



OTTAWA POLICE SERVICE
SERVICE DE POLICE D'OTTAWA

The Trusted Leader in Policing
Le chef de file de confiance dans la police

BUSINESS CASE:

Indigenous Strategy

Neighbourhood Policing Directorate

Version 1.4 – March, 2015

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BUSINESS CASE TITLE: Indigenous Strategy

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Document Distribution List

Reviewed By	Date
Acting Deputy Chief Ferguson	Jan 7, 2022
Acting Supt Zackrias	Jan 6, 2022

Latest revision date: _____

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1 Executive Summary

The proposed OPS Indigenous Strategy is a \$0.2 million investment to partner with the Ottawa Aboriginal Coalition (OAC) to co-establish and co-develop a strategic plan for the delivery of culturally-competent services for First Nations, Métis, and Inuit peoples. The OAC includes a variety of Indigenous partners such as the Wabano Centre, Minwashin Lodge, Inuuqatigiit Centre for Inuit Children, Youth and Families, Tewegan Housing for Aboriginal Youth, Gignul Non-Profit Housing Corporation, Katiga Mikam, Makonsag Head Start, Ottawa native Friendship Centre (ONFC), the Inuit Non-Profit Housing Corporation (INPHC), and Tungasuvvingat Inuit.

Although specific components of the Strategy have yet to be determined as it will be co-developed with partners, it is anticipated that the Indigenous Strategy would include effective mechanisms for service demand referrals to Indigenous services in order to ensure Indigenous community members receive appropriate and timely services by the best-suited agency. In addition, the dedication of one or more positions to this initiative may be considered. This may be achieved via creation of an Indigenous Liaison position or an Indigenous Unit, the expansion of the Diversity Resource and Relations Section or creation of an Indigenous Outreach Liaison Team as examples. Various options may be considered as part of the Strategy, dependent upon partner input and gaps identified through consultation.

Through the co-development of a strategy with the OAC, the OPS hopes to build strong partnerships, foster positive relationships and improve public trust with Indigenous individuals and organizations. The OPS will also be better positioned to support Indigenous community members and groups, thus demonstrating commitment to enhancing Public Trust, fulfilling our Duty of Care and contributing to the City's Community Safety and Well-Being Plan.

Strengthening partnership with Indigenous community members will address some of the recommendations from recent internal reviews. For example, the Social Impact Audit by HelpSeeker recommended that the OPS create trust and build relationships between with First Nations, Métis, and Inuit community leaders. Recommendations from DiversiPro included engagement with internal and external stakeholders in order to foster meaningful deliberation and innovative solutions.

By fulfilling responsibilities outlined in the reports of the Truth and Reconciliation Commission (TRC) and the Inquiry into Missing and Murdered Indigenous Women and Girls (MMIWG), the OPS will demonstrate a commitment to Reconciliation and right relations, as well as commitment to improving responses to violence against women. Additionally, collaboration with Indigenous partners, community members, and employees will further OPS objectives of establishing an inclusive culture and enhancing Equity, Diversity and Inclusion.

2 Business Need

Building on Recent Efforts

In 2019, Canada's National Inquiry on Missing and Murdered Indigenous Women and Girls completed its report. In June of 2021, the Government of Canada released its National Action Plan to respond to the report's recommendations and offer actions and proposed investments to keep Indigenous women safe.

In response to these reports, the OPS has taken action that has included:

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- review and revision of policies, practices and procedures to identify and remove any barriers to delivering service that is culturally appropriate and reflects no bias or racism toward Indigenous Peoples;
- increased efforts to recruit Indigenous peoples which has resulted in 6% of OPS's workforce self-identifying as Indigenous compared to 2.5% of population.
- implementation of mandatory training for all OPS members to improve understanding and implement culturally appropriate and trauma-informed practices when dealing with families of MMIWG, 2SLGBTQIA people, and Indigenous peoples in general;
- implementation of mandatory anti-bias training specific to oppression/genocide of Indigenous Peoples and must be specific to the land and the people of Ottawa;
- implementation of training for frontline members from two members of local First Nations group to improve awareness around cultural practices such as medicine bags and sacred fires;
- implementation of joint training of a larger group of Police Liaison Team members who have since been deployed in demonstrations relating to Indigenous issues ;
- creation of and participation in Community Equity Council (CEC) which includes Indigenous members and Indigenous Elders, as well as participation in CEC's Indigenous Relations Sub-Committee;
- membership on the Ottawa Aboriginal Working Committee (City of Ottawa) and Ottawa Aboriginal Coalition;
- completion of Missing person Section Review to ensure the recommendations of the Final Report on MMIWG are implemented in order to effect change and reduce the frequency and impact of missing and murdered Indigenous women and girls in our community;
- establishment of a six-month contract position, the Indigenous Women's Safety Advisor, to work with the OPS and the Ottawa Aboriginal Coalition (OAC) to:
 - support the establishment of a strong working relationship with the urban Indigenous community in Ottawa through the Ottawa Aboriginal Coalition Indigenous Women's Safety Table (IWS Table)
 - increase the capacity of the Ottawa Police Service to respond to the specific needs of Indigenous women in Ottawa
- continued development, implementation or continuation of other OPS practices and events, including:
 - enhancements to Recruit training on location at ODAWA Friendship Centre and presentation from members of the Indigenous Community;
 - development of an Indigenous Guidebook for OPS officers to assist with terms, and provide an explanation of practices, beliefs, sacred items, etc.;
 - development of protocols on Smudging at OPS facilities;
 - development of protocols on handling of Sacred Items/Sacred Fires;
 - participation in Annual Recognition of National Day for Truth and Reconciliation;

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- participation in a Listening Circle with the Inuit Community in which the Inuit Community share their lived experience and the police listen;
- renaming of Executive Boardroom as Tunnganarniq Boardroom in Honour of Annie Pootoogook;
- participation in the Annual Flotilla for Friendship which pairs police with Indigenous youth to paddle together down the Rideau Canal;
- inclusion of land acknowledgment in Executive speeches and partnering with Indigenous Elders and Knowledge Keepers to open and close ceremonies, CEC meetings, forums hosted by OPS; and
- OPS members supporting families from the Inuuqatigiit Centre for Inuit Children, Youth and Families annually during the Christmas Season.

Opportunities for Improvement

While progress has been made in some respects as outlined above, the OPS continues to hear calls for improved community partnerships and engagement with racialized and Indigenous community members. This feedback has been shared in various consultations with the public and with stakeholders over the past few years, including input shared as part of the multi-pronged consultation plan conducted in the Fall of 2021 to support development of OPS's Budget 2022 proposal.

Community consultations conducted in the Fall of 2021 highlighted a keen desire to see the OPS negotiate with Aboriginal youth stakeholders for example. Similarly, in OPS's September 2021 Public Consultation Survey, Indigenous respondents were among those reporting low levels of trust in and satisfaction with the OPS and expressing a high level of support for a change in roles and responsibilities of the police.

Recommendations from recent reviews conducted by OPS have also reinforced the need to do better. This includes internal review identifying lessons learned from various incidents such as the handling of an Indigenous street blockade in 2020, the shooting death of Greg Ritchie in 2019, and the patrol response to missing report of Inuit woman Susan Kublu-Iqqittuq.

As well, the Social Impact Audit by HelpSeeker conducted in 2021 made a recommendation that the OPS create trust and build relationships between with First Nations, Métis, and Inuit community leaders. Recommendations from DiversiPro included engagement with internal and external stakeholders in order to foster meaningful deliberation and innovative solutions.

Thus, the Service recognizes the need to foster positive relationships and regain trust with Indigenous community members and strengthen the understanding and linkages with local community organizations that represent Indigenous people.

Proposed Indigenous Strategy

The OPS has proposed investing \$0.2 million in the development of a formal partnership with the OAC to co-establish and co-develop an Indigenous Strategy to improve the delivery of culturally competent services for First Nations, Métis and Inuit peoples, as well as service demand referrals to Indigenous services in order to ensure Indigenous community members receive appropriate and timely services by the best suited agency.

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This Strategy would be developed in partnership with key Indigenous partners, and thus the specifics of the plan are yet to be determined. However, based on a review and identification of promising practices by OPS, some potential components of the Strategy that may be proposed for consideration include:

- 1) the dedication of one or more positions to this initiative (e.g. establishment of an Indigenous Liaison position, an Indigenous Unit, the expansion of the Diversity Resource and Relations Section or creation of an Indigenous Outreach Liaison Team as examples);
- 2) development of a framework for response to critical incidents with Indigenous communities; and
- 3) development of improved processes for referrals to community services.

The Ontario Provincial Police's (OPP's) Indigenous Policing Bureau, established in 2009, has been identified by Algonquin Elders (and the International Association of Chiefs of Police) as a 'best in class' approach to Indigenous partnership. This model may be proposed for consideration in discussions with key partners in the co-production of an Indigenous Strategy. The OPP program includes strategic partnerships to identify, mediate and assist in resolving potential conflict situations; dedicated administrative support; effective Indigenous awareness training for OPP employees, police partners and community partners; and culturally-based community and youth initiatives focused on wellness and healthy development.¹ Additionally, their Framework for Police Preparedness for Indigenous Critical Incidents (Taking a Measured Response) was developed in response to the Ipperwash Crisis (1995) and has come to define how OPP responds to critical incidents with Indigenous communities.²

Additional efforts which can inform the Service's Indigenous Strategy include the Aboriginal Peacekeeping Unit (APU) established by the Toronto Police Services in 1992 – thus making it the first major urban police service in Canada to establish a unit to deal specifically with issues faced by Indigenous community members. Through formal and casual contacts, APU officers have gained the trust of the community. Similarly, the Saskatoon Police Service's Indigenous Relations Consultant helps build partnerships and positive relationships with Indigenous organizations and community groups. They have also created a comprehensive training program for new recruits and deliver Indigenous based education to all new members of the Saskatoon Police Service.

Additionally, in Ontario, the RCMP have developed an Indigenous Reconciliation Strategy with three objectives: 1) Collaborate and foster improved relationships with Ontario's Indigenous communities and police service partners; 2) Enhance internal employee awareness and support of Reconciliation; and 3) Increase contribution opportunities for Indigenous employees.³

¹ OPP, n.d. "Indigenous Policing," <https://www.opp.ca/index.php?id=115&entryid=56b7838d8f94ace85c28d172>.

² Ontario Attorney General, *A Framework for Police Preparedness for Aboriginal Critical Incidents*, https://www.attorneygeneral.jus.gov.on.ca/inquiries/ipperwash/policy_part/projects/pdf/OPP_Appendix_E_Framework_for_Police_Preparedness.pdf

³ RCMP, 2021, "O Division Indigenous Reconciliation Strategy," <https://www.rcmp-grc.gc.ca/on/about-apropos/strat-reconciliation-strat-eng.htm>

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3 Strategic Alignment

The development of an Indigenous Strategy that is co-produced with partners has very strong alignment with various OPS priorities:

OPS Priorities	Alignment
Make Meaningful Progress on Equity, Diversity and Inclusion	As part of the OPSB's Strategic Direction, OPS is committed to making meaningful progress on equity, diversity and inclusion and the implementation of an Indigenous Strategy would contribute to that priority.
Community Safety and Well-Being	The Strategy would include effective mechanisms for service demand referrals to Indigenous services in order to ensure Indigenous community members receive appropriate and timely services by the best-suited agency, which is aligned with the OPS's commitment to improving Community Safety and Well-Being.
Public Trust	Through the co-development of a strategy with Indigenous community members, the OPS hopes to build strong partnerships, foster positive relationships and improve public trust with Indigenous individuals and organizations.
Duty of Care	Providing culturally-appropriate services, referrals and diversion tailored to the need of our Indigenous community and producing better outcomes for all involved is consistent with OPS's commitment to demonstrating Duty of Care to the community we serve
Co-Production	The Indigenous Strategy would be co-developed with key Indigenous partners, consistent with the OPS's commitment to co-production.

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4 Options or Solutions Analysis

Option 1: Status Quo

Pros	Cons
<ul style="list-style-type: none"> No additional funding requirements 	<ul style="list-style-type: none"> Shortcomings in practices, services, policies, skills, etc. may not be identified and addressed, leading to increased risk to OPS and less positive outcomes for both OPS and to Indigenous community members, and potential for further erosion of trust

Option 2: Indigenous Strategy

Pros	Cons
<ul style="list-style-type: none"> Opportunities for OPS to improve member awareness, skills and competence in the delivery of equitable and culturally appropriate service 	<ul style="list-style-type: none"> Complex to co-develop and create strategy with partners
<ul style="list-style-type: none"> Ability to surface and address/resolve issues that have strained the relationship between OPS and the Indigenous community 	<ul style="list-style-type: none"> Funding beyond 2022 for continuation of Indigenous Strategy is uncertain
<ul style="list-style-type: none"> Increased referrals to appropriate agencies will lead to improved outcomes for Indigenous community members who require services 	<ul style="list-style-type: none"> Need to ensure capacity for increased referrals and agreement with specific agencies
<ul style="list-style-type: none"> Potential for strengthened mutual understanding, relationship and trust with Indigenous partners, and ultimately Indigenous peoples in our community 	<ul style="list-style-type: none">
<ul style="list-style-type: none"> Ability to demonstrate commitment to the recommendations of MMIWG and Truth and Reconciliation Committee 	<ul style="list-style-type: none">

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5 Financial and/or Non Financial Benefits

Anticipated benefits for the Indigenous Strategy are primarily non-financial. Once fully implemented, it is expected that there would be a variety of improved outcomes to OPS, including: increased skill and competence of OPS members, closer collaboration with Indigenous partners, and potentially improvements in trust and confidence in OPS. In addition, Indigenous community members would benefit from receiving more culturally-competent services and referrals to Indigenous services to ensure they receive appropriate and timely services by the best-suited agency. While these improved outcomes would be significant, they would be primarily qualitative/non-financial as they would be challenging to translate into financial benefits.

6 Risk Analysis

Option 1:

No.	Risk Description	Probability (H/M/L)	Impact (H/M/L)	Planned Mitigation	Responsibility
1	The status quo does not support optimal service delivery or referrals for Indigenous community members, and thus trust may continue to be eroded	H	H	Continued partnership and engagement efforts through existing channels and mechanisms	Neighbourhood Policing Directorate/ Diversity Resource and Relations Section

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Option 2:

No.	Risk Description	Probability (H/M/L)	Impact (H/M/L)	Planned Mitigation	Responsibility
1	Further straining relationship with key Indigenous partners and/or the Indigenous Community by rushing development of an Indigenous Strategy or developing a Strategy that is not aligned to their needs	M	H	<ul style="list-style-type: none"> • Spending sufficient time in consultation with a wide variety of contacts in order to assess and prioritize the needs of the Indigenous community and existing issues/barriers. • Spending sufficient time to identify and consider options for the Strategy. • Spending sufficient time in implementation and evaluation of the Strategy so to ensure that it is implemented as planned, progress is tracked and course corrections are made as required. 	Neighbourhood Policing Directorate/ Diversity Resource and Relations Section
2	Implementation of an Indigenous Strategy without appropriate resources, Change Management, training and tools for OPS members	M	H	<ul style="list-style-type: none"> • Spending sufficient time in developing and implementing a Change Management Plan to ensure OPS members understand and support the Strategy and their role • Investing in sufficient training, tools and resources to make Strategy successful 	Neighbourhood Policing Directorate/ Diversity Resource and Relations Section

7 Recommendation

7.1 Recommendation

The recommendation is to proceed with the Indigenous Strategy outlined in order to improve delivery of culturally competent services for First Nations, Métis and Inuit peoples as well as service demand referrals to Indigenous Services to ensure Indigenous community members receive appropriate and timely services by the best-suited agency.

7.2 Deciding Factors

There are a combination of deciding factors that support this recommendation. It is anticipated that there will be benefits to both OPS and to Indigenous community members. For the OPS, this would include: increased skill and competence of OPS members, closer collaboration with Indigenous partners, and potentially improvements in trust and confidence in OPS. Indigenous community members would benefit from receiving more culturally-competent services and referrals to Indigenous services to ensure they receive appropriate and timely services by the best-suited agency.

8 Implementation Plan

Given that the Indigenous Strategy will require significant co-development and co-production work with Indigenous partners, specifics of the implementation plan cannot be outlined at this stage. However, broadly, it is anticipated that the work would be divided into the following phases and activities, with timelines and specific milestones to be determined jointly with partners:

Phase 1: Consultation, Scan & Current Status Review

- External Consultation - key Indigenous Partners such as OAC, CEC Indigenous Sub-Committee
- Internal Consultation - Indigenous OPS members, RVI, DRR, Director CSWB, Indigenous Women's Safety Advisor
- Scan & Current State Review – review of best practices and current state

Phase 2: Co-Development and Implementation of Indigenous Strategy

- Co-development of the components of the Indigenous Strategy
- Co-development of an implementation plan
- Co-development of an evaluation plan with Indigenous partners as part of Indigenous Strategy development

Phase 3: Evaluation

- Review of tracking and monitoring of metrics/performance indicators

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9 Performance Measurement

An evaluation plan would be co-created with Indigenous partners to measure impact, recognizing that many outcomes will take more than one year to be realized. A variety of potential performance measures may be considered, such as:

- Indigenous community perceptions of OPS – satisfaction, trust
- Indigenous partners perceptions of OPS – satisfaction, trust, efficacy of partnership
- # referrals
- # diversions
- # contacts made by Indigenous Unit (if implemented)

10 Documentation

OPS Investment Summaries for 2022 Budget

11 Acceptance Sign-off

Business Case Author:

Prepared By: Jennifer Ghadiali, Evaluation and Research Specialist **Date:** January 6, 2022

Signature: _____

Approved By: David Zackrias, Acting Superintendent **Date:** January 6, 2022

Signature: _____

Approved By: Patricia Ferguson, Acting Deputy Chief **Date:** January 9, 2022

Signature: _____