.⁹⁷

In addition, firearms are associated with increased rates of homicides of law enforcement officers.⁹⁸ In Canada, the vast majority of police officers shot and killed over the last 20 years were killed in rural communities and smaller towns with rifles and shotguns that were either legally owned or that were diverted from legal sources. **(See Appendix 2)**

There is little evidence that armed security guards or armed citizens stop mass shootings. Only 17% of mass shooters in the United States were killed by police officers, and in those cases only after several victims and casualties.⁹⁹ As noted in a 2014 study of mass shootings in the United States: “Between the beginning and the end

of a typical killing rampage, the only interruption that makes the shooter pause is the need to reload or to search for new targets”.¹⁰⁰

Arming for self-protection also has a gendered dimension and is associated with cultural tropes of masculinity. A gender-based analysis showed that women are far less likely to own guns than men – women in Canada own less than 4% of registered firearms.¹⁰¹ The analysis also found that women are twice as likely to be threatened, sexually assaulted, beaten, or choked with a gun despite common claims that guns are often owned to protect women.¹⁰² This is a global phenomenon as noted by Barbara Frey, UN Special Rapporteur on Small Arms and Human Rights: “While male – dominated societies often justify small arms possession through the alleged need to protect vulnerable women, women actually face greater danger of violence when their families and communities are armed”.¹⁰³

Canadians Support Gun Control

Attitudes to firearms are highly gendered and vary across regions. A majority of Canadians have consistently supported stricter gun control laws, but the gender differences are pronounced. Even in rural areas where a majority of men may oppose stronger gun laws, people living with gun owners (principally women) support it. This is in part because the majority of gun owners are men, firearms ownership is tied to notions of masculinity and guns play a significant role in the socialization of boys.¹⁰⁴

According to an Ipsos survey conducted in May 2020, eight in ten Canadians were in support of Prime Minister Justin Trudeau’s ban on military-style assault weapons - prohibiting their sale, transportation, importation and use in Canada – that was enacted following the Nova Scotia mass casualty.¹⁰⁵ Support was stronger among women (87%) than men (76%).

A majority of Canadians (71%) were of the opinion that the federal government’s reforms did not go far enough and should have also included a ban on all handguns.¹⁰⁶ More than half supported a mandatory buyback program for prohibited firearms; only 35% of respondents supported a voluntary buyback program. This particular poll was conducted in March 2021 in the midst of debate over the current Liberal government’s reform of firearms legislation.¹⁰⁷ Support for a ban on handguns has been substantial for the last 30 years, generally around 70% of Canadians, again with differences between men and women.¹⁰⁸

Part III: Data Gaps and the Need for High Quality Empirical Research

There is compelling research from countries around the world identifying the harms associated with the proliferation of firearms in society and the beneficial effect of stricter gun control legislation and policy. However, in Canada there is a need for high quality research into the causal links between the proliferation of firearms and firearm related violence, including the effectiveness of this country’s various legislated initiatives.¹⁰⁹ Multidisciplinary research which is informed by gender-based analyses and an

understanding of the complex systems and factors shaping firearm violence is critical. High quality data is essential for informed policy-making.

Data Gaps on Firearm Possession and Acquisition

For example, as a result of the elimination of the registration of rifles and shotguns, basic reliable information is lacking in Canada on the number of civilian owned firearms and how they were acquired. While helpful, survey results are considered insufficient to monitor fluctuations in the levels of ownership, in regional variations or other patterns of firearm ownership and use.

Reports from the Commissioner of Firearms do track, for example, restricted firearms which we know increased from 398,876 in 2005¹¹⁰ to over 1 million in 2020.¹¹¹ When the potential ban on handguns was announced, handgun sales doubled in the first 6 months of 2022.¹¹² We also know that in 2020, more than 2.2 million Canadians held gun licenses¹¹³ and that rates of firearm ownership are generally higher in rural areas, the west and the north.¹¹⁴

Nevertheless, insufficient data limits research on the social impact of civilian-owned firearms and the impact of regulatory measures on reducing firearm related harms.

For example, currently there is insufficient data to help determine where Canadians acquire their legally owned firearms - the number of firearms manufactured in Canada for the domestic civilian market is unclear. Further, there is insufficient knowledge about how illegally owned guns are acquired, the motives for owning and carrying illegal firearms, and the nature of local illicit firearms markets – there is little information on illegal sources of firearms in Canada, whether acquired by theft, smuggling or illegal manufacturing. In addition, there is very little research on the extent to which Canadians actually use firearms for self-protection.

Data Gaps on Firearms-Related Crime and Tracing of Firearms

There are also data gaps in police reported firearm crime statistics.

Police reported crime statistics in Canada are collected through the Uniform Crime Reporting Survey (UCRS) by the Canadian Centre for Justice and Community Safety Statistics (CCJCSS) with the cooperation and assistance of the Canadian Association of Chiefs of Police.¹¹⁵ Survey participation by police services is mandatory under the *Statistics Act*.¹¹⁶ The UCRS also collects information on non-violent firearms offences, including illegal possession, unsafe storage, improper documentation and trafficking.¹¹⁷

Firearms related violent crime in Canada is captured in the survey but there are significant data gaps, including the following: type of gun used; who owned it (accused, victim, someone else); how the firearm was stored; whether the owner was licensed; no consistent definition of “shooting” amongst police services across Canada; and no consistent criteria applied to determine whether a “shooting” occurred.¹¹⁸ There has

also been no consistent definition of a “crime gun” used across Canada.¹¹⁹ Other data gaps include the extent to which organized crime is involved in firearm-related violence and trends in ethnicity, indigenous identity and socioeconomic characteristics of both accused persons and victims.¹²⁰

In addition, there is little information being consistently and accurately collected on the source of the firearm used in crime – whether the firearm was legally owned, stolen, illegally purchased, or smuggled into Canada.¹²¹ Information on the sources of firearms recovered in crime is uneven and unclear. Police reports of firearms recovered in crime are often limited by the fact that police recover only a fraction of the firearms used in crime and recovered guns may not be representative; data on seizures of firearms at the borders by customs officials are also incomplete and generally regarded as representing only the tip of the iceberg.¹²²

Overall the majority of firearms recovered in crime that are traced originate in Canada.¹²³ For example, a study of firearms recovered in crime in British Columbia concluded that the majority were derived from legal sources in Canada.¹²⁴ Studies in large cities such as Toronto, on the other hand, where gang violence is a particular problem, indicate that most guns recovered in crime are smuggled guns.¹²⁵ Firearms suicides, mass shootings, violence against women and police shootings occur most frequently in smaller communities with legally owned firearms or firearms that were legally owned and diverted through theft or illegal sales.¹²⁶ **(See Appendices 1 and 2)**

Current data suggests that only a small fraction of the tens of thousands of crime guns recovered each year in Canada are being traced.¹²⁷ Although the RCMP Canadian National Firearms Tracing Centre and the Ontario Provincial Police Firearms Tracing and Enforcement databases are available to support tracing for criminal investigations or prosecutions, no province requires that police send all crime guns for tracing and there is no national firearms tracing database.¹²⁸

The President of the National Police Federation has recently indicated that mandating police services across Canada to submit seized firearms for tracing would be a best practice.¹²⁹ The Canadian Association of Chiefs of Police recently adopted a resolution calling for Public Safety Canada to make it mandatory for all crime guns recovered in the course of a criminal investigation to be submitted for tracing.¹³⁰ Although the RCMP recently introduced a new mandatory tracing policy, it is only effective in areas of the country where the RCMP are the police of jurisdiction.¹³¹ While handguns, restricted and prohibited firearms are registered and can sometimes be tracked through the Restricted Weapons Registration System, Canada no longer has the means to trace unrestricted firearms outside of the province of Quebec.¹³²

By collaborating with the Alcohol Tobacco and Firearms agency in the United States, Canadian police are able to track unrestricted firearms that have been legally imported to Canada, but the trail often stops with the dealer who imported them.

From 2012 to 2022 there were no records of the sales or transfers of unrestricted rifles and shotguns due to the elimination of the long-gun registry and destruction of records related to 6 millions firearms.¹³³ While the current federal government has reinstated a need for commercial sales records for unrestricted rifles and shotguns,¹³⁴ as was in place in 1977 requiring dealers to maintain records (if a gun is traced to a dealer, they can then provide information about to whom they sold the gun), the records are primarily held by private businesses and police will have limited access to this information.¹³⁵

The CCJCSS recently revised the UCRS to capture information on the number of firearms recovered, seized or stolen in a criminal incident; developing a standard definition of “shooting” to be used by police services; whether a firearm was discharged in an incident; and developing a standard definition for “crime gun.”¹³⁶ “Crime guns” are now defined as (a) “firearms” as defined under the *Criminal Code* that are used or suspected to be used in the commission of a criminal offence, regardless of whether the firearm was legally possessed or (b) a firearm that has an obliterated, altered or removed serial number.¹³⁷

With respect to tracing and tracking, the CCJCSS is currently conducting a feasibility project with Public Safety Canada respecting comprehensive national data collection on the origins of crime guns with recommendations to be released in 2022-2023.¹³⁸

Despite these improvements, important data gaps remain. To date, for example, the data collected under the revised UCRS includes many “unknown” responses, undermining the usefulness of the revisions.¹³⁹ In addition, there are significant quality control issues. For example, for its 2009 to 2020 report on trends in firearm-related violent crime in Canada, Statistics Canada excluded the entire province of Quebec and the Saint John Municipal Police Services due to quality control issues.¹⁴⁰ The CCJCSS does not conduct audits of police records management to monitor for accurate reporting.¹⁴¹

In Canada, public records show that 37% to 42% of women and girls were killed with a firearm in 2019 and 2020.¹⁴² Data on murders committed by licensed firearm owners, using a registered firearm or with firearms that were previously seized are not collected or available and thus it is not possible to estimate the effect of gun registration on policies designed to target femicide.¹⁴³

There are also concerns that a comprehensive database is necessary to more accurately capture data on firearm related crime, for example with respect to femicide. Noting reliability issues with both the UCRS and other mortality databases, calls have been made for a comprehensive database that would compile data not only from police services, but also from coroners, medical examiners, courts and social service agencies.¹⁴⁴

Further, while the Canada Border Services Agency (CBSA) tracks illegal gun seizures at the border and is required to trace all seized or confiscated firearms (without

condition for release), there is no systematic data collection on the origins of crime guns, making it difficult to address gun smuggling and straw purchases in informed ways.¹⁴⁵

Finally, the volume of peer-reviewed, empirical research on firearms is “exceptionally low” in Canada, with the majority of such studies being dated ie. published before 2013.¹⁴⁶ There is also a lack of diverse and mixed methodology, statistical analysis techniques, multivariate approaches, and replication studies.¹⁴⁷ The topics most frequently represented within Canadian firearms research include the impact of firearms legislation and firearm suicide/ homicide while the least represented topics are stolen, smuggled and diverted guns, youth firearm injury, and unintentional firearm deaths.¹⁴⁸ Even with respect to the most represented topic – the impact of firearm legislation – there were only 13 peer reviewed, empirical studies in the 18 year period, despite numerous legislative changes having occurred in Canada in that timeframe.¹⁴⁹ Significantly, most studies focus on firearm-related violence and rarely analyze societal factors and changes (for example, age structure of the population) and demographic characteristics (i.e., income).¹⁵⁰

Data Gaps on the Administration and Enforcement of Firearms Legislation

There are also significant data gaps to ensure accountability and transparency in the implementation and enforcement of firearms legislation.

The Commissioner for Firearms for Canada (who is also the Commissioner for the RCMP) produces an Annual Report, which report is mandated pursuant to ss.93 and 94 of the *Firearms Act*.¹⁵¹ Section 87 of the *Act*, along with the *Firearms Records Regulations* SOR/98-213 made under the *Act*, require the Commissioner to maintain various records relating to the administration of the *Act*, including records of every firearms license issued and revoked, every application for a license that is refused and every prohibition order of which the chief firearms officer has been informed.¹⁵²

Yet data gaps exist in the information collected and published by the Commissioner. This problem could be addressed by internal changes in practice in terms of the Commissioner’s collection and publication of data, as well as by legislative/regulatory change.

For example, no data appears to be collected or published on the number of licenses that are suspended annually, and what steps are taken to ensure that firearms are retrieved or removed from licensees whose licenses were revoked, expired or suspended. In relation to expired PAL licenses, the 2020 Firearm Commissioner’s Report (the “2020 CFP Report”) states that:

A total of 383,367 individual PAL licences expired in 2020 (Chart 1). There were 50,795 expired licences with a restricted or prohibited firearm registered to them at the time of expiration. Of these expired licences, 46,921 licence holders renewed them. However, 3,874 licence holders did not renew them (Chart 2).

The CFP works internally and with program partners to follow up on those individuals who do not renew their licences to determine the current status of their firearms.¹⁵³

In other words, thousands of expired licenses for restricted or prohibited weapons expired, with no transparency or accountability in the Report as to the proactive steps taken to ensure these highly dangerous weapons do not pose a risk. An additional approximately 30,000 PAL licenses for unrestricted firearms appear to have remained expired and not renewed in 2020.

Further, no data is published on the reasons for the issuance of the over 2 million licenses held by Canadians (e.g., sport, professional (policing/security etc.) or other reasons), which is particularly important as it relates to restricted and prohibited PALs. Gendered-data is crucial, however data on firearms applications, refusals and revocations – including for domestic violence and mental health reasons – are not disaggregated by sex of the applicant or license-holder. The 2020 CFP Report does not provide information on the sex of the 2,206,755 firearms license holders in Canada, nor the breakdown by sex of the subsets of those license holders who hold non-restricted, restricted or prohibited PAL licenses.

Other information collected and published by the Commissioner is vague and unhelpful. The 2020 CFP Report provides total numbers of “pieces of incoming mail,” “phone calls received” and “email inquiries received” but provides no information on the nature of those inquiries.¹⁵⁴ In particular, while the 2020 CFP claims that “information of concern that is brought to the attention of a CFO may bring an individual’s eligibility to hold a license into question” and that members of the public may report concerns using “CFP’s 1-800 number,” there is no data on how many of the calls/inquiries received a year relate to ongoing eligibility.¹⁵⁵ Nor is there any accountability for whether the CFO offices are in fact available to receive these calls or any information on whether information is acted on. As discussed further below, the CCGC’s experiential evidence is that a member of the public can be on hold for over 24 hours to report a concern, without ever reaching a staff member at a CFO office.

The 2020 CFP Report lists the number of licenses revoked or refused because of a prohibition order and the number of court-ordered prohibitions reported to the Commissioner (through CPIC) under s.89 of the *Act*, but does not include any information on what steps, if any, were taken to ensure that firearms were retrieved from, or safely and lawfully transferred by, the person whose license was revoked – whether for prohibition order or any other reason.¹⁵⁶ This is the case even though the RCMP is the police force that would be responsible for follow-up in many jurisdictions. Nor is there any information correlating the issuance of a prohibition order with the offence (e.g., domestic violence or other), the sex of the license holder and victim, and the steps taken by police or a firearms officer to ensure the prohibition order is complied with (for example by surrender of firearms).

Statements have been made repeatedly before this Commission that Canada has a strong firearms regulatory regime. Such statements should be supported by fulsome data on the administration and enforcement of the regime, which to date is lacking.

The CCGC will make recommendations below to require improved collection and publication of data relating to the enforcement of the regulatory regime. Transparency and accountability for the oversight and administration of the regime are essential to ensuring that Canada does indeed have a robust firearm regime to protect the public and to proactively identify regulatory gaps in administration and enforcement.

Part IV: Gaps in Enforcement and the Need for Further Legislative and Regulatory Reforms

The current regulatory regime for firearms in Canada is not adequately enforced. This very significant concern applies at all levels and in all areas that impact the regulation of firearms, from screening, verification and approval of applications for firearms licenses for individuals and businesses; to oversight and enforcement when licenses have expired or license-holders have died; to verification and due diligence when firearms and ammunition are acquired or transferred; to ensuring that court orders prohibiting the possession of firearms are in fact acted upon. Lack of enforcement as it relates to importation and smuggling of guns into Canada is also a problem.

Rigorous enforcement of the regulatory regime is essential to public safety and to prevent future mass casualty events as well as other forms of firearm injury and death, whether by suicide, accident, or domestic and other forms of violence.

Those responsible for the implementation of firearms regulation have themselves identified existing barriers to both implementation and enforcement. Mr. John Parkin, manager of the Provincial Firearms Program, Department of Justice in the Province of Nova Scotia, noted the underfunding/lack of resources for firearms officials, who he described as operating on a budget and staffing level from over a decade ago, and during a period in which the complexity of the issues has “increased dramatically.”¹⁵⁷ Increased funding for firearms officers, however, is not the primary answer. Without legislative, procedural, quality assurance and cultural change in terms of risk assessment and rigorous prioritization, funding alone will not address these gaps.

Screening, Verification and Assessment for Ongoing Eligibility

Screening of applications and for ongoing eligibility for a firearm license is essential yet woefully inadequate under the current regime. Spousal notifications are rarely done, or at a minimum are not performed routinely.¹⁵⁸ A Canadian is much more likely to have their passport references checked than the references for a firearms license application or renewal. Where background checks are performed, there is no rigorous assessment of the validity of the referees provided by the applicant/license-holder and there are rarely any interviews of persons who were not offered as referees by the license-holder. Gaps in screening processes for legal firearms owners, gaps in the continuous eligibility

checks as well as fragmented information have been raised as problematic issues in a number of inquiries and inquests.¹⁵⁹ For example, commenting on the suicide of Lewis who had been demonstrated to be a serious threat to his partner, Alberta Provincial Court Justice Marlene Graham wrote: “The screening processes used to grant the gun license to Mr. Lewis lacked diligence and common sense and gives no assurance that public safety which is the purpose of the *Firearms Act*, was being sufficiently emphasized throughout the process.¹⁶⁰

Other examples include:

- The 1991 Coroner’s inquest into the suicide of Jonathan Yeo who abducted and murdered Nina deVilliers with a legal gun in spite of being out on bail on violence offences.¹⁶¹
- The Coroner’s inquest into the murder of 9 members of the Ghakal family in Vernon, British Columbia – one of the worst mass shootings linked to domestic violence – concluded fragmentation of police information systems allowed her estranged husband, a gun club member, to have a legal handgun.¹⁶²
- The Inquest into the deaths of Arlene Mays and Randy Illes.¹⁶³
- In the 2007 killing of Laval Police officer Daniel Tessier during a home raid, the media reported that the owner of the legal handgun had not reported his change of address.¹⁶⁴
- The murders of the Kassonde children also noted gaps in the system.¹⁶⁵
- Arthur Dagenais (father of Curtis Dagenais who was charged with killing two RCMP officers) was charged with obstructing justice while police officers were actively trying to locate his son. Charges for possession of illegal firearms against him were stayed because of the amnesty.¹⁶⁶
- A man charged with killing a British Columbia police officer had an expired gun license. While police were aware of the problem of expired licenses, it was not deemed a priority to recover the firearms because of resource limitations.¹⁶⁷
- The public inquiry into the deaths of Blagica, Alex, and Josif Fekete noted the failures to keep guns from Blagica despite repeated complaints by his estranged spouse and the fact she reported he had three unregistered hunting rifles.¹⁶⁸
- Shanna Desmond, who was killed by her husband along with her child and mother in law, did not fear her husband but said others suggested she should be concerned. In spite of information about the risks no action was taken.¹⁶⁹
- Justin Bourque, a 24-year-old from Moncton who shot five RCMP officers killing three and severely injuring two, had legal guns in spite of a history of threats.¹⁷⁰

- Pat King, a leader of the recent convoy protests in Ottawa and who has been associated with white supremacists, was able to purchase a restricted firearm two days after a court ordered him to surrender guns.¹⁷¹

Even where a firearms officer might attempt to screen and verify ongoing eligibility by obtaining information about an applicant or an existing license-holder, there are barriers, such as obligations of confidentiality between a patient and healthcare provider, or lack of response from other agencies. John Parkin, Manager of the Provincial Firearms Program in Nova Scotia noted that:

From what I've seen, and this is something I've spoken to again at the Desmond Inquiry, is there's a lack of communication or responsiveness from the enforcement type of agencies typically to those of us in the more regulatory atmosphere. So when we're dealing with potential risks or potential threats, if we make requests for information, it ends to be we oftentimes just don't – simply do not get a response. So there's not – I think there may be a perception that we're not the enforcement team, so therefore, we don't really play in that realm, and they'll get to us if or when they get to us.¹⁷²

In terms of the barriers to obtaining information from front-line health or other professionals about risks that would impact an application for a firearm license or ongoing eligibility for a license, there is no duty on health care professionals to screen for firearms risks nor to report risks of a patient who may have access to firearms. Most privacy legislation in Canada that protects personal health information permits a health care provider to release information about a patient where that patient is a danger to themselves or others. But the release of some information is discretionary and very rarely and cautiously exercised. A public health approach in other areas of our society, such as operation of a motor vehicle, has led to the imposition of legislated mandatory duties on health care providers to report where a person is, for example, a risk on the road. In contrast, there is no duty to report to the Chief Firearms Office or police where an individual has a firearm license or is otherwise known to have access to firearms and exhibits indicia of being a risk to themselves or others. Provincial and territorial legislation should be amended to impose a duty to report on health care professionals.

The Commission's mandate is to make recommendations to prevent future mass casualties. The perpetrator in this case did not hold a license, but he was known to have guns and to exhibit indicia that could have flagged him as a risk. Among other things, a mandatory duty to report could in a future case, for example, provide or support an evidentiary basis for a warrant to search for guns, which the RCMP insist was lacking in this case.

Suspension, Revocation or Expiry of Licenses and Deceased License Holders

In Part I of this submission, the CCGC referred to the illegal transfer of the Ruger Mini 14 to the perpetrator from the estate of Tom Evans. It is not known whether Tom Evans

held a firearms license nor, due to the abolition of the gun registry in 2012, where or how he acquired the Ruger Mini 14. As this example demonstrates, the diversion of firearms from estates is a serious problem in Canada that is not tracked or rigorously enforced.

The illegal transfer of the Ruger-Mini 14 in the case of Tom Evans is but one example of a loophole in the existing firearms legislative regime. When firearms licenses expire or a license holder dies, there is currently little to no follow up. In the case of expired licenses, the firearms office does not track expired licenses rigorously and does not follow-up to identify or require the surrender of weapons. The same is true in the case of deceased license holders. The onus is on executors or family members to alert police to the need for deactivation or destruction. There is by and large no enforcement or meaningful consequence for executors if they fail to take this step.

To address the problem of diversion of firearms from estates, there should be an automatic mechanism to transfer death information from provincial, territorial or federal government databases, such as gathered under Vital Statistics legislation, to Firearms Officers, thus ensuring that Firearms Officers receive immediate notification of a death of a license holder.

Of course, notification of death or expiry of a license is merely a formality if not acted upon. Rigorous enforcement would involve a standard protocol that in a timely way, for example within 30 days of expiry or notice of death, the firearms officials or police follow up to identify guns held by the license-holder and to require their surrender (or legal transfer).

Legislative or regulatory change can also be enacted (at the provincial or federal levels) to hold those administering an estate accountable for the timely notification of death to the Chief Firearms Officer and for the timely and legal surrender, deactivation or destruction of firearms in the estate.

Prohibition Orders

Another area of lack of enforcement relates to prohibition orders made by the Courts. Law enforcement rarely if ever takes any active steps to identify firearms, request the surrender of firearms, or otherwise ensure they are no longer accessible to a license holder when a prohibition order has been made.

Under the current law, the Firearms Officer merely has the discretion to suspend or revoke a license if a license holder has been charged or convicted of a domestic violence offence and/or is subject to a prohibition order. That discretion may not be exercised in a timely way or at all.

Legislative change is necessary to make it mandatory for the Chief Firearms Officer to revoke a license where a person has been convicted of a domestic violence or hate-related offence; and to suspend a license in the event of a domestic violence or hate-

related charge. These legislative changes are currently proposed under the federal government's Bill C-21 and should be enacted without undue delay.

Further, John Parkin, firearms manager for Nova Scotia, called for clarification on when a prohibition order imposes a duty on the Chief Firearms Officer to suspend or revoke a license in cases where a charge was laid but the charge was ultimately resolved by way of a peace bond, diverted, stayed or withdrawn (as not infrequently happens in domestic violence cases).¹⁷³ A public protection approach would impose a legislated mandatory suspension on the license holder in such cases, regardless of the charge being diverted, with the onus shifting to the license holder to establish that they are not a risk.

Firearms Act

As set out in Blake Brown's *History of Gun Control in Canada*¹⁷⁴ the enactment of the *Firearms Act* in 1995 moved many of the administrative and regulatory aspects of firearms regulation out of the *Criminal Code* and into the *Act*.

As a result, the *Firearms Act* defined the category of persons who are "inspectors" under s.101 of the *Act* to mean firearms officers and "in respect of a province, a member of a class of individuals designated by the provincial minister." Under the *Code*, police were also "inspectors."¹⁷⁵

As Mr. Parkin's evidence made clear, however, now firearms officers have limited capacity and on-the-ground knowledge. In general, as Mr. Parkin explained, firearms officers are not "...enforcement. We don't go out and knock on doors, seize firearms, or do anything like that operationally...".¹⁷⁶ "[T]he local authorities are more familiar" with local conditions such as the activities of "legitimate shooting clubs, legitimate activities within their region or within their jurisdictions that are taking place...".¹⁷⁷ Firearms officers are not on their own positioned to properly inspect firearms businesses, including those with prohibited firearms or 10 or more firearms (e.g., under s.102(1)(a) of the *Act*).

Mr. Parkin's evidence about lack of communication between local police and firearms officers noted above is also relevant (i.e., "we oftentimes just don't – simply do not get a response."¹⁷⁸). While Mr. Parkin's evidence in this regard is anecdotal, it is reflective of the CCGC's experience across Canada, and is consistent with the evidence in numerous coroner's inquests discussed above in terms of the disconnect between criminal justice and firearms regulatory enforcement in domestic violence cases.¹⁷⁹

Proactive prioritization of enforcement and inspection for strict compliance with firearms legislation is a critical part of making the legal regime meaningful, rather than the *Act* just being words on paper.

It is of very limited use, for example, for the *Act* to require that records be kept by private entities without routine inspection. Section 101 of the *Firearms Act* would have greater enforcement power if it were amended to define "inspector" as including a

“police officer”. “Police officer” in turn should be broadly defined to include a police officer, police constable, an officer of the RCMP and any other term to ensure inclusion of a uniformed member of a police service or force. As Inspectors under ss.101-105 of the *Firearms Act*, local police would thus be able to attend at firearms businesses or where the police have reasonable and probable grounds to believe that there is a prohibited weapon or more than 10 firearms, and to inspect as set out in s.102 of the *Act*. Police officers would be required to have reasonable and probable grounds to inspect but would not be required to obtain a warrant for the limited purposes of inspection under the *Act*.

The police had these powers prior to 1995 and such powers are consistent with police involvement in the regulatory enforcement of other potentially higher-risk businesses. To name just one example, under s.15 of the *Pawnbrokers Act* R.S.O. 1990 c.P.6 in Ontario, police officers “shall at all times” be given access to a pawnbroker’s “books, papers and pledges.”

The importance of police having powers of inspection has become much more significant since the repeal of the gun registry in 2012. In the period 1998-2012, there was centralized information available to police and the Registrar of Firearms under the *Firearms Act* about the details of gun ownership held by license-holders. The long-gun registry contained information similar to that available to ministries of transport in any province or territory in Canada, about what car is registered to which individual. With the abolition of the gun registry and the destruction of all of the records of non-restricted firearm ownership contained within it (except those records held by the province of Québec), the government and police only have information that an individual is a license holder, but no information on whether, what type, and how many non-restricted guns that person may own. As a result, in the period of 2012-2022, there was an almost complete information gap with respect to non-restricted firearm sales and transfers in Canada and no way to track or trace unrestricted rifles and shotguns beyond the point to which they were imported.

In 2019, under Bill C-71, the *Act* was amended to require, as a condition of a license for firearms businesses, that the business verify the license of a person to whom a firearm is being transferred and maintain a record of the transferee’s license number and the make, model, type and serial number of the firearm (among other things).¹⁸⁰ This information, however, is held only by the business and is not held by the Registrar of Firearms, except where that business’ operations cease. The records are not linked to the existing Canadian Firearms Information System and records of former businesses held by the Registrar can only be accessed by police with a warrant.¹⁸¹

The purpose of the regulatory amendments in 2019 were expressly related to public safety. As explained in the *Canada Gazette* introducing the May 2022 amendments to the *Act* and regulations under SOR/2022-91: “As non-restricted firearms represent the vast majority of sales (estimated at 90% of all sales)”, a regulatory regime that fails to carefully monitor, verify the legality, and record the sale of non-restricted firearms “presents a risk that firearms are being transferred to individuals who are not eligible to

possess them.” As well, “the absence of inventory and transaction records on non-restricted firearms is one of the principal reasons” for why the successful tracing of non-restricted guns recovered at crime scenes was only 18% in the period of 2018-2020, as compared to successful tracing of 51% for restricted or prohibited weapons.¹⁸² These 2019 regulatory changes requiring increased regulation and verification of licenses at the point of transfer and record-keeping were intended to address misuse of transferred firearms (by those without licenses) and to “improve firearm tracing success rates above the current average of 18% annually. This may in turn result in more firearms offence convictions, unearth straw purchasing operations, and return stolen firearms to their rightful owners.”

These critical 2019 regulatory changes, however, will be meaningless if they are not proactively enforced. The *Firearms Act* should expressly return inspection powers to police to ensure compliance with these regulatory changes.

National Hotline to Report Firearms Concerns

The Commissioner of Firearms offers a 1-800 number for citizens to report concerns about firearms.

The CCGC’s experience, however, is that federal and provincial firearms offices are poorly or understaffed, do not respond in a timely way, and in any event are practically invisible to the general public. There is very little public understanding of the function of the firearms offices and the website¹⁸³ for the Canadian Firearms Program provides little assistance.

The facts in Portapique throw into sharp relief the importance of multiple effective places for persons to report firearms concerns. Particularly in small communities, the lack of anonymity in reporting to police and/or the real or perceived close relationships between the police and the person who is the subject of the concern, can be significant barriers to reporting any concern. The facts of Portapique also suggest a normalization of the perpetrator’s relationship with guns, particularly by certain police as well as some community members. The roles played by Constables Wiley and Maxwell also appear to indicate a minimizing by police officers of the risks of firearms.

For these reasons, the CCGC recommends below that a national firearms reporting hotline be established and well-publicized as part of a broad public health campaign aimed at educating and informing Canadians about the risks of firearms and giving people the resources to identify risks and to know when and how to report. We will never know whether such a public health campaign might have made Lisa Banfield’s family members more aware of the risks of diverting ammunition to the perpetrator.

Firearms related deaths are the second leading cause of death from injury among youth in Canada after motor vehicle accidents, including drunk driving accidents, yet there is minimal to no public education around firearms risks as compared to drinking and driving.¹⁸⁴ In response to the public health crisis of suicide, a 988 national suicide hotline number has recently been approved for launch in Canada.¹⁸⁵ Similar

investments need to be made to alert the public to the risks of firearms, particularly firearms in the home, and where to get help.

A public health approach, augmented by an immediate public health campaign around the launch of a national reporting hotline would, among other benefits, guide community standards and expectations. A cultural shift around risks of firearms, analogous to the public health campaign related to drinking and driving, would assist in ensuring that community members (including police) understand the risks and pursue a public protection response.

A Ban on Semi Automatic Military Style Weapons and Handguns and Mandatory Buy-Back Programs

Handguns and semi-automatic military-style assault weapons are not justified for hunting, subsistence or traditional activities.

Possession of a firearm is a privilege, not a right. Firearms regulation is intended to allow individuals to use firearms for legitimate purposes, while rigorously reducing the risks that firearms will be misused. Prohibiting military-style semi-automatic assault weapons and handguns appropriately restricts access when the risks outweigh the utility. These measures bring Canada in line with most industrialized nations. Removing semi-automatic military style weapons from circulation should be a priority with requirements to permanently disable them or buy them back so there is no risk of misuse.

Part V: Canada's International Law Obligations

Canada has always viewed itself as a leading nation in the promotion and protection of fundamental human rights, yet it has failed to ratify and enforce international mechanisms to protect civilians from firearms violence.

Canada's failures in the area of international human rights law relating to firearms are directly connected to Canada's failure to ensure minimum standards for firearms regulation and enforcement.

Specifically, Canada has signed but failed to ratify the *Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials (CIFTA)* and the United Nations *Protocol Against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition ("U.N. Firearms Protocol")*. Part of the reason why Canada has failed to ratify these international conventions¹⁸⁶ is because Canada's regulatory regime has not met the minimum standards established by these instruments, including in respect of the requirements that Canada:

- Mark firearms to allow them to be traced and for their origin, import and custody to be identified;

- Ensure adequate marking, recording and tracing of firearms and effective international cooperation for this purpose.

It was only in May of 2022 that the federal government reinstated record-keeping requirements for firearms businesses under SOR/2022-91 in a weaker form than the legislation introduced in 1977.

Further, according to Canada's 2020 National Report on the Implementation of the *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (PoA)* (adopted by Canada in 2001) and the *International Tracing Instrument* (2005), Canada had yet by that date to implement required measures under the U.N. programme, including to reliably mark weapons at the time of manufacture and maintain records on all marked small arms and light weapons in Canada.¹⁸⁷

Immediate ratification and full implementation of the above international instruments related to firearms protections is also consistent with Canada's commitments under the *International Covenant on Civil and Political Rights* (ICCPR) and the *United Nations Committee on the Elimination of Discrimination Against Women* (CEDAW). As discussed above, despite data gaps generally in firearms violence in Canada, both in Canada and internationally there is sound evidence that women are disproportionately victims of firearms homicide, particularly in the context of intimate partner violence.

Finally, and more fundamentally, Canada has an obligation under international law to maximize protection of its citizens from violence, including under the ICCPR.

The Progress Report of Barbara Frey, *UN Special Rapporteur on the prevention of human rights violations committed with small arms and light weapons*, UN Doc. E/CN.4/Sub.2/2004/37, 21 June 2004, explains that under human rights law, States have a primary obligation to maximize human rights protection, especially with regard to the right to life:

[...] States must strive to maximize human rights protection for the greatest number of people, both in their own societies and in the international community... In regards to small arms violations, this principle – the maximization of human rights protection – means that States have negative responsibilities to prevent violations by State officials and affirmative responsibilities to increase public safety and reduce small arms violence by private actors.¹⁸⁸

The Report notes the importance to the meaningful protection of human rights of the following regulatory measures:

- Prohibition of civil possession of weapons designed for military use (automatic and semi-automatic assault rifles, machine guns and light weapons);

- Organization and promotion of amnesties to encourage the retiring of weapons from active use;
- Requirement of marking and tracing information by manufacturers;
- Regular renewal of licenses to prevent transfer to unauthorized persons;
- Proof of a legitimate purpose for obtaining a weapon;
- Mental fitness for licensing and weapons acquisition; and
- Relevance of past criminal record and history of intrafamilial violence for licensing.¹⁸⁹

The Report also notes that: “While regulation of civilian possession of firearms remains a contested issue in public debate – due in large part to the efforts of firearms manufacturers and the United States of America-based pro-gun organizations – there is in fact almost universal consensus on the need for reasonable minimum standards for national legislation to license civilian possession in order to promote public safety and protect human rights.”¹⁹⁰

There is a direct connection between Canada’s compliance (or non-compliance) with international treaties and standards and the issue of gaps in enforcement. By ratifying and implementing minimum international standards, Canada’s regulatory regime for firearms will be better insulated from the vagaries of political change. Upholding these standards (such as record-keeping) will be a matter of international human rights law, and not only domestic law or practice, which can be subject to change.

Part VI: Recommendations

The CCGC requests that the Commission adopt the following recommendations. These recommendations are grounded in a public health approach to firearms violence. While reactive criminal justice approaches have their place in a country’s response to violent crime, a public health approach emphasizes prevention over reaction and focuses on reduction of risk factors (ie. less guns, less gun violence). Public health approaches focus on the health and safety of an entire population and draw upon multi-disciplinary expert inputs – from medicine, epidemiology, sociology, psychology, criminology, the justice sector, government, education and economics. Amongst other benefits, a public health approach guides community standards and expectations. To draw on the analogy used earlier in this submission, as a country we no longer tolerate drinking and driving and have set strict boundaries around permissible behaviour. Canadians generally have the knowledge and feel empowered to intervene when someone is about to drink and drive, especially in familial and other social settings. A similar cultural shift relating to the risks of firearms would assist in ensuring that citizens are better able to speak out and that enforcement agencies respond appropriately when firearm related concerns have been identified.

These recommendations are also premised on the fact that in Canada, there is no American-style “right” to own guns; in Canada, gun ownership is a privilege, not a constitutionally protected right. As noted by the Supreme Court of Canada:

Let us consider for a moment the nature of automatic weapons, that is to say, those weapons that are capable of firing rounds in rapid succession during one pressure of the trigger. These guns are designed to kill and maim a large number of people rapidly and effectively. They serve no other purpose. They are not designed for hunting any animal but man. They are not designed to test the skill and accuracy of a marksman. Their sole function is to kill people. These weapons are of no value for the hunter, or the marksman. They should then be used only by the Armed Forces and, in some circumstances, by the police forces. There can be no doubt that they pose such a threat that they constitute a real and present danger to all Canadians. There is good reason to prohibit their use in light of the threat which they pose and the limited use to which they can be put. Their prohibition ensures a safer society.

The American authorities should not be considered in this case. Canadians, unlike Americans do not have a constitutional right to bear arms. Indeed, most Canadians prefer the peace of mind and sense of security derived from the knowledge that the possession of automatic weapons is prohibited.¹⁹¹

Recommendation #1: The CCGC calls on the Commission to identify the proliferation of firearms in Canada and the rates of firearm injuries and deaths as an urgent public health concern that requires immediate and coordinated responses from all levels of government utilizing a public health approach.

Recommendation #2: The CCGC calls on the Commission to recommend the establishment of a national firearms hotline. The purpose of the hotline would be multifold. It would allow citizens to report concerns about firearms directly to staff accountable to the Commissioner of the RCMP. It would provide a resource for citizens to obtain information on gun laws and options for reporting. It would enhance accountability and transparency frameworks and provide an additional resource for firearm related data collection.

Recommendation #3: The federal government should launch a nation-wide comprehensive public education campaign directed at increasing awareness of existing firearm related laws and regulations, options for raising complaints and concerns, and the risks associated with firearms in the home, including risk factors associated with accidental injury, suicide, domestic violence, hate crimes and diversion of lawfully owned guns. The public health campaign should accompany the launch of the national firearms hotline.

Recommendation #4: The CCGC recommends that all levels of government invest in a targeted public health campaign to educate health professionals and front-line service

providers (e.g., shelter workers, educators, day care workers, etc.) on the risks associated with firearms and the steps they should take if they have concerns.

Recommendation #5: The CCGC recommends that the government of Canada develop and adopt a standardized schedule and definitions of prohibited firearms within the *Criminal Code* with an emphasis on simplicity and consistency and to ensure that manufacturers have fewer opportunities to circumvent the intent of the law with new models or modifications to existing models. One way to do this is to adopt an overarching definition, for example, of semi automatic military style weapons – for example, “centre fire rifles with military features such as the use of a large capacity magazine” to augment the specified list. Even more effective would be to make it a criminal offence to import, trade or possess a firearm that is not “reasonably used for hunting” or on a prescribed list of lawful firearms, so that there are no gaps that can be exploited. An approach used with other regulated products is one that presumes them to be prohibited unless they are specifically defined as legal.

Recommendation #6: The CCGC asserts the urgency of implementing a ban on firearms where the risk outweighs the utility in order to prevent further proliferation and reduce the chances of misuse. The ban on military style semi-automatic firearms with an associated mandatory buy back should be implemented immediately. The ban on the import, trade and transfer of handguns should be implemented with few exceptions and measures taken to further restrict access to these firearms which serve no legitimate purpose in the hands of civilians.

Recommendation #7: Risk factors between domestic violence and firearms violence, including mass casualties, are well-established. The CCGC recommends legislative changes to automatically revoke the firearms licenses of persons convicted of domestic violence or hate-related offences and to suspend the firearms licenses of persons charged with such offences and that these changes be enacted immediately. Where such charges are diverted, withdrawn, stayed or otherwise resolved without trial, the suspension should remain in place and the burden of proof should be on license holders to demonstrate they are not at risk or a threat to others.

Recommendation #8: The CCGC calls on the Commission to prioritize vigorous enforcement of the laws, including prioritizing screening, risk assessment and follow up to determine if there are risk factors associated with domestic violence, extreme hate or suicide. Screening, renewal and assessment of ongoing eligibility for licenses should include routine spousal notification, verification of references and background checks.

Recommendation #9: In this case, the Ruger Mini 14, a military style semi automatic weapon, was still classified as an unrestricted firearm prior to May 2020. The records of ownership of 6 million unrestricted firearms were destroyed in 2012 with the abolition of the firearms registry.¹⁹² The 2012 legislation did not restore the 1977 legislative record keeping requirements for sale or transfers.¹⁹³ As a result, it was impossible to trace the Ruger Mini-14 semi-automatic rifle that belonged to Tom Evans. The CCGC calls on the Commission to make a finding that the ability to track sales and hold gun owners

accountable for their firearms is necessary to effectively enforce the firearms regulatory regime. Tracking sales and tracing firearm ownership is critical to stemming the diversion of firearms (in this case from a deceased license-holder) and for informed policy-making.

Recommendation #10: The CCGC recommends that the Commission call for immediate administrative and legal changes to prevent the unlawful transfer of firearms from estates. These changes can include the creation of mechanisms to transfer information from government databases such as Vital Statistics to Firearms Officers, which would ensure that Firearms Officers receive immediate notification of a death or license expiry and take action to identify, retrieve and secure firearms. Legislative or regulatory change can also be enacted (at the provincial and federal levels) to hold those administering an estate accountable for the timely and legal deactivation, surrender or destruction of firearms in the estate.

Recommendation #11: The CCGC recommends that federal and provincial government fund additional research into the prevalence of the domestic diversion of firearms, including implementation of a reasonable limit on the number of restricted firearms a person can own.

Recommendation #12: The CCGC recommends the development of a nation-wide protocol requiring follow-up by law enforcement within 30 days of the suspension, expiry or revocation of a license or the death of a license holder, to identify firearms and ensure the surrender, legal transfer, deactivation, destruction or other steps to prevent ongoing access to the firearm(s) by the license holder or others.

Recommendation #13: To ensure meaningful enforcement of critical provisions of the *Firearms Act*, CCGC recommends that the *Firearms Act* be amended to expressly include or define law enforcement officers (police, RCMP) as “inspectors” under s.101 of the *Act*, re-assuming a role law enforcement performed prior to 1995 when the *Firearms Act* was first enacted.

Recommendation #14: The CCGC calls on the Commission to recommend that all provinces and territories impose a mandatory duty to report on health care professionals where individuals are assessed as a risk to themselves and others and may have access to firearms. This recommendation is consistent with a public health approach and supports the effective screening, review, and ongoing assessment of eligibility for firearms licenses.

Recommendation #15: Generalized statements have been made in this inquiry about the U.S.-Canada border being a major source of illegal firearms in Canada but there is little information being consistently and accurately collected on the source of crime guns in Canada – whether the firearm was legally owned, stolen, illegally purchased or smuggled into Canada. Further, no province requires that police send all crime guns for tracing and there is no national firearms tracing database. The RCMP’s recent mandatory tracing policy excludes wide swaths of policing jurisdictions in Canada. The

CCGC therefore recommends that all federal, provincial and municipal police agencies, as well as the Canada Border Services Agency, be required to submit for tracing all confiscated firearms. This measure should be accompanied by the creation of a national firearms tracing database to track and record the results of tracing efforts.

Recommendation #16: To address firearms smuggling across the U.S. – Canada border, the CCGC recommends that the federal government make it a priority to confirm a bilateral agreement with the United States designed to prevent smuggling and trafficking of firearms. The agreement should include 1) securing a commitment by the U.S. to fully investigate how guns are being transported from the U.S. into Canada for illegal possession and use, including by straw purchases and sales to gun traffickers; 2) securing a commitment by the U.S. to increase enforcement, inspection and investigation of gun dealers near the Canadian border who are trafficking and smuggling into Canada; 3) a requirement that gun dealers near the border screen for indicators of straw purchases and trafficking; and 4) securing a commitment from the United States to fully investigate, prosecute and where necessary, extradite American residents, citizens and corporate officers who knew or ought to have known that a firearm would be transferred to a Canadian who is not licensed to own the firearm or where the transaction was otherwise illegal.

Recommendation #17: The CCGC recommends that the government of Canada implement enhanced border surveillance of international commercial rail operations and ocean freight shipping operations.

Recommendation #18: The CCGC recommends that Canada immediately ratify the *Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials (CIFTA)* and the *United Nations Protocol Against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition (“U.N. Firearms Protocol”)*

Recommendation #19: The CCGC recommends that Canada immediately commit to the full implementation of the above two international instruments, as well as the Programme of Action on Small Arms and Light Weapons and the International Tracing Instrument under that Programme.

Recommendation #20: The CCGC asks the Commission to adopt a recommendation calling for review and revisions to the type of data required to be collected by the Chief Firearms Officer (in keeping with data gaps noted above) and requiring that the data be publicly disseminated.

Recommendation #21: The CCGC calls for an easily accessible, national database or databases on gun-related death, injury, and crime. The federal government should invest in the creation of a National Firearms Data Centre which will collect data from across agencies including from the justice and health sectors, coroners, and social services agencies, as well as administrative data sources including the Chief Firearms Office, local firearms offices, police at all jurisdictional levels to inform policy, practice

and research. The federal government should promote standardization and quality control measures in data collection by police, as well as mandatory collecting of information by federal, provincial and local police, publicly released on an annual basis, which includes information such as:

- (a) disaggregated data on firearm death, injury and crime including gender, age, region and other pertinent characteristics
- (b) types of firearms used (unrestricted, restricted (handguns) and others) and their sources (legal owner, diverted from legal owner, smuggled)
- (c) offender/ victim relationship (was the perpetrator known or unknown to the victim; if the perpetrator was known, what was his or her relationship to the victim)
- (d) firearm ownership and whether the person who used the gun was licensed
- (e) the number of firearms-related investigations, charges and complaints
- (f) a breakdown of the data by gender of suspect/ victim; offence type; type of firearm; and demographic indicators such as age, educational level and income
- (g) the steps and outcome of steps undertaken by police in response to a firearm related complaint, including the number of firearms removed from individuals following the expiry of a license; the suspension of a license; the revocation of a license; and the issuance of an order in the criminal courts prohibiting an individual from possessing firearms
- (h) the outcome of tracing efforts in each case.

Recommendation #22: Building on the existing research centres focused on femicide, injury prevention, gun policy, public health, and crime prevention, the CCGC also recommends that the Federal Government establish and meaningfully resource a Network Centre of Excellence to promote national and interdisciplinary research on firearms violence and prevention with a gender-informed perspective. The Network Centre of Excellence's mandate would include developing a gender-informed research strategy, advising on data gaps, and publishing research to inform policy and practice. The Center should also, working with TriCouncil Research Funding agencies, support targeted research and act as a knowledge hub for the dissemination of data and research.

Recommendation #23: The CCGC recommends that the Commission put forward an accountability framework to monitor implementation of its recommendations.

All of which is respectfully submitted:

A handwritten signature in black ink, appearing to be 'Joanna Birenbaum', with a long horizontal flourish extending to the right.

Joanna Birenbaum
Birenbaum Law Office

A handwritten signature in black ink, appearing to be 'Mercedes Perez', with a long horizontal flourish extending to the right.

Mercedes Perez
Perez Bryan Procope LLP

Counsel for the Canadian Coalition for
Gun Control

Appendix 1 – Mass shootings in Canada (more than 4 people injured or killed)

Event	Date	Location	Deaths	Details	Type Status of Firearm
Ecole Polytechnique	1989	Montreal	27 shot 14 killed - including perpetrator	Ruger Mini 14 and large capacity magazine	Legal longun
Concordia University	1992	Montreal	4 killed, 1 injured	5-shot revolver, 6.35mm, 7.65mm (pistols)	Legal Handgun
Vernon, BC	1996	Vernon	9 killed	.4 semi-automatic handgun, .3 revolver	Legal
OC Transpo	1999	Ottawa	4 killed, 2 injured	Pump action	Legal
Cruse family murders	June 14, 2002	Grimsby, Ontario	5 - including shooter	Ex-boyfriend travelled from U.S. with handgun and killed ex-girlfriend, her parents, her 6-year-old child, and himself.	Smuggled handgun
Penticton	October 30, 2004	Penticton	3 - including self	After drinking and snorting cocaine, Dustin Paul shot five friends and relatives while they were all partying at a campsite, killing three of them before slitting his own throat.	Unknown
Mayerthorpe tragedy	March 3, 2005	near Mayerthorpe, Alberta	5 - including self	James Roszko shot and killed 4 RCMP officers during a property seizure of his farm, he later turned the gun on himself.	Rifle given by friend registered to grandfather,
Shedden massacre	April 8, 2006	Shedden, Ontario	8	Gang related killing of own gang members.	Shotgun source unknown
Richardson family murders	April 22, 2006	Medicine Hat, Alberta	3	12-year-old girl and her 23-year-old boyfriend killed girl's parents and 8-year-old brother.	Source unknown
Dawson College shooting	September 13, 2006	Montreal, Quebec	2 including self	Anastasia DeSousa was killed, several others were injured and the killer committed suicide.	Licensed, restricted weapon
Claresholm highway massacre	December 15, 2011	Claresholm, Alberta	4 - including self	21-year-old man shot and killed his ex-girlfriend and two young men who were passengers in the same vehicle. The man also shot the female driver, before taking his own life.	Legal
Danzig Street shooting	July 16, 2012	West Hill, Toronto, Ontario	2	Mass shooting at a block party that left 2 dead and 23 injured.	Handgun, source unknown
UofA shooting	2012	Edmonton	3 killed, 1 injured	Revolver (Lawful purpose – security guard)	Licensed, legal guns

Renfrew County	September 2014		4 - including self	murdered his former partners: he shot and killed Anastasia Kuzyk and Nathalie Warmerdam at their homes in Wilno and Foymount, ¹⁴	Illegal, he claimed he found it
Moncton shootings	June 4, 2014	Moncton, New Brunswick	3	24-year-old from Moncton, shot five armed officers from the Royal Canadian Mounted Police (RCMP), killing three and severely injuring two.	Licensed, restricted weapons
Edmonton killings	December 29, 2014	Edmonton, Alberta	8	53-year-old Phu Lam shot and killed 7 in one Edmonton residence, then went to a home in south Edmonton where he killed Cyndi Duong because he found he was raising child that was not biologically his own. Phu Lam was found the next day after committing suicide in Fort Saskatchewan.	Handgun stolen from BC
La Loche shootings	January 22, 2016	La Loche, Saskatchewan	4	An unidentified 17-year-old student allegedly shot and killed two of his cousins at their home, then went to La Loche Community School and continued firing, killing a teacher and an assistant and wounding several others.	Long gun (likely legal)
Big-Tracadie, Nova Scotia	January 3, 2017	Nova Scotia	4 - including self	Lionel Desmond, 33, suffering from PTSD killed his wife, Shanna Desmond, 31, their 10-year-old daughter, Aaliyah, and Brenda Desmond, 52, who was Lionel's mother then committed suicide. ¹⁵	Legal
Quebec City mosque shooting	January 29, 2017	Quebec City, Quebec	6	Single gunman killed 6 people and wounded 18 others.	Legal, restricted firearm
2018 Danforth shooting	July 22, 2018	Toronto	3 killed - including the gunman, 12 injured	The 29-year-old gunman, Faisal Hussain, shot 14 people before either being shot by the police or a self-inflicted gunshot wound. An 18 year old woman and 10 year old girl were killed	Unlicensed, stolen from Saskatchewan
Fredericton	2018	Fredericton	4 killed	Hunting rifle killed police officers	Legal (modified magazine)

Appendix 2: Police Officers Killed With Firearms 1995 – 2018 ¹⁹⁴

<https://www.memorialribbon.org/honour-roll/>

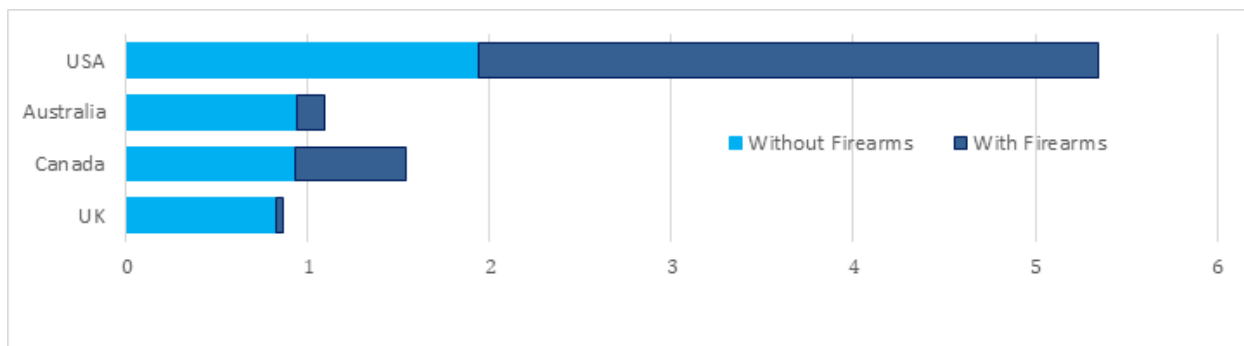
Date	Police officers killed by gunfire	Department	Type of Firearm
April 28, 1995	Chief J.G.E. Denis Nadeau	Police de Sainte-Marie-de-Beauce, Quebec	Long gun
November 27, 1995	Odette Pinard	Montreal Police, Quebec	Undetermined
April 29, 1996	André Lalonde	Montreal Police, Quebec	Undetermined
June 14, 1996	Derek C. Burkholder	RCMP, Lunenburg, Nova Scotia	Long gun
May 31, 1997	Thomas P. Coffin	OPP, Midland, Ontario	Handgun
May 3, 2001	Jurgen S. Seewald	RCMP, Nunavut	Long gun
December 21, 2001	Dennis D. Strongquill	RCMP, Manitoba	Long gun(s)
February 28, 2002	Benoit L'Écuyer	Montreal Police, Quebec	Handgun
February 28, 2004	James W. G. Galloway	RCMP, Alberta	Long gun (borrowed)
March 3, 2005	Peter Christopher Schiemann	RCMP, Alberta	Long gun
March 3, 2005	Lionide (Leo) Nicholas Johnston	RCMP, Alberta	Long gun
March 3, 2005	Anthony Fitzgerald Orion Gordon	RCMP, Alberta	Long gun
March 3, 2005	Brock Warren Myrol	RCMP, Alberta	Long gun
December 14, 2005	Valerie Gignac	Laval Police, Quebec	Long gun
May 5, 2006	John Charles Atkinson	Windsor Police, Ontario	Handgun
July 16, 2006	Robin Cameron	RCMP Saskatchewan	Long gun
July 16, 2006	Marc Bourdages	Saskatchewan	Long gun
March 2, 2007	Daniel Tessier	Laval Police, Quebec	Handgun
October 7, 2007	Christopher John Worden	RCMP, Northwest Territories	Handgun
November 5, 2007	Douglas Scott	RCMP, Nunavut	Long gun
March 8, 2010	Vu Pham	OPP Huron Country, Ontario	Long gun
March 2, 2013	Steve Dery	Kativik Regional Police Force, Quebec	Undetermined
June 4, 2014	Fabrice Gevaudan	RCMP, New Brunswick	Long gun
June 4, 2014	Douglas Larche	RCMP, New Brunswick	Long gun
June 4, 2014	David Ross	RCMP, New Brunswick	Long gun
January 21, 2015	David Matthew Wynn	RCMP, Alberta	Handgun
June 8, 2015	Daniel Woodall	Edmonton Police Service, Alberta	Long gun
February 13, 2016	Thierry Leroux	Lac Simon Police Service	Undetermined
November 6, 2016	John Davidson	Abbotsford	Expired license
August 10, 2018	Lawrence Robert Costello and Sara Burns	Fredericton Police Service, NB	Long gun

Appendix 3 – International comparisons¹⁹⁵

Table 1: Homicide Rates with and without guns - 2016

Country	Total homicides	Homicide rate per 100k	Homicides with gun	Rate/100k	Homicides with no gun	Rate/100k
UK	791	1.20	25	0.04	543	0.82
Canada	611	1.68	223	0.61	338	0.93
Australia	227	1.06	32	0.15	202	0.94
USA	17,250	5.35	11,004	3.41	6,246	1.94

Comparison of homicides without firearms versus with firearms (per 100,000)



¹ Foundational Document, “Perpetrator’s Violent Behavior Towards Others”, **COMM0059623**; Foundational Document, “Violence in the Perpetrator’s Family of Origin”, **COMM0059739**; Foundational Document, “Perpetrator’s Violence Towards His Common-Law Spouse”, **COMM0059740**; Foundational Document, “Firearms”, **COMM0056215**; Foundational Document, “Firearms – Addendum and Erratum”, **COMM0064506**; Avalon Sexual Assault Centre and Women’s Legal Education and Action Fund, “We Matter and Our Voices Must be Heard”, (Sept. 2022). See also: witness evidence, including the evidence of Lisa Banfield, Cst. Troy Maxwell, Cst. Greg Wiley, Brenda Forbes, George Forbes

² Foundational Document, “Firearms”, **COMM0056215**, p. 48; RCMP Interview Transcript of Don Johnson 2020-05-18, **COMM0009517**; “Firearms – Addendum and Erratum”, **COMM0064506**

³ Foundational Document, “Perpetrator’s Violent Behavior Towards Others”, **COMM0059623**; Foundational Document, “Violence in the Perpetrator’s Family of Origin”, **COMM0059739**; Foundational Document, “Perpetrator’s Violence Towards His Common-Law Spouse”, **COMM0059740**; Foundational Document, “Firearms”, **COMM0056215**; Foundational Document, “Firearms – Addendum and Erratum”, **COMM0064506**; Avalon Sexual Assault Centre and Women’s Legal Education and Action Fund, “We Matter and Our Voices Must be Heard”, (Sept. 2022). See also: witness evidence, including the evidence of Lisa Banfield, Cst. Troy Maxwell, Cst. Greg Wiley, Brenda Forbes, George Forbes. See also: Souhami, Anna, “A Systematic Review of the Research on Rural Policing”, pp. 22, 28, 29, **COMM0058282**; Foster, Karen, “Crime Prevention & Community Safety in Rural Communities”, pp. 16, 17, **COMM0053824**

⁴ Foundational Document, “Perpetrator’s Violent Behavior Towards Others”, **COMM0059623**; Foundational Document, “Violence in the Perpetrator’s Family of Origin”, **COMM0059739**; Foundational Document, “Perpetrator’s Violence Towards His Common-Law Spouse”, **COMM0059740**; Foundational Document, “Firearms”, **COMM0056215**; Foundational Document, “Firearms – Addendum and Erratum”, **COMM0064506**; Avalon Sexual Assault Centre and Women’s Legal Education and Action Fund, “We Matter and Our Voices Must be Heard”, (Sept. 2022). See also: witness evidence, including the evidence of Lisa Banfield, Cst. Troy Maxwell, Cst. Greg Wiley, Brenda Forbes, George Forbes. See also: Foster, Karen, “Crime Prevention & Community Safety in Rural Communities”, p. 19, **COMM0053824**; MacDonald, Gayle and Ralson, Meredith, “A Study Contracted by the Mass Casualty Commission on the Health and Safety of Survival Sex Workers in Halifax and Truro, Nova Scotia”, Expert Report (Sept. 2022), **COMM0064892**

⁵ Foundational Document, “Perpetrator’s Violent Behavior Towards Others”, **COMM0059623**; Foundational Document, “Violence in the Perpetrator’s Family of Origin”, **COMM0059739**; Foundational Document, “Perpetrator’s Violence Towards His Common-Law Spouse”, **COMM0059740**; Foundational Document, “Firearms”, **COMM0056215**; Foundational Document, “Firearms – Addendum and Erratum”, **COMM0064506**; Avalon Sexual Assault Centre and Women’s Legal Education and Action Fund, “We Matter and Our Voices Must be Heard”, (Sept. 2022). See also: witness evidence, including the evidence of Lisa Banfield, Cst. Troy Maxwell, Cst. Greg Wiley, Brenda Forbes, George Forbes. See also: Foster, Karen, “Crime Prevention & Community Safety in Rural Communities”, p. 19, **COMM0053824**; MacDonald, Gayle and Ralson, Meredith, “A Study Contracted by the Mass Casualty Commission on the Health and Safety of Survival Sex Workers in Halifax and Truro, Nova Scotia”, Expert Report (Sept. 2022), **COMM0064892**

⁶ Foundational Document, “Perpetrator’s Violent Behavior Towards Others”, **COMM0059623**; Foundational Document, “Violence in the Perpetrator’s Family of Origin”, **COMM0059739**; Foundational Document, “Perpetrator’s Violence Towards His Common-Law Spouse”, **COMM0059740**; Foundational Document, “Firearms”, **COMM0056215**; Foundational Document, “Firearms – Addendum and Erratum”, **COMM0064506**; Avalon Sexual Assault Centre and Women’s Legal Education and Action Fund, “We Matter and Our Voices Must be Heard”, (Sept. 2022). See also: witness evidence, including the evidence of Lisa Banfield, Cst. Troy Maxwell, Cst. Greg Wiley, Brenda Forbes, George Forbes. See also: Foster, Karen, “Crime Prevention & Community Safety in Rural Communities”, p. 19, **COMM0053824**; MacDonald, Gayle and Ralson, Meredith, “A Study Contracted by the Mass Casualty Commission on the Health and Safety of Survival Sex Workers in Halifax and Truro, Nova Scotia”, Expert Report (Sept. 2022), **COMM0064892**

-
- ⁷ Foundational Document, “Perpetrator’s Violent Behaviour Towards Others”, pp. 35 to 39, **COMM0059623**; Foundational Document, “Perpetrator’s Violence Towards His Common-Law Spouse”, pp. 39, 40, **COMM0059740**; witness evidence of Brenda Forbes, George Forbes, Cst. Troy Maxwell, Cpl. Angela McKay
- ⁸ Transcript Vol. 50, (July 19, 2022), Cross Examination of Cst Maxwell by Josh Bryson, pp. 66 to 77
- ⁹ Transcript Vol. 50, (July 19, 2022), Cross Examination of Cst Maxwell by Josh Bryson, pp. 66 to 77
- ¹⁰ Foundational Document, “Firearms”, pp. 31 to 44, **COMM0056215**
- ¹¹ Foundational Document, “Firearms”, pp. 31 to 44, **COMM0056215**
- ¹² Foundational Document, “Firearms”, pp. 31 to 44, **COMM0056215**
- ¹³ Foundational Document, “Firearms”, pp. 44 to 46, **COMM0056215**
- ¹⁴ Foundational Document, “Firearms”, pp. 45 to 46, **COMM0056215**
- ¹⁵ Foundational Document, “Firearms”, p. 45, **COMM0056215**
- ¹⁶ Foundational Document, “Firearms”, p. 45, **COMM0056215**. Following the enactment of the *Ending the Long-Gun Registry Act* in April 2012, registration of non-restricted or non-prohibited firearms was no longer required. This *Act* also mandated the destruction of existing records for these types of firearms from the Canadian Firearms Registry.
- ¹⁷ Cukier, Wendy, “Canada Shouldn’t Be Smug About Gun Violence – It’s a Growing Problem Here, Too”, *The Conversation* (June 15, 2022), available: <https://theconversation.com/canada-shouldnt-be-smug-about-gun-violence-its-a-growing-problem-here-too-184210>
- ¹⁸ Foundational Document, “Firearms”, p. 48, **COMM0056215**
- ¹⁹ Foundational Document, “Firearms”, pp. 47, 48, **COMM0056215**. See also: Foundational Document, “Shubenacadie”, **COMM0053830**
- ²⁰ Foundational Document, “Firearms”, p. 48, **COMM0056215**; RCMP Interview Transcript of Don Johnson 2020-05-18, **COMM0009517**
- ²¹ Foundational Document, “Firearms”, pp. 63 to 65, **COMM0056215**
- ²² Foundational Document, “Firearms”, pp. 63 to 65, **COMM0056215**
- ²³ Foundational Document, “Firearms”, pp. 63 to 65, **COMM0056215**; Foundational Document “Firearms – Addendum and Erratum”, p. 2, **COMM0064506**
- ²⁴ Foundational Document, “Firearms”, pp. 63 to 65, **COMM0056215**; Foundational Document “Firearms – Addendum and Erratum”, p. 2, **COMM0064506**
- ²⁵ Foundational Document, “Firearms”, pp. 63 to 65, **COMM0056215**; Foundational Document “Firearms – Addendum and Erratum”, p. 2, **COMM0064506**
- ²⁶ Foundational Document, “Firearms”, pp. 63 to 65, **COMM0056215**; Foundational Document “Firearms – Addendum and Erratum”, p. 2, **COMM0064506**
- ²⁷ Foundational Document, “Firearms”, pp. 63 to 65, **COMM0056215**; Foundational Document “Firearms – Addendum and Erratum”, p. 2, **COMM0064506**
- ²⁸ Foundational Document, “Highway 4, Glenholme”, pp. 12 to 29, **COMM0053596**,
- ²⁹ Foundational Document, “Highway 4, Glenholme”, pp. 12 to 29, **COMM0053596**
- ³⁰ Foundational Document, “Highway 4, Glenholme”, pp. 12 to 29, **COMM0053596**
- ³¹ Foundational Document, “Highway 4, Glenholme”, pp. 12 to 29, **COMM0053596**
- ³² Foundational Document, “Highway 4, Glenholme”, pp. 12 to 29, **COMM0053596**
- ³³ Foundational Document, “Firearms”, p. 51, **COMM0056215**
- ³⁴ Foundational Document, “Firearms”, p. 51, **COMM0056215**
- ³⁵ Foundational Document, “Firearms”, p. 51, **COMM0056215**
- ³⁶ Foundational Document, “2328 Hunter Road”, pp. 5, 6, **COMM0053599**
- ³⁷ Foundational Document, “2328 Hunter Road”, pp. 5, 6, **COMM0053599**
- ³⁸ Foundational Document, “Firearms”, pp. 9, 50, **COMM0056215**
- ³⁹ Foundational Document, “Firearms”, p. 50, **COMM0056215**
- ⁴⁰ Foundational Document, “Portapique: April 18-19, 2020”, pp. 5, 7, **COMM0050893**
- ⁴¹ Foundational Document, “Portapique: April 18-19, 2020”, pp. 5, 7, **COMM0050893**
- ⁴² World Health Organization. *Violence Prevention Alliance: Building global commitment for violence prevention*. Geneva: World Health Organization (WHO), 2004.

⁴³ See for example ss.20 and 28 of the *Firearms Act* SC 1995 c.39 and s.2 of *Authorizations to Carry Restricted Firearms and Certain Handguns Regulations* (SOR/98-207) re authorization to carry restricted firearms and prohibited handguns.

⁴⁴ Cukier, W. *The Feasibility of Increased Restrictions on the Civilian Possession of Military Assault Weapons at the Global Level*, Project Ploughshares, 2005, **COMM0065086**; Masters, J. *US gun policy: Global comparisons*. Council on Foreign Relations, 2022, available: <https://www.cfr.org/background/under/us-gun-policy-global-comparisons>

⁴⁵ Cukier, W., and Sidel, Victor, *The Global Gun Epidemic: From Saturday Night Specials to AK-47s*. New York: Praeger, 2006, **COMM0065085**

⁴⁶ Hemenway, David. *Private Guns. Public Health*. Ann Arbor: University of Michigan Press, 2006.

⁴⁷ Bridges, Tristan and Tober, Tara Leigh, “Mass Shootings and Masculinity”, Expert Report prepared for the Mass Casualty Commission (April 2022), p. 15, **COMM0055671**

⁴⁸ Bridges, Tristan and Tober, Tara Leigh, “Mass Shootings and Masculinity”, Expert Report prepared for the Mass Casualty Commission (April 2022), p. 15, **COMM0055671**. See also: Karp, Aaron, “Estimating Global Civilian-Held Firearms Numbers”, Small Arms Survey Briefing Paper (June 2018) available:

<https://www.smallarmssurvey.org/sites/default/files/resources/SAS-BP-Civilian-Firearms-Numbers.pdf>

⁴⁹ Cukier, Wendy, “Canada Shouldn’t Be Smug About Gun Violence – It’s a Growing Problem Here, Too”, *The Conversation* (June 15, 2022), available: <https://theconversation.com/canada-shouldnt-be-smug-about-gun-violence-its-a-growing-problem-here-too-184210>

⁵⁰ *R. v. Felawka*, 1993 CanLII 36 (SCC), [1993] 4 SCR 199, per Cory J. for the majority, p. 211

⁵¹ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), p. 3, **COMM0059274**

⁵² Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), p. 3, **COMM0059274**. See also: Gometz, David et al., “Firearm-Related Injuries and Deaths in Ontario, Canada, 2002-2016: A Population-Based Study”, *CMAJ* (2020), **COMM0063204**; Cukier, Wendy, “Canada Shouldn’t Be Smug About Gun Violence – It’s a Growing Problem Here, Too”, *The Conversation* (June 15, 2022), available: <https://theconversation.com/canada-shouldnt-be-smug-about-gun-violence-its-a-growing-problem-here-too-184210>

⁵³ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), p. 3, **COMM0059274**. See also: Gometz, David et al., “Firearm-Related Injuries and Deaths in Ontario, Canada, 2002-2016: A Population-Based Study”, *CMAJ* (2020), **COMM0063204**

⁵⁴ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), p. 3, **COMM0059274**. See also: Gometz, David et al., “Firearm-Related Injuries and Deaths in Ontario, Canada, 2002-2016: A Population-Based Study”, *CMAJ* (2020), **COMM0063204**

⁵⁵ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), **COMM0059274**

⁵⁶ Bradley, Nori, et. al., “The Physician’s Role in the Prevention of Femicide in Canada”, *CMAJ*, Vo. 193(48) (Dec. 6, 2021), **COMM0065081**

⁵⁷ Bradley, Nori, et. al., “The Physician’s Role in the Prevention of Femicide in Canada”, *CMAJ*, Vo. 193(48) (Dec. 6, 2021), **COMM0065081**

⁵⁸ Bradley, Nori, et. al., “The Physician’s Role in the Prevention of Femicide in Canada”, *CMAJ*, Vo. 193(48) (Dec. 6, 2021), **COMM0065081**. See also: Canadian Pediatric Society, “The Prevention of Firearm Injuries in Canadian Youth”, Position Statement, 2018, **COMM0063201**

⁵⁹ Spencer, C.M. and Stith, S.M., “Risk Factors For Male Perpetration and Female Victimization of Intimate Partner Homicide: A Meta-Analysis”, *Trauma Violence Abuse* (2020), 21; Miller, Matthew; Hemenway, David; Azrael Deborah, “State-Level Homicide Victimization Rates in the US in Relation to Survey Measures of Household Firearm Ownership, 2001-2003”, *Social Science & Medicine* (2007), **COMM0063197**; Anglemeyer, Andrew; Horvath, Tara; Rutherford, George, “The Accessibility of Firearms and Risk for Suicide and Victimization Among Household Members”, *Annals of Internal Medicine* (2014), **COMM0063199**

⁶⁰ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), **COMM0059274**

⁶¹ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), **COMM0059274**

-
- ⁶² Armstrong, Amelia and Jaffray, Brianna, "Homicide in Canada, 2020, Statistics Canada (Nov. 25, 2021), **COMM0065078**
- ⁶³ Boyd, Ciara, et. al., "Familicide in Canada: 2010 to 2019", *Homicide Studies*, 2022, **COMM0065080**
- ⁶⁴ Bradley, Nori, et. al., "The Physician's Role in the Prevention of Femicide in Canada", *CMAJ*, Vo. 193(48) (Dec. 6, 2021), **COMM0065081**
- ⁶⁵ Bradley, Nori, et. al., "The Physician's Role in the Prevention of Femicide in Canada", *CMAJ*, Vo. 193(48) (Dec. 6, 2021), **COMM0065081**
- ⁶⁶ Doherty, Deborah and Hornosty, Jennie, "Exploring the Links: Firearms, Family Violence and Animal Abuse in Rural Communities", Final Research Report to the Canada Firearms Centre, Royal Canadian Mounted Police and Public Safety Canada (May 2008), pp. vii, 44 to 57, **COMM0065087**
- ⁶⁷ Doherty, Deborah and Hornosty, Jennie, "Exploring the Links: Firearms, Family Violence and Animal Abuse in Rural Communities", Final Research Report to the Canada Firearms Centre, Royal Canadian Mounted Police and Public Safety Canada (May 2008), p. 56, **COMM0065087**
- ⁶⁸ Banman, Victoria, "Domestic Homicide Risk Factors: Rural and Urban Considerations", M.A. Thesis, University of Western Ontario, 2015 available: <https://ir.lib.uwo.ca/cgi/viewcontent.cgi?article=4315&context=etd>
- ⁶⁹ The Standing Senate Committee on Defence and National Security, February 18, 2019
- ⁷⁰ Bridges, Tristan and Tober, Tara Leigh, "Mass Shootings and Masculinity", Expert Report prepared for the Mass Casualty Commission (April 2022), pp. 15, 16, **COMM0055671**; Lemieux, Frederic, "Effect of Gun Culture and Firearm Laws on Gun Violence and Mass Shootings in the United States: A Multi-Level Quantitative Analysis, (2014) *International Journal of Criminal Justice Sciences*, p. 90, **COMM0065089**; Reeping, Paul et al., "State Gun Laws, Gun Ownership, and Mass Shootings in the US: Cross Sectional Time Series", *BMJ*, (2019), **COMM0063192**
- ⁷¹ Bridges, Tristan and Tober, Tara Leigh, "Mass Shootings and Masculinity", Expert Report prepared for the Mass Casualty Commission (April 2022), p. 16, **COMM0055671**
- ⁷² Lemieux, Frederic, "Effect of Gun Culture and Firearm Laws on Gun Violence and Mass Shootings in the United States: A Multi-Level Quantitative Analysis", (2014) *International Journal of Criminal Justice Sciences*, Vol. 9 (1), p. 91, **COMM0065089**
- ⁷³ Bridges, Tristan and Tober, Tara Leigh, "Mass Shootings and Masculinity", Expert Report prepared for the Mass Casualty Commission (April 2022), pp. 16 to 19, **COMM0055671**
- ⁷⁴ Bridges, Tristan and Tober, Tara Leigh, "Mass Shootings and Masculinity", Expert Report prepared for the Mass Casualty Commission (April 2022), p. 25, **COMM0055671**. See also: McCulloch, Jude and Maher, Jane Maree, "Understanding the Links Between Gender-Based Violence and Mass Casualty Attacks: 'Private' Violence and Misogyny as Public Risk", Expert Report for the Mass Casualty Commission (April 2022), p. 1, **COMM0053826**
- ⁷⁵ McCulloch, Jude and Maher, Jane Maree, "Understanding the Links Between Gender-Based Violence and Mass Casualty Attacks: 'Private' Violence and Misogyny as Public Risk", Expert Report for the Mass Casualty Commission (April 2022), p. 2, **COMM0053826**
- ⁷⁶ Lemieux, F., Bricknell, S., and Prenzler, T. "Mass Shootings in Australia and the United States, 1981 -2013", *Journal of Criminological Research, Policy and Practice* (3), **COMM0065082**
- ⁷⁷ Lemieux, F., Bricknell, S., and Prenzler, T. "Mass Shootings in Australia and the United States, 1981 -2013", *Journal of Criminological Research, Policy and Practice* (3), **COMM0065082**
- ⁷⁸ Lemieux, F., Bricknell, S., and Prenzler, T. "Mass Shootings in Australia and the United States, 1981 -2013", *Journal of Criminological Research, Policy and Practice* (3), **COMM0065082**
- ⁷⁹ Alpers, Philip; Negin, Joel; Peters, Rebecca, "Firearm Regulation in Australia: Insights from International Experience and Research", Expert Report prepared for the Mass Casualty Commission (August 2022), p. 16, **COMM0063634**
- ⁸⁰ Alpers, Philip; Negin, Joel; Peters, Rebecca, "Firearm Regulation in Australia: Insights from International Experience and Research", Expert Report prepared for the Mass Casualty Commission (August 2022), pp. 17 to 19, **COMM0063634**
- ⁸¹ Alpers, Philip; Negin, Joel; Peters, Rebecca, "Firearm Regulation in Australia: Insights from International Experience and Research", Expert Report prepared for the Mass Casualty Commission (August 2022), **COMM0063634**, pp. 16 and 17
- ⁸² Alpers, Philip; Negin, Joel; Peters, Rebecca, "Firearm Regulation in Australia: Insights from International Experience and Research", Expert Report prepared for the Mass Casualty Commission (August 2022), **COMM0063634**, pp. 20 and 21

⁸³ *R. v. Hasselwander* [1993] 2 SCR 398, at para 2.

⁸⁴ Authorizations to Carry Restricted Firearms and Certain Handguns Regulations SOR/98-207, available: <https://laws-lois.justice.gc.ca/eng/regulations/sor-98-207/fulltext.html>

⁸⁵ Tammy Robert. “No, rural Prairie dwellers, you can’t shoot to protect your property. Gerald Stanley never claimed such a right, but his trial resurrected a dangerous fallacy among residents that could cause future grief”, *Macleans*. Feb 8, 2018, available: <https://www.macleans.ca/news/no-rural-prairie-dwellers-you-cant-shoot-to-protect-your-property/>. See also: <https://www.theguardian.com/world/2022/jun/01/canada-anthony-bilodeau-guilty-murder-indigenous-hunters-metis>

⁸⁶ Cukier, W., Eagen, S. A., & Decat, G. “Gun violence”, *Aggression and Violence*, 2016, pp. 179-193.

⁸⁷ Masters, J. “U.S. Gun Policy: Global Comparisons”, Council on Foreign Relations (updated 2022), available: <https://www.cfr.org/backgrounder/us-gun-policy-global-comparisons>

⁸⁸ IHME. *On gun violence, the United States is an outlier* (May 31, 2022), available: <https://www.healthdata.org/acting-data/gun-violence-united-states-outlier>

⁸⁹ World Population Review (2022). Gun Deaths by Country 2022, available: <https://worldpopulationreview.com/country-rankings/gun-deaths-by-country>

⁹⁰ Miller, T. R. “Costs associated with gunshot wounds in Canada in 1991”, *CMAJ: Canadian Medical Association Journal*, 1995, pp. 153(9), 1261.

⁹¹ Moyer, Melinda Wenner, “More Guns Do Not Stop More Crimes, Evidence Shows”, *Scientific American* (Oct. 1, 2017), **COMM0063198**; Hemenway, David, “Survey Research and Self-Defence Gun Use: An Explanation of Extreme Overestimates”, *Journal of Criminal Law and Criminology* (Summer 1997), Vol. 87 (4), **COMM0063206**; Cook, Philip; Ludwig, Jens; and Hemenway, David, “The Gun Debate’s New Mythical Number: How Many Defensive Uses Per Year?”, *Journal of Policy Analysis and Management* (1997), Vol. 16 (3), **COMM0063200**

⁹² Yasbek, P., “Fact checking the so-called “experts.” Gun Control NZ (March 30, 2021), available: <https://www.guncontrol.nz/media/fact-checking-the-so-called-experts>

⁹³ Moyer, Melinda Wenner, “More Guns Do Not Stop More Crimes, Evidence Shows”, *Scientific American* (Oct. 1, 2017), **COMM0063198**; Hemenway, David, “Survey Research and Self-Defence Gun Use: An Explanation of Extreme Overestimates”, *Journal of Criminal Law and Criminology* (Summer 1997), Vol. 87 (4), **COMM0063206**; Cook, Philip; Ludwig, Jens; and Hemenway, David, “The Gun Debate’s New Mythical Number: How Many Defensive Uses Per Year?”, *Journal of Policy Analysis and Management* (1997), Vol. 16 (3), **COMM0063200**

⁹⁴ Moyer, Melinda Wenner, “More Guns Do Not Stop More Crimes, Evidence Shows”, *Scientific American* (Oct. 1, 2017), **COMM0063198**; Anglemeyer, Andrew; Horvath, Tara; Rutherford, George, “The Accessibility of Firearms and Risk for Suicide and Victimization Among Household Members”, *Annals of Internal Medicine* (2014), **COMM0063199**; Dahlberg, Linda; Ikeda, Robin; and Kresnow, Marcie-Jo, “Guns in the Home and Risk of a Violent Death in the Home: Findings from a National Study”, *American Journal of Epidemiology* (2004), Vol. 160 (10), **COMM0063202**; Duggan, Mark, “More Guns, More Crime”, *Journal of Political Economy*, (2001), Vol. 109 (5), **COMM0063203**; Hepburn, Lisa and Hemenway, David, “Firearm Availability and Homicide: A Review of the Literature”, *Aggression and Violent Behaviour* (2004) 9, **COMM0063207**; Hemenway, David, “Comparing Gun-Owners vs Non-Ownings Households in Terms of Firearm and Non-Firearm Suicide and Suicide Attempts”, *Preventive Medicine*, (2019), **COMM0063205**; Siegel, Michael, et al, “The Relationship Between Gun Ownership and Stranger and Non-Stranger and Firearm Homicide Rates in the United States, 1981 to 2010”, *Research and Practice, American Journal of Public Health* (Oct. 2014) Vol. 104 (10), **COMM0063194**; Studdert, David et al, “Handgun Ownership and Suicide in California”, *The New England Journal of Medicine* (2020), **COMM0063195**; Swedler, David et al, “Firearm Prevalence and Homicide of Law Enforcement Officers in the United States”, *Research and Practice, American Journal of Public Health* (2015) Vo. 105 (10), **COMM0063196**; Gometz, David et al., “Firearm-Related Injuries and Deaths in Ontario, Canada, 2002-2016: A Population-Based Study”, *CMAJ* (2020), **COMM0063204**; Richardson, Erin and Hemenway, David, “Homicide, Suicide, and Unintentional Firearm Fatalities: Comparing the United States with Other High-Income Countries, 2003”, *The Journal of Trauma* (2011), Vol. 70 (1), **COMM0063193**

⁹⁵ Lemieux, Frederic, “Effect of Gun Culture and Firearm Laws on Gun Violence and Mass Shootings in the United States: A Multi-Level Quantitative Analysis”, (2014) *International Journal of Criminal Justice Sciences*, Vol. 9 (1), p. 90, **COMM0065089**

⁹⁶ Campbell, Jacquelyn et al, “Risk Factors for Femicide in Abusive Relationships: Results from a Multisite Case Control Study”, *American Journal of Public Health* (2003), available:

<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC1447915/>; DeFilippis, Evan “Having a Gun in the House Doesn’t Make a Woman Safer”, *The Atlantic* (Feb. 2014), available:

<https://www.theatlantic.com/national/archive/2014/02/having-a-gun-in-the-house-doesnt-make-a-woman-safer/284022/>; The Educational Fund to Stop Gun Violence, “Domestic Violence and Firearms”, (2019),

COMM0059761

⁹⁷ Moyer, Melinda Wenner, “More Guns Do Not Stop More Crimes, Evidence Shows”, *Scientific American* (Oct. 1, 2017), **COMM0063198**

⁹⁸ Swedler, David et al, “Firearm Prevalence and Homicide of Law Enforcement Officers in the United States”, *Research and Practice, American Journal of Public Health* (2015) Vo. 105 (10), **COMM0063196**;

⁹⁹ Lemieux, Frederic, “Effect of Gun Culture and Firearm Laws on Gun Violence and Mass Shootings in the United States: A Multi-Level Quantitative Analysis”, (2014) *International Journal of Criminal Justice Sciences*, Vol. 9 (1), pp. 90 and 91, **COMM0065089**

¹⁰⁰ Lemieux, Frederic, “Effect of Gun Culture and Firearm Laws on Gun Violence and Mass Shootings in the United States: A Multi-Level Quantitative Analysis”, (2014) *International Journal of Criminal Justice Sciences*, Vol. 9 (1), pp. 90 and 91, **COMM0065089**

¹⁰¹ Gilmore, Rachel, “Few Canadian Women Own Guns, But Are Twice As Likely to be Attacked with One: Analysis”, CTV News (April 10, 2019), available: <https://www.ctvnews.ca/politics/few-canadian-women-own-guns-but-are-twice-as-likely-to-be-attacked-with-one-analysis-1.4374216>

¹⁰² Gilmore, Rachel, “Few Canadian Women Own Guns, But Are Twice As Likely to be Attacked with One: Analysis”, CTV News (April 10, 2019), available: <https://www.ctvnews.ca/politics/few-canadian-women-own-guns-but-are-twice-as-likely-to-be-attacked-with-one-analysis-1.4374216>

¹⁰³ UN (2004 June 21). *Progress report of Barbara Frey*. UN Special Rapporteur on the prevention of human rights violations committed with small arms and light weapons, UN Doc. E/CN.4/Sub.2/2004/37, para 50.

¹⁰⁴ Cukier, W., & Sheptycki, J. (2012). Globalization of gun culture transnational reflections on pistolization and masculinity, flows and resistance. *International journal of Law, Crime and Justice*, 40(1), 3-19; Bushman, B. J. (Ed.). (2016). *Aggression and violence*. Psychology Press.

¹⁰⁵ Ipsos, “Eight in Ten (82%) Canadians Support Federal Government’s Ban on Military-Style Assault Weapons” (May 28, 2020), available: <https://www.ipsos.com/en-ca/news-polls/Eight-in-Ten-Canadians-Support-Federal-Governments-Ban-on-Military-Style-Assault-Weapons>

¹⁰⁶ Ipsos, “Eight in Ten (82%) Canadians Support Federal Government’s Ban on Military-Style Assault Weapons” (May 28, 2020), available: <https://www.ipsos.com/en-ca/news-polls/Eight-in-Ten-Canadians-Support-Federal-Governments-Ban-on-Military-Style-Assault-Weapons>

¹⁰⁷ Bryden, Joan, “Canadians Favour Stricter Gun Control, Mandatory BuyBack of Banned Firearms: Poll”, CTV News and The Canadian Press (March 30, 2021), available: <https://www.ctvnews.ca/canada/canadians-favour-stricter-gun-control-mandatory-buyback-of-banned-firearms-poll-1.5368354>

¹⁰⁸ Brown, Blake, “The History of Gun Control in Canada”, Expert Report prepared for the Mass Casualty Commission (April 2022), pp. 33 to 37, **COMM0053823**

¹⁰⁹ Bennett, Nick, et. al., “The Effect of Legislation on Firearm-Related Deaths in Canada: A Systematic Review”, *CMAJ Open*, 10(2), 2022, **COMM0065079**

¹¹⁰ Report of the Commissioner of Firearms, 2005, https://publications.gc.ca/collections/collection_2007/ps-sp/PS96-2005E.pdf

¹¹¹ Report of the Commissioner of Firearms, 2020, <https://www.rcmp-grc.gc.ca/en/2020-commissioner-firearms-report> at Table 11.

¹¹² Michelle Both, Massive Surge in Local Handgun Sales, CBC, (June 9, 2022), available: <https://www.cbc.ca/news/canada/london/massive-surge-in-local-handgun-sales-as-canada-looks-to-toughen-gun-laws-shop-owners-say-1.6482098>

¹¹³ Royal Canadian Mounted Police (2020). *2020 Commissioner of Firearms Report*.

¹¹⁴ Kaplan, M. S., & Geling, O. (1998). “Firearm suicides and homicides in the United States: regional variations and patterns of gun ownership” *Social science & Medicine*, 46(9), 1227-1233; Statistics Canada (2022). “Firearms, accidental deaths, suicides and violent crime: An updated review of the literature with special reference to the Canadian situation”, available: https://www.justice.gc.ca/eng/rp-pr/csi-sjc/jsp-sjp/wd98_4-dt98_4/p4.html

¹¹⁵ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), pp. 9, 22, **COMM0059274**. For an incident to be flagged as “firearm related”, a firearm needs to be present during the commission of a criminal offence but not actually used.

¹¹⁶ *Statistics Act*, R.S.C. 1985, c. S-19, ss. 8(1), 10(1), 22, 23(2), 28, 31, 32

¹¹⁷ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), p. 16, **COMM0059274**

¹¹⁸ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), p. 5, **COMM0059274**

¹¹⁹ Canadian Centre for Justice and Community Safety Statistics, Statistics Canada, Brief: Police-Reported Statistics on Firearm-Related Crime (Feb. 10, 2022), p. 9, available:

<https://www.ourcommons.ca/Content/Committee/441/SECU/Brief/BR11565850/br-external/StatisticsCanada-e.pdf>

¹²⁰ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), p. 5, **COMM0059274**

¹²¹ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), p. 5, **COMM0059274**

¹²² Cook, Philip; Cukier, Wendy; and Krause, Keith, “The Illicit Firearms Trade in North America”, *Criminology & Criminal Justice* (2009), p. 3, **COMM0065083**

¹²³ Report of the Standing Committee on Public Safety and National Security, *A Path Forward: Reducing Gun and Gang Violence in Canada*, 2022

<https://www.ourcommons.ca/Content/Committee/441/SECU/Reports/RP11706338/securp03/securp03-e.pdf>

¹²⁴ British Columbia, Illegal Firearms Task Force, Final Report, 2018, available:

https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/government/iftf_final_report_pdf.pdf

¹²⁵ Report of the Standing Committee on Public Safety and National Security, *A Path Forward: Reducing Gun and Gang Violence in Canada*, 2022

<https://www.ourcommons.ca/Content/Committee/441/SECU/Reports/RP11706338/securp03/securp03-e.pdf>

¹²⁶ Cook, P. J., Cukier, W., & Krause, K. (2009), “The illicit firearms trade in North America”, *Criminology & Criminal Justice*, 9(3), pp. 265-286, **COMM0065083**; Moreau, G. (2022). Police-reported crime statistics in Canada, 2021.

Statistics Canada, available: <https://www150.statcan.gc.ca/n1/pub/85-002-x/2022001/article/00013-eng.htm>

¹²⁷ Bronskill, Jim, “Feds Stop Short of Mandatory National Crime Gun Tracing, Citing Provincial Control”, CTV News and the Canadian Press (Sept. 23, 2022), available: <https://www.ctvnews.ca/politics/feds-stop-short-of-mandatory-national-crime-gun-tracing-citing-provincial-control-1.6080805>

¹²⁸ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), p. 5, **COMM0059274**. See also: Canadian Centre for Justice and Community Safety Statistics, Statistics Canada, Brief: Police-Reported Statistics on Firearm-Related Crime (Feb. 10, 2022), p. 9, available:

<https://www.ourcommons.ca/Content/Committee/441/SECU/Brief/BR11565850/br-external/StatisticsCanada-e.pdf>. A Path Forward: Reducing Gun and Gang Violence in Canada, Report of the Standing Committee on Public Safety and National Security (April 2022), 44th Parliament, 1st Session, p. 19, available:

<https://www.ourcommons.ca/Content/Committee/441/SECU/Reports/RP11706338/securp03/securp03-e.pdf>

Success rates of firearm tracing and tracking can vary if serial numbers have been damaged or defaced, and also depending on the trajectory of the firearm over its life cycle and the method or location of its manufacture.

¹²⁹ A Path Forward: Reducing Gun and Gang Violence in Canada, Report of the Standing Committee on Public Safety and National Security (April 2022), 44th Parliament, 1st Session, p.20, available:

<https://www.ourcommons.ca/Content/Committee/441/SECU/Reports/RP11706338/securp03/securp03-e.pdf>

¹³⁰ Canadian Association of Chiefs of Police, “Resolutions Adopted at the 117th CACP Annual General Meeting” (July 25, 2022), p. 10, available: https://cacp.ca/resolution.html?asst_id=3152

¹³¹ Bronskill, Jim, “Feds Stop Short of Mandatory National Crime Gun Tracing, Citing Provincial Control”, CTV News and the Canadian Press (Sept. 23, 2022), available: <https://www.ctvnews.ca/politics/feds-stop-short-of-mandatory-national-crime-gun-tracing-citing-provincial-control-1.6080805>

¹³² Bronskill, J. (May, 2022). Feds flesh out gun-control legislation by tightening rules on sale of firearms. CTV News. <https://www.ctvnews.ca/politics/feds-flesh-out-gun-control-legislation-by-tightening-rules-on-sale-of-firearms-1.5898354>

-
- ¹³³ Bronskill, Jim, “Feds Stop Short of Mandatory National Crime Gun Tracing, Citing Provincial Control”, CTV News and the Canadian Press (Sept. 23, 2022), available: <https://www.ctvnews.ca/politics/feds-stop-short-of-mandatory-national-crime-gun-tracing-citing-provincial-control-1.6080805>
- ¹³⁴ *Firearms Act* SC 1995, c.39, s.58.1
- ¹³⁵ Pringle, A. (2022). Gun control in Canada. *The Canadian Encyclopedia* <https://www.thecanadianencyclopedia.ca/en/article/gun-control>
- ¹³⁶ Allen, Mary, “Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020”, Statistics Canada (May 27, 2022), p. 5, **COMM0059274**
- ¹³⁷ A Path Forward: Reducing Gun and Gang Violence in Canada, Report of the Standing Committee on Public Safety and National Security (April 2022), 44th Parliament, 1st Session, p. 13, available: <https://www.ourcommons.ca/Content/Committee/441/SECU/Reports/RP11706338/securp03/securp03-e.pdf>
- ¹³⁸ Canadian Centre for Justice and Community Safety Statistics, Statistics Canada, Brief: Police-Reported Statistics on Firearm-Related Crime (Feb. 10, 2022), p. 9, available: <https://www.ourcommons.ca/Content/Committee/441/SECU/Brief/BR11565850/br-external/StatisticsCanada-e.pdf>. “Tracing” refers to gathering information on the history of the firearm and where it originated while “tracking” refers to following the movement of a firearm from its origin to its link to a criminal incident.
- ¹³⁹ A Path Forward: Reducing Gun and Gang Violence in Canada, Report of the Standing Committee on Public Safety and National Security (April 2022), 44th Parliament, 1st Session, p. 14, available: <https://www.ourcommons.ca/Content/Committee/441/SECU/Reports/RP11706338/securp03/securp03-e.pdf>
- ¹⁴⁰ Allen, Trends in Firearm-Related Violent Crime in Canada, 2009 to 2020 (May 27, 2022), p. 22, **COMM0059274**
- ¹⁴¹ Statistics Canada, Uniform Crime Reporting Survey, “Data Accuracy”, <https://www23.statcan.gc.ca/imdb/p2SV.pl?Function=getSurvey&SDDS=3302#a3>
- ¹⁴² Bradley, Nori, et. al., “The Physician’s Role in the Prevention of Femicide in Canada”, *CMAJ*, Vo. 193(48) (Dec. 6, 2021), **COMM0065081**
- ¹⁴³ Bradley, Nori, et. al., “The Physician’s Role in the Prevention of Femicide in Canada”, *CMAJ*, Vo. 193(48) (Dec. 6, 2021), **COMM0065081**
- ¹⁴⁴ Boyd, Ciara, et. al., “Familicide in Canada: 2010 to 2019”, *Homicide Studies*, 2022, **COMM0065080**; Canadian Femicide Observatory for Justice and Accountability (2020). *#CallItFemicide: Understanding Sex/Gender-Related Killings of Women and Girls in Canada, 2020*, available: <https://femicideincanada.ca/callitfemicide2020.pdf>; Mass Casualty Commission (Sept. 6, 2022), Transcript of Dr. Negin’s testimony, p. 12, line 20-23; p. 13, line 23 to 27; pp. 25, 32
- ¹⁴⁵ Mass Casualty Commission, CBSA Firearms Policy (summary of policy prior to and at the time of the mass casualty), **COMM0056216**, p. 25, para 66; *New York Times*, “What Canada Doesn’t Know About Its Guns” (May 28, 2022), available: <https://www.nytimes.com/2022/05/28/world/canada/gun-laws-canada.html>; Global News, “How More Gun Tracing Can Help Canada Clamp Down on Cross-Border Trafficking (May 20, 2022), <https://globalnews.ca/news/8847965/canada-us-cross-border-gun-trafficking-firearms-tracing/>
- ¹⁴⁶ Ferguson, Lorna and Koziarski, Jacek, “What Do We Know About Firearms in Canada? A Systematic Scoping Review” (2019) *Sociology Publications* 50, **COMM0059278**
- ¹⁴⁷ Ferguson, Lorna and Koziarski, Jacek, “What Do We Know About Firearms in Canada? A Systematic Scoping Review” (2019) *Sociology Publications* 50, **COMM0059278**
- ¹⁴⁸ Ferguson, Lorna and Koziarski, Jacek, “What Do We Know About Firearms in Canada? A Systematic Scoping Review” (2019) *Sociology Publications* 50, **COMM0059278**
- ¹⁴⁹ Ferguson, Lorna and Koziarski, Jacek, “What Do We Know About Firearms in Canada? A Systematic Scoping Review” (2019) *Sociology Publications* 50, **COMM0059278**
- ¹⁵⁰ Ferguson, Lorna and Koziarski, Jacek, “What Do We Know About Firearms in Canada? A Systematic Scoping Review” (2019) *Sociology Publications* 50, **COMM0059278**
- ¹⁵¹ 2020 Commissioner of Firearms Report, available: <https://www.rcmp-grc.gc.ca/en/2020-commissioner-firearms-report#a2>. See also: *Firearms Act*, S.C. 1995, C. 39, sections 93 and 94
- ¹⁵² *Firearms Act*, S.C. 1995, C. 39, section 87; *Firearms Records Regulations* SOR/98-213
- ¹⁵³ 2020 Commissioner of Firearms Report, available: <https://www.rcmp-grc.gc.ca/en/2020-commissioner-firearms-report#a2>, Chart 1, under the heading *Firearms License Renewals*.
- ¹⁵⁴ 2020 Commissioner of Firearms Report, available: <https://www.rcmp-grc.gc.ca/en/2020-commissioner-firearms-report#a2>

-
- ¹⁵⁵ 2020 Commissioner of Firearms Report, available: <https://www.rcmp-grc.gc.ca/en/2020-commissioner-firearms-report#a2>
- ¹⁵⁶ 2020 Commissioner of Firearms Report, available: <https://www.rcmp-grc.gc.ca/en/2020-commissioner-firearms-report#a2>
- ¹⁵⁷ Mass Casualty Commission, Public Hearing Transcript (Sept. 6, 2022) at p.44.
- ¹⁵⁸ Mass Casualty Commission, Public Hearing Transcript (Sept. 6, 2022) eg. at pp.48, 58, 59.
- ¹⁵⁹ Mass Casualty Commission: Environmental Scan of Prior Recommendations (August 2022), **COMM00063226**. See also: *"Inquest Touching the Deaths of Gillian Mary Hadley and Ralph Alexander Hadley: Jury Verdict and Recommendations"*, Chief Coroner, Province of Ontario (February 2002); *"Jury Recommendations," Inquest into the Deaths of Vu Duy Pham and Frederick Preston, Office of the Chief Coroner, Ontario, 2012 [this was domestic violence but was the abuser killing the investigating officer]* *"Jury Recommendations: Inquest into the Deaths of Carol Culleton, Anastasia Kuzyk, and Natalie Warmerdam."* Office of the Chief Coroner, Ontario (2022)
- ¹⁶⁰ CBC News, "Tighter Gun Rules Urged by Judge in Okotoks Fatality Inquiry" (Jan. 4, 2016), available: <https://www.cbc.ca/news/canada/calgary/fatality-inquiry-tighter-gun-rules-1.3389141>
- ¹⁶¹ Jonathan Yeo, Ontario Attorney General Law Library, 1992
- ¹⁶² Coroner's Inquests into the Deaths of Rajwar Kaur Gakhal, Karnail Singh Gakhal, Darshan Kaur Gakhal, Balwinder Kaur Gakhal, Kalwinder Kaur Gakhal, Halvinder Kaur Gakhal, Jaspal Singh Gakhal, Jasbir Kaur Saran, and Baljit (Roger) Singh Saran" (the "Vernon Inquest"), Ministry of the Attorney General of British Columbia (26 September 1996).
- ¹⁶³ Canadian Association of Sexual Assault Centres, "Arlene May and Randy Iles Inquest", available: <https://casac.ca/fr/arlene-may-and-randy-iles-inquest/>
- ¹⁶⁴ CBC News, "Poor Risk Assessment Contributed to Laval Policeman's Death: CSST", (Oct. 22, 2008), available: <https://www.cbc.ca/news/canada/montreal/poor-risk-assessment-contributed-to-laval-policeman-s-death-csst-1.712891>
- ¹⁶⁵ Verdicts of the Coroner's Jury Serving on the Inquest into the Deaths of Margret Kasonde and Wilson Kasonde, Ontario, June 1997
- ¹⁶⁶ Betty Ann Adam, "Dagenais fights for seized property," *The Star Phoenix*, October 24, 2007.
- ¹⁶⁷ <https://www.theglobeandmail.com/news/british-columbia/man-charged-with-killing-bc-police-officer-had-an-expired-gun-licence/article36933782/>
- ¹⁶⁸ <https://open.alberta.ca/publications/fatality-inquiry-2005-09-01#summary>.
- ¹⁶⁹ Fraser, L. (February 25th, 2020). "Lionel Desmond's wife inquired about peace bond on day he killed her, himself." [https://www.cbc.ca/news/canada/nova-scotia/desmond-day-16-1.5475967#:~:text=Shanna%20Desmond%20didn't%20fear,she%20should%20be%20concerned%3A%20witness&text=Dave%20Irish%2FCBC\)-,Hours%20before%20Shanna%20Desmond's%20husband%20fatally%20shot%20her%2C%20she%20called,a%20fatality%20inquiry%20heard%20Tuesday](https://www.cbc.ca/news/canada/nova-scotia/desmond-day-16-1.5475967#:~:text=Shanna%20Desmond%20didn't%20fear,she%20should%20be%20concerned%3A%20witness&text=Dave%20Irish%2FCBC)-,Hours%20before%20Shanna%20Desmond's%20husband%20fatally%20shot%20her%2C%20she%20called,a%20fatality%20inquiry%20heard%20Tuesday)
- ¹⁷⁰ MacDonald, Michael (October 28, 2014). "Justin Bourque apologizes for Moncton shootings". Retrieved August 11, 2018, available: <https://atlantic.ctvnews.ca/justin-bourque-apologizes-for-moncton-shootings-1.2074855?cache=ydpdchpshbgmanqg%3FclipId%3D1920563>
- ¹⁷¹ Smith, Charlie "Crown says pat king once bought a restricted firearm two days after court had ordered him to surrender Straight, Feb 25, 2022. <https://www.straight.com/news/crown-says-pat-king-once-bought-a-restricted-firearm-two-days-after-court-had-ordered-him-to-surrender>
- ¹⁷² Mass Casualty Commission, Public Hearing Transcript (Sept. 6, 2022), p. 46
- ¹⁷³ Mass Casualty Commission, Public Hearing Transcript (Sept. 6, 2022), p. 42.
- ¹⁷⁴ Brown, Blake, *The History of Gun Control in Canada*, expert report to the Mass Casualty Commission, **COMM0053823**
- ¹⁷⁵ Canadian Firearms Center. Firearms Officer Desk Manual. Ottawa: 1998.
- ¹⁷⁶ Transcript of September 6, 2022 proceeding, p.55, lines 6-8.
- ¹⁷⁷ Transcript of September 6, 2022 proceeding, p.44, lines 5-7.
- ¹⁷⁸ Transcript of September 6, 2022 Consultation, p.46, lines 18-22.
- ¹⁷⁹ See discussion above of "Screening, Verification and Assessment for Ongoing Eligibility"; see Mass Casualty Commission: Environmental Scan of Prior Recommendations (August 2022), **COMM00063226**

-
- ¹⁸⁰ S.58.1 *Firearms Act* SC 1995, c.39 and regulations enacted in 2022 to prescribe records requirements: Government of Canada (2022) Regulations Amending Certain Regulations Made Under the Firearms Act: SOR/2022-91. <https://www.gazette.gc.ca/rp-pr/p2/2022/2022-05-11/html/sor-dors91-eng.html>
- ¹⁸¹ Dupuis, T., Forget, C., & Thibodeau, M. O. (2018). Bill C-71: An Act to amend certain Acts and Regulations in relation to firearms. Library of Parliament.; https://lop.parl.ca/sites/PublicWebsite/default/en_CA/ResearchPublications/LegislativeSummaries/421C71E#:~:text=Bill%20C%E2%80%9171%20replaces%20sections,individual%20prior%20to%20the%20transfer.
- ¹⁸² Canada Gazette, Part II, Volume 156, Number 10, *Regulations Amending Certain Regulations Made Under the Firearms Act*: SOR/2022-91.
- ¹⁸³ RCMP, Contact the Canadian Firearms Program website: <https://www.rcmp-grc.gc.ca/en/firearms/contact-the-canadian-firearms-program>
- ¹⁸⁴ Yao, Xiaoquan, Skinner, Robin, McFaull, Steven and Thompson, Wendy. “At-a-glance – 2015 injury deaths in Canada”, Health Promotion and Chronic Disease Prevention in Canada <https://www.canada.ca/en/public-health/services/reports-publications/health-promotion-chronic-disease-prevention-canada-research-policy-practice/vol-39-no-6-7-2019/2015-injury-deaths.html>
- ¹⁸⁵ Telecom Regulatory Policy CRTC 2022-234, <https://crtc.gc.ca/eng/archive/2022/2022-234.htm>
- ¹⁸⁶ Canada Gazette, Part II, Volume 156, Number 10, *Regulations Amending Certain Regulations Made Under the Firearms Act*: SOR/2022-91, under the hearing “Business record-keeping”. https://ploughshares.ca/wp-content/uploads/2021/05/Spotlight_FirearmsRegulation.pdf
- ¹⁸⁷ B, Frey. (2004, June 21). Progress report submitted by Ms. Barbara Frey, Special Rapporteur on the prevention of human rights violations committed with small arms and light weapons. (E/CN.4/Sub.2/2004/37/Add.1). United Nations. <https://digitallibrary.un.org/record/525110?ln=en>, para. 4
- ¹⁸⁸ B, Frey. (2004, June 21). Progress report submitted by Ms. Barbara Frey, Special Rapporteur on the prevention of human rights violations committed with small arms and light weapons. (E/CN.4/Sub.2/2004/37/Add.1). United Nations. <https://digitallibrary.un.org/record/525110?ln=en>, paras. 16 and 17
- ¹⁸⁹ B, Frey. (2004, June 21). Progress report submitted by Ms. Barbara Frey, Special Rapporteur on the prevention of human rights violations committed with small arms and light weapons. (E/CN.4/Sub.2/2004/37/Add.1). United Nations. <https://digitallibrary.un.org/record/525110?ln=en>, para. 6
- ¹⁹⁰ *R. v. Hasselwander* [1993] 2 SCR 398, at para 2.
- ¹⁹¹ Gun Control in Canada. (2022, July 22). The Canadian Encyclopedia. Retrieved July 22, 2022, from <https://www.thecanadianencyclopedia.ca/en/article/gun-control>
- ¹⁹² Gun Control in Canada. (2022, July 22). The Canadian Encyclopedia. Retrieved July 22, 2022, from <https://www.thecanadianencyclopedia.ca/en/article/gun-control>
- ¹⁹³ Cukier, W. Brief on M-167 – Rural Crime in Canada submitted to Standing Committee on Public Safety and National Security, October 26, 2018.
- ¹⁹⁴ Cukier, W. Brief on M-167 – Rural Crime in Canada submitted to Standing Committee on Public Safety and National Security, October 26, 2018.