

# Ottawa Police Service Community Council



## COMPAC to Council Survey Results May 2018

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# COMPAC to Council Survey Results

## A. Introduction

In the Fall of 2017, the Community and Police Action Committee (COMPAC) was officially disbanded with the intent to develop a new community based committee that can support the Ottawa Police Service to serve and work more effectively with diverse Ottawa communities, including Indigenous, racialized and faith based communities.

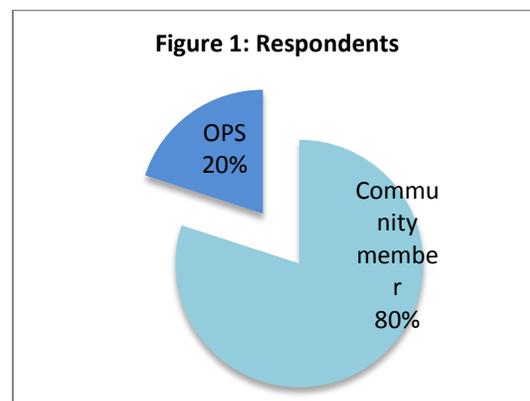
Since early January 2018, the Leadership Team (police and community members) have met, with the support of Catalyst Research and Communications, and developed recommendations on how to move forward. These recommendations have been presented to the Chief of Police and Senior Police Leadership and following this, the Leadership Team solicited feedback from police members and the community throughout a survey.

The survey was distributed in April and May 2018 to the stakeholder list provided by the Diversity and Race Relations office in the Ottawa Police Services. It was sent to over 1000 e-mail contacts who were also asked to distribute the survey.

This report summarizes the results of the survey. A total of 96 responses were received:

- 90 in English and 6 in French,
- 19 from members of the Ottawa Police Service and 76 from community members.

The responses rate is 5 to 10%, depending on how broadly it was circulated



In the report, some comments made under one question was moved to a different question that was more relevant to their content.

## B. Mandate, Objectives and Outcomes

### Mandate

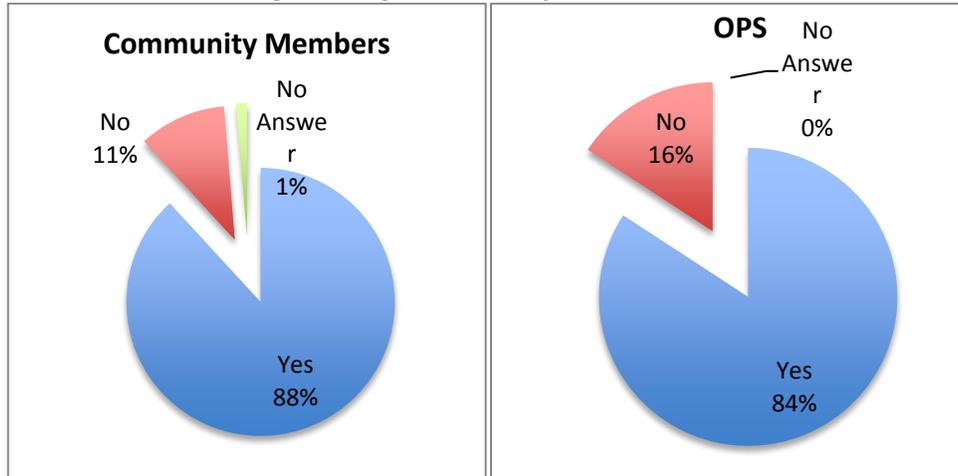
The survey asked whether respondents agreed with the proposed mandate below.

#### Proposed Mandate:

The Council will support the Ottawa Police Service to work more effectively with Indigenous, racialized, and faith based communities in Ottawa.

As Figure 2 illustrates, there was strong support for the mandate as proposed, among both the police members and the community members who responded.

**Figure 2: Agree with Proposed Mandate**



A number of comments were received about the proposed mandate, covering several different aspects:

- a) Both police (3 comments) and community members (3 comments) were concerned that the wording was quite vague. What does “support” mean? What does “effectively” mean? Three wording changes were suggested to strengthen the mandate:
  - “ensure OPS works more effectively ...”
  - “collaborate with” instead of “support”,
  - “based on an understanding of the specific issues of each community”.
- b) Three community members suggested the mandate might emphasize that the work needs to be based on competencies and skills in certain key areas, such as stopping racism, conflict resolution, and understanding community issues.
- c) A community member indicated that the mandate should reflect that the Council supports not only the police but the community. They noted that one of the problems with COMPAC was that the police sometimes blocked community input.
- d) Two community members were concerned about how the mandate will be achieved.
- e) One police member and one community member suggested including the LGBTQ community.
- f) Six community members felt that parts of the community have been left out, and suggested expanding the communities involved, notably to include mental health, social housing / poverty, educators (high school teachers and principals), and using an intersectional lens (e.g. Two Spirit, Trans Women of Colour).
- g) A community member suggested including the police union.
- h) One member of OPS indicated they thought that COMPAC was working well and this new entity was not needed. A similar comment was made under each of the subsequent questions, possibly by the same individual.

- i) Another member of OPS asked who will hold the Chief and other senior officials accountable for differential treatment of racialized officers. A similar comment was made under several of the subsequent questions, possibly by the same individual.

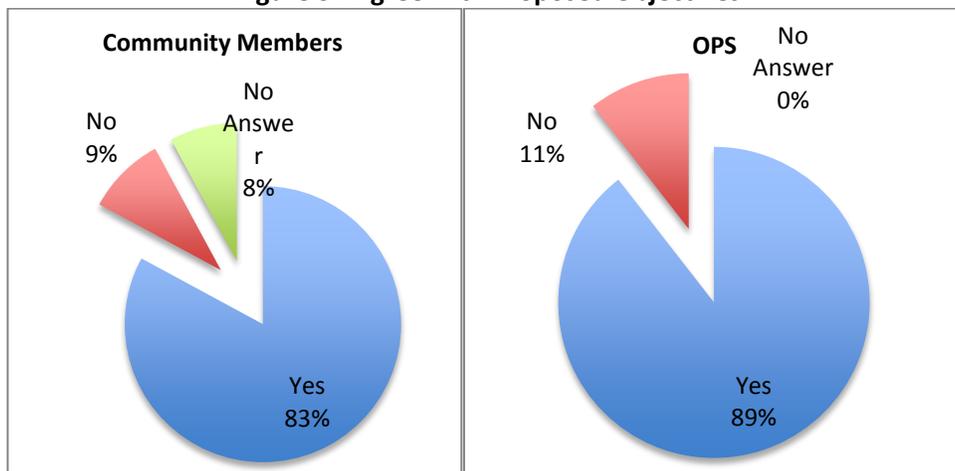
*“The problem with the old one is that it morphed into something that was police-driven, not equally balanced with the community. There were occasions when the police co-chair blocked initiatives the community co-chair and members of the group wanted, and this was like “I rule.” So, to say the Council will “support the OPS” and not the community, extends and re-enforces that notion which is fallacious and unhelpful and counter to the original intent of the organization.” - Community member*

### Objectives

There was also strong support for the proposed objectives of the new Council, as shown in Figure 3 below.

Proposed Objectives
a) Community members will provide meaningful and honest feedback about the ongoing relationship with the community and police.
b) Community members will provide informed, strategic and thoughtful advice to the police about 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 support change within the police systems while recognizing the limitations of the police systems.
e) Police members will be advocates for change within the police service.

**Figure 3 : Agree with Proposed Objectives**



Comments related to the objectives covered the following points:

- a) Several comments from community members suggested the tone and language used were not helpful, and specifically:

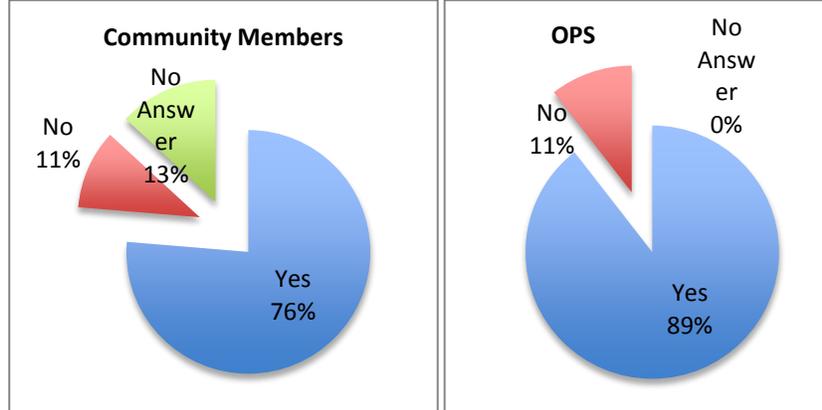
- “meaningful”, “honest” and “thoughtful” are belittling terms in that they suggest community members are not these things; at the very least, the same terms should be applied to police;
  - the language is authoritarian in tone and instead should emphasize police listening to and accepting community input;
  - in objective b), the term “informed” should be changed – informers inform;
  - objectives should focus more on stopping police brutality.
- b) Three wording changes were suggested by community members:
- Community members will engage with communities to listen to their concerns and bring those forward
  - to end racism and sexism and any form of harassment or hate (no violence) related to equity-seeking groups (LGBT, differently abled, indigenous, etc.) inside the police in Ottawa
  - 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* (changes noted in italics)
- c) A police member suggested it would be positive to have at least one joint objective addressing both police and community to help reinforce collaboration.
- d) Both community members (2 comments) and police (1 comment) were concerned about how the objectives were going to be accomplished and measured.
- e) A police member commented that a recent speaker series was a good tool for accomplishing these objectives but few community members attended.
- f) Three community members supported the objectives but expressed concern about the motivations of some who will have an impact on implementation, and specifically:
- Some community activists are less interested in change than in “pushing and confirming narratives”;
  - True support is missing’
  - RacIALIZED groups sometimes push their agenda on other groups, e.g. LGBTQ.

## Outcomes

There was strong support for the proposed outcomes (listed below), as shown in Figure 4.

Outcomes
<p>The two initial outcomes for the work of the Council are:</p> <p>a) To improve relationships between Indigenous, racialized and faith-based communities and the Ottawa Police Service.</p> <p>b) To see changes within the OPS are initiated to develop and maintain strength-based relationships with Indigenous, racialized and faith-based communities.</p>

**Figure 4: Agree with Proposed Outcomes**



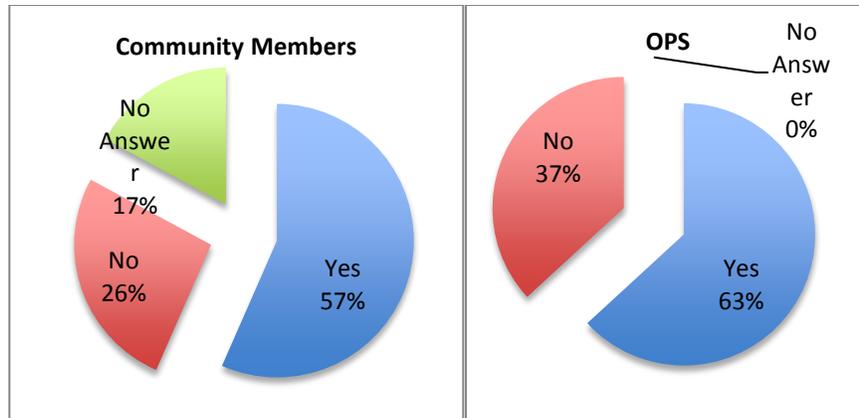
Comments covered several areas:

- a) Comments from police (2) and community members (6) were concerned about how the outcomes will be achieved, and especially, how they will be measured. Some wanted input into the development of the performance indicators. One person pointed out that any change, however miniscule, would technically fulfill the outcomes.
- b) Some suggested changes:
  - The relationship should be a two-way street: community members should speak on what they are hearing from the community and also report back to the community about what is being done;
  - More focus on OPS dealing with community members and with issues within OPS culture, including ending racism, sexism and harassment within the OPS;
  - Outcomes need to refer to the provincially mandated Anti-Black Racism initiative – to acknowledge racism exists and is detrimental to good police work, and ensure the Council’s plans adhere to the legislative requirements;
  - Outcomes should refer to not just improving but fundamentally changing police services and how they serve Indigenous, racialized and faith-based communities;
  - Two wording suggestions were focused on tasking the Council with “ensuring” changes in OPS take place, or with undertaking those changes directly.
- c) Although not a comment specific to outcomes, one community member would like to see a commitment to de-escalation strategies.
- d) One community member objected to the use of the term “racialized”, which they consider a put-down that implies some races are superior to others, and they would prefer the term “person of colour”;

### C. Name

The majority of respondents agreed with the proposed name for the new Council: “The Ottawa Police Community Equity Council”, although the support was significantly lower than for the mandate, objectives and outcomes (see Figure 5).

**Figure 5: Agree with Proposed Name**



Comments indicated two major concerns with the name:

- a) The term “equity”: the largest number of comments (9 comments: 2 from police and 7 from community members) under this question suggested this term be deleted from the name of the Council for quite diverse reasons, including:
  - Equity is broader than the groups covered by the Council, and includes gender, disability, and others;
  - Equity is equated with rights and the Council is about relationships;
  - Equity suggests the views of Caucasians are not wanted;
  - A focus on equity is a given and does not need to be stated.
- b) Starting the name with “Ottawa Police” suggested that the Council is an arm of OPS, or subject to the direction of the OPS (4 comments).
- c) One police member indicated the name is too similar to OPSOC.
- d) One police member felt that “Council” sounded like government bureaucracy.
- e) One community member would like to see a name without the word “Police” in it.

Several new names were suggested:

- Ottawa Community and Ottawa Police Equity Council
- Council for Community and Police Relations of Ottawa
- Ottawa Council for Community and Police Relations
- Ottawa Police Community Council
- Ottawa Police and Community Council
- Community and Ottawa Police Equity Council
- Ottawa Community Council on Police and Equity
- Ottawa Community-Police Equity Council
- Community/Police Equity Council
- Ottawa Police Service Community Council
- Conseil de justice sociale communautaire (Community Social Justice Council)

*“I think to arrive at the name, you need to ask why these three populations are being addressed by one committee - what is the unifying issue that is specific to those three? Why these three together? Is it because COMPAC included them all - why is it being kept that way? Hate crimes? Decolonizing? How to put that in the positive?” – Community member*

## D. Structure

The survey outlined a proposed structure for the Council.

The Council will be made up of 23 members:

- One Community Chair
- One Police Chair
- 12 Community members (one of the 12 will be the community vice-chair)
- 8 Police Members
- Indigenous Elder – non-voting Member

The Council will be supported by an independent executive facilitator.

The Council structure will include:

- Full Council:** Will meet 5 times a year – every second month. The Council will not meet in the summer (July, August). The Council can also convene should an emergency or an incident arise that merits convening.
- Standing Committees:** Will meet a minimum of 5 times a year in the alternative month that the Council does not meet. Standing committees will be established as part of the permanent structure and will be reviewed every two years for relevance. There will be a maximum of 5 standing committees and they will be chaired by a Council member and community members can be part of a standing committee. All standing committees will have a Terms of Reference which will be reviewed annually.

Proposed committees at the start of the Council:

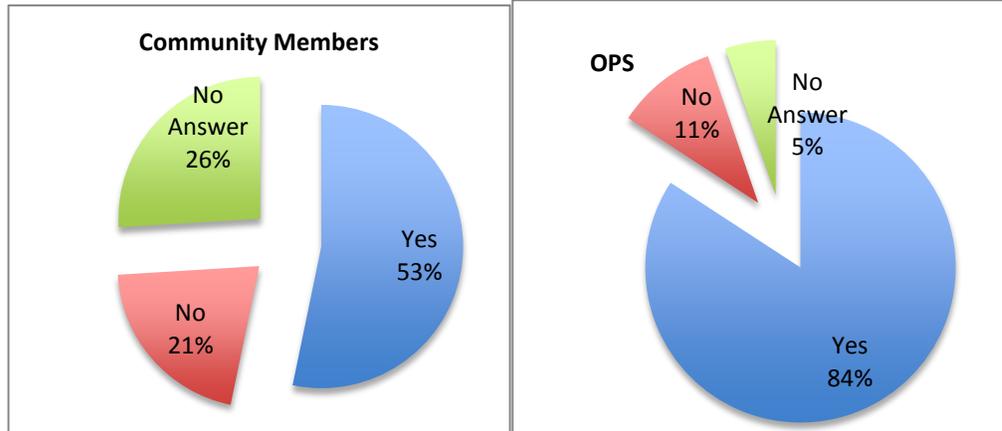
- Indigenous Relations:** To address issues of relevance to the Indigenous community and related to policing. The definition of Indigenous is based on the federal government's understanding and includes First Nation, Inuit and Métis people in Canada.
  - Anti-Racism:** To address issues of relevance to the racialized communities in Ottawa and related to policing.
  - Communications:** Development and improvements to internal and external communication processes and methods for the Council.
  - Bias Neutral Policing:** Ongoing support and input into the OPS Bias Neutral Policing initiative.
  - LGBTQ2:** Working with the LGBTQ2 community to address intersectional issues.
- Workgroups** will be established on an as need basis and will provide clear advice to the Full Council on specific issues that have arisen in the community. They will also be chaired by a Council member and community members can be part of a working group. Working groups are anticipated to have a short existence (less than 2 years). The Council will have a maximum of 3 workgroups at any one time. All workgroups will have a Terms of Reference.

Proposed workgroups for the start of the Council:

- Hate Based Incidents

A strong majority of respondents supported the proposed structure (see Figure 6).

**Figure 6: Support for the Proposed Structure**



Comments covered a range of areas:

- a) Community Co-Chair: a police member suggested rotating this role among community members of the Council, and another suggested electing this person from among the community members.
- b) Size of the Council: four community members felt that 23 was too large and unwieldy a Council and one proposed reducing it to two police members and four community members; a police respondent suggested eight police representatives were unnecessary and proposed reducing this to two.
- c) Indigenous members: there was some confusion among community respondents over the reference to the non-voting Indigenous Elder, and some people thought that this was the only Indigenous representative; two community members suggested the Elder should have a vote, two suggested all Indigenous members should have a vote ("like everyone else"), and one suggested that the Council have a group of Elders they draw on and rotate the Elder who attends the Council meetings.
- d) LGBTQ members: one community member suggested including a seat for the LGBTQ community and another was unclear why LGBTQ was mentioned, as this community had not come up earlier in the survey.
- e) Gender balance: two community members suggested gender balance in the Council membership, or at least 35-40% women.
- f) Other community members: two community members suggested adding Indigenous youth to the Council, one suggested more Indigenous and racialized members, and one suggested designated seats for community and OPS members who are representative of the communities being addressed.
- g) Committees and working groups: two community members suggested a Black Committee or Anti-Black Racism Committee, two suggested a women's committee, one suggested committees on poverty/class and on health and mental health, and one asked if community members who do not sit on the Council can be part of the committees and working groups.
- h) Indigenous Council: one community member suggested a separate Indigenous Council that honours the Algonquin nation and Algonquin philosophy.

- i) Meetings: one community member suggested meeting during the summer, as crime rates are high during this time.
- j) Alternates: one community member felt that alternates should not be permitted.
- k) Child care: one community member suggested covering child care costs, as this is often a barrier for women, and particularly single mothers, attending meeting.

## E. Membership

### Community Members

The survey set out the proposed criteria for selecting the community members of the Council as provided below.

There will be thirteen community members chosen based on a matrix of skills, abilities and representation characteristics. The matrix will include:

- a) Community Identity
  - Indigenous status
  - Faith Based community
  - Racialized community
  - Gender (recognition of gender fluidity)
- b) Engagement with police
  - Arrests
  - Incidents
- c) Community Activity
  - Gangs
  - Drugs
  - Human Trafficking
  - Hate Incidents
- d) Relationship/Strategic Skills
  - Critical Thinking
  - Communication Skills (Active Listening)
  - Ability to Build Trust
  - Cross sector skills working with a range of community members

Respondents were asked for further suggestions about the criteria for choosing community members and their comments are summarized below.

- a) Additional criteria proposed by police:
  - Age (to ensure an intergenerational Council),
  - Length of time in Ottawa (to ensure a mix of recent and longstanding community members),
  - Give preference to those who are not already on other committees.
- b) Additional criteria proposed by community members:
  - Be open to intellectuals, academics, counselors, teachers applying,
  - Exclude Ottawa Community Housing staff,

- Skills to include: race relations, equity analysis, understanding of mental health and addictions, conflict resolution,
  - Recognize that gender, Indigenous and racialized communities have their own faiths,
  - Years of experience in the community,
  - Representation from the francophone community,
  - Works directly with the immigrant or other marginalized communities,
  - Under category c) include “Unnecessary carding”, and missing persons, especially Indigenous women and girls.
- c) A community member asked to have clarification of the categories and why they were chosen.
  - d) Two community members asked that the diversity within each community, and the range of entities in each community, be taken into account in the selection.
  - e) A community member suggested that individuals from a faith-based community are already part of one of the other communities, and so this criterion is a duplication.
  - f) Two community members emphasized that the candidate needs to be credible in their own community, e.g. not someone with a history of aggressive behaviour.
  - g) A police respondent suggested that some community members might also be OPS employees, as they would bring an understanding of policing, while a community respondent emphasized that it was important the community members NOT be OPS staff.
  - h) Given that Council members are volunteers, one community member said that some criteria may need to be combined.
  - i) One community member supported including gender as a criteria and another asked why it was there (suggesting it really belong in the LGBTQ committee).
  - j) One community member suggested that all groups that sit on the LGBTQ Liaison Committee be included in the Council in order to allow intersectionality to come to light (a similar comment was raised under the next question as well).
  - k) Avoid setting up the selection criteria as politically correct or as a perceived political agenda.

## Selection Process for Community Council Members

The survey described the proposed selection process for community members:

Selection Process for Community Members
a) An open application process will be conducted and recruitment will be done connected to the matrix.
b) Candidates will be required to have a connection with a community based group/service organization from the Indigenous, racialized or faith based community.
c) Candidates will be required to do a criminal check and have it attached to the application. The cost for the criminal check will be covered by OPS. Someone with a criminal record will not necessarily be removed as a potential candidate. Any candidate that has committed harm to a vulnerable sector or is currently before the courts will not be eligible for Council membership.
d) Expectations of community members on the Council: <ul style="list-style-type: none"><li>• Meet with members of the public (outside of their community) at least once a year to get feedback on the relationship with the police. (will be part of the work plan) Use the key communication messages developed by the Council when participating in the public meetings.</li><li>• Stay connected to their community organization through a formal accountability mechanism.</li><li>• Work on at least one committee or work group.</li></ul>
e) Community members who are not selected for the Council will be invited to participate in workgroups and committees.
f) Selection process will include an application form, references, letter and interview. One of the references has to be the community/service organization that will be the accountability relationship between the candidate and community.
g) The Leadership team, with an independent consultant, will review the final candidates and make recommendations to the Chief of Police about final membership.

Comments on the selection process are summarized below:

- a) A policy member suggested a social media check of candidates.
- b) A community member felt that candidates must live in the community they represent.
- c) Four community members suggested that, for those who are not selected for the Council and who wish to participate in a committee or working group, some selection criteria still need to apply – in other words, not everyone who is not chosen as a Council member automatically gets to sit on a committee or working group.
- d) Two community members felt that the process needs to be explained more clearly when it is presented to the community, e.g. explain who is the “Leadership Team”, use plain language when describing the process,

- e) Criminal Record check: the following comments were received from a community member (as well as the conc
  - Who will have access to the Criminal Record check?
  - Define “harm to a vulnerable sector”
  - Define “before the courts” – does this include any court action, e.g. filing for divorce, or just cases involving the OPS?
  - This clause needs to apply to OPS members of the Council as well.
- f) Although it is explained in the text, community members raised concern both in this question and the previous question that people with a police record not be automatically excluded.
- g) Community group the candidate is affiliated with:
  - A police respondent and a community respondent suggested that the organization the candidate is connected with needs to be a credible, established entity.
  - Another police respondent suggested that candidates from Black Lives Matter be excluded, as it is a “hate group” who “advocate death to all police”.
  - A community member suggested including seniors organizations,

*“If a candidate has had a ‘non-positive’ experience with the Chief of Police, could that person be excluded by the Chief? Is there no appeal from a decision by the Chief?”*  
 – Community member

### **Police Service Members**

The survey outlined the proposed OPS members who would sit on the Council.

Police Service Members
<p>Eight members of the police service, including the OPS Chairperson, will make up the Ottawa Police Service Members and will include:</p> <ul style="list-style-type: none"> <li>• Deputy Chief (Co-Chair)</li> <li>• Superintendent, Criminal Investigations, or designate</li> <li>• Superintendent, Community Safety Services, or designate</li> <li>• Superintendent, Front Line Deployment, or designate</li> <li>• Superintendent, Support Services, or designate</li> <li>• Chief Human Resources Officer, or designate</li> <li>• Director of Community Development</li> <li>• Staff Sergeant, Diversity and Race Relations (Vice Chair)</li> <li>• Executive Advisor on Equity, Diversity and Inclusion</li> </ul>

Comments from police members on the make-up of this membership:

- a) One individual felt that it is essential that the Superintendents (and not their designates) attend at least three of the five meetings per year.
- b) Concern was expressed by one person about having the Superintendent of Criminal Investigations on the Council, because, until recent changes in policy, that section of OPS had excluded visible minorities from obtaining positions.

- c) Three comments recommended including officers from the lower ranks (such as Sgt) and who actually work with and know the community – “a first hand perspective of how work is done or how could officers perceive a certain situation” might be very useful.
- d) One person suggested that the Co-Chair should not always be the Deputy Chief, but a representative from OPS who is elected by the Council members.

Community members made comments covering the following areas:

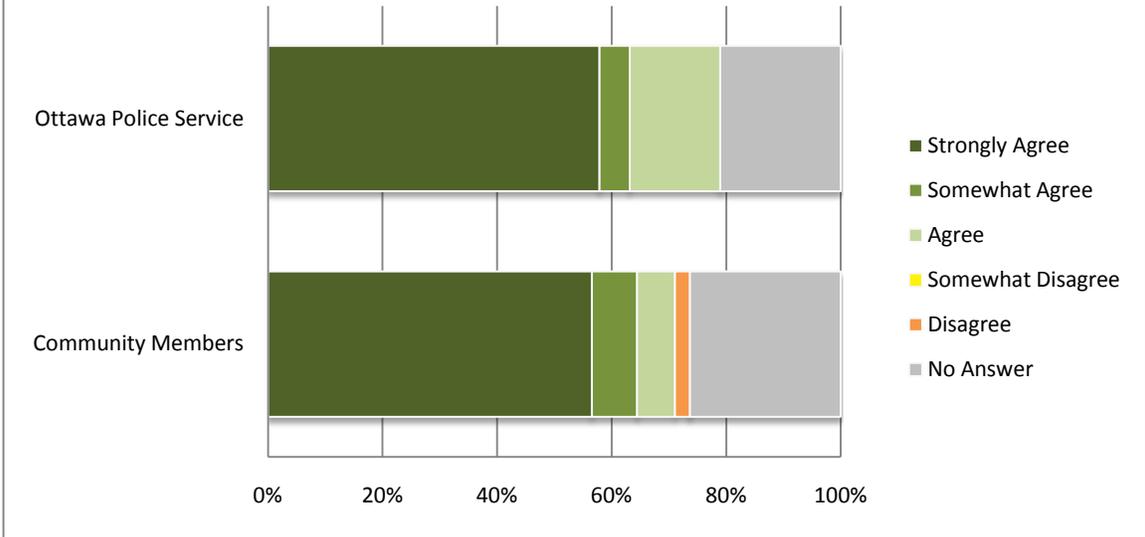
- a) OPS members should also include
  - other parts of OPS, e.g. legal, communications,
  - more officers from the rank and file, with direct contact with the community (if the Deputy Chief is there, we do not necessarily need so many Superintendents) (3 comments),
  - Hate Crime Unit
  - Director of Community Development,
  - Police Union,
  - Youth.
- b) It is hoped that among OPS representatives will be women, LGBTQ and racialized officers – if not, this needs to be taken into account in in the dynamics of meetings (2 comments).
- c) They need to understand their role at the Council.
- d) Most of the senior people will send designates, which means there will be little follow-up.
- e) Too many OPS members on the Council (2 comments).
- f) They should never come to the meetings in uniform.
- g) Because so many of the OPS representatives are senior people, need to address the power imbalance between them and community members.
- h) Attendance should be mandatory.

## F. Relationship Framework

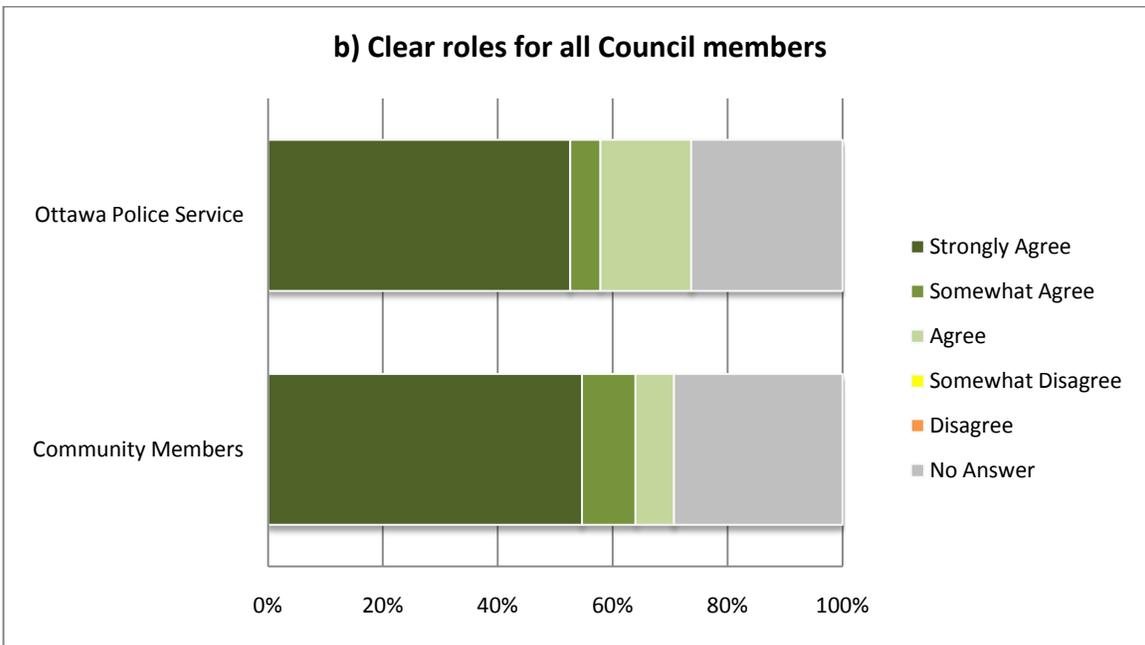
It is proposed that the Council will operate under a relationship framework, and the survey asked respondents to indicate if they agreed with each of the elements of this framework. The responses are summarized below.

(Note: due to some confusion in the structure of the response options under this question, some respondents may have confused “agree somewhat” and “agree”, so the breakdown between these two categories should be treated with caution. However, since both are positive responses, this confusion does not significantly change the overall level of support.)

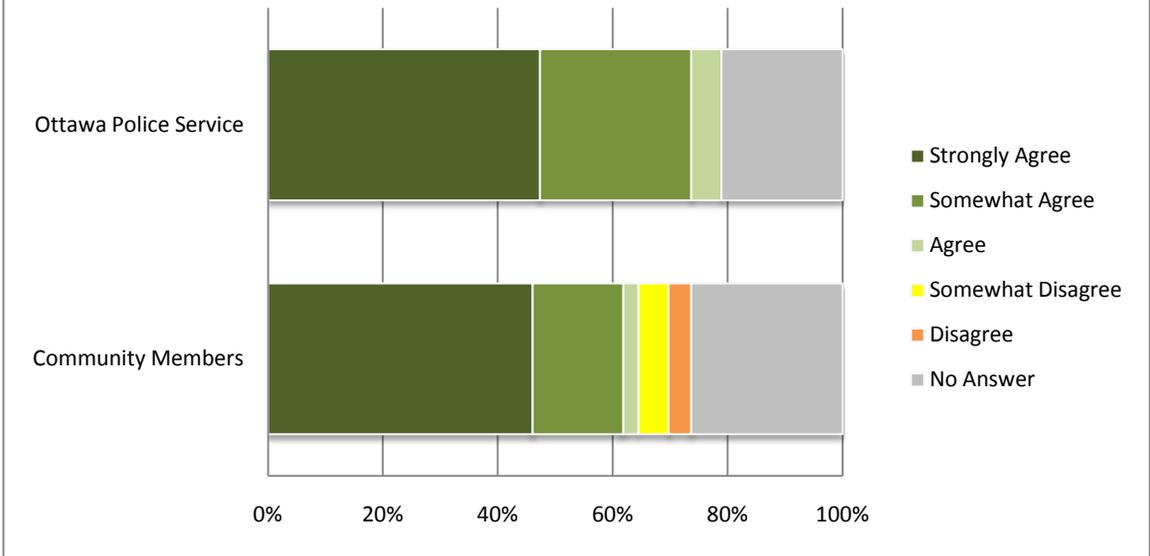
**a) Clear roles and responsibilities for the Chair and Vice Chairs**



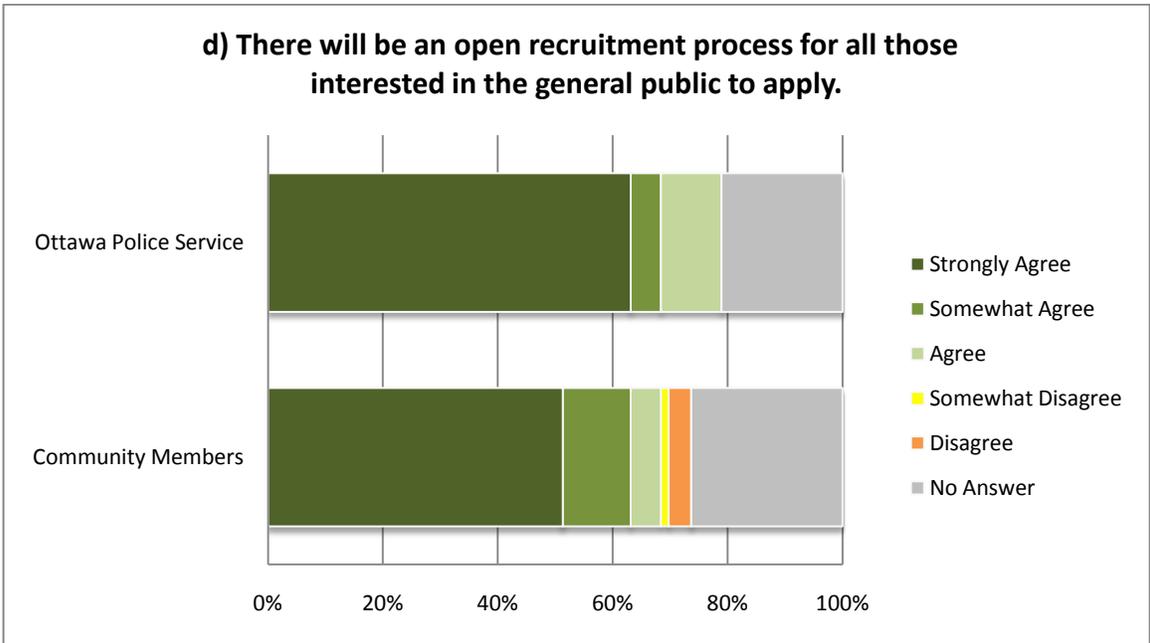
**b) Clear roles for all Council members**



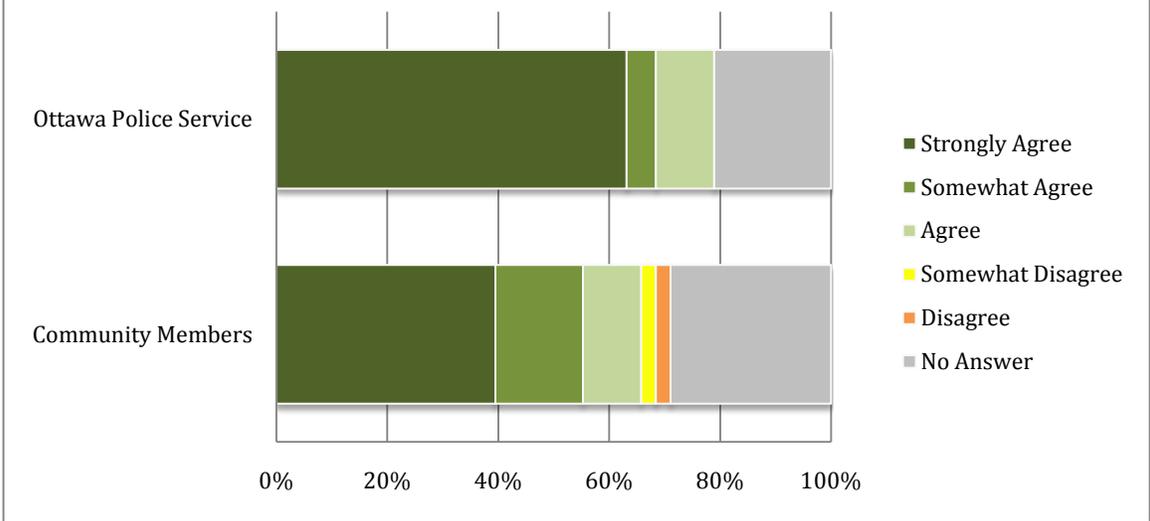
**c) Professional Facilitator to support the discussions.**



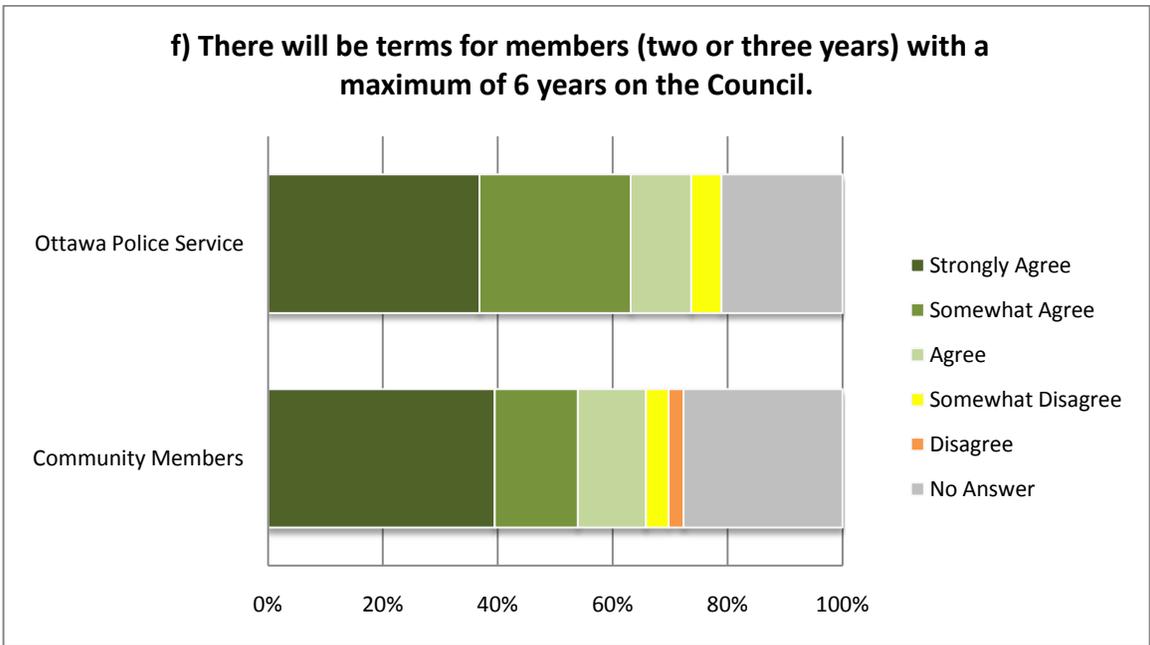
**d) There will be an open recruitment process for all those interested in the general public to apply.**



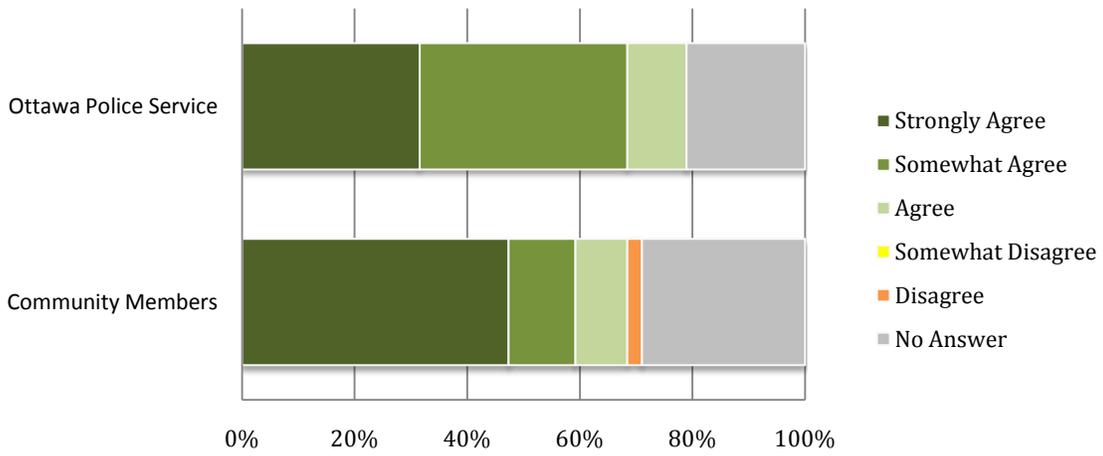
**e) Community Council members will be required to be connected to a community organization to enhance accountability.**



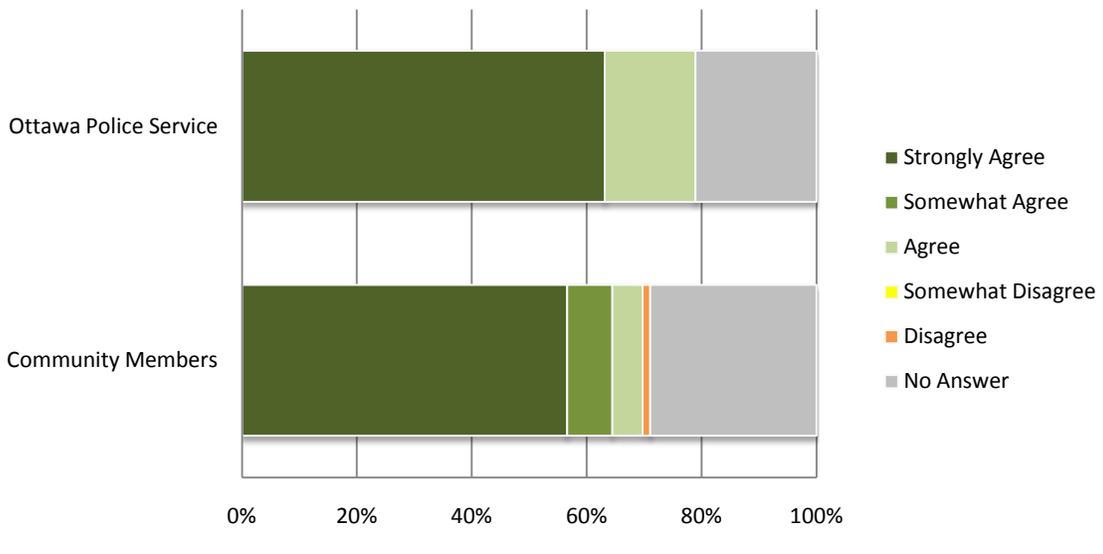
**f) There will be terms for members (two or three years) with a maximum of 6 years on the Council.**



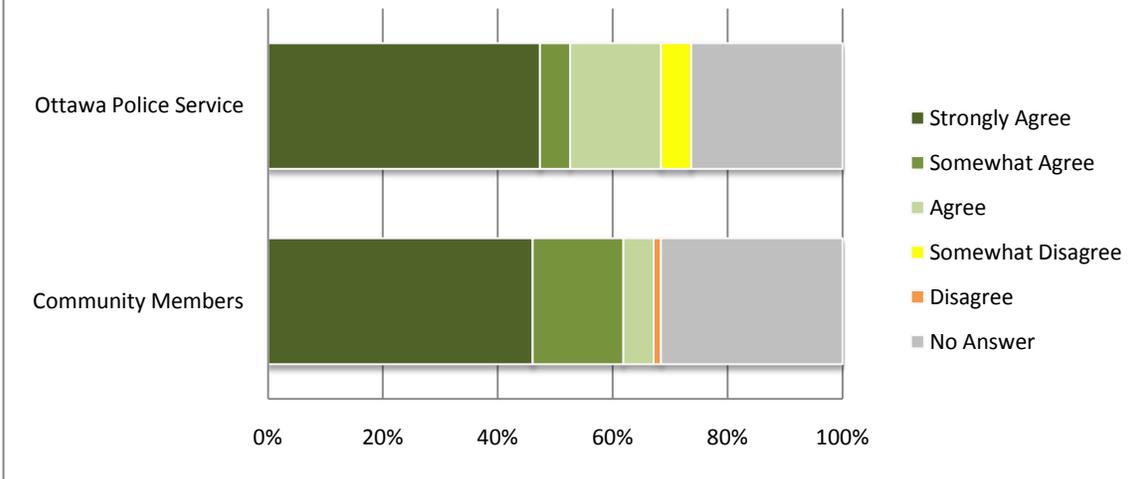
**g) All Council members are to meet with a community group, outside of the group they represent, at least once a year to get feedback from the community.**



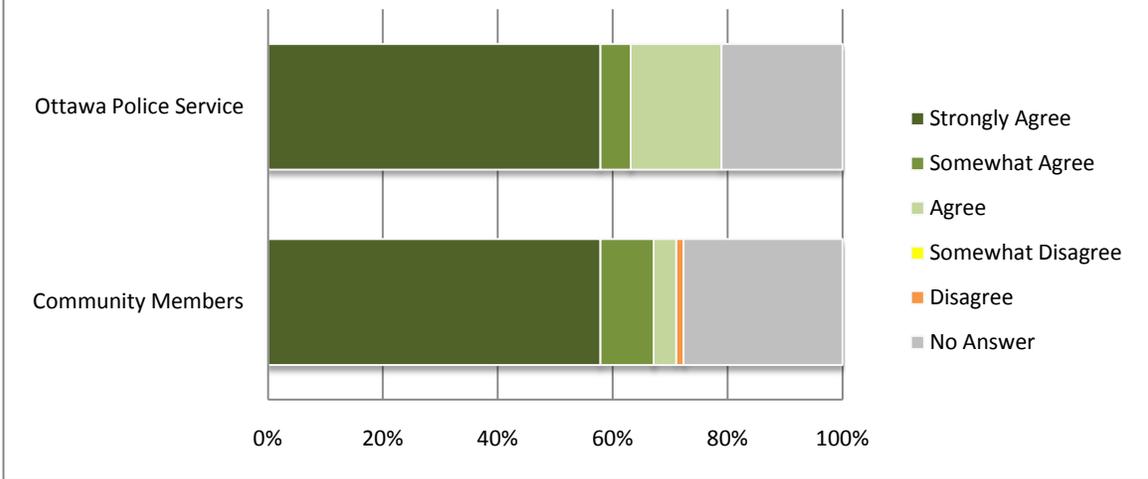
**h) There will be a code of conduct to guide the work of the Council.**



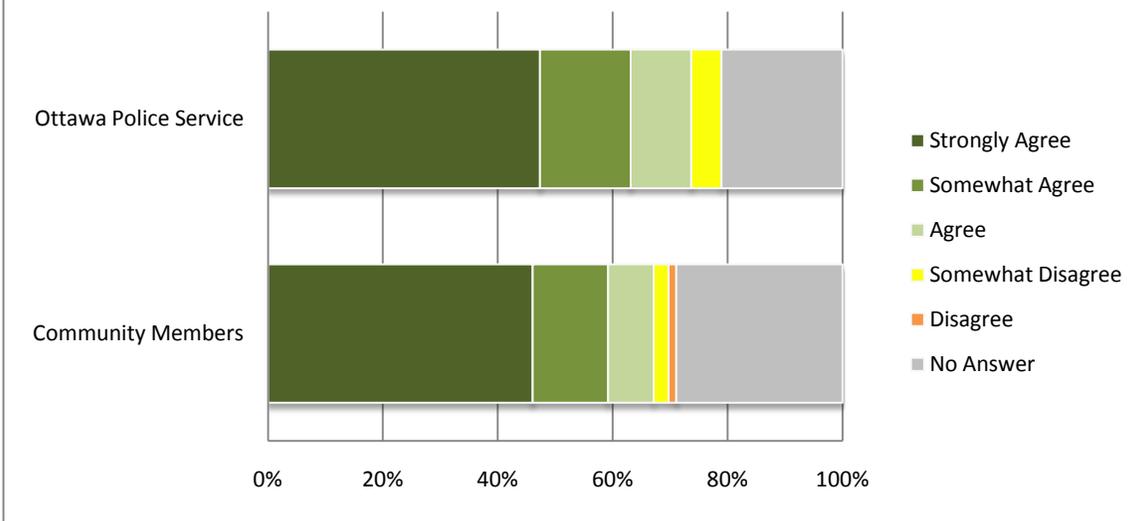
**i) The development of performance measurements within the Ottawa Police service around relationships with Indigenous, racialized and Faith Based communities.**



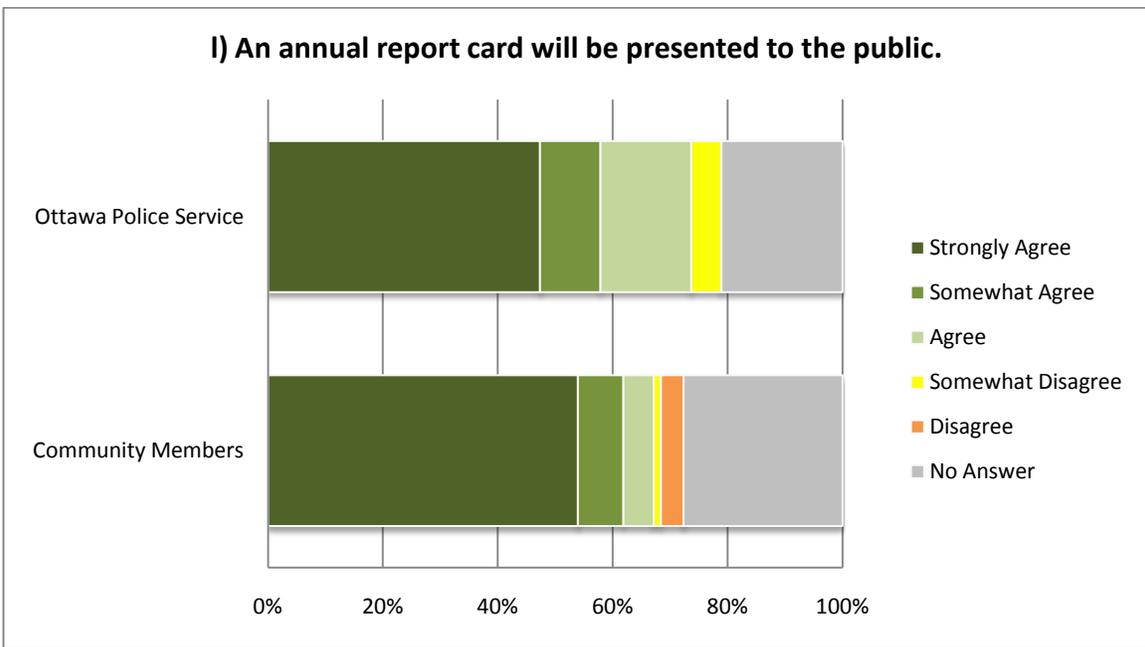
**j) All Council members will receive an orientation including an orientation on social location and intersectionality and how the Ottawa Police Services functions.**



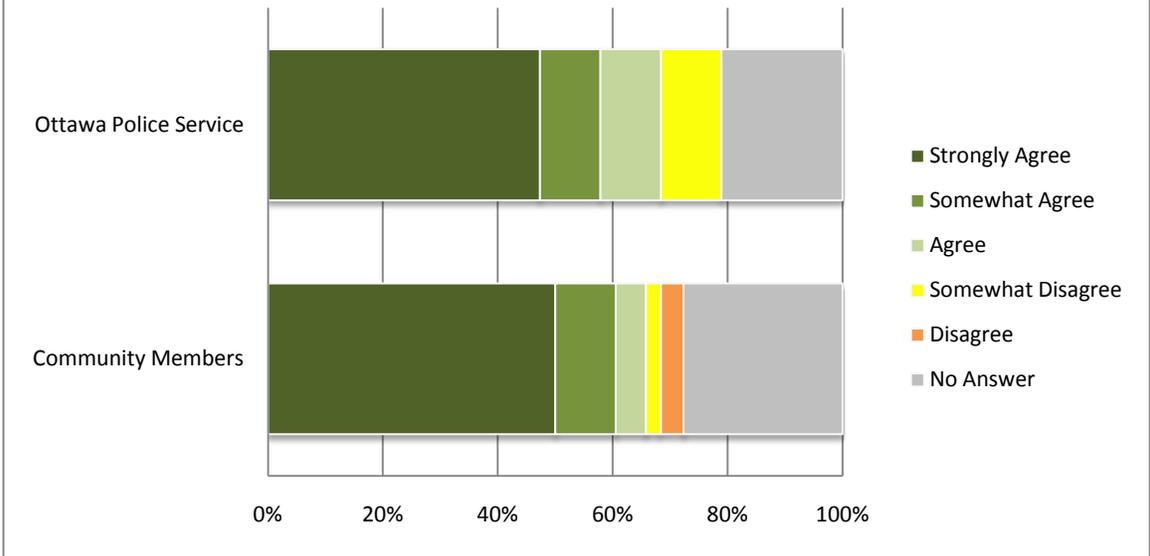
**k) An annual work plan will be developed by the Council that will include performance indicators.**



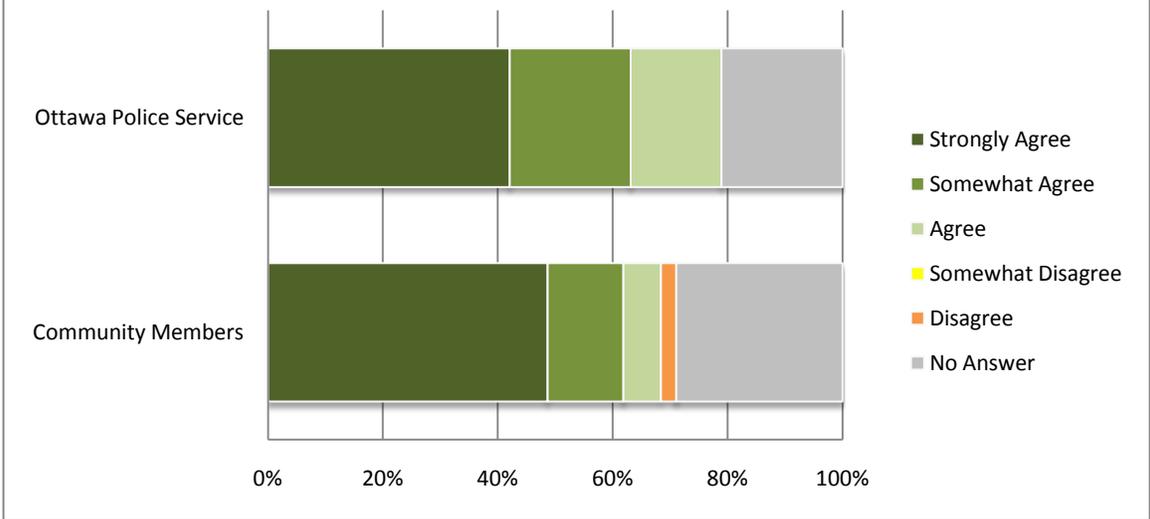
**l) An annual report card will be presented to the public.**



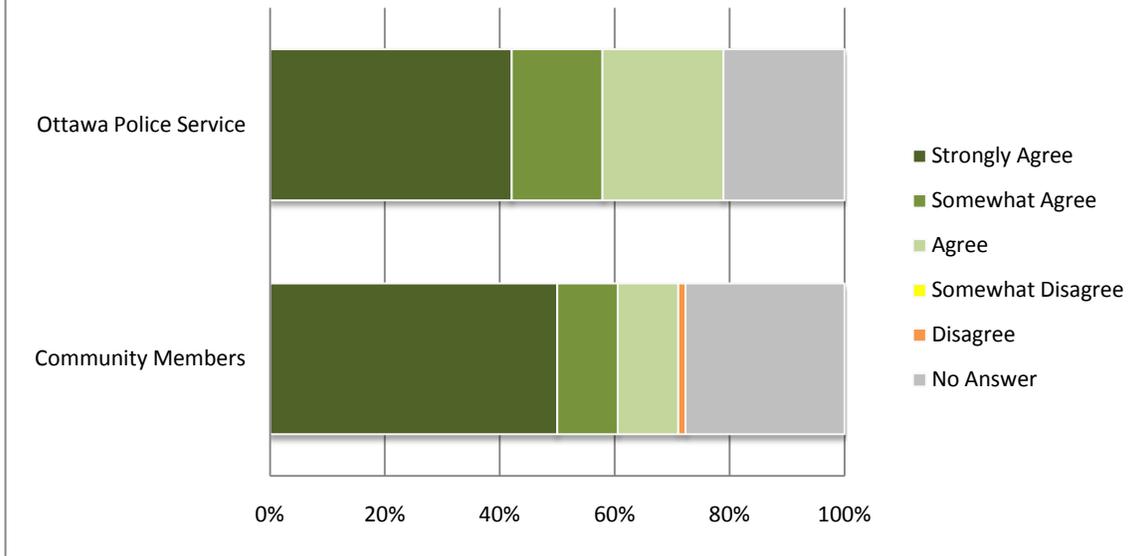
**m) The Council meetings will be open to the Public to observe.**



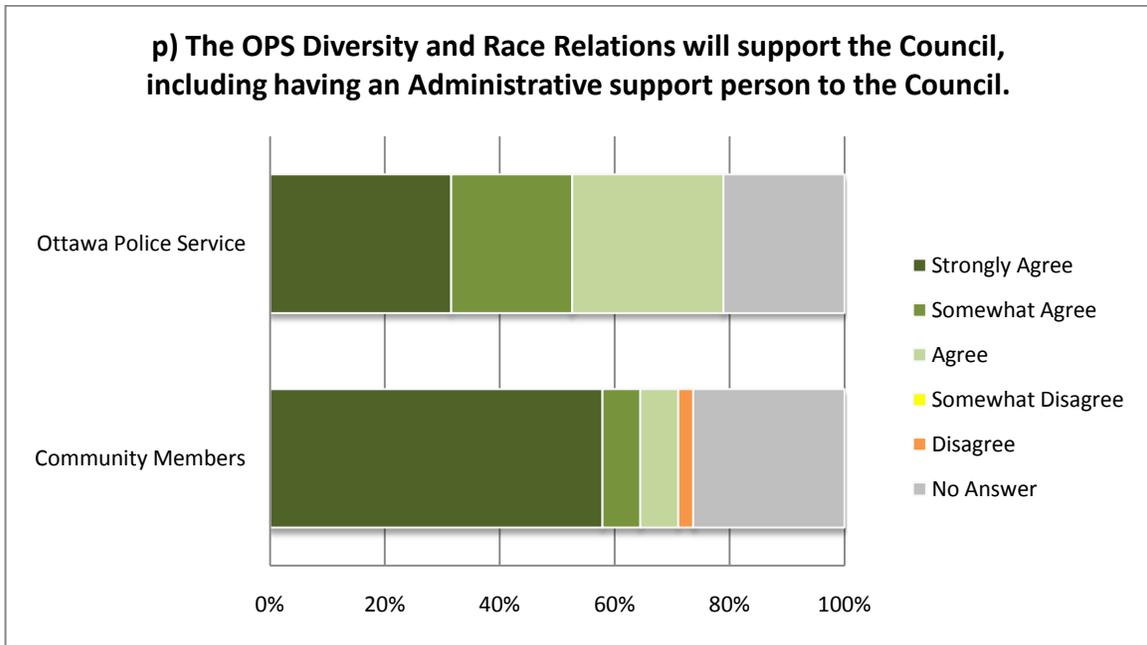
**n) The Council will provide updates to the public through their website within one week of a Council meeting being held.**



**o) All Committees and Workgroups will have Terms of Reference.**



**p) The OPS Diversity and Race Relations will support the Council, including having an Administrative support person to the Council.**



The survey did not solicit comments on this section but three community members and one police member had comments under the final question were related to the relationship framework:

f) A community member suggested a maximum of two terms. Another community member pointed out that the term limit would mean that, if the Deputy Chief were in their position for more than six years, they could no longer sit on the Council.

- g) The police member suggested that Council members meet more than once a year with a community group outside of the group they represent.
- m) “The Council meetings will be open to the Public to observe.” The community member felt that the public should not be restricted to observer status.
- n) “The Council will provide updates to the public through their website within one week of a Council meeting being held.” While the community member felt that this is a positive point, it can't be the only way the updates are provided, as not all members of the affected communities have internet access, can follow "updates" in English or French or are sufficiently internet-literate for this to be adequate

## G. Other Comments

The last question in the survey asked if respondents had any final comments on the new Ottawa Police Community Equity Council. Several repeated comments they had made earlier in the survey. Many offered their thanks and wishes of “Good luck!”, or indicated they were looking forward to seeing the new Council in place. Several others offered their hope that the Council would lead to genuine change.

Some specific comments are summarized below.

- a) A police respondent suggested that any community member of the Council must conduct a minimum of two ride-alongs with a patrol every year and participate in the Ottawa Police Use of Force training.
- b) Community member suggested the annual report of the Council be made to City Council and/or OPS Board.
- c) The application process needs to not be too onerous or it will exclude many community members with valuable input.
- d) The mandate of the Council should include addressing any form of discrimination or hate towards any equity group within the OPS, and other said that police officers must feel comfortable speaking out against the police culture.
- e) One community member reminded the Council that equality is not always the same as justice.
- f) A community member felt that more emphasis on gender was needed.
- g) One community feels that the police rather than the community will hold sway over the Council, as it is presently conceived.
- h) A community member asked if the Council would operate on a trilingual basis.

*“A council is only a good idea if it can implement actual changes.” – Police member*