



HOUSE OF COMMONS  
CHAMBRE DES COMMUNES  
CANADA

# **BEYOND ENFORCEMENT: SUPPORTING INDIGENOUS-LED PUBLIC SAFETY AND WELL-BEING INITIATIVES**

**Report of the Standing Committee on Indigenous and  
Northern Affairs**

**Terry Sheehan, Chair**

**JUNE 2026  
45th PARLIAMENT, 1st SESSION**

---

Published under the authority of the Speaker of the House of Commons

**SPEAKER'S PERMISSION**

The proceedings of the House of Commons and its Committees are hereby made available to provide greater public access. The parliamentary privilege of the House of Commons to control the publication and broadcast of the proceedings of the House of Commons and its Committees is nonetheless reserved. All copyrights therein are also reserved.

Reproduction of the proceedings of the House of Commons and its Committees, in whole or in part and in any medium, is hereby permitted provided that the reproduction is accurate and is not presented as official. This permission does not extend to reproduction, distribution or use for commercial purpose of financial gain. Reproduction or use outside this permission or without authorization may be treated as copyright infringement in accordance with the *Copyright Act*. Authorization may be obtained on written application to the Office of the Speaker of the House of Commons.

Reproduction in accordance with this permission does not constitute publication under the authority of the House of Commons. The absolute privilege that applies to the proceedings of the House of Commons does not extend to these permitted reproductions. Where a reproduction includes briefs to a Standing Committee of the House of Commons, authorization for reproduction may be required from the authors in accordance with the *Copyright Act*.

Nothing in this permission abrogates or derogates from the privileges, powers, immunities and rights of the House of Commons and its Committees. For greater certainty, this permission does not affect the prohibition against impeaching or questioning the proceedings of the House of Commons in courts or otherwise. The House of Commons retains the right and privilege to find users in contempt of Parliament if a reproduction or use is not in accordance with this permission.

Also available on the House of Commons website  
at the following address: [www.ourcommons.ca](http://www.ourcommons.ca)

**BEYOND ENFORCEMENT: SUPPORTING  
INDIGENOUS-LED PUBLIC SAFETY AND WELL-  
BEING INITIATIVES**

**Report of the Standing Committee on  
Indigenous and Northern Affairs**

**Terry Sheehan  
Chair**

**JUNE 2026**

**45th PARLIAMENT, 1st SESSION**

## **NOTICE TO READER**

### **Reports from committees presented to the House of Commons**

Presenting a report to the House is the way a committee makes public its findings and recommendations on a particular topic. Substantive reports on a subject-matter study usually contain a synopsis of the testimony heard, the recommendations made by the committee, as well as the reasons for those recommendations.

# **STANDING COMMITTEE ON INDIGENOUS AND NORTHERN AFFAIRS**

## **CHAIR**

Terry Sheehan

## **VICE-CHAIRS**

Jamie Schmale

Marilène Gill

## **MEMBERS**

Jaime Battiste

Philip Earle

Will Greaves

Brendan Hanley

Lori Idlout

Ginette Lavack

Eric Melillo

Billy Morin

Bob Zimmer

## **OTHER MEMBERS OF PARLIAMENT WHO PARTICIPATED**

Larry Brock

Ben Carr

Wade Chang

Guillaume Deschênes-Thériault

Jessica Fancy

Amarjeet Gill

Philip Lawrence

Sébastien Lemire

Marcus Powlowski

Sonia Sidhu

William Stevenson

Anita Vandenbeld

**CLERKS OF THE COMMITTEE**

Malachie Azémar

Graeme Truelove

**LIBRARY OF PARLIAMENT**

Brittany Collier, Analyst

Antoine Csuzdi-Vallée, Analyst

# **THE STANDING COMMITTEE ON INDIGENOUS AND NORTHERN AFFAIRS**

has the honour to present its

## **EIGHTH REPORT**

Pursuant to its mandate under Standing Order 108(2), the committee has studied Indigenous policing and public safety and has agreed to report the following:



# TABLE OF CONTENTS

---

CONTENT WARNING	IX
SUMMARY	1
LIST OF RECOMMENDATIONS	3
BEYOND ENFORCEMENT: SUPPORTING INDIGENOUS-LED PUBLIC SAFETY AND WELL-BEING INITIATIVES	9
Introduction	9
Historical Context	12
Current Framework and Jurisdiction for Policing in Indigenous Communities	15
Current Public Safety Challenges for Indigenous Peoples	18
Challenges for First Nations Police Forces	19
Challenges for Indigenous Peoples and Communities Policed by Non-Indigenous Police Forces	26
Indigenous-Led Public Safety Initiatives	29
The Way Forward: Reforms to Support Public Safety in Indigenous Communities	35
Creating a Legislative Framework for Indigenous Policing	37
The Need for Federal Legislation Recognizing Indigenous Policing as an Essential Service	37
Enforcement of First Nations and Metis Settlements of Alberta Laws and By-Laws	40
Reforming the First Nations and Inuit Policing Program	46
Increasing Flexibility to Support First Nations-Led Safety Approaches	47
Inter-Jurisdictional Cooperation to Support Adequate Funding	51
Self-Administered Police Service Agreements	55
Adequate and Sustainable Funding	55
Terms and Conditions	57

Relationships Between First Nations Police Forces and Law Enforcement in Other Jurisdictions	62
Training for First Nations Police Forces	64
Community Tripartite Agreements	66
Métis Participation in the Program	75
Policing for Indigenous Communities Outside the First Nations and Inuit Policing Program	77
Addressing Police-Involved Deaths of Indigenous Individuals	79
Addressing Issues Related to Indigenous Peoples and the Justice System	81
Conclusion	86
APPENDIX A: LIST OF WITNESSES	87
APPENDIX B: LIST OF BRIEFS	91
REQUEST FOR GOVERNMENT RESPONSE	93

## CONTENT WARNING

---

This report contains information about violence, police-involved deaths, missing and murdered Indigenous women and girls, and residential schools which may be distressing to some readers. The Government of Canada operates a crisis line providing emotional support related to missing and murdered Indigenous women and girls. Contact the crisis line by phone at 1-844-413-6649 if you or someone you know is triggered while reading the content in this report. The Hope for Wellness Help Line also offers support and crisis intervention for Indigenous People in Canada by phone at 1-855-242-3310 or through the online chat at [www.hopeforwellness.ca](http://www.hopeforwellness.ca). You can also contact the National Indian Residential School Crisis Line at 1-866-925-4419, which provides toll-free 24-hour crisis support for former Residential School students and their families. Other available resources include the 9-8-8 suicide crisis line, a 24-hour service that can be reached by calling or texting 9-8-8.



## SUMMARY

---

Indigenous Peoples had their own models of policing and public safety long before the arrival of Europeans. Over time, colonial models of policing and public safety were imposed on Indigenous Peoples and played a vital role in the policies of assimilation. The legacy of this history is reflected in the public safety crisis faced by Indigenous Peoples today. Witnesses told the committee that the shortcomings of the current public safety model have led to urgent public safety issues and violence affecting the health and well-being of their communities. On the one hand, the committee heard that First Nations and Inuit police services operated with far fewer resources than their non-Indigenous counterparts, including in relation to funding, staffing, equipment and infrastructure. On the other hand, communities policed by non-Indigenous police services, like the Royal Canadian Mounted Police, reported challenges with the enforcement of community laws and the cultural competency of officers. Those issues are not new: Indigenous policing and public safety has been studied by multiple commissions and inquiries. However, witnesses emphasised that deep, transformational reforms were more urgent than ever. They told the committee that the time for change is now.

This report recommends that legislation recognizing Indigenous policing as an essential service be co-developed and be based on the principle of substantive equality. Witnesses emphasized that this legislation is the way forward to solve public safety issues in the way that works best for each community. The committee recognizes that co-developing this legislation may take time; however, addressing the public safety crisis in Indigenous communities is an urgent necessity. As such, this report also recommends reforms to the First Nations and Inuit Policing Program to ensure immediate action. Those reforms relate to the program's terms and conditions, the adequacy and stability of its funding, and the training and recruitment of officers working in First Nations and Inuit police forces or communities. The report also includes recommendations aiming at strengthening public safety for Indigenous People and communities who are not eligible for the First Nations and Inuit Policing Program, such as Métis.

All Canadians deserve to be safe and secure in their homes and in their communities. This report's recommendations aim to support this reality. Indigenous People know what public safety approaches work best for their communities. The committee believes that addressing issues related to Indigenous policing and public safety will benefit everyone, Indigenous and non-Indigenous individuals alike.



## LIST OF RECOMMENDATIONS

---

*As a result of their deliberations committees may make recommendations which they include in their reports for the consideration of the House of Commons or the Government. Recommendations related to this study are listed below.*

### **Recommendation 1**

**That the Government of Canada develop a Whole of Government Response to Indigenous public safety, including support for Indigenous-led public safety solutions.** 35

### **Recommendation 2**

**That the Government of Canada integrate Indigenous priorities, including those related to public safety, into existing inter-governmental forums and ensure that First Nations, Inuit and Métis leaders are provided with the opportunity to meaningfully participate in these discussions.** 35

### **Recommendation 3**

**That the Government of Canada introduce legislation co-developed with First Nations, Inuit and Métis and following discussions with the provinces and territories, that recognizes Indigenous policing as an essential service and sets out standards for adequate, stable and multi-year funding based on the principles of substantive equality including support for Indigenous-led public safety approaches.** 40

### **Recommendation 4**

**That, if the legislation is not tabled within one year, the Government of Canada provide annual progress reports to the committee on the co-development of legislation recognizing Indigenous policing as an essential service beginning on 30 September 2027 and ending when the legislation is tabled.** 40

### **Recommendation 5**

**That the Government of Canada provide annual progress reports beginning in September 2027 about initiatives underway related to the enforcement of laws and the implementation of the committee’s recommendations in its 2021 report titled *Collaborative Approaches to Enforcement of Laws in Indigenous Communities*.**

**46**

### **Recommendation 6**

**That the Government of Canada work with First Nations governments and legal associations, provinces and territories and others to identify a detailed step-by-step approach for First Nations drafting by-laws to ensure that they can be enforced by police services and properly prosecuted.**

**46**

### **Recommendation 7**

**That the Government of Canada work with First Nations and Inuit governments, police forces and Community Safety Officers, the provinces and territories, and the Royal Canadian Mounted Police, to reform the First Nations and Inuit Policing Program to provide for the negotiation of a continuum of arrangements outside of Community Tripartite Agreements and Self-Administered Police Service Agreements, like Community Safety Officers or other initiatives identified by First Nations and Inuit communities, to support policing and public safety based on First Nations and Inuit community needs and priorities.**

**50**

### **Recommendation 8**

**That the Government of Canada, in partnership with First Nations, Inuit and with the provinces and territories, support the development and establishment of self-administered police services.**

**51**

### **Recommendation 9**

**That Public Safety Canada work with First Nations, Inuit, the provinces and the territories to explore ways to improve the allocation of funding, including its equitable distribution, under the First Nations and Inuit Policing Program and the First Nations and Inuit Policing Facilities Program.**

**55**

### **Recommendation 10**

**That Public Safety Canada work with First Nations, Inuit, and the provinces to:**

- **ensure that First Nations, Inuit and their legal counsel are part of all discussions concerning Self-Administered Police Service Agreements;**
- **provide financial support to ensure First Nations and Inuit are able to participate meaningfully in discussions concerning Self-Administered Police Service Agreements;**
- **ensure that discussions concerning the renewal of agreements take place well in advance of Self-Administered Police Service Agreement expiry dates.**

**55**

### **Recommendation 11**

**That Public Safety Canada work with First Nations, Inuit and provincial governments to identify and implement approaches to align funding provided through Self-Administered Police Service Agreements under the First Nations and Inuit Policing Program with the principles of substantive equality, including through potential initiatives to index funding agreements to inflation, and to close the gap between the compensation and benefit packages for self-administered police forces and those of their non-Indigenous counterparts**

**57**

### **Recommendation 12**

**That Public Safety Canada propose only Self-Administered Police Service Agreements and Community Tripartite Agreements that are multi-year, with periodic review clauses involving all parties, to ensure the agreements can adapt to changing needs and circumstances.**

**57**

### **Recommendation 13**

**That Public Safety Canada work with First Nations and Inuit to assess the infrastructure, equipment and technological needs of First Nations and Inuit police forces and develop an action plan to address them, taking into account maintenance costs and technological change.**

**57**

**Recommendation 14**

**That Public Safety Canada work with First Nations and Inuit police forces, as well as the provinces, to create a dedicated fund to support the creation of sufficiently resourced specialized units in interested First Nations and Inuit communities.** 61

**Recommendation 15**

**That Public Safety Canada work with First Nations and Inuit to undertake a comprehensive review and overhaul of the terms and conditions required by the Government of Canada in Self-Administered Police Service Agreements, including with respect to retaining legal counsel.** 61

**Recommendation 16**

**That the Government of Canada work with the Royal Canadian Mounted Police, the Canada Border Services Agency, provincial police forces and First Nations police forces that provide services to First Nations communities located near the border with the United States to evaluate where Integrated Border Enforcement Teams are needed and to support the creation of additional Integrated Border Enforcement Teams where appropriate.** 63

**Recommendation 17**

**That the Government of Canada support the Royal Canadian Mounted Police and Canada Border Services Agency to ensure that First Nations police forces who provide services to communities in proximity to the Canada-United States border are involved in all existing and future Integrated Border Enforcement Teams.** 64

**Recommendation 18**

**That the Government of Canada work with First Nations, Inuit and the provinces to explore ways to support First Nations and Inuit-led approaches to develop and deliver accredited training to officers working for First Nations and Inuit police services.** 66

### **Recommendation 19**

**That the Royal Canadian Mounted Police, in partnership with Indigenous Peoples, Indigenous communities, and current and former Indigenous Royal Canadian Mounted Police officers, undertake a review of its recruitment initiatives and processes to explore ways to increase the number of Indigenous officers including by creating ambitious targets for Indigenous recruits and officers over the next 10 years, with a particular focus on recruiting fluent Indigenous language speakers and Indigenous women.**

**74**

### **Recommendation 20**

**That the Royal Canadian Mounted Police create a national Indigenous advisory committee specifically dedicated to Indigenous recruitment, including representation from Indigenous women and fluent language speakers, to evaluate recruitment initiatives over time and progress towards meeting the ambitious Indigenous recruitment targets developed according to recommendation 19.**

**75**

### **Recommendation 21**

**That the Royal Canadian Mounted Police work with Indigenous governments and communities to strengthen culturally sensitive training for officers serving Indigenous communities, and, use best efforts when possible, to work with Indigenous communities to ensure that Indigenous language training is offered to officers working in areas with significant numbers of fluent Indigenous language speakers.**

**75**

### **Recommendation 22**

**That the Government of Canada, in partnership with recognized Métis communities, develop a strategy to ensure that public safety services are tailored to their distinct circumstances.**

**77**

### **Recommendation 23**

**That the Government of Canada establish a funding program for police of jurisdiction to pursue dedicated training initiatives in collaboration with, and to better support, Indigenous People living off reserve.**

**79**

**Recommendation 24**

**That the Government of Canada work with First Nations, Inuit and Métis to develop a culturally sensitive process to address the alarming number of deaths as a result of wellness or mental health checks in Indigenous communities.**

**81**

**Recommendation 25**

**That the Government of Canada continue to implement priority actions outlined in the Indigenous Justice Strategy.**

**86**



# BEYOND ENFORCEMENT: SUPPORTING INDIGENOUS-LED PUBLIC SAFETY AND WELL-BEING INITIATIVES

---

## INTRODUCTION

For many Indigenous Peoples, public safety is viewed holistically, as a human right deeply connected to community well-being. Long before the arrival of newcomers, Indigenous Nations had their own models of justice and public safety that were part of their cultures and identities. Over time, imposed colonial models displaced Indigenous public safety systems. Non-Indigenous police played a role in the policies of assimilation, as for example, the Royal Canadian Mounted Police (RCMP) removed Indigenous children from their families and communities to send them to residential schools. Over time, several reports of commissions and inquiries have criticized police conduct, discrimination and use of force related to Indigenous Peoples. This history continues to affect contemporary policing, as some Indigenous People do not trust the police to keep them safe.

The legacy of this history also contributes to the urgent, ongoing public safety crisis in Indigenous communities. The committee heard stories of drug trafficking, violence, organized crime and gang activity affecting the health and well-being of First Nations and Métis community members. Witnesses shared difficult stories of Indigenous Peoples' deaths following interactions with police, a situation some attributed to systemic racism and discrimination.<sup>1</sup> In some communities, First Nations police forces combat these issues with limited financial and human resources as well as inadequate infrastructure, all of which compromise officer and community health and safety. In communities where non-Indigenous police forces provide policing services, witnesses described limited numbers of Indigenous officers, inconsistent and inadequate police presence, and a lack of officer knowledge of Indigenous Peoples and communities. None of these public safety challenges are new, as they have long been researched and discussed by commissions and inquiries like the National Inquiry into Missing and Murdered Indigenous Women and Girls as well as in audits by the Office of the Auditor

---

1 House of Commons, Standing Committee on Indigenous and Northern Affairs (INAN), [Brief](#), BC First Nations Justice Council, p. 7; INAN, [Evidence](#), 20 October 2025, 1645 (Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations).



General of Canada.<sup>2</sup> All Canadians deserve to feel safe in their homes and communities, but safety remains elusive for Indigenous People.

Recognizing the urgent public safety issues in Indigenous communities, on 24 September 2025, the House of Commons Standing Committee on Indigenous and Northern Affairs (the committee) adopted the following motion:

That, pursuant to Standing Order 108(2), the committee undertake a study on Indigenous Policing and options to ensure that Indigenous communities have essential services of public safety. The study should examine how federal, provincial and municipal jurisdictions can work collaboratively with Indigenous Governments to advance the safety of their community members. The study should also look at the obstacles and systemic racism within the justice system and examine what barriers exist that prevent Indigenous people from becoming law enforcement officers. That the study dedicate 8 meetings and that all meetings for this study be televised or webcast; that the committee report its findings and recommendations to the House; and that, pursuant to Standing Order 109, the committee request that the Government table a comprehensive response to the report.

That the committee also request [that] the Parliamentary Budget Officer prepare research and comparative analysis of policing provided through the First Nations and Inuit Policing Program and non-Indigenous police services, beginning at least as early as 2015–16 to 2023–24, and future years as data availability permits. Factors to compare are to include but not be limited to funding for facilities, equipment, personnel, compensation and employee benefits, culturally responsive and specialized services, training, and oversight and accountability mechanisms. That this research and comparative analysis be submitted to the committee within 60 days.<sup>3</sup>

---

2 For example: INAN, [Evidence](#), 29 October 2025, 1715 (Marcel Beaudin, Inspector, Indigenous Policing Bureau, Ontario Provincial Police); INAN, [Evidence](#), 19 November 2025, 1645 (Darren Montour, Chief of Police, Six Nations Police Service); INAN, [Brief](#), Nisichawayasihk Cree Nation, p. 5; INAN, [Evidence](#), 19 November 2025, 1640 (James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario); INAN, [Evidence](#), 22 October 2025, 1635 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, [Evidence](#), 29 October 2025, 1825 (Dwayne Zacharie, Chief Peacekeeper, Kahnawake Peacekeepers); INAN, [Evidence](#), 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.).

3 INAN, [Minutes of Proceedings](#), 24 September 2025.

The committee also requested the Office of the Parliamentary Budget Officer to undertake additional work following witness testimony about inequities in funding for First Nations police forces relative to their non-Indigenous counterparts. On 26 November 2025, the committee adopted the following motion:

That the committee request the Parliamentary Budget Officer to prepare and submit to the committee within 90 days a comprehensive estimate of the funding gap between Indigenous communities supported by federal and provincial programs versus non-Indigenous communities.<sup>4</sup>

As part of its study, the committee heard from 52 witnesses during 10 meetings and received 15 briefs. The committee heard mainly from First Nations witnesses, but also some Métis witnesses and received one brief from an Inuit organization. During its study, the committee was unfortunately unable to hear from Inuit witnesses about policing in their communities. For this reason, this report primarily focuses on issues and solutions related to First Nations and Métis, while including Inuit-specific content only if available in the testimony. The committee wishes to thank all witnesses who took the time to participate in the study as well as all organizations and governments who submitted briefs.

Witnesses clearly said that Indigenous Peoples know what works best for their communities and that solutions lie in Indigenous-led approaches to public safety. Indigenous Peoples are already undertaking this work, at times with their own funds, to develop initiatives such as Community Safety Officers to fill gaps in policing services or respond to community safety needs. However, many of these initiatives lack adequate, sustainable and long-term funding to ensure their success. The following report provides a recommended roadmap encompassing legislative and program reforms to support Indigenous-led approaches to public safety in Indigenous communities and to ensure that Indigenous People, regardless of where they reside, receive culturally appropriate policing.

The report begins by discussing the historical context of the relationship between Indigenous Peoples and police, followed by background information on the current framework and jurisdiction for policing in Indigenous communities. The report then describes testimony from Indigenous communities about their public safety challenges before turning to a discussion of required legislative and policy reforms to support public safety in Indigenous communities.

---

4 INAN, [Minutes of Proceedings](#), 26 November 2025.



## HISTORICAL CONTEXT

Long before the arrival of newcomers, First Nations and Inuit governed themselves based on their own laws and systems of justice. As Sheila North, Indigenous Advocate and Advisor, explained, “[f]or countless generations, there have always been roles within our [N]ations dedicated to keeping our people and communities safe.”<sup>5</sup> The Nisichawayasihk Cree Nation also explained in a brief that:

Long before the signing of Treaty 5, the Nisichawayasihk Cree governed themselves through traditional laws and community-based systems of justice that emphasized balance, accountability, and collective well-being. Elders and family leaders played crucial roles in resolving conflicts through mediation, restitution, and healing. NCN’s [Nisichawayasihk Cree Nation] contemporary approach to justice is grounded in these values, which predate colonization.<sup>6</sup>

David Chartrand, President, National Government of the Red River Métis, Manitoba Métis Federation, described how Métis, a post-contact People, maintain peace in their communities through a culturally relevant Métis approach to justice, with family heads playing a central role.<sup>7</sup> He also noted that Métis had their own forms of policing rooted in cultural values.<sup>8</sup>

The following section describes the evidence the committee heard about the history between police and Indigenous Peoples. This section primarily focuses on First Nations because the committee did not receive testimony about the history of Inuit relationships with police. In terms of Métis, witnesses alluded to the history of relationships with police and its connection to current realities, but did not discuss this history in detail.<sup>9</sup>

The committee heard that Indigenous Peoples’ legal orders, traditions and justice systems were profoundly undermined by colonialism.<sup>10</sup> As explained by House of Wolf and Associates Inc.:

---

5 INAN, *Evidence*, 24 November 2025, 1645 (Sheila North, Indigenous Advocate and Advisor, As an Individual).

6 INAN, *Brief*, Nisichawayasihk Cree Nation, p. 3.

7 INAN, *Evidence*, 19 November 2025, 1810 (David Chartrand, President, National Government of the Red River Métis, Manitoba Métis Federation).

8 *Ibid.*, 1745.

9 INAN, *Evidence*, 3 November 2025, 1600 (Brennan Merasty, Minister of Self Determination and Self Government and Justice, Métis Nation–Saskatchewan); INAN, *Brief*, Métis National Council, Métis Nation of Ontario, Otipemisiwak Métis Government, p. 8.

10 INAN, *Brief*, BC First Nations Justice Council, p. 6.

This colonial policing model has historically been more focused on controlling Indigenous [P]eoples than on protecting them. From its origins, policing in Canada was “literally created to ensure Indigenous [P]eoples did not slow down the process of land theft that led to the emergence of so-called Canada.”<sup>11</sup>

The Assembly of First Nations also argued that “[f]rom the outset in the 19th century, the objective of the Royal Canadian Mounted Police (RCMP) as an established paramilitary police organization, was to facilitate the removal of First Nations [P]eople from their lands and enforce *Indian Act* policies.”<sup>12</sup> The RCMP was often used to forcibly remove Indigenous People from their homes and communities to attend residential schools.<sup>13</sup> When Indigenous People faced abuse and neglect in residential schools, the Assembly of First Nations stated that the RCMP and provincial police forces failed to investigate and respond.<sup>14</sup> When children ran away from residential schools, police were used to locate and return them to the schools.<sup>15</sup> The Assembly of First Nations argued that “[n]othing was done for students who were being victimized or to help their parents bring their children home.”<sup>16</sup>

Over time, many commissions and inquiries have examined and reported on matters related to the relationship between Indigenous Peoples and police including excessive use of force, racism and police misconduct against Indigenous Peoples. National commissions and inquiries that discussed these topics include the Royal Commission on Aboriginal Peoples (1996), the Truth and Reconciliation Commission of Canada (2015) and the National Inquiry into Missing and Murdered Indigenous Women and Girls (2019).<sup>17</sup> Examples of relevant inquiries and commissions at the provincial and territorial level include the Royal Commission on the Donald Marshall Jr. Prosecution (1990), the Qikiqtani Truth Commission (2013) and the Public Inquiry Commission on relations

---

11 INAN, [Brief](#), House of Wolf and Associates Inc., p. 1.

12 INAN, [Brief](#), Assembly of First Nations, p. 2.

13 *Ibid.*

14 *Ibid.*

15 *Ibid.*

16 *Ibid.*

17 *Ibid.*



between Indigenous Peoples and certain public services in Québec (2019).<sup>18</sup> In a brief, the Assembly of First Nations explains that:

Since [the Royal Commission on the Donald Marshall Jr. Prosecution] [...] similar Inquiries have been carried out in almost every province in which instances of systemic racism against First Nations individuals was [sic] found and each inquiry made recommendations to address the problem. However, very little to no recommendations have ever been fully implemented by any province. The findings and recommendations in the 2020 Bastarache Report [concerning sexual harassment of women in the RCMP]<sup>19</sup> characterize the RCMP as toxic for tolerating, “misogynistic and homophobic attitudes amongst its leaders and members.” The type of attitudes outlined by the Bastarache Report are very much present when RCMP and other Canadian law enforcement agencies who [sic] engage with First Nation [P]eoples.<sup>20</sup>

The Auditor General of Canada has also issued audits on the main federal program for First Nations policing known as the First Nations and Inuit Policing Program (FNIPP), discussed in further detail in the section titled “Current Framework and Jurisdiction for Policing in Indigenous Communities.”<sup>21</sup>

The committee heard that the historical relationship between Indigenous Peoples and police affects contemporary policing. Several witnesses indicated a lack of trust in the ability of police to keep them safe.<sup>22</sup> The BC First Nations Justice Council suggested that the history between the RCMP and First Nations is “deeply rooted in policies of colonial assimilation and Indigenous oppression, which perpetuates inequities and systemic

- 
- 18 Qikiqtani Truth Commission (QTC), *QTC Final Report: Achieving Saimaqatiqinngig*, revised version 2024; Chief Justice T. Alexander Hickman, Associate Chief Justice Lawrence A. Poitras, The Honourable Mr. Gregory T. Evans, Q.C.; *Royal Commission on the Donald Marshall Jr. Prosecution: Digest of Findings and Recommendations*, December 1989; Public Inquiry Commission on relations between Indigenous Peoples and certain public services in Québec, *Public Inquiry Commission on relations between Indigenous Peoples and certain public services in Québec: listening, reconciliation and progress – Final report*, 2019.
- 19 The Honourable Michel Bastarache, *Broken Dreams, Broken Lives: The Devastating Effects of Sexual Harassment on Women in the RCMP: Final Report on the Implementation of the Merlo Davidson Settlement Agreement*, 2020.
- 20 INAN, *Brief*, Assembly of First Nations, p. 2.
- 21 Office of the Auditor General of Canada, *First Nations and Inuit Policing Program*, Report 3 in the 2024 Reports 2 to 4 of the Auditor General of Canada; Office of the Auditor General of Canada, *Chapter 5: First Nations Policing Program – Public Safety Canada, 2014 Spring Report of the Auditor General of Canada*.
- 22 INAN, *Brief*, House of Wolf and Associates Inc., p. 1; INAN, *Evidence*, 20 October 2025, 1535 (Doris Bill, Former Chief of Kwanlin Dün First Nation, As an individual).

racism” leading to “deadly encounters between police officers and First Nations individuals.”<sup>23</sup>

The committee heard that police forces across Canada have,

never acknowledged the role they play in the colonization of First Nations’ territories and the violence which throughout history was perpetrated against First Nations women, girls, and 2SLGBTQQA+ people [Two-Spirit, lesbian, gay, bisexual, transgender, queer and questioning, intersex and asexual people and others].<sup>24</sup>

The Nisichawayasihk Cree Nation explained that the National Inquiry into Missing and Murdered Indigenous Women and Girls calls on all police services to acknowledge that the current relationship between the justice system and Indigenous Peoples has been defined by colonialism, racism, and bias and must be transformed into one based on respect and partnership.<sup>25</sup> The committee heard about efforts underway to implement the National Inquiry into Missing and Murdered Indigenous Women and Girls’ Calls for Justice. For example, a brief by Inuit Tapiriit Kanatami described the National Inuit Action Plan on Missing and Murdered Inuit Women, Girls and 2SLGBTQQA+ People, which provides guidance for governments and Inuit treaty organizations, who have signed modern treaties with the Crown, on the implementation of 46 Calls for Justice focused on Inuit.<sup>26</sup>

The following section of the report sets out the current framework and jurisdiction for policing in Indigenous communities to provide essential context for a discussion of the public safety challenges affecting Indigenous People and communities.

## CURRENT FRAMEWORK AND JURISDICTION FOR POLICING IN INDIGENOUS COMMUNITIES

Policing in First Nations communities is subject to shared jurisdiction due to the division of federal and provincial powers under the Constitution Act, 1867. Section 91(24) of the Act provides Parliament with the exclusive legislative authority over “Indians” and “lands reserved for the Indians.” The Supreme Court of Canada has expanded the meaning of

---

23 INAN, *Brief*, BC First Nations Justice Council, p. 7.

24 INAN, *Brief*, Assembly of First Nations, p. 3.

25 INAN, *Brief*, Nisichawayasihk Cree Nation, p. 8; National Inquiry into Missing and Murdered Indigenous Women and Girls, *Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls*, vol. 1b, p. 190.

26 INAN, *Brief*, Inuit Tapiriit Kanatami, pp. 3–4.



the term “Indians” under section 91(24) to include Inuit (in 1939)<sup>27</sup> and Métis and non-status First Nations (in 2016).<sup>28</sup> Section 92(14) of the *Constitution Act, 1867* grants provinces and territories legislative authority over the administration of justice, including policing.

The RCMP, Canada’s national police force, currently provides contract policing services to eight provinces – excluding Quebec and Ontario, which have their own provincial police forces – three territories and over 150 municipalities in Canada. Contract police agreements are negotiated between the federal government, through Public Safety Canada and provinces, territories and municipalities. Contract policing is based on a cost-sharing model, with the federal government assuming 30% and the provinces and territories assuming 70% of RCMP costs. Municipal agreements use varying cost-sharing formulas depending on several factors, including population size and the date the agreement was formed.<sup>29</sup> Indigenous communities across Canada receive policing services from the RCMP through these existing contract policing agreements, as well as from provincial police forces.

The FNIPP was created in 1991 following the findings of a national task force on First Nations policing on reserve. The task force was established in response to concerns of Indigenous governments and communities about the adequacy of policing services on reserve.<sup>30</sup> Federal programs, including the FNIPP, support Indigenous policing on the basis of policy and do not recognize policing as an essential service, in contrast to policing in non-Indigenous communities in Canada.<sup>31</sup>

The FNIPP is a contribution program that funds negotiated policing agreements between the federal, provincial or territorial governments for police services for First Nations and Inuit.<sup>32</sup> There are two main types of policing agreements under the FNIPP:

---

27 [Reference as to whether “Indians” includes in s. 91\(24\) of the B.N.A. Act includes Eskimo in habitants of the Province of Quebec](#), [1939] S.C.R. 104, Canlii.

28 [Daniels v. Canada \(Indian Affairs and Northern Development\)](#), 2016 SCC 12.

29 Public Safety Canada, [A New Policing Vision for Canada: Modernizing the RCMP](#), 10 March 2025.

30 Office of the Auditor General of Canada, [First Nations and Inuit Policing Program](#), Report 3 in *2024 Reports of the Auditor General of Canada to the Parliament of Canada*, p. 3.

31 The Expert Panel on Policing in Indigenous Communities, Council of Canadian Academies, [Toward Peace, Harmony, and Well-Being: Policing in Indigenous Communities](#), 2019, p. 165.

32 Contributions are transfer payments subject to certain performance conditions as specified in funding agreements. Contribution agreements under the First Nations and Inuit Policing Program can be found through proactive disclosure at: Government of Canada, [Grants and Contributions](#).

- Self-Administered Police Service Agreements, where a First Nation or Inuit community, or group of communities, manages their own police service pursuant to provincial policing legislation and regulations; and
- Community Tripartite Agreements, where a First Nation or Inuit community receives policing services from a dedicated group of RCMP officers. These services are intended to supplement policing services in the relevant province or territory.

There are also Municipal Quadripartite Agreements whereby a community contracts policing services from another police force, but not the RCMP.<sup>33</sup>

As of December 2025, the FNIPP provided services to 458 First Nations and Inuit communities across Canada.<sup>34</sup> This figure includes 36 First Nations and Inuit police services in Canada serving 160 First Nations and Inuit communities in six provinces, supported by Self-Administered Police Service Agreements under the FNIPP. As of December 2025, 245 communities received policing services from the RCMP through Community Tripartite Agreements.<sup>35</sup> According to the Office of the Auditor General of Canada, Community Tripartite Agreements have been signed in several provinces (except Ontario and Quebec) as well as in Yukon.<sup>36</sup> In addition, 23 communities received policing services through Municipal Quadripartite Agreements and “legacy Ontario First Nations Policing Agreements,” which are like Community Tripartite Agreements.<sup>37</sup>

Public Safety Canada also funds the [First Nations and Inuit Policing Facilities Program](#), which aims to repair, renovate and replace policing facilities in First Nation and Inuit communities. The FNIPP and the First Nations and Inuit Policing Facilities Program operate on a cost-shared basis, whereby the federal government provides 52% of costs and the relevant province or territory provides 48% of costs.

Another Public Safety Canada program related to public safety in Indigenous communities is the [Aboriginal Community Safety Planning Initiative](#). This program

---

33 Public Safety Canada, [First Nation and Inuit Policing Program \(FNPP\): Terms and Conditions](#).

34 Robert Behrend and Nolan Petroff, [Estimating First Nations and Inuit police services funding gap](#), Office of the Parliamentary Budget Officer, 25 February 2026.

35 Ibid.

36 Office of the Auditor General of Canada, [First Nations and Inuit Policing Program](#), Report 3 in *2024 Reports of the Auditor General of Canada to the Parliament of Canada*, p. 3.

37 Robert Behrend and Nolan Petroff, [Estimating First Nations and Inuit police services funding gap](#), Office of the Parliamentary Budget Officer, 25 February 2026.



supports the development of community safety plans in First Nations, Inuit and Métis communities.

Of note, Métis are not eligible to participate in the FNIPP. The RCMP provides policing services to 58 Métis communities through its regular operations.<sup>38</sup> Most Indigenous individuals in Canada live in communities or urban areas that are not participating in the FNIPP. These individuals and communities receive policing services based on the current arrangements in that region, including for example, through municipal or provincial services or the RCMP.<sup>39</sup>

## CURRENT PUBLIC SAFETY CHALLENGES FOR INDIGENOUS PEOPLES

The committee heard about urgent public safety challenges affecting the health and well-being of Indigenous communities, a situation many witnesses described as a “crisis.”<sup>40</sup> Regardless of whether they receive policing services from First Nation or non-Indigenous police forces, witnesses shared stories of increasing violence, gang activity, organized crime and drug trafficking.<sup>41</sup> The committee heard stories of drug dealers

---

38 INAN, *Evidence*, 5 November 2025, 1840 (Bryan Larkin, Senior Deputy Commissioner, Royal Canadian Mounted Police).

39 The Expert Panel on Policing in Indigenous Communities, Council of Canadian Academies, *Toward Peace, Harmony, and Well-Being: Policing in Indigenous Communities*, 2019, p. 101.

40 INAN, *Evidence*, 20 October 2025, 1535 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, *Evidence*, 27 October 2025, 1725 (Keith Blake, Chief of Police, Tsuut'ina Nation Police Service); INAN, *Evidence*, 3 November 2025, 1550 (Dave Lamouche, President, Metis Settlements General Council); INAN, *Evidence*, 19 November 2025, 1635 (Jeff Skye, Chief of Police, Anishinabek Police Service, Indigenous Police Chiefs of Ontario); INAN, *Evidence*, 19 November 2025, 1700 (Darren Montour, Chief of Police, Six Nations Police Service); INAN, *Evidence*, 24 November 2025, 1535 (Michael Yellowback, Chief, Assembly of Manitoba Chiefs); INAN, *Evidence*, 24 November 2025, 1610 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.); INAN, *Brief*, Kee Tas Kee Now Tribal Council, p. 4; INAN, *Brief*, Manitoba Keewatinowi Okimakanak Inc., p. 4; INAN, *Brief*, Nisichawayasihk Cree Nation, p. 5.

41 For instance, see INAN, *Brief*, Kee Tas Kee Now Tribal Council, p. 6; INAN, *Evidence*, 20 October 2025, 1535 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, *Evidence*, 29 October 2025, 1640, 1650 (Grand Chief Alvin Fiddler, Nishnawbe Aski Nation); INAN, *Evidence*, 19 November 2025, 1700 (Darren Montour, Chief of Police, Six Nations Police Service); INAN, *Evidence*, 19 November 2025, 1705 (James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario); INAN, *Evidence*, 19 November 2025, 1800, 1830 (David Chartrand, President, National Government of the Red River Métis, Manitoba Métis Federation); INAN, *Evidence*, 24 November 2025, 1530 (Lloyd Yew, Chief Executive Officer, Turtle Island Private Investigators Inc., As an Individual); INAN, *Brief*, Nisichawayasihk Cree Nation, p. 4; INAN, *Evidence*, 27 October 2025, 1545 (Chief Leroy Denny, Eskasoni First Nation); INAN, *Evidence*, 24 November 2025, 1725 (Sheila North, Indigenous Advocate and Advisor, As an Individual); INAN, *Evidence*, 20 October 2025, 1535 (Doris Bill, Former Chief of Kwanlin Dün First Nation, As an individual); INAN, *Evidence*, 19 November 2025, 1635 (Jeff Skye, Chief of Police, Anishinabek Police Service, Indigenous Police Chiefs of Ontario).

involving Indigenous youth in drug-related crimes.<sup>42</sup> These public safety issues affect the health and well-being of community members as well as their perception of safety in their homes and communities.<sup>43</sup>

On the one hand, some witnesses described Indigenous communities as under-policed, with limited financial and human resources to address growing crises.<sup>44</sup> On the other hand, witnesses also said that Indigenous Peoples are overpoliced, yet under-protected.<sup>45</sup> Witnesses described incidents of Indigenous individuals being involved in fatal interactions with police.<sup>46</sup> The committee heard that Indigenous individuals were significantly more likely than white Canadians to be involved in police-involved shootings.<sup>47</sup> Some witnesses raised concerns about the relationship between Indigenous Peoples and non-Indigenous police forces more broadly. The following section will explore the challenges facing First Nations police forces as well as concerns raised by Indigenous Peoples and individuals who receive policing services from non-Indigenous police forces.

## Challenges for First Nations Police Forces

As will be discussed in more detail in later sections of this report on inter-jurisdictional cooperation, when he appeared before the committee, the Hon. Gary Anandasangaree, Minister of Public Safety stated that the federal government has made recent investments in Indigenous policing and public safety, including through previous federal budgets.<sup>48</sup> However, according to witnesses, First Nations police forces have limited resources to respond to public safety concerns due to a chronic lack of stable, predictable and

---

42 INAN, [Evidence](#), 24 November 2025, 1605 (Lloyd Yew, Chief Executive Officer, Turtle Island Private Investigators Inc., As an Individual); INAN, [Evidence](#), 24 November 2025, 1630 (Michael Yellowback, Chief, Assembly of Manitoba Chiefs); INAN, [Evidence](#), 3 November 2025, 1555 (Dave Lamouche, President, Metis Settlements General Council).

43 For example, INAN, [Evidence](#), 24 November 2025, 1530 (Lloyd Yew, Chief Executive Officer, Turtle Island Private Investigators Inc., As an Individual); INAN, [Evidence](#), 20 October 2025, 1535 (Doris Bill, Former Chief of Kwanlin Dün First Nation, As an individual); INAN, [Evidence](#), 24 November 2025, 1645 (Lyle Herman, Mayor, Northern Village of La Loche, As an Individual).

44 INAN, [Brief](#), Kee Tas Kee Now Tribal Council, p 5; INAN, [Evidence](#), 20 October 2025, 1645 (Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations).

45 INAN, [Evidence](#), 20 October 2025, 1645 (Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations); INAN, [Brief](#), House of Wolf and Associates Inc., p. 1; INAN, [Brief](#), BC First Nations Justice Council, p. 9.

46 INAN, [Evidence](#), 27 October 2025, 1625 (Chief Leroy Denny, Eskasoni First Nation); INAN, [Brief](#), Assembly of First Nations, p. 3.

47 INAN, [Brief](#), BC First Nations Justice Council, p. 8.

48 INAN, [Evidence](#), 5 November 2025, 1730 (Hon. Gary Anandasangaree, Minister of Public Safety).



adequate funding under the FNIPP.<sup>49</sup> Witnesses argued that Indigenous policing has been chronically underfunded since the FNIPP was established in 1991.<sup>50</sup> The committee heard frustrations about the October 2025 announcement by Prime Minister Mark Carney regarding the Government of Canada’s plan to hire 1,000 new RCMP officers, which they viewed as prioritizing and strengthening non-Indigenous police forces while First Nations police forces remained under-resourced.<sup>51</sup>

Some witnesses argued that despite equivalent responsibilities, First Nations police forces receive fewer financial resources than their non-First Nation counterparts.<sup>52</sup> Witnesses told the committee that the funding methodology used by Public Safety Canada to allocate funding to First Nations police forces was unclear and arbitrary.<sup>53</sup> Public Safety Canada explained that funding allocations under the FNIPP are based on needs, and comparisons with other provincial and territorial police forces.<sup>54</sup> A federal official told the committee that Public Safety Canada used funding per capita or per officer as an “informal point of comparison” between self-administered police services

---

49 For example, INAN, [Evidence](#), 22 October 2025, 1635 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, [Evidence](#), 29 October 2025, 1635 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 3 November 2025, 1540 (Prof. Naomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual); INAN, [Evidence](#), 22 October 2025, 1745 (Cheryl Gervais, Chief of Police, Treaty Three Police Service); INAN, [Evidence](#), 27 October 2025, 1725 (Keith Blake, Chief of Police, Tsuut’ina Nation Police Service); INAN, [Brief](#), Kahnawà:ke Mohawk Peacekeepers, p. 4; INAN, [Brief](#), Assembly of First Nations, p. 1; INAN, [Evidence](#), 19 November 2025, 1755 (Deborah Doss-Cody, Chief Officer, St’at’imx Tribal Police Service); INAN, [Brief](#), Nisichawayasihk Cree Nation, p. 9.

50 INAN, [Evidence](#), 19 November 2025, 1645 (Darren Montour, Chief of Police, Six Nations Police Service); INAN, [Evidence](#), 20 October 2025, 1535 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, [Evidence](#), 27 October 2025, 1640 (Keith Blake, Chief of Police, Tsuut’ina Nation Police Service); INAN, [Evidence](#), 19 November 2025, 1635 (Jeff Skye, Chief of Police, Anishinabek Police Service, Indigenous Police Chiefs of Ontario); INAN, [Brief](#), Assembly of First Nations, p. 2.

51 INAN, [Evidence](#), 29 October 2025, 1800 (Dwayne Zacharie, Chief Peacekeeper, Kahnawake Peacekeepers); INAN, [Evidence](#), 27 October 2025, 1650 (Keith Blake, Chief of Police, Tsuut’ina Nation Police Service).

52 For example, see: INAN, [Evidence](#), 29 October 2025, 1740, 1800, 1920 (Dwayne Zacharie, Chief Peacekeeper, Kahnawake Peacekeepers); INAN, [Evidence](#), 19 November 2025, 1645 (Darren Montour, Chief of Police, Six Nations Police Service); INAN, [Evidence](#), 22 October 2025, 1635 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, [Evidence](#), 20 October 2025, 1655 (Francis Verreault-Paul, Chief, Assembly of First Nations Quebec-Labrador).

53 INAN, [Evidence](#), 19 November 2025, 1820 (Deborah Doss-Cody, Chief Officer, St’at’imx Tribal Police Service); INAN, [Evidence](#), 19 November 2025, 1725 (Kai Liu, Executive Director, Chief of Police (Retired) - Treaty Three Police Service, Indigenous Police Chiefs of Ontario); INAN, [Evidence](#), 3 November 2025, 1620 (Prof. Naomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual).

54 INAN, [Evidence](#), 5 November 2025, 1850 (Talal Dakalbab, Senior Assistant Deputy Minister, Crime Prevention Branch, Department of Public Safety and Emergency Preparedness).

and communities policed under Community Tripartite Agreements.<sup>55</sup> The Office of the Parliamentary Budget Officer (PBO) noted that the level of funding under the FNIPP is determined by factors such as geographic location, population size, crime rates and the availability of federal and provincial funds.<sup>56</sup>

The PBO completed analysis for the committee on the operational funding gap for First Nations and Inuit police forces operating under the FNIPP. The PBO estimated a total operational funding gap of \$447.2 million in 2026–2027 for First Nations and Inuit police forces under the FNIPP to meet provincially estimated service needs.<sup>57</sup> Since provinces have jurisdiction over the administration of justice, there are variations in provincially estimated policing service needs, which include “uniform and non-uniform staffing levels, equipment, and facilities.”<sup>58</sup> Using the cost-share ratio of the FNIPP, the federal operational funding gap is estimated to be \$232.5 million as of 2026–2027.<sup>59</sup> This represents a gap of 103% of projected federal funding under Self-Administered Police Service Agreements.<sup>60</sup> The PBO indicated that the projections consider ongoing costs such as routine operations and ongoing training, although the gap is mainly driven by the need for 841 more funded officers in order to meet provincial standards.<sup>61</sup> The PBO also estimated the one-time costs that would be needed to meet service needs estimated provincially, including for matters like training, equipment and infrastructure. These costs would likely be incurred over several fiscal years and are estimated to be \$1.82 billion as of 2026–2027.<sup>62</sup>

Inadequate funding affects officer salaries and benefits, which witnesses argued were more limited for First Nations police officers relative to their non-First Nations

---

55 INAN, *Evidence*, 5 November 2025, 1855 (Adrian Walraven, Director General, Indigenous Affairs, Crime Prevention Branch, Crime Prevention Branch, Department of Public Safety and Emergency Preparedness).

56 INAN, *Evidence*, 26 November 2025, 1800 (Govindadeva Bernier, Director, Budgetary Analysis, Office of the Parliamentary Budget Officer).

57 Robert Behrend and Nolan Petroff, *Estimating First Nations and Inuit police services funding gap*, Office of the Parliamentary Budget Officer, 25 February 2026.

58 Ibid.

59 Ibid. Of note, the Office of the Parliamentary Budget Officer’s estimate does not account for changes to FNIPP funding since 2024–25 or for additional funding sources coming from other federal or provincial initiatives.

60 Ibid.

61 Ibid.

62 Ibid.



counterparts.<sup>63</sup> The lack of parity extends to pensions, as the committee heard that some First Nations police forces have less robust pension plans.<sup>64</sup> Witnesses commented that lower wages, pensions and benefits led to officers leaving First Nations police services to join other police agencies, who are able to offer them better conditions.<sup>65</sup> Pension plans can also affect funding for police services because when salaries increase without additional funding to adjust pension plans, First Nations police forces are required to absorb the additional costs.<sup>66</sup>

Moreover, planning and budgeting for future community safety needs is hindered by uncertain, short-term budgets, which particularly affects the purchase of equipment, as well as training, recruitment and retention.<sup>67</sup> The lack of resources affects infrastructure. Jerel Swamp, Chief of Police, Rama Police Service and President, First Nations Chiefs of Police Association, stated that infrastructure needed for policing, such as communication towers and secure evidence facilities, was chronically deferred.<sup>68</sup> Additionally, he told the committee that information management systems lag behind modern standards.<sup>69</sup> In contrast, federal officials argued that the First Nations and Inuit Policing Facilities

---

63 INAN, [Brief](#), Quebec Association of First Nation and Inuit Police Directors, p. 5; INAN, [Evidence](#), 29 October 2025, 1635 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Brief](#), Kahnawà:ke Mohawk Peacekeepers, p. 4; INAN, [Evidence](#), 20 October 2025, 1705 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, [Evidence](#), 19 November 2025, 1750 (Deborah Doss-Cody, Chief Officer, Stl'atlimx Tribal Police Service); INAN, [Evidence](#), 27 October 2025, 1705 (Keith Blake, Chief of Police, Tsuut'ina Nation Police Service).

64 INAN, [Brief](#), Quebec Association of First Nation and Inuit Police Directors, p. 5; INAN, [Evidence](#), 27 October 2025, 1705 (Keith Blake, Chief of Police, Tsuut'ina Nation Police Service); INAN, [Evidence](#), 22 October 2025, 1635 (Annick Wylde, Director, Service de police de Pikogan).

65 INAN, [Evidence](#), 29 October 2025, 1700 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 20 October 2025, 1720 (Julie McGregor, Chief of Staff, Assembly of First Nations); INAN, [Evidence](#), 22 October 2025, 1715 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, [Evidence](#), 3 November 2025, 1625 (Prof. Naiomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual).

66 INAN, [Brief](#), Quebec Association of First Nation and Inuit Police Directors, p. 5; INAN, [Evidence](#), 22 October 2025, 1635 (Annick Wylde, Director, Service de police de Pikogan).

67 INAN, [Evidence](#), 22 October 2025, 1635 (Annick Wylde, Director, Service de police de Pikogan); INAN, [Evidence](#), 29 October 2025, 1635 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 27 October 2025, 1720 (Keith Blake, Chief of Police, Tsuut'ina Nation Police Service).

68 INAN, [Evidence](#), 29 October 2025, 1635 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association).

69 Ibid.

Program has funding, but the program faces challenges concerning its process and capacity to ensure that construction is completed on time.<sup>70</sup>

The lack of resources for First Nations police forces affects the conditions in which officers must operate on a daily basis. Some witnesses described situations where officers wore outdated or second-hand equipment, or where First Nations police forces lacked appropriate and updated facilities like officer housing, police vehicles, secure evidence facilities and appropriate holding cells.<sup>71</sup> First Nations police forces emphasized that their officers faced high stress and mental health challenges, including post-traumatic stress disorder and burnout, because of the lack of appropriate resources and support.<sup>72</sup> As Cheryl Gervais, Chief of Police, Treaty Three Police Service, told the committee, “[n]o other police service in Canada is asked to compromise so consistently on safety, wellness and sustainability.”<sup>73</sup> The committee heard about First Nations police officers working lengthy shifts, at times alone without back-up. Chief Karen Bell, Garden River First Nation, shared her experience as a former officer with the Anishinabek Police Service:

I was not set up to work as a lone police officer within a [N]ation. Yes, I carried a gun and I had a baton, but that did not adequately support my having to do calls for service in a [F]irst [N]ation that had very traumatic incidents, which I attended...A lot of times I had to sit on the side of the highway and wait for half an hour or more for backup to arrive. I was leaving many members and victims vulnerable because I was not responding in a timely fashion.

[...]

I didn't have officers to bounce things off of—not just for backup purposes but on how to approach and deal with situations—especially in situations of crisis, so decisions were made on the fly, right at the time that you're there. Even though I'm from that community and I know the people there, there are still times when you don't know the people, or you don't know them when they're in a crisis and they're capable of doing anything and everything. I have been chest bumped, pushed from behind, had objects

---

70 INAN, [Evidence](#), 5 November 2025, 1910 (Talal Dakalbab, Senior Assistant Deputy Minister, Crime Prevention Branch, Department of Public Safety and Emergency Preparedness).

71 INAN, [Brief](#), Kahnawà:ke Mohawk Peacekeepers, p. 4; INAN, [Evidence](#), 29 October 2025, 1635 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 29 October 2025, 1740 (Dwayne Zacharie, Chief Peacekeeper, Kahnawake Peacekeepers); INAN, [Evidence](#), 19 November 2025, 1635 (Jeff Skye, Chief of Police, Anishinabek Police Service, Indigenous Police Chiefs of Ontario).

72 INAN, [Evidence](#), 19 November 2025, 1645 (Darren Montour, Chief of Police, Six Nations Police Service); INAN, [Evidence](#), 29 October 2025, 1720 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 19 November 2025, 1750 (Deborah Doss-Cody, Chief Officer, St'at'l'imx Tribal Police Service).

73 INAN, [Evidence](#), 22 October 2025, 1745 (Cheryl Gervais, Chief of Police, Treaty Three Police Service).



thrown at me in the dark and I have been unable to identify who did it. I've entered homes or spaces when I was the only officer working who had the ability to go there, and the dispatcher was telling me my backup was an hour away.<sup>74</sup>

Several witnesses expressed concerns about the time and resources required for First Nations police forces to participate in the Assault-Style Firearms Compensation Program, given the already limited police resources.<sup>75</sup> As Grant Buckskin, Chief of Police, Blood Tribe Police Service, told the committee, “[t]hat would be a complete waste of resources. We're stretched thin already, and I am not going to put the community at risk by removing resources from our front line to oversee something like that. No, it would be a complete waste of resources.”<sup>76</sup>

Ultimately, some witnesses argued that inadequate resources affected community safety because individuals may undertake criminal activities on reserve knowing that First Nations police forces lack the financial and human resources to respond.<sup>77</sup> Grand Chief Alvin Fiddler, Nishnawbe Aski Nation, explained, for example, that there is a lack of airport security in northern First Nations and criminals charter planes and land in the middle of the night to bring drugs into remote First Nations communities. Individuals are also bringing drugs into remote communities by road and mail.<sup>78</sup> Michael Kreis, Inspector, Ontario Provincial Police, told the committee that in some remote airports, staff may only be on site if a flight is expected to land.<sup>79</sup>

Regional Chief Abram Benedict, Chiefs of Ontario, summarized the public safety challenges and available resources to respond in northern Ontario:

Just last week, Nishnawbe Aski Nation, which represents 49 northern Ontario [F]irst [N]ation communities, declared a state of emergency after yet another drug-related

---

74 INAN, [Evidence](#), 26 November 2025, 1650 (Karen Bell, Chief, Garden River First Nation).

75 INAN, [Evidence](#), 20 October 2025, 1700 (Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations); INAN, [Evidence](#), 22 October 2025, 1720 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, [Evidence](#), 19 November 2025, 1730 (Darren Montour, Chief of Police, Six Nations Police Service).

76 INAN, [Evidence](#), 22 October 2025, 1720 (Grant Buckskin, Chief of Police, Blood Tribe Police Service).

77 INAN, [Evidence](#), 27 October 2025, 1635 (Chief Christopher George, Eel River Bar First Nation); INAN, [Evidence](#), 29 October 2025, 1715 (Marcel Beaudin, Inspector, Indigenous Policing Bureau, Ontario Provincial Police); INAN, [Evidence](#), 19 November 2025, 1635 (Jeff Skye, Chief of Police, Anishinabek Police Service, Indigenous Police Chiefs of Ontario); INAN, [Evidence](#), 19 November 2025, 1645 (Darren Montour, Chief of Police, Six Nations Police Service).

78 INAN, [Evidence](#), 29 October 2025, 1650 (Grand Chief Alvin Fiddler, Nishnawbe Aski Nation).

79 INAN, [Evidence](#), 29 October 2025, 1650 (Michael Kreis, Inspector, Ontario Provincial Police).

shooting—this one in Ginoogaming First Nation, which left one person dead and another critically injured.

[...]

Perhaps one of the most devastating parts of this senseless tragedy is that it doesn't come as a surprise or a shock to anyone. We hear of these incidents on a weekly basis, sometimes more. As one [F]irst [N]ation leader observed, if these events were happening in southern Ontario, the response would be immediate. For us, there is silence.<sup>80</sup>

Witnesses connected insufficient funding for First Nations police forces to the operation of the FNIPP as a discretionary, renewable program rather than a guaranteed essential service.<sup>81</sup> Although First Nations police forces undertake comparable work and play an essential role in community safety and well-being, they are not recognized as essential services like non-Indigenous police forces.<sup>82</sup> The inadequacy of funding for First Nations and Inuit policing under the FNIPP was also situated within a larger context of underfunding for essential services in First Nations communities.<sup>83</sup> Mi'kmaw professor Naomi Metallic described this situation as “interjurisdictional neglect” where both federal and provincial governments neglect their obligations.

Some First Nations have responded to these challenges by pursuing litigation.<sup>84</sup> For example, in *Quebec (Attorney General) v. Pekuakamiulnuatsh Takuhikan*, the Supreme Court of Canada held that Quebec had breached the honour of the Crown by refusing to re-enter into negotiations with the First Nation to increase funding for the Mashteuiatsh Police Service, even though the province was aware that the police force was

---

80 INAN, [Evidence](#), 20 October 2025, 1535 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario).

81 For example, see: INAN, [Evidence](#), 29 October 2025, 1700 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Brief](#), House of Wolf and Associates Inc., p. 6; INAN, [Evidence](#), 19 November 2025, 1640 (James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario).

82 INAN, [Evidence](#), 20 October 2025, 1655 (Francis Verreault-Paul, Chief, Assembly of First Nations Quebec-Labrador); INAN, [Evidence](#), 19 November 2025, 1645 (Darren Montour, Chief of Police, Six Nations Police Service).

83 INAN, [Evidence](#), 22 October 2025, 1745 (Cheryl Gervais, Chief of Police, Treaty Three Police Service); INAN, [Evidence](#), 3 November 2025, 1540 (Prof. Naomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual).

84 For example, see: INAN, [Evidence](#), 27 October 2025, 1600 (Chief Leroy Denny, Eskasoni First Nation); INAN, [Evidence](#), 29 October 2025, 1640, 1650 (Grand Chief Alvin Fiddler, Nishnawbe Aski Nation); INAN, [Evidence](#), 20 October 2025, 1535 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, [Brief](#), Assembly of First Nations, pp. 8–9.



inadequately funded.<sup>85</sup> In March 2023, the Indigenous Police Chiefs of Ontario (IPCO) filed a complaint with the Canadian Human Rights Commission against Public Safety Canada, alleging discrimination in the FNIPP and the terms and conditions it imposes for the funding of Indigenous police services. In June 2023, the Federal Court granted a mandatory interlocutory injunction requiring Public Safety Canada to reinstate for 12 months the funding to three specific self-administered Indigenous police services, whose funding agreements expired in March 2023.<sup>86</sup> The IPCO told the committee that they believe that the issues in the case should be resolved through “honourable good faith engagements without further litigation,” but that, in their view, Canada continues to delay resolution of the broader, underlying complaint.<sup>87</sup>

## Challenges for Indigenous Peoples and Communities Policed by Non-Indigenous Police Forces

Many Indigenous individuals and communities receive policing services through the RCMP under the FNIPP or through non-Indigenous police forces (including the RCMP or provincial/municipal police forces) as part of general community policing. Some witnesses described challenges for Indigenous communities policed by the RCMP or other non-Indigenous police forces. Some witnesses identified issues related to the enforcement of First Nations laws by the RCMP, which are discussed in more detail in the section of this report titled “Enforcement of First Nations and Metis Settlements of

---

85 [Quebec \(Attorney General\) v. Pekuakamiulnuatsh Takuhikan](#), 2024 SCC 39; INAN, [Brief](#), Assembly of First Nations, pp. 5–6; INAN, [Brief](#), Nisichawayasihk Cree Nation, p. 4, 6; INAN, [Evidence](#), 29 October 2025, 1715 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 3 November 2025, 1540, 1610, 1620, 1625, 1630 (Prof. Naomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual); INAN, [Evidence](#), 19 November 2025, 1635 (Kai Liu, Executive Director, Chief of Police (Retired) - Treaty Three Police Service, Indigenous Police Chiefs of Ontario); INAN, [Evidence](#), 8 October 2025, 1720 (Andrew Hayes, Deputy Auditor General, Office of the Auditor General); INAN, [Evidence](#), 20 October 2025, 1655 (Francis Verreault-Paul, Chief, Assembly of First Nations Quebec-Labrador).

86 [Indigenous Police Chiefs of Ontario v. Public Safety Canada](#), 2023 FC 916, para. 8 (motion was granted in part). Please note that this case was not decided on in merits, but only on the requested injunctive relief (discrimination complaint under the *Canadian Human Rights Act*). Hence, the Court's role was not to determine the adequacy of funding of self-administered Indigenous police services in Canada. See comments on the decision in Kate Rutherford, “[No date set yet by Canadian Human Rights Tribunal on claims of discriminatory funding by FN police chiefs](#),” *CBC News*, 21 January 2026.

87 INAN, [Evidence](#), 19 November 2025, 1635 (Kai Liu, Executive Director, Chief of Police (Retired) – Treaty Three Police Service, Indigenous Police Chiefs of Ontario); INAN, [Evidence](#), 19 November 2025, 1640 (James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario). Litigation is proceeding before the Canadian Human Rights Tribunal as *Liu v. Public Safety Canada*. The hearing on the merits was delayed in December 2024 [in CHRT 138](#) (CanLII) for reasons of procedural fairness.

Alberta Laws and By-Laws.” Witnesses also mentioned that some Indigenous individuals died following wellness or mental health checks conducted by non-Indigenous police forces.<sup>88</sup> As noted by the BC First Nations Justice Council, “[t]here is an endless stream of reports in the news about “wellness checks” gone badly, with police responding with deadly or near deadly force across Canada.”<sup>89</sup>

Generally, witnesses described difficult relationships between Indigenous individuals, communities and non-Indigenous police forces. Some witnesses argued that “systemic racism” remains in police forces today.<sup>90</sup> The BC First Nations Justice Council explained that:

The systemic racism that exists in policing systems in Canada is part of a continued system of colonialism that police forces defend and perpetuate. The negative impacts of systemic racism are eroding public trust and confidence in police and the ongoing inaction to tackle and address systemic racism is failing First Nations and Indigenous [P]eoples.<sup>91</sup>

The committee heard that Indigenous individuals, particularly women and girls, feel unsafe in police interactions and do not feel supported by police when loved ones go missing.<sup>92</sup> Hilda Anderson-Pyrz, President, National Family and Survivors Circle Inc., described the experiences of Indigenous women and girls:

[W]hen [I]ndigenous women, girls, and two-spirit and gender-diverse people are seeking the support of policing, they're continuously being devalued and are treated with discrimination, disrespect and racist behaviours. It's critical to mention that they devalue the lives of [I]ndigenous women, girls, and two-spirit and gender-diverse people by not taking our complaints seriously, not searching for us but disregarding us, saying that we're out partying or are out on a hiatus and will come back later or will show up later.<sup>93</sup>

---

88 INAN, [Evidence](#), 27 October 2025, 1540, 1550, 1625 (Chief Leroy Denny, Eskasoni First Nation); INAN, [Brief](#), BC First Nations Justice Council, p. 9.

89 INAN, [Brief](#), BC First Nations Justice Council, p. 9.

90 INAN, [Evidence](#), 3 November 2025, 1550 (Dave Lamouche, President, Metis Settlements General Council); INAN, [Brief](#), BC First Nations Justice Council, p. 7; INAN, [Evidence](#), 22 October 2025, 1635 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, [Brief](#), Assembly of First Nations, p. 1.

91 INAN, [Brief](#), BC First Nations Justice Council, p. 7.

92 INAN, [Brief](#), House of Wolf and Associates Inc., p. 1; INAN, [Evidence](#), 24 November 2025, 1705 (Sheila North, Indigenous Advocate and Advisor, As an Individual); INAN, [Brief](#), BC First Nations Justice Council, p. 10.

93 INAN, [Evidence](#), 24 November 2025, 1600 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.).



Similarly, Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaanig #231 Implementation Committee (Manitoba), described findings about the relationship between police and Indigenous People arising from an engagement process to develop a “red dress alert” system in Manitoba to mobilize public and police after an Indigenous women, girl or gender-diverse person goes missing:

[W]e heard from many community members, who said that even if they feared for the life of a loved one, they would be reluctant to go to the police. We heard examples of family members turning to community organizations, to [I]ndigenous leadership and even to fire departments, because they don't trust the police. We also heard accounts of missing persons never even being reported.<sup>94</sup>

Sandra DeLaronde also explained that the findings reveal that family and community members who report a missing loved one are often not listened to. She explains that family and community members said that:

They have been treated dismissively or rudely. This adds to the trauma experienced by families and communities, and we feel it undermines the effectiveness of any investigation. In fact, we heard numerous examples of police telling family members that they should go away and only come back once more time has passed.<sup>95</sup>

Some witnesses described insufficient staffing levels, long response times, and lack of trauma-informed policing from non-Indigenous police forces. These factors, along with the small number of Indigenous officers in non-Indigenous police forces and a limited knowledge of the Indigenous communities they serve, hampers the development of trusting relationships.<sup>96</sup>

Witnesses have advocated for improvements to policing in their communities for many years. For example, following several police-involved deaths of First Nations individuals, the Assembly of First Nations passed a resolution calling for a federal inquiry into

---

94 INAN, *Evidence*, 26 November 2025, 1635 (Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaanig #231 Implementation Committee [Manitoba]).

95 Ibid.

96 INAN, *Evidence*, 3 November 2025, 1550 (Dave Lamouche, President, Metis Settlements General Council); INAN, *Evidence*, 19 November 2025, 1830 (David Chartrand, President, National Government of the Red River Métis, Manitoba Métis Federation); INAN, *Evidence*, 27 October 2025, 1535 (Chief Leroy Denny, Eskasoni First Nation); INAN, *Evidence*, 3 November 2025, 1545 (Prof. Naiomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual); INAN, *Brief*, Inuit Tapiriit Kanatami, p. 4; INAN, *Evidence*, 3 November 2025, 1725 (Prof. Mylène Jaccoud, Professor, School of Criminology, Université de Montréal, As an individual); INAN, *Evidence*, 24 November 2025, 1620 (Michael Yellowback, Chief, Assembly of Manitoba Chiefs); INAN, *Brief*, Kee Tas Kee Now Tribal Council, p. 6; INAN, *Evidence*, 20 October 2025, 1655 (Francis Verreault-Paul, Chief, Assembly of First Nations Quebec-Labrador).

discriminatory police practices.<sup>97</sup> As will be discussed in the next section, Indigenous communities have also developed their own solutions to public safety challenges.

## INDIGENOUS-LED PUBLIC SAFETY INITIATIVES

Indigenous Peoples understand public safety holistically.<sup>98</sup> Some witnesses described safety as inseparable from community well-being.<sup>99</sup> For example, a brief from the Assembly of Manitoba Chiefs explained that “true safety is inseparable from the social, cultural, political, and economic wellness of First Nations and the full exercise of First Nations jurisdiction.”<sup>100</sup> Andrea Sandmaier, president, Otipemisiwak Métis Government, connected safety for Métis people to the social determinants of health when she said: “[f]or Métis people, safety begins with health, housing, family and connection to culture and language.”<sup>101</sup> Some witnesses connected safety to trust in the justice system for victims. Andrea Sandmaier said that trust is an integral part of community safety, specifically “trust that justice will be fair and that every life is valued the same.”<sup>102</sup> Hilda Anderson-Pyrz, President, National Family and Survivors Circle Inc., explained that for families, Survivors and Indigenous women, girls and gender-diverse people, public safety is “about life and death. It is about whether someone's daughter, mother, sister, auntie or partner comes home safely at the end of the day. It is about whether families receive the respect and action they deserve when a loved one goes missing or is harmed.”<sup>103</sup> Several witnesses also described safety as a right, including a human right or as part of

---

97 INAN, [Evidence](#), 20 October 2025, 1645 (Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations).

98 INAN, [Evidence](#), 3 November 2025, 1645 (Andrea Sandmaier, President, Otipemisiwak Métis Government); INAN, [Evidence](#), 22 October 2025, 1805 (Georgina Nagano, Founder and Chief Executive Officer, House of Wolf and Associates Inc.); INAN, [Brief](#), Inuit Tapiriit Kanatami, p. 6; INAN, [Evidence](#), 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.); INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 6; INAN, [Evidence](#), 24 November 2025, 1720 (Joseph Tsannie, Vice-Chief, Prince Albert Grand Council).

99 INAN, [Evidence](#), 3 November 2025, 1645 (Andrea Sandmaier, President, Otipemisiwak Métis Government); INAN, [Evidence](#), 22 October 2025, 1805 (Georgina Nagano, Founder and Chief Executive Officer, House of Wolf and Associates Inc.); INAN, [Brief](#), Inuit Tapiriit Kanatami, p. 6; INAN, [Evidence](#), 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.); INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 6.

100 INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 6.

101 INAN, [Evidence](#), 3 November 2025, 1645 (Andrea Sandmaier, President, Otipemisiwak Métis Government).

102 Ibid.

103 INAN, [Evidence](#), 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.).



Indigenous Peoples' inherent right to self-determination.<sup>104</sup> The committee was told that the right to safety is supported by the *Constitution Act, 1982*, the National Inquiry into Missing and Murdered Indigenous Women and Girls' Calls For Justice, international law, and the *United Nations Declaration on the Rights of Indigenous Peoples*.<sup>105</sup>

Witnesses emphasized that federal approaches designed to support public safety in Indigenous communities do not align with Indigenous Peoples' understandings of community safety. A brief by the Assembly of Manitoba Chiefs argues that the federal government approaches public safety in Indigenous communities narrowly by focusing on policing, enforcement and punitive responses.<sup>106</sup> Professor Mylène Jaccoud from the Université de Montréal argued that responses to address public safety in Indigenous communities are solely focused on addressing crime rather than social challenges that result in criminal behaviour.<sup>107</sup>

Witnesses suggested that Indigenous Peoples are best placed to determine their own public safety needs and responses. Some Indigenous communities have developed their own initiatives to address public safety needs and gaps in existing policing services.<sup>108</sup> Solutions to public safety challenges lie in Indigenous-led approaches developed through the exercise of Indigenous jurisdiction.<sup>109</sup> For example, Hilda Anderson-Pyrz, President, National Family and Survivors Circle Inc., said that:

[T]rue transformation requires [I]ndigenous-led public safety systems. We cannot fix deeply entrenched problems by trying to adjust systems that were built without us and

- 
- 104 INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 6; INAN, [Evidence](#), 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.); INAN, [Brief](#), Nisichawayasihk Cree Nation, p. 3; Brief, INAN, [Brief](#), BC First Nations Justice Council, p. 6.
- 105 INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 6; INAN, [Evidence](#), 20 October 2025, 1645 (Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations).
- 106 INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 6.
- 107 INAN, [Evidence](#), 3 November 2025, 1705 (Prof. Mylène Jaccoud, Professor, School of Criminology, Université de Montréal, As an individual).
- 108 INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 4; INAN, [Evidence](#), 20 October 2025, 1600 (Doris Bill, Former Chief of Kwanlin Dün First Nation, As an individual); INAN, [Brief](#), House of Wolf and Associates Inc., p. 1.
- 109 INAN, [Brief](#), Nisichawayasihk Cree Nation, p. 4–5; INAN, [Brief](#), Assembly of Manitoba Chiefs, pp. 1 and 6; INAN, [Brief](#), House of Wolf and Associates Inc., p. 8; INAN, [Evidence](#), 20 October 2025, 1625 (Doris Bill, Former Chief of Kwanlin Dün First Nation, As an individual); INAN, [Evidence](#), 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.).

often against us. The path forward is [I]ndigenous-designed and distinctions-based public safety models that reflect community realities, cultures and rights.<sup>110</sup>

The following section will discuss examples of Indigenous-led public safety initiatives, and the challenges Indigenous communities may face in developing their own initiatives.

The committee heard from many First Nations police forces operating under the FNIPP who provide culturally appropriate, trauma-informed policing in their communities.<sup>111</sup> Witnesses also described Community Safety Officer initiatives in Yukon and Manitoba whereby officers work in a non-enforcement role, at times alongside the RCMP, to patrol the community, check in on Elders and defuse conflict.<sup>112</sup> For example, in Teslin, Yukon, a pair of sisters referred to as the “deadly aunties” monitor the community and support families experiencing conflict.<sup>113</sup> Witnesses described the success of community safety initiatives, noting that they have led to a decrease in calls to police, improved community members’ sense of safety, and improved relationships between the community and the RCMP.<sup>114</sup> For example, Doris Bill, Former Chief of Kwanlin Dün First Nation, shared the experience of her community with its Community Safety Officer Program:

The program is proactive, preventative, culturally appropriate and trauma-informed. It was built from the ground up, not from the top down.

[...]

The CSO [Community Safety Officer] [P]rogram has saved lives. It has saved women from situations that could have turned out very badly. The CSO officers have the ability

---

110 INAN, [Evidence](#), 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.).

111 INAN, [Evidence](#), 22 October 2025, 1635 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, [Evidence](#), 20 October 2025, 1705 (Julie McGregor, Chief of Staff, Assembly of First Nations); INAN, [Evidence](#), 29 October 2025, 1635 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 29 October 2025, 1805 (Dwayne Zacharie, Chief Peacekeeper, Kahnawake Peacekeepers); INAN, [Evidence](#), 26 November 2025, 1640 (Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaaniq #231 Implementation Committee [Manitoba]).

112 INAN, [Evidence](#), 20 October 2025, 1535 (Doris Bill, Former Chief of Kwanlin Dün First Nation, As an individual); INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 4.

113 INAN, [Evidence](#), 22 October 2025, 1735 (Georgina Nagano, Founder and Chief Executive Officer, House of Wolf and Associates Inc.).

114 Ibid., 1735, 1755; INAN, [Evidence](#), 20 October 2025, 1535, 1600 (Doris Bill, Former Chief of Kwanlin Dün First Nation, As an individual).



to respond early and de-escalate situations before they turn into a crisis. The program helps to rebuild the trust between the community and the RCMP.<sup>115</sup>

In accordance with holistic understandings of public safety, witnesses also described other public safety initiatives like mobile intervention teams, youth engagement initiatives, family safety supports, shelters and healing centres.<sup>116</sup> For example, Inuit Tapiriit Kanatami provided the example of mobile intervention teams whereby a police officer and social worker respond to calls involving children and/or mental health in Puvirnituk and Kuujuaq in Nunavik (northern Quebec). As a result, “[i]n 2024 in Puvirnituk, 97% of interventions were successfully resolved without a judicial intervention, including arrest or hospitalization.”<sup>117</sup> The committee also heard about ongoing Indigenous-led initiatives to create regional police forces and develop Métis specific approaches to policing, including an initiative in Saskatchewan to develop a Métis-led Community Safety Officer Program.<sup>118</sup>

Despite their potential success, the committee heard that Indigenous-led public safety initiatives are not receiving adequate, sustainable and long-term funding.<sup>119</sup> Some witnesses recommended that federal funding be provided for First Nations and Métis public safety initiatives.<sup>120</sup> On the other hand, the Minister of Public Safety explained that there is federal funding for Community Safety Officers in some communities.<sup>121</sup> The union representing regular members of the RCMP, the National Police Federation,

---

115 INAN, [Evidence](#), 20 October 2025, 1535 (Doris Bill, Former Chief of Kwanlin Dün First Nation, As an individual).

116 INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 3; INAN, [Evidence](#), 3 November 2025, 1705 (Andrea Sandmaier, President, Otipemisiwak Métis Government); INAN, [Brief](#), Inuit Tapiriit Kanatami, p. 3.

117 INAN, [Brief](#), Inuit Tapiriit Kanatami, p. 3.

118 INAN, [Brief](#), Kee Tas Kee Now Tribal Council, p. 3; INAN, [Brief](#), Manitoba Keewatinowi Okimakanak Inc., pp. 3–4; INAN, [Evidence](#), 3 November 2025, 1550 (Dave Lamouche, President, Metis Settlements General Council); INAN, [Evidence](#), 3 November 2025, 1630 (Brennan Merasty, Minister of Self Determination and Self Government and Justice, Métis Nation–Saskatchewan); INAN, [Evidence](#), 3 November 2025, 1550 (Beverly Fullerton, Minister of Health, Mental Health and Addictions, Métis Nation–Saskatchewan).

119 For example: INAN, [Evidence](#), 3 November 2025, 1625 (Beverly Fullerton, Minister of Health, Mental Health and Addictions, Métis Nation–Saskatchewan); INAN, [Evidence](#), 20 October 2025, 1535 (Doris Bill, Former Chief of Kwanlin Dün First Nation, As an individual); INAN, [Brief](#), Nisichawayasihk Cree Nation, p. 4; INAN, [Evidence](#), 22 October 2025, 1800 (Georgina Nagano, Founder and Chief Executive Officer, House of Wolf and Associates Inc.); INAN, [Brief](#), Manitoba Keewatinowi Okimakanak Inc., p. 3.

120 INAN, [Evidence](#), 24 November 2025, 1540 (Michael Yellowback, Chief, Assembly of Manitoba Chiefs); INAN, [Brief](#), Nisichawayasihk Cree Nation, p. 9; INAN, [Evidence](#), 3 November 2025, 1540 (Prof. Naiomi Metallic, Associate Professor and Chancellor’s Chair of Aboriginal Law and Policy, Dalhousie University, As an individual); INAN, [Brief](#), Métis National Council, Otipemisiwak Métis Government, Métis Nation of Ontario, p. 10.

121 INAN, [Evidence](#), 5 November 2025, 1805 (Hon. Gary Anandasangaree, Minister of Public Safety).

argued that in Yukon they would duplicate existing public safety services, pose professional and personal liability concerns for any new bodies, and complicate existing public safety work.<sup>122</sup>

Other witnesses called for funding to support public safety in one or more of the following areas: wrap-around services, healing programs, wellness initiatives, mental health, suicide intervention training, addictions, trauma-informed care, housing, infrastructure, clean water, culturally grounded employment training, justice systems, land-based and cultural programming, and local safety and emergency management initiatives.<sup>123</sup> The Minister of Public Safety pointed to examples of initiatives that will provide funding for transitional housing for Indigenous individuals living in urban centres, as well as funding for mental health supports for Indigenous individuals provided by the federal government but delivered by the provinces.<sup>124</sup>

Beyond funding, a few witnesses emphasized specific approaches that could be taken by the federal government to support Indigenous-led approaches to public safety. House of Wolf and Associates Inc. called for federal and territorial governments to fund training programs and recognize the credentials of Indigenous safety programs that cover skills like trauma-informed response, conflict de-escalation and coordination with police.<sup>125</sup> Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaanig #231 Implementation Committee (Manitoba), recommended the enactment of federal legislation to implement a national Red Dress Alert system.<sup>126</sup> Hilda Anderson-Pyrz, President, National Family and Survivors Circle Inc., recommended that all governments recognize safety as a human right and that it be upheld in government decisions, actions and expenditures.<sup>127</sup> She also recommended the creation of an ombudsperson or oversight mechanism in accordance with the National

---

122 INAN, [Brief](#), National Police Federation, p. 2.

123 INAN, [Evidence](#), 20 October 2025, 1710 (Julie McGregor, Chief of Staff, Assembly of First Nations); INAN, [Evidence](#), 24 November 2025, 1535 (Michael Yellowback, Chief, Assembly of Manitoba Chiefs); INAN, [Brief](#), Nisichawayasihk Cree Nation, p. 9; INAN, [Brief](#), Inuit Tapiriit Kanatami, p. 6; INAN, [Evidence](#), 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.); INAN, [Evidence](#), 20 October 2025, 1645 (Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations); INAN, [Evidence](#), 27 October 2025, 1635 (Chief Christopher George, Eel River Bar First Nation).

124 INAN, [Evidence](#), 5 November 2025, 1815 (Hon. Gary Anandasangaree, Minister of Public Safety).

125 INAN, [Brief](#), House of Wolf and Associates Inc., pp. 7, 9.

126 INAN, [Evidence](#), 26 November 2025, 1725 (Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaanig #231 Implementation Committee [Manitoba]).

127 INAN, [Evidence](#), 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.).



Inquiry into Missing and Murdered Indigenous Women and Girls’ Call for Justice 1.7, which would provide oversight to uphold the inherent and human rights of Indigenous People.<sup>128</sup>

Access to data is also critical to monitor progress, ensure the success of Indigenous-led public safety initiatives and support decision making.<sup>129</sup> The committee heard that some First Nations have difficulty accessing disaggregated, anonymized data on criminal offences within their communities from the RCMP in order to monitor the effectiveness of community initiatives.<sup>130</sup> Georgina Nagano, Founder and Chief Executive Officer, House of Wolf and Associates Inc., stated that, “Nations must have access to their own safety and wellness data, including disaggregated universal crime reporting, to track what's working and hold systems accountable.”<sup>131</sup>

Witnesses emphasized the importance of Indigenous involvement in public safety solutions for their communities. Hilda Anderson-Pyrz noted that “public safety must be co-developed with [I]ndigenous governments. [...] Co-development must be genuine, grounded in the principles of [I]ndigenous self-determination and understood as a rights-based obligation.”<sup>132</sup> National Chief Cindy Woodhouse Nepinak, Assembly of First Nations, noted that First Nations are sometimes not invited or only invited for a few hours to participate in federal-provincial-territorial meetings on matters that affect their communities.<sup>133</sup> She further highlighted the lack of a federal-provincial-territorial discussion table for First Nations affairs and called for a “whole-of-government approach” to address issues related to community safety.<sup>134</sup> In a brief, Manitoba

---

128 Ibid., 1625. Call for Justice 1.7 calls for federal, provincial and territorial governments to work with Indigenous Peoples to establish a National Indigenous and Human Rights Ombudsperson and a National Indigenous and Human Rights Tribunal. The Call for Justice indicates that these independent mechanisms would receive complaints from Indigenous People and communities concerning violations of human and Indigenous rights. National Inquiry into Missing and Murdered Indigenous Women and Girls, [Calls for Justice](#), 2019, p. 178.

129 INAN, [Brief](#), House of Wolf and Associates Inc., p. 8; INAN, [Evidence](#), 3 November 2025, 1645 (Andrea Sandmaier, President, Otipemisiwak Métis Government); INAN, [Evidence](#), 19 November 2025, 1805 (David Chartrand, President, National Government of the Red River Métis, Manitoba Métis Federation); INAN, [Brief](#), Métis National Council, Métis Nation of Ontario, Otipemisiwak Métis Government, p. 5.

130 INAN, [Evidence](#), 22 October 2025, 1755 (Una Gair, Chief Operations Officer, House of Wolf and Associates Inc.).

131 INAN, [Evidence](#), 22 October 2025, 1735 (Georgina Nagano, Founder and Chief Executive Officer, House of Wolf and Associates Inc.).

132 INAN, [Evidence](#), 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.).

133 INAN, [Evidence](#), 20 October 2025, 1710 (Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations).

134 Ibid.

Keewatinowi Okimakanak Inc. called for the Government of Canada to adopt, in collaboration with First Nations, a “Whole of Government Response to support the public safety, security and well-being of First Nation communities.”<sup>135</sup> A brief from the Minister of Justice and Attorney General of Manitoba supported Manitoba Keewatinowi Okimakanak Inc.’s recommendation echoing that its implementation would support First Nations safety while also bolstering the FNIPP.<sup>136</sup>

Given the connection between public safety and community well-being, multiple federal departments will be involved in supporting Indigenous public safety initiatives. The committee recognizes that a government-wide approach will be needed to support Indigenous public safety. Access to data is a critical part of this approach and would ensure that community initiatives can be monitored. For this reason, the committee recommends:

#### **Recommendation 1**

**That the Government of Canada develop a Whole of Government Response to Indigenous public safety, including support for Indigenous-led public safety solutions.**

#### **Recommendation 2**

**That the Government of Canada integrate Indigenous priorities, including those related to public safety, into existing inter-governmental forums and ensure that First Nations, Inuit and Métis leaders are provided with the opportunity to meaningfully participate in these discussions.**

The remainder of this report will provide a recommended roadmap to address public safety challenges for Indigenous Peoples and communities while supporting Indigenous-led public safety initiatives.

## **THE WAY FORWARD: REFORMS TO SUPPORT PUBLIC SAFETY IN INDIGENOUS COMMUNITIES**

Challenges with federal approaches to Indigenous policing, including inadequate funding, are long-standing issues that have been discussed at length by communities as

---

135 INAN, *Brief*, Manitoba Keewatinowi Okimakanak Inc., p. 2.

136 INAN, *Brief*, Minister of Justice and Attorney General of Manitoba, p. 2.



well as in research reports and audits of the Auditor General of Canada.<sup>137</sup> Many of these reports recommended changes to support Indigenous self-determination over policing. For example, the National Inquiry into Missing and Murdered Indigenous Women and Girls' Call for Justice 5.4 calls upon all governments to immediately transform Indigenous policing to support self-determination, including by replacing the FNIPP with a new legislative and funding framework. Some witnesses called for the implementation of Calls for Justice relating to policing, pointing out that the National Inquiry provided a roadmap for reform.<sup>138</sup>

When he appeared before the committee, the Minister of Public Safety, acknowledged that federal programs are an interim measure towards achieving the goal of Indigenous self-determination over policing and the administration of justice.<sup>139</sup> Witnesses made recommendations to address challenges facing Indigenous policing while supporting Indigenous-led public safety initiatives. Many witnesses recommended legislative solutions including the recognition of Indigenous policing as an essential service. Some recommended reforms to address challenges for those participating in the FNIPP.<sup>140</sup> Others identified solutions, such as federal support for Métis policing and designated units to address Indigenous affairs within non-Indigenous police forces. The committee also heard about solutions to address challenges in the justice system, as part of a holistic approach to community safety.

This section provides a recommended roadmap, supported by a federal government-wide approach, to reform Indigenous policing to ensure that it meets the needs of Indigenous Peoples and communities. The recommended roadmap involves supporting Indigenous-led approaches to public safety through several key actions: legislation to recognize Indigenous policing as an essential service; steps to address challenges related

---

137 For example: INAN, *Evidence*, 29 October 2025, 1715 (Marcel Beaudin, Inspector, Indigenous Policing Bureau, Ontario Provincial Police); INAN, *Evidence*, 19 November 2025, 1645 (Darren Montour, Chief of Police, Six Nations Police Service); INAN, *Brief*, Nisichawayasihk Cree Nation, p. 5; INAN, *Evidence*, 19 November 2025, 1640 (James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario); INAN, *Evidence*, 22 October 2025, 1635 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, *Evidence*, 29 October 2025, 1825 (Dwayne Zacharie, Chief Peacekeeper, Kahnawake Peacekeepers); INAN, *Evidence*, 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.).

138 INAN, *Evidence*, 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.); INAN, *Evidence*, 26 November 2025, 1635 (Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaanig #231 Implementation Committee [Manitoba]).

139 INAN, *Evidence*, 5 November 2025, 1805 (Hon. Gary Anandasangaree, Minister of Public Safety).

140 INAN, *Brief*, Manitoba Keewatinowi Okimakanak Inc., p. 2; INAN, *Evidence*, 20 October 2025, 1545 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, *Evidence*, 24 November 2025, 1540 (Michael Yellowback, Chief, Assembly of Manitoba Chiefs).

to the enforcement of First Nations laws; reforms to the FNIPP to increase flexibility within the program; support improved inter-jurisdictional cooperation; and address issues related to Self-Administered Police Service agreements and Community Tripartite Agreements; as well as actions aimed at improving policing for Métis and addressing police-involved deaths of Indigenous individuals. Each of these components will be discussed in further detail throughout this section of the report. The final section discusses what the committee heard about challenges Indigenous People face in the justice system along with potential solutions.

## Creating a Legislative Framework for Indigenous Policing

Indigenous-led public safety initiatives could also be supported through federal legislation. Several witnesses proposed that First Nations and/or Indigenous policing be recognized as an essential service through legislation.<sup>141</sup> Witnesses suggested that federal legislation could also recognize First Nations jurisdiction over public safety and address funding challenges under the FNIPP. However, recognizing jurisdiction alone is not sufficient if First Nations laws cannot be enforced. Therefore, the following section discusses witness testimony and committee recommendations related to federal legislation on Indigenous policing and the enforcement of First Nations and Metis Settlements of Alberta laws and by-laws.

## The Need for Federal Legislation Recognizing Indigenous Policing as an Essential Service

The Minister of Public Safety acknowledged that First Nations have long been calling for reforms to funding and essential service legislation for their police forces.<sup>142</sup> While the

---

141 INAN, *Brief*, Quebec Association of First Nation and Inuit Police Directors, p. 6; INAN, *Brief*, Kahnawà:ke Mohawk Peacekeepers, p. 4; INAN, *Brief*, Assembly of First Nations, p. 9; INAN, *Evidence*, 20 October 2025, 1545 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, *Evidence*, 20 October 2025, 1655 (Francis Verreault-Paul, Chief, Assembly of First Nations Quebec-Labrador); INAN, *Evidence*, 20 October 2025, 1715 (Julie McGregor, Chief of Staff, Assembly of First Nations); INAN, *Evidence*, 27 October 2025, 1705 (Keith Blake, Chief of Police, Tsuut'ina Nation Police Service); INAN, *Evidence*, 29 October 2025, 1630 (Marcel Beaudin, Inspector, Indigenous Policing Bureau, Ontario Provincial Police); INAN, *Evidence*, 29 October 2025, 1635 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, *Evidence*, 3 November 2025, 1550 (Dave Lamouche, President, Metis Settlements General Council); INAN, *Evidence*, 19 November 2025, 1645 (Darren Montour, Chief of Police, Six Nations Police Service); INAN, *Evidence*, 19 November 2025, 1750 (Deborah Doss-Cody, Chief Officer, St'atl'imx Tribal Police Service); INAN, *Evidence*, 24 November 2025, 1535 (Michael Yellowback, Chief, Assembly of Manitoba Chiefs); INAN, *Evidence*, 24 November 2025, 1655 (Joseph Tsannie, Vice-Chief, Prince Albert Grand Council); INAN, *Evidence*, 24 November 2025, 1545 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.).

142 INAN, *Evidence*, 5 November 2025, 1735 (Hon. Gary Anandasangaree, Minister of Public Safety).



federal government has worked with First Nations, police forces and provincial and territorial governments on legislation to recognize First Nations police services as essential, no federal legislation has been tabled to date. Some witnesses raised concerns about the content of the proposed federal legislation, which they believed excluded communities policed by Community Tripartite Agreements and used the FNIPP as a template.<sup>143</sup> The Minister of Public Safety explained that work to develop the legislation would be used to guide “program reform efforts.”<sup>144</sup> The Minister also noted the complexities of legislating First Nations policing as an essential service given the need for federal-provincial collaboration, while respecting provincial jurisdiction.<sup>145</sup> He said that funding must be secured prior to the introduction of legislation recognizing First Nations policing as an essential service.<sup>146</sup>

Some witnesses suggested that a federal legislative framework for First Nations or Indigenous policing would contribute to reconciliation, and align with rights to self-determination and governance as well as the *United Nations Declaration on the Rights of Indigenous Peoples*.<sup>147</sup> The Kahnawà:ke Mohawk Peacekeepers said this recognition would support stability, parity and permanence for Indigenous policing.<sup>148</sup> Witnesses told the committee that the legislation had to be co-developed with First Nations and respect their inherent, treaty and constitutional rights.<sup>149</sup>

---

143 INAN, *Brief*, BC First Nations Justice Council, p. 5; INAN, *Evidence*, 3 November 2025, 1610 (Prof. Naiomi Metallic, Associate Professor and Chancellor’s Chair of Aboriginal Law and Policy, Dalhousie University, As an individual).

144 INAN, *Evidence*, 5 November 2025, 1735 (Hon. Gary Anandasangaree, Minister of Public Safety).

145 *Ibid.*, 1810.

146 *Ibid.*, 1800.

147 INAN, *Brief*, Assembly of First Nations, p. 1; INAN, *Evidence*, 20 October 2025, 1720 (Francis Verreault-Paul, Chief, Assembly of First Nations Quebec-Labrador); INAN, *Evidence*, 3 November 2025, 1610 (Prof. Naiomi Metallic, Associate Professor and Chancellor’s Chair of Aboriginal Law and Policy, Dalhousie University, As an individual); INAN, *Brief*, Assembly of Manitoba Chiefs, p. 5.

148 INAN, *Brief*, Kahnawà:ke Mohawk Peacekeepers, p. 4.

149 INAN, *Brief*, Assembly of First Nations, p. 9; INAN, *Evidence*, 20 October 2025, 1545 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, *Evidence*, 20 October 2025, 1715 (Francis Verreault-Paul, Chief, Assembly of First Nations Quebec-Labrador); INAN, *Evidence*, 24 November 2025, 1635 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.); INAN, *Brief*, Assembly of Manitoba Chiefs, p. 7; INAN, *Brief*, Quebec Association of First Nation and Inuit Police Directors, p. 6.

The committee heard that legislation recognizing First Nations policing as an essential service should affirm First Nations jurisdiction over public safety and policing.<sup>150</sup> The Assembly of Manitoba Chiefs described the full exercise of First Nations jurisdiction as “restoring the full authority of First Nations laws, governance, kinship systems, and community-defined structures of care and accountability that have always existed but have been restricted by federal and provincial systems.”<sup>151</sup> Under this approach, each First Nation would define “its own safety priorities and institutions according to its laws, teachings, and worldview rather than provincial policing legislation or federal program criteria.”<sup>152</sup> Witnesses emphasized the importance of flexibility for Indigenous Peoples to develop their own approaches to public safety including through an opt-in approach, modelled on *An Act respecting First Nations, Inuit and Métis children, youth and families*.<sup>153</sup>

Witnesses told the committee that the legislation should include standards with respect to governance and funding.<sup>154</sup> In its brief to the committee, Manitoba Keewatinowi Okimakanak, Inc. suggested that the legislation should use an adapted definition of “essential service” in the *Federal Public Sector Labour Relations Act* to encompass:

- “Defined standards of substantive equality;
- A standard of reasonable comparability; and
- A standard of adequacy and effectiveness.”<sup>155</sup>

---

150 INAN, [Evidence](#), 20 October 2025, 1545 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, [Evidence](#), 20 October 2025, 1715 (Francis Verreault-Paul, Chief, Assembly of First Nations Quebec-Labrador); INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 1; INAN, [Brief](#), Assembly of First Nations, p. 7; INAN, [Brief](#), Nisichawayasihk Cree Nation, pp. 8–9; INAN, [Evidence](#), 24 November 2025, 1535 (Michael Yellowback, Chief, Assembly of Manitoba Chiefs).

151 INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 6.

152 Ibid.

153 INAN, [Evidence](#), 3 November 2025, 1600 (Prof. Naiomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual); INAN, [Brief](#), Assembly of First Nations, p. 7; INAN, [Brief](#), Kee Tas Kee Now Tribal Council, p. 8.

154 INAN, [Evidence](#), 20 October 2025, 1720 (Julie McGregor, Chief of Staff, Assembly of First Nations); INAN, [Evidence](#), 27 October 2025, 1705 (Keith Blake, Chief of Police, Tsuut'ina Nation Police Service); INAN, [Evidence](#), 24 November 2025, 1535 (Michael Yellowback, Chief, Assembly of Manitoba Chiefs); INAN, [Brief](#), Manitoba Keewatinowi Okimakanak Inc., p. 1.

155 INAN, [Brief](#), Manitoba Keewatinowi Okimakanak Inc., p. 3.



Manitoba Keewatinowi Okimakanak, Inc. indicated that the achievement of those standards should be subject to monitoring, evaluation, audit and enforcement.<sup>156</sup>

Some witnesses recommended that the legislation should be accompanied by statutory funding mechanisms based on substantive equality to address First Nations policing needs.<sup>157</sup> Substantive equality could mean that funding is higher for Indigenous over non-Indigenous police forces due to multiple factors like geography and historical impacts.<sup>158</sup>

The committee recognizes that federal legislation could support the development of Indigenous public safety approaches, including additional Indigenous police forces. The committee therefore recommends:

### **Recommendation 3**

**That the Government of Canada introduce legislation co-developed with First Nations, Inuit and Métis and following discussions with the provinces and territories, that recognizes Indigenous policing as an essential service and sets out standards for adequate, stable and multi-year funding based on the principles of substantive equality including support for Indigenous-led public safety approaches.**

### **Recommendation 4**

**That, if the legislation is not tabled within one year, the Government of Canada provide annual progress reports to the committee on the co-development of legislation recognizing Indigenous policing as an essential service beginning on 30 September 2027 and ending when the legislation is tabled.**

## **Enforcement of First Nations and Metis Settlements of Alberta Laws and By-Laws**

While several witnesses and briefs discussed the enforcement of First Nations laws, the committee did not hear from witnesses about issues related to the enforcement of Inuit

---

156     ibid.

157     INAN, *Brief*, Assembly of First Nations, p. 1; INAN, *Brief*, Manitoba Keewatinowi Okimakanak Inc., p. 9.

158     INAN, *Evidence*, 3 November 2025, 1640 (Prof. Naomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual).

laws under modern treaties.<sup>159</sup> The committee heard limited testimony from Métis about the enforcement of laws. Dave Lamouche, President, Metis Settlements General Council, stated that “[o]ur settlements have community bylaws to protect families and to remove drug dealers, yet no one is there to enforce them. Our people ask, if these are our laws, why don't they matter?”<sup>160</sup>

Ultimately, while federal legislation recognizing Indigenous Policing as an essential service could support Indigenous-led approaches to public safety, the committee heard that the effectiveness of these initiatives may depend on the ability to enforce First Nations laws and by-laws. Witnesses said that an inability to enforce First Nations’ laws and by-laws undermines Indigenous self-government and community safety, conclusions that are similar to those in the committee’s 2021 report *Collaborative Approaches to Enforcement of Laws in Indigenous Communities* (the 2021 report).<sup>161</sup> Witnesses described challenges with the enforcement of First Nation laws and by-laws as well as difficulties in prosecuting offences. The Office of the Minister of Justice and Attorney General of Manitoba indicated that “First Nations had been creating by-laws through their sovereign authority without law enforcement or prosecutorial support to make those by-laws effective.”<sup>162</sup> The following section will discuss what the committee heard about the enforcement and prosecution of First Nation laws and by-laws as well as potential solutions.

First Nations may enact by-laws related to public safety in their community pursuant to sections 81, 83 or 85.1 of the *Indian Act*.<sup>163</sup> First Nations may also enact laws related to public safety under the *Framework Agreement on First Nation Land Management*, and/or under self-government agreements.<sup>164</sup> The committee heard examples of First Nations using by-laws under the *Indian Act* to impose curfews, regulate intoxicants,

---

159 Of note, Inuit have signed modern treaties, which in some cases, address the enforcement of laws. For example, see: Government of Canada, [Land Claims Agreement Between the Inuit of Labrador and Her Majesty the Queen in Right of Newfoundland and Labrador and Her Majesty the Queen in Right of Canada](#), s. 17.29.1, s. 17.31.23.

160 INAN, [Evidence](#), 3 November 2025, 1550 (Dave Lamouche, President, Metis Settlements General Council).

161 Ibid.; INAN, [Brief](#), First Nations Lands Advisory Board, p. 2.

162 INAN, [Brief](#), Minister of Justice and Attorney General of Manitoba, p. 1.

163 [Indian Act](#), R.S.C., 1985, c. I-5, s. 81, 83, 85.1. The committee’s 2021 report references an explanation on Indigenous Services Canada’s website that: “A First Nation or band by-law is a local law that is passed by a First Nation council, similar to a municipality, to regulate affairs within its community.” Indigenous Services Canada, [Changes to By-laws](#).

164 [Framework Agreement on First Nation Land Management](#); INAN, [Collaborative Approaches to Enforcement of Laws in Indigenous Communities](#), eleventh report, June 2021, p. 7.



establish emergency protection measures and restrict access to their communities.<sup>165</sup> Participating First Nations who enact a land code under the *Framework Agreement on First Nation Land Management* can enact their own laws in relation to their lands, natural resources and the environment.<sup>166</sup>

Several witnesses said that, for the most part, First Nations laws and by-laws are not enforced by the RCMP or provincial police forces.<sup>167</sup> Barriers to the enforcement of First Nations laws include police unwillingness to lay charges, concerns by police officers about the validity of First Nations laws, potential liability for officers, and uncertainty about who will prosecute charges.<sup>168</sup> In contrast, the RCMP explained that officers can and will, where appropriate, enforce First Nations' *Indian Act* by-laws.<sup>169</sup>

First Nations police forces and safety officers also experience barriers for the enforcement of First Nations laws or by-laws, including limited capacity and lack of legal recognition of the ability to prosecute offences.<sup>170</sup> For example, a brief by the Assembly of First Nations stated that Ontario's policing legislation does not address the enforcement of First Nations laws.<sup>171</sup> The Kee Tas Kee Now Tribal Council explained that community safety staff who are not designated as peace officers under federal or provincial law cannot undertake policing activities "hindering their ability to deter or intervene in criminal activities effectively."<sup>172</sup>

Witnesses said that enforcement and prosecution challenges for First Nations laws and by-laws negatively affect community safety.<sup>173</sup> The First Nations Lands Advisory Board

---

165 INAN, [Brief](#), Assembly of First Nations, pp. 6–7; INAN, [Brief](#), Assembly of Manitoba Chiefs, pp. 3–4.

166 INAN, [Brief](#), First Nations Lands Advisory Board, pp. 3–4; [Framework Agreement on First Nation Land Management](#).

167 INAN, [Evidence](#), 20 October 2025, 1555 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, [Evidence](#), 27 October 2025, 1645 (Chief Christopher George, Eel River Bar First Nation); INAN, [Evidence](#), 3 November 2025, 1550 (Dave Lamouche, President, Metis Settlements General Council); INAN, [Brief](#), Assembly of First Nations, p. 7; INAN, [Brief](#), Submission of Honourable Mary Jane McCallum, p. 3; INAN, [Evidence](#), 27 October 2025, 1625 (Chief Leroy Denny, Eskasoni First Nation).

168 INAN, [Brief](#), First Nations Lands Advisory Board, pp. 2, 5–6.

169 INAN, [Evidence](#), 5 November 2025, 1850 (Bryan Larkin, Senior Deputy Commissioner, Royal Canadian Mounted Police).

170 INAN, [Evidence](#), 20 October 2025, 1555 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, [Brief](#), Kee Tas Kee Now Tribal Council, p. 5; INAN, [Brief](#), Nisichawayasihk Cree Nation, p. 8.

171 INAN, [Brief](#), Assembly of First Nations, pp. 8–9.

172 INAN, [Brief](#), Kee Tas Kee Now Tribal Council, p. 5.

173 Ibid, p. 4; INAN, [Brief](#), Assembly of First Nations, p. 9; INAN, [Brief](#), Submission of Honourable Mary Jane McCallum, p. 3; INAN, [Evidence](#), 27 October 2025, 1645 (Chief Christopher George, Eel River Bar First Nation).

illustrated how First Nations who lack effective enforcement mechanisms experience compounding issues when minor infractions are unaddressed. For example, they pointed to a failure to enforce land use regulations, which can result in unsafe development.<sup>174</sup>

First Nations communities have taken various approaches to address issues related to the enforcement and prosecution of their laws. For example, some First Nations have pursued legal action over the RCMP's alleged refusal to enforce their by-laws.<sup>175</sup> Others pursued costly private prosecutions to uphold their laws.<sup>176</sup> Some First Nations are also participating in negotiations to develop arrangements for the enforcement of their laws and by-laws,<sup>177</sup> although the First Nations Lands Advisory Board described difficulties in reaching agreements with federal and provincial prosecutors for the prosecution of offences.<sup>178</sup>

The committee also heard about a pilot project in Manitoba that provides for RCMP enforcement of First Nations' by-laws and potential prosecution of offences by the Public Prosecution Service of Canada.<sup>179</sup> Manitoba Keewatinowi Okimakanak, Inc. is an organization involved in the pilot project and represents citizens of 26 First Nations in northern Manitoba. The pilot project includes the development and enactment of Manitoba Keewatinowi Okimakanak, Inc. framework by-laws under the *Indian Act*, which are recognized by police and prosecutorial officials as valid and compliant with the *Canadian Charter of Rights and Freedoms*.<sup>180</sup> These framework by-laws may be optionally enacted by First Nations represented by Manitoba Keewatinowi Okimakanak, Inc.<sup>181</sup> The pilot project also aims to enhance the "authorities and protections of First Nations Safety Officers" in Manitoba, who exercise the powers of a peace officer and enforcement officer pursuant to amendments to Manitoba's *Provincial Offences Act*.<sup>182</sup> However, the Manto Sipi Cree First Nation, a participant in the pilot project, shared its view that the enhanced authority for the community's First Nations Safety Officers is insufficient because they are not trained like the RCMP.<sup>183</sup> Manitoba Keewatinowi

---

174 INAN, [Brief](#), First Nations Lands Advisory Board, p. 2.

175 INAN, [Brief](#), Assembly of First Nations, p. 7.

176 INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 4.

177 INAN, [Evidence](#), 27 October 2025, 1720 (Chief Christopher George, Eel River Bar First Nation).

178 INAN, [Brief](#), First Nations Lands Advisory Board, pp. 5–6.

179 INAN, [Brief](#), Manitoba Keewatinowi Okimakanak Inc., pp. 4–5.

180 *Ibid.*, p. 5.

181 *Ibid.*

182 *Ibid.*; [The Provincial Offences Act](#), C.C.S.M. c. P160.

183 INAN, [Evidence](#), 24 November 2025, 1615 (Michael Yellowback, Chief, Assembly of Manitoba Chiefs).



Okimakanak, Inc. indicated that the pilot project “is continuing to achieve significant milestones toward the objective of supporting the public safety, security and well-being of the MKO [Manitoba Keewatinowi Okimakanak, Inc.] First Nations.”<sup>184</sup> The Minister of Justice and Attorney General of Manitoba described the pilot project as an initiative “which represents an unprecedented level of coordination in law-making, enforcement, and prosecution of First Nation by-laws.”<sup>185</sup>

Witnesses proposed solutions to address challenges related to the enforcement and prosecution of First Nations laws and by-laws. Marcel Beaudin, Inspector, Indigenous Policing Bureau, Ontario Provincial Police, recommended designated funding for the enforcement and prosecution of offences under First Nations laws and by-laws.<sup>186</sup> The Kee Tas Kee Now Tribal Council in Alberta recommended that community security staff be delegated enforcement authority as peace officers under federal or provincial law and that culturally relevant training programs be developed to support their work.<sup>187</sup> The First Nations Lands Advisory Board also recommended, among other matters, that First Nations laws be recognized in federal and provincial legislation governing police forces and that federal legislation be enacted concerning the enforcement of First Nations laws. The board also recommended amending the *Royal Canadian Mounted Police Act* to clarify the RCMP’s legal authority to enforce First Nation laws; developing a First Nations-led prosecution service; and designating the Minister of Justice and Attorney General of Canada as responsible for leading the effort to address enforcement of laws.<sup>188</sup> On the other hand, the RCMP told the committee that they are working on a national policy to build consistency concerning enforcement of First Nations by-laws.<sup>189</sup>

Of note, there are presently two Senate public bills before Parliament that relate to the enforcement of First Nations laws. Bill S-223, An Act to amend the Royal Canadian Mounted Police Act, and Bill S-224, An Act to amend the Director of Public Prosecutions Act, were both introduced in the Senate in June 2025 by Senator Mary Jane McCallum.<sup>190</sup>

---

184 INAN, [Brief](#), Manitoba Keewatinowi Okimakanak Inc., p. 4.

185 INAN, [Brief](#), Minister of Justice and Attorney General of Manitoba, p. 1.

186 INAN, [Evidence](#), 29 October 2025, 1630 (Marcel Beaudin, Inspector, Indigenous Policing Bureau, Ontario Provincial Police).

187 INAN, [Brief](#), Kee Tas Kee Now Tribal Council, p. 9.

188 INAN, [Brief](#), First Nations Lands Advisory Board, pp. 3, 5–8.

189 INAN, [Evidence](#), 5 November 2025, 1850 (Bryan Larkin, Senior Deputy Commissioner, Royal Canadian Mounted Police).

190 [Bill S-223, An Act to amend the Royal Canadian Mounted Police Act](#), 45th Parliament, 1st session; [Bill S-224, An Act to amend the Director of Public Prosecutions Act](#), 45th Parliament, 1st session.

In a brief, Senator McCallum indicated that both bills were developed in partnership with First Nations organizations and described the purpose of both laws:

The purpose of Bill S-223...and Bill S-224 is to clearly establish that the laws of Canada – including First Nation laws – are to be enforced from coast to coast to coast by RCMP and offences under First Nation laws are to be subject to the potential prosecution of offences by the Public Prosecution Service of Canada.<sup>191</sup>

Senator McCallum and Manitoba Keewatinowi Okimakanak, Inc. recommended that the Minister of Justice introduce government legislation with the same purpose and objectives as Bill S-223 and Bill S-224.<sup>192</sup>

The committee also heard potential solutions to address issues with the enforcement of laws in the Metis Settlements of Alberta. Dave Lamouche, President, Metis Settlements General Council, recommended that, as part of the development of a Metis Settlements-led policing framework, the Government of Canada work with the province and the Metis Settlements General Council to “clarify enforcement authority so RCMP and sheriffs can uphold settlement bylaws.”<sup>193</sup>

The committee agrees that the ability to enforce First Nations laws and by-laws is essential to First Nations self-government. Change is required to ensure that First Nations can take their own approaches to public safety within their communities, supported by laws that can and will be enforced by First Nation and non-Indigenous police forces. The committee recognizes the complexity of addressing the enforcement of First Nations laws and by-laws, since solutions tailored to the needs and circumstances of distinct First Nations communities will be required. The committee believes that First Nations will require support to ensure by-laws are drafted so that they can be effectively enforced and prosecuted.

The committee believes that the recommendations from its 2021 report, *Collaborative Approaches to Enforcement of Laws in Indigenous Communities*, offer important solutions to address this issue based on similar testimony heard as part of its study on Indigenous policing. The committee recognizes that while it requested a government response to its 2021 report, this request was not fulfilled before the 2021 federal election. On 26 May 2026, the committee adopted a motion to formally seek a government response to its 2021 report. Given that the enforcement of First Nations

---

191 INAN, [Brief](#), Submission of Honourable Mary Jane McCallum, pp. 1, 3.

192 Ibid., p. 1; INAN, [Brief](#), Manitoba Keewatinowi Okimakanak Inc., p. 2.

193 INAN, [Evidence](#), 3 November 2025, 1550 (Dave Lamouche, President, Metis Settlements General Council).



laws has been an ongoing challenge for some time, the committee wishes to monitor ongoing work and initiatives in this area. Therefore, the committee recommends:

#### **Recommendation 5**

**That the Government of Canada provide annual progress reports beginning in September 2027 about initiatives underway related to the enforcement of laws and the implementation of the committee’s recommendations in its 2021 report titled *Collaborative Approaches to Enforcement of Laws in Indigenous Communities*.**

#### **Recommendation 6**

**That the Government of Canada work with First Nations governments and legal associations, provinces and territories and others to identify a detailed step-by-step approach for First Nations drafting by-laws to ensure that they can be enforced by police services and properly prosecuted.**

### **Reforming the First Nations and Inuit Policing Program**

The committee heard that the the FNIPP is not meeting the urgent public safety needs of First Nations and Inuit communities. Jeff Skye, Chief of Police, Anishinabek Police Service explained that from its inception, the FNIPP was built on “the promise of equitable policing for [F]irst [N]ations comparable to non-[F]irst [N]ation communities,” a promise that “was never fulfilled.”<sup>194</sup> Some witnesses suggested that the federal government should end the FNIPP and replace it with federal legislation,<sup>195</sup> while others recommended program reform.<sup>196</sup> Witnesses emphasized the urgency of program reform as Kai Liu, retired Chief of Police, Treaty Three Police Service and Executive Director, Indigenous Police Chiefs of Ontario, stated that, “[L]ives depend on change. Lives are affected each and every day that delays occur for meaningful change to the [F]irst [N]ations and Inuit [P]olicing [P]rogram.”<sup>197</sup>

---

194 INAN, *Evidence*, 19 November 2025, 1635 (Jeff Skye, Chief of Police, Anishinabek Police Service, Indigenous Police Chiefs of Ontario).

195 Ibid., 1705.

196 INAN, *Evidence*, 24 November 2025, 1540 (Michael Yellowback, Chief, Assembly of Manitoba Chiefs); INAN, *Brief*, Assembly of Manitoba Chiefs, p. 8; INAN, *Evidence*, 20 October 2025, 1545 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, *Brief*, Manitoba Keewatinowi Okimakanak Inc., p. 2.

197 INAN, *Evidence*, 19 November 2025, 1650 (Kai Liu, Executive Director, Chief of Police (Retired) - Treaty Three Police Service, Indigenous Police Chiefs of Ontario).

The committee believes that while the recommended legislation recognizing Indigenous policing as an essential service is being developed, the FNIPP could be reformed to better support the needs of First Nations and Inuit communities. Once federal legislation is enacted, the committee believes that a program in some form will continue to be required to transfer funds and support Indigenous communities who are not yet ready to transition to their own police forces or public safety initiatives, as well as those which prefer a hybrid approach involving the RCMP. For example, Chief Leroy Denny, Eskasoni First Nation, explained that community policing is currently lacking in his community.<sup>198</sup> Chief Leroy Denny argued that a hybrid approach involving peace officers working with the RCMP could be a potential solution to policing challenges. He further explained that Eskasoni First Nation used to have a hybrid approach involving the previous Unama’ki Tribal Police, a former police force providing policing services to five First Nations in Nova Scotia, working with the RCMP and the provincial police.<sup>199</sup> The following section begins with areas of broad program reform including increasing flexibility and improving federal, provincial/territorial government coordination on funding. The remaining sections focus on issues specific to the two types of agreements under the program – Self-Administered Police Service Agreements and Community Tripartite Agreements. As noted above, while First Nations and Inuit receive policing services through agreements under the FNIPP, the committee received one brief from an Inuit organization. Therefore, this section primarily focuses on evidence received from First Nations, unless otherwise noted.

### **Increasing Flexibility to Support First Nations-Led Safety Approaches**

The committee heard that the FNIPP could be more flexible to support First Nations-led approaches to public safety.<sup>200</sup> Witnesses raised concerns about the limited options for agreements under the program. For example, the Assembly of First Nations explained the options facing First Nations, stating that the FNIPP:

Put[s] First Nations in the difficult decision of having to choose between systemic racism in mainstream policing with outside police services who cannot meet the needs of First Nations communities; or a First Nations police service to provide culturally responsive policing, but is demonstrated to be discriminatorily underfunded by government.<sup>201</sup>

---

198 INAN, *Evidence*, 27 October 2025, 1545 (Chief Leroy Denny, Eskasoni First Nation).

199 Ibid., 1600, 1615.

200 For example: INAN, *Evidence*, 22 October 2025, 1800 (Georgina Nagano, Founder and Chief Executive Officer, House of Wolf and Associates Inc.); INAN, *Evidence*, 3 November 2025, 1600 (Prof. Naomi Metallic, Associate Professor and Chancellor’s Chair of Aboriginal Law and Policy, Dalhousie University, As an individual); INAN, *Evidence*, 27 October 2025, 1600 (Chief Leroy Denny, Eskasoni First Nation).

201 INAN, *Brief*, Assembly of First Nations, p. 1.



Some witnesses also raised concerns that agreements operate under non-Indigenous legal and funding frameworks and do not align with First Nations needs or their inherent right to self-determination.<sup>202</sup>

Self-Administered Police Service Agreements could lead to the establishment of First Nations and Inuit police forces suited to community needs.<sup>203</sup> As noted above, witnesses shared several examples of First Nations police forces providing community-based, culturally safe, trauma-informed policing to their communities.<sup>204</sup> Jerel Swamp, Chief, Rama Police Service and President, First Nations Chiefs of Police Association, stated that “[I]ndigenous-led policing works. It saves lives, it strengthens trust and it reflects the rights and responsibilities of communities to keep people safe.”<sup>205</sup> The committee heard that the presence of First Nations and Inuit officers who speak their own language supports culturally appropriate service and the development of a trusting relationship with community members.<sup>206</sup> For example, Chief Leroy Denny, Eskasoni First Nation emphasized the importance of Mi’kmaq speaking officers when he said that:

I feel that we need Mi'kmaq or [I]ndigenous officers in our communities in order to operate. There are too many issues that our people are facing. When we have different officers and they're there only a short time, it's affecting.... They're not doing community policing. They're not culturally sensitive enough to do the policing in our communities because we don't have Mi'kmaq-speaking officers anymore.<sup>207</sup>

---

202 Ibid., p. 4; INAN, [Evidence](#), 3 November 2025, 1710 (Prof. Mylène Jaccoud, Professor, School of Criminology, Université de Montréal, As an individual); INAN, [Brief](#), House of Wolf and Associates Inc., pp. 5–6; INAN, [Brief](#), BC First Nations Justice Council, p. 3.

203 INAN, [Evidence](#), 22 October 2025, 1635 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, [Evidence](#), 20 October 2025, 1705 (Julie McGregor, Chief of Staff, Assembly of First Nations); INAN, [Evidence](#), 29 October 2025, 1635 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 29 October 2025, 1805 (Dwayne Zacharie, Chief Peacekeeper, Kahnawake Peacekeepers); INAN, [Evidence](#), 26 November 2025, 1640 (Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaaniq #231 Implementation Committee [Manitoba]).

204 INAN, [Evidence](#), 22 October 2025, 1635 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, [Evidence](#), 20 October 2025, 1705 (Julie McGregor, Chief of Staff, Assembly of First Nations); INAN, [Evidence](#), 29 October 2025, 1635 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 29 October 2025, 1805 (Dwayne Zacharie, Chief Peacekeeper, Kahnawake Peacekeepers); INAN, [Evidence](#), 26 November 2025, 1640 (Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaaniq #231 Implementation Committee [Manitoba]).

205 INAN, [Evidence](#), 29 October 2025, 1640 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association).

206 INAN, [Evidence](#), 22 October 2025, 1650 (Annick Wylde, Director, Service de police de Pikogan); INAN, [Evidence](#), 27 October 2025, 1550 (Chief Leroy Denny, Eskasoni First Nation); INAN, [Brief](#), Inuit Tapiriit Kanatami, p. 4–5.

207 INAN, [Evidence](#), 27 October 2025, 1535 (Chief Leroy Denny, Eskasoni First Nation).

Given their knowledge of the community, witnesses explained that First Nations police officers were more skilled at de-escalating situations since they know community members.<sup>208</sup> The Kee Tas Kee Now Tribal Council explained that:

[C]ommunity-led policing serves as a frontline mechanism against systemic violence, gang proliferation, and substance abuse crises, thereby contributing to broader regional and national public safety objectives. Indigenous police forces are uniquely positioned to disrupt cycles of violence and support healing pathways.<sup>209</sup>

The Kahnawà:ke Mohawk Peacekeepers argued that First Nations police forces play a role in national security because they “safeguard critical infrastructure and uphold the rule of law across regions that together span nearly one-third of the country’s landmass. They are often the first and only responders in areas where federal and provincial forces have limited reach.”<sup>210</sup>

While Self-Administered Police Service Agreements could lead to the establishment of First Nations police forces that may be more suited to community needs, the committee heard that the lack of funding may prevent First Nations from establishing and/or sustaining their own police forces.<sup>211</sup> Ultimately this reality means that many First Nations end up under a Community Tripartite Agreement and receive policing services from the RCMP. In 2024, the Office of the Auditor General of Canada found that FNIPP funding was mostly used to stabilize existing agreements rather than expand the program to additional communities.<sup>212</sup>

Establishing a new First Nations or Inuit police force under the FNIPP may cost more than policing services provided by the RCMP because it requires the creation of infrastructure to provide policing services, including hiring staff and establishing police boards.<sup>213</sup> However, some witnesses argued that funding First Nations and Inuit police forces saves money due to the costs of bringing in outside providers who are unaware of the realities,

---

208 Ibid., 1550; INAN, *Evidence*, 22 October 2025, 1650 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, *Evidence*, 27 October 2025, 1715 (Keith Blake, Chief of Police, Tsuut’ina Nation Police Service).

209 INAN, *Brief*, Kee Tas Kee Now Tribal Council, p. 6.

210 INAN, *Brief*, Kahnawà:ke Mohawk Peacekeepers, p. 2.

211 Ibid.; INAN, *Brief*, Assembly of First Nations, p. 4; INAN, *Evidence*, 29 October 2025, 1755 (Steeve Mathias, Chief, Long Point First Nation); INAN, *Brief*, Manitoba Keewatinowi Okimakanak Inc., p. 3; INAN, *Evidence*, 27 October 2025, 1550 (Chief Leroy Denny, Eskasoni First Nation).

212 INAN, *Evidence*, 8 October 2025, 1650 (Andrew Hayes, Deputy Auditor General, Office of the Auditor General).

213 INAN, *Evidence*, 3 November 2025, 1615 (Prof. Naiomi Metallic, Associate Professor and Chancellor’s Chair of Aboriginal Law and Policy, Dalhousie University, As an individual).



history, culture and language of a First Nation's community.<sup>214</sup> The Kahnawà:ke Mohawk Peacekeepers argued that First Nations police forces save money because they respond long before provincial police forces, are skilled at resolving crises, and reduce pressure on local courts and health services.<sup>215</sup>

Some witnesses argued that within the FNIPP, additional options beyond Self-Administered Police Service Agreements and Community Tripartite Agreements are needed in the FNIPP to support First Nations and Inuit-led community-based solutions to public safety challenges.<sup>216</sup> The Minister of Public Safety told the committee that community-based approaches are a central part of the department's approach to reform as he indicated that there are federally-supported Community Safety Officers working in some communities.<sup>217</sup>

The testimony clearly indicates that Indigenous People may wish to pursue different approaches to meet their community safety needs. The committee believes that interested communities should be able to work towards the existing option to establish a First Nations or Inuit police force. Additionally, the FNIPP could be more flexible, providing space for public safety approaches outside Community Tripartite Agreements and Self-Administered Police Service Agreements. The committee therefore recommends:

### Recommendation 7

**That the Government of Canada work with First Nations and Inuit governments, police forces and Community Safety Officers, the provinces and territories, and the Royal Canadian Mounted Police, to reform the First Nations and Inuit Policing Program to provide for the negotiation of a continuum of arrangements outside of Community Tripartite Agreements and Self-Administered Police Service Agreements, like Community Safety Officers or other initiatives identified by First Nations and Inuit communities, to support policing and public safety based on First Nations and Inuit community needs and priorities.**

---

214 INAN, [Evidence](#), 29 October 2025, 1740 (Dwayne Zacharie, Chief Peacekeeper, Kahnawake Peacekeepers); INAN, [Evidence](#), 29 October 2025, 1755 (Steeve Mathias, Chief, Long Point First Nation).

215 INAN, [Brief](#), Kahnawà:ke Mohawk Peacekeepers, p. 4.

216 INAN, [Evidence](#), 3 November 2025, 1600 (Prof. Naomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual); INAN, [Evidence](#), 22 October 2025, 1800 (Georgina Nagano, Founder and Chief Executive Officer, House of Wolf and Associates Inc.); INAN, [Evidence](#), 27 October 2025, 1600 (Chief Leroy Denny, Eskasoni First Nation).

217 INAN, [Evidence](#), 5 November 2025, 1735, 1805 (Hon. Gary Anandasangaree, Minister of Public Safety).

## Recommendation 8

**That the Government of Canada, in partnership with First Nations, Inuit and with the provinces and territories, support the development and establishment of self-administered police services.**

### Inter-Jurisdictional Cooperation to Support Adequate Funding

As previously discussed, First Nations police services described challenges related to a lack of adequate, sustainable funding under the FNIPP. The committee heard that the FNIPP's cost-shared model, where the federal government assumes 52% of the costs and the relevant province or territory assumes the remaining 48%, leads to federal funds remaining unspent. The following section will discuss witness testimony about cost-sharing under the FNIPP and provide the committee's recommendations to address challenges with respect to cost-sharing.

The Office of the Parliamentary Budget Officer (PBO) told the committee that the availability of federal and provincial funding affects the level of funding provided under the FNIPP and has led to unspent federal funds in some fiscal years.<sup>218</sup> For example, the PBO found that in fiscal year 2023–2024, the difference between actual and planned federal spending was \$44 million for the FNIPP and \$25 million for the First Nations and Inuit Policing Facilities Program. In fiscal year, 2024–2025, the PBO found that the difference between planned and actual spending for the FNIPP was \$11 million and \$37 million for the First Nations and Inuit Policing Facilities Program.<sup>219</sup> While unspent funds can be carried over to the following fiscal year, the PBO explained that this type of arrangement can result in uncertainty because funding depends on time limited, often short term, contribution agreements.<sup>220</sup> Some witnesses expressed concerns that despite urgent policing needs and chronic underfunding, funding for the FNIPP went unspent in some fiscal years.<sup>221</sup> In contrast, Public Safety Canada described improved collaboration between provincial and federal governments in the funding allocation process, noting that the department had less than 3% of their total budget remaining in

---

218 INAN, *Evidence*, 26 November 2025, 1800 (Govindadeva Bernier, Director, Budgetary Analysis, Office of the Parliamentary Budget Officer).

219 Office of the Parliamentary Budget Officer, *Overview of First Nations and Inuit police funding and spending*, 25 November 2025, pp. 5–6.

220 *Ibid.*, p. 11.

221 INAN, *Brief*, Nisichawayasihk Cree Nation, p. 6; INAN, *Evidence*, 20 October 2025, 1535 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario).



fiscal year 2024–2025.<sup>222</sup> However, it is unclear whether the total budget referred to in Public Safety Canada’s remarks relates solely to the FNIPP and/or the First Nations and Inuit Policing Facilities Program, or the department’s total budget.

Witnesses suggested that funding may be unspent if the federal and/or provincial/territorial governments are unable to secure their portion of the funding as per the program’s cost-sharing ratio.<sup>223</sup> The PBO explained that

[t]hrough the FNIPP, [...] if the province cannot come up with the 48%, then the federal government is either not going to spend the 52% or they're going to spend a lower amount that corresponds to 52% relative to what the province puts on the table.<sup>224</sup>

The reverse is also true: the federal government may not be able to match increases in provincial funding. Grand Chief Alvin Fiddler, Nishnawbe Aski Nation, detailed the practical implications of funding availability on the agreement between the Nishnawbe Aski Police Service and Ontario that placed the Nishnawbe Aski Police Service under the authority of Ontario’s *Community Safety and Policing Act*, the province’s policing legislation:

It's been almost 10 months or 11 months since we signed this agreement. In order for NAPS [Nishnawbe Aski Police Service] to meet those standards for building codes, we actually need to double our budget. That's what Ontario has done. They've come to the table and more or less doubled our budget. Canada is dragging its feet to come to that same table and renegotiate those figures to ensure that NAPS has the resources it needs to meet those standards and to ensure that it's able to deliver effective and adequate policing in that territory.<sup>225</sup>

Federal and provincial governments could also be unable to secure their portion of spending due to misalignment of federal and provincial funding cycles. Govindadeva Bernier, Director, Budgetary Analysis, PBO, explained how federal and provincial funding cycles could be misaligned:

One thing we heard from Public Safety officials [...] is that, for example, when increased funding was announced in [B]udget 2021, it took the provinces a bit by surprise. The

---

222 INAN, [Evidence](#), 5 November 2025, 1850 (Talal Dakalbab, Senior Assistant Deputy Minister, Crime Prevention Branch, Department of Public Safety and Emergency Preparedness).

223 INAN, [Evidence](#), 26 November 2025, 1755, 1810 (Govindadeva Bernier, Director, Budgetary Analysis, Office of the Parliamentary Budget Officer); INAN, [Evidence](#), 8 October 2025, 1650 (Andrew Hayes, Deputy Auditor General, Office of the Auditor General).

224 INAN, [Evidence](#), 26 November 2025, 1810 (Govindadeva Bernier, Director, Budgetary Analysis, Office of the Parliamentary Budget Officer).

225 INAN, [Evidence](#), 29 October 2025, 1705 (Grand Chief Alvin Fiddler, Nishnawbe Aski Nation).

federal government has this new money that's available and wants to provide it to the [F]irst [N]ations police services but the provinces might have already tabled their own budget or might be in the middle of their planning cycle, so they might need to wait until the next year until they can actually match that funding.<sup>226</sup>

Furthermore, Jason Jacques, then interim Parliamentary Budget Officer, told the committee that First Nations, especially smaller communities, might lack the administrative and governance capacity to immediately absorb a sudden and significant increase in funding.<sup>227</sup>

The availability of federal and provincial/territorial funds may also prevent real negotiations about funding during renewal of Self-Administered Police Service Agreements. For example, the Office of the Auditor General of Canada found in a 2024 audit that prior to engaging with First Nations or Inuit communities, Public Safety Canada had already determined funding amounts based on available federal funding and provincial or territorial readiness to fund its portion of the costs.<sup>228</sup> Witnesses echoed this finding as they explained that there were no meaningful negotiations because take-it-or-leave-it offers were presented right before the expiry of Self-Administered Police Service Agreements.<sup>229</sup> Grand Chief Alvin Fiddler, Nishnawbe Aski Nation, said that:

[W]hen we were trying to negotiate these tripartite agreements, we were not even allowed to hire our own legal counsel to help us negotiate. Whenever we were involved in these so-called negotiations, Canada and Ontario would come into the room with their legal teams or legal counsel. Whereas with us, we weren't even allowed that opportunity to have our legal counsel at the table.<sup>230</sup>

While funding agreement amounts may include small monetary increases, Keith Blake, Chief of Police, Tsuut'ina Nation Police Service, said that the increases "don't even cover

---

226 INAN, [Evidence](#), 26 November 2025, 1755 (Govindadeva Bernier, Director, Budgetary Analysis, Office of the Parliamentary Budget Officer).

227 INAN, [Evidence](#), 26 November 2025, 1755 (Jason Jacques, Interim Parliamentary Budget Officer, Office of the Parliamentary Budget Officer).

228 INAN, [Evidence](#), 8 October 2025, 1700 (Andrew Hayes, Deputy Auditor General, Office of the Auditor General); Office of the Auditor General of Canada, [First Nations and Inuit Policing Program](#), Report 3 in *2024 Reports of the Auditor General of Canada to the Parliament of Canada*, p. 10.

229 INAN, [Evidence](#), 27 October 2025, 1725 (Keith Blake, Chief of Police, Tsuut'ina Nation Police Service); INAN, [Evidence](#), 29 October 2025, 1715 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 29 October 2025, 1755 (Steeve Mathias, Chief, Long Point First Nation); INAN, [Evidence](#), 19 November 2025, 1645 (Darren Montour, Chief of Police, Six Nations Police Service).

230 INAN, [Evidence](#), 29 October 2025, 1710 (Grand Chief Alvin Fiddler, Nishnawbe Aski Nation).



the cost of living increases that we have.”<sup>231</sup> Chief Steeve Mathias, Long Point First Nation, explained that when his community refused a take-it-or-leave-it offer during their agreement renewal in 2006, their First Nations police force was shut down and replaced with the Sûreté du Québec at a higher cost than the amount of money the community had requested during negotiations.<sup>232</sup> In contrast, Public Safety Canada officials indicated that the department is “open to discussion and negotiation” even though it may be limited in the amount of funding it can provide for policing.<sup>233</sup>

The availability of federal and provincial or territorial funding could also affect its equitable distribution among First Nations and Inuit communities participating in the program. In a 2024 audit, the Office of the Auditor General of Canada found that Public Safety Canada did not have an approach for distributing funds equitably.<sup>234</sup> In a brief, the Assembly of Manitoba Chiefs argued that despite Manitoba having one of the largest First Nations populations in Canada, it receives “a relatively low proportion of federal funding” under the FNIPP.<sup>235</sup>

The committee recognizes the importance of ensuring federal funding allocated for policing and related infrastructure in First Nations and Inuit communities is spent, given the significant funding needs. It is clear that federal and provincial/territorial governments need to work together to limit the amount of available funding that remains unspent and to support the equitable distribution of funding. The committee also believes that First Nations and Inuit participation in funding decisions is essential to ensure that federal programming meets their policing and related infrastructure needs. Given the shared jurisdiction of federal and provincial governments in relation to policing, both will continue to play a role in funding policing in First Nations and Inuit communities, even if the recommended legislation recognizing policing as an essential service is enacted. As a result, the committee believes that work can be undertaken immediately to improve federal and provincial/territorial coordination on funding for policing in First Nations and Inuit communities. Therefore, the committee recommends:

---

231 INAN, [Evidence](#), 27 October 2025, 1725 (Keith Blake, Chief of Police, Tsuut’ina Nation Police Service).

232 INAN, [Evidence](#), 29 October 2025, 1755 (Steeve Mathias, Chief, Long Point First Nation).

233 INAN, [Evidence](#), 5 November 2025, 1905 (Talal Dakalbab, Senior Assistant Deputy Minister, Crime Prevention Branch, Department of Public Safety and Emergency Preparedness).

234 INAN, [Evidence](#), 8 October 2025, 1635 (Andrew Hayes, Deputy Auditor General, Office of the Auditor General).

235 INAN, [Brief](#), Assembly of Manitoba Chiefs, pp. 2–3.

### **Recommendation 9**

**That Public Safety Canada work with First Nations, Inuit, the provinces and the territories to explore ways to improve the allocation of funding, including its equitable distribution, under the First Nations and Inuit Policing Program and the First Nations and Inuit Policing Facilities Program.**

### **Recommendation 10**

**That Public Safety Canada work with First Nations, Inuit, and the provinces to:**

- **ensure that First Nations, Inuit and their legal counsel are part of all discussions concerning Self-Administered Police Service Agreements;**
- **provide financial support to ensure First Nations and Inuit are able to participate meaningfully in discussions concerning Self-Administered Police Service Agreements;**
- **ensure that discussions concerning the renewal of agreements take place well in advance of Self-Administered Police Service Agreement expiry dates.**

## **Self-Administered Police Service Agreements**

As noted above, one or more First Nations or Inuit communities can administer and manage their own police service under a Self-Administered Police Service Agreement. The following section explores potential program reforms to address challenges identified by First Nations police forces including with respect to adequate and sustainable funding, terms and conditions, relationships with other law enforcement in other jurisdictions and training and recruitment.

### **Adequate and Sustainable Funding**

Witnesses called for adequate funding for First Nations and Inuit police forces under the FNIPP. As noted above in the section titled “The Need for Federal Legislation Recognizing Indigenous Policing as an Essential Service,” to witnesses, adequate funding for Indigenous policing is aligned with the principles of substantive equality, including support for equipment, infrastructure, and improved working conditions such as officer pensions, benefits, and salaries. Witnesses also said that funding arrangements for self-administered police forces were generally for a short term of one to three years, though in some cases



could be for ten years.<sup>236</sup> As noted above in the section titled “Challenges for First Nations Police Forces,” the committee heard that short term funding agreements contribute to a lack of stable resources, preventing long-term planning for community safety needs, affecting the purchase of equipment, and the training, recruitment and retention of officers.<sup>237</sup> Funding stability also affected officer pensions, since First Nations in some provinces faced barriers participating in provincial and federal pension plans due the status of the FNIPP as a program with a lack of stable funding.<sup>238</sup> However, some First Nations have circumvented these barriers; for example, the committee heard that the Six Nations Police Service pursued a human rights complaint against Ontario about pension equity.<sup>239</sup> In 2025, Ontario issued an Order in Council extending public pension eligibility for employees in some First Nations police services in the province.<sup>240</sup>

Witnesses provided recommendations to improve funding adequacy and stability. For example, the Quebec Association of First Nation and Inuit Police Directors called for a dedicated infrastructure and equipment fund that takes into account technological advancements.<sup>241</sup> With respect to funding stability, some witnesses recommended the signing of multi-year agreements with indexed funding and review clauses to ensure predictability for First Nations police forces.<sup>242</sup> Jeff Skye, Chief of Police, Anishinabek Police Service, argued that funding should not have an end point or cut-off date.<sup>243</sup>

The committee recognizes the importance of adequate funding and infrastructure to support the operation of First Nations and Inuit police forces. The committee believes that while the recommended legislation is being developed, reforms could be made to

---

236 INAN, [Evidence](#), 19 November 2025, 1700 (Jeff Skye, Chief of Police, Anishinabek Police Service, Indigenous Police Chiefs of Ontario); INAN, [Evidence](#), 19 November 2025, 1820 (Deborah Doss-Cody, Chief Officer, Stl’atl’imx Tribal Police Service); INAN, [Evidence](#), 27 October 2025, 1720 (Keith Blake, Chief of Police, Tsuut’ina Nation Police Service).

237 INAN, [Evidence](#), 29 October 2025, 1635 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 22 October 2025, 1635 (Annick Wylde, Director, Service de police de Pikogan); INAN, [Evidence](#), 27 October 2025, 1720 (Keith Blake, Chief of Police, Tsuut’ina Nation Police Service).

238 INAN, [Evidence](#), 22 October 2025, 1700 (Grant Buckskin, Chief of Police, Blood Tribe Police Service).

239 INAN, [Evidence](#), 19 November 2025, 1645 (Darren Montour, Chief of Police, Six Nations Police Service).

240 Government of Ontario, [Order in Council 590/2025](#).

241 INAN, [Brief](#), Quebec Association of First Nations and Inuit Police Directors, p. 7.

242 INAN, [Brief](#), Kahnawà:ke Mohawk Peacekeepers, p. 4; INAN, [Evidence](#), 22 October 2025, 1635 (Annick Wylde, Director, Service de police de Pikogan); INAN, [Brief](#), Quebec Association of First Nation and Inuit Police Directors, p. 6.

243 INAN, [Evidence](#), 19 November 2025, 1700 (Jeff Skye, Chief of Police, Anishinabek Police Service, Indigenous Police Chiefs of Ontario).

the FNIPP to support the provision of adequate and stable funding for First Nations and Inuit police forces. For this reason, the committee recommends:

#### **Recommendation 11**

**That Public Safety Canada work with First Nations, Inuit and provincial governments to identify and implement approaches to align funding provided through Self-Administered Police Service Agreements under the First Nations and Inuit Policing Program with the principles of substantive equality, including through potential initiatives to index funding agreements to inflation, and to close the gap between the compensation and benefit packages for self-administered police forces and those of their non-Indigenous counterparts**

#### **Recommendation 12**

**That Public Safety Canada propose only Self-Administered Police Service Agreements and Community Tripartite Agreements that are multi-year, with periodic review clauses involving all parties, to ensure the agreements can adapt to changing needs and circumstances.**

#### **Recommendation 13**

**That Public Safety Canada work with First Nations and Inuit to assess the infrastructure, equipment and technological needs of First Nations and Inuit police forces and develop an action plan to address them, taking into account maintenance costs and technological change.**

### **Terms and Conditions**

Some witnesses raised concerns about the terms and conditions of Self-Administered Police Service Agreements. For example, Jeff Skye, Chief of Police, Anishinabek Police Service, said that “Canada imposes unfair, discriminatory rules through the terms and conditions, which fail [F]irst [N]ation people [...] multiple courts have ruled that these terms and conditions are arbitrary and discriminatory and force [F]irst [N]ations to endure restrictive rules, which would never apply to non-[I]ndigenous people.”<sup>244</sup> Grand Chief Alvin Fiddler, Nishnawbe Aski Nation, said that under the FNIPP, First Nations police forces are not permitted to run a deficit.<sup>245</sup> However, some testimony identified an example of a

---

244 Ibid., 1635.

245 INAN, [Evidence](#), 29 October 2025, 1710 (Grand Chief Alvin Fiddler, Nishnawbe Aski Nation).



First Nations police force in Quebec with a deficit.<sup>246</sup> Several witnesses discussed terms and conditions that, until recently, did not permit First Nations or Inuit police forces to have specialized services or units concerning matters like victim services, gang violence and drug trafficking.<sup>247</sup> The following section will mostly focus on terms and conditions related to specialized units since this topic was discussed at length in testimony. It will detail the effects and responses of First Nations police forces to previous restrictions on the development of specialized units. The final part of the section will discuss potential additional changes to terms and conditions and identify the committee's recommendations.

According to the Minister of Public Safety, the changes to the terms and conditions were made to increase flexibility and reduce the administrative burden on First Nations communities.<sup>248</sup> Some witnesses pointed out that changes to terms and conditions, including allowing for the creation of specialized units, occurred without consultation while the Indigenous Police Chiefs of Ontario's complaint to the Canadian Human Rights Tribunal against Public Safety Canada concerning terms and conditions of funding under the FNIPP was ongoing.<sup>249</sup> Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations, indicated that the changes to terms and conditions were made "unilaterally... demonstrating that the ineffective program is not a real limitation but rather a choice."<sup>250</sup> While specialized units are now permitted, witnesses said the change was not accompanied by additional funding to establish them or provide specialized training for officers, leaving many First Nations police forces still unable to create specialized units.<sup>251</sup> James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin

- 
- 246 INAN, [Evidence](#), 29 October 2025, 1715 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Brief](#), Assembly of First Nations, p. 5.
- 247 INAN, [Evidence](#), 29 October 2025, 1700 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 20 October 2025, 1645, 1650 (Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations); INAN, [Brief](#), Assembly of First Nations, pp. 4–6.
- 248 INAN, [Evidence](#), 5 November 2025, 1820 (Hon. Gary Anandasangaree, Minister of Public Safety).
- 249 INAN, [Evidence](#), 19 November 2025, 1640 (James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario); INAN, [Evidence](#), 20 October 2025, 1645, 1650 (Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations).
- 250 INAN, [Evidence](#), 20 October 2025, 1645 (Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations).
- 251 INAN, [Evidence](#), 29 October 2025, 1700 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association); INAN, [Evidence](#), 19 November 2025, 1650 (James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario).

Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario, described the resources needed to create a specialized unit:

For something such as a drug unit, there's been evidence to show that you need a minimum of five people, for instance, to do surveillance. Right now with the funding we're looking at, they're saying we're possibly getting a unit with three people in it, so it's already underfunded at the start of it.

The smaller the community, the more you would need. The reason I say that is this. If I were to do surveillance in Toronto right now, I would blend in a lot easier, but to go into a [F]irst [N]ation community, I'm telling you that I would be instantly identified. People would be walking up to the car, knocking on the window, asking what I was doing there and who I was with...You need bigger units to be able to concentrate a lot better. We need massive amounts of training to get people up to those standards.<sup>252</sup>

Additionally, staffing a specialized unit may involve promoting officers from the road, leaving a gap in frontline staff.<sup>253</sup> The committee heard examples of some First Nations who are asking the federal government for financial support or using their own funds to create their own specialized units including canine units to support drug operations.<sup>254</sup> Some First Nations who created specialized units ultimately faced challenges related to sustainable funding and limited staff.<sup>255</sup>

Altogether, witnesses described how a lack of specialized units affects First Nations communities with their own police forces. Some witnesses argued that the lack of specialized units left First Nations communities vulnerable to criminal actors.<sup>256</sup> Without specialized units, some First Nations police forces had to request assistance from non-First Nations police forces, a situation that affects the perceived legitimacy of First

---

252 INAN, [Evidence](#), 19 November 2025, 1650 (James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario).

253 INAN, [Evidence](#), 19 November 2025, 1655 (Jeff Skye, Chief of Police, Anishinabek Police Service, Indigenous Police Chiefs of Ontario).

254 INAN, [Evidence](#), 29 October 2025, 1650 (Grand Chief Alvin Fiddler, Nishnawbe Aski Nation).

255 INAN, [Evidence](#), 22 October 2025, 1755 (Cheryl Gervais, Chief of Police, Treaty Three Police Service); INAN, [Evidence](#), 19 November 2025, 1655 (Jeff Skye, Chief of Police, Anishinabek Police Service, Indigenous Police Chiefs of Ontario).

256 INAN, [Evidence](#), 19 November 2025, 1705 (James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario); INAN, [Evidence](#), 26 November 2025, 1710 (Karen Bell, Chief, Garden River First Nation).



Nations police forces.<sup>257</sup> Some First Nations police forces signed Memorandums of Understanding with non-First Nations police forces to provide support for required specialized units.<sup>258</sup> Additionally, without specialized units, investigations into cases of missing and murdered Indigenous women and girls may be dealt with by non-Indigenous police forces even if the community in question has a First Nations police force.<sup>259</sup> While non-Indigenous police forces' specialized units can provide support for a short period of time, the completion of their work may leave a vacuum. For example, drug traffickers might return to a community and continue their work after the departure of a specialized unit.<sup>260</sup>

The committee heard from the Indigenous Police Chiefs of Ontario that Public Safety Canada planned to once again change the terms and conditions of the FNIPP in January 2026 to prevent First Nations police forces from carrying over funds and "obtaining legal advice to challenge any discriminatory terms."<sup>261</sup> James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario, told the committee that these proposed changes "are not just arbitrary; they are discriminatory and they further limit our ability to serve our communities."<sup>262</sup> He further shared his experience:

In March 2023, when we filed our human rights complaint, our negotiations had just started. They instantly stopped as soon as we filed that human rights complaint, and our funding was cut off. The reason that's so significant is that doesn't happen to federal, provincial or municipal police. I worked for a municipal police service. You were never afraid that if the chief of police, the mayor and council for the city were looking at a deal and if it didn't work that they would cut off funding, but that happened to us.

What kept us alive were those carry-over monetary funds and the ability for us to hire a lawyer to represent us.<sup>263</sup>

---

257 INAN, *Evidence*, 19 November 2025, 1655 (Jeff Skye, Chief of Police, Anishinabek Police Service, Indigenous Police Chiefs of Ontario); INAN, *Evidence*, 19 November 2025, 1705 (James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario).

258 INAN, *Evidence*, 26 November 2025, 1715 (Karen Bell, Chief, Garden River First Nation).

259 INAN, *Evidence*, 19 November 2025, 1705 (James Killeen, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service, Vice President, Indigenous Police Chiefs of Ontario).

260 Ibid.

261 Ibid., 1640.

262 Ibid.

263 Ibid., 1655.

The limits on surpluses may already be in effect for some First Nations police services. The BC First Nations Justice Council explained that First Nations police services are not permitted to have a surplus in their budgets, which can pose financial challenges and limit opportunities to cover unanticipated events.<sup>264</sup>

Some witnesses made recommendations related to terms and conditions under the FNIPP. Marcel Beaudin, Inspector, Indigenous Policing Bureau, Ontario Provincial Police, recommended funding for specialized units and community engagement officers to support the perception of police in First Nations communities.<sup>265</sup> Federal officials also indicated that they are open to negotiation and discussion on matters related to agreements under the FNIPP.<sup>266</sup>

It is clear that specialized units play an important role in addressing public safety concerns in First Nations and Inuit communities. The committee believes that First Nations and Inuit police forces should be supported to develop specialized units if they wish to do so. Terms and conditions under the FNIPP may affect a First Nation or Inuit community's ability to respond to public safety challenges in their communities. First Nations and Inuit governments and police forces must be engaged and involved in discussions regarding terms and conditions for their policing agreements in a way that facilitates reconciliation and responds to the challenges that Indigenous communities face in managing public safety. For this reason, the committee recommends:

#### **Recommendation 14**

**That Public Safety Canada work with First Nations and Inuit police forces, as well as the provinces, to create a dedicated fund to support the creation of sufficiently resourced specialized units in interested First Nations and Inuit communities.**

#### **Recommendation 15**

**That Public Safety Canada work with First Nations and Inuit to undertake a comprehensive review and overhaul of the terms and conditions required by the Government of Canada in Self-Administered Police Service Agreements, including with respect to retaining legal counsel.**

---

264 INAN, *Brief*, BC First Nations Justice Council, pp. 4–5.

265 INAN, *Evidence*, 29 October 2025, 1630 (Marcel Beaudin, Inspector, Indigenous Policing Bureau, Ontario Provincial Police).

266 INAN, *Evidence*, 5 November 2025, 1905 (Talal Dakalbab, Senior Assistant Deputy Minister, Crime Prevention Branch, Department of Public Safety and Emergency Preparedness).



## Relationships Between First Nations Police Forces and Law Enforcement in Other Jurisdictions

The committee heard from First Nations communities located on or near the United States border about cooperation between First Nations police forces and other agencies on border security. Regional Chief Abram Benedict, Chiefs of Ontario and a resident of Akwesasne, a First Nations community that straddles the Canada-United States border including in Ontario, Quebec and New York State, explained that Akwesasne’s “success in enforcement and keeping the community safe is built on relationships” between Canadian and American law enforcement agencies.<sup>267</sup> The Kahnawà:ke Mohawk Peacekeepers noted that in Akwesasne, the local expertise of officers working with the First Nations police service plays an integral role in border security.<sup>268</sup> They described First Nations police, the RCMP and the Canada Border Services Agency regularly working together “to stop drugs, firearms, and human trafficking along waterways that link directly to Montréal and Toronto.”<sup>269</sup>

The committee also heard about the experience of Garden River First Nation located in Ontario next to the Canada-United States border. Chief Karen Bell, Garden River First Nation, and a former officer with the Anishinabek Police Service, explained her work from 2001 to 2004 as part of an integrated border enforcement team involving law enforcement in Canada and the United States:

We did a lot of border protection, because Canada is so vulnerable. They realized very quickly that lots of the [F]irst [N]ations in Canada are bordering the U.S. [United States], and those are the vulnerable locations. I had four years of experience working with the RCMP on this integrated border enforcement team. Most if not all of the interdictions we had were with vulnerable persons and people who were attempting to enter into the U.S. or vice versa. All that took place at that little location that you alluded to, where if you throw a baseball and you're pitching it into the U.S. There were people using every means of effort to get over there illegally, whether it be by boat or pontoon, a flotation device or swimming. That is the prime location where all of the trafficking of persons back and forth took place.<sup>270</sup>

Chief Karen Bell described the importance of the integrated border enforcement team that she indicated was in place until 2004:

---

267 INAN, *Evidence*, 20 October 2025, 1535, 1630 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario).

268 INAN, *Brief*, Kahnawà:ke Mohawk Peacekeepers, p. 4.

269 Ibid.

270 INAN, *Evidence*, 26 November 2025, 1735 (Karen Bell, Chief, Garden River First Nation).

At the time that I was on that integrated border enforcement team, we had weekly conversations with a lot of the law enforcement on the Canadian side and the U.S. side. We did joint projects together. I spent a lot of time in the U.S. That faces Canada. It was predominantly my [N]ation. I knew the people in my [N]ation, and they knew that was a vulnerable location where people were being trafficked back and forth. The public gets to know that, too. We were interdicting people from all over Canada who knew that was a vulnerable location.<sup>271</sup>

Chief Karen Bell noted that the disbanding of the integrated border enforcement team in 2004 left the narrow part of the river straddling the Canada-United States border vulnerable and without adequate policing.<sup>272</sup>

Some witnesses suggested maintaining relationships between law enforcement agencies on both sides of the Canada-United States border and involving First Nations police forces in this work is important.<sup>273</sup> On the other hand, the committee heard that First Nations police forces may not always be involved in border enforcement initiatives despite their proximity to the Canada-United States border.<sup>274</sup> Regional Chief Abram Benedict argued that First Nations must be involved in partnerships between law enforcement agencies:

For the most part, if [F]irst [N]ations are not treated as partners—which, sadly, across the board they are not in many places...we will not see the success. Whether we're securing communities to be safe or whether we're securing the national security of Canada through the borders, [F]irst [N]ations must be treated as partners.<sup>275</sup>

Today, Canadian and United States law enforcement continue to work together through integrated border enforcement teams. The committee believes that First Nations police forces that provide services to communities in proximity to the Canada-United States border should play a role in integrated border enforcement teams. For this reason, the committee recommends:

### **Recommendation 16**

**That the Government of Canada work with the Royal Canadian Mounted Police, the Canada Border Services Agency, provincial police forces and First Nations police forces that provide services to First Nations communities located near the border with the United States to evaluate where Integrated Border Enforcement Teams are needed and**

---

271 Ibid.

272 Ibid.

273 Ibid.; INAN, [Evidence](#), 20 October 2025, 1630 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario).

274 Ibid.

275 INAN, [Evidence](#), 20 October 2025, 1630 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario).



**to support the creation of additional Integrated Border Enforcement Teams where appropriate.**

### **Recommendation 17**

**That the Government of Canada support the Royal Canadian Mounted Police and Canada Border Services Agency to ensure that First Nations police forces who provide services to communities in proximity to the Canada-United States border are involved in all existing and future Integrated Border Enforcement Teams.**

### **Training for First Nations Police Forces**

The committee heard that First Nations police forces may face specific challenges with respect to training. Chief Francis Verreault-Paul, Assembly of First Nations Quebec-Labrador, said that training costs for Indigenous officer candidates are higher than for non-Indigenous candidates due to factors such as high operational costs and logistical challenges in remote regions.<sup>276</sup> Often, these costs are larger than the funding received under the FNIPP.<sup>277</sup> For example, Dwayne Zacharie, Chief Peacekeeper, Kahnawà:ke Mohawk Peacekeepers, said that hiring, training and onboarding a police officer costs approximately \$250,000, but First Nations police services are sometimes receiving only \$150,000 per officer.<sup>278</sup> There may also be additional costs, as police forces may have to pay overtime to fill staffing gaps when one officer is in training.<sup>279</sup>

Witnesses also outlined the barriers that Indigenous recruits face in their mandatory training prior to becoming officers. Being trained in an institution located far away from the community means that prospective officers are separated from family and friends for an extended period of time.<sup>280</sup> However, the committee also heard examples of officers being trained near their communities, as the Tsuut'ina Nation Police Service has sent some officers to nearby Calgary for training which enables them to return home at night and on weekends while also remaining connected with the police force.<sup>281</sup> In Quebec, Indigenous recruits must attend the École nationale de police du Québec for training. However, witnesses told the committee that English-speaking Indigenous

---

276 INAN, [Evidence](#), 20 October 2025, 1655 (Francis Verreault-Paul, Chief, Assembly of First Nations Quebec-Labrador).

277 INAN, [Evidence](#), 29 October 2025, 1820 (Dwayne Zacharie, Chief Peacekeeper, Kahnawake Peacekeepers).

278 Ibid.

279 INAN, [Evidence](#), 22 October 2025, 1635 (Annick Wylde, Director, Service de police de Pikogan).

280 INAN, [Evidence](#), 27 October 2025, 1725 (Keith Blake, Chief of Police, Tsuut'ina Nation Police Service).

281 Ibid.

recruits face language barriers because there is a lack of English-speaking instructors and limited training offered in English.<sup>282</sup>

The committee heard about Indigenous-led initiatives to improve training for First Nations police forces. The First Nations Chiefs of Police Association indicated that they have mentorship and leadership development initiatives as well as culturally relevant, specialized training.<sup>283</sup> Annick Wylde, Director, Service de police de Pikogan, described a previous initiative through the Mashteuiatsh Indigenous police academy that provided local, culturally appropriate training before recruits attended the École nationale de police du Québec.<sup>284</sup> Keith Blake, Chief of Police, Tsuut'ina Nation Police Service, noted that his police service has developed its own training program including language, culture and history of the community.<sup>285</sup> Further, each officer in the Tsuut'ina Nation Police Service is assigned to an Elder who provides support to get to know and understand the community.<sup>286</sup>

The Quebec Association of First Nation and Inuit Police Directors and Annick Wylde advocated for a formal exemption for Indigenous recruits from the compulsory attendance at the École nationale de police du Québec.<sup>287</sup> Some witnesses recommended the establishment of Indigenous police academies.<sup>288</sup> For example, the Quebec Association of First Nation and Inuit Police Directors called for the development of a bilingual Indigenous police academy in Quebec, open to all Indigenous police forces in Canada, which they argued would improve training access and retention of officers.<sup>289</sup> The Kee Tas Kee Now Tribal Council argued that:

---

282 INAN, [Evidence](#), 22 October 2025, 1655 (Annick Wylde, Director, Service de police de Pikogan); INAN, [Evidence](#), 20 October 2025, 1655 (Francis Verreault-Paul, Chief, Assembly of First Nations Quebec-Labrador).

283 INAN, [Evidence](#), 29 October 2025, 1635 (Jerel Swamp, Chief of Police, Rama Police Service, and President, First Nations Chiefs of Police Association).

284 INAN, [Evidence](#), 22 October 2025, 1635 (Annick Wylde, Director, Service de police de Pikogan).

285 INAN, [Evidence](#), 27 October 2025, 1725 (Keith Blake, Chief of Police, Tsuut'ina Nation Police Service).

286 *Ibid.*, 1655.

287 INAN, [Evidence](#), 22 October 2025, 1640 (Annick Wylde, Director, Service de police de Pikogan); INAN, [Brief](#), Quebec Association of First Nation and Inuit Police Directors, p. 7.

288 INAN, [Evidence](#), 22 October 2025, 1655 (Annick Wylde, Director, Service de police de Pikogan); INAN, [Brief](#), Quebec Association of First Nation and Inuit Police Directors, p. 7; INAN, [Brief](#), Kee Tas Kee Now Tribal Council, p. 9; INAN, [Evidence](#), 3 November 2025, 1710 (Prof. Mylène Jaccoud, Professor, School of Criminology, Université de Montréal, As an individual).

289 INAN, [Brief](#), Quebec Association of First Nation and Inuit Police Directors, p. 7.



Establishing a recognized, Indigenous-led police academy is paramount to ensuring that officer training is culturally safe, incorporates Cree legal traditions, and is designed to meet the unique operational and social needs of KTC [Kee Tas Kee Now Tribal Council] Nations. Investments in this area will build a policing workforce reflective of community identities.<sup>290</sup>

The committee recognizes the importance of officer training, including culturally relevant training, for officers working for First Nations and Inuit police forces. As with public safety generally, Indigenous Peoples are best positioned to identify solutions to ensure that officers receive the culturally appropriate training they need to do their jobs effectively. For this reason, the committee recommends:

### **Recommendation 18**

**That the Government of Canada work with First Nations, Inuit and the provinces to explore ways to support First Nations and Inuit-led approaches to develop and deliver accredited training to officers working for First Nations and Inuit police services.**

### **Community Tripartite Agreements**

As noted above, Community Tripartite Agreements involve the RCMP providing supplementary police services to one or more First Nations communities, in addition to policing services already provided under contract policing agreements. However, witnesses argued that Community Tripartite Agreements are not providing sufficient services in First Nations communities and are often used to provide baseline services.<sup>291</sup> The following section will explore factors identified by witnesses that could explain why Community Tripartite Agreements are not meeting the needs of First Nations and Inuit communities, including the negotiation of Community Tripartite Agreements, RCMP staffing levels and recruitment challenges.

In part, concerns about the services provided through Community Tripartite Agreements could be connected to the way they are developed and renewed. A 2024 audit by the Office of the Auditor General of Canada (OAG) explained that Public Safety officials said that community engagement is limited on Community Tripartite Agreements because the agreements include an auto-renewal clause, that could be between 10 and 15 years

---

290 INAN, *Brief*, Kee Tas Kee Now Tribal Council, p. 9.

291 INAN, *Brief*, BC First Nations Justice Council, p. 5; INAN, *Evidence*, 3 November 2025, 1540 (Prof. Naiomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual).

depending on the agreement.<sup>292</sup> Some testimony mentioned that Inuit treaty organizations are not involved in the development or negotiation of Community Tripartite Agreements and that First Nations experience capacity challenges participating in discussions related to Community Tripartite Agreements.<sup>293</sup> Some briefs argued that jurisdictional roles and responsibilities under Community Tripartite Agreements are unclear, which may lead to overlapping authorities and confusion.<sup>294</sup>

The OAG also found that Public Safety Canada committed the RCMP to specific service levels, without involving the force in negotiations and that those service levels were not consistently met by the RCMP.<sup>295</sup> Witnesses argued that inadequate and inconsistent RCMP staffing levels can leave communities without the supplementary policing services that are supposed to be provided under Community Tripartite Agreements. For example, a brief by Inuit Tapiriit Kanatami describes insufficient staffing levels, explaining that the Indigenous Justice Strategy and National Inuit Action Plan on Missing and Murdered Inuit Women, Girls and 2SLGBTQQIA+ People emphasizes the “need for full time police services in all Inuit communities.”<sup>296</sup> The brief notes that the community of Postville, Nunatsiavut (northern Labrador) currently has “part time, fly-in police presence from officers” stationed in another community.<sup>297</sup>

A 2024 OAG audit echoed similar conclusions about inconsistent staffing levels, finding that the RCMP did not consistently meet the terms and conditions of Community Tripartite Agreements. Using a sample of 26 communities, the OAG found that only 38%, or 10 communities, were served by RCMP detachments who said that their officers could dedicate 100% of their working hours to the community as required by the Community Tripartite Agreements.<sup>298</sup> The RCMP detachments who could not meet this requirement told the OAG that RCMP officers have to fulfill other responsibilities due to overall staffing shortages, meaning that they may not be completely dedicated to the

---

292 Office of the Auditor General of Canada, *First Nations and Inuit Policing Program*, Report 3 in *Reports of the Auditor General of Canada to the Parliament of Canada – 2024*, p. 10.

293 INAN, *Brief*, BC First Nations Justice Council, p. 5; INAN, *Brief*, Inuit Tapiriit Kanatami, p. 3.

294 INAN, *Brief*, Kee Tas Kee Now Tribal Council, p. 5; INAN, *Brief*, Nisichawayasihk Cree Nation, p. 9.

295 INAN, *Evidence*, 8 October 2025, 1645 (Andrew Hayes, Deputy Auditor General, Office of the Auditor General); Office of the Auditor General of Canada, *First Nations and Inuit Policing Program*, Report 3 in *Reports of the Auditor General of Canada to the Parliament of Canada – 2024*, p. 15.

296 INAN, *Brief*, Inuit Tapiriit Kanatami, p. 5.

297 Ibid.

298 Office of the Auditor General of Canada, *First Nations and Inuit Policing Program*, Report 3 in *Reports of the Auditor General of Canada to the Parliament of Canada – 2024*, p. 15.



First Nations or Inuit community under the Community Tripartite Agreement.<sup>299</sup> The OAG also found that Public Safety Canada lacked a system to monitor whether RCMP officers devoted all of their working hours to the communities they were supposed to serve.<sup>300</sup> The OAG made several recommendations including that Public Safety Canada work with First Nations and Inuit communities, the provinces and territories and the RCMP to update reporting and performance measurement to know whether the program is achieving the intended outcomes and results.<sup>301</sup> The Assembly of Manitoba Chiefs explained the effect of a lack of dedicated officers in communities by arguing that the absence of dedicated RCMP officers under Community Tripartite Agreements leads “violent crimes [to] go uninvestigated for long periods, and response times [to] remain dangerously long.”<sup>302</sup>

When he appeared before the committee, the Minister of Public Safety noted that reforms in response to the OAG’s recommendations have been made.<sup>303</sup> Specifically, the Minister of Public Safety pointed to “national-level tracking reports, aligning program demand with available resources,” as well as the development of a performance measurement framework.<sup>304</sup>

Another factor to explain why Community Tripartite Agreements might not be meeting the needs of First Nations and Inuit communities relates to RCMP recruitment, including for Indigenous officers. The committee heard that generally, the RCMP faces significant challenges recruiting candidates to move to remote communities where they have no roots.<sup>305</sup> However, at the same time, in some regions like Yukon, the RCMP described “low” vacancy rates of approximately 9 to 10% for the territory.<sup>306</sup> The RCMP explained that the problem is not recruiting, since they receive significant numbers of applications. Rather, the RCMP told the committee that they face challenges processing applications

---

299 Ibid.

300 Ibid., p. 12.

301 Ibid., p. 13.

302 INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 2.

303 INAN, [Evidence](#), 5 November 2025, 1735 (Hon. Gary Anandasangaree, Minister of Public Safety).

304 Ibid., 1820.

305 INAN, [Evidence](#), 22 October 2025, 1735 (Georgina Nagano, Founder and Chief Executive Officer, House of Wolf and Associates Inc.).

306 INAN, [Evidence](#), 5 November 2025, 1840 (C/Supt Lindsay Ellis, Commanding Officer of "M" Division, Royal Canadian Mounted Police).

and expediting the hiring process.<sup>307</sup> In a 2024 audit, the OAG found that the RCMP didn't have a national staffing approach to support recruitment.<sup>308</sup> The RCMP agreed with the OAG's recommendation to develop a national strategy to address staffing shortages for Community Tripartite Agreement positions, indicating that it will take steps to increase officer recruitment and retention.<sup>309</sup>

Recruitment and retention may affect whether officers fulfil requirements under Community Tripartite Agreements. The committee heard about RCMP officers flying in and out of communities on rotation rather than being based in the community.<sup>310</sup> The RCMP confirmed that the rotation of officers in and out of communities for short periods of time is a pilot project.<sup>311</sup> The RCMP indicated that they are currently undertaking an evaluation of this model, but explained that ensuring the same officers are rotating in and out of the community is an approach that "has been well received."<sup>312</sup> Conversely, Georgina Nagano, founder and Chief Executive Officer, House of Wolf and Associates Inc., expressed concern that the lack of continuity created by rotation systems does not allow for the building of relationships and trust between RCMP and Indigenous communities, and is "deeply reminiscent of the collective history between [I]ndigenous people and Canada's policing services."<sup>313</sup>

As noted in the section titled "Increasing Flexibility to Support First Nations-Led Safety Approaches," witnesses emphasized the importance of Indigenous officers working in their communities because they understand the community's history, culture and language, can develop trusting relationships with community members and better de-escalate situations. Some witnesses also described the importance of Indigenous women in policing roles.<sup>314</sup> Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaanig

---

307 INAN, [Evidence](#), 5 November 2025, 1840 (Bryan Larkin, Senior Deputy Commissioner, Royal Canadian Mounted Police).

308 INAN, [Evidence](#), 8 October 2025, 1645 (Jo Ann Schwartz, Principal, Office of the Auditor General).

309 Office of the Auditor General of Canada, [First Nations and Inuit Policing Program](#), Report 3 in *Reports of the Auditor General of Canada to the Parliament of Canada – 2024*, p. 27.

310 INAN, [Evidence](#), 22 October 2025, 1735 (Georgina Nagano, Founder and Chief Executive Officer, House of Wolf and Associates Inc.); INAN, [Brief](#), BC First Nations Justice Council, p. 5.

311 INAN, [Evidence](#), 5 November 2025, 1915 (Bryan Larkin, Senior Deputy Commissioner, Royal Canadian Mounted Police).

312 Ibid.

313 INAN, [Evidence](#), 22 October 2025, 1735 (Georgina Nagano, Founder and Chief Executive Officer, House of Wolf and Associates Inc.).

314 INAN, [Evidence](#), 26 November 2025, 1720 (Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaanig #231 Implementation Committee [Manitoba]); INAN, [Evidence](#), 26 November 2025, 1725 (Karen Bell, Chief, Garden River First Nation).



#231 Implementation Committee (Manitoba), noted that Indigenous women in police leadership or other forms of leadership result in “change for the benefit of the community or those who we serve.”<sup>315</sup> She also said that, “[w]hen people who come before the law see [I]ndigenous women in these positions, there's an automatic feeling of safety and an automatic feeling that they're going to be okay.”<sup>316</sup>

However, witnesses pointed to low numbers of Indigenous RCMP officers. Professor Naomi Metallic explained that initially, high numbers of Indigenous RCMP officers were hired for Community Tripartite Agreements, but the numbers decreased to 25% of officers working on Community Tripartite Agreements in 2019.<sup>317</sup> The committee also heard about the number of Indigenous women in policing roles. Chief Karen Bell, Garden River First Nation, told the committee that while the number of Indigenous women pursuing a career in policing is slowly changing, “women are not typically looked at as enforcers.”<sup>318</sup> In a brief, Inuit Tapiriit Kanatami noted that the RCMP reported they had 39 Inuit RCMP regular members and hired their first new Inuk officer in 23 years in 2025.<sup>319</sup>

Witnesses also described limited numbers of Indigenous police officers who speak Indigenous languages. Chief Leroy Denny, Eskasoni First Nation indicated that the community previously had a majority of Mi'kmaq speaking officers, but that currently out of 17 officers, only two Mi'kmaq speakers remain, both of whom are about to retire.<sup>320</sup>

Indigenous officers who speak Indigenous languages can be the difference between life and death in certain situations. For example, Chief Leroy Denny, Eskasoni First Nation explains that Elders are frustrated and upset calling 9-1-1 due to the lack of Mi'kmaq speakers. He further stated that:

Our people deserve to have somebody to talk to in their language, talking and explaining to them. Sometimes they speak English, and it may be a broken English, but right away, a Mi'kmaq officer understands the situation, even before entering. They know the background of this person or know that maybe they get easily upset. They

---

315 INAN, *Evidence*, 26 November 2025, 1720 (Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaanig #231 Implementation Committee [Manitoba]).

316 Ibid.

317 INAN, *Evidence*, 3 November 2025, 1545 (Prof. Naomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual).

318 INAN, *Evidence*, 26 November 2025, 1725 (Karen Bell, Chief, Garden River First Nation).

319 INAN, *Brief*, Inuit Tapiriit Kanatami, p. 4.

320 INAN, *Evidence*, 27 October 2025, 1545 (Chief Leroy Denny, Eskasoni First Nation).

know which buttons could be pushed, and they can de-escalate issues just by talking or with humour and those types of things. I even remember that my godfather was a police chief at the time. If somebody was pissed off, he would come in and say something to make them laugh. That was the style that our people used for [I]ndigenous policing. They understood the families and even other communities as well.<sup>321</sup>

Similarly, the Kahnawà:ke Mohawk Peacekeepers also described how officers speak the language, understand the culture and know every road and family in the territory, knowledge that “saves lives [and] shortens response times.”<sup>322</sup> Annick Wylde, Director, Service de police de Pikogan, indicated that speaking to a person in his or her language during an intervention creates an immediate relationship of trust and makes the resolution “easier, faster and more effective.”<sup>323</sup>

The Minister of Public Safety told the committee that currently, 6.5% of the RCMP’s frontline officers self-identify as Indigenous.<sup>324</sup> The RCMP argued that Indigenous recruitment numbers are increasing, noting that 405 self-identified Indigenous candidates applied in 2025 and that 59 graduated from the training academy last year.<sup>325</sup> The RCMP also noted that it has an Indigenous recruitment strategy.<sup>326</sup> With respect to Indigenous languages, Bryan Larkin, Senior Deputy Commissioner, RCMP, mentioned that 140 regular members of the RCMP are currently following ongoing language training in seven Indigenous languages.<sup>327</sup>

The committee heard about barriers for the RCMP recruitment of Indigenous candidates. Some witnesses indicated that RCMP requirements for officers to serve anywhere in Canada for a three-year period prevents potential Indigenous officers from remaining in their communities.<sup>328</sup> Chief Leroy Denny, Eskasoni First Nation, told the committee that Indigenous recruits faced difficulties in entering RCMP training to become police officers. He explained the challenges for First Nations recruits and how

---

321 Ibid., 1550.

322 INAN, Brief, Kahnawà:ke Mohawk Peacekeepers, p. 3.

323 INAN, *Evidence*, 22 October 2025, 1650 (Annick Wylde, Director, Service de police de Pikogan).

324 INAN, *Evidence*, 5 November 2025, 1745 (Hon. Gary Anandasangaree, Minister of Public Safety).

325 INAN, *Evidence*, 5 November 2025, 1840 (Bryan Larkin, Senior Deputy Commissioner, Royal Canadian Mounted Police).

326 Ibid.

327 Ibid., 1745.

328 INAN, *Evidence*, 3 November 2025, 1600 (Prof. Naiomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual); INAN, *Evidence*, 27 October 2025, 1600 (Chief Leroy Denny, Eskasoni First Nation).



these were addressed when the former Unama'ki Tribal Police provided policing services to five First Nations in Cape Breton, Nova Scotia:

This group was sent off to Regina and had tutoring, but it was really difficult for [I]ndigenous officers to enter depot. The Mi'kmaq were mostly constables. For any RCMP officer it is a very difficult process, but for [I]ndigenous [P]eople, it's very difficult.

We know that many people in our communities have really good backgrounds and are really good people. I even wanted to try it out myself to see if I could get into Regina. It's very difficult for [I]ndigenous officers, with our backgrounds and everything, and it just didn't work.

However, at the time of the tribal police, we were able to take a crew to depot.<sup>329</sup>

The RCMP indicated that non-Indigenous individuals deployed to Indigenous communities are provided with “a community cultural competency package. They have a whole concept and understanding of where they're heading to work, and that allows them to slowly build trust and integrate into the community.”<sup>330</sup> Other initiatives described by the RCMP include the Indigenous advisory committee to the Commissioner of the RCMP and Indigenous advisory committees to each commanding officer, an anti-racism strategy and the enhancement of cultural competency training.<sup>331</sup>

Given the limited number of Indigenous RCMP officers, some witnesses described their concerns about officers' cultural awareness and their ability to offer culturally appropriate policing in First Nations communities.<sup>332</sup> Chief Leroy Denny, Eskasoni First Nation, explained that there was little customized training at the RCMP academy about First Nations and how to provide policing services in a First Nations community.<sup>333</sup> Similarly, the Assembly of Manitoba Chiefs noted that RCMP cultural training initiatives are often described by First Nations “as insufficient when measured against the depth of cultural knowledge required to build trust, avoid harmful interactions, and support restorative or culturally grounded approaches.”<sup>334</sup> Professor Naomi Metallic suggested

---

329 INAN, [Evidence](#), 27 October 2025, 1550 (Chief Leroy Denny, Eskasoni First Nation).

330 INAN, [Evidence](#), 5 November 2025, 1840 (Bryan Larkin, Senior Deputy Commissioner, Royal Canadian Mounted Police).

331 Ibid., 1900.

332 INAN, [Evidence](#), 27 October 2025, 1535 (Chief Leroy Denny, Eskasoni First Nation); INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 3.

333 INAN, [Evidence](#), 27 October 2025, 1600 (Chief Leroy Denny, Eskasoni First Nation).

334 INAN, [Brief](#), Assembly of Manitoba Chiefs, p. 3.

that the three-year posting requirement prevents non-Indigenous officers from gaining the required cultural competency required to serve in these communities.<sup>335</sup>

On the other hand, Nisichawayasihk Cree Nation indicated in a brief that:

While NCN [Nisichawayasihk Cree Nation] continues to experience challenges related to cultural understanding among some RCMP officers, it is important to recognize that this does not apply to all members. In recent years, NCN has had back-to-back RCMP Sergeants who were highly culturally competent and respected within the community. NCN also has one of its own citizens serving as an RCMP member who demonstrates strong cultural competency and community awareness. These positive examples underscore that while gaps persist in the broader system, effective culturally grounded policing is possible when officers are properly trained and committed to community relationships.<sup>336</sup>

Witnesses identified ways to improve RCMP recruitment and training. Chief Karen Bell, Garden River First Nation, recommended that female recruiters encourage Indigenous women in high schools and post-secondary schools to join police forces.<sup>337</sup> The Nisichawayasihk Cree Nation called for the development and funding for Indigenous-specific recruitment and training initiatives that encompass “cultural safety, trauma-informed care, restorative justice principles, and traditional laws.”<sup>338</sup> The brief also calls for the expansion of Indigenous-led training curricula and institutions to ensure mandatory distinctions-based training is offered “on the history of police in the oppression of Indigenous [P]eoples and ensure Indigenous language capacity within police services.”<sup>339</sup> Inuit Tapiriit Kanatami called for increased compensation for RCMP officers who can speak Inuktitut, improved recruitment processes and supports for Inuit to successfully complete the training and application process.<sup>340</sup> Inuit Tapiriit Kanatami also emphasized the need for improved access to policing in Inuktitut and translation and interpretation services, where there is sufficient demand.

To address challenges with respect to the negotiation of Community Tripartite Agreements, the Nisichawayasihk Cree Nation recommended that tripartite cooperation frameworks between the parties to a Community Tripartite Agreement (federal,

---

335 INAN, *Evidence*, 3 November 2025, 1600 (Prof. Naomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual).

336 INAN, *Brief*, Nisichawayasihk Cree Nation, p. 7.

337 INAN, *Evidence*, 26 November 2025, 1725 (Karen Bell, Chief, Garden River First Nation).

338 INAN, *Brief*, Nisichawayasihk Cree Nation, p. 9.

339 Ibid.

340 INAN, *Brief*, Inuit Tapiriit Kanatami, p. 4.



provincial and Indigenous governments) be improved to “clarify jurisdictional roles, enhance enforcement consistency, and foster shared oversight.”<sup>341</sup> In addition, the Nisichawayasihk Cree Nation also recommended that RCMP billing and cost recovery practices be reformed because they “currently strain Indigenous policing budgets.”<sup>342</sup>

The evidence presented by witnesses shows the importance of improving RCMP recruitment and training to support better relationships and meet the needs of Indigenous communities. The committee believes that initiatives to support recruitment of Indigenous officers, including women and fluent Indigenous language speakers, is particularly important. In 2023, the committee tabled a report on its study of Indigenous languages, including initiatives related to the *Indigenous Languages Act*. The report titled, *Reclaiming, Revitalizing, Maintaining and Strengthening Indigenous Languages in Canada*, recommended that the federal government take a “holistic, whole-of-government approach to the implementation of the *Indigenous Languages Act*” recognizing that Indigenous language rights are connected to other Indigenous rights on matters related to justice and education.<sup>343</sup> The committee believes that testimony heard during its study on Indigenous policing and public safety shows a clear connection between matters of public safety and Indigenous People’s right to revitalize, use, develop and transmit their languages to future generations.

The committee acknowledges that within the RCMP, there is a national Indigenous advisory committee, as well as one for each commanding officer. However, the committee believes that Indigenous recruitment initiatives should be monitored by Indigenous Peoples themselves to ensure progress towards increasing the number of Indigenous officers, including women and fluent Indigenous language speakers. For this reason, the committee recommends:

### **Recommendation 19**

**That the Royal Canadian Mounted Police, in partnership with Indigenous Peoples, Indigenous communities, and current and former Indigenous Royal Canadian Mounted Police officers, undertake a review of its recruitment initiatives and processes to explore ways to increase the number of Indigenous officers including by creating ambitious**

---

341 INAN, *Brief*, Nisichawayasihk Cree Nation, p. 9.

342 Ibid., p. 10.

343 INAN, *Reclaiming, Revitalizing, Maintaining and Strengthening Indigenous Languages in Canada*, ninth report, June 2023, p. 26.

**targets for Indigenous recruits and officers over the next 10 years, with a particular focus on recruiting fluent Indigenous language speakers and Indigenous women.**

#### **Recommendation 20**

**That the Royal Canadian Mounted Police create a national Indigenous advisory committee specifically dedicated to Indigenous recruitment, including representation from Indigenous women and fluent language speakers, to evaluate recruitment initiatives over time and progress towards meeting the ambitious Indigenous recruitment targets developed according to recommendation 19.**

#### **Recommendation 21**

**That the Royal Canadian Mounted Police work with Indigenous governments and communities to strengthen culturally sensitive training for officers serving Indigenous communities, and, use best efforts when possible, to work with Indigenous communities to ensure that Indigenous language training is offered to officers working in areas with significant numbers of fluent Indigenous language speakers.**

### **Métis Participation in the Program**

Métis are ineligible for the FNIPP and lack dedicated federal programming for Métis-specific policing.<sup>344</sup> Métis may be eligible for some Public Safety Canada programming aimed at all Indigenous Peoples, such as the Aboriginal Community Safety Planning Initiative, which supports the development of Community Safety Plans. Under the program, facilitators work with Indigenous communities to identify priorities for the development of a Community Safety Plan. However, a brief submitted by Clear Direction – Indigenous Consulting and Facilitation Services raised concerns about the department’s management of the program. The brief argued that Public Safety Canada staff require First Nations to complete certain curriculum and activities which is contrary to self-determination.<sup>345</sup> Witnesses contended that the lack of funding for Métis-specific policing is an inequity that impedes the development of Métis-specific initiatives, undermines

---

344 INAN, *Evidence*, 3 November 2025, 1625 (Beverly Fullerton, Minister of Health, Mental Health and Addictions, Métis Nation–Saskatchewan); INAN, *Evidence*, 3 November 2025, 1630 (Brennan Merasty, Minister of Self Determination and Self Government and Justice, Métis Nation–Saskatchewan); INAN, *Evidence*, 19 November 2025, 1745, 1815 (David Chartrand, President, National Government of the Red River Métis, Manitoba Métis Federation); INAN, *Brief*, Métis National Council, Otipemisiwak Métis Government, Métis Nation of Ontario, p. 4.

345 INAN, *Brief*, Clear Direction – Indigenous Consulting and Facilitation Services, pp. 3–6.



public safety, and leads community organizations to compete for limited grant funding rather than working together.<sup>346</sup>

Given that there is no dedicated federal program for Métis policing, the committee also heard about solutions developed by and for Métis. Like other Indigenous Peoples, Métis are diverse and are best positioned to design solutions that meet the public safety needs of their people and communities.<sup>347</sup> The committee heard examples of Métis responses to public safety challenges in their communities. The Métis Nation–Saskatchewan declared a state of emergency via resolution in 2025 related to drugs, gangs and violence affecting Métis communities in the province.<sup>348</sup> The resolution enables Métis Nation–Saskatchewan to work with the federal and provincial governments on support for community-led initiatives to address the emergency.<sup>349</sup> Métis Nation–Saskatchewan also developed a plan to address the state of emergency including by establishing a Métis-led Community Safety Officer Program in the province.<sup>350</sup> The committee heard about a Metis Settlements General Council 2025 policing workshop with the RCMP, Alberta sheriffs and Lakeshore Regional Police where the Metis Settlements General Council outlined a series of priorities for policing in their communities. Identified priorities included the need for a Metis Settlements police service model, partnerships with other police services for integrated safety teams and recognition of policing in the Metis settlements as an essential service with sustainable funding.<sup>351</sup>

As noted above, witnesses recommended long-term, flexible and stable federal funding, as well as interjurisdictional collaboration on Métis-led policing and safety initiatives.<sup>352</sup>

---

346 INAN, *Evidence*, 3 November 2025, 1640 (Beverly Fullerton, Minister of Health, Mental Health and Addictions, Métis Nation–Saskatchewan); INAN, *Evidence*, 3 November 2025, 1655 (Andrea Sandmaier, President, Otipemisiwak Métis Government); INAN, *Brief*, Métis National Council, Métis Nation of Ontario, Otipemisiwak Métis Government, p. 2.

347 INAN, *Evidence*, 3 November 2025, 1640 (Beverly Fullerton, Minister of Health, Mental Health and Addictions, Métis Nation–Saskatchewan); INAN, *Brief*, Métis National Council, Métis Nation of Ontario, Otipemisiwak Métis Government, p. 2.

348 INAN, *Evidence*, 3 November 2025, 1545 (Brennan Merasty, Minister of Self Determination and Self Government and Justice, Métis Nation–Saskatchewan).

349 Ibid.

350 Ibid., 1550.

351 INAN, *Evidence*, 3 November 2025, 1550 (Dave Lamouche, President, Metis Settlements General Council).

352 Ibid., 1550, 1635; INAN, *Evidence*, 19 November 2025, 1745 (David Chartrand, President, National Government of the Red River Métis, Manitoba Métis Federation); INAN, *Evidence*, 3 November 2025, 1550 (Beverly Fullerton, Minister of Health, Mental Health and Addictions, Métis Nation–Saskatchewan); INAN, *Evidence*, 3 November 2025, 1645 (Andrea Sandmaier, President, Otipemisiwak Métis Government).

Métis witnesses highlighted the importance of having Métis police officers who understand their culture and history.<sup>353</sup>

A brief by the Métis National Council and its governing members (Otipemisiwak Métis Government and the Métis Nation of Ontario) recommended that federal supports could be provided to adapt the FNIPP to include Métis or develop a separate Métis-specific policing program in partnership with provincial police forces and federal and provincial governments.<sup>354</sup> The brief also suggested that federal support for Métis-led initiatives include data systems to address gaps in availability of Métis-specific data, as well as support for performance measurement and evaluation.<sup>355</sup> The Metis National Council and its governing members argued that addressing inequities in federal policing for Métis would align with federal reconciliation commitments and the *United Nations Declaration on the Rights of Indigenous Peoples*.<sup>356</sup>

The committee believes that the federal government could play a role in supporting Métis-led public safety initiatives. Therefore, based on the testimony, the committee recommends:

#### **Recommendation 22**

**That the Government of Canada, in partnership with recognized Métis communities, develop a strategy to ensure that public safety services are tailored to their distinct circumstances.**

### **Policing for Indigenous Communities Outside the First Nations and Inuit Policing Program**

The committee heard about research findings indicating that only two thirds of Indigenous communities receive policing services under the FNIPP.<sup>357</sup> Urban Indigenous individuals and First Nations People living off reserve are not eligible to receive policing services

---

353 INAN, *Evidence*, 3 November 2025, 1645, 1725 (Andrea Sandmaier, President, Otipemisiwak Métis Government); INAN, *Evidence*, 3 November 2025, 1550 (Dave Lamouche, President, Metis Settlements General Council).

354 INAN, *Brief*, Métis National Council, Métis Nation of Ontario, Otipemisiwak Métis Government, p. 2.

355 *Ibid.*, p. 11.

356 *Ibid.*, p. 2.

357 INAN, *Evidence*, 3 November 2025, 1540 (Prof. Naiomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University, As an individual).



under the FNIPP and receive policing services from non-Indigenous police forces.<sup>358</sup> As discussed previously, the relationship between Indigenous individuals and non-Indigenous Police forces is characterized by mistrust. The following section will discuss what the committee heard from non-Indigenous police forces, as well as witness recommendations for improving policing for Indigenous individuals outside the FNIPP.

The committee heard from non-Indigenous police forces about their efforts to improve relationships with Indigenous People and communities. For example, the committee heard about police efforts in Val d'Or, Quebec where abuse allegations brought forward by Indigenous women led to the establishment of the Public Inquiry Commission on relations between Indigenous Peoples and certain public services in Québec (commonly referred to as the Viens Commission) in December 2016.<sup>359</sup> Commenting on the commission's report, Annick Wylde, Director, Service de police de Pikogan, argued that while not all of the commission's calls for action were addressed, some were "and it was a success."<sup>360</sup> The committee heard about positive initiatives in Val d'Or, Quebec where social workers and police officers work together to address Indigenous individuals' needs through the Équipe mixte d'intervention-policiers established in 2015 and the joint Indigenous Community Police Station, a pilot project launched in November 2016.<sup>361</sup> Captain Robert Durant, Director of Val-d'Or RCM Service Centre, Sûreté du Québec, indicated that the success of the joint Indigenous community police station has been replicated in five other municipalities across Quebec.<sup>362</sup> The committee also heard about the Indigenous Policing Bureau within the Ontario Provincial Police, which provides Indigenous awareness training, regularly works with the Indigenous Police Chiefs of Ontario, and undertakes initiatives related to the implementation of the National Inquiry into Missing and Murdered Indigenous Women and Girls' Calls for Justice.<sup>363</sup>

The RCMP also described Car 867, a mobile crisis response team in Whitehorse, Yukon where police officers are paired with nurses and, with the involvement of Indigenous

- 
- 358 Ibid.; INAN, [Evidence](#), 26 November 2025, 1640 (Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaanig #231 Implementation Committee [Manitoba]); INAN, [Brief](#), Métis National Council, Métis Nation of Ontario, Otipemisiwak Métis Government, p. 2.
- 359 Public Inquiry Commission on relations between Indigenous Peoples and certain public services in Québec, [Public Inquiry Commission on relations between Indigenous Peoples and certain public services in Québec: listening, reconciliation and progress – Final report](#), 2019, p. 11.
- 360 INAN, [Evidence](#), 22 October 2025, 1700 (Annick Wylde, Director, Service de police de Pikogan).
- 361 INAN, [Evidence](#), 20 October 2025, 1555 (Robert Durant, Captain, Director of Val-d'Or RCM Service Centre, Sûreté du Québec).
- 362 Ibid.
- 363 INAN, [Evidence](#), 29 October 2025, 1655 (Marcel Beaudin, Inspector, Indigenous Policing Bureau, Ontario Provincial Police).

employees, respond to individuals in crisis in a trauma-informed and culturally appropriate manner. According to the RCMP, this initiative has reduced mental health related service calls at the Whitehorse detachment.<sup>364</sup>

Witnesses made recommendations to address the challenges in the relationship between Indigenous individuals, communities and non-Indigenous police forces. For example, Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaanig #231 Implementation Committee (Manitoba), recommended the creation of dedicated, adequately resourced, units staffed by Indigenous individuals within all non-Indigenous police forces to address Indigenous needs.<sup>365</sup> In her view, this approach would increase the number of culturally competent police officers in Indigenous communities, while building the necessary relationships and trust to ensure the safety and security of Indigenous individuals, including women, girls and gender-diverse people.<sup>366</sup>

The committee was pleased to hear testimony about work underway to build bridges and develop stronger relationships between some police and Indigenous communities. The committee hopes that these continue and that best practices can be identified and used by other police forces across Canada. Therefore, the committee recommends:

### **Recommendation 23**

**That the Government of Canada establish a funding program for police of jurisdiction to pursue dedicated training initiatives in collaboration with, and to better support, Indigenous People living off reserve.**

## **Addressing Police-Involved Deaths of Indigenous Individuals**

As noted above in the section, “Challenges for Indigenous Peoples and Communities Policed by non-Indigenous Police Forces,” the committee heard about police-involved deaths of Indigenous individuals. This issue affects communities who receive policing services under the FNIPP and/or from non-Indigenous police forces.

The committee heard about the inclusion of wellness checks as part of Indigenous-led public safety solutions. For example, House of Wolf and Associates Inc. described the

---

364 INAN, *Evidence*, 5 November 2025, 1915 (C/Supt Lindsay Ellis, Commanding Officer of "M" Division, Royal Canadian Mounted Police).

365 INAN, *Evidence*, 26 November 2025, 1640 (Sandra DeLaronde, Project Lead, Gi-Ganawenima'Anaanig #231 Implementation Committee [Manitoba]).

366 Ibid.



work of the Bear Clan, which conducts wellness checks among other activities.<sup>367</sup> As discussed in the section of this report titled “Indigenous-led Public Safety Initiatives,” the committee also heard about Community Safety Officer initiatives patrolling the community and checking in on Elders. As previously discussed in the section “Increasing Flexibility to Support First Nations-led Safety Approaches,” witnesses argued that First Nations police forces are better able to de-escalate situations. Chief Leroy Denny, Eskasoni First Nation, described the difference between the response of an Indigenous officer who knows the community and a non-Indigenous officer:

It's a huge difference. If you put a stranger officer in there, they are going to have a lot of problems. They get freaked out by the person screaming or yelling or whatever, and they might shoot them.

That's what happened in Big Cove, in Elsipogtog, when somebody was asking for help, for a mental health check, and they ended up being shot. It happened in Red Bank. When I spoke to Chief Bill Ward, it was the same thing. It freaked out the people over there, and they shot him. Those people should still be alive today. They were innocent, harmless people who were seeking mental health support, and they got shot.<sup>368</sup>

Some witnesses argued that police are not equipped to deal with complex social situations like mental health issues, or de-escalate crises related to trauma or addiction.<sup>369</sup> Witnesses called for police reforms to address high numbers of police-involved deaths affecting First Nations communities.<sup>370</sup> For example, the BC First Nations Justice Council argued that:

There is an emerging consensus on the need to re-align and reduce the role of the police in favour of more expert and appropriate interventions by health care and social service providers and community groups to address pressing problems of community safety and well-being including those related to mental health and addictions. The same literature recognizes that the police need to be better at working with others including the community and health care providers, and they themselves need specialized skill sets that will move them away from a one-size-fits all paramilitary model.<sup>371</sup>

The committee acknowledges the importance of addressing police-involved deaths of Indigenous individuals. For this reason, the committee recommends:

---

367 INAN, *Brief*, House of Wolf and Associates Inc., p. 5.

368 INAN, *Evidence*, 27 October 2025, 1550 (Chief Leroy Denny, Eskasoni First Nation).

369 INAN, *Brief*, BC First Nations Justice Council, p. 8–9; INAN, *Brief*, Nisichawayasihk Cree Nation, p. 8.

370 INAN, *Brief*, Assembly of First Nations, p. 3; INAN, *Brief*, BC First Nations Justice Council, p. 9.

371 INAN, *Brief*, BC First Nations Justice Council, p. 9.

## Recommendation 24

**That the Government of Canada work with First Nations, Inuit and Métis to develop a culturally sensitive process to address the alarming number of deaths as a result of wellness or mental health checks in Indigenous communities.**

## Addressing Issues Related to Indigenous Peoples and the Justice System

Policing and the justice system are closely connected and form part of Indigenous understandings of public safety discussed earlier in this report.<sup>372</sup> Today, Indigenous individuals are overrepresented in the justice system, but also under-protected by it. The following section will discuss what the committee heard from witnesses concerning the justice system.

This overrepresentation stems from multiple factors, including historical factors and a legacy of intergenerational trauma. The Assembly of First Nations also identified “discriminatory police action” and gaps between First Nations and non-Indigenous Canadians in areas like access to safe housing and educational opportunities as factors contributing to Indigenous involvement with the justice system.<sup>373</sup> Beverly Fullerton, Minister of Health, Mental Health and Addictions, Métis Nation–Saskatchewan, stated that:

This current system continues to be a conduit into the foster care and justice systems. The lack of supports and intervention mechanisms pre- and post-incarceration and the lack of foster care supports for those aging out of the system often lead to involvement in the justice system and recidivism, furthering the need for additional policing and public safety officers.<sup>374</sup>

Some witnesses rejected an incarceration-based approach. Brennan Merasty, Minister of Self Determination and Self Government and Justice, Métis Nation–Saskatchewan, explained that:

---

372 For example, see: INAN, *Brief*, Assembly of Manitoba Chiefs, p. 6; INAN, *Brief*, Nisichawayasihk Cree Nation, p. 8.

373 INAN, *Evidence*, 20 October 2025, 1645 (Cindy Woodhouse Nepinak, National Chief, Assembly of First Nations).

374 INAN, *Evidence*, 3 November 2025, 1625 (Beverly Fullerton, Minister of Health, Mental Health and Addictions, Métis Nation–Saskatchewan).



Again, institutional concepts don't work...Jail systems don't work. People are still doing drugs. They're still part of the drug trade when they are incarcerated.

Instead of coming to enforce us and back us into corners, reach out. Nurture us. Walk with us to do something different. That's what we need to do. That's what changed my life after 25 years of lived experience with drugs and addiction. It's not institutional concepts, ladies and gentlemen. It's doing something different. The cycle continues if you keep incarcerating our people.<sup>375</sup>

On the other hand, witnesses also stressed the critical role the justice system should play in protecting and ensuring justice for Indigenous victims of crime and Indigenous communities. Darren Montour, Chief of Police, Six Nations Police Service, for example, reminded the committee that most of the time, Indigenous police forces are dealing with situations where both the accused and the victim are Indigenous.<sup>376</sup> Particular concerns were raised about the pre-trial release on bail of individuals who have been charged with or convicted of multiple violent offences, as well as overly-lenient approaches to sentencing for certain types of violent crime and repeat offenders.<sup>377</sup> Some witnesses described a “revolving door”<sup>378</sup> justice system where some individuals released on bail or after completing their sentences continue to commit offences and are subsequently apprehended and released again, contributing to frustration and distrust with the criminal justice system.<sup>379</sup> For example, Grant Buckskin, Chief of Police, Blood Tribe Police Service, said that:

---

375 INAN, [Evidence](#), 3 November 2025, 1600 (Brennan Merasty, Minister of Self Determination and Self Government and Justice, Métis Nation–Saskatchewan).

376 INAN, [Evidence](#), 19 November 2025, 1710 (Darren Montour, Chief of Police, Six Nations Police Service).

377 INAN, [Evidence](#), 20 October 2025, 1555 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, [Evidence](#), 22 October 2025, 1700 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, [Evidence](#), 3 November 2025, 1555 (Dave Lamouche, President, Metis Settlements General Council); INAN, [Evidence](#), 19 November 2025, 1710 (Darren Montour, Chief of Police, Six Nations Police Service); INAN, [Evidence](#), 24 November 2025, 1710, 1715 (Lyle Herman, Mayor, Northern Village of La Loche, As an Individual).

378 INAN, [Evidence](#), 3 November 2025, 1555 (Dave Lamouche, President, Metis Settlements General Council); INAN, [Evidence](#), 19 November 2025, 1745 (David Chartrand, President, National Government of the Red River Métis, Manitoba Métis Federation).

379 INAN, [Evidence](#), 20 October 2025, 1555 (Abram Benedict, Ontario Regional Chief, Chiefs of Ontario); INAN, [Evidence](#), 3 November 2025, 1555 (Dave Lamouche, President, Metis Settlements General Council); INAN, [Evidence](#), 19 November 2025, 1745 (David Chartrand, President, National Government of the Red River Métis, Manitoba Métis Federation); INAN, [Evidence](#), 19 November 2025, 1710 (Darren Montour, Chief of Police, Six Nations Police Service).

Our bail and our catch and release programs are ineffective. We go out, catch a bad guy, put him in jail and he's back out. You're sitting there looking at his criminal record and his past and thinking that perhaps this guy should not be out, yet he's right back out.<sup>380</sup>

Some witnesses suggested that greater weight should be placed on the safety of the public in bail and sentencing under the *Criminal Code*.<sup>381</sup> The committee heard calls for bail and sentencing reforms.<sup>382</sup>

Some witnesses suggested that Indigenous-led justice solutions could address challenges in the justice system. Andrea Sandmaier, President, Otipemisiwak Métis Government, argued that “we cannot separate community safety from bail reform or justice reform. A system that releases violent offenders without proper accountability, while continuing to criminalize [I]ndigenous poverty and addiction, is not keeping anyone safe.”<sup>383</sup> Julie McGregor, Chief of Staff, Assembly of First Nations suggested that First Nations community-based policing could deter reoffending. She described First Nations-led policing as “more community-centred, so there’s an ability for offenders to be recommended to go to treatment. There's more input from police officers when it's time for bail hearings.”<sup>384</sup>

Other witnesses described challenges diverse groups of Indigenous People face within the justice system more broadly. Hilda Anderson-Pyrz, President, National Family and Survivors Circle Inc., explained that Indigenous women, girls and Two-Spirit and gender-diverse people “often do not seek or receive...justice within the justice system because we know it's continuously plagued by systemic failures.”<sup>385</sup> Similar to policing, the committee heard about limited Métis-specific programs and services within the justice system. Beverly Fullerton, Minister of Health, Mental Health and Addictions, Métis

---

380 INAN, [Evidence](#), 22 October 2025, 1700 (Grant Buckskin, Chief of Police, Blood Tribe Police Service).

381 Ibid.; [Criminal Code](#), R.S.C., 1985, c. C-46; INAN [Evidence](#), 3 November 2025, 1555 (Dave Lamouche, President, Metis Settlements General Council).

382 INAN, [Evidence](#), 3 November 2025, 1555 (Dave Lamouche, President, Metis Settlements General Council); INAN, [Evidence](#), 22 October 2025, 1700 (Grant Buckskin, Chief of Police, Blood Tribe Police Service); INAN, [Evidence](#), 19 November 2025, 1710 (Darren Montour, Chief of Police, Six Nations Police Service); INAN, [Evidence](#), 24 November 2025, 1700, 1715 (Lyle Herman, Mayor, Northern Village of La Loche, As an Individual); INAN, [Evidence](#), 19 November 2025, 1745 (David Chartrand, President, National Government of the Red River Métis, Manitoba Métis Federation).

383 INAN, [Evidence](#), 3 November 2025, 1645 (Andrea Sandmaier, President, Otipemisiwak Métis Government). See also: INAN, [Evidence](#), 22 October 2025, 1700 (Grant Buckskin, Chief of Police, Blood Tribe Police Service).

384 INAN, [Evidence](#), 20 October 2025, 1705 (Julie McGregor, Chief of Staff, Assembly of First Nations).

385 INAN, [Evidence](#), 24 November 2025, 1610 (Hilda Anderson-Pyrz, Chair, National Family and Survivors Circle Inc.).



Nation–Saskatchewan, said that “being Métis, when we go into incarceration or into these systems, we are always known as the forgotten people. We lack the programs and services specific to...Métis.”<sup>386</sup>

While some witnesses described the need for bail and sentencing reforms, others described the importance of Indigenous-led justice approaches. Some witnesses noted the importance of revitalizing and reclaiming First Nations laws and legal systems as part of a broader approach to Indigenous-led community safety and a central part of reconciliation.<sup>387</sup> The committee heard that Indigenous justice systems could be recognized by the federal government as per the Truth and Reconciliation Commission of Canada’s Call to Action 42.<sup>388</sup> This Call to Action calls upon the federal, provincial and territorial governments to recognize and implement Indigenous justice systems in accordance with Aboriginal and treaty rights as well as the *United Nations Declaration on the Rights of Indigenous Peoples*.<sup>389</sup>

Similar to policing, witnesses shared examples of Indigenous-led approaches to criminal justice and sentencing. Doris Bill, former chief of Kwanlin Dün First Nation, noted that some communities in Yukon operate sentencing circles and other justice initiatives. Doris Bill described approaches in her community:

Circle sentencing, in our community anyway, was at times an alternative to the court system. It was a traditional alternative where you would sit in a circle. The victim and the perpetrator would be part of that circle. They would come up with an alternative to the mainstream sentencing...I believe in some communities it works very well. In some communities it works for a while, and then it falls by the wayside.

[...]

It's meant to be part of restitution. Individuals are able to talk to the victim and the family and the community. It's restitution to the community. The community is part of that circle.<sup>390</sup>

---

386 INAN, *Evidence*, 3 November 2025, 1600 (Beverly Fullerton, Minister of Health, Mental Health and Addictions, Métis Nation–Saskatchewan).

387 INAN, *Brief*, Nisichawayasihk Cree Nation, p. 5; INAN, *Brief*, Assembly of First Nations, p. 1.

388 INAN, *Brief*, House of Wolf and Associates Inc., p. 8.

389 Ibid.; INAN, *Evidence*, 22 October 2025, 1810 (Una Gair, Chief Operations Officer, House of Wolf and Associates Inc.).

390 INAN, *Evidence*, 20 October 2025, 1620 (Doris Bill, Former Chief of Kwanlin Dün First Nation, As an individual).

The RCMP said that for restorative justice programs to work effectively in a community, they must be community-based.<sup>391</sup>

The committee also heard about the Teslin Tlingit Council in Yukon, who negotiated an agreement with the federal and territorial governments on the administration of justice in 2011 to establish a Peacemaker Court to resolve matters using Tlingit laws and principles.<sup>392</sup> The Nisichawayasihk Cree Nation in Manitoba described their Peacekeepers Court as well as a Community Youth Cree Court to address issues related to youth criminal justice in a manner that “emphasize[s] healing, accountability, and reconciliation over punitive measures” and provides a culturally appropriate alternative approach to “reduce recidivism and build community cohesion.”<sup>393</sup> The Kee Tas Kee Now Tribal Council located in Alberta indicated that community-based justice measures, such as sentencing circles, allowed the community to take an active role in healing, promoting accountability and determining culturally appropriate sanctions and rehabilitation plans.<sup>394</sup> David Chartrand, President, National Government of the Red River Métis, Manitoba Métis Federation, noted his involvement, alongside some judges, in the development of a community-based court model for decision making and adjudication in Indigenous communities.<sup>395</sup> By ensuring that justice is community-based, this court model would be aligned with Métis judicial traditions.<sup>396</sup> The committee also heard examples of federal and provincial justice strategies, including the British Columbia First Nations Justice Strategy and the federal Indigenous Justice Strategy, which was released in March 2025.<sup>397</sup> The Nisichawayasihk Cree Nation noted that some of their efforts to pursue the recognition of Indigenous jurisdiction over the administration of justice are supported by the federal Indigenous Justice Strategy.<sup>398</sup>

Despite witness descriptions of the importance of Indigenous justice initiatives, not all communities may be able to participate. For example, Andrea Sandmaier, President, Otipemisiwak Métis Government said that their restorative justice program could not

---

391 INAN, Reference Document, RCMP, p. 2.

392 INAN, [Brief](#), House of Wolf and Associates Inc., p. 4.

393 INAN, [Brief](#), Nisichawayasihk Cree Nation, p. 8.

394 INAN, [Brief](#), Kee Tas Kee Now Tribal Council, p. 10.

395 INAN, [Evidence](#), 19 November 2025, 1810 (David Chartrand, President, National Government of the Red River Métis, Manitoba Métis Federation).

396 Ibid.

397 Government of Canada, [The Indigenous Justice Strategy](#).

398 INAN, [Brief](#), Nisichawayasihk Cree Nation, pp. 3, 8.



continue due to a lack of funding.<sup>399</sup> In response, witnesses called for funding for Indigenous justice initiatives.<sup>400</sup> Therefore, the committee recommends:

### **Recommendation 25**

**That the Government of Canada continue to implement priority actions outlined in the Indigenous Justice Strategy.**

## **CONCLUSION**

Public safety initiatives play an essential role in ensuring that everyone in Canada, including Indigenous individuals, feels safe in their homes and communities. Indigenous Peoples have been developing their own public safety approaches in response to gaps in policing in their communities. Indigenous Peoples and communities are best placed to determine which public safety approaches would work best for them. This report and its recommendations aim to create the conditions to support Indigenous-led approaches to public safety through federal legislation and program reform.

The committee recognizes the importance and urgency of changes to improve public safety. As the Kee Tas Kee Now Tribal Council explained,

Indigenous policing is not merely about enforcing laws; it is about empowering communities, healing historical wounds, and reclaiming sovereignty over the safety and well-being of Indigenous Nations. The time for pivotal, committed action is now. The future safety, dignity, and resilience of Indigenous communities depend on it.<sup>401</sup>

---

399 INAN, *Evidence*, 3 November 2025, 1720 (Andrea Sandmaier, President, Otipemisiwak Métis Government).

400 Ibid.; INAN, *Brief*, Nisichawayasihk Cree Nation, p. 9.

401 INAN, *Brief*, Kee Tas Kee Now Tribal Council, p. 10.

## APPENDIX A: LIST OF WITNESSES

The following table lists the witnesses who appeared before the committee at its meetings related to this report. Transcripts of all public meetings related to this report are available on the committee’s [webpage for this study](#).

Organizations and Individuals	Date	Meeting
<b>Office of the Auditor General</b> Andrew Hayes, Deputy Auditor General Jennifer Hum, Audit Project Leader Jo Ann Schwartz, Principal	2025/10/08	4
<b>As an individual</b> Doris Bill, Former Chief of Kwanlin Dün First Nation	2025/10/20	5
<b>Assembly of First Nations</b> Julie McGregor, Chief of Staff Cindy Woodhouse-Nepinak, National Chief	2025/10/20	5
<b>Assembly of First Nations Quebec-Labrador</b> Francis Verreault-Paul, Chief	2025/10/20	5
<b>Chiefs of Ontario</b> Grand Chief Abram Benedict, Ontario Regional Chief	2025/10/20	5
<b>Sûreté du Québec</b> Robert Durant, Captain, Director of Val-d’Or RCM Service Centre	2025/10/20	5
<b>Blood Tribe Police Service</b> Grant Buckskin, Chief of Police	2025/10/22	6
<b>House of Wolf and Associates Inc.</b> Una Gair, Chief Operations Officer Georgina Nagano, Founder and Chief Executive Officer	2025/10/22	6
<b>Service de police de Pikogan</b> Annick Wylde, Director	2025/10/22	6

<b>Organizations and Individuals</b>	<b>Date</b>	<b>Meeting</b>
<b>Treaty Three Police Service</b> Cheryl Gervais, Chief of Police	2025/10/22	6
<b>Eel River Bar First Nation</b> Chief Christopher George	2025/10/27	7
<b>Eskasoni First Nation</b> Chief Leroy Denny	2025/10/27	7
<b>Tsuut'ina Nation Police Service</b> Keith Blake, Chief of Police	2025/10/27	7
<b>First Nations Chiefs of Police Association</b> Jerel Swamp, President, Chief, Rama Police Service	2025/10/29	8
<b>Kahnawake Peacekeepers</b> Dwayne Zacharie, Chief Peacekeeper	2025/10/29	8
<b>Long Point First Nation</b> Steeve Mathias, Chief	2025/10/29	8
<b>Nishnawbe Aski Nation</b> Alvin Fiddler, Grand Chief	2025/10/29	8
<b>Ontario Provincial Police</b> Marcel Beaudin, Inspector, Indigenous Policing Bureau Michael Kreis, Inspector	2025/10/29	8
<b>As an individual</b> Prof. Mylène Jaccoud, Professor, School of Criminology, Université de Montréal Prof. Naiomi Metallic, Associate Professor and Chancellor's Chair of Aboriginal Law and Policy, Dalhousie University	2025/11/03	9
<b>Métis Nation-Saskatchewan</b> Beverly Fullerton, Minister of Health, Mental Health and Addictions Brennan Merasty, Minister of Self Determination and Self Government and Justice	2025/11/03	9
<b>Metis Settlements General Council</b> Dave Lamouche, President	2025/11/03	9

<b>Organizations and Individuals</b>	<b>Date</b>	<b>Meeting</b>
<b>Otipemisiwak Métis Government</b> Andrea Sandmaier, President Garrett Tomlinson, Senior Director, Self Government	2025/11/03	9
<b>Department of Indigenous Services</b> Lisa Smylie, Assistant Deputy Minister, Strategic Policy and Partnerships	2025/11/05	10
<b>Department of Public Safety and Emergency Preparedness</b> Hon. Gary Anandasangaree, P.C., M.P., Minister of Public Safety Talal Dakalbab, Senior Assistant Deputy Minister, Crime Prevention Branch Adrian Walraven, Director General, Indigenous Affairs, Crime Prevention Branch	2025/11/05	10
<b>Royal Canadian Mounted Police</b> C/Supt Lindsay Ellis, Commanding Officer of "M" Division SD/ Commr Bryan Larkin, Senior Deputy Commissioner	2025/11/05	10
<b>Indigenous Police Chiefs of Ontario</b> James Killeen, Vice President, Chief of Police, United Chiefs and Councils of Manitoulin Anishinaabe Police Service Kai Liu, Executive Director, Chief of Police (Retired) - Treaty Three Police Service Jeff Skye, Chief of Police, Anishinabek Police Service	2025/11/19	12
<b>Manitoba Métis Federation</b> David Chartrand, President, National Government of the Red River Métis	2025/11/19	12
<b>Six Nations Police Service</b> Darren Montour, Chief of Police	2025/11/19	12
<b>Stl'atl'imx Tribal Police Service</b> Deborah Doss-Cody, Chief Officer	2025/11/19	12

<b>Organizations and Individuals</b>	<b>Date</b>	<b>Meeting</b>
<b>As an individual</b> Lyle Herman, Mayor, Northern Village of La Loche Sheila North, Indigenous Advocate and Advisor Lloyd Yew, Chief Executive Officer, Turtle Island Private Investigators Inc.	2025/11/24	13
<b>Assembly of Manitoba Chiefs</b> Michael Yellowback, Chief	2025/11/24	13
<b>National Family and Survivors Circle Inc.</b> Hilda Anderson-Pyrz, President	2025/11/24	13
<b>Prince Albert Grand Council</b> Joseph Tsannie, Vice-Chief	2025/11/24	13
<b>Garden River First Nation</b> Karen Bell, Chief	2025/11/26	14
<b>Gi-Ganawenima'Anaanig #231 Implementation Committee (Manitoba)</b> Sandra DeLaronde, Project Lead	2025/11/26	14
<b>Office of the Parliamentary Budget Officer</b> Govindadeva Bernier, Director, Budgetary Analysis Jason Jacques, Interim Parliamentary Budget Officer	2025/11/26	14

## APPENDIX B: LIST OF BRIEFS

---

The following is an alphabetical list of organizations and individuals who submitted briefs to the committee related to this report. For more information, please consult the committee's [webpage for this study](#).

**Assembly of First Nations**

**Assembly of Manitoba Chiefs**

**BC First Nations Justice Council**

**Clear Direction – Indigenous Consulting and Facilitation Services**

**First Nations Lands Advisory Board**

**House of Wolf and Associates Inc.**

**Inuit Tapiriit Kanatami**

**Kahnawake Peacekeepers**

**Kee Tas Kee Now Tribal Council**

**Manitoba Keewatinowi Okimakanak Inc.**

**Métis National Council**

**Métis Nation of Ontario**

**National Police Federation**

**Nisichawayasihk Cree Nation**

**Office of the Minister of Justice and Attorney General of Manitoba**

**Otipemisiwak Métis Government**

**Quebec Association of First Nations and Inuit Police Directors**

**Parliamentarian**

**Hon. Mary Jane McCallum, Senator, Manitoba**



## REQUEST FOR GOVERNMENT RESPONSE

Pursuant to Standing Order 109, the committee requests that the government table a comprehensive response to this report.

A copy of the relevant *Minutes of Proceedings* ([Meetings Nos. 4 to 10, 12 to 15, 33, and 38](#)) is tabled.

Respectfully submitted,

Terry Sheehan  
Chair

