



EDMONTON POLICE SERVICE

REPORT TO THE EDMONTON POLICE COMMISSION

DATE: 2019 02 27

SUBJECT: EPS Review on Broken Trust Report from the Office of the Independent Police Review Director (OIPRD)

RECOMMENDATION(S):

That this review be received for information.

INTRODUCTION:

The Edmonton Police Service (EPS) is committed to increasing the public safety through excellence in the prevention, intervention, and suppression of crime and disorder. In order to effectively achieve the service's vision of Edmonton being the safest major city in Canada and for the Edmonton Police Service to be recognized as a leader in policing, it is necessary to examine and understand the Service's relationship with the Indigenous Peoples of this land. Addressing the barriers that Indigenous Peoples experience within the criminal justice system during interactions with the police service is a priority to ensure the overall health and safety of our community. Recommendations and findings from this report will inform the work of the overall Community Engagement strategy the EPS will be moving forward with.

BACKGROUND:

In December of 2018, the Office of the Independent Police Review Director (OIPRD) released a two year review of Thunder Bay's Police Service in relation to allegations of systemic discrimination of Indigenous Peoples. It was evident through this process that there were several examples of gaps in service delivery, operations, and investigative processes where systemic racism was evident. From this investigation, the OIPRD created 44 recommendations for the Thunder Bay Police Service to implement in order to address the concerns of systemic racism against Indigenous Peoples.

The purpose of the EPS Review of the Broken Trust Report is to assess the relevant areas of concern identified by the OIPRD report on Thunder Bay Police Service as they relate to specific barriers as experienced by Indigenous communities in Edmonton. This EPS review was conducted by the Edmonton Police Service's Indigenous Relations Coordinator.

ADDITIONAL INFORMATION ATTACHED:

- Edmonton Police Service Review of Broken Trust Report from the Office of the Independent Police Review Director (OIPRD)
- Broken Trust Report: Recommendations

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Chief of Police: _____

Date: _____

March 27, 19



Edmonton Police Service Review of Broken Trust Report from the Office of the Independent Police Review Director (OIPRD)

February 27, 2019

**Edmonton Police Service
Headquarters
9620 103A Ave
Edmonton, Alberta T5H 0H7**

**Executive Sponsorship: Acting Deputy Chief, Chad Tawfik
Owned by: Office of the Chief
Prepared by: Andrea Levey, Indigenous Relations Coordinator**

Background:

The Edmonton Police Service (EPS) is committed to increasing the public safety through excellence in the prevention, intervention, and suppression of crime and disorder. In order to effectively achieve the service's vision of Edmonton being the safest major city in Canada and for the Edmonton Police Service to be recognized as a leader in policing, it is necessary to examine and understand the Service's relationship with the Indigenous Peoples of this land. Addressing the barriers that Indigenous Peoples experience within the criminal justice system during interactions with the police service is a priority to ensure the overall health and safety of our community.

In December of 2018, the Office of the Independent Police Review Director (OIPRD) released a two year review of Thunder Bay's Police Service in relation to allegations of systemic discrimination of Indigenous Peoples. It was evident through this process that there were several examples of gaps in service delivery, operations, and investigative processes where systemic racism was evident. From this investigation, the OIPRD created 44 recommendations for the Thunder Bay Police Service to implement in order to address the concerns of systemic racism against Indigenous Peoples. Please see (Attachment I) for the complete list of recommendations.

The purpose of this document is to review the relevant areas of concern identified by the OIPRD report on Thunder Bay Police Service as they relate to specific barriers as experienced by Indigenous communities in Edmonton. Due to the lack of capacity and resources within the EPS Indigenous Relations Detail to effectively analyze all relevant numerical data, organizational culture, and practices and policies, the information provided within this document will be empirically based on the writer's experience with community and interviews with internal members. For further in-depth analysis of systemic discrimination of Indigenous Peoples as done so by the OIPRD in Thunder Bay, a large scale investigation is recommended.

Relevance:

Over 150 years of Colonization¹ have shaped the current socio, economic and political landscape of Canada we know today. It is within this context that we must acknowledge the relationship between the police and Indigenous community. Since Settler contact, the relationship with Indigenous peoples have been fraught with conflict; fur trade, settler expansion, legislative violence, Residential School Systems, and cultural genocide. Within these experiences, the police have held the enforcement role of violent government legislation created to systematically oppress Indigenous people, and thus have become the symbol of colonial enforcement for many generations. Today, we must acknowledge how our shared histories have shaped and impacted our individual and collective identities in a colonized society. This understanding can help us to effectively navigate our relationships with one another, by identifying the complexities that have formed our systems of justice.

¹ Colonization is a process by which a dominate society imposes through legislation a subjugation and control of another society or people for the purpose of political and economical control. This process in Canada has stripped Indigenous people of their land, language, and culture in targeted assimilation legislation for the purpose of economic and political expansion.

Colonization in contemporary times has manifested itself in terms of social exclusion, poverty, violence, and alcoholism, culminating in over criminalization of Indigenous Peoples (Comack 2012). Due to continued colonial influence, Indigenous Peoples often experience multiple barriers to social services and an intersection of issues resulting in an over representation of mental health issues, homelessness, poverty, and criminalization. According to Grace- Edward Galabuzi (2009) “[social exclusion] is used to broadly describe the structures and the dynamic processes of inequality among groups in society, which, over time, structure access to critical resources that determine the quality of membership in society.” These social issues are not viewed as the responsibility of the police directly, but the nature of policing demands an understanding of the realities in which Indigenous Peoples live within.

In 2018, the Edmonton Police Service worked with members of the Indigenous Community Liaison Committee to update the Aboriginal Strategy to reflect the current needs of the Indigenous community in Edmonton. From this working group, the 2018-2022 Indigenous Community Engagement Strategy was created. This process produced five identified goals for the strategy:

1. Develop Strategic Community Partnerships
2. Increase Education, Training, and Cultural Awareness
3. Increase Recruiting in the Indigenous Community
4. Develop Indigenous Engagement Best Practices and Procedures in Policing
5. Keep Informed on Issues Affecting the Indigenous Community

From the identified goals, it is apparent that in order to address the over representation of Indigenous Peoples within the criminal justice system, the organization must be mindful of the external socio-political climate in relation to issues that affect the Indigenous community on a national scale. The OIPRD report is just one example of a national outcry of the experiences of Indigenous People in their interactions with the criminal justice system. Experiences such as Tina Fontaine², Colten Boushie³, and Cindy Gladue⁴ have also had national coverage and outrage, but resulted in little to no systemic change.

The duty of the policing system is to provide safety and support for all community, as Sir Robert Peel's principles of policing, Principle 7 states, “Police at all times, should maintain a relationship to the public that gives reality to the historic tradition that the police are the public and the public are the police [...]” It is within this sentiment that we find common ground with Indigenous ideology as in order to begin truly decolonizing our criminal justice system, we must first start by changing *them* and *us*, to we (Native Women's Association 2017).

² Tina Fontaine was a 15 year old First Nations teen who died in August 2014 after being reported missing to local authorities in Winnipeg. At 3 A.M. on August 8, two police officers encountered her in a truck with an allegedly drunk driver as part of a traffic stop, but did not take her in to custody even though she was known to be missing. Her body was later found wrapped in a duvet and weighed down by rocks in the Red River. The accused, Cormier, was later acquitted by a jury in February 2018.

³ On August 9, 2016, 22 year old Colten Boushie died by gunshot by Gerald Stanley after Colten and his friends stopped with a flat tire on Stanley's property. Stanley was later acquitted by an all white jury on February 9, 2018.

⁴ Cindy Gladue was an Indigenous women, mother, and daughter who was found in a bathtub at the Yellowhead Inn where she bled to death after what her accused killer Bradley Barton, defined as 'rough sex'. Bradley Barton was acquitted of both manslaughter and murder in March 2015 by a jury in the death of Cindy Gladue, who was identified as a sex worker.

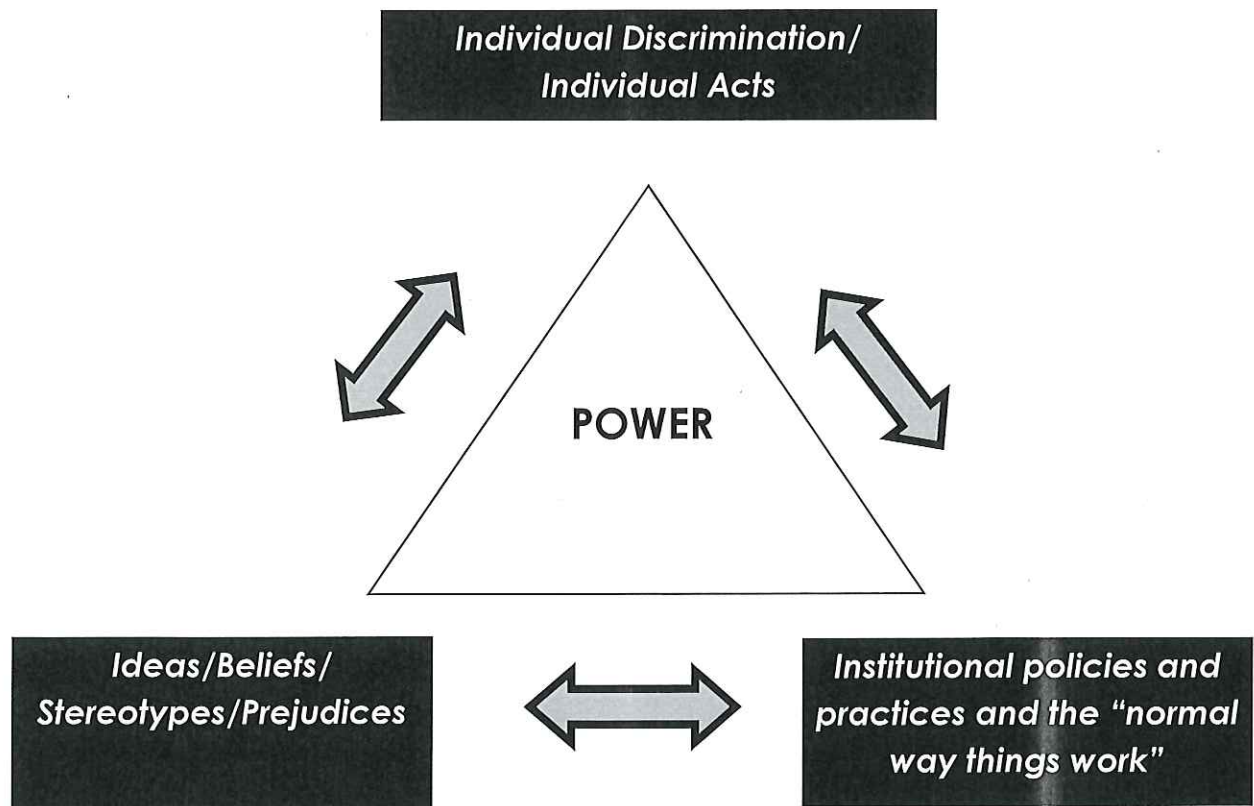
Unpacking Systemic Discrimination:

In order to effectively navigate the ways in which Indigenous Peoples are truly affected by interactions with the criminal justice system as a whole, we must first understand the concept of systemic discrimination. System discrimination occurs when, intentionally or unintentionally, discrimination becomes institutionalized in policies and practices. In other words, when discrimination is combined with power, the result is anything from an organization to a whole society whose structures exclude non-members of the group in power from full enjoyment of the benefits that society has to offer.

The following diagram is an analytical tool, called the Power Triangle, which is used to breakdown the concept of systemic discrimination into three components:

1. Individual discrimination/Individual acts
2. Ideas/Beliefs/Stereotypes/Prejudices
3. Institutional policies and practices and the “normal way things work”

The power triangle maps the inter-connectedness of individual acts with ideas/beliefs/stereotypes/prejudices and institutional policies and practices that intentionally or unintentionally result in differential treatment of a group of people based on social identity factors such as race, Indigenous Status, sexual orientation, gender identity, gender expression, mental or physical disability, age, economic status/class, religious beliefs, etc.



In order for systemic discrimination to be operating, all three 3 components of the triangle need to be

at play. For example, when analysing systemic racism against Indigenous people the three components of the triangle might look like this:

1. Individual Discrimination/Individual Acts: racial slurs, mocking accents, mocking or making fun of appearance, exclusionary behaviour, inappropriate jokes.
2. Ideas/Beliefs/Stereotypes/Prejudices: Sounds like “all Indigenous people are like....,” attributions about alcohol and/or drug use, low economic status, criminality, homelessness, etc. that are all assumed to be related to a person’s Indigenous identity.
3. Institutional policies and practices and the “normal way things work”: Indian Act, Residential Schools, Colonization, cultural genocide, categorization of “Indian Status.”

When exploring the Edmonton Police Service and its relationship with Indigenous people, we must keep in mind how systemic discrimination can manifest in large organizations. As the Power Triangle shows, often when we think of discrimination or racism, the things that come to mind are on an individual basis and are easily identified. While there are instances of overt discrimination and racism that occur within the service, for the purposes of this report we will be unpacking the qualities of discrimination on a systems level which is often harder to identify, and as such is more complicated to address.

Canada’s history of colonization has imbedded dangerous ideas and beliefs that have been integrated in Canadian society through a racialized⁵ discourse concerning the original peoples of this land. It was an economical approach for the government to minimize the experiences, stories, and personhood of Indigenous peoples so that Westward expansion could happen effectively. The impact has been a normalization of the mistreatment and oppression of Indigenous Peoples so that legislative practices could be enforced on Indigenous communities without the knowledge and care of settler Canadian society.

Such systems have generated generations of Indigenous people systematically oppressed by the government. An example of such devastating legislation is the Indian Act, which has controlled every aspect of an Indian’s life since the confederation of Canada, down to government controlled identity, economic progress, legal representation, land control and access, and ability to engage with culture and language. Complete subjugation under federal jurisdiction has created devastating impacts on First Nation, Métis and Inuit communities. Even the categorization and membership within these three compartmentalized identities is controlled by federal legislation. The impacts of these dangerous ideas and beliefs and the systems that uphold them are numerous. For example, we see the effects every day in the policing world through over representation in the: criminal justice system, mental health system, and child welfare system.

Assessing Systemic Discrimination in Organizations:

According to the Ontario Human Rights Commission (2019) systemic discrimination can be found in organizations by examining numerical data, policies/practices and decision making processes, and organizational culture

⁵ Racialization is a term that refers to the process by which a group of people are divided, categorized, and segregated as the ‘Other’ by using racial determinants to create specific discourses surrounding identified races by dominant groups.

1. Numerical Data: Numerical data such as statistics may show that racialized persons are not being equally treated by or within an organization. In some instances, numerical data will suggest that there may be systemic discrimination because too few racialized people are represented, for example in positions of leadership. In other situations, it may show that too many racialized people are represented, for example in police stops.

Numerical data alone isn't likely to be proof of systemic discrimination. However, it serves as an indicator or a "red flag" that there is a problem. An organization may be able to challenge the data or show that there is a non-discriminatory explanation for the numbers.

2. Policies, Practices and Decision-Making Processes: Formal and informal policies, practices and decision-making processes can result in barriers for and exclusion of racialized persons. The use of informal or highly discretionary approaches are particularly problematic as there is more room for subjective considerations, differing standards and biases to come into play. It is also important not to design policies, practices and decision-making processes in a way that does not account for individual differences or that uses the dominant culture as the norm.

3. Organizational Culture: Organizations can have their own internal cultures which, if not inclusive, can marginalize or alienate racialized persons. For example, an organization that values a particular communication style based on how people from the dominant culture tend to communicate may undervalue a different, but equally effective, communication style used by a racialized person. Similarly, social relationships and networks that are an important part of success may sometimes exclude racialized persons.

Thunder Bay Police Service (TBPS): Recommendations

The OIPRD report has covered a great scope of relevant information to glean an understanding of systemic racism within the police service. Through this, the independent investigators have gathered information from numerical data, organizational culture, and policies and practices. Considerable exploration into specific instances of sudden death cases and other operational areas have led to in depth and specific recommendations that do not translate to the Edmonton Police Service. For the purpose of this review, the below recommendations are those identified that have impact on the EPS and have either been remedied already or are in need of further consideration.

Recommendations on Racism in Policing- Operational Areas

Recommendations	EPS Current State	Future Considerations
14. TBPS should, on a priority basis, establish protocols with other police services in the region, including Nishnawbe-Aski Police Service and Anishinabek Police Service to enhance information sharing.	Edmonton Police Service has formalized relationships with RCMP through INSET and ALERT, as well as other initiatives through major crimes, patrol divisions, and involvement through the	Edmonton Police Service should continue to foster sustainable relationships with nearby First Nations, and should identify specific nations to work with in the future, which will help to achieve implementation of the

	Alberta Association of Chiefs of Police . This committee includes policing agencies of Blood Tribe, Tsuu T'ina Nation and Lakeshore Regional police.	Indigenous Community Engagement Strategy.
15. TBPS should fully integrate the Aboriginal Liaison Unit's role into additional areas of the police service. This would help to promote respectful relationships between TBPS and the Indigenous Peoples it serves.	The current Indigenous Relations Detail consists of 1 civilian member, who falls under Community and Youth Services Branch. This position is responsible for the implementation of the Indigenous Community Engagement Strategy.	An Indigenous lens should be imbedded within the organization, providing the foundation for which the Edmonton Police Service works with our community. Integration of this area within the service is vital for creating healthy communities. Opportunities exist to expand the role of the Indigenous Relations Detail as a strategic advisory across organizational business lines.
16. TBPS should increase the number of officers in the Aboriginal Liaison Unit by at least three additional officers.	The Indigenous Relations Detail has 1 civilian member.	The Indigenous Relations Detail needs to be able to meet the demands and needs of the community, and should be supported in advocating for the best model to build capacity of the organization to meet those needs. Building corporate support of members throughout the organization to engage and respond to needs of the community should be encouraged.
17. With Indigenous engagement and advice, TBPS should take measures to acknowledge Indigenous culture inside headquarters or immediately outside of it.	The Edmonton Police Service has various forms of art displayed throughout divisions that have been donated by artists and community as a sign of respect and honour. An example of this is the Alex Decouteau display who was the first Indigenous Police Officer in Canada, which resides in the Police Headquarters atrium.	The service should take measures to promote Indigenous identity and culture within the divisions, not just for the external community, but to demonstrate a commitment to and pride for the service's Indigenous members.
22. TBPS and the Thunder Bay Police Services Board should re-evaluate their missing persons policies, procedures and practices upon review of the report of the National Inquiry into Missing and Murdered Indigenous Women and Girls, due to be released on	Historical Homicide Unit and Missing Persons Unit created a separate task force to examine previous files that involved Indigenous women who had been murdered or gone missing. From this, at least one case was solved. This was done prior to	Missing Persons Unit should be supported to review their policies and practices upon the conclusion and recommendations provided by the National Inquiry. In order to do so and maintain operational capacity, they will require

or before April 30, 2019.	the Inquiry's request and conclusion.	additional support.
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Regarding Racism in Policing- General

Recommendations	EPS Current State	Future Considerations
32. TBPS should focus proactively on actions to eliminate systemic racism, including removing systemic barriers and the root causes of racial inequities in the service. TBPS should undertake a human rights organizational change strategy and action plan as recommended by the Ontario Human Rights Commission in October 2016.	<p>The Edmonton Police Service currently has an Equity, Diversity and Human Rights (EDHR) Strategic Advisor tasked with supporting the organization to imbed policies and practices of EDHR within the service. This includes identifying systemic barriers and working with appropriate areas to reduce those barriers</p> <p>The EDHR Strategic Advisor has overseen the following initiatives:</p> <ul style="list-style-type: none"> - Fair and Equitable Policing Policy and Procedure - Bias Awareness and Management Procedure - Street Check and Street Check Reporting Procedure and subsequent Quality Assurance Processes - Unconscious Bias Training and Education. 	The EDHR Strategic Advisor and Indigenous Relations Coordinator need to be appropriately positioned and aligned within the organization to collaborate and work with one another and the entire organization to increase effectiveness and efficiency in this area, and to ensure an Indigenous lens is applied throughout.
33. TBPS leadership should publicly and formally acknowledge that racism exists at all levels within the police service and it will not tolerate racist views or actions. TBPS leadership should engage with Indigenous communities on the forum for and content of these acknowledgements. This would be an important step in TBPS advancing reconciliation with Indigenous people.	The Edmonton Police Service is currently undergoing an extensive review process to adequately identify historical context and EPS specific involvement with the LGBTQ2S+ in order to respond appropriately to requests for an apology from the EPS made from the LGBTQ2S+ community. This process is being developed with a commitment to reconciliation.	The Edmonton Police Service has never publicly acknowledged or apologized for the treatment and systemic discrimination of Indigenous peoples under the law as dictated by colonial legislation. An extensive review of past and current practices within the police service that involves and impacts Indigenous Peoples is recommended. Before we can truly move towards reconciliation, we must first acknowledge the truth of the history and impacts of the relationship between

		Indigenous Peoples and policing.
35. TBPS leadership should create a permanent advisory group involving the police chief and Indigenous leadership with a defined mandate, regular meetings and a mechanism for crisis-driven meetings to address racism within TBPS and other issues.	The Chiefs Advisory Council currently has 8 identified marginalized communities operating within it. Through this capacity, they provide information of issues that affect their various communities. The Indigenous community is represented by the Indigenous Community Liaison Committee. This is currently made up on various agencies that are Indigenous, or serve Indigenous Peoples. It has been raised that the makeup of the committee is not an accurate representation of the larger Indigenous community.	In order to address the issues and inequities affecting the Indigenous community, it is vital that representation of the Indigenous community is represented in an advisory capacity to the Chief of Police. This council should be able to advise on crisis driven issues, as well as provide cultural oversight for the organization.

Recommendations Regarding Racism in Policing- Training

Recommendations	EPS Current State	Future Considerations
<p>36. TBPS should work with training experts, Indigenous leaders, Elders and the Indigenous Justice Division of the Ministry of the Attorney General to design and implement mandatory Indigenous cultural competency and anti-racism training for all TBPS officers and employees, that:</p> <ul style="list-style-type: none"> a. Is ongoing throughout the career of a TBPS officer or employee b. Involves “experiential training” that includes Elders and community members who can share their perspective and answer questions based on their own lived experiences. c. Is informed by content determined at the local level, and informed by all best practices d. Is interactive and allows for respectful dialogue involving all 	<ul style="list-style-type: none"> • The Indigenous Relations Detail has hosted two separate mandatory editions of Aboriginal Awareness training and Historical Trauma education over the course of the past 5 years. Through this process, over 1400 members have been trained. These trainings were initiated in a reactive manner and provided limited time for true involvement from Elders, knowledge keepers, and community. • Indigenous Relations Detail is responsible for Recruit training and is provided 2.5 hours to discuss colonization, systemic discrimination, and cultural safety. There is limited time for the inclusion of cultural 	<p>The Edmonton Police Service should provide support and direction for the creation of a more inclusive and engaging model of education. Indigenous educational opportunities should be imbedded throughout the life of a police officer in different capacities.</p> <p>EPS should work with local knowledge keepers, investigative areas, and Education unit to create training that is local and relevant to the issues that EPS has.</p> <p>Opportunities for experiential learning should be communicated and offered to the service at large. Support for engaging with Indigenous experiential learning needs to be directed by the Senior</p>

<p>participants</p> <p>e. Reflects the diversity within Indigenous communities, rather than focusing on one culture to the exclusion of others</p> <p>f. Explains how the diversity of Indigenous people and pre and post contact history is relevant to the ongoing work of TBPS officers and employees. For example, Indigenous culture and practices are highly relevant to how officers should serve Indigenous people, conduct missing persons investigations, build trust, accommodate practices associated with the deaths of loved ones and avoid micro-aggressions. Micro-aggressions are daily verbal or non-verbal slights, snubs, or insults that communicate, often inadvertently, derogatory or negative messages to members of vulnerable or marginalized communities.</p>	<p>awareness training.</p> <ul style="list-style-type: none"> Indigenous Relations Detail offers training to Emergency Communications Officer training class and is provided 1 hour. This training only has the capacity to discuss history and impacts of Indigenous specific legislation. Community and Operations Support Unit host Community Conversations with the Recruits during training. This exercise provides an opportunity for Recruits to engage with community members with lived experience and learn from them in a safe space. 	<p>Executive level.</p> <p>Learning through experience creates an opportunity for growth and empathy that course based education often lacks. An emphasis on the importance of experiential learning is encouraged.</p>
<p>37. TBPS should ensure the Indigenous cultural competency training recommended in this report is accompanied by initiatives in collaboration with First Nations police services that allow TBPS officers to train or work with First Nations police services and visit remote First Nations to provide outreach.</p>	<p>The Edmonton Police Service does not currently have a formalized work experience exchange with neighbouring First Nations.</p>	<p>The Edmonton Police Service should explore the possibilities of engaging in an officer exchange program, similar to the one the Calgary Police Service and TsuuT'ina Nation has in place.</p>
<p>38. TBPS leadership should provide greater support for volunteerism by attending relevant sporting or community events.</p>	<p>Community and Operations Support Unit has a program to support community engagement through a coordinated police approach. This program is called the PACE (police and community engagement) team.</p>	<p>The PACE team should continue to work with Indigenous communities to address engagement needs, as well as provide relevant training to PACE members that will benefit them in their engagement efforts. Future community engagement initiatives should account for the need of senior leadership representation at community</p>

		based events and dialogue.
39. TBPS should develop and enhance additional cultural awareness training programs relating to the diverse community it serves.	The Equity, Diversity and Human Rights Strategic Advisor provides Bias Awareness training, as well as Modern Policing Analysis ⁶ training, which incorporates the service's policy of bias awareness policing and cultural safety ⁷ .	The service needs to provide opportunities for its members to engage with Indigenous culture in an experiential way, and should work with Indigenous knowledge keepers and Elders to ensure appropriate knowledge.

Recommendations on Racism in Policing- Recruitment and Job Promotion

Recommendations	EPS Current State	Future Considerations
40. TBPS should implement psychological testing designed to eliminate applicants who have or express racist views and attitudes. In Ontario, such specific testing is not done. It can be tailored to the TBPS experience. This testing should be implemented in Thunder Bay on a priority basis.	The Recruit Selection Unit does not use a specific psychological testing process to determine racist attitudes. However, they have recently tailored the EPS Bias Awareness training for their RSU staff and the Recruit Mentoring Academy participants.	The Edmonton Police Service should ensure that Recruit Selection Unit adopts a Trauma Informed Approach that seeks candidates who demonstrate empathy and compassionate core characteristics.
41. TBPS should, on a priority basis, create and adopt a proactive strategy to increase diversity within the service, with prominence given to Indigenous candidates.	Recruiting Selection Unit (RSU) is working hard to operate the Recruit Mentoring Academy. The objective of the academy are: <ol style="list-style-type: none"> 1. Identify promising applicants from all demographics with a focus on under-represented communities and expose them to sessions related to the application process. 2. Introduce the EPS culture 	Recruit Selection Unit should actively engage Indigenous communities and organizations to create sustainable working partnerships. Recruiting is an organizational responsibility, and as such, the entire organization should be equipped with knowledge of the recruiting process in order to engage with prospective applicants appropriately.

⁶ Modern Policing Analysis is a **tool** used to assess how diverse groups of people, may experience service provision, and be **differentially impacted by policies, programs, and initiatives**, across the Edmonton Police Service.

⁷ Cultural Safety means an environment which is spiritually, socially and emotionally safe, as well as physically safe for people; where there is no assault, challenge or denial of their identity, of who they are and what they need. It is about shared respect, shared meaning, and shared knowledge and experience of learning together with dignity and truly listening.

	to promising applicants in a controlled environment prior to Recruit Training Unit. RSU also works with diverse sworn and community members who advise on recruitment strategies to encourage diverse applicants to apply.	The organizational culture needs to shift to demonstrate a culturally safe environment for prospective Indigenous applicants. Given the colonial legacy of policing, it is reasonable to acknowledge that policing may not be the most comfortable environment for Indigenous peoples. Creating a work space that is supportive and proud of its Indigenous employees is an important first step towards recruiting Indigenous applicants.
42. TBPS leadership should link job promotion to demonstrated Indigenous cultural competency.	The Equity, Diversity, and Human Rights Strategic Advisor provides bias awareness training and oversight to the promotion process.	The Indigenous Relations Coordinator should consult with the Equity, Diversity and Human Rights Strategic Advisor on how to respond to this recommendation.

Additional Organizational Considerations:

Over the past five years in this organization, anecdotal information regarding the experiences of members of the Indigenous community have come to light regarding interactions with police in various capacities. The OIPRD report has highlighted similar experiences and issues within their service in terms of organizational culture and investigative areas. The OIPRD report highlighted several recommendations that pertain to investigative areas that have potential for concern by the service. Working within a large organization, there are gaps in processes that could have potential for systemic discrimination to alter the ways in which calls for service are handled. One of the recommendations of the OIPRD report is that the Thunder Bay Police Service should acknowledge the existence of systemic discrimination within the service. In terms of systemic discrimination, the failing of Police services and government bodies is the hesitation to acknowledge the potential for discrimination, for without acknowledgement, issues are unable to be resolved.

Below are areas of concern for the service that have not been directly named by the OIPRD report, but should be addressed. This information has been gathered through support from internal members as well as experiences as related to the Indigenous Relations Coordinator.

Missing Persons Unit:

In conversation with community members and internal members it has been made apparent that there is a lack of resources and capacity within the unit at this time to adequately address the current and active files while attempting to manage the investigative tasks associated to historic unsolved files and the newly created National Missing Persons DNA Program. The unit is made up of 3 members: 1 Sergeant

and 2 Constables. There is also 1 Detective and 1 Constable on loan from Human Resources. The Detective's primary mandate is the investigation of chronic runaway files however; the member is not fully operational. The Constable acts as a Family Liaison Officer between both Missing Persons Unit and Historical Homicide Unit. It has been expressed that the unit is struggling to manage the sheer volume of calls for service in this area. Without the additional support of on loan officers, the unit would not be able to respond accordingly and as such, victims and families would fall through the cracks.

Indigenous women and girls make up large proportions of individuals who are reported missing. According to an RCMP Report "Missing and Murdered Aboriginal Women: A National Operational Overview" there have been approximately 2000 cases of missing and murdered Indigenous women over the years. This is data based on RCMP information up to 2013. Unfortunately, the scope of this project does not allow for more data collection from Edmonton specific cases. However, the empirical evidence would suggest that the high numbers of chronic runaways situations with Indigenous youth as well as the high rate of Indigenous women and girls that have been reported in other jurisdictions, would lend itself to high numbers of Indigenous Peoples being reported as missing.

Historical Homicide Unit

The Historical Homicide Unit consists of 4 funded Detective positions, and 1 Constable on loan from Human Resources. The HHU Detectives are responsible for conducting case reviews and to conduct investigations into Historical Homicides. The Constable on loan is an integral part of the team as they provide Intake services as well as act as a Family Liaison Officer, shared with Missing Persons Unit. Without this position, the families and victims would not be able to access the support that is dire in their situations. The expectation is with the families that someone is in this role, which provides immeasurable support to them.

In addition to the necessary supports those victims' families require from Victim Services, the families expect direct contact with an officer close that is involved in the investigation or the investigative unit. The HHU and MPU have teamed up in recent years to diligently re-investigate identified cases of Missing and Murdered Indigenous women and girls under the jurisdiction of the EPS. On September 21, 2017 they presented to the Police Commission that they had reviewed 10 Missing Persons and 11 Homicides as part of the review for the MMIWG Inquiry. This was a procedure done before the National Inquiry into Missing and Murdered Indigenous Women and Girls was concluded, and was viewed as a necessary response to ensure that systemic discrimination and outdated technology and information did not impede the investigations. Through this process, they have been able to conclude at least one file.

Emergency Communications:

A recurring concern heard from community members is regarding the treatment received through the complaint line as well as the emergency line. On numerous occasions, community partners have had to use alternate methods to have their clients concerns and reports taken seriously. Regardless of the process and procedures that are in place by Missing Persons Unit and other investigative areas, incidents are happening where the response of the call evaluator is one of disdain and/or disbelief. The emergency and complaint lines are the first point of contact for many community members, and when they are treated unfairly or not taken seriously, it is a reflection on the ways in which Indigenous Peoples are treated within the organization. This first interaction will determine the rest of the call for both police

members and community members, and as such often furthers the community from trusting the police. The dispatch and evaluation process is a dangerous gap in service in relation to systemic discrimination. At this level, it is easy for bias and discrimination to alter the projection of a person's call or complaint. On many occasions, community partners have had to access specific police members in unorthodox ways to get a report filed for their client. It is an unacceptable practice that community partners need to leverage their relationships with individuals within the police service to access a warranted police response. This is an example of how bias can impede community's access to equitable service.

Victim Services:

In response to Truth and Reconciliation (TRC) Recommendation 40, an Indigenous Victim Services Specialist was hired to respond to needs of the Indigenous community. Indigenous peoples are over represented in the criminal justice system as both offenders and victims. In an effort to best address the issues experienced by Indigenous peoples, appropriate culturally responsive services need to be created.

The Victim Services Unit consists of 5 victim specialists with the portfolios of Indigenous, Emerging Communities, Institutions, and Domestic Violence. In addition, there are two Coordinators who work specifically on Major Crimes. Given that this is often the first line of support for people experiencing trauma, several concerns have been to the Indigenous Relations Coordinator in relation to systemic discrimination such as a lack of training for all victim coordinators and volunteer advocates that focus in building cultural safety and bias awareness, as well as a system of client care that does not account for the diverse and intersectional identities and experiences of Indigenous victims, as well as other oppressed groups. In order to address gaps, enhanced training in Trauma Informed Practice, Cultural Safety, Historic Trauma, and Bias Awareness is recommended for all staff and volunteers.

Future Considerations:

To effectively address the concerns of systemic discrimination affecting the organization's relationships and interactions with Indigenous Peoples, it is recommended that the following are considered.

1. In order to effectively address over representation of Indigenous Peoples within the criminal justice system, the Indigenous Community Engagement Strategy needs to be embedded throughout all aspects of the Edmonton Police Service through a holistic approach that is lead by and meaningful to the local community. To do this in the right way, it is imperative that the EPS engages local knowledge keepers, Elders, academics, and leaders throughout the community to inform the implementation of the Indigenous Community Engagement Strategy.
2. An Indigenous Advisory Council should be considered in the future to inform the organization in relation to localized and traditional knowledge and expertise that represents the First Nation, Métis and Inuit communities that reside in Edmonton. This advisory council would be a separate entity from the existing Indigenous Community Liaison Committee.

3. The Edmonton Police Service should implement trauma informed⁸ approaches and education throughout the organization. Emphasis on the impacts of historical trauma⁹ is critical to the understanding of how trauma impacts Indigenous peoples specifically.
4. A large scale consultation with community members that have involvement with the criminal justice system to identify the needs and demands that are applicable to their experiences. This will better inform the service in the direction of future work of community reconciliation.
5. Victim Services Unit is in need of an analysis to determine and address the above mentioned concerns as a disproportionate number of Indigenous People experience victimization.
6. The EPS should assess the alignment and staffing of the Indigenous Relations Detail in order to ensure the capacity to address all of the organizational needs. . Currently, one person is responsible for implementation of a service wide strategy, organizational training, and overall organizational advisement of Indigenous issues. To be effective and achieve the goals of the strategy, the mission of the Edmonton Police Service, and to address the over criminalization of Indigenous Peoples, the Indigenous Relations Detail needs to be supported and aligned appropriately.
7. The following areas review this report and conduct internal scans to identify any issues that could lead to systemic issues of discrimination; Major Crimes Branch, Serious Crimes Branch, Victim Services Unit, Community and Youth Services Section, and Emergency Communication Section.
8. The EPS should conduct a review of Emergency Communications, including a quality assurance assessment of call intake to assess the frequency of mishandled calls, as well as investigating measures in place to prevent such instances.

⁸ Trauma Informed Approach is a process of acknowledging the various forms, and manifestations of trauma on individuals, with an emphasis on awareness of the trauma, recognition of the signs of trauma, and engagement to reduce opportunities for re-traumatization.

⁹ Historical Trauma refers to the inter generational effects that colonization has had on generations of Indigenous peoples in Canada.



OIPRD Report: Broken Trust Review of Indigenous People and the Thunder Bay Police Service Recommendations

Recommendations Regarding TBPS Sudden Death and Other Investigations

1. Nine of the TBPS sudden death investigations that the OIPRD reviewed are so problematic I recommend these cases be reinvestigated.
2. A multi-discipline investigation team should be established to undertake, at a minimum, the reinvestigation of the deaths of the nine Indigenous people identified.
3. The multi-discipline investigative team should establish a protocol for determining whether other TBPS sudden death investigations should be reinvestigated.
4. The multi-discipline investigation team should also assess whether the death of Stacy DeBungee should be reinvestigated, based on our Investigative Report and the Ontario Provincial Police review of the TBPS investigation. The team should also assess when and how the investigation should take place, without prejudicing ongoing Police Services Act proceedings.
5. TBPS should initiate an external peer-review process for at least three years following the release of this report.

Recommendations Regarding TBPS Investigators and the Criminal Investigations Branch

6. TBPS should immediately ensure sufficient staffing in its General Investigation Unit in the Criminal Investigations Branch. Adequate resources must be made available to enable this recommendation to be implemented on an urgent basis.
7. TBPS should establish a Major Crimes Unit – within the Criminal Investigations Branch – that complies with provincial standards and best practices in how it investigates serious cases, including homicides, sudden deaths and complex cases.
8. TBPS should provide officers, who have taken the appropriate training with opportunities to be assigned to work with Criminal Investigations Branch and the Major Crimes Unit investigators to gain experience.
9. TBPS should develop a formalized plan or protocol for training and mentoring officers assigned to Criminal Investigations Branch and the Major Crimes Unit.
10. TBPS should develop a strategic human resources succession plan to ensure the

General Investigations Unit, Criminal Investigations Branch and the Major Crime Unit is never without officers who are experienced in investigations.

11. TBPS should establish procedures to ensure occurrence or supplementary reports relevant to an investigation are brought to the attention of the lead investigator or case manager. This must take place regardless of whether a case has been earmarked for Major Case Management.

12. TBPS should develop procedures to ensure forensic identification officers are provided with the information necessary to do their work effectively.

13. TBPS should immediately improve how it employs, structures and integrates its investigation management system, Major Case Management system and its Niche database.

14. TBPS should, on a priority basis, establish protocols with other police services in the region, including Nishnawbe-Aski Police Service and Anishinabek Police Service to enhance information-sharing.

Recommendations Regarding Other TBPS Operational Areas

15. TBPS should fully integrate the Aboriginal Liaison Unit's role into additional areas of the police service. This would help to promote respectful relationships between TBPS and the Indigenous people it serves.

16. TBPS should increase the number of officers in the Aboriginal Liaison Unit by at least three additional officers.

17. With Indigenous engagement and advice, TBPS should take measures to acknowledge Indigenous culture inside headquarters or immediately outside it.

18. Thunder Bay Police Service should make wearing name tags on the front of their uniforms mandatory for all officers in the service.

19. TBPS should implement the use of in-car cameras and body-worn cameras.

20. TBPS should, through policy, impose and reinforce a positive duty on all of cer to disclose potential evidence of police misconduct.

Recommendations Regarding Missing Persons Cases

21. I urge the Ontario government to bring into force Schedule 7, the Missing Persons Act, 2018, as soon as possible.

22. TBPS and the Thunder Bay Police Services Board should re-evaluate their missing persons policies, procedures and practices upon review of the report of the National Inquiry into Missing and Murdered Indigenous Women and Girls, due to be released on or before April 30, 2019.

23. TBPS and the Thunder Bay Police Services Board should re-evaluate their missing persons policies, procedures and practices upon review of the Honourable Gloria Epstein's report on Toronto Police Service's missing persons investigations due to be released in April 2020.

Recommendations Regarding the Relationship between the Police and the Coroner's Office

24. The Office of the Chief Coroner, Ontario's Chief Forensic Pathologist, the Regional Coroner, and TBPS should implement the Thunder Bay Death Investigations Framework on a priority basis and should evaluate and modify it as required, with the input of the parties, annually.

25. The Office of the Chief Coroner should ensure police officers and coroners are trained on the framework to promote its effective implementation.

26. The Office of the Chief Coroner and TBPS should publicly report on the ongoing implementation of the framework in a way that does not prejudice ongoing investigations or prosecutions.

Recommendations Regarding the Relationship between the Police and Pathologist

27. The Ontario Forensic Pathology Service should train all pathologists on the Intersection of Police and Coroners for Thunder Bay Death Investigations as set out in the framework.

28. TBPS should reflect, in its procedures and training, fundamental principles to define the relationship between investigators and pathologists.
29. The Ontario Forensic Pathology Service should establish a Forensic Pathology Unit in Thunder Bay, ideally housed alongside the Regional Coroner's Office.
30. If a Forensic Pathology Unit cannot be located in Thunder Bay, TBPS and the Ontario Forensic Pathology Service should establish, on a priority basis, procedures to ensure timely and accurate exchange of information on sudden death and homicide investigations and regular case-conferencing on such cases.
31. The Ontario Forensic Pathology Service should provide autopsy services compatible with cultural norms in Indigenous communities.

Recommendations Regarding Racism in TBPS Policing – General

32. TBPS should focus proactively on actions to eliminate systemic racism, including removing systemic barriers and the root causes of racial inequities in the service. TBPS should undertake a human rights organizational change strategy and action plan as recommended by the Ontario Human Rights Commission in October 2016.
33. TBPS leadership should publicly and formally acknowledge that racism exists at all levels within the police service and it will not tolerate racist views or actions. TBPS leadership should engage with Indigenous communities on the form and content of these acknowledgements. This would be an important step in TBPS advancing reconciliation with Indigenous people.
34. The Thunder Bay Police Services Board should publicly and formally acknowledge racism exists within TBPS and take a leadership role in repairing the relationship between TBPS and Indigenous communities. This too, is an important step in TBPS advancing reconciliation with Indigenous people.
35. TBPS leadership should create a permanent advisory group involving the police chief and Indigenous leadership with a defined mandate, regular meetings and a mechanism for crisis-driven meetings to address racism within TBPS and other issues.

Recommendations Regarding Racism in TBPS Policing – Training

36. TBPS should work with training experts, Indigenous leaders, Elders and the Indigenous Justice Division of the Ministry of the Attorney General to design and implement mandatory Indigenous cultural competency and anti-racism training for all TBPS officers and employees, that:

- a. Is ongoing throughout the career of a TBPS officer or employee
- b. Involves “experiential training” that includes Indigenous Elders and community members who can share their perspective and answer questions based on their own lived experiences
- c. Is informed by content determined at the local level, and informed by all best practices
- d. Is interactive and allows for respectful dialogue involving all participants
- e. Reflects the diversity within Indigenous communities, rather than focusing on one culture to the exclusion of others
- f. Explains how the diversity of Indigenous people and pre and post contact history is relevant to the ongoing work of TBPS of officers and employees. For example, Indigenous culture and practices are highly relevant to how of officers should serve Indigenous people, conduct missing persons investigations, build trust, accommodate practices associated with the deaths of loved ones and avoid micro-aggressions. Micro-aggressions are daily verbal or non-verbal slights, snubs, or insults that communicate, often inadvertently, derogatory or negative messages to members of vulnerable or marginalized communities.

37. TBPS should ensure the Indigenous cultural competency training recommended in this report is accompanied by initiatives in collaboration with First Nations police services that allow TBPS officers to train or work with First Nations police services and visit remote First Nations to provide outreach.

38. TBPS leadership should provide greater support for voluntarism by attending relevant sporting or community events.

39. TBPS should develop and enhance additional cultural awareness training programs relating to the diverse community it serves.

Recommendations on Racism in TBPS Policing – Recruitment and Job Promotion

40. TBPS should implement psychological testing designed to eliminate applicants who have or express racist views and attitudes. In Ontario, such specific testing is not done. It can be tailored to the TBPS experience. This testing should be implemented in Thunder Bay on a priority basis.

41. TBPS should, on a priority basis, create and adopt a proactive strategy to increase diversity within the service, with prominence given to Indigenous candidates.

42. TBPS leadership should link job promotion to demonstrated Indigenous cultural competency.

Recommendations for Implementation of Recommendations

43. TBPS should report to the OIPRD on the extent to which the recommendations in this report are implemented. This is imperative given the crisis in confidence described in this report. The OIPRD should, in turn, report publicly on TBPS's response and the extent to which the recommendations in this report are implemented.

44. On an annual basis, TBPS should provide the public with reports that provide data on sudden death investigations. These reports can provide data, in a disaggregated Indigenous and non-Indigenous manner, detailing the total number of sudden death investigations with a breakdown of investigative outcomes, including homicide, accidental death, suicide, natural death and undetermined.