



Ontario Provincial Police

Aboriginal Initiatives

Building Respectful Relationships

July 17, 2006

Outline of Agenda

Wednesday January 25, 2006 – Opening Ceremony and Welcome

Thursday January 26, 2006 – Day 1

Time	Agenda	Speakers
9:00-9:15	Introduction	To be determined
9:15-10:15	OPP Roles and Responsibilities Evolution of First Nations Policing	Commissioner Boniface
10:15-10:30	Break	
10:30-11:30	Policing Discussion <ul style="list-style-type: none"> • Tripartite Agreements • Legislative Issues • Protocols/Integration 	Commissioner Boniface Mr. Joseph Gilbert Police Chief (R) Wes Luloff
11:30-12:00	Question & Answer Session	
12:00-1:15	Lunch	
1:15-2:30	Building Professionalism & Accountability Business Planning Commissioner's Committee Executive Council Commissioners' Select Liaison Council on Aboriginal Affairs	Commissioner Boniface Inspector Ron George
2:30-2:45	Break	
2:45-4:00	Youth Summer Camp Police Ethnic and Cultural Exchange (PEACE) OPPBound	Commissioner Boniface Inspector Ron George Inspector Glenn Trivett
4:00-4:30	Question & Answer Session	

Friday January 27, 2006 – Day 2

Time	Agenda	Speakers
9:00-10:15	First Nations Programs <ul style="list-style-type: none"> • NAPS Investigative Support Unit • Integrated Support Services Unit • Lieutenant Governor's Book Program • Native Awareness Training 	Commissioner Boniface Inspector Glenn Trivett Inspector Brad Blair Police Chief (R) Wes Luloff
10:15-10:30	Break	
10:30-11:30	Aboriginal Liaison – Operations Regional Aboriginal Strategy Committees Aboriginal Relations Team (ART) Major Event Liaison Team (MELT)	Commissioner Boniface Inspector Ron George
11:30-12:00	Question & Answer Session	
12:00-1:15	Lunch	
1:15-2:00	A Framework for Police Preparedness for Aboriginal Critical Incidents Crisis Negotiator Program	Commissioner Boniface Inspector Ron George
2:00-2:15	Break	
2:15-3:00	Aboriginal Officers Leadership Forum <ul style="list-style-type: none"> • Aboriginal Officers Planning Committee Zhowski Miingan (Blue Wolf)	Commissioner Boniface Inspector Ron George Inspector Glenn Trivett
3:00-3:30	Closing Comments Question & Answer Session	

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INTRODUCTION

These materials are entitled “Ontario Provincial Police: Aboriginal Initiatives – Building Respectful Relationships”. An earlier version was provided in draft form to the Commission and to the parties. Those draft materials were designed to accompany a two-day presentation by OPP Commissioner Gwen Boniface and others in Forest, Ontario on January 26 and 27, 2006. Pursuant to Part II of the Inquiry’s mandate, the presentation described the OPP’s mission, vision and values in providing services to Aboriginal people and communities, as well as existing OPP initiatives to build and maintain respectful relationships with them.

The draft materials were supplemented by more detailed and focused discussion during the OPP presentation. As well, the OPP invited a dialogue during and following its presentation on what it is doing and how to continue to build strong relationships. This dialogue continued during the presentation by the Chiefs of Ontario. Indeed, Commissioner Boniface, in her testimony at the Inquiry, adopted specific recommendations made by the Chiefs of Ontario.

What follows is intended to build upon the earlier draft materials in two ways: by incorporating additional information about OPP Aboriginal Initiatives to Build Respectful Relationships, much of which was referred to by Commissioner Boniface in her testimony; and by incorporating changes or refinements generated by the dialogue during this Inquiry.

Part II of the Inquiry is designed to assist Commissioner Linden in formulating recommendations to avoid violence in the future. It is to further address systemic issues and challenges. Accordingly, these materials do not address factual issues arising in Part I of the Inquiry. Indeed, one of the themes of the OPP presentation was to identify what are common interests and objectives of all concerned. Another theme was to demonstrate, through existing corporate, regional and local initiatives, the OPP’s commitment to Aboriginal people and communities.

The OPP continues to face many challenges in this area. By way of illustration only they include:

- Providing or facilitating consistent, quality services to 134 First Nations communities that are politically, socially, economically, geographically and culturally diverse, not only across Nations but within communities
- Meeting the requests for support in First Nations police services that are as diverse as the communities they serve and are each unique in their autonomy, structure, governance, resources, maturity and challenges
- Staying abreast of the emerging and diverse socioeconomic, political and cultural goals of each Aboriginal community
- Ensuring that front-line officers possess the cultural competencies and technical or operational experience to perform their duties professionally and in a manner that well serves the needs of a given community and its residents
- Developing recruitment, selection, retention and promotional systems that support meaningful and mutually beneficial representation of Aboriginal people at all levels and in all facets of policing
- Developing effective ways of measuring the success of policing initiatives to enhance relationships with Aboriginal communities

Section A of the materials (OPP Roles and Responsibilities) outlines the complex and integrated role of the OPP at the federal, First Nations, provincial and municipal levels. Section B (Evolution of First Nations Policing) outlines the development in First Nations policing in Ontario. These topics were addressed in the morning sessions on Day One of the OPP presentation. They provided a context or backdrop to the issues that face the OPP. After all, it is difficult to understand or evaluate what the OPP is doing, without an understanding of the OPP's mandate, structure and deployment and without an understanding of how First Nations policing has evolved uniquely in Ontario. Central to the OPP's approach is a commitment, to the fullest extent possible, to "self-directed" First Nations policing, that is First Nations policing themselves. The materials also help

explain why a single “Ontario-wide” solution to policing issues is untenable. The morning sessions included a panel discussion focusing on the challenges associated with First Nations policing.

Section C (Building Professionalism and Accountability) includes Business Planning, Commissioner’s Committee, Executive Council, Commissioners’ Select Liaison Council on Aboriginal Affairs and outlines recent initiatives, particularly at the corporate level, to redefine the OPP’s vision, mission, strategic objectives, priorities and values. Diversity as a core value is specifically addressed, as is the specific commitment to Aboriginal people. In the first of two afternoon sessions on Day One of the presentation, the challenges in building a culture of professionalism and accountability were some topics discussed.

Section D (Corporate Youth and Recruitment Initiatives) includes OPP Youth Summer Camp, Police Ethnic and Cultural Exchange, and OPPBound. These topics represent specific initiatives directed to youth and recruiting, and designed to enhance respectful relationships with Aboriginal communities. These programs were discussed in the second afternoon session on Day One. As well, Commissioner Boniface, during her testimony, described “inreach” initiatives to support the involvement of OPP Aboriginal officers in the full range of OPP programs or specialties. These inreach initiatives are also described in Section D.

Section E (First Nations Programs) describes the corporate Unit at General Headquarters that provides centralized co-ordination of several Aboriginal Policing Initiatives. Its most significant initiatives or programs are the Nishnawbe-Aski Police Service Investigative Support Unit (NAPS), the Integrated Support Services Unit (ISSU), and Native Awareness Training. These speak to the OPP’s investment in partnerships and integration with First Nations police services, and to training on Aboriginal issues. They were discussed in the first of two morning sessions on Day Two.

Section F (Regional Operational Initiatives) describes the role of the Aboriginal Liaison – Operations and locally-based units, including Regional Aboriginal Strategy Committees,

Aboriginal Relations Teams (ART) and Major Event Liaison Teams (MELT). These are designed to provide specialized support and assistance in building community-police relationships, and in successfully resolving conflicts. These will be discussed in the second morning session on Day Two.

Section G (Critical Incident Response) introduces the OPP's newly developed *A Framework for Police Preparedness for Aboriginal Critical Incidents* and describes the OPP's Crisis Negotiator Program and its enhancements, which include the training of Aboriginal crisis negotiators. These topics were discussed in the first afternoon session on Day Two. Commissioner Boniface, in her testimony at the Inquiry, also introduced refinements to the Framework, arising out of the OPP and Chiefs of Ontario presentations, as well as during the OPP Integrated Response Simulation. These refinements are also discussed in Section G.

Section H (Mentoring Aboriginal Members) will address some of the supports provided by the OPP to its Aboriginal members and outlines initiatives that allow these members to give back to their communities.

Appendices to the text of the materials provide additional background.

Further information can be obtained through the OPP Corporate Communications Bureau at (705) 329-7476 or <<http://www.opp.ca/>> www.opp.ca.

SECTION A: OPP ROLES & RESPONSIBILITIES

Overview

The OPP is one of the largest deployed police services in North America, employing approximately 5,500 uniform and 1,800 civilian members as well as having over 800 trained volunteer Auxiliary Officers. The organization is structured under four Provincial Commands named Field and Traffic Services, Investigations and Organized Crime, Strategic Services, and Corporate Services. These services are provided through 13 bureaux and 163 detachments. The OPP is responsible for the delivery of a broad range of policing services, from municipal and First Nations policing to specialized criminal investigations, emergency response, and traffic patrol on Ontario's roadways, waterways and trail systems. The OPP polices over 400 communities throughout the province of Ontario, more than 100 of which have established formal policing contracts for service delivery. In doing so, the OPP patrols 1,081,667 square km of land and 113, 731 square km of water. Through the OPP the province provides two specialized registries - ViCLAS (Violent Crime Linkages Analysis System) and the Ontario Sex Offender Registry. The OPP also provides provincial leadership in a number of multi-jurisdictional policing initiatives aimed at coordinating law enforcement efforts to reduce and/or investigate sophisticated criminal activity.

An understanding of the province's policing framework is complicated, resulting from a vast array of legislation and inter-relationships that have evolved to accommodate the community safety needs of Ontario. The OPP has simultaneous involvement in two tiers of policing (provincial and municipal) and has a strong operational relationship to federal policing services as well. The OPP provides specialized services to municipal police services and has a unique provincial role in terms of public order maintenance and emergency management.

OPP Mandate

The OPP derives its primary mandate from the *Police Services Act* of Ontario. Pursuant to this legislation, the OPP and all municipal police services are required to provide “adequate and effective services” related to crime prevention, law enforcement, assistance to the victims of crime, public order maintenance, and emergency response. The distinct role and mandate of the OPP, however, is illustrated by its additional responsibilities as delineated in Section 19 (1) of the *Police Services Act*:

- *Providing police services in the parts of Ontario that do not have municipal police forces other than municipal law enforcement officers*
- *Providing police services in respect of all navigable bodies and courses of water in Ontario, except those that lie within municipalities*
- *Maintaining a traffic patrol on the King’s Highways, except the parts designated by the Solicitor General*
- *Maintaining a traffic patrol on the connecting links within the meaning of Section 21 of the Public Transportation and Highway Improvement Act*
- *Maintaining investigative services to assist municipal police forces on the Solicitor General’s direction or at the Crown Attorney’s request*

The OPP maintains the infrastructure and expertise to provide police services to its own municipal jurisdictions and has also become the main provider of specialized and/or provincial police services to the majority of Ontario’s municipal and First Nations police services.

In terms of roles and responsibilities, the OPP’s activities can be divided into four main components:

- **Direct Policing Services** are provided by the OPP to approximately 182 municipalities not policed by any other police service (pursuant to Section 5.1 of the *Police Services Act*) and policing services to 130 municipalities via 103 contracts (pursuant to Section 10 of the *Police Services Act*). The OPP provides

direct policing to 19 First Nations and administers policing for 20 more First Nations pursuant to the *Ontario First Nations Policing Agreement*

- **Delivery of Specialized Police Services** pursuant to approximately 135 specialized service framework agreements and on request from the Crown Attorney, a police services board, a Chief of Police or the Ontario Civilian Commission on Police Services

- **Provincial Policing Services**
 - **Highways, Waterways, Parks, Trails** pursuant to Section 19 *Police Services Act*, providing policing on highways, waterways, provincial parks and trail systems
 - **Investigative Services** pursuant to Section 19 *Police Services Act*, providing investigative expertise and assistance to municipal police services
 - **Emergency Response** - In Ontario the OPP is responsible for providing emergency police response and resources for any incident/emergency/ disaster that is beyond the ability of the police service of jurisdiction

- **Provincial Leadership and Coordination** - with a province-wide infrastructure and presence, the OPP is relied upon to provide leadership to the many provincial joint-force multi-jurisdictional task forces. Additionally, as the province's police force, government funding provided to establish broad police support programs often flows through the OPP to establish such programs as the Ontario Sex Offender Registry and the Provincial Violent Crime Linkage Analysis System

SECTION B: EVOLUTION OF FIRST NATIONS POLICING

Overview

The 134 First Nations in Ontario are currently served by 12 police services. Approximately 373 officers work for 9 self-directed First Nations police services. The OPP, Sarnia Police and Durham Regional Police also provide front-line policing for specific communities.

The structure of this delivery is as follows:

- **5 individual community self-directed** – Six Nations, Akwesasne, Wikwemikong, Lac Seul, and Mnjikaning Police Services
- **4 regional self-directed** – Nishnawbe-Aski, Anishinabek, United Chiefs and Councils of Manitoulin Anishnaabe, and Treaty Three Police Services
- **2 communities policed by municipal police services** – Aamjiwnaang First Nation policed by Sarnia Police and Scugog First Nation policed by Durham Regional Police
- **20 communities policed directly by OPP** – generally smaller communities
- **19 Ontario First Nations Policing Agreement communities** – these services are individual community-based. 71 additional First Nations officers are supported by the OPP administratively through a corporate unit and operationally through local detachments

The OPP supports First Nations policing further through operational protocols, strategic secondments of its members, and other initiatives such as Aboriginal Relations Teams, the Integrated Support Services Unit and the Nishnawbe-Aski Investigative Support Unit.

These initiatives are addressed later in these materials.

Historical Development

There has been a gradual transition from a Royal Canadian Mounted Police (RCMP) presence through the 1960's to an OPP presence supplemented by local constables with limited authority in the early 1970's. By 1975 the development included police officers called Special Constables and in 1989, First Nation Constables through the *Ontario First Nations Policing Agreement* supplemented by the OPP.

The Ontario Task Force on Policing in 1972 identified particular needs in First Nations policing, including the following:

- OPP Services provided directly to First Nations communities - a recommendation for an "Indian" policing coordinator in each OPP district
- The creation of the Indian Reserve Constable Program, including a federal-provincial cost sharing agreement for community officers

These two recommendations were to support, not supplant each other.

A concurrent report to the Task Force was developed on the specific issues of policing First Nations in northern Ontario, and was ordered by the Deputy Solicitor General of Ontario.

This report recommended:

- The creation of OPP detachments in three locations - Shoal Lake, Minaki and Grassy Narrows
- The creation of the Northwest and Northeast Patrol Units - Established in 1974 the units consisted of 12 members each and were created to serve the "fly-in" communities in the far north. Their duties included administrative oversight for the emerging Indian Reserve Constable Program and liaison with community leadership on policing issues

Indian Reserve Constable Program

In 1975 the Indian Reserve Constable Program was established by the federal and provincial government in response to the Ontario Task Force recommendations and assigned to the Indian and Municipal Policing Branch of the OPP to administer. There were originally 40 officers with increases over 3 years to 100 officers. The officers were appointed at the request of Chiefs and Councils and dedicated to policing their specific communities. They were community officers supported administratively and operationally by the OPP. OPP detachments were responsible for coordinating the policing program at the community level and to report back to Indian Policing Branch for the administration of payroll, equipment, training and other human resources functions. Liaison officers were appointed at the detachment level to assist in the delivery of policing to the respective communities.

By 1978 Canada, Ontario and First Nations regional governments called Provincial Territorial Organizations began policing negotiations. From 1979 to 1983, as agreements evolved, the funding formula was changed from 60% to 52% federal and from 40% to 48% provincial. From 1983 to 1988 the number of officers and participating communities increased to 132 officers in 66 locations. Preliminary discussions began on the issue of implementing self-directed police services.

Development of Self-Directed Policing

The focus of 1989 and the ensuing two years was on the formation of the province's first self-directed police services in Six Nations and Akwesasne. The Anishinabek Justice Authority Project was also formed as the developmental phase of the Anishinabek Police Service.

In March 1992 a significant step forward for First Nations policing took place with the implementation of the *Ontario First Nations Policing Agreement 1991-1996*. It was a

landmark agreement that entrenched a commitment by governments to broaden the choice of policing models including self-directed options. It almost doubled the number of funded officers in the OPP-administered Policing Program to a minimum of 213 over a period of two to three years and increased the number of participating communities to 74.

Section 4 of the *Ontario First Nations Policing Agreement* established models for First Nations police service delivery from which communities could choose:

- Community self-directed
- Regional self-directed
- First Nation Service supplemented by another First Nation Service
- First Nation Service supplemented by the OPP, Regional or Municipal Police Service
- OPP, Regional Police Service or Municipal Service

The *Ontario First Nations Policing Agreement* further covered particulars of salaries, benefits, training, role of band council or police governing authorities, recruitment processes and administration. Its clear goal was to promote the concept of community choice and the establishment of self-directed police services.

Between 1992 and 1994 self-directed services were established in Wikwemikong, United Chiefs and Councils of Manitoulin and Lac Seul. Mnjikaning Police Service will be imminently established as a self-directed police service under this model.

The Anishinabek Police Service began in 1994 in Garden River, Saugeen, Sagamok and Curve Lake. By 1997, 14 additional communities had joined Anishinabek Police Service.

The Nishnawbe-Aski Police Service (NAPS) was established in 1994 in six James Bay coastal communities and further transitioned to Northwestern Ontario in 1998 to ultimately include another 29 Nishnawbe-Aski communities. As a result of the NAPS establishment, the OPP Northeast Patrol was eliminated and the Northwest Patrol was reduced accordingly to service the remaining fly-in communities not served by the Nishnawbe-Aski

Police Service. In 2003 the Treaty Three Police Service was established in 30 communities in the Kenora, Fort Frances and Rainy River area.

Those communities still administered by the OPP under the *Ontario First Nations Policing Agreement* received an enhancement of seven officers in 2001 including the introduction of dedicated officers in 3 additional communities. 2004 brought the addition of 7 more officers in OPP-administered communities in northern Ontario. In 2006 with the establishment of Mnjikaning Police Service, there will remain 19 First Nations and 63 officers within the *Ontario First Nations Policing Agreement*. There are conceptual discussions underway for further self-directed policing agreements.

SECTION C: BUILDING PROFESSIONALISM & ACCOUNTABILITY

Overview

The OPP believes that it must work to continually earn the public's trust and confidence by delivering programs and services that are responsive and respectful of all the people it serves. The OPP is committed to strengthening and embedding these beliefs in every facet of the organization through the following 5 key features:

Organizational Vision

In 2000 the OPP increased the number of Provincial Commanders from 2 to 4, thereby enabling greater effectiveness in key priority areas. With profound reminders of the increasingly complex global policing environment, like 9/11 in 2001, the organization began a comprehensive and highly inclusive process for revitalizing the OPP Mission, Vision and Values.

Focus on Professionalism

A first step was to refresh the OPP's definition of values and ethical standards that would best characterize the future of the organization. In the summer of 2002 focus groups were conducted with hundreds of officers, civilians and members of the public. The participants strongly affirmed that policing is about respectful relationships, fairness, courage and caring, accountability, valuing diversity and continuous learning. The common elements of these sessions led to the creation of *The OPP Promise*, a statement of the OPP's values and ethics. *The Promise* also became a cornerstone for the OPP's *Focus on Professionalism*.

Employee and Community Engagement

In the 1990's a number of steps were taken to improve relationships with Aboriginal communities – Native Awareness Training, the Commissioners' Select Liaison Council on Aboriginal Affairs, the Aboriginal Liaison – Operations position and the Western Region Aboriginal Strategy Committee.

Since 2001 the OPP has been engaged in targeted outreach and recruitment within diverse communities. It has been advertising in ethnic community newspapers and in different languages, hosting recruitment booths at the annual Canadian Aboriginal Festival and, more recently, the Gay Pride parade in Toronto. It has produced programs in partnership with the Women's Television Network. It has diversified recruiters and background investigators.

In 2002 Commissioner Boniface established the Commissioner's Community Advisory Committee whose members are leaders in many diverse sectors of the province. Regional First Nations and diversity advisory committees were created with the goal of allowing a better understanding of how to best tailor programs and services that anticipate and meet diverse needs.

In 2004 and 2005 focus groups were again held across the province, this time around the core value of diversity. The objective was to identify skills, knowledge, attitudes and actions required to be effective in serving a highly diversified public. Recommendations implemented from those focus groups have included:

- The development of a *Valuing Diversity* competency and accompanying resource guide that will be incorporated into recruitment, leadership development and succession planning
- A plan for piloting group mentoring to ensure equal access for all employees to job opportunities and career satisfaction

The OPP is active with the Ontario Association of Chiefs of Police “Diversity and Race Relations Policing Network”. This year, it worked in partnership with the Law Enforcement Aboriginal and Diversity Network (LEAD) Executive Committee of the Canadian Association of Chiefs of Police (CACP) to sponsor the 2006 Aboriginal and Diversity Policing conference in Toronto; the theme was building trust.

Accountability

In 2002 a new Professionalism policy was introduced into Police Orders that specifies rights and responsibilities for creating and maintaining a positive work environment and preventing workplace discrimination and harassment. Accountabilities around the *Promise* and the *Professionalism* policy were written into all staff performance plans. Guides were provided to middle managers on how to build a culture of professionalism.

In 2004 a review was conducted of the Coach Officer program (Coach Officers are assigned to every recruit constable). Substantial changes were made consistent with the *Focus on Professionalism*. A longitudinal study of new recruits was initiated in partnership with Nipissing University to evaluate the impact and effectiveness of various OPP practices on officer job performance and career satisfaction. Factors to be assessed include differences related to gender, race, and ethnicity. The longitudinal study is further described in the document entitled “OPP Response to Commission Part II Queries”.

Continuous Learning

In the 1990’s, what would become award-winning Native Awareness programs were launched covering Aboriginal culture, traditions, legal and historical issues.

In 2002 leadership and professionalism became the common theme of OPP conferences for Detachment Commanders and Commissioned Officers. The Honourable Lincoln M. Alexander Speaker Series on Diversity also brought inspiring community leaders to

General Headquarters.

Since 2003 many learning opportunities have been created for the OPP's Executive Council members around matters related to professionalism. External experts and resources help develop skills and knowledge on topics such as:

- the art of caring leadership (James Autry)
- human rights and diversity management (Charles Novogrodsky)
- racial profiling (Scott Wortley)
- strategic leadership communications (David Weiss)
- building a case for diversity (Tom McCormack)
- diversity best practices in other police services (Deputy Chief Larry Hill-Ottawa Police Service, Deputy Chief Chris McNeil-Halifax Police Service) and the private sector (Brad Salavich-IBM)
- police leadership and ethics (Jeff Pfeifer)
- lessons learned from the J.J. Harper Inquiry (Justice Murray Sinclair)
- considerations in working with marginalized people (Brian Adams)

In late 2005 a panel of lesbian and gay OPP officers/others presented to the Executive Council about their experiences working in policing.

Professionalism has been woven into every course at the Provincial Police Academy with significant updates and revisions being introduced in the Supervisor, Coach Officer and leadership development courses. Since 2002 the Commissioner meets informally with small groups of course participants in order to better understand mutual concerns, needs and priorities. New learning tools have also been developed such as the videos on professionalism and diversity.

Other examples of innovative approaches to continuous learning:

- In 2003 the OPP co-sponsored with the OPP Association, a province-wide tour by Kevin Gilmartin PH.D., a world-renowned speaker on policing ethics
- In 2004 and 2005 OPP leaders participated in diversity-related, best practices

research and exchange programs in New Zealand and Australia

Commissioner Boniface received an Amethyst Award in 2004, the highest award available in the Ontario Public Service, for the *OPP's Focus on Professionalism*. In 2005 the OPP was honoured by the International Association of Chiefs of Police with two civil rights awards: one for the 2004 Aboriginal Persons OPPBound program and the other for its *Focus on Professionalism* and *The OPP Promise*.

Business Planning

Business Planning forms a fundamental process by which the OPP as an organization operates. It allows the OPP to be more effective by allowing the organization to focus on key priorities and core services. The OPP approach to planning also provides for more efficient service delivery by identifying those policing activities where linkages can be made and resources can be shared. Most importantly, the OPP business planning process holds the OPP accountable to Police Service Boards, to Community Policing Advisory Committees, and to the citizens we serve. Through continuous consultation with our communities, it ensures that the policing services we deliver meet their individual needs on an ongoing basis.

The OPP business planning process was formally initiated in 1997, primarily in response to the need for the OPP to enhance accountability, drive change and achieve results in a fast-paced environment. Prior to 1997 OPP senior executives would meet to define the organization's goals and objectives for the coming year, which would then be communicated by the Commissioner via a "Directional Statement". The "Directional Statement" continues today and is incorporated in the business plan.

In 2001 business planning was legislated in the *Police Services Act*. The *Act* requires that police services prepare a business plan at least once every three years. The business plan is required to address "the objectives, core business and functions of the police force,

including how it will provide adequate and effective police services”. The business plan further reports on performance objectives in a number of areas including:

- Community satisfaction with police services
- Crime and the clearance rates for crime
- Assistance to victims of crime
- Road safety
- Information technology
- Resource planning
- Police facilities

In 2002, recognizing that a clear vision was needed to support the business planning process, the OPP executive undertook a review of its mission, vision and values.

The OPP business planning process defined four strategic objectives:

- **Our People**
- **Our Work**
- **Our Relationships**
- **Our Infrastructure**

As part of the June 2004 OPP executive business planning session, the Ontario Provincial Police has identified five *Mission Critical Issues* that will continue to significantly influence how services are delivered. These issues represent key priorities for the organization and will focus activities and drive resources in the coming years:

- **Fiscal Challenges:** *Ensure 100% compliance with fiscal policies and procedures consistent with the balanced budget legislation*
- **Aboriginal Communities:** *Build and maintain strong relationships with Aboriginal leaders and communities*
- **Diverse Communities:** *Ensure OPP programs and services are tailored to meet the needs of diverse communities*

- **Marginalized Persons:** *Strengthen and improve lifelines with marginalized persons by identifying and creating partnership opportunities with groups that support marginalized persons*
- **Professionalism:** *Foster professional excellence by modeling and recognizing the ethical standards outlined in The OPP Promise*

From the executive planning session the business plan commitments are communicated to all levels of the organization with the requirement that business plans at each level support the planning session commitments. In the case of the mission critical issue of Aboriginal communities, every detachment in every region and every unit in every bureau must have commitments that are meaningful and approved through a top-down and bottom-up process.

The 2005-2007 business plan again focuses on the previous stated *Mission Critical Issues*. Each issue has been assigned to Executive Council members. The Commissioner has taken personal responsibility for the *Mission Critical Issue* “Aboriginal Communities”.

Commissioner’s Committee

The Commissioner’s Committee consists of the Commissioner and the four Provincial Commanders:

- Deputy Commissioner - Investigations and Organized Crime (to be filled)
- Ms. Gwen Strachan - Corporate Services
- Deputy Commissioner John Carson - Field & Traffic Services
- Deputy Commissioner Jay Hope - Strategic Services

The Committee’s mandate is to meet and discuss the issues that are impacting on the organization. The committee is the consensus-building forum among the senior leaders. Financial, human resources and other strategic related issues are the Committee’s focus.

Decisions are subsequently communicated to the organization via a number of vehicles including Commissioner's Directional Statements, Commissioner's Communiqués, Executive Council, OPP Review and Intranet.

The current *Mission Critical Issues* within the business plan continue to be the focus of the Committee's meetings.

Executive Council

The Executive Council includes the Commissioner's Committee and the senior managers of the organization who lead the 13 bureaux and 6 regions of the OPP. Monthly meetings ensure timely and informed discussion on all relevant issues, including discussions on Aboriginal issues. Information shared at Executive Council is often communicated further to the various managers in the regions or bureaux where they work. This communication strategy facilitates the transmittal of timely information to a large and deployed organization. Executive Council is the key internal forum for the development of the OPP's comprehensive business planning process.

Commissioners' Select Liaison Council on Aboriginal Affairs

The Commissioners' Select Liaison Council on Aboriginal Affairs (the "Council") was established by Commissioner O'Grady, on the recommendation of then Chief Superintendent Boniface, in July 1996 to bring together respected First Nations people to help the OPP and the RCMP understand the voice, the concerns and the policing vision as expressed by Aboriginal communities. The Council members provide a "grass roots" perspective and give advice on sensitive Aboriginal issues. The dialogue itself contributes to building trust, increasing mutual levels of understanding and developing long term relationships. The Council members come together every 6-8 weeks in a tradition of sharing insights on issues that impact upon policing in Ontario.

The current membership of the Council consists of the following individuals:

- Commissioner Gwen Boniface
- Royal Canadian Mounted Police, “O” Division Commanding Officer, Assistant Commissioner Michel Seguin
- Charles Cornelius: former Chief and elected member of the Oneida of the Thames First Nation, a past Justice Program Director for the Union of Ontario Indians and former President/ Grand Chief for the Association of Iroquois and Allied Indians. He has over 25 years experience in police negotiations
- Wally McKay: former Regional Vice-Chief (Ontario) of the Assembly of First Nations (AFN) and candidate for the position of National Grand Chief of the AFN, former Grand Council Chief of the Nishnawbe-Aski Nation and a past Chair of the Ontario First Nations Police Commission
- Earl Commanda: former Grand Council Chief of the Union of Ontario Indians (Anishinabek Nation) and former Chief of the Serpent River First Nation for more than 20 years; currently working as Director of Housing with the Assembly of First Nations
- Madeline Skead: Elder and retired health worker in Kenora who served for more than 30 years as Chief and Band Councillor of the Wauzhushk Onigum Nation (Rat Portage)
- Inspector Jim Potts: Ojibway from Temiskaming First Nation, retired from policing in 2002 after 45 years of service with the RCMP and the OPP, having acted as a liaison officer with the Mohawk Warriors and as a mediator during various major First Nations disputes; provided executive support to the Liaison Council until his retirement

Superintendent Ron George now provides executive support to the Council. A member of the Chippewas of Kettle and Stoney Point First Nation, Superintendent George is an elected member of the Band Council, a lawyer called to the Ontario Bar in 1992 and an adjunct university professor of Aboriginal Law. He left the Liaison Council as an active

member in 1997 when he returned to the OPP. He is currently responsible for OPP Aboriginal Liaison – Operations.

Newer initiatives to create Regional Liaison Councils are described in the OPP Responses to Commission Questions: Aboriginal Initiatives (question 2).

SECTION D: CORPORATE YOUTH & RECRUITMENT

INITIATIVES

Overview

An investment in building relationships with young people is intended to create lasting bonds of trust and an interest in policing as a career. The OPP's commitment in this regard is geared toward creating a positive impression of the roles of police in community safety and crime prevention.

OPP Youth Summer Camp

The OPP Youth Summer Camp has provided a unique opportunity to over 400 at-risk children. First formed in 1998 by Chief Superintendent (retired) Robert Eamer, it brings police and youth together for an annual one-week summer camp. The 42 campers represent detachments across the province. Detachment personnel select a child from their community whom they feel would most benefit from this experience. All counsellors are sworn police officers that lead the campers in a week filled with fun, teambuilding and self-esteem activities. Coordinated by the Corporate Communications Bureau, the Youth Summer Camp is held at General Headquarters in Orillia. The counsellors and campers are guests of the Provincial Police Academy. The camp's goals are to create positive youth-police relations in the communities served, while enhancing self-respect. Many of the campers have been Aboriginal children from across Ontario.

"It is the most rewarding experience I have had as a police officer, to work with these kids at the OPP Youth Summer Camp."

OPP Camp Counsellor

"If we make a difference in a decision a child makes, or how even one child feels about themselves, through this positive experience, the week has been worth while."

OPP Camp Coordinator

“The silence was truly amazing as 42 youths, ages 11 & 12 sat respectfully listening to the Native legends told during the ‘Sharing Circle’ hosted by OPP First Nations Policing Programs.”

OPP Camp Coordinator

Police Ethnic and Cultural Exchange

Since 1999 the Police Ethnic and Cultural Exchange (PEACE) Program has been a fixture at selected Western Region detachments. It provides temporary employment assignment, in partnership with the community, to youth from diverse ethnic and religious backgrounds. The program was originally sponsored by the London Urban Alliance on Race Relations, and adapted within the OPP to focus on Aboriginal youth. Band Councils fund participation by Aboriginal youth in the program.

The program is an 8-week initiative available to people 17-25 years of age who are interested in policing careers in Ontario. Participants interact with police officers at local detachments. Each participant is assigned a mentor officer who is a source of information about the day-to-day realities of police duties. Most importantly, an OPP member becomes a police role model for Aboriginal youth. The OPP provides uniforms and supplies as required.

Just as importantly, the program provides OPP officers with an opportunity to work with and relate to Aboriginal youth.

In 2004 the program was expanded to include all diverse communities. Approximately 70 Aboriginal students have participated in this community–OPP partnership. The Muslim, Sikh, African-Canadian and Vietnamese communities have also participated.

A Delaware Native resident, who worked with Chatham-Kent OPP officers, stated:

“My entire outlook on the relationship between police and the native community has changed for the better”.

Aboriginal Outreach Initiatives, including OPPBound

OPPBound is an outreach recruitment program. It includes a one-week “camp” and is designed to attract people interested in a police career from identified groups such as women, Aboriginal people, and visible minorities. OPPBound began in 2003 and has since been conducted annually.

The week includes mentoring sessions with OPP officers who share their experiences, answer questions and describe their careers. “*Bounders*” also experience a week in the life of an OPP recruit at the Provincial Police Academy including physical and firearms training and practical scenarios. The men and women are exposed to the unique world of policing as a career while having a great deal of fun. They are given an opportunity to participate in the gamut of written and physical tests involved in the OPP application process at the end of the week.

OPPBound 2003 involved 100 women candidates. It included 20 Aboriginal women, 1 is in the application process, and 2 were selected but ultimately hired by other police services. In total 7 candidates have been hired by the OPP and 1 is considered active in the recruitment process.

OPPBound 2004 included 92 Aboriginal men and women. The OPP Drum Zhowski Miingan (Blue Wolf) and the OPP Aboriginal Singers were key participants throughout the event. The attending OPP Aboriginal officers, alongside OPP recruiters, served as mentors. There are 9 applicants currently in the recruitment process. Three candidates have been hired by the OPP, 1 by the RCMP and 1 by another police service.

OPPBound 2005 involved 95 male and female participants from underrepresented communities, including 30 Aboriginal people. 89 participants are active in the

application process. Three cadet applications and 1 constable application have been completed. Five candidates have been hired by First Nations police services.

Quotes:

- *“As soon as we came here on Sunday the drum was beating in the auditorium. It made me feel at home, it made me feel at peace, no one was going to harm me no one was going to discriminate in any manner.”*
- *“ We were here to have a positive outlook on policing, to learn what the OPP has to offer. How they (OPP) are getting stronger and themselves learning about Aboriginals.”*
- *“ Growing up I thought it was a closed door...to actually talk to the officers and see there are our people on the front-line and also in higher positions in the OPP... it's good, it gives me some hope.”*
- *“ I have never seen, and have never been so proud to be who I am and what I am, as I have been this week.”*

The OPP has made a determined effort to create a collaborative approach to recruiting Aboriginal people to policing, and to support first and foremost the exponential growth of First Nations police services. In recent years, through the entrenchment of business planning processes and initiatives such as OPPBound, the number of Aboriginal recruits has increased significantly. In 2004, 15.1% of OPP recruits hired were Aboriginal. The January 2005 recruit class included 10 Aboriginal recruits, two visible minority recruits, and 18 female recruits. An additional 9 Aboriginal officers have been hired since January 2005.

The OPP Northern Experience was held in Thunder Bay in 2004. It was a three-day version of OPPBound, with the participation of the Nishnawbe-Aski Police Service. It will be repeated this fall.

Other outreach initiatives were addressed by Commissioner Boniface in her testimony at the Inquiry, and are reproduced in Exhibit P-1712 (“Aboriginal Officers: Outreach and Inreach”). They include:

- A website with testimonials from OPP Aboriginal officers
- A toll free 1-866 number into the recruitment office (implemented in 2003). A recruiter is available from 08:15 to 16:30 daily to provide recruitment information to anyone calling from across the country. Recruiters are deployed to the major centres across Ontario. Prospective applicants who live in northern communities or more remote areas of the province and who would otherwise not be able to attend a recruitment location now have access to information needed to apply to the OPP.
- Specific Advertising in Aboriginal publications (such as those listed in Exhibit P-1712)
- Posters and static display boards specifically tailored to Aboriginal Peoples, and featuring Aboriginal officers
- Recruitment material provided to Aboriginal groups, friendship centers, community members, and First Nation policing services
- Children's tattoos (include some with an aboriginal theme)
- A youth OPP career package (now being developed)
- The mentoring of potential applicants on the recruitment process, as well as tracking and mentoring initially unsuccessful applicants, where appropriate
- Opportunities for mentoring through participation in Aboriginal festivals, community events, job fairs, colleges, and universities
- In past two years, 27 events were attended as part of the OPP’s recruitment efforts. They are listed in Exhibit P-1712.

Aboriginal Inreach Initiatives

Commissioner Boniface also outlined inreach initiatives to acquaint Aboriginal officers with speciality programs, particularly those associated with the OPP’s Integrated Response, and thereby encourage them to consider applying to these programs.

These initiatives include:

- Demonstrations of the OPP Integrated Response (through Simulations) to First Nations communities (e.g. Fort William in 2004; Rat Portage in 2005). This both encourages Aboriginal men and women to join the OPP (outreach) and Aboriginal OPP officers to join specialties (inreach)
- Emergency Services Bound. This one-week program (similar in structure to OPPBound) provides Aboriginal OPP officers with the necessary information to make informed decisions about becoming emergency response officers. One was offered in October 2005, with another one planned for the fall 2006. As well, several Aboriginal OPP women officers attended the Emergency Services Bound program for women in May 2005 and May 2006. The Emergency Services Bound program has yielded applications to several speciality teams.
- Field Support Bureau has oversight, amongst other things, for all emergency response areas. One of the Bureau's priorities (and built into its business plans) is devising ways to increase Aboriginal representation in these areas. All Bureau managers have been advised that having more Aboriginal officers apply to Field Support Bureau units is core business for the Bureau, and built into their business plans as well. In 2005, five 2-day workshops were held throughout the province for Aboriginal OPP officers to introduce them to crisis negotiations. These were intended to provide a deeper pool of Aboriginal officers who could support crisis negotiations, and encourage such officers to become crisis negotiators. Some attendees have applied to become crisis negotiators as a result.
- ERT positions have been advertised provincially. ERT positions are assigned to detachments and limited to specific numbers. Many detachments have limited turnover in ERT, meaning that officers may have to wait years for a vacancy. On the other hand, there have been ERT positions available in the North West, but not applied for because local officers do not wish to make additional commitments to stay in isolated communities. Officers, including several Aboriginal officers, have been encouraged to apply to locations outside of their detachments for ERT positions.

SECTION E: FIRST NATIONS PROGRAMS

Overview: General Headquarters Administration Unit

First Nations Programs (formerly First Nations Policing Section) is a corporate Unit at General Headquarters that provides centralized co-ordination of several Aboriginal Policing initiatives. A group of Aboriginal OPP, seconded RCMP and First Nations police service officers provide internal support and expertise to regions, detachments and bureaux. First Nations Programs also provides liaison with First Nations Police Services and Aboriginal Leaders across the province. This unit provides an organizational centre of excellence on Aboriginal issues. It is intimately involved in assisting bureaux and regions in their business planning initiatives. They provide lectures on internal training and participate in a variety of educational settings in the greater community as well.

First Nations Programs Core Mandate

- **Administration of policing in 19 communities**
- **Design and delivery of training specific to officers serving First Nations**
- **Organization lead in the delivery of Aboriginal cultural, historical and legal issues**
- **Support our policing partners in the growth of their police service and their communities**

First Nations Programs Principles of Quality Service

- **Make friends first**
- **Build relationships of trust**
- **Help our stakeholders develop their vision**
- **Support our partners to establish their vision**

Through the Manager, the RCMP Aboriginal Policing Coordinator, Human Resources and Training Coordinator, a Financial and Equipment Coordinator and a Community Initiatives Coordinator, First Nations Programs delivers its mandate and its principles

through a deployed system of units and programs, the most significant being Nishnawbe-Aski Police Service Investigative Support Unit, Integrated Support Services Unit and Native Awareness Training.

NAPS Investigative Support Unit

The Nishnawbe-Aski Police Service (NAPS) Investigative Support Unit was founded in 2002. It is a unique integrated initiative that brings OPP and NAPS officers together to work on significant policing issues within the Nishnawbe-Aski Nation (NAN). The NAPS Unit consists of six dedicated OPP members who work with assigned NAPS officers in developing investigative skill and supervisory experience.

First Nations policing is an area of complex considerations and significant challenges. Among those challenges are issues relating to recruiting, training and retention of First Nations Officers. The Unit was established through the efforts of NAPS and its governing authority to proactively address issues including investigative volume, quality of response and standards for criminal investigations. It is also designed to provide leadership, mentoring, coaching and training support for NAPS officers.

A key objective of the working relationship was to develop internal operational skills and the experience needed to sustain officer morale, manage attrition and improve the ability of NAPS to contribute to community efforts to address a very high per capita suicide rate. The Unit has made inroads in these areas and, moreover, continues to provide an opportunity for OPP members to learn from the people of NAN and its police service.

Integrated Support Services Unit

The Integrated Support Services Unit (ISSU) was established in 2003. The concept was developed with Ontario's First Nations Chiefs of Police as a means of ensuring consistent, balanced and integrated approaches to the service provided by the OPP and RCMP. It involves 6 OPP and 6 RCMP officers working in partnership with individual First Nations police services throughout Ontario to develop local community crime prevention capacity. The focus of the partnership is on initiatives that target suicide prevention, youth empowerment and community wellness through social development. Team members work with local police and community agencies to deliver suicide intervention workshops in communities that have been impacted by this tragic issue. The goal is to build a significant resource of integrated prevention teams so that a true reduction in suicides in First Nations communities is achieved. In addition to specialized youth and teen programs and drug awareness programs such as *Walking the Path* and *Aboriginal Shield*, other projects designed to establish and build healthy relationships at the community level include martial arts, basketball, drum building, canoe building, canoe trips, peer support, effective parenting workshops and justice circles. The ISSU also plays an important role in establishing effective front-line relationships with self-directed police services and their communities.

Lieutenant Governor's Book Program

On January 09, 2004 Ontario's Lieutenant Governor James Bartleman appealed to the public to donate books for distribution to schools in First Nations communities in northern Ontario. The Lieutenant Governor stated, "*On my visits to schools in Ontario's Far North, I see lots of shelves but no books. Children need books to dream.*"

As a result of his appeal, the OPP offered to assist with the collection, sorting and packaging of the donated books.

OPP detachments across Ontario were designated as book collection depots. The Canadian Armed Forces Base in Downsview, Ontario provided warehouse facilities to store and sort the enormous number of donated books. In February 2004 the OPP and the Canadian Rangers transported the first shipment of books to communities accessible only by winter ice roads. During the second stage of the initiative, hundreds of volunteers, officers and auxiliary members sorted and packaged thousands of books in a warehouse in Orillia. The volumes were shipped by road and air to almost all 134 First Nations and 26 Native Friendship Centres in Ontario.

More than 1.2 million books were collected in this program and approximately 850,000 books were distributed after sorting.

Native Awareness Training

“I cannot express enough the gratitude I feel for having had the opportunity to attend the Native Awareness Course in September. Your presentation of the history of the treaties and residential schools shocked me. Why doesn’t the rest of Canada know about this? At the same time, you presented the information in such a positive, inclusive way that I couldn’t help but reflect on the teachings as it applied to my own life. The sweatlodge was a wonderful spiritual experience. As soon as I got home the Elders I have been working with told me they could see a change in me. I am now going through a process to receive a traditional name.”

An OPP Inspector, November 2005

Cultural competence is essential in policing to contribute to strong, healthy communities. Education helps to chip away at perceptions that people have internalized, either from ignorance or from dealing with only a portion of a society or culture. Education builds confidence that in turn allows someone to become exposed to a broader cross-section of a community and its needs or issues.

Investment in understanding the Canadian Aboriginal experience is a cornerstone to working relationships built on trust. It also provides the basis for the provision of compassionate, appropriate and effective service to Aboriginal people and communities. Familiarity with Aboriginal historical, cultural and social issues has proven to be the key for understanding today's community issues and for developing good working relationships with First Nations. This is a matter of primary importance if policing is to support a service that is culturally sensitive, appropriate in the circumstances and embraced.

The OPP is pursuing Native Awareness Training for its members in a variety of formats and depths to overcome obstacles in relationships and to lay the groundwork for effective policing service to Aboriginal people and communities. The goal is to introduce First Nations issues in sufficient detail in the proper setting to allow police service providers from varied backgrounds to have the knowledge and understanding to be comfortable, confident and effective in Aboriginal environments. This focus on education communicates to OPP employees and to communities the priority that this organization places on meeting the unique needs of Aboriginal partners.

The foundation of training on Aboriginal issues began in Ontario for the RCMP and the OPP after incidents in Oka and in Akwesasne in 1990. The Aboriginal Policing Coordinator for the RCMP was tasked with designing a one-day program for RCMP in-service training. The RCMP was already working in partnership with the OPP and asked OPP Aboriginal members at First Nations Policing for assistance in training design. After consultation with Elders, a one-day initiative was delivered for RCMP members in Ontario. Trainers in this setting were OPP Aboriginal members.

On advice from Elders, and under the supervision of then Inspector Gwen Boniface, First Nations Policing worked in partnership with the Provincial Police Academy (also referred to as the OPP Academy) to develop a course training standard for a week long training experience designed to be flexible enough to address the stated needs of any community in Ontario. There was extensive consultation with Elders, Aboriginal Officers,

Aboriginal Leaders and experts in training delivery. Courses are held in communities with local elders and historians at culturally appropriate sites away from the hustle and bustle of a training academy. With proper consultation and local input, the framework has been as successfully applied in Akwesasne Mohawk Territory as it has been in Manitou Rapids near Fort Frances.

Training currently ranges from orientation for new recruits to an intensive, week long Native Awareness Course. The Amethyst award-winning course is based on strong community consultation and brings together police officers and front-line providers of service from a variety of agencies in holistic approaches to community development. Taking into account the need of a community or Nation, the course focuses on communication from their specific cultural perspective. Additionally, the course includes a review of the development of Canada through Treaties, local history, residential schools, the Indian Act, post-World War II policy development, self-governance and modern land and resource issues including recent Metis hunting and fishing cases. Students are given instruction in effective communication techniques and in principles of community building. Officers also participate in ceremonies or events that are appropriate to the Nation or Nations of focus. For example, students on the course may build, mentally prepare and participate in a sweatlodge ceremony at the end of the training week. Officers credit the week long experience with giving them confidence and an understanding of issues that has increased their effectiveness exponentially. The course participants include front-line officers, liaison officers, Detachment Commanders, crisis negotiators, Incident Commanders, emergency services personnel, such as ERT and TRU members, community service officers, newly appointed senior officers, recruiters, in-service trainers, OPP Academy staff and OPP Aboriginal members themselves.

Over 2000 OPP police officers have participated in the one-week Native Awareness Training course. As reflected below, it is now mandatory for certain speciality areas. However, it is important to note that the one-week intensive course is only one of the ways in which OPP officers are trained in Aboriginal culture and sensitivity.

Commissioner Boniface, during her testimony at the Inquiry, introduced Exhibits P-1709 (Screening and Training for Aboriginal Issues). It was intended to show what screening and training now must be done by individuals as they move from being applicants for employment as OPP constables to Level 2 Incident Commanders.

In the recruitment process, interviews include questions designed to identify prejudices, biases and intolerance towards others. Reference checks include specific questions regarding acceptance of diverse communities and past use of racial slurs or negative remarks. All recruitment officers are themselves required to take the one-week Native Awareness Training course.

Once hired, a recruit must first attend the OPP Academy for a one-week orientation. Since 1998, First Nations Programs staff provide a half-day training on Aboriginal issues, addressing:

- A general understanding of First Nations policing, including self-directed and OPP administered
- Awareness of the roles that dispute resolution and restorative justice play in First Nation communities
- Understanding how the OPP's mission statement, values, and policies impact on services provided to Aboriginal people

They are assigned a research project to be completed while at the Ontario Police College with the support of the recruit's Coach Officer. The assignment is to:

- Identify all First Nations police services in the region to which they are posted
- Identify all Aboriginal cultural affiliations within their detachment/regional area
- Specify a minimum of three Aboriginal concerns impacting on policing service
- Identify at least one police strategy and the partnerships required to address one of the identified concerns

After they complete Basic Training at the Ontario Police College, they return to the OPP Academy for four weeks. Commencing in 2003, two additional days on Aboriginal issues was inserted into this training period. The training includes:

- Background on cultural groupings within First Nations necessary to understand current community dynamics
- Aboriginal ceremonies, rituals and symbols used to support healthy communication
- Current historical trends especially in relation to land use, treaties, and the effects of legislation
- Police roles in responding to disputes concerning treaty rights, land claims, and aboriginal rights
- Effective police interventions to protect people requires understanding

This content is similar to the week long program, but in less detail and without substantial cultural teaching.

After leaving the OPP Academy and during their probationary period, officers job-shadow a First Nations police officer (assuming proximity of a First Nations police service) for two weeks. As well, in several Regions, recruits participate a day of Regional training on the community-specific issues in their area.

Many front-line officers also attend the one-week Native Awareness Training course during their careers. At present, the course will be offered 16 times during the calendar year. Demand is high, given the limited number of attendees at any one time. Priority is given based upon various criteria, including the officer's involvement in, or exposure to Aboriginal issues, and the requirement that the course be taken for certain specialties or programs.

When officers seek promotion, they appear before Promotional Boards. The criteria for selection of Board members includes diversity. At least one of the questions directed to applicants for promotion requires officers to address Aboriginal issues. *The Framework for Police Preparedness for Aboriginal Critical Incidents* now figures prominently in the promotional process.

When officers apply to join integrated response units, their selection and training includes the following:

Crisis Negotiators

- 2 of the 10 questions at the crisis negotiator selection board are directly related to Aboriginal issues management
- 1 day of training on course, including history, cultural, legal, socio-economic teachings
- 1 week Native Awareness Course

Aboriginal Relations Team / Major Event Liaison Team

- One week introductory course is developed around Aboriginal issues

Emergency Response Team

- Native Awareness Training is week 1 of 9-week ERT Basic course

Tactics and Rescue Unit

- One week Native Awareness Course for all TRU team members
- Mandatory maintenance training
 - TRU will participate in an annual workshop with Aboriginal Liaison Operations Officer during the TRU semi- annual
 - Members will participate in outreach program for First Nations police officers
 - Members will participate in Emergency Response Demonstrations to First Nations Leaders and Communities

Incident Commander (Level 2 and includes Public Order Commander)

- 2 days of training on course, including history, cultural, legal, socio-economic teachings
- Assessment includes 1 scenario where the situation involves an Aboriginal subject and/or location.
- Managing Aboriginal issues is one of the 7 mandatory fields in order to successfully complete
- 1 week Native Awareness Course

The OPP is unique in mandating this level of Native Awareness Training for integrated or emergency response officers.

In addition to members of Integrated Response units, the one-week Native Awareness Training course is mandatory for in-service trainers, and recruiters. As well, it is now recognized that diversity and cultural competence in the ranks of intelligence personnel is a major asset. Steps taken by the OPP to promote diversity amongst intelligence officers, and training on Aboriginal issues is more specifically addressed in the OPP Part II materials “Evolution of OPP Intelligence Services.”

The OPP is honoured to have within its ranks a diversity of Aboriginal officers who are leaders in their communities. These leaders include elected band councillors, drumkeepers, drum teachers, youth counsellors, a traditional Chief, cultural teachers and community pipekeepers. These dedicated people do their work in the OPP and in their community with the same quiet diligence and positive outlook. The Native Awareness Course and other training venues provide an opportunity for OPP members to learn from these resources. It is important that OPP officers who receive Native Awareness Training learn through the life experiences of OPP Aboriginal officers and leaders. That is why all of the instructors for the Native Awareness Training course are Aboriginal officers. They, in turn, are under the care and instruction of spiritual leaders in the community. As well, Aboriginal officers from the OPP, NAN, and Lac Seul attend to speak about their personal experiences in residential schools. At the same time, the OPP has supported Aboriginal members in having the flexibility of schedules to travel to events and settings where they can share and learn from elders and from each other.

Finally, the OPP makes its Native Awareness Training program available to other police services and agencies. For example, officers have attended from Toronto, York, Durham, Peel, Hamilton, Brantford, London, Barrie, North Bay, Sudbury, Thunder Bay, Kenora, Sturgeon Falls, Anishinabek, Nishnawbe-Aski, Treaty Three, Akwesasne, UCCM, Lac Seul. Attendees have also come from provincial and federal ministries or departments,

such as MNR, Indian Affairs, Solicitor General (federal and provincial), Corrections (federal and provincial), as well as the Centre for Addiction and Mental Health.

SECTION F: REGIONAL OPERATIONAL INITIATIVES

Overview

In an effort to provide the best possible service to Ontario's Aboriginal community the OPP has developed resources that focus directly on preparation and response to operational issues. In this regard the OPP, both corporately and at the regional level, has developed the following 4 initiatives, Aboriginal Liaison – Operations (ALO), Regional Aboriginal Strategy Committees (RASC), and Aboriginal Relations Teams (ART). Additionally, the OPP has established a direct linkage between ART and the more broadly mandated Major Event Liaison Teams (MELT).

Aboriginal Liaison – Operations

The Aboriginal Liaison – Operations (ALO) office was created in 1996 with the assignment of an OPP Aboriginal Inspector to the Office of the Provincial Commander, Field and Traffic Services. In 1998 one additional Aboriginal Inspector was assigned to assist in the assessment, creation and enhancement of relationships with the Aboriginal community, and to give operational support to senior members of the OPP. The role of the remaining ALO continues to provide such support from a variety of perspectives related to an understanding of Aboriginal socioeconomic, legal, historical and political issues.

The primary functions of Aboriginal Liaison – Operations include:

- Assess and contribute to the relationship the OPP has with Ontario's Aboriginal Community
- Contribute to the enhancement of a work environment which is conducive to improved community safety
- Contribute to the enhancement and delivery of improved service to Ontario's Aboriginal Community
- Support the OPP in the post-Ipperwash environment

- Provide advice to Commissioner's Committee and OPP Executive Council concerning Aboriginal historical, political, socio-economic and legal issues
- Enhance and maintain a relationship with the Aboriginal political and legal/academic community
- Executive support to Commissioners' Select Liaison Council on Aboriginal Affairs
- Support the learning experience through teaching Aboriginal Law and Aboriginal Justice Concepts at Ontario-based law schools
- Contribute to cultural awareness in the OPP by maintaining a strong presence and expressing a perspective on the needs and aspirations of Aboriginal people
- Support and encourage the development of Aboriginal OPP officers

Regional Aboriginal Strategy Committees

A Regional Aboriginal Strategy Committee (RASC) has been established in 5 of 6 OPP regions across the province. The Greater Toronto Region has not established an RASC primarily because it has a traffic and crime enforcement mandate. The first committee originated in Western Region in 1997. Initially committee members were directed to meet regularly, assess the status of OPP relationships with Aboriginal communities and make ongoing recommendations as to how to improve relationships and service delivery. Since that time the Western Region Aboriginal Strategy Committee has met on a regular basis in Aboriginal communities on a rotational basis. These meetings include community representatives.

Ultimately, the RASC is accountable to Regional Commanders. Each RASC has a chairperson selected from the committee membership. Generally, all RASC across OPP regions have fashioned their developing committees after the Western Region model. RASC includes Detachment Commanders, local OPP Aboriginal members (operational and administrative), First Nations Programs members and regional headquarters senior staff.

In Western Region, RASC has engaged in and developed other initiatives such as the PEACE Program, “*A Police Officer’s Guide for Skeletal Remains*” document, and the Aboriginal Relations Team (ART). Other regions are developing their RASC issues similarly but with an eye to their unique regional needs.

Aboriginal Relations Team (ART)

At OPP General Headquarters the Inspector, Aboriginal Liaison - Operations leads this initiative. The Aboriginal Relations Team (ART) originated from the Western Region Aboriginal Strategy Committee in 2004, with the following purpose:

To provide specialized support and assistance in the spirit of partnership with all Nations in building respectful relations between police services and Aboriginal peoples and communities while honouring each one’s uniqueness and the Creator’s gifts with dignity and respect.

Selected Aboriginal police officers build community-police relationships. The primary focus of ART is proactive involvement with the Aboriginal community resulting in relationship building. Officers are given training in the development of mediation and conflict resolution skills to support an appropriate OPP emergency response when required. The training also includes effective presentation and cultural awareness. Officers receive a focused discussion on issues to be considered when responding to an event involving Aboriginal participants.

ART nurtures relationships with Aboriginal communities. Members focus on building relationships by developing and maintaining an element of trust. Community issues are then addressed with the assistance of ART in a proactive manner to prevent the escalation

of issues. Accordingly, ART supports emergency response incidents with their specialized knowledge, relationships and experience with Aboriginal communities.

Major Event Liaison Team (MELT)

The ART members support another specialized group – Major Event Liaison Team (MELT), who work at major incidents/events that do not necessarily involve Aboriginal participants. Where Aboriginal communities are involved, the ART members contribute their expertise and relationships to support successful resolution of conflicts. The key purpose of MELT is liaising, connecting and working with key parties involved in a major event. MELT members approach relationship building by developing and maintaining trust. Much work is done in advance of the event by accessing and mutually sharing information and positions with all participants. There is an emphasis on conflict resolution and mediation to resolve issues from diverse stakeholders.

SECTION G: CRITICAL INCIDENT RESPONSE

Overview

Response to critical incidents must balance the need to develop processes that take into account the unique nature of each situation with the need for a consistent approach in the interest of community safety. Any process must be enveloped in a proactive approach to understanding and strengthening meaningful relationships with the communities involved as a means of preventing and de-escalating these incidents.

A Framework for Police Preparedness for Aboriginal Critical Incidents

In 2000 the OPP reviewed the processes for officer response to incidents involving Aboriginal protest or crisis. Emergency Management Bureau (now Field Support Bureau) led the creation of a document entitled *A Framework for Police Preparedness to First Nation Related Issues*. The document identified a broad range of issues that should be considered in police response. Police were encouraged to consider both proactive and reactive measures as they responded. In addition to a basic framework for governing operational considerations, it identified resources that could be accessed or engaged to assist in various capacities.

The framework was further revised in 2005 and its principles and practices were entrenched in a policy document entitled, *A Framework for Police Preparedness for Aboriginal Critical Incidents*. Its current form has incorporated consideration of the evolution of initiatives such as the Aboriginal Relations Teams (ART) and the role of the Aboriginal Liaison – Operations (ALO) officer.

The Chiefs of Ontario raised certain considerations or made specific recommendations about the Framework, as did other participants during the OPP and Chiefs of Ontario Part II presentations. Commissioner Boniface adopted a number of these, as reflected in Exhibit P-1711 (Refinements to the Framework). For convenience, these refinements are reproduced here:

- The Framework reflects that it has application “where the source of conflict may stem from assertions associated to Aboriginal or treaty rights.” Examples of such sources of conflict are listed. However, the point was made during the OPP Forum that no definition, *per se*, of critical incident is contained in the Framework.

We agree that the above commentary does not encompass all situations where the Framework must be applied. The Framework will define “critical incident” in accordance with current practice and policy, as:

- *All incidents assessed to be high-risk on a First Nation’s territory or involving an Aboriginal person, and where the potential for violence requires the activation of the OPP Integrated Response (Level 2 Incident Commander, ERT, TRU and Crisis Negotiators); or*
 - *Any incident where the source of conflict may stem from assertions associated with Aboriginal, inherent or treaty rights.*
- COO Consideration 5: The document requires a more defined explanation of aboriginal and treaty rights from an Aboriginal perspective. The document needs to reflect that our rights do not stem from section 35 of the constitution but are inherent to First Nations as peoples.

We will expand Introductory language respecting Aboriginal rights to reflect the point made by COO that definition of rights is too limited.

- COO Consideration 6: The Framework requires more clarity in terms of the membership of the ART. It would be helpful to see criteria within the Framework to ensure consistency as the ART turns over its membership.

The criteria for ART membership would not normally be contained in this Police Order, but the criteria for ART membership and selection is in process of being documented, and we would be pleased to discuss this with the First Nations community.

- COO Recommendation 1: The dissemination of this policy to all First Nation self-directed police services, First Nations OPP administrated police services and communities who receive police services directly from the OPP. This is paramount and must be acted on immediately given the freshness of the policy.

The OPP agrees. Training on the Framework will be provided to all Detachment Commanders by the end of this year. After that, the Detachment Commanders will be in a position to discuss this policy with all First Nations self-directed police services, First Nations OPP administered police services and communities that receive police services directly from the OPP.

- COO Recommendation 2: Define a process to respond to potential conflicts that may arise between First Nations and agencies that are arms length from the Ontario government. (MNR, CAS)

The OPP would support a recommendation that other government agencies or arms of government (such as CAS and MNR) draw upon the Framework to formulate analogous policies)

- COO Recommendation 3: Enhanced resources for First Nation police services to respond to these incidents. (i.e. mediator training, ERT training...)

The OPP would support a recommendation that First Nations police services receive enhanced resources, particularly funding generally. As well, the OPP presently offers Crisis Negotiator training to First Nations police services, and the OPP utilizes the trained First Nations police services negotiators where appropriate, the OPP has an operational agreement in place with Mnjikaning Police Service, and has trained one of its officers as a fully trained ERT officer who regularly responds to calls both in the territory and in OPP Central Region, OPP will be delivering ERT containment training to 12 Treaty Three officers commencing in October 2006. This will assist in obtaining interoperability between the two police services.

- COO Recommendation 4: Advocate for additional Aboriginal Liaison Officers and stronger institution support for ALO and Incident Commanders within the OPP process.

The OPP supports additional ART officers and Aboriginal Liaison Officers. There are challenges respecting this issue, including funding.

- COO Recommendation 5: Ontario First Nations and the OPP require a process within the framework to jointly select the appropriate personnel to fill ART.

The OPP would welcome involvement by First Nations community in ART-related issues, particularly training.

- COO Recommendation 6: Local First Nation police services must play a lead role in all three stages of the incident and not be limited to only critical incident stage and currently defined

The OPP agrees that discussions must be ongoing in defining the role for local First Nations police services at all stages of an incident, and in relation to incidents on and off First Nations territories.

- COO Recommendation 7: At the post-critical incident stage a method to evaluate the operations of this policy is necessary and must include the OPP, the disputes and First Nation leadership to ensure ongoing success.

The OPP agrees that input and guidance from the First Nations leadership on developing assessment tools would be welcome.

- COO Recommendation 8: At the pre-critical stage a process of communication for having the OPP or local police service assist with peacekeepers at activism events. This will be strictly for the benefit of event organizers to ensure all the steps are taken to prevent a critical incident from happening.

The OPP agrees. This was the strategy used in 2001 by the OPP and Akwasasne Police when activists enroute to the Quebec summit intended to enter Canada at the International Bridge in Cornwall. The OPP proposes to address this specifically in an amended Framework.

Crisis Negotiator Program

The OPP Crisis Negotiator Program was established in 1976. In 1998 a review of the program was conducted at which time 59 OPP negotiators were established. During this review the candidate selection process was revised, mandatory annual maintenance training was instituted and standardized equipment was identified.

In December 2004 a competency model was developed. The 8 competencies required for participation in the program were commitment to organizational learning, communicating effectively, flexibility, impact and influence, learning from experience, problem solving, self-control and team work. Currently, every negotiator must go through a selection process as detailed above and a mentoring period in the field.

As a result of further enhancements to the program six OPP Aboriginal officers have been trained and assigned as crisis negotiators. Currently every region except the Greater Toronto Region has a crisis negotiator who is Aboriginal. In addition to OPP Aboriginal officers, six members of First Nation police services have received crisis negotiator training, and are available to respond with OPP crisis negotiator teams. These officers are located at Six Nations, Tyendinaga, United Chiefs and Councils of Manitoulin and Wikwemikong. North West, Central, and Eastern Regions will be conducting selection processes for new negotiators early in 2006.

SECTION H: MENTORING ABORIGINAL MEMBERS

Overview

The OPP has invested in its Aboriginal members through a variety of forums and initiatives as a means of enhancing mutual learning and understanding. The most significant of these initiatives are discussed below:

Aboriginal Officers Leadership Forum

In 2002 the first annual OPP Aboriginal Officers Leadership Forum was organized and held at OPP General Headquarters. The forum's primary objectives were to give OPP officers of Aboriginal descent an opportunity to come together and share experiences as well as develop contacts with each other. The gathering also created an environment in which the knowledge and experiences of officers could assist the OPP in planning for the future. The result has been a strengthening of the organizational impact made by Aboriginal officers through communication and education.

Forum content includes keynote speakers, information sharing, presentations on relevant organizational issues, and social/networking events, all within a context of Aboriginal culture. An annual theme was identified and speakers were chosen on the basis of their ability to address those matters. Speakers have included Ontario Lieutenant Governor James K. Bartleman, former National Hockey League player and coach Ted Nolan, Ontario Court of Appeal Justice Harry Laforme and Union of Ontario Indians Grand Council Chief John Beaucage.

Recommendations that result from the deliberations of the officers are processed through the Provincial Commander of Field and Traffic Services to the Commissioner. As a result of their participation in the forum officers report a sense of strength and solidarity. The forum is now firmly entrenched as an event where Aboriginal officers come together in a supportive environment to discuss individual and collective concerns, experience and ideas.

Aboriginal Officers Planning Committee

Since 2002 the OPP Aboriginal Officers Leadership Forum has occurred on a yearly basis. In support of the forum a committee consisting of Aboriginal officers and support staff has been identified to plan and coordinate the event. In addition the committee sits beyond the period of event planning and discusses issues of relevance to Aboriginal officers.

As a result the planning committee has become an advocacy group for all OPP Aboriginal officers. In addition to advancing the recommendations coming out of the forum, the planning group is in the process of developing an OPP Aboriginal Officer newsletter. Another initiative involves enhanced mentoring for Aboriginal officers. This is further addressed in the OPP Responses to Commission's Questions: Aboriginal Initiatives.

Traditional Aboriginal Drum Gifted to the Ontario Provincial Police

In 2002 Zhowski Miingan (Blue Wolf), a traditional Aboriginal Drum was gifted to the OPP Aboriginal officers. As a result of guidance from Aboriginal Elders the Drum was received by the OPP with a condition that Aboriginal officers were to care for and protect it in keeping with Aboriginal spiritual principles. The Drum was received and recognized through ceremony.

Originally, four officers were identified to sit at the Drum. Currently there are 11. The members are committed to traditional Aboriginal lifestyles and are required by tradition to attend ceremonies with Zhowski Miingan (Blue Wolf) to mark the changing of the seasons.

Since the Drum came into the care of its OPP keeper almost four years ago, Zhowski Miingan (Blue Wolf) has drummed at over 110 events and has received six eagle feathers. It is a rare honour for officers of a police service to be given the care of a

traditional Drum. The responsibility is one the OPP supports with great respect and gratitude, and one to which the organization intends to stay true.