

**Report to / Rapport au:**

**OTTAWA POLICE SERVICES BOARD/  
LA COMMISSION DE SERVICES POLICIERS D'OTTAWA**

**29 May 2023 / 29 mai 2023**

**Submitted by / Soumis par:**

**Chief of Police, Ottawa Police Service / Chef de police, Service de police d'Ottawa**

**Contact Person / Personne ressource:**

**Superintendent of Investigation Jamie Dunlop / surintendant des enquêtes  
DunlopJ@ottawapolice.ca**

**SUBJECT: RESPONSE TO INQUIRY I-21-20 - OPS' REVIEW OF THE TRUTH AND  
RECONCILIATION COMMISSION CALLS TO ACTION**

**OBJET: RÉPONSE À LA DEMANDE DE RENSEIGNEMENTS I-21-20 –  
EXAMEN PAR LE SPO DES APPELS À L'ACTION DE LA  
COMMISSION DE VÉRITÉ ET RÉCONCILIATION**

#### **REPORT RECOMMENDATIONS**

**That the Ottawa Police Services Board receive this report for information.**

#### **RECOMMANDATIONS DU RAPPORT**

**Que la Commission de services policiers d'Ottawa prenne connaissance du  
présent rapport à titre d'information.**

#### **INQUIRY**

Could the OPS share the results of their completed review of the TRC Calls to Action at a future meeting of the Board's Policy and Governance Committee in order to assist the Board with fulfilling its outstanding motion to identify Calls to Action within the TRC that apply to both OPSB and OPS, and to develop an action plan to implement the findings.

#### **RESPONSE**

In response to Canada's growing awareness of the need to make reparations towards its Indigenous peoples, the Federal government developed the 2015 Truth and Reconciliation Commission (TRC) of Canada's report Calls to Action, which included 94

recommendations, none were directed specifically to policing. However, recommendation 41 of the TRC calls for:

“We call upon the federal government, in consultation with Aboriginal organizations, to appoint a public inquiry into the causes of, and remedies for, the disproportionate victimization of Aboriginal women and girls. The inquiry’s mandate would include: i. Investigation into missing and murdered Aboriginal women and girls. ii. Links to the intergenerational legacy of residential schools, “called for a federal appointment of a public inquiry into the investigation of Missing and Murdered Indigenous Women and Girls (MMIWG).”

This resulted in the report *Reclaiming Power and Place: The Final Report of the National Inquiry into MMIWG*, released in 2019, which contained 479 recommendations, with 33 recommendations specific to law enforcement.

Although the TRC report did not contain any direct calls to police services, the Ottawa Police Service (OPS) conducted a review of the 33 recommendations that emerged from MMIWG report. Part of that included a formal review by our Missing Persons Section which resulted in the *Missing Persons and Investigation Process Review* report. Though we found we were compliant in many areas, we are undertaking to update and work with local indigenous community to address the remaining items.

The OPS, led by Senior Risk Management Analyst Michael Anderson and Staff Sergeant Dave Bal of the Human Trafficking and Offender Management Section, conducted a review of the 33 recommendations and presented their findings to the Senior Leadership Team on October 1, 2019. Eleven of the recommendations were focused on the Municipal, Provincial and Federal governments. These include the creation of a National Task Force which would oversee all unresolved cases that police services would voluntarily submit to the federal organization. Other recommendations that were not specifically directed to police include items such as Indigenous representation on police service boards, government funding for increased Indigenous recruitment, ending limited duration postings, the funding of specialized Indigenous policing units, and other government/oversight on specific issues.

Of the remaining 22 recommendations, the review established and confirmed that the OPS already operated in a way that was fully compliant with seven of the remaining recommendations, which left 15 recommendations for further consideration to achieve compliancy.

Since that review in October 2019, we are working towards developing solutions in all of those remaining 15 areas, although it is recognized that enhancements and

improvement in Indigenous engagement and partnerships with Indigenous peoples is a continuous journey that will carry us beyond simple compliance.

The following chart outlines OPS efforts to meet the recommendations:

Recommendation	Recommendation Details.	Current Compliancey (Full/Partial/Non/ Out of Scope)
9.1	<p>Acknowledgement that historical and current relationship between Indigenous women, girls and 2SLGBTQQIA+ people and justice system has largely been defined by colonialism, racism, bias, discrimination, and fundamental cultural and societal differences. Going forward this relationship must be based on respect and understanding and must be led by, and in partnership with Indigenous women, girls, and 2SLGBTQQIA+ people.</p>	<p><b>Not Compliant-</b> We are working with the Community Equity Council (CEC) on how best to make this formal acknowledgement.</p> <p>OPS hired an Indigenous Women’s Safety Advisor. We sit at the Indigenous Women’s Safety Table and have created a workplan that addresses over-representation in the Justice system, cultural sensitivity workshops for police members, and other work to make Ottawa safe for Indigenous women. Work is reported back to The Ottawa Aboriginal Coalition (OAC).</p> <p>The OPS is also working with the OAC in the development of what will be a full-time and funded community member that will work with police and Indigenous female victims and those in trouble with the law to ensure proper</p>

			<p>services and compliance to the TRC report.</p> <p>As well, the OPS has coordinated with the Ontario Native Women's Association to ensure a representative has access to the courthouse cell block prior to proceedings to ensure understanding of the process and rights</p>
9.2	<p>Build respectful working relationships with Indigenous Peoples by knowing, understanding, and respecting the people they are serving. Initiatives and actions should include, but are not limited to, the following measures:</p>	<p><b>i.</b> Review and revise all policies, practices and procedures to ensure service delivery that is culturally appropriate and reflects no bias or racism towards Indigenous Peoples, including victims and survivors of violence.</p> <p><b>ii.</b> Establish engagement and partnership with Indigenous Peoples, communities, and leadership, including women, Elders, youth, and 2SLGBTQQIA+ people from respective territories and who are resident within the Service's jurisdiction.</p> <p><b>iii.</b> Appropriate representation of Indigenous Peoples including Indigenous women, girls, and 2SLGBTQQIA+ people on</p>	<p><b>i. Fully Compliant</b> Although we have reviewed our Missing Person Policy and found it to be compliant (for example, when considering risk, a file will be elevated to high-risk response if the person is an Indigenous woman), a more fulsome review of all our policies will be done once we have established the trust of the community in hiring a full-time advisor.</p> <p><b>ii. Fully Compliant</b></p> <p><b>iii. Out of Scope-</b> The Board is staffed by both municipal and provincial governments. Oversight authorities for the OPS include the Board, the OIPRD, OCPC and the SIU. This matter is for the Board to determine.</p>

		<p>the Board and oversight authorities.</p> <p><b>iv.</b> Undertake training and education of all staff and officers so they understand and implement culturally appropriate and trauma-informed practices when dealing with families of MMIWG and 2SLGBTQQIA+ people.</p>	<p><b>iv: Fully Compliant.</b> Fully compliant with all members required to complete The PATH: Your Journey Through Indigenous Canada training. This will be part of an ongoing process for the Service. Members are also participating in Indigenous Learning Workshops.</p>
9.3	<p>All levels of governments to fund an increase in recruitment of Indigenous Peoples within all police services, and for all police services to include representation of Indigenous women, girls, and 2SLGBTQQIA+ people, inclusive of diverse Indigenous cultural backgrounds within their ranks.</p>	<p><b>i.</b> Achieve representative First Nations, Inuit, and Métis diversity and gender diversity within all police services through intensive and specialized recruitment across Canada</p> <p><b>ii.</b> Ensure mandatory Indigenous language capacity within police services.</p> <p><b>iii.</b> Ensure that screening of recruits includes testing for racial, gender, gender identity, and sexual orientation bias</p> <p><b>iv.</b> Include the Indigenous community in the recruitment and hiring committees/process</p> <p><b>v.</b> In training recruits, include: a history of police in the oppression and genocide of Indigenous Peoples; anti-racism and anti-bias training;</p>	<p><b>i. Partially Compliant.</b> Currently 6% of OPS self-identifies as Indigenous compared to 2.5% of population. OPS Recruiting is working towards hiring more women and others to better-reflect the community. We need to work closely with the Inuit community to identify barriers to recruitment.</p> <p><b>ii. Non-Compliant.</b> Ottawa has the largest Inuit population outside of Northern Canada, yet the OPS has no speakers of any of the five Inuit languages within the Service. A very limited number of officers speak Indigenous languages. We do have access to interpretation services to</p>

		<p>and culture and language training. All training must be distinctions-based and relevant to the land and people being served; training must not be pan-Indigenous.</p> <p><b>vi.</b> Retain Indigenous officers through relevant employment supports, and offer incentives to Indigenous officers to meet their unique needs as Indigenous officers serving Indigenous communities, to ensure retention and overall health and wellness of the service.</p> <p><b>vii.</b> End the practice of limited-duration posts in all police services, and instead implement a policy regarding remote and rural communities focused on building and sustaining a relationship with the local community and cultures. This relationship must be led by, and in partnership with, the Indigenous Peoples living in those remote and rural communities.</p>	<p>assist with any calls for service.</p> <p><b>iii. Compliant.</b> Background Investigators/Recruiters screen for bias as part of the hiring process.</p> <p><b>iv. Non-Compliant.</b> Indigenous Community members not involved in recruitment and hiring committee/process. We consultation with the Community Equity Council (CEC) to incorporate an Indigenous knowledge base to add to the intake process</p> <p><b>v. Non-Compliant.</b> Although the OPS does conduct anti-bias training, this training must be specific to oppression/genocide of Indigenous Peoples and must be specific to the land and the people of Ottawa. The OPS has taken steps to ensure all membership has taken, or will complete, anti-racism training.</p> <p><b>vi. Non Compliant.</b> We are evaluating our current retention of existing OPS Indigenous officers to explore if there are any issues or concerns relating to being a member of the Service.</p>
--	--	--	---

			<b>vii. Not Applicable to OPS.</b>
9.4	<p>Non-Indigenous Police services are to ensure they have the resources and capacity to serve and protect Indigenous women, girls and 2SLGBTQQIA+ people. Including specialized Indigenous units located in cities and regions with Indigenous populations.</p>	<p><b>i.</b> To be staffed with experienced and well-trained Indigenous investigators, who will be the primary investigative teams and officers overseeing the investigation of cases involving Indigenous women, girls and 2SLGBTQQIA+ people.</p> <p><b>ii.</b> Specialized Indigenous policing units, are to lead the Service's efforts in community liaison work, community relationship building, and community crime-prevention programs within and for Indigenous communities.</p> <p><b>iii.</b> Specialized Indigenous policing units, within non-Indigenous police services, are to be funded adequately by governments.</p>	<p><b>i. Non-Compliant.</b> The OPS has established a Indigenous specialist within our Diversity Resource and Relations Unit and is working towards the creation of a civilian Indigenous advisor. The OPS, like other police services who have highlighted this recommendation, will not be able to staff a unit of Indigenous officers focused on resolving incidents involving Indigenous persons. This would be contrary to collective agreements and reduce opportunities to these officers who may wish to expand their goals into different units. But the OPS is committed to the full development of stated resources to better-inform investigations though training and direct input into select files that require the expertise.</p> <p><b>ii. Non-Compliant.</b> The OPS is, however, working on developing an Indigenous journey that will lead to co-producing crime</p>

			<p>prevention strategies and programs for the Indigenous community.</p> <p><b>iii. Out of Scope.</b> This is directed at the City/Ottawa Police Services Board/Province of Ontario</p>
9.5	<p>Police services are to standardize protocols/policies to ensure that all cases of murdered and missing Indigenous women, girls, and 2SLGBTQQIA+ people are thoroughly investigated.</p>	<p><b>i.</b> Establish a communication protocol with Indigenous communities to inform them of policies, practices, and programs that make the communities safe.</p> <p><b>ii.</b> Improve communication between police and families of missing and murdered Indigenous women and girls from the first report, with regular and ongoing communication throughout the investigation.</p> <p><b>iii.</b> Improve coordination across government departments and between jurisdictions and Indigenous communities and police services.</p> <p><b>iv.</b> Recognize the high turnover among officers assigned to a file may negatively impact progress on the investigation and relationships with family members; police services</p>	<p><b>i. Partially Compliant.</b> -The OPS leverages the CEC Indigenous subcommittee to discuss these issues. Members on the subcommittee have deep ties and roots with the multiple Indigenous residents who call Ottawa home.</p> <p><b>ii. Compliant.</b> The OPS' Missing Persons Unit/Homicide Unit establish a family liaison for all major cases, keeping them up to date right through to the end of the investigation. Our internal working group for the Indigenous Women's Safety Table is looking at Missing Persons Section and policies that can be revised around missing Indigenous.</p> <p><b>iii. Partially Compliant.</b> The Missing Persons Unit issues regular notifications in conjunction with various service providers to</p>

		<p>must have robust protocols to mitigate these impacts.</p> <p><b>v.</b> Create a national strategy/database through the CACP to ensure consistency in reporting mechanisms.</p> <p><b>vi.</b> Establish standardized response times for reports and conduct a regular audit of those response times to monitor and provide feedback for improvement.</p> <p><b>vii.</b> Lead the provincial and territorial governments to establish a nationwide emergency number.</p>	<p>Indigenous communities, but these relationships need to be solidified through greater interaction and the establishment of Memorandums of Understanding (MOU's).</p> <p><b>iv. Partially Compliant.</b> The end of OPS Tenure program has helped reduce high turnover of personnel in investigative positions.</p> <p><b>v. Out of Scope.</b> This falls within provincial and federal responsibilities.</p> <p><b>vi. Non-Compliant.</b> Case Mangers conduct immediate risk assessment and file assignments. However, we have no standard response time or audit to ensure files are followed up within a set time period. Constant risk assessment is done by investigators with their assigned files.</p> <p><b>vii. Out of Scope.</b> This falls within provincial and federal responsibilities.</p>
9.6	Police services are to establish an independent, special investigation unit for the investigation of incidents of failures to	<p><b>i.</b> For the investigation of incidents of failures to investigate, police misconduct, and all forms of discriminatory practices and mistreatment of Indigenous</p>	<p><b>Out of Scope.</b> The Office of the Independent Police Review Director (OIPRD) is the provincially mandated independent investigative team that is tasked with</p>

	investigate, police misconduct, and all forms of discriminatory practices and mistreatment of Indigenous Peoples within their police service. This special investigation unit must be transparent in practice and report at least annually to Indigenous communities, leadership, and people in their jurisdiction.	Peoples. To be transparent in practice and report at least annually to Indigenous communities, leadership, and people in their jurisdiction.	overseeing public complaints about police officers. The Special Investigations Unit (SIU) is an independent provincial unit mandated to investigate serious matters. In relation to reporting back, Data including race data would have to be made available through Independent Oversight agencies (SIU/OIPRD)
9.7	Police services are to partner with front-line organizations that work in service delivery, safety, and harm reduction for Indigenous women, girls, and 2SLGBTQQIA+ people to expand and strengthen police service delivery.		<b>i. Compliant.</b> The OPS makes efforts to have ongoing communication with service providers. We recognize that we can do better to strengthen relationships and develop formal MOU's. We have been working with Ottawa's Indigenous partners to develop best practices surrounding issues like Violence Against Women (VAW). The OPS sits at the Indigenous Women's Safety Table with our Indigenous Women's Safety Advisor. At this committee we are working with frontline

			organizations around safety of Indigenous women. We have an internal OPS working group that is focused on pushing the developed workplan outcomes forward, which include service delivery, harm reduction and safety.
9.8	Police services are to establish and engage with a civilian Indigenous advisory committee for each police service or police division, and to establish and engage with a local civilian Indigenous advisory committee to advise the detachment operating within the Indigenous community.		<b>i. Compliant.</b> The OPS performs these functions through the CEC and its Indigenous subcommittee, as well as having representation with the OAC.
9.9	All levels of government and all police services are to establish a national task force.	<p><b>i.</b> Comprised of an independent, highly qualified, and specialized team of investigators for review to reinvestigate each case of all unresolved files of MMIWG.</p> <p><b>ii.</b> This task force must disclose to families and to survivors all non-privileged information and findings.</p>	<p><b>i. Out of Scope.</b> This falls under the jurisdiction of the Province and the federal government.</p> <p><b>ii. Out of Scope.</b> This falls under the jurisdiction of the Province and the federal government.</p>

9.10	Police services are to voluntarily produce all unresolved cases to the national task force.		<b>i. Out of Scope.</b> The OPS will produce any such cases contingent on the creation of a national task force.
9.11	All police are to develop and implement guidelines for the policing of the sex industry in consultation with women engaged in the sex industry, and to create a specific complaints mechanism about police for those in the sex industry.		<b>Out of Scope:</b> Adequacy standards and the complaint process are the responsibility of the province to develop.  OPS is focusing on a specific Human Trafficking strategy for Indigenous women.
10.1	The federal, provincial, and territorial governments, and Canadian law societies and bar associations, will attend mandatory intensive and periodic training of Crown attorneys, defence lawyers, court staff, and all who participate in the criminal justice system, in the area of Indigenous cultures and histories,	<p><b>i.</b> All courtroom officers, staff, judiciary, and employees in the judicial system must take cultural competency training that is designed and led in partnership with local Indigenous communities.</p> <p><b>ii.</b> Law societies working with Indigenous women, girls, and 2SLGBTQQIA+ people must establish and enforce cultural competency standards.</p> <p><b>iii.</b> All courts must have a staff position for an Indigenous courtroom liaison worker that is adequately funded and resourced to</p>	<p><b>i. Mostly Out of Scope/ Non-Compliant.</b> All OPS personnel (including Special Constables and any other OPS officers involved in court proceedings) have been directed to have taken The PATH training. To-date 1,138 OPS members have completed PATH training. Once all have completed this training, we will be in compliance.</p> <p><b>ii. Out of Scope.</b> This falls under the responsibility of the Law Society.</p>

	including distinctions-based training.	ensure Indigenous people in the court system know their rights and are connected to appropriate services.	<b>iii. Out of Scope.</b> This falls under the responsibility of the provincial and federal governments.
--	--	---	--

Beyond the policy reviews and enhanced training and education, the two biggest factors to our path towards compliance remain foremost the development of our relationship with the CEC, particularly within its Indigenous subcommittee currently co-chaired by Superintendent Jamie Dunlop, and the Service's priority and commitment towards VAW initiatives with the OAC. Through this work, the OPS has developed a focus on Indigenous women's issues, where A/Superintendent Heather Lachine has a seat on the Indigenous Women's Safety Table along with a newly hired OPS Indigenous Women's Safety Advisor, to work closely with partners to develop a best response to helping Indigenous women and girls.

Our work with the CEC has fostered and sharpened our co-production of activities with the city's Indigenous communities at all levels, and VAW priorities in partnership with the OAC have been incorporated into some of the 479 overall recommendations, specifically related to unresolved missing persons, human trafficking exploitation, and homicide solvencies.

The OPS will continue to work with its partners to develop best-practices and resolve any requests to better-serve Ottawa's Indigenous residents, including fully complying with MMIWG guidelines.