



Exploring models for victim engagement

June 24, 2025



By Catalyst Research and Communications

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J4-196/2026E-PDF
ISBN 978-0-662-03990-7

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Exploring models for victim engagement

1 Introduction

A key priority for the Government of Canada is to strengthen diversity and inclusion so that Canadians of all backgrounds and ages have a voice and can participate fully in all spheres of society, including the policy development process. There is growing support and interest in this country and around the world in engaging people in public policymaking, as evidenced by the emergence of various structures and consultation activities for input at various levels of organizational, institutional, and government decision-making.

The Federal Victims Strategy (FVS) (2007-present) celebrated its 25th anniversary in 2025. The objective of the FVS is to give victims a more effective voice in the criminal justice and federal corrections systems. The FVS is a horizontal initiative which involves not only the Department of Justice Canada (JUS), but also other federal departments and agencies. A Federal/Provincial/Territorial Working Group on Victims of Crime is also well established to ensure that there is collaboration with provinces and territories, as well as all federal partners that have a mandate to work on victim-related files. The Policy Centre for Victim Issues (PCVI), established in 2000, is the policy centre responsible overall for the FVS.

In the early years of the FVS, which was originally called the Victims of Crime Initiative (VCI), there was an external advisory body to PCVI that included victims and survivors of crime from across the country. Currently, there exists an Organizing Committee for the annual National Victims and Survivors of Crime Week, coordinated by the Department. As well, there are regional advisory committees that provide input into the policy and program work of the Correctional Service of Canada and the Parole Board of Canada. The Office of the Federal Ombudsperson for Victims of Crime also has different advisory groups, including one of academics, though that Office operates at arms-length from the Department of Justice.

Although there have been reviews of literature on current practices for engaging children and youth, mental health patients, offenders in custody, and victims in policy development, most are out of date. Given the objective of the FVS, the PCVI is interested in exploring different models of engagement with different communities, but specifically victims and survivors of crime in Canada.

The objective of this research was to examine different models of engagement with different communities through a review of publicly available gray and academic literature and online websites.

Catalyst Research and Communications was engaged to carry out the review, and work began on February 17, 2025. This draft report and an accompanying PowerPoint presentation represent an initial overview of the results of the review. Following feedback from the Department of Justice Canada, a final version of both documents was prepared and shared in a presentation to the Department.

A note on language

The use of the term “victim” can often be an impediment to engagement. Some community members, particularly Indigenous people and women, do not want to identify as prescribed victim and would have less affiliation to an engagement process framed in those terms.

The word “engagement” is also problematic in some communities. As an Indigenous Elder recently commented, you don’t need engagement when you have a relationship. As such, this paper emphasizes models where relationships are formed and established through advisory or collaborative bodies, or by engagement processes through community-based organizations that are trusted by community members.

2 Scope and approach

The consultants conducted a limited online search of academic and gray literature on models of engagement with a particular focus on specific communities where there is a clear intersection between the victim experience and being part of marginalized communities. These specific communities were the following:

- a) Indigenous
- b) Black and racialized
- c) violence against women, with a specific focus on victims of sexual violence
- d) youth

The consultants also drew on their own experience with two of the models, the Community Equity Council of the Ottawa Police Service, and the Ottawa Aboriginal Coalition’s Indigenous Women’s Safety Table.

Other than in the Violence Against Women sector, the former JUS Committee and Regional Advisory Committees of Correctional Services Canada, we could find no advisory bodies focused exclusively on seeking input from victims/survivors of crime. As a result, the search included bodies composed of organizations or individuals working in marginalized communities who tend to be over-represented as victims of crime. In particular, we focused on consultative bodies beyond the criminal justice system that included representatives of the four communities identified for this review: Black and racialized, Indigenous, violence against women, and youth.

The review looked at models and practices used in different jurisdictions in Canada, including the federal level and every province. A limited search garnered some literature from other countries, specifically the US, UK, Australia and New Zealand, as well as from international bodies.

The review examined models of engagement in two main categories:

- Medium to long-term bodies intended to engage with victims/survivors of crime or community representatives with connection and knowledge of the experiences of victims/survivors; and

- Practices for effectively involving victims/survivors and members of the specific communities of interest, whether in ongoing committees and councils or in short-term consultations.

Limitations of the data

This was a brief search for academic and grey material accessible online, and time limitations meant that it could not be comprehensive.

Many of the advisory committees and councils do not share detailed information online. Generally, there is a brief description and possibly the terms of reference and some additional information. In a few instances, academic articles have been produced that examine a particular body in more detail and these provided some insights. As a result, there may be interesting aspects of the models that are not readily apparent from the brief descriptions available online.

The literature search yielded a significant number of materials related to the national level, Ontario and BC, while fewer were found from other jurisdictions in Canada.

3 Considerations

There are a number of over-arching considerations that are key to shaping engagement that are respectful and effective. Some of these are briefly outlined here, prior to discussing the models, as they are important to keep in mind when reviewing each model.

Intersectionality: An intersectional approach recognizes the multiple and intersecting identities and experiences of people on the basis of race, culture, language, gender, faith, disability, income, geography and many other factors. It also highlights that social, economic, political and legal systems impact them differently, depending on where they are situated in this complex array of identities and the interaction of these systems. This includes recognitions of the diversity of identities within each of the four designated communities and their intersection with each other. For example, the Black community includes those with their roots in many different nations and cultures, both those who have lived in Canada for many generations and those who have arrived more recently. The Indigenous communities include three distinct peoples: First Nations, Inuit and Métis, and the diverse experiences of those living in their home communities and those in urban settings.

Systemic oppression: Recognize systemic factors that shape the experience of each community with the criminal justice system, including their experience as victims of crime. These include historical injustices that have intergenerational impacts. Many of these historical forms of harm continue today in some form, including in legislation, policy and institutional practices. Some of these are described below.

Colonialism and intergenerational trauma in the Indigenous communities, including the impact of the residential school system and the disruption of Indigenous cultures (language, laws, governance, relationships, knowledge and practices) inflicted widespread suffering, and the police

and criminal justice system played a significant role in those attempts to eradicate or assimilate sovereign peoples. Many of these systemic forms of discrimination continue today, including in the Indian Act and other legislation, in the child welfare system, and in the social and institutional legacies of these practices.

Systemic racism: Historic and current systemic racism against the Black and racialized communities, including historical practices of slavery, legal separation and exclusion, disenfranchisement and other discriminatory practices, have contributed to entrenched disadvantage.

Misogyny: Systemic oppression. Economic, social and legal discrimination against women, the spread of toxic masculinity and the perpetuation of these harms over time has contributed men's violence against women and children and has made women's lives more precarious and more vulnerable to that violence.

The submission of the Avalon Sexual Assault Centre to the Joint Federal/Provincial Commission into the April 2020 Nova Scotia Mass Casualty Events describes some of the many and interconnected dynamics of oppression that affect gender-based violence. These are summarized in their statement below and are set out in more detail in their submission:

African Nova Scotian and Indigenous women, girls, and non-binary people face high rates of gender-based violence because of factors including but not limited to colonialism, racism, sexism, homophobia, and transphobia. Intersecting systems of oppression flowing from disability, economic marginalization, criminalization, and rural location can further increase a person's risk of facing gender-based violence. They also affect each individual's experience of and response to gender-based violence. In addition, power, privilege, and silencing create conditions where gender-based violence can occur unchecked. (Fifeld et al, n.d.)

Cain et al note the impact of historical racism on the current vulnerability of Black women to sexual violence:

It is impossible to separate the current lived realities of sexual violence for African Nova Scotians from the legacy of the Transatlantic Slave Trade and ongoing systemic racism.

The rape of black women to the castration and sexual control of black men during enslavement has led to intergenerational trauma and destructive racial stereotypes. Canada's history of enslavement, racial segregation and oppression of African Canadians has left a legacy of systemic racism in Nova Scotia.

Systemic racism, including poverty, disproportionate incarceration, discrimination and lack of representation in employment and educational institutions, combined with intergenerational trauma and racial stereotypes make African Nova Scotians more vulnerable to sexual violence. (Cain et al, 2021)

Collective impact of grief: The Indigenous and Black communities in particular have experienced high levels of violent death and these take place within communities whose members are strongly

interconnected. Sharpe et al have characterized a global pandemic of homicide grief in the Black community.

Grief from homicide is a global phenomenon. A pattern of structural racism and systemic inequities have shaped Black homicide deaths and have increased the prevalence, susceptibility, spread, and impact of homicide grief for Black communities throughout the global diaspora. A complex interplay of structural vulnerabilities has constituted a worldwide pandemic of homicide grief for Black communities. (Sharpe et al, 2024)

A news article in Canada highlighted the work of Senator Wanda Thomas Bernard to provide grief training in the Black community in Nova Scotia using a cultural lens, following the killings of seven Black men in Halifax (Colley, 2017).

For the First Nations, Inuit and Métis communities, there are also high levels of grief from the many men, women and children lost to violence. The movement to honour the over 2,000 missing and murdered Indigenous women has led to Red Dress Day, which is a collective opportunity to mourn and remember the losses. The grief and sorrow are felt in the community related to the many forms of loss, whether residential schools, the taking of children into the child welfare system in massive numbers and the abuses they suffered there, or the high rates of violent death and incarceration of Indigenous men and women.

4 Medium to long-term mechanisms

A range of medium to long range engagement bodies were reviewed for this section. Some were committees or councils associated with criminal justice institutions, notably police forces across Canada at the municipal and national levels (no victim engagement bodies were uncovered at the provincial or territorial level for police services), and also Correctional Services Canada. To provide additional examples, particularly for seeking advice and engagement from the four designated communities, we also reviewed a number of examples from the non-profit sector.

Our review led to the identification of two main models, each of which is discussed in the following sections, along with some examples of each.

- **Advisory:** a council or committee composed of community members who comment on the practices, strategies and policies of the police or government institution based on their own knowledge and information they receive from the institution. We have included both the more traditional advisory bodies and some variations that may offer possible innovations.
- **Collaboration/Relationship:** a joint working council or committee composed of community members and members of the police or government institution who collaboratively develop policies, plans and strategies for the institution.

4.1 Advisory models

Overview:

Some of the key characteristics of advisory groups include the following:

- **Role:** Typically, the committee or council is mandated to provide advice and feedback from the perspective of their specific community on policies and reports shared with them by the institution, and also has latitude to raise and comment on issues that they observe from the community's perspective about what the police or government institution does currently or could do in the future.
- **Independence:** The body advises the institution but is generally seen as an external or independent group. In the case of the police or municipal advisory committees that we examined, institution officials attend meetings as liaison and to share information and respond to questions, but the community members are seen as the ones deliberating about advice and recommendations. The UK Association of Chief Police Officers guidelines for these types of bodies emphasize their independence, and they are known in the UK as "Independent Advisory Groups" (Association of Chief Police Officers, 2011).
- **Membership:** The members are typically drawn from the communities of interest, which vary but often include Black and racialized communities, faith communities, Indigenous communities and the 2SLGBTQI+ communities. Sometimes the advisory body is focused on a specific community, while in other cases a range of communities are represented on the same body. Peel Regional Police have separate advisory committees for the Sikh, Black, Chinese and Muslim communities (Peel Regional Police, n.d. a). In a different approach, the Toronto Police Service Community Advisory Panel on race-based data collection has representation from across several communities (Toronto Police Service, n.d.). Sometimes the advisory body may also include external experts in relevant fields (Toronto Police Service, n.d.).
- **Selection process:** The members of the advisory entity may be selected by the police force, municipality or other institution they are advising (for example, Halifax Regional Municipality, 2022). In other cases the institution will create an interim body of individuals external to the institution to select the initial round of members. For their Anti-Racism Advisory Committee (ARAC), Peel Regional Police assembled a group of community members referred to as the interim ARAC, to coordinate the application process for the selection of the members for the newly created ARAC (Peel Regional Police, n.d.). In a similar vein, the selection committee for the Hamilton Police Community Advisory Panel working on race and identity based data strategy comprised two civilian employees of the police, one academic partner, and three members from communities overrepresented in police use of force (Hamilton Police Service, 2024).
- **Selection of the chair:** Often, the chair is selected by the advisory committee. However, in some cases, the chair may be from the institution. The Indigenous Advisory Group of the

Action Committee on Modernizing Court Operations is chaired by Chief Justice Shannon Smallwood of the Northwest Territories Supreme Court (Office of the Commissioner for Federal Judicial Affairs, n.d.) who is a member of the Dene (K'ashógot'jine) nation (Enano, 2022). A co-chair model was also used sometimes in recognition of the collaboration between the community and the institution. One example would be the Sisterwatch Committee, which is co-chaired by the Vancouver Police Department Chief Constable and an Elder from the community (Vancouver Police Department, 2024).

- Community relationships: In some cases, the advisory body may be empowered to undertake community consultations (Halifax Regional Municipality, 2022; City of Victoria Advisory Committee – International Decade of People of African Descent, n.d.).

The vast majority of bodies in the policing and justice sector, that we were able to identify, use the advisory model. It should be noted that there have been additional advisory bodies in the past, for example, with respect to Victims and Survivors of Crime Awareness Week, but information on them may have been taken down as none was found in the online search.

Discussion

Advisory councils are a useful forum for providing voice to community members who may otherwise feel excluded or unheard in the criminal justice system. The opportunity to express one's views directly to the institutions with power and responsibility can be both satisfying to the participant and helpful to the institution. However, the nature of the advisory structures is that communication is largely uni-directional. Certainly, the police (as it is generally a police service in the examples we uncovered) can provide information and briefings and may possibly comment on the advice received, but this is not the same as being on the inside of the institution in the internal discussions and decisions.

The capacity to have impact is partly related to knowledge of the system the advisors are seeking to influence, and the operational parameters, intentions and institutional momentum shaping it. Sometimes the community members have extensive knowledge of these factors, either from their own experience or through briefings from officials. Often, though, it is difficult for community members to know how to frame their suggestions and recommendations in a way that is most likely to have the desired results.

The contextual factors outlined earlier in the Considerations section of this report are complex concepts to fully reflect and integrate. It is challenging enough for the advisory body to do so, but even more so to convey these to the police or government agency such that they understand these concepts in the same way the advisory committee intends and are able to implement the committee's suggestions in a way that fully embodies these concepts.

In some cases, the institution at least partly recognizes the importance of these larger factors. For example, the Toronto Police Service specifies that members of their Community Advisory Panel advising them on race-based data collection need to bring an understanding of systemic racism and experience in research, analytics, advocacy, and frontline work (Toronto Police Service, n.d.).

Advisory bodies can also be a pathway to developing relationships with the communities in question, although that is not necessarily a given.

Membership of the advisory body is an important consideration, and several factors are relevant, including intersectionality, the uniqueness and diversity of each community, and ways of working together. Selection processes that involve community members in choosing the advisory body, such as the Peel and Hamilton police examples referenced above, can be helpful in this regard.

Intersectionality is important in ensuring a range of identities within each represented community are part of the advisory entity, including gender, age, disability and so on.

Each of the four identified communities of interest has a diversity within it as well. Within Indigenous communities, this includes, as a minimum, a distinction-based approach which recognizes the unique realities of First Nations, Inuit and Métis peoples. The Halifax Regional Municipality recognizes some of the diversity within the Black community by ensuring the advisory committee includes representation from at least five of the historic African Nova Scotian communities, as well as youth and newcomers (Halifax Regional Municipality, 2022).

Community advisory committees focused on violence against women have been common in police services in the past, but this practice seems to have waned in favour of other approaches such as collaborating with community-based umbrella groups, such as the Domestic Violence/Sexual Violence Coordinating Committees in Ontario. The only example our search uncovered was Sisterwatch Committee of the Vancouver Police Department, which is intended to “provide a safe space for women, girls, and 2SLGBTQI+ individuals of the Downtown Eastside, to voice their concerns and stay informed about ongoing police investigations”. The committee includes community members and police members and is co-chaired by the Chief Constable and an Elder from the community (Vancouver Police Department, 2024).

Indigenous advisory committees are present in a number of federal agencies and municipal police departments, including the RCMP, Correctional Services Canada (CSC), and several police services, particularly in western Canada, including Vancouver, Saskatoon and Regina. Not all of these include a focus on victims of crime. The mandate of the CSC National indigenous Advisory Committee is focused on re-integration of offenders. However, there is often a link between past victimization and committing offences, so the scope of the committee’s work may be somewhat broader than the mandate implies.

The police services which have an Indigenous advisory committee often integrate Indigenous cultural practices, most frequently the role of Elders (Vancouver Police Department, 2024; Saskatoon Police Service, n.d.; Regina Police Service, n.d.).

Youth advisory committees are very common in police services, including in Ottawa, Sudbury, Toronto, Peel Region, Calgary, Saint John, Kennebecasis (New Brunswick), and Cornerbook (Newfoundland and Labrador), as well as the RCMP nationally. There are also youth advisory groups in some non-profit organizations, including the BC Centre on Substance Abuse. The experience of

the BC Centre and the Ottawa Police Service indicate that youth advisory bodies thrive when the members are offered a wider range of activities than is typically the case for other advisory groups. This may include organizing awareness and education events in the community, social and sports activities among group members, training and skill development, and having access to innovative tools for sharing their advice and experiences, such as videos or films (BC Centre on Substance Use, n.d.; Komel, 2018).

Examples

Some examples of advisory bodies are given below.

Correctional Services Canada – Regional Victim Advisory Committees are made up of victims of crime, Correctional Service of Canada, and Parole Board of Canada employees. They provide advice to corrections and parole authorities on service delivery, policy, communications and emerging issues, and provide advice and participate in outreach initiatives to inform victims of services available (Correctional Services Canada, n.d.).

Peel Regional Police Service – Chief’s Advisory Committees include the Black Advisory Committee, the Chinese Advisory Committee, the Muslim Advisory Committee, the Sikh Advisory Committee and the Youth Advisory Committee. They are intended to help the police and community work together to address issues, find solutions to community problems and to enhance relationships, and are a resource to employees on matters related to policy, communications, training, outreach and engagement strategies (Peel Regional Police, n.d. a).

Halifax Regional Municipality - People of African Descent Advisory Committee advises the Municipality on the impact of municipal policies, priorities, programs and services using a critical race lens, strategies for implementing the principles of the International Decade for People of African Descent, and mechanisms to engage and empower People of African Descent to fully participate in the political process at the municipal level. The Committee is empowered to host community consultations, including an annual Town Hall meeting. Members are appointed by the municipality and include: two members of the Municipal Council, and thirteen people of African Descent representing at least five of the historic African Nova Scotian communities in the Halifax region, as well as one from Halifax, one from Dartmouth, two youth and two recent immigrants. The Committee selects its own Chair and Vice-Chair, who may not be members of the Municipal Council (Halifax Regional Municipality, 2022).

RCMP - Commissioner’s National Indigenous Advisory Committee is intended to help the RCMP to collaborate with Indigenous Peoples and communities, provide the highest-quality policing for Indigenous communities, and gather advice and cultural perspectives on matters related to Indigenous policing. The Committee has representation from every province and territory and meets with the Commissioner and senior executives twice a year (Royal Canadian Mounted Police, n.d. a).

PEI Victim Services Advisory Committee: The purpose of the Victim Services Advisory Committee is to consult with the Minister of Justice and Public Safety in an effort to help and protect those that have been victimized by crime. This includes reviewing laws, policies and procedures, assisting law enforcement agencies, social agencies and other organizations with the development of guidelines in respect of victims, and assisting with the research, development and distribution of information pertaining to the needs, rights and concerns of victims. Membership is appointed by the Minister and includes representatives of various components of the legal system, as well as community organizations and members of the public but there is no specific requirement to include victims of crime on the committee (Executive Council Office, Government of PEI, 2023).

Toronto Police Service – Community Advisory Panel community perspectives on the Race Based Data Collection Strategy. Membership includes 13 diverse residents, particularly from Black, Indigenous and other racialized communities, as well as youth representatives. The members bring experience in community organizing, academia, and social services, and includes four consultants with highly specialized expertise in racial equity and policing. Panel members also bring an understanding of systemic racism and experience in research, analytics, advocacy, and frontline work (Toronto Police Service, n.d.).

RCMP National Youth Advisory Committee helps the RCMP better understand, support and connect with youth and help shape RCMP youth strategies and programs. The committee meets monthly on a moderated, private online forum. References to Regional Youth Advisory Committees were found for the RCMP in BC, Saskatchewan and Nova Scotia but there was no further information online (Royal Canadian Mounted Police, n.d. b).

Variations on the Advisory Committee Model

Below are a series of examples that provide some variations on the more typical advisory bodies as outlined above. These variations touch on the following aspects.

- 1. The body is advisory to government and yet is located under the auspices of an independent, non-governmental organization.** This approach provides assurance of the independence of the advisory body, and by locating it in an organization rooted in the community of interest, contributes to its credibility. Depending on the organization, it may also enhance the reach of the advisory body.

Example: Aboriginal Women’s Advisory Network (Australia)

The Aboriginal Women's Advisory Network (AWAN), in the state of New South Wales (NSW), Australia, is led by and for Aboriginal and Torres Strait Islander women. It is a state-wide network and the only Aboriginal Women’s Advisory Network in Australia.

AWAN was established in 2022, following the Sexual Violence Action Plan of the Government of NSW 2022-2027 which supported “the establishment of an Aboriginal Women’s Advisory Network to provide knowledge and guidance around Aboriginal-led and place-based solutions to address domestic, family and sexual violence”.

AWAN is distinct from some other advisory committee models in that, although it advises government and police institutions among other entities, it is not convened or hosted by a government agency. Rather it operates under the auspices of the Wirringa Baiya Aboriginal Women's Legal Centre, a NSW state-wide community legal centre for Aboriginal and Torres Strait Islander women, children and youth (Aboriginal Women's Advisory Network, n.d.).

- 2. The entity is advisory to an independent non-profit organization.** This approach indirectly provides advice to government and police agencies, through the route of advising an independent organization which in turn provides recommendations and guidance to government or police. This removes the advice one step from the government or police body but provides greater flexibility in how the entity is structured and how it functions, which may allow for enhanced engagement of community members.

Example: BC Centre on Substance Use – Youth Health Advisory Council

The Youth Health Advisory Council (YHAC) works in partnership with the BC Centre on Substance Use Youth Health qualitative research team. The YHAC is a group of approximately 10 young people with lived and living experience of substance use, mental health challenges, and homelessness and unstable housing. It includes a majority of Indigenous and 2SLGBTQI+ youth.

The YHAC collaborates on all aspects of Youth Health research. The goal is to inform drug policy and practice through research guided by the perspectives of young people with lived or living experience of substance use at every stage. The work is informed by fundamental social and health justice principles (BC Centre on Substance Use, n.d.).

- 3. The advisory body is composed entirely of victims/survivors.** This is surprisingly rare and the only examples we uncovered were the Canadian Resource Centre for Victims of Crime, Kingston Anti-Violence Advisory Council (Kingston Frontenac Anti-Violence Coordinating Committee, n.d.) and Lanark Survivor Engagement Group (Sexual Assault Domestic Violence Advisory Committee of Lanark County, n.d.).

Example: Canadian Resource Centre for Victims of Crime (CRCVC) - Victims Advisory Committee

The Victims Advisory Committee is comprised of victims and survivors of crime up to a maximum of 15 individuals. It was established with the purpose of providing input on substantive issues the CRCVC is working on, including the development of programs and initiatives, as well as providing advice and recommendations on institutional, governmental, and cultural change as they affect Canadian victims and survivors of crime, including advising on CRCVC written submissions to all levels of Government (Canadian Resource Centre for Victims of Crime, n.d.).

- 4. The entity is not intended to generate consensus recommendations but rather provide an exchange of views, knowledge and expertise that can inform government decision-making.**

Example: Secrétariat à la condition féminine - Comité de travail sur la violence faite aux femmes

The Comité de travail sur la violence faite aux femmes was convened by the Government of Québec agency responsible for status of women issues, the Secrétariat à la condition féminine. The working group consisted of 34 members who represented a mix of 21 community-based or non-profit organizations, four research bodies and nine provincial government departments and agencies. Five working sessions are held over the course of the year, with a mix of participants according to the subjects being discussed at that session (Secrétariat à la condition féminine, Gouvernement du Québec, 2022).

5. The group was time-limited rather than a long-term advisory body.

Example: Correctional Services of Canada Multidisciplinary Victims Advisory Committee

This was a time-limited advisory body at the national level, convened to discuss issues arising from a review of the transfer of a high-profile inmate from maximum to medium security, and make recommendations. The committee met weekly from November 2023 through February 2024, using an online platform to meet. The committee was composed of victims of crime, external experts, and federal representatives from Correctional Services of Canada, Public Safety Canada, Parole Board of Canada and the Federal Ombudsperson for Victims of Crime (Correctional Service Canada, 2024).

4.2 Collaboration/relationship models

Overview

This model focuses on a collaborative approach between community representatives and the police or government institution(s) in which the two groups work together in the committee or council. Shared leadership reinforces the collaboration. Working together over time builds trusting relationships between the community groups and the police or government at the individual level which leads to more honest and creative discussions, and the sharing of information which either side may have hesitated to provide in a more restricted setting. It also allows the collaborative development of police and government strategies, programs and policies, so that they take into consideration the opportunities and impacts in the identified communities and integrate the knowledge and expertise of those communities from the outset. This can lead to more effective decisions and reduces unintended consequences.

The key characteristics of this approach include the following:

- The mandate or role emphasizes collaboration and/or partnership. The committee or council is typically described as a joint or collaborative body.
- The body is composed of individuals from community entities and those from the institution (e.g. government, police), sometimes in equal numbers and always both in significant numbers. The role of both types of members is the same – to participate in fulfilling the

mandate of the joint entity. The same membership structure applies to committees and working groups.

- The body is co-chaired by a community representative and an institutional representative, and committees or working groups are similarly co-chaired.
- An emphasis on principled ways of working is embedded in the language of the entity including the mandate and terms of reference and in practices that seek to reinforce those principles.
- In the two examples we reviewed, the services of a facilitator are included as an integral element of the work of the entity. This may reflect the challenges involved in working in a collaborative manner in a context which can potentially be difficult or even conflictual, involving points of view that are grounded in different experiences and worldviews.
- Co-creation of policies/plans/strategies. The members work together on documents from the outset including defining the workplan that they will do together. This is in contrast to reviewing existing laws or policies, or drafts previously prepared by the police or government institution. Priorities are often jointly determined.
- Relationship-building is prioritized. Time is allocated for exploratory discussions, for learning about issues together, for considering what each party means by certain concepts or phrases. Process is consciously designed and professionally facilitated to build on the strengths of each party and avoid harm to anyone.
- For collaborative models involving Indigenous organizations or communities as one of the parties, Indigenous cultural practices are often embedded in the group's work, e.g. role of Elders, use of circle, etc. This is also true of some of the Indigenous advisory committees working with police services in western Canada. For example, the meetings of the Chief's Advisory Committee of the Saskatoon Police Service are typically opened with a pipe ceremony followed by a sweat lodge ceremony directed by the Elders. All members of the police are welcome to attend (Saskatoon Police Service, n.d.).

Our search found four examples of this type of body, each of which is briefly described below. Terms of Reference are included in the Appendices.

Ottawa Police Service - Community Equity Council

Catalyst Research and Communications works with the Ottawa Police Service (OPS) Community Equity Council (CEC) and, as a result, some of the information in this section is from the direct experience of one of the partners of Catalyst as the CEC Facilitator. The remainder of the information is from the CEC Terms of Reference ("Relationship Framework") and website.

Based on the consultants' direct relationship with the CEC, the OPS informs us that they are not aware of any other similar model in the police system in Canada.

Mandate: “The Ottawa Police Service Community Equity Council, working within an intersectional framework, will collaborate with the Ottawa Police Service to work more effectively with Indigenous, racialized, and faith-based communities in Ottawa” (Community Equity Council, 2018).

The collaborative approach of the CEC is indicated by several aspects of its Terms of Reference. For example, the Terms of Reference itself is titled “Relationship Framework”. It sets out some core principles to guide the work of the CEC and these include: solution-focused, strength-based, transparent, respectful and honest. Conflict is anticipated and *The Four Agreements* (Ruiz, 1997) are the guiding tools for conversations including ones where conflict arises.

Membership is composed of approximately equal numbers of police and community representatives, as well as three Indigenous Elders (First Nation, Métis and Inuit), at least one of whom is present at each meeting of the CEC and provides an opening and closing as well as fully participating. The police members are made up of the senior leadership of the OPS so that advice from the community is being offered directly to the Senior Command.

The CEC works with a facilitator who supports the CEC in ensuring a respectful, collaborative and inclusive process at CEC meetings and committee meetings. This includes planning and facilitating CEC and committee meetings, working with CEC and Committee co-chairs between meetings, and advising the CEC leadership on the evolving work of the council.

There are two co-chairs (police and community) and two vice-chairs (police and community), an approach which reinforces the shared leadership model.

The work of the CEC:

- a. The CEC collectively identifies the workplan for the year. Priorities for the workplan come from what the OPS is wanting to work on and what the community has identified as areas that the OPS needs to improve upon.
- b. Various committees are created under the CEC to carry out work in specific areas.
- c. Committee members are made up of CEC members, community members and OPS members.
- d. There are two co-chairs for each committee, one from the OPS and one from the community, and at least one co-chair has to be sitting on the CEC. The other co-chair will be chosen from committee members.
- e. Committees include: Leadership, Anti-Racism, Indigenous Relations, Communications, Equity, Diversity and Inclusion (EDI) Implementation, Trending Issues, Recruitment and Training, 2SLGBTQI+ (currently inactive) and Use of Force Review Panel (CEC website, n.d.).

Listening Circles: The Council holds Listening Circles from time to time. These “create a space for community members to give their thoughts about the current relationship between their community and the Ottawa Police Services and offer suggestions for improvement. Community

members talk and the OPS members listen” (CEC website, n.d.). Listening Circles have been held with the Inuit community, leaders from the Black community and the African Canadian Association, and one is planned for the Palestinian community and one with Muslim Youth in 2025 (CEC website, n.d.).

Discussion

The CEC model is a significant departure from the traditional advisory body role and entails some challenges for all parties.

- It essentially allows community members on the CEC to see “inside” the Ottawa Police Service, by being part of major discussions from their inception and by seeing information that is not available to the general public. This could be seen by some police and government institutions as taking a significant risk.
- Although community members on the CEC are free to speak publicly, they essentially agree not to criticize the OPS publicly, which can cause some consternation among their constituency. This could potentially be a reputational risk for them as leaders in their respective communities.
- The community CEC members, particularly the community CEC leaders can be targeted in social media by the community if the OPS does something egregious to a community member. This can be a deterrent to recruitment.
- Through these complementary sets of risk-taking, combined with principled, honest and compassionate discussions, the environment for building trust can be created, which can lead to significant change.

Ottawa Aboriginal Coalition - Indigenous Women’s Safety Table

The Indigenous Women’s Safety Table (IWST) works to “make the City of Ottawa a safer place for Indigenous women” (Ottawa Aboriginal Coalition, n.d.). It was initiated by the Ottawa Aboriginal Coalition, which brings together eight Indigenous organizations providing direct services to the Indigenous communities in Ottawa.

Through their discussions, it became clear that “ensuring Indigenous women’s safety means making structural, systemic and institutional change in multiple systems, and addressing the embedded racialized violence directed at Indigenous women in Ottawa” (Ottawa Aboriginal Coalition, n.d.). In light of this, the Coalition decided to convene a collaborative table and invited representatives from key institutions and systems in the city who could play a key role in Indigenous women’s safety. The membership includes:

- Indigenous service organizations who are members of the Coalition
- Ontario Native Women’s Association
- Ottawa Police Service

- Children’s Aid Society of Ottawa
- Courts
- City of Ottawa
- Ottawa Public Health.

The Table has a series of working groups in different sectors (police, health care, group homes, housing and homelessness) whose task is to identify changes needed to make their respective system safer for Indigenous women, as well as developing an advocacy strategy to move forward on these system changes.

The table has been successful, through the Police Working Group, in establishing a workplan, led by community and supported by the police that looks at responding to victims of human trafficking, sexual violence, missing persons, family members who have lost children to overdoses and violence in ways that are more holistic. The IWST has provided three trainings to 120 police members of the OPS where they interacted and were taught by victims who had interacted with their institution.

Discussion

The Indigenous Women’s Safety Table is noteworthy in several respects:

- It was initiated by the community (in this case, the Ottawa Aboriginal Coalition), who then reached out to the police and other institutional partners to join the collaborative process. While it is collaborative, it is being led by the community.
- It takes a holistic view of addressing the needs of victims, and flips the discussion on its head by focussing on safety and what is needed to create safety, rather than only addressing the needs of individuals after the violence has occurred.
- It is focused on systems change, not simply on procedural or operational improvements in service.
- Like the other examples in this section, it is a collaborative approach in which multiple institutions and jurisdictions work together to seek solutions to common concerns.

Ottawa Guiding Council for Mental Health and Addictions

The Guiding Council arose out of community concern about the confluence of several factors.

2021 provided an opportunity for the City of Ottawa to examine our responses to community members experiencing a mental health or substance use crisis. The starting point of our work was the convergence of a number of situations that magnified some of the weaknesses in our current Mental Health and Addictions systems and recognized the need to place a diversity, race and inclusion lens on all of our mental health and addictions systems. The key events included recent OPS interventions in incidents involving community members, particularly

Indigenous and Black members with mental health issues, that resulted in injury or their deaths. (Ottawa Guiding Council on Mental Health and Addictions, 2022)

The membership of the Guiding Council is made up of representation from Ottawa based community, health and service networks working to respond to mental health crises, and public institutions that have mandated responsibilities to respond to mental health and substance use crises. Members were identified as the following:

- The Champlain Mental Health & Addictions Network
- Kids Come First – Mental Health & Addictions
- The Community Development Framework Coalition
- The Ottawa Black Mental Health Coalition
- The Ottawa Local Immigration Partnership – Health and Well-being Sector Table
- Community Health and Resource Centres
- Ottawa Police Service
- City of Ottawa
- Ottawa Public Health
- Tier 1 Hospital Network
- Ottawa Paramedic Service

(Ottawa Guiding Council on Mental Health and Addictions, 2022)

Mandate: “To establish a strategy to support an enhanced or new Mental Health and Addiction crisis response system that will improve the outcomes for those experiencing crises related to mental health and substance use in the City of Ottawa. This will be achieved through:

- Relationship building and engagement with key stakeholders
- Coordination and strategy development
- Specific actions – e.g. pilot projects”

(Ottawa Guiding Council on Mental Health and Addictions, 2022)

The work of the Guiding Council was framed in the context of the Community Safety and Well-Being Plan (CWSB) developed by the City of Ottawa.

The Guiding Council has multiple reporting responsibilities:

- a. To the broad community through the networks the Council members represent and through targeted communication processes to be developed in the Communications Strategy.
- b. To the City’s Community and Protective Services Committee and Council, through the CWSB governance structure.
- c. To the Ottawa Police Services Board.

(Ottawa Guiding Council on Mental Health and Addictions, 2022)

Discussion

The Guiding Council model offers several interesting characteristics:

- A membership model that brings together networks that comprise over 150 community agencies and organizations in multiple sectors, as well as institutional representatives, also from multiple sectors.
- Like IWST, it has a focus on systems change and actually looking at alternative ways to respond to victims.
- It works from a collective impact approach that keeps the control of the initiative in the hands of the community.
- A strong emphasis on collaboration and relationship building, including through the membership model and the accountability to community, municipal government and police.

Pathway to Canada Target 1

Canada Target 1 is one of the 2020 Biodiversity Goals and Targets for Canada. It states: By 2020, at least 17% of terrestrial areas and inland water, and 10% of marine and coastal areas of Canada are conserved through networks of protected areas and other effective area-based measures.

The Pathway initiative is intended to encourage efforts among governments and land management partners, including Indigenous communities and organizations, to contribute to achieving this target. Pathway is shaped by three main groups: the Indigenous Circle of Experts, the National Advisory Panel and the National Steering Committee (Pathway to Canada Target 1, n.d.).

1. National Steering Committee (NSC): The NSC is led by a federal co-chair from Environment and Climate Change Canada and a non-federal co-chair from the Assembly of First Nations. The NSC consists of members from federal, provincial, territorial, and local governments, representatives from the Assembly of First Nations, the Métis National Council, Canadian Parks Council, and invited individuals from Indigenous organizations, environmental non-governmental organizations, and youth.
2. Indigenous Circle of Experts (ICE): ICE has led efforts to consider how Indigenous Protected and Conserved Areas could be realized in Canada and contribute toward achieving Canada Target 1 in the spirit and practice of reconciliation. Members of the ICE included a core group of Indigenous experts from across Canada, and officials from federal, provincial, and territorial jurisdictions. The ICE hosted four regional gatherings to hear from Indigenous Peoples across Canada and inform its recommendations with Indigenous knowledge and local experiences in Indigenous-led conservation. This work has resulted in and informed, ongoing dialogue and the *We Rise Together* report.

3. National Advisory Panel (NAP): The NAP is composed of members representing perspectives from Indigenous Peoples, land trusts, conservation non-governmental organizations, industry, academia, and youth.

The NAP Terms of Reference clearly spell out a collaborative approach. One element of that is the commitment to work within an “ethical space”. “Ethical space is a co-created space through which different knowledge systems, lived experiences, perspectives, understandings, language, and dialogue may be carried out in a respectful, conscientious, and deliberate manner” (Pathway to Canada Target 1, n.d.).

Members of the NAP are expected to uphold the principles established for the entire Pathway initiative, namely:

- Reconciliation
- Respect
- Inclusiveness and collaboration
- Transparency
- Recognition and empowerment of existing related processes
- Innovation and creativity
- Evidence-based decision making grounded in truth derived from western empirical science and Indigenous knowledge to achieve biodiversity conservation outcomes.

The terms of reference also provide for two facilitators to support the co-chairs and the members of the NAP in ensuring effective processes that align with the terms of reference.

Discussion

The parties around the table at Pathway have full decision-making power in their respective jurisdictions. There is no one group who has authority over anyone else. Thus the success of the endeavour is dependent on their ability to reach shared understandings that may influence the decisions and actions of each of the parties. There are two elements of this that are particularly salient.

- In the Pathway model, a significant amount of time is devoted to relationship-building and establishing the basis for discussion, including the principles and the shared understanding of “ethical space” set out in the Terms of Reference. These may seem either self-evident or insubstantial to some, but the process of working through them helps foster a certain kind of approach to the decisions that each party will make.
- There has been a significant investment in exposing parties around the table to Indigenous ways of knowing and being, as bringing greater strength to the practice of “two-eye seeing”—the combination of western scientific knowledge and Indigenous traditional knowledge.

5 Practices for effective relationship-building and engagement

This section sets out some good practices in engaging with victims/survivors and with community members of the four communities of interest: Black and racialized, Indigenous, violence against women and youth. Many of these are relevant for creating medium- and long-term councils or committees, while some are more applicable to specific consultative activities.

1. **Survivor safety:** In consulting with survivors, “The overall focus should be framed around meeting the needs of participants and providing safe spaces for survivors of sexual violence” (Fifeld et al, n.d.). This includes having mental health supports available when consulting with victims/survivors, such as counsellors and peer support workers. The effects of violent trauma can endure and talking about their experiences can re-traumatize survivors (Fifeld et al, n.d.; Women’s Aid of Northern Ireland et al, 2024; Taylor and Otiende, 2024).
2. **Use a trauma and violence-informed approach.** Providing a respectful and safe environment for victims/survivors who are part of the engagement mechanisms, including community members who may or may not disclose their personal history of trauma, includes ensuring a trauma and violence-informed approach at all times.

“Trauma-informed practice is a strength-based framework that is responsive to the impact of trauma, emphasizing physical, psychological and emotional safety” (Women’s Aid Federation of Northern Ireland et al, 2024).

Ponic et al highlight the importance of a trauma and violence-informed approach, given that trauma may result from many different kinds of experiences and the traumatic effects of experiencing violence can be distinct from other forms (Ponic et al, 2016).

“The traumatic impacts of violence have long-term effects on victims, whether the violence is ongoing or in the past. When systems and the service providers who work with victims of violence lack an understanding of the complex and lasting impacts of violence and trauma, they risk causing further harm” (Ponic et al, 2016).

3. **Provide a culturally safe environment.** Another aspect of safety in engagement mechanisms is the importance of cultural safety, in particular as this applies to Indigenous people, although it also has relevance for all marginalized cultural communities. This is a concept which originated in New Zealand through nurses working with Maori communities. It goes beyond cultural awareness (the recognition of cultural differences) to changes in practice that embed respect for differing worldviews and acknowledgement of one’s own biases and assumptions.

Cultural safety is underpinned by communication, recognition of the diversity in worldviews (both within and between cultural groups), and the impact of colonisation processes on minority groups. Cultural safety is an outcome of nursing education that enables a safe, appropriate and acceptable service that has been defined by those who receive it. (Nursing Council of New Zealand, 2011)

4. **Remember that for many communities, and the Indigenous and Black communities in particular, the circle of interactions with the criminal justice system often blurs the lines**

between the roles of immediate victim, secondary victim, historical victim, offender, witness and helper. Those in marginalized communities who have lived experience with crime have often also lived with the impacts of several of these roles. The engagement function needs to be sensitive to the complexity of the relationship of community members with each other and with the criminal justice system.

5. Recognize the breadth and complexity of each community. For example, the Black and racialized communities is, in fact, many communities, each with their own leaders, community organizations and ways of working. Sometimes engagement mechanisms that bring together different groups will work well and in other cases, consultations or working groups with each community are more appropriate. Be guided by community leaders in this respect.
6. Factor in the principles of structural inequality and understand the formal and informal power at work in the discussion.
7. Use a strength-based approach: It is important to apply a strength-based approach at both an individual and community level: This is an element of trauma-informed approach, in that it sees the survivor or community member not simply as someone who has experienced violence or intersecting forms of discrimination, but also as someone who has demonstrated strength and resilience in responding to those experiences. This approach acknowledges and builds upon these capacities, both in the individual and in the community, as each community brings their own expertise, relationships, history, cultural strengths, and other characteristics.
8. Co-design the engagement process or the collaborative or advisory body with the community and bearing in mind the contextual considerations discussed earlier in this report. These considerations are always impacting discussions and relationships with each of the four identified communities.
9. It is often helpful to have engagement activities hosted or co-hosted by trusted organizations in the community. Thus, an organization in the Black community would host the session with Black community members. It can also be more than one organization if that makes sense in the context. This is most effective when the trusted organization co-designs the activity, to ensure it is done in a way that community members feel comfortable and welcome. This includes jointly deciding with the trusted organization the location of the consultation, the format and process, and the facilitation of the session. Involving the trusted organization brings expertise to the design of the event, enhances the credibility of the event, and has the potential to reach more community members than an event hosted solely by the police or government body.

Consulting with victims/survivors in these communities makes the role of a trusted organization even more critical.

“Given the harms associated with formal institutions, engagement processes must be survivor-led, take place in community, and involve community organizations that reflect the populations they serve” (Fifeld et al, n.d.).

10. Consider having co-chairs for the gathering or for the long-term entity being created. One co-chair would be from the community and one from the police/government institution.
11. When seeking members of an engagement body or inviting community members to engagement events, use an intersectional lens and seek a balance of participants in terms of gender, language, age, racial and cultural background and other factors.
12. Use facilitators from the community. This means facilitators familiar with providing a safe space for survivors and/or facilitators from or chosen by the community being consulted. Pay attention to the specific community, e.g. for a meeting with the Inuit community, an Inuk facilitator or a facilitator known and trusted in the Inuit community would be important. Survivors report feeling more comfortable in forums facilitated by an individual from their community, as they are more likely to share certain lived experiences of culture and community, including experiences of discrimination. This same guidance applies to facilitators for medium- and long-term engagement mechanisms (Catalyst Research and Communications, 2022).
13. When choosing the location of meetings or events:
 - Ensure accessibility of the venue and the format of the session.
 - Identify neutral location – for example, the Community Equity Council meets at City Hall, not at the Ottawa Police Service building.
 - When engaging community members, use familiar, safe and welcoming locations.
14. Youth engagement often benefits from a tailored approach that includes: social media, highly interactive activities, team-building, sports, games and social activities, in addition to the considerations noted in other points (Kommel, 2018).
15. Recognize that exploring complex issues from diverse perspectives takes time. Make space for full consideration of ideas and building solutions together.
16. Provide food. Food keeps the participants energized throughout their meetings. More importantly, it can act as a bonding mechanism among members of the consultative body or event and encourages relationship-building.
17. Consider compensation for community participants. Compensation can be a way to recognize the expertise that victims/survivors bring to the discussion and also can help offset expenses that may be incurred, such as childcare and transportation (Office of Equity, Diversity and Inclusion, n.d.; Taylor and Otiende, 2024).
18. Although in-person discussions are preferable for relationship-building and for in-depth consideration of challenging topics, there may be times when input from a wider range of the general public is desirable and in these instances it is helpful to use multiple methods to gather information, including (Office of Federal Ombudsperson, 2024; Department of Justice Canada, n.d.; Azzopardi et al, 2024, Bargen et al, 2019):
 - Individual interviews;

- Online tools of various kinds, including surveys, interactive tools, social media, etc.;
- In-person online discussion forums, including town halls, community-based meetings, focus groups, talking circles and others; and
- Written/email submissions.

6 Conclusions

The stronger the relationships, the more likely community members will share their thoughts and contributions to the policy frameworks of Canada and the operation of our criminal justice institutions. The intent of advisory/collaborative mechanisms is to ensure that policy frameworks at all levels embed and integrate the best thinking of citizens from the outset of policy development.

The foundation of a society is the inter-woven set of policies that often unspokenly shape our lives and embed our values. These mechanisms help make values explicit and policies meaningful to a broader group of citizens.

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Appendix A: Community Equity Council - Terms of Reference

Disclaimer: This appendix contains information from a third party (outside the Government of Canada). The documents have been posted as received. Readers wishing to rely upon this information should consult directly with the source of the information.



The Ottawa Police Community Equity Council Relationship Framework (ToR)

Final
(Approved – December 4, 2018)
(Updated, December 2020 and May 2023)
(Current Update January 2024)

Introduction

The Ottawa Police Community Equity Council will work within a Relationship Framework (Terms of Reference) that provides a clear foundation around the expectations and supports to the Council. The Relationship Framework was finalized and approved by the Council on December 4, 2018. Updated December 2020 and May 2023.

1. Mandate of the Council

The Ottawa Police Community Equity Council, working within an intersectional framework, will collaborate with the Ottawa Police Service to increase the OPS's ability to work more effectively with Indigenous, racialized, and faith-based communities in Ottawa.

2. The objectives of the Council

- a) Community and police service members will provide meaningful and honest feedback about the ongoing relationship with the community and police.
- b) Community members will provide strategic advice, based on input from the community, to the Ottawa Police Service on how to improve the relationship.
- c) Community members will provide engagement support when a critical incident occurs between the community and the police.

- d) Police members will offer insights into police processes and systems to influence positive change within the police systems while recognizing the limitations of the police structure.
- e) Police service members will be advocates for change within the police service.
- f) The CEC will provide suggestions to change OPS systems and processes.

3. Outcomes for the Council

The three outcomes for the work of the Council are:

- a) To improve relationships between Indigenous, racialized and faith-based communities and the Ottawa Police Service.
- b) To see changes within the OPS are initiated to develop and maintain strength-based relationships with Indigenous, racialized and faith-based communities.
- c) An increase in the accountability relationship between the police to the Ottawa community.

Specific actions will be identified to achieve these outcomes and to measure the progress in the work of the CEC. The CEC will develop and work with an annual Work Plan that relates to the three outcomes.

4. A principle-based relationship

- Solution focused
- Strength based
- Transparent
- Respectful and honest

Principles will continue to be developed by the CEC that will inform the work of the Council.

Roles and Responsibilities

5. Collective roles and responsibilities of the Council

The roles of the council are:

- a) Respond to the community around specific situations and facilitate resolution within the OPS (Bridge or liaison role).
- b) Provide advice and solutions from a bigger perspective (post incidents and based on thematic trends) on the relationships between OPS and the community.
- c) Provide advice and solutions to the OPS around internal changes that they need to make to address thematic trends.

6. Individual Council members' roles and responsibilities

- a) Attend Council meetings every second month.
- b) Adhere to the Code of Conduct of the Council.
- c) Work on at least one committee or work group.

- d) Meet with members of the public (outside of your community) at least once a year to get feedback on the relationship with the police (this will be part of the work plan.).
- e) Use the key communication messages developed by the Council when participating in the public meetings.
- f) Stay connected to your nominated community organization through a formal accountability mechanism (e.g. attending meetings to give and receive feedback).

7. Chairpersons' role and responsibilities

The OPS and Community Chairpersons and Vice-Chairpersons

- The Council has four leadership positions:
 - Community Chair
 - Community Vice-Chair
 - OPS Chair
 - OPS Vice-Chair
- The OPS positions are part of the Executive command.
- The Community positions are selected by the CEC.

The Co-Chairs have responsibilities to:

- a) Work with the Facilitator in preparing the agenda.
- b) Follow up on specific actions that come out of each meeting.
- c) Support the conversations in a leadership role, including elevating the conversations to strategic discussions.
- d) Speak to the media on the collective positions of the Council.
- e) With the facilitator, address conflict of interest and violations of the code of conduct.

The OPS Chairperson has the responsibility to ensure that items that are for the Chief of Police are shared in a timely manner that reflects the advice of the Council.

8. Facilitator's role and responsibilities

The Facilitator will support the process of the Council including:

- a) Work with the Chairpersons in preparing the agenda.
- b) Facilitate the Council meetings, including summarizing discussions and decisions.
- c) With the co-chairs, address conflict of interest and violations of the code of conduct.
- d) Provide templates and processes to support the Council in their work.
- e) Ensure that the administrative supports are in place for the Council.

9. Administrative support functions

The Administrative support functions are required to support the smooth operations of the Council. The tasks are divided amongst the OPS Chair's office, the OPS-CEC members and the Facilitator's office. The administrative tasks include:

- Attend all meetings of the Council and record the deliberations. Prepare the minutes and submit no later than 2 weeks after the meeting.
- Coordinate the logistical support to the meetings, including the organizing of the meetings.
- Maintain updated contact information for all Council and committee members.
- Ensure that all members of the Council and committees are informed of meetings.

10. Respect, Values and Inclusion Directorate and DRR roles and responsibilities

The Respect, Values and Inclusion Directorate and the Diversity and Race Relations section of the Ottawa Police Services will provide ongoing logistical, management and administrative support to the Community Equity Council including:

- Managing the budget for the Council.
- Supervision and support to people providing support to the Council.
- Retaining the records and the corporate history of the Council (currently with the Facilitator's contract).

DRR manages the logistical support to individual Council meetings (space rentals, food etc.)

Selection of Council Members

11. Membership criteria

The criteria for being a Council member is based on a matrix that will be reviewed and updated each time a selection process occurs. Selection criteria will relate to:

- Community Identity
- Intersectional Identity
- Strategic skills
- Community relationship to the police (arrests, incidents of being stopped)
- Community incidences (gangs, drugs)
- Cross-sector relationship skills

12. Selection process to the Council

- a) Community members
 - There will be an open and transparent recruitment process for community members, including a clear description of the qualifications that are needed to be on the Council.
 - The membership criteria (above) will form the basis for selection of membership to the Council.
 - The recruitment information will be distributed broadly throughout the community.
 - The process will include an application form, signed agreement to the Mandate, submission of resume, letter of interest and a letter from a community organization that the candidate has some accountable relationship with.
 - All final candidates for the Council will go through an interview process.

- b) Ottawa Police Service members
 - Council membership from the Ottawa Police Service is based on position and includes all Executive OPS members including:
 - Deputy Chiefs (Co-Chair)
 - Deputy Chief
 - Chief Administrative Officer
 - All Superintendents
 - Human Resources
 - Director of Respect, Inclusion and Values
 - And others as identified.
- c) OPS Youth Advisory Council (YAC)
 - The CEC has designated two spaces for members of the OPS Youth Advisory Council. They would ideally represent YAC leadership and/or be a representative of the Indigenous, faith-based or racialized communities.
- d) Indigenous Elders
 - The Council will work with the Ottawa Aboriginal Coalition to select three Elders to represent the Indigenous (First Nation, Inuit and Métis) community in Ottawa. The Elders will rotate so that there is one Elder available for each Council meeting.
- e) Resource People to the OPS
 - Staff Sergeant, Diversity and Race Relations
 - Manager of Strategic Partnership & Engagement
 - Others as required
- f) Ex Officio Members
 - The Chief of Police is an ex-officio member of the CEC.

13. Terms

- a) Community Council members will be on the Council for two to three year terms, and up to a maximum of six years.
- b) Community Council members will need to take two years off after their six years before being eligible to apply again for the Council.
- c) Police Council members are assigned to the Council through their position. Should their position change, the OPS member will transfer their knowledge to the police member replacing them in their Council role.

14. Removal of Council Members

The removal of Council members is considered a very serious situation and would not be done without deliberations between the Council member, the two Co-Chairs and the Facilitator. There are a number of reasons that council members would be removed from the Council.

- a) **Attendance:** Council members who miss three meetings in one year will be asked to reevaluate their commitment. If they cannot reliably attend, they will be asked to remove themselves from the Council.
- b) **Behaviour:** The Community Equity Council will conduct its work based on a Code of Conduct that is agreed upon by the Council Members. Council members who violate the Code of Conduct will be spoken to outside of the meeting with a clear explanation of the violation and the expected change. If the behavior does not change or improve after a discussion has occurred and sufficient time has been given to show evidence of change, the Co-Chairs will bring forward a motion to the full Council for the member to be removed. The organization that is connected to the Council member will be informed if a Council member is removed.
- c) **Accountability:** Each Community Council member has been asked to identify an organization that they will ensure accountability to. Each Community Council member will be required to fill out the Accountability template and update throughout the year on their accountability activities (see Appendix A).
- d) **Police Members:** Police members are accountable to their internal performance management system. Concerns that are not resolved through discussions and interventions by the Co-Chairs and/or Facilitator with the CEC-OPS member will be directed to their supervisor.

How We Will Work Together

15. Community equity Council meetings

- a) **Frequency of meetings:** Council meetings will happen six times a year. The Council will meet every other month, starting in January of each calendar year. Council meetings will be held in January, March, May, July, September and November of each year.

Committee meetings will be held the alternative months when the Council is not meeting.

- b) **Agenda preparation:** A standard agenda will be developed that will support the Council deliberations and will ensure that there is time for: timely discussions around current issues happening in the community and conversations and recommendations coming from the Committee work.

16. Community Equity Council Processes

- a) **Code of Conduct:** *The Four Agreements* are currently being used as our Code of Conduct. (see Appendix C)
- b) **Meeting process:** The meetings will be facilitated to support full participation by each Council member. The discussions will be focused and be referenced to the mandate. In preparing for discussions, a briefing note or presentation will be provided so that Council members can start the discussion with the same foundational information. A round will be conducted so that we hear from each member of the Council on key discussions and decisions. Before the end of each meeting, a summary will be provided on the key messages coming out of the Council including decisions. These will be uploaded to the website and shared publicly 24 hours after the meeting.
- c) **Meeting minutes and key messages:** Meeting minutes are prepared by the Administrative Support person to the Community Equity Council. The minutes will be a high level summary of the discussions and decisions made. The key messages, agreed by the Council at the end of each session, will be inserted into the minutes.
- d) **Addressing conflict:** Conflict is natural and healthy in any group environment. Conflict at the table and in Council discussions will be respectful. When there is conflict between individuals and/or groups within the Council, we will require Council members to initiate resolution of a conflict between themselves. If they cannot reach a resolution, they can ask the Co-Chairs and/or Facilitator to help resolve the issues. Conflicts that are adversely affecting the Council will be addressed by the Co-Chairs and the Facilitator in a pro-active, constructive way.
- e) **Conflict of Interest:** In some discussion within the Council it may be important to identify a conflict of interest. Council members can declare a conflict or the co-chairs or facilitator can name a conflict. A conflict of interest can be: where family members or close friends of a Council member are involved in a specific situation or where the situation includes police members that a Council member directly supervises. The Co-Chairs and facilitator will decide on whether the conflict will adversely impact the discussions or decisions and how to address it.
- f) **Guests and public participation:** Council meetings are not open to the public.

17. Decision-Making Process

The decisions that the Council makes will primarily be recommendations to the police on how to make improvements around their relationship between the OPS and the Indigenous, racialized and faith-based communities. The decision-making process will be a modified consensus model.

- a) Appropriate time will be given to have full discussions to support informed decisions. Specific time will be allocated in the meeting agenda for the discussion for each item

- and can be extended when necessary.
- b) Using the consensus model, the table will have the opportunity to discuss the item and identify whether the Council has consensus.
 - c) The 1-6 ranking adopted at the meeting is:
 - 1) Fully support
 - 2) Support with reservations
 - 3) Acceptable
 - 4) Will not block it, can live with it
 - 5) Need more information or discussion in order to support
 - 6) No; cannot accept it.
 - d) If everyone is at level #4 or above, consensus has been reached.
 - e) If there is consensus in the room with some reservations, the reservations will be considered in order to make the decision stronger. If this requires changes to the item, these will be discussed and posted in the meeting.
 - f) If there is no consensus and there is a time restriction, the group will move to a vote.
 - g) A decision has been achieved if there is agreement by at least 75% of the CEC at the meeting.
 - h) If the motion goes to a vote, each person who is not part of the majority can request to have their name noted along with the concerns that prevented them from supporting the motion.

18. CEC Committees

There are a number of Standing Committees for the Community Equity Council. Each will have their own Terms of Reference. The mandates for each committee are:

a) **Committee mandates**

Communications Committee: This committee has three responsibilities:

- Review and ensure that the CEC website is up to date.
- Develop and update, as needed, a communications policy (including social media policy) for the CEC.
- Review and summarize the Community Engagement feedback and present a report to the CEC on the issues emerging from the community.

Training and Recruitment: Track concerns and offer solutions related to training and recruitment in the OPS. Specific focus is on training on better supporting OPS members to work effectively with Faith based, Indigenous and Racialized community members.

EDI: This committee is focused on providing input into the EDI plan, reporting and implementation within the OPS. The committee also has responsibilities to review and work on recommendations that came out of the OPS reports relevant to the Faith Based, Indigenous and Race Based communities, including the Use of Force Report.

Anti-Racism Committee: This committee will look at ways that the OPS can work with communities who have identified the OPS as being racist or where incidents occur and racism is named as one of the dynamics in the situation; and guide and support OPS in Identifying common challenges and issues relating to anti-racism. These will be opportunities to learn to deepen an anti-racism practice in OPS. Specific attention will be on anti-black racism.

Indigenous Relations Committee: The committee will work on areas that need strengthening between the Indigenous community and the OPS.

2SLGBTQIA+: The committee will identify and work on areas that need strengthening between the LGBTQ2S+ community and the OPS that intersect sexual orientation, gender fluidity, faith, race and Indigeneity.

Trending Issues The committee will review issues that come from the community. This committee will support existing OPS processes to resolve the issue in a constructive and strength based way while also providing recommendations for better or new processes.

NRT Committee: The committee will examine the Neighbourhood Response Team's (NRT) effectiveness in responding to Faith based, Indigenous and Racialized community members and offer suggestions for improvement.

Leadership Committee: Committee made up of the leadership of the CEC. They respond to issues that arise between meetings.

Nominations Committee: The committee will support recruitment of CEC members including doing the interviews and making recommendations to the Leadership Committee.

- b) **Membership to the Committees:** Committee members will be made up of Community Equity Council members, community members and Ottawa Police Service members. Community and OPS members can indicate at any time an interest in a committee. An open recruitment process will be done for committees as needed. The Nomination Committee will be activated as needed.
- c) **Co-Chairs for Committees:** There will be two co-chairs (one from the OPS and one from the community). Both co-chairs will currently be sitting on the Community Equity

Council. When a community co-chair cannot be found from the CEC, the committee will identify a community co-chair from the membership.

- d) **Frequency of Meetings:** Committee meetings will be held six times a year, in the alternative month that the Council is not meeting. The months for committee meetings are: February, April, June, August, October and December. Committees can also plan supplementary meetings to complete the work of the committee.
- e) **Supports to Committees:** The OPS co-chair will provide supports to the committee including calling of the meetings and meeting minutes are produced.

19. CEC Ad Hoc Workgroups

The Community Equity Council can form a working group to respond to a specific situation. The members of the working group will be identified based on the expertise and experience required to address the situation. The mandate of the workgroup and the membership will be decided by the Council.

A Work Group will have a time limited mandate until the situation is resolved or the work has been absorbed into a CEC committee.

The only ongoing ad hoc committee is the Recruitment working group.

20. Use of Force Review Panel

The Use of Force Review Panel established by the Ottawa Police Services will have a working relationship with the CEC to support recommendations coming out of the panel being able to move forward. The Panel has its own Terms of References.

Our role in the Community - Accountability

21. Communication processes

- a) **Formal CEC Media spokespeople:** The Community and OPS Co-Chairs are the media spokespeople for the Community Equity Council unless another person has been delegated to speak on behalf of the Council on a specific issue.
- b) **Collective media messages:** The Community Equity Council or the Communications Committee, will develop collective media messages that reflect the overall direction of the CEC. All communication messages are approved by CEC Leadership Committee. Those messages can be shared by all Council members if approached by the media.
- c) **Website:** The Community Equity Council has a presence on two websites.
 - The OPS website

<https://www.ottawapolice.ca/en/careers-and-volunteering/community-equity-council.aspx>

- CEC website
<https://www.opscommunityequitycouncil.com>

The content for the website is to be reviewed by the Communications Committee every six months and make recommendations to Leadership for updates. The management and technical updating of the OPS website will be the responsibility of the OPS and the external website is the responsibility of the CEC Facilitator.

- d) **Social Media:** The Community Equity Council (CEC) will establish and maintain an official social media presence, which will be maintained by the Communications Committee and supported by the Ottawa Police Service Diversity and Race Relations section.

The social media presence will represent official communications, issued on behalf of the Community Equity Council, by CEC Co-Chairs.

Social media will be used to convey official statements such as media releases.

Media releases issued by the CEC Co-Chairs will be relayed to all CEC members before transmission.

All community members are free to comment and speak on all matters that affect their community or upon which they have expertise or working knowledge, by way of their own social media accounts, but acknowledge that only the CEC Co-Chairs are official spokespersons for the Council and that other Council members are personally responsible for the content they publish.

CEC Members in their capacity as community members may be asked for official comment on issues concerning the CEC. If the comment requires a collective response, these requests should be redirected to the CEC Co-Chairs.

CEC Members in their capacity as sworn officers or civilian members acknowledge that they are subject to Ottawa Police Service Policy 2.22 which governs social media.

CEC Members should follow common sense social media engagement guidelines, which generally include: relaying timely and accurate information in a respectful and honest manner, while being sensitive to the privacy of others.

CEC Members should be mindful that social media is public space and that any statement, no matter inconsequential or obscure, can be seen by the public and the media and reflect upon their status as CEC Members (Approved and added at the January 15th, 2019 meeting).

- e) **Tracking CEC Communication:** The Communications committee will track CEC media stories.

22. Accountability of the Council to the Ottawa Community

- a) **Individual Accountability:** Each Community Council member has been asked to identify an organization that they will ensure accountability to. That accountability includes: updating the organization and getting their feedback on the issues that are arising at the Council and, if possible, presenting a public report through that organization (e.g. AGA or community gathering) on the work of the Community Equity Council. The Council member is required to complete their accountability relationship template on an annual basis.
- b) **Annual work plan with performance indicators:** The Community Equity Council will work with an annual work plan that has specific outcomes and performance measures. The work plan will be developed at the first meeting of each year and will be based on the issues identified by the community and OPS around Indigenous, racialized and faith-based communities.
- c) **Annual Orientation:** An annual orientation will be provided that includes an overview of the Ottawa Police Services, the data related to the communities in Ottawa and the intersectional approach.
- d) **Annual evaluation of the Council:** The Community Equity Council will do an annual evaluation that will include an individual assessment by each Council member and a group evaluation. The results will be used to support improvements and changes to the Council. The evaluation will be done in the fall of each year.
- e) **Annual CEC report:** An annual report will be developed each year in late fall that will assess the progress of the Council, including the areas the Council focused on, the impact of the work and lessons learned.

23. Evaluation and Revision of the Relationship Framework

The Relationship Framework will be reviewed and updated annually at the first meeting of the new year.

Appendix A – Accountability Template

Date _____

Community Council Member _____

Organization that I will be accountable to _____

Contact person in the organization _____

Meetings where I sought feedback for CEC

Meetings when I presented information to the organization about the CEC

Other organizations that I connected with on behalf of CEC

Appendix B – Definitions

Indigenous: Includes First Nations, Inuit and Métis people in Canada. The word Aboriginal is also used to describe Indigenous people.

Intersectionality: The complex, cumulative way in which the effects of multiple forms of discrimination (such as racism, sexism, and classism) combine, overlap, or intersect especially in the experiences of marginalized individuals or groups. (Merriam-Webster dictionary)

The CEC applies the OPS Inclusive Language Guide and the 2SLGBTQI+ Language Guide in our materials and discussions.

Appendix B: Indigenous Women’s Safety Table Relationship Framework

Disclaimer: This appendix contains information from a third party (outside the Government of Canada). The documents have been posted as received. Readers wishing to rely upon this information should consult directly with the source of the information



The Ottawa Aboriginal Coalition (OAC) Indigenous Women’s Safety Table Relationship Framework

This work is about restoring balance in Indigenous women, in our families and in our communities.

“In many Indigenous cultures and societies we are taught to honour women, as lifegivers, as knowledge keepers, as storytellers, as medicine women, as word carriers, as community members and human beings and colonialism has impacted negatively on those values” (Romeo Sanganash).

1. Introduction

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

During this time, the Ottawa Aboriginal Coalition had been having conversations on how to we make the City of Ottawa a safer place for Indigenous women. In reviewing the different documents it was clear that ensuring Indigenous women’s safety means making structural, systemic and institutional change in multiple systems, and addressing the embedded racialized violence directed at Indigenous women in Ottawa.

2. Purpose of the Safety Table

The table will focus on specific systems that need to change in order to increase their capacity to be a safe place for Indigenous women. The first four systems that the Table will review and identify change for are:

1. Policing in Ottawa, specifically the Ottawa Police Services
2. Health Care in Ottawa, specifically addictions and healing support
3. Group Homes system (Beyond child welfare) with a specific focus on Youth and Young Women.
4. Housing and Homelessness

The tables will identify what changes need to be made to a specific system or institution that will increase the safety to Indigenous women in Ottawa.

3. Membership

The Indigenous Women's Safety Table will be made up of members of the OAC, key partners.

1. All Ottawa Aboriginal Coalition member organizations
 - a. Gignul Housing
 - b. Inuit Not For Profit Housing
 - c. Inuuqatigiit
 - d. Kagita Mikam
 - e. Makonsag Head Start
 - f. Minwaashin Lodge
 - g. Odawa Native Friendship Centre
 - h. Tewegan
 - i. Tungasuvvingat Inuit
 - j. Wabano Aboriginal Centre for Health
2. Ontario Native Women's Association
3. City of Ottawa
4. Ottawa Police Services
5. Ottawa Public Health

Key questions:

1. Who else would you want to include as members?
2. What is the role of the Ottawa non-Indigenous women's organizations such as OCTEVA and COWI?

4. Working Structure of the Safety Table

Each priority system area will have a working group that will do the focused work of identifying the changes that need to be made to make the system safe for Indigenous women and developing the advocacy strategy for the changes being advocated.

Indigenous Women’s Safety Table

	Police Working Group	Health Care	Group Homes	Housing and Homelessness
Co-chairs	Recommend: representative from Minwaashin	Recommend: representative from Wabano and or Minwaashin	Recommend: representative from Tewegan	Recommend: representative from Gignul and/or Inuit not for Profit Housing and Wabano (Tina)
Membership	<ul style="list-style-type: none"> • ONWA (Human Trafficking) • Ottawa Police Services 	<ul style="list-style-type: none"> • Ottawa Public Health • Members of the Urban Indigenous Health Alliance 	<ul style="list-style-type: none"> • ONWA (Human Trafficking) • CASO 	<ul style="list-style-type: none"> • All ACAB members • Three housing providers
Resource Person	Shirley Cuillierier			

5. Process and proposed timeline

The intended process for each system area is:

<ol style="list-style-type: none"> 1. Establish a working group for each priority area. <ol style="list-style-type: none"> a. Identify two co-chairs for each working group. One will come from an OAC member organization. b. Identify the membership base for the working group. 	July – end of Sept.
<ol style="list-style-type: none"> 2. Review the key reports and identify recommendations or actions that align with needs in Ottawa. 	
<ol style="list-style-type: none"> 3. Development of questions to explore with Indigenous women community members. 	
<ol style="list-style-type: none"> 4. Conversations in gatherings with Indigenous women about the current impact of the system and what they want to see changed. 	
<ol style="list-style-type: none"> 5. Analysis of the conversations with members of the community and identify key recommendations for change. 	

6. Identification of a planned change process with one change at a time being advocated for.	
7. Ongoing development of a relationship with key stakeholders in the current system.	
8. Ongoing advocacy for change strategy and implementation.	

6. Applying Indigenous knowledge including an Indigenous Gender Based Analysis

The systems we are striving to change are embedded in a value system and entrenched thinking that continues to do harm to Indigenous women. We will apply Indigenous knowledge and ways of knowing and being to support the process and not just the results of our work.

That will start by acknowledging that Indigenous women are knowledge holders of their own lives and lived experiences.

Applying an Indigenous Gender Based Analysis (IGBA) means that we will be working with the community to collect the stories, analyze what is being said and identify what has priority for change.

7. Resources to the Table

The Ottawa Aboriginal Coalition will provide the logistical and operational support to the table including facilitation, organization of meetings, minute taking and report writing. The OAC will also actively seek funds to support the work of the table.

8. Timeline

The Table will function for one year, meeting every other month and the working groups meeting in the alternate months to move forward one action in this first year. After one year, the table will be reviewed and decide to continue, modify or close down operations.

9. Code of Conduct for the Table

Indigenous cultures are rich with many teachings that guide our day-to-day. Culture is ultimately every day good living that is rooted in the teachings. For this table we are proposing that the Toltic Teaching of *The Four Agreements* be our starting Code of Conduct.

Appendix C: Pathway to Target 1 Terms of Reference

Disclaimer: This appendix contains information from a third party (outside the Government of Canada). The documents have been posted as received. Readers wishing to rely upon this information should consult directly with the source of the information

National Advisory Panel: Pathway to Canada Target 1 Terms of Reference (abridge)

The Pathway to Canada Target 1 is a national initiative involving many government departments, Indigenous groups, communities, and organizations across Canada. Details regarding the overall initiative can be found in the terms of reference for the overall initiative. This terms of reference provides further details about the role and functioning of the National Advisory Panel.

The National Advisory Panel

In Canada, we are privileged to enjoy a country rich in natural landscapes; Canada's biodiversity supports our cultures, our environment, and our economy. Helping protect biodiversity, while encouraging the sustainable use of nature, is a responsibility that all Canadians share. Canadian governments recognize the importance of protected and conserved areas for maintaining biodiversity, and have committed to collaborate through the Pathway to conserve at least 17 percent of Canada's terrestrial areas and inland water by 2020.

It is well understood that many governments, Indigenous peoples, communities, and organizations across Canada have a significant interest and/or stake in the outputs from this process and that the solutions associated with achieving Canada Target 1 will only be found through collaboration and collective action within and amongst those groups. Accordingly, Ministers who oversee parks, wildlife, conservation and biodiversity from the federal, provincial and territorial governments are seeking advice from a National Advisory Panel (NAP), with members who represent a broad spectrum of perspectives. The NAP will provide advice to ministers to inform decisions on how to conserve, by 2020, at least 17% of terrestrial areas and inland water through networks of protected areas and other effective area-based conservation measures.

Purpose

The purpose of the National Advisory Panel is to provide recommendations reflecting a broad spectrum of perspectives and based on the best available science and traditional knowledge on how governments, non-governmental organizations and Canadians could collectively achieve Canada Target 1 through a coordinated and connected network of protected and conservation areas throughout the country that could serve as the foundation for biodiversity conservation for generations to come.

Ethical space

The Pathway to Canada Target 1 is a national initiative undertaken in a time of dynamic change. The NAP members aspire to undertake their work in a framework that informs the participation of NAP members and their deliberations. This framework could be described as creating an ethical space within which NAP carries out its mandate. This ethical space is a co-created space through which different knowledge systems, lived experiences, perspectives, understandings, language, and dialogue may be carried out in a respectful, conscientious, and deliberate manner.

The framework is comprised of the following: The United Nations Declaration on the Rights of Indigenous Peoples; the Truth and Reconciliation Commission of Canada Calls to Action; the Canadian Constitution; Treaties, Agreements, and Other Constructive Arrangements; and Canada's international obligations and undertakings as represented by the Aichi Targets and further to international law such as related multi-lateral environmental agreements, human rights instruments, and customary international law. The work of the NAP is therefore a manifestation of reconciliation and a contributor to reconciliation in a rapidly changing world.

Mandate

The mandate of the National Advisory Panel is to

- Provide practical and innovative recommendations to governments and Canadians that reflect a broad spectrum of perspectives and that are based on the best available science and traditional knowledge on:
 - How governments, non-government organizations, industry, and Canadians can collectively achieve Canada Target 1 by 2020;
 - Guidance for establishing a coordinated network of terrestrial protected areas, Indigenous conservation areas, and other effective area based conservation measures across Canada that are effectively and equitably managed, well connected and integrated into the wider landscape, include areas of importance for biodiversity and ecosystem services and that together achieve ecological representation; and
 - Solutions to potential barriers to achieving Canada Target 1 by 2020 and to implementing the guidance over the long-term, including ideas for integrating implementation with other priority programs, such as species at risk and climate change adaptation.
- Provide an assessment of mature protected area processes already underway that have a clear record of indigenous support and are well suited to Canada reaching and exceeding Target 1.
- Advise on foundational elements (such as governance, legislation, incentives, funding) that may be required over the long-term for designing, establishing, and effectively managing a coordinated and connected terrestrial network of protected and conserved areas throughout the country that would serve as the foundation for biodiversity conservation for generations to come.

Scope of work

In scope:

- The production of a report with recommendations on how Canada can achieve the quantitative and qualitative elements of Canada Target 1 for terrestrial, inland water, and connecting coastal ecosystems including estuaries, with the recognition of that there is a continuum between the inland and coastal ecosystems.
- In particular, the NAP is expected to provide innovative recommendations for the following elements associated with Canada Target 1:
 - Canadian criteria for protected areas and other effective area-based conservation measures that are credible, clear, and consistent with internationally recognized approaches 1;
 - Representation of Canada's diverse ecology in protected areas and other effective conservation measures;
 - Equitable management of protected areas from a local community perspective1;
 - Management effectiveness of protected areas and other effective conservation measures;
 - Areas important for biodiversity and ecosystem services; and
 - Connecting protected and conservation areas and integrating them into the wider landscape.

Out of scope:

- Recommendations exclusive to marine networks.

In order to reflect a renewed relationship with Indigenous Peoples based on respect, cooperation, partnership and the recognition of rights, an Indigenous Circle of Experts (ICE) has been established and asked to develop guidance options specific to Indigenous protected and conservation areas (IPCA's) and equitable management from an Indigenous perspective. The ICE is comprised primarily of Indigenous people along with representatives of federal/provincial/territorial governments. The ICE will interact with the NAP to align efforts and mutually inform the deliverables of both bodies.

Method of work and support

Members of the National Advisory Panel are expected to uphold the principles established for the entire Pathway initiative, namely:

- Reconciliation,
- Respect,
- Inclusiveness and collaboration,
- Transparency,

- Recognition and empowerment of existing related processes,
- Innovation and creativity, and
- Evidence-based decision making grounded in truth derived from western empirical science and Indigenous knowledge to achieve biodiversity conservation outcomes.

Members of the NAP will serve as individuals bringing their expertise, knowledge, and perspectives, rather than acting solely as representatives of, or advocates for their current affiliation. In addition, members will respect people’s ethical space, including oral principles of practice, in order to develop foundational solutions together. Finally, members will balance the principle of transparency with confidentiality of discussions where appropriate.

The NAP will make use of discussion papers produced by the Expert Task Teams on the elements associated with Canada Target 1 to help inform and expedite its work.

The NAP may consult with other topic experts and/or invite them to present at its workshops, keeping in mind the time and budget limits of the Pathway

It is hoped that NAP members will engage informally with their networks of individuals and organizations to help build understanding of the Pathway initiative and to obtain relevant information that could help the work of the NAP.

The NAP will be supported by the Pathway Secretariat with:

- Administrative and logistic support for meetings
- Research tools and resources

Members of the Secretariat will be available to attend meetings of the NAP as technical resources and to provide support.

External facilitation services will be provided for the NAP workshops.

Financial support will be provided to NAP members as follows:

- Travel expenses will be reimbursed at cost on submission of claims and receipts, following Government of Canada guidelines
- Honoraria will be provided on an as need request basis following Government of Canada Cost Recovery Regulations.

Operating procedures

1. Panel Members’ roles

- 1.1. Panel members are expected to make every effort to attend all in-person workshops and engage in all aspects of the work of the Panel.

- 1.2. Absence from two consecutive meetings or parts of two consecutive meetings will lead to a discussion by the National Advisory Panel co-chairs of that member's continued involvement.
- 1.3. Such discussion shall be informed by either the member's presence or by an interview conducted by the facilitator. If desired or necessary, or if there are special circumstances, the co-chairs or a member can conduct the interview.
- 1.4. The Panel members can send in their views to all members or facilitator if they are unable to attend meetings. It will then be the responsibility of the facilitator to share the member's views.
- 1.5. Members will not be asked to make recommendations based on information that they have not had an opportunity to consider in advance of the meeting. Where a lack of information constrains the making of recommendations, members will attempt to obtain that information, or acknowledge the lack of information in their recommendations.
- 1.6. The Panel members will participate respectfully and act in good faith in all aspects of the process.
- 1.7. Members agree they will advocate consistent positions both within and outside of the Panel.
- 1.8. Where there are multiple views on a particular matter these will be articulated as well as the reasons for taking those positions. The record of decision should reflect reasons for these views and weight of support.
- 1.9. Communications between meetings are encouraged and will be conducted by email, phone or video conference as appropriate
- 1.10. Members are encouraged to share information with other Panel members whenever appropriate.

2. Co-chairs' role

- 2.1. The co-chairs of the Panel are designated by the Minister of Environment and Climate Change Canada and Alberta Minister of Environment and Parks.
- 2.2. The co-chairs will act as a liaison between the Panel and the National Steering Committee co-chairs and the Secretariat, and are designated spokespeople to the media about the activities of the Panel.
- 2.3. The co-chairs will agree on an alternate NAP member that can act in their capacity should both not be available to attend a meeting.

3. Facilitators' roles

- 3.1. Two facilitators will be provided to support the co-chairs by :
 - 3.1.1. Keeping discussions focused, ensuring all points are heard and facilitating the meetings within the spirit of these operating procedures.
 - 3.1.2. Taking a proactive role to assist members to identify issues and to structure the discussion to encourage understanding of views and underlying rationale.

- 3.1.3. Consulting with the Panel members on the initial draft agenda seven days before the meeting.
- 3.1.4. Producing records of decisions without attribution as well as summarizing general topics discussed, action items, decisions, and differing viewpoints. Wording will be approved either at the meeting in question or subsequently by poll or by ratification at a subsequent meeting. A record of decision and action items along with the meeting summary will be generated within five business day following the meeting and circulated to members.