



Follow-up to the Responses to the Calls for Justice of the Québec Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls (NIMMIWG)

PROGRESS REPORT

MAY 2025

RECOMMANDATIONS TRANSVERSALES

RECOMMENDATION 1

Establish an independent mechanism to report annually to the National Assembly of Québec on the implementation of the Calls for justice included in this and other reports of the Final Report.

GOVERNMENT INITIATIVES

The Secrétariat aux relations avec les Premières Nations et les Inuit (SRPNI)

The Québec government is not prioritizing the establishment of an independent mechanism as contemplated in the Call to Action. Instead, it intends to report transparently on the implementation of the Calls for Justice of the NIMMIWG addressed to it.

Moreover, the Protecteur du citoyen established a team dedicated to relations with members of the First Nations and Inuit and is currently working on the follow-up to the Viens Commission's calls to action, which may overlap with the NIMMIWG's calls to justice.

RECOMMENDATION 2

That the Québec government and the Indigenous governments promptly collaborate with Québec Indigenous women and girls, including the members of the 2SLGBTQIA+ communities, to establish an action plan to prevent and eliminate all forms of violence toward them.

Participate in the development and the implementation of a National Action Plan, as outlined in Call for Justice 1.1 in the National Report.

Related recommendation: CERP 86

GOVERNMENT INITIATIVES

The Secrétariat aux relations avec les Premières Nations et les Inuit (SRPNI)

The 2022-2027 Government Action Plan for the Social and Cultural Wellness of the First Nations and Inuit contains the government priorities to be implemented in collaboration with the First Nations and the Inuit, including Indigenous women's organizations. One of the priorities pinpointed focuses on the challenges and issues that Indigenous women are facing, including several initiatives to combat violence.



The Government of Québec is in dialogue with and participates in the Federal-Provincial-Territorial Working Group on the National Inquiry into Missing and Murdered Indigenous Women and Girls, as well as the roundtables of Indigenous leaders and representatives and federal-provincial-territorial ministers on missing and murdered Indigenous women, girls and 2SLGBTQI+ people convened by Crown Indigenous Relations and Northern Affairs Canada.

Québec supports the common goal of combatting violence against Indigenous women and girls and is implementing provincial measures to this effect within the scope of its jurisdiction, as indicated in this document. The Government of Québec also supports the idea of a Canada-wide action plan, as long as it is developed in collaboration with all partners.

The Secrétariat à la condition féminine (SCF)

La Stratégie gouvernementale intégrée pour contrer la violence sexuelle, la violence conjugale et Rebâtir la confiance 2022-2027 (SCF) presents 11 initiatives to meet the specific needs of First Nations and Inuit women and girls. *La Stratégie gouvernementale pour l'égalité entre les femmes et les hommes 2022-2027* includes four initiatives aimed at First Nations and Inuit women and girls. One initiative seeks to encourage and promote egalitarian relationships between First Nations and Inuit women and men in Québec.

The Ministère de la Justice (MJQ)

In the context of the adoption in 2021-2022 of priority actions to combat femicides, the MJQ is jointly carrying out with the SCF a measure aimed at the rehabilitation of individuals grappling with violent behaviour. The portion of the measure under the responsibility of the MJQ is partly funded through the budget allowance related to the *Plan d'action gouvernemental en matière de violence conjugale 2018-2023 pour l'adoption de mesures propres aux milieux autochtones* (\$14 million for the period 2018-2023) and the budget allowance to implement the recommendations of the commissions of inquiry (\$200 million for the period 2020-2025). Four proposals of services to counteract conjugal and domestic violence in Indigenous communities were selected in 2021-2022, and one targeted call for proposals was conducted in 2022-2023. Three initiatives were funded in the wake of the last call for proposals.

To provide a framework for granting this funding, a support program was created, called the Programme de soutien aux services pour contrer la violence conjugale et familiale en milieu autochtone. In 2023-24, the program funded six service proposals to combat domestic and family violence. This program was extended for an additional year, until March 31, 2025, to continue supporting existing projects for organizations that desired this support. Four projects were thus maintained in 2024-2025.

To contribute to reducing violence toward Indigenous women, the MJQ has carried out the following initiatives since 2019:

- support for a legal information project aimed at Indigenous women on recourse and resources in the realm of sexual assault. The project, launched in 2019 by Quebec Native Women (QNW) should be completed in the fall of 2023;
- measures to make emergency financial assistance available to Indigenous people;
- funding for Indigenous victim support services until March 31, 2025;
- the elaboration for the interveners from the specialized court of specific training devoted to the context of conjugal and domestic violence and sexual abuse in the Indigenous communities.

These initiatives also respond to Call for Justice 6.

The Ministère de la Sécurité publique (MSP)

Under measure 1.1.9 of *The 2017-2022 Government Action Plan for the Social and Cultural Development of the First Nations and Inuit*, the MSP has supported QNW to establish and implement local action plans to counteract sexual violence.

In the context of the 2021-2026 priority actions to counteract conjugal violence and femicides, on June 3, 2021, the Québec government announced \$9.8 million in funding to add to staff on Indigenous police forces (IPFs) devoted to conjugal violence and ensure better care for victims and enhanced surveillance of offenders at all stages in the continuum of interventions.

As of May 15, 2025, 19 agreements had been concluded with the IPFs under this initiative.

Thanks to the additional funds obtained under the *2022-2027 Government Action Plan for the Social and Cultural Wellness of the First Nations and Inuit* and the *Stratégie gouvernementale intégrée pour contrer la violence sexuelle, la violence conjugale et Rebâtir la confiance 2022-2027*, as of 2023-2024, the MSP has expanded the mandate of this new staff to include handling cases of sexual violence; eighteen communities also received new staff specializing in domestic violence and sexual violence.

These initiatives also respond to Call for Justice 6.

Furthermore, on December 3, 2021, the MSP unveiled the Plan d'action gouvernemental 2021-2026 en réponse aux recommandations de la Commission spéciale sur l'exploitation sexuelle des mineurs : Briser le cycle de l'exploitation sexuelle. Under the action plan, a public awareness-raising campaign was launched in 2022 to foster a change of attitude and seek widespread mobilization to combat sexual violence. The First Nations and Inuit "I'm not for sale" campaign was launched on March 4, 2024. Developed in collaboration with Indigenous organizations, the campaign is available in French, English and several Indigenous languages. Promotional material can be found on the website Quebec.ca. In addition, a second phase of the awareness campaign took place from March 10 to 30, 2025, and was aimed directly at employers and workers in remote regions, the topic of which was "*Buying Sexual Services Could Cost You Dearly.*" Moreover, the MSP will support research projects to better document sexual violence in First Nations and Inuit communities.

RECOMMENDATION 3

Realize and prioritize the implementation of the Government Action Plan for the Social and Cultural Development of the First Nations and Inuit.

GOVERNMENT INITIATIVES

The SRPNI, in collaboration with the government departments and bodies concerned

The implementation of the *2017-2022 Government Action Plan for the Social and Cultural Development of the First Nations and Inuit* ended on March 31, 2022. To pursue its initiatives devoted to significant social and cultural questions, the government renewed its commitment to the First Nations and the Inuit by launching *The 2022-2027 Government Action Plan for the Social and Cultural Wellness of the First Nations and Inuit* entitled *Together for Future Generations*, accompanied by a \$141.1-million budget over five years. Meetings are held periodically with Indigenous organizations to take stock of the implementation of the action plan and discuss the optimization of its rollout. As announced in the action plan, the SRPNI and relevant ministries and agencies have been meeting with Indigenous organizations since June 2024 to review the implementation of the action plan and discuss how to optimize it.

RECOMMENDATION 4

Establish an independent, multi-jurisdictional civil entity to protect Indigenous citizens, with the mission to protect their rights, receive complaints, investigate, and report on the quality of the public services provided to the members of the Indigenous communities receive, as is proposed in Call for Justice 1.7 in the National Report.

GOVERNMENT INITIATIVES

The Québec government is not prioritizing the establishment of an independent, specifically Indigenous civil entity as stipulated in the Call for Justice. However, it should be noted that the Québec Ombudsman, an impartial, independent public entity established in 1968, works with all Quebecers. His mission is to ensure respect for Quebecers' rights in their relations with Québec public services and the integrity of public services, and participate in their enhancement. It has also taken steps to ensure cultural safety for First Nations and Inuit members, through an inclusive and respectful approach.

In January 2023, the federal minister of Crown-Indigenous Relations and Northern Affairs Canada announced the appointment of a ministerial special representative to provide advice and recommendations on the implementation of Call for Justice 1.7 of the NIMMIWG Final Report, specifically to create the position of an Indigenous and human rights ombudsperson. In December 2023, Québec met with Special Representative Jennifer Moore Rattray. Her [report](#) was published by Crown-Indigenous Relations and Northern Affairs Canada in May 2024.

RECOMMENDATION 5

Establish a multidisciplinary crisis team devoted to missing Indigenous women and girls, including members of the 2SLGBTQQA+ communities in Québec.

GOVERNMENT INITIATIVES

The MSP

To implement recommendation 24 of the Advisory Committee on Policing Realities (CCRP), the government granted, within the context of the 2022-2023 budget, funding aimed at increasing the search efforts dedicated to disappearances and abductions. Initially for a period of three years, this funding was renewed in the 2025-2026 budget, bringing the total amount granted to just over \$28 M over eight years (2022-2030). The funding facilitated the establishment of the Équipe intégrée de coordination des disparitions et enlèvements (EICDE) comprising staff from the Sûreté du Québec (SQ) and the Service de police de la Ville de Montréal. The team has a mandate to coordinate and monitor in the field the cases reported to it by municipal and Indigenous police forces according to established parameters. Its implementation broadens search efforts devoted to abductions and disappearances, especially those involving First Nations and Inuit women and girls. The gradual introduction of the team began on October 1, 2022. This funding has made it possible to:

- increase the staff from the Sûreté du Québec and the Service de police de la Ville de Montréal (SPVM) assigned to disappearances and abductions;
- cover the purchase of a video camera and a thermal imagery system to better equip police officers during search and rescue operations;
- bolster the capacities of the Laboratoire de sciences judiciaires et de médecine légale;
- financially support the activities of the Association des familles de personnes assassinées ou disparues and the Réseau Enfants-Retour, two organizations that support families and the IPFs.

To promote the team's role and services, EICDE has been meeting with all the Indigenous and municipal police forces since 2023. As of December 31, 2024, the 22 IPFs have been met. The visits will all be done by the end of 2024.

The members of the SQ assigned to the EICDE have received or will receive the following training:

- an awareness-raising session devoted to Indigenous realities;
- training on the specific circumstances of the First Nations and the Inuit;
- training devoted to missing persons investigations that includes a section devoted to Indigenous realities (Ontario);
- training focusing on the introduction to the specific circumstances of Indigenous women.

The *Act to Assist in Locating Missing Persons* was assented to on October 5, 2023; its provisions are now in force. This law is intended to make it easier for police officers to obtain information concerning missing persons and, if these latter are underage or considered to be vulnerable, the person accompanying them. To this end, the Act stipulates that a judge of the Court of Québec or a presiding justice of the peace can, at the request of a police officer, order the communication of certain information concerning a missing person or the person accompanying such a person. It also enables the judge or presiding justice of the peace to grant at the request of a police officer authorization to enter a site, including a residential building. It stipulates that no one is exempt from complying with an order handed down pursuant to the Act because the information and documents to be communicated are protected by professional secrecy or may incriminate or expose the individual to any procedure or penalty. It enables a police force director to communicate certain information to the public if necessary to help find a missing person or when the missing person is found.

RECOMMENDATION 6

Fund the establishment and long-term operation of culturally appropriate resources, such as healing lodges, culturally appropriate shelters and halfway houses, for Indigenous women and girls, including members of 2SLGBTQQIA communities, in urban areas and in all Indigenous communities throughout Quebec

Related recommendation: CERP 93

GOVERNMENT INITIATIVES

The Ministère de la Santé et des Services sociaux (MSSS)

From 2020 to 2025, implementation of the cultural safety approach within the health and social services network (RSSS) with the partners (collaboration with the First Nations and Inuit [FNI]), the MSSS, as well as the establishments (\$15 M), which includes a culturally safe frontline service offering for Indigenous peoples in urban areas (\$28 M).

From 2025-2030, \$50 M for the continuation of initiatives to sustain support for Indigenous clients.

- Continuation of the measures in the 2020-2025 comprehensive implementation plan, defined in collaboration with the Advisory Committee on Cultural Safety (training, the assignment of liaison officers and navigators, support for good practices, and the adaptation of the conditions stipulated in the health and social services network complaint examination system).
- The needs have been evaluated of Indigenous women who are conjugal violence victims and their children exposed to violence in the realm of housing resources in urban environments (MSSS). This evaluation may guide the elaboration of measures with a view to adapting or developing the resources necessary to respond to the victims' needs (a commitment in the *2022-2027 Government Action Plan for the Social and Cultural Wellness of the First Nations and Inuit*).

- On December 5, 2024, the Government of Québec adopted the *Act to establish the cultural safety approach within the health and social services network*. This act aims to adapt services to the realities of the First Nations and Inuit, permits certain Indigenous stakeholders who are not members of a professional order to perform reserved acts in the field of mental health, creates a national committee, and requires annual reports on the practices implemented.
- Access has been broadened to culturally reassuring frontline services for Indigenous populations in urban environments, especially in Indigenous friendship centres: Val-d’Or, Senneterre, Chibougamau, Maniwaki, Montréal (4 projects), Trois-Rivières, La Tuque, Québec City (2 projects), Roberval/Alma/Saguenay, and Sept-Îles/Manicouagan.
- Commitments to implement priority actions for preventing femicides in marital contexts:
 - An amount of \$10 M over five years for the development of a service offering for domestic and family violence prevention and intervention in Nunavik was announced in 2021-2022. These funds are used to support the establishment of projects. Subsequently, these funds will be used to support the services offered at three mixed-gender shelters and one men’s shelter. This type of resource contributes to the safety net for preventing situations of domestic violence.
 - During the latest planned increases for shelters and support services for victims of domestic violence, lump sums were granted to the CLSC Naskapi and the Cree Board of Health and Social Services of James Bay (CCSSBJ). Indigenous shelters located in urban areas and those in Nunavik recognized by the Programme de soutien aux organismes communautaires also received increases.
- Commitments within the *Stratégie gouvernementale intégrée pour contrer la violence sexuelle, la violence conjugale et Rebâtir la confiance 2022-2027*
 - During the latest planned increases for shelters and support services for victims of domestic violence, lump sums were announced for the CLSC Naskapi, the Nunavik Regional Board of Health and Social Services, and the CCSSBJ. Indigenous shelters located in urban areas recognized by the Programme de soutien aux organismes communautaires also received increases.
 - In addition, within the context of action no. 16, two new second-stage Indigenous shelters in urban areas are currently offering services: one has operated in Capitale-Nationale since 2023-2024 and the other, in the Montréal region since 2024-2025.
- Commitments within the *Plan d’action gouvernemental pour le mieux-être social et culturel des Premières Nations et des Inuit 2022-2027*
 - The MSSS has committed to conducting an assessment of the accommodation needs of female victims of domestic violence for Indigenous women and their children in urban environments. This work has not yet begun.

The MSP

Agreement with the Kapatakan Gilles Jourdain Community Residential Centre (CRC) situated in Maliotenam, which has 18 residence rooms and offers First Nations women and men culturally adapted rehabilitation programs.

Agreements have also been reached in recent years with CRCs located in urban areas and capable of providing accommodations for Indigenous people admitted to shelters, as well as with Indigenous organizations. These agreements allow several CRCs to offer enhanced and culturally appropriate services to clients. Two of these CRCs—one in the Montréal region and the other in the Québec City region—exclusively accommodate female clients.

The Programme de financement à la mission en exploitation sexuelle enables the funding of the Centre d’amitié autochtone Capetciwotakanik for its offering of culturally appropriate services to Indigenous Peoples in matters of sexual exploitation.

The SCF

The SCF launched the 2021-2022 call for proposals: sexual abuse and conjugal and family violence in an indigenous context. This call for proposals sought concrete responses to the problems of sexual violence and conjugal and domestic violence in Indigenous communities. A \$5.4-million budget allowance was initially planned for the call for proposals. In light of the enthusiastic response of Indigenous organizations and partners, the SRPNI added \$6 million from the funds granted to respond to the recommendations of the commissions of inquiry in order to fund a greater number of projects. Since March 2022, 30 projects have been funded under this call for proposals.

- Nine projects in the *Domestic and Family Violence* component aimed at prevention and awareness;
- Nine projects in the *Sexual Violence* component to combat sexual exploitation and other forms of sexual violence;
- Fifteen projects in the *Men and Healing* component to support culturally relevant local services that help Indigenous men and those around them in the context of domestic and family violence.

In 2024-2025, funding was continued for nineteen projects that had a duration of four years.

[To learn more about the projects.](#)

As part of the provincial strategy against sexual violence, the *Stratégie gouvernementale intégrée pour contrer la violence sexuelle, la violence conjugale et Rebâtir la confiance 2022-2027*, six new projects addressing sexual, domestic and family violence in Indigenous settings were announced for 2023–2024, for a total of \$1.8 million.

The Ministère de la Justice (MJQ)

In the context of the adoption in 2021-2022 of priority actions to combat femicides, the MJQ is jointly carrying out with the SCF a measure aimed at the rehabilitation of individuals grappling with violent behaviour. The portion of the measure under the responsibility of the MJQ is partly funded through the budget allowance related to the *Plan d'action gouvernemental en matière de violence conjugale 2018-2023 pour l'adoption de mesures propres aux milieux autochtones* (\$14 million for the period 2018-2023) and the budget allowance to implement the recommendations of the commissions of inquiry (\$200 million for the period 2020-2025). To provide a framework for granting this funding, a support program was created, called the Programme de soutien aux services pour contrer la violence conjugale et familiale en milieu autochtone. In 2023–2024, the program funded six service proposals to fight domestic and family violence.

The Société d'habitation du Québec (SHQ)

Funding for a housing project for Indigenous women and children who are the victims of domestic violence was announced in March 2022. The Maison communautaire Missinak received \$3 million in financial assistance. Of this amount, \$1 million comes from the \$200-million budget granted to the SRPNI to implement the recommendations of the commissions of inquiry. The shelter for Indigenous women and children who are victims of violence opened its doors in April 2024.

What is more, the SHQ and the SRPNI have contributed financially to a 23-unit second phase housing project for Indigenous women in the Native Women's Shelter of Montreal, slated to open in 2023.

RECOMMENDATION 7

Fund and disseminate the awareness-raising campaigns elaborated by Indigenous organizations to prevent, denounce, de-normalize, and address violence against Indigenous women and girls, including the members of the 2SLGBTQQIA+ in Québec.

Related recommendation: CERP 20

GOVERNMENT INITIATIVES

The SRPNI, in collaboration with the SCF

In June 2022, the SRPNI, in collaboration with the SCF, conducted an awareness campaign focusing on conjugal and domestic violence in First Nations and Inuit communities, elaborated in collaboration with Indigenous partners.

A third phase of this campaign is planned for 2025 and will be led by the SCF, in partnership with the SRPNI.

RECOMMENDATION 8

Fully train Quebec based public service workers so that they can adapt their interventions to the socio-cultural realities of Indigenous people and the particular challenges faced by them

Related recommendations: CERP 25 and 26

GOVERNMENT INITIATIVES

The SRPNI

Two training programs devoted to Indigenous realities are offered to Québec public service employees. The SRPNI offers monthly training on work in Indigenous affairs, which has reached 2 926 people. The SRPNI and the MJQ developed the second program, offered online, focusing on awareness of Indigenous realities. All told, roughly 3 720 people have received this training in government departments and bodies.

The MSSS

Implement the cultural safety approach within the RSSS with the partners (collaboration with the FNI), the MSSS, and the establishments (MSSS, \$21.9 M, 2025-2030). This is a significant portion of the \$50 M provided in 2025-2030 to sustain support for Indigenous clients.

- Continuation of the measures in the 2020-2025 comprehensive implementation plan, defined in collaboration with the Advisory Committee on Cultural Safety (training, the assignment of liaison officers and navigators, support for good practices, and the adaptation of the conditions stipulated in the health and social services network complaint examination system).
- Training: March 22, 2025; 326 449 RSSS employees received general awareness training on Indigenous realities (99%).
- Design and distribution of a cultural safety training program tailored to the practice of the midwifery profession by Regroupement Les Sages-femmes du Québec, with the collaboration of Femmes autochtones du Québec.

On December 5, 2024, the Government of Québec adopted the *Act to establish the cultural safety approach within the health and social services network*. This act aims to adapt services to the realities of the First Nations and Inuit, permits certain Indigenous stakeholders who are not members of a professional order to perform reserved acts in the field of mental health, creates a national committee, and requires annual reports on the practices implemented.

The MJQ

A training program specifically addressing issues related to justice in Indigenous communities and aimed at deepening the awareness of the various stakeholders in the justice system was developed and has been available since July 2025. What is more, additional training focusing specifically on conjugal and domestic violence and sexual violence in Indigenous communities was made available to social-legal interveners in April 2023 for the purposes of launching the pilot projects of the specialized court.

RECOMMENDATION 9

Incorporate in the mandatory curriculum training developed together with Indigenous organizations on the socio-cultural, historical and contemporary realities of Indigenous Peoples

Related recommendation: CERP 22

GOVERNMENT INITIATIVES

The Ministère de l'Éducation (MEQ)

The MEQ is combining several complementary approaches. First, additions concerning the consideration of Indigenous realities have been made in the *Référentiel de compétences professionnelles de la profession enseignante* published in 2020.

At the same time, it is continuing its commitment to gradually integrate content on the socio-cultural, historical, and contemporary realities of Indigenous Peoples in all curricula where it appears relevant to do so, as well as to formalize the participation of FNI organizations in the work. In recent years, the MEQ has collaborated with FNI organizations in the process of updating certain training programs, including the new Québec Culture and Citizenship program, for which the FNI contributed to developing the content.

More recently, as part of the ongoing work to revise French language of instruction programs, the FNI have been involved from the outset and participated in consultations throughout the process via a committee. Teachers and educational advisors will also participate in testing the provisional program for the 2025-2026 school year.

The next curricula that will be revised and for which the FNI will be consulted are those in the field of science and technology.

The Ministère de l'Enseignement supérieur (MES)

- With the new human sciences program of study, the colleges must broach First Nations and Inuit realities and perspectives in the analysis of the questions examined in the program of study. This facet of the second goal of the specific training under the program of study was elaborated in collaboration with a teacher from Kiuna College.

RECOMMENDATION 10

Guarantee the permanent provision and availability of victim services in all Indigenous communities and in urban areas

GOVERNMENT INITIATIVES

The MJQ

The Crime Victims Assistance Centres (CAVAC) network comprises 17 centres, one in Inuit territory and one in Cree territory. The centres offer services in French, English, and certain Indigenous languages (Inuktitut, Cree, Innu, and Algonquin). Some 46 service points offer permanent, mobile, or directly on demand services to the Indigenous communities. The CAVAC network relies on 15 Indigenous interveners and a similar number of non-Indigenous persons who have been made aware of and trained to work with Indigenous victims.

An additional budget was granted to the MJQ in 2020 to enhance Indigenous victim support services. The measure was implemented both through additional positions in certain CAVACs and support for the development of services under the responsibility of Indigenous organizations. Accordingly, in 2021-2022, the Council of the Atikamekw Nation received a grant to develop such services and funding to hire interveners devoted to the Indigenous peoples was granted to the CAVAC de l'Abitibi-Témiscamingue, de la Côte-Nord et du Lac-Saint-Jean, and to the Cree and Inuit CAVACs.

Expressly for the Inuit, the CAVAC Nunavik continued its activities in 2024-2025 through its two service points in the courthouses of Kuujuaq and Puvirnituk and its three additional permanent service points (Kuujuarapik, Inukjuak, and Salluit). It also offers services in other communities within the context of the activities of the itinerant court. It can also offer services by telephone. The MJQ further supports the CAVAC Nunavik in the implementation and resumption of victim assistance service programs offered by the non-native CAVACs, in collaboration with SQ and the Commission québécoise des libérations conditionnelles.

The budget measure "Supporting the Funding of Indigenous Victim Assistance Services" in the 2025-2026 budget plan tabled on March 25, 2025, provides \$8.5 M over five years to continue funding positions serving Indigenous victims in certain CAVACs.

In 2022-2023, the MJQ granted financial assistance to the community of Akwesasne, the First Peoples Justice Centre of Montreal, and the CAVAC de Montréal to provide services to victims under their responsibility. In 2023-2024, funding continued for CAVAC workers, Akwesasne, the First Peoples Justice Center of Montreal and the Conseil de la Nation Atikamekw. In 2024-2025, the MJQ provided its financial support to the community of Akwesasne, the Conseil de la Nation Atikamekw, the First Peoples Justice Centre of Tiohtià:ke / Montreal, and the community of Kahnawake to provide services to Indigenous victims.

Since the adoption of the *Act to assist persons who are victims of criminal offences and to facilitate their recovery*, several measures to consider the specific needs of Indigenous victims have been implemented. First, a resource person has been hired to implement the measures, including an information dissemination strategy concerning compensation for crime victims in Indigenous communities. Among the measures to be implemented, mention should be made of the reimbursement of expenses related to culturally relevant healing services for Indigenous peoples who are crime victims.

RECOMMENDATION 11

All the police forces with jurisdiction in Quebec to systematically compile statistics on the number of reported disappearances and offences against the person committed against Indigenous women and girls, including members of 2SLGBTQIA+ communities, and that the Ministère de la Sécurité publique [Ministry of Public Security] publish these statistics on an annual basis

GOVERNMENT INITIATIVES

The MSP

Crime reporting by IPFs is conducted through the Uniform Crime Reporting (UCR) Survey, a program that the federal government administers (Statistics Canada).

The MSP is pursuing its discussions with the IPFs to assess the requisite human, physical and informational resources to ensure the transmission of their annual statistical data to the UCR.

RECOMMENDATION 12

Ensure the continuity of the tripartite agreements with Québec's Indigenous police forces by granting increased, long-term funding to cover all needs, especially as regards staff, training, and equipment.

Related recommendations: CERP 31 and 32.

GOVERNMENT INITIATIVES

The MSP

Negotiations are ongoing in this respect with the federal government and Indigenous authorities.

Work to establish, in collaboration with Indigenous authorities, a complete overview of the wages paid, infrastructure, and equipment available to the IPFs, as well as the geographic and social realities of the communities that they serve was completed during the 2022-2023 fiscal year. In light of the observations made, a prioritization plan governing the initiatives aimed at developing the organizational capacity of IPFs in Québec will be elaborated to ensure that the police forces benefit from the necessary resources to provide quality policing services that satisfy their specific needs.

Continuing along these lines, starting in 2023-2024, the Government of Canada provided new funds to Québec for the stabilization of police service delivery, including those for grouped IPFs, initially estimated at approximately \$22,1 M.

In the winter of 2023-2024, the federal government entered into twenty bilateral agreements totalling \$25.6 M with Indigenous communities. These agreements aimed to strengthen the IPFs' capacities in terms of non-recurring equipment. This exercise was conducted in collaboration with the Government of Québec and based on the work previously carried out to establish the state of the situation.

At the same time, the Government of Québec invested an additional \$24.2 M in 2023-2024 with certain IPFs, primarily in police infrastructure (\$17.8 M).

Additional funding was subsequently announced to ensure the financial stability and strengthen the organizational capacities of the IPFs. The additional funding allocated to all First Nations police forces is over \$130.3 M for the 2024-2025 to 2028-2029 fiscal years.

Additional funds of over \$262 M were also announced during the November 21, 2024, economic update for the funding of the Inuit IPF, in Nunavik, until 2028-2029.

In total, the additional contribution of the Government of Québec to stabilize and strengthen the IPFs is \$392 336 289 for the period of 2024-2025 to 2029-2030. Furthermore, the funding agreements include an annual indexation mechanism.

It should be noted that the current stabilization does not cover the Cree police force, since the funding agreements covering this IPF include a separate funding clause related to section 19.8 of the *James Bay and Northern Québec Agreement*.

Deliberations concerning the recognition of the IPFs as essential services are ongoing at the federal level and the MSP is participating actively on the Assistant Deputy Minister Federal-Provincial-Territorial Committee on Indigenous Policing.

Collaboration is ongoing with the Quebec Association of First Nation and Inuit Police Directors (QAFNIPD) and a Political Table comprising the Québec government and the Assembly of First Nations Quebec-Labrador (AFNQL) concerning public security was created in 2021-2022, which includes a technical committee focusing on police services.

What is more, on December 4, 2020, the Québec government undertook to broaden access among aspiring police officers hired by the IPFs to the Basic Training Program in Police Patrolling by investing \$3.8 million for the period 2021-2025. This enabled several aspiring police officers from the First Nations and Inuit communities to benefit from the government grant to cover initial training fees at the École nationale de police du Québec (ÉNPQ). 74 aspiring police officers thus obtained their diploma or began their training within the context of the measure (April 2021 to March 2025).

RECOMMENDATION 13

Coordinate between the various police forces to provide Indigenous peoples with access to effective public security services regardless of jurisdictional obstacles.

GOVERNMENT INITIATIVES

The MSP

The MSP has carried out several initiatives to promote the enhanced coordination of police forces, some of which are indicated below.

Commitments under the 2017-2022 Government Action Plan for the Social and Cultural Development of the First Nations and Inuit:

The MSP established a working committee on the training of future Indigenous police officers and police officers working in the Indigenous communities, including training in investigation.

The mandate of the committee, which met 31 times between July 19, 2018, and March 31, 2022, is indicated below.

- Foster exchanges in the realm of training future Indigenous police officers and police officers working in the Indigenous communities, including ongoing training with a view to increasing the number of Indigenous police officers on the police forces serving such communities and increasing the number of Indigenous students in the police training path.
- Reflect on the means of broadening access to police training for the Indigenous peoples. In this analysis, pinpoint obstacles at various levels, such as the language of instruction.
- Find solutions in order to better plan needs and facilitate the recruitment of Indigenous students, contribute to their graduation rate, and ensure their continued employment.

Spinoff from the working committee's deliberations includes:

- the adaptation of the training program according to the specific needs and realities of the Cree Nation and its funding by the MES;
- the elaboration of a communications strategy aimed at promoting among the Indigenous peoples Indigenous Police Technology college studies and police work. The campaign was initially launched in French and is now offered in French and in English;
- the MES has provided funding to support Indigenous students in their police training pathway.

In June 2024, a working committee was set up specifically to train and recruit Cree police officers.

The committee will continue to meet three or four times a year. Discussions will focus on the coordination and rollout of the communications strategy aimed at recruiting future Indigenous police officers and the promotion of the profession.

Agreement respecting the payment of a grant to the Quebec Association of First Nation and Inuit Police Directors for the period April 1, 2020, to March 31, 2025 (March 31, 2021)

This agreement financially supports the QAFNIPD's operations and contributes in passing to the development of the IPFs. Each year it facilitates the realization of measures aimed at enhancing police service delivery in Indigenous communities, especially those identified by the commissions of

inquiry, and enables the QAFNIPD to participate on various committees.

Agreement respecting the payment of a grant to the Quebec Association of First Nation and Inuit Police Directors to implement and operate a shared support services structure (January 11, 2022)

The agreement covers a Québec government grant to the QAFNIPD to establish and operate a shared support services structure with specialized resources that support the IPFs. The funding has enabled the QAFNIPD to hire two operational coordinators, a communications coordinator, and to fill an administrative position. This reinforcement has helped the IPFs to develop and manage their local initiatives through the elaboration of projects to support and make conjugal and domestic violence victims feel more secure.

The AFNQL-MSP technical committee

The committee first met on May 26, 2022. In the interval leading up to the second meeting on September 22, 2022, a status report was produced on the IPFs, and discussions focussed on the modernization of the *Police Act* related to the reinforcement of the IPFs and the Government of Canada's proposal to elaborate legislation on First Nations police services. To date, the committee has met five times and adopted a mandate that encompasses three priority issues:

- an evaluation of data collection needs focusing on police service infrastructure and funding (status report);
- information sharing and discussions on the initiatives undertaken following the publication of reports and follow-up to the recommendations, calls for action, and proposals put forward in the public investigation reports and the deliberations of expert panels;
- proposed policy directions pertaining to legislative amendments to enhance oversight related to public security services for the First Nations.

The committee did not sit in 2024-2025, nor since. Given the developments in many files (slowdown in the federal government's legislative work, pausing of the Québec government's legislative work, achievement of stabilization, etc.), a new mandate should be developed.

Annual symposium of Indigenous police directors

This annual event proposes several talks and emphasizes the work of Indigenous police officers with 15, 20, 30, or 40 years of service. In particular, it affords an opportunity for networking, ongoing training, and discussions between the partners involved in public security. The sixteenth edition was held in Lac-Beauport from June 10 to 12, 2025. The event was organized by the Quebec Association of First Nation and Inuit Police Directors.

RECOMMENDATION 14

Amend all laws governing the institutions responsible for training police officers and monitoring police work so as to impose the appointment of Indigenous representatives, including the Commission de formation et de recherche of the École nationale de police du Québec and the Bureau des enquêtes indépendantes.

GOVERNMENT INITIATIVES

The MSP

An Indigenous representative sat on the ENPQ board of directors from September 23, 2020, to January 16, 2023. In accordance with the *Act respecting the governance of state-owned enterprises*, a new Indigenous representative was appointed and has sat on the board of directors since May 29, 2024. With respect to the ENPQ's Commission de formation et de recherche, an Indigenous representative acted as an observer since June 18, 2021, before being officially appointed on November 1, 2024.

Amendments made to the *Police Act* (PL-72) now allow the Bureau des enquêtes indépendantes (BEI) to conduct a recruitment campaign among Indigenous people. In 2021-2022, the BEI thus issued a targeted call for applications to recruit investigators from Indigenous communities. An investigator from the Anishinaabe community was hired on August 4, 2023. Despite this hire, the BEI continues to evaluate various scenarios that would be favourable to the integration of new investigators from Indigenous communities, including the posting of a position for an Indigenous investigator in March 2025.

During the summer of 2024, the BEI posted a position for a liaison officer with Indigenous communities on several platforms. The call for applications was also published and transmitted through Indigenous communities to promote the hiring of First Nations and Inuit members. Following this posting, the BEI is proud to announce that a liaison officer with Indigenous communities took office on December 16, 2024. Her primary responsibilities are as follows: 1) advise BEI management to inform them of the expectations and needs of the First Nations and Inuit; 2) make the BEI's mission and mode of operation known to the FNI; 3) act as a resource person for Indigenous people; and 4) collaborate with members of the investigative unit on cases involving FNI members. Through its liaison officer, the BEI is in consultation with Indigenous communities.

Moreover, the BEI continues to provide collaborative follow-up with the various IPFs in order to inform them of the obligations incumbent upon them under the *Regulation respecting the conduct of the investigations of the Bureau des enquêtes indépendantes* as well as with respect to criminal allegations under the *Police Act*.

Related recommendations: CERP 25 and 26

GOVERNMENT INITIATIVES

The MSP

Several initiatives were carried out through the teaching activities of the Basic Training Program in Police Patrolling to train aspiring police officers with respect to Indigenous realities:

- The learning focused on policing in Indigenous communities that seeks proper intervention by patrol officers in the non-Indigenous police forces working with an Indigenous clientele in urban and semi-urban environments has been completely revised. The 90-minute training session has been offered since February 18, 2002, and since then, 715 aspiring police officers have been trained.
- Other learning has been revised to add specific indigeneity to scenarios on intrafamilial violence and systemic profiling.

The Basic Training Program in Police Patrolling intended for aspiring Indigenous police officers is adapted to the communities' needs and is offered in French and in English with the participation of Indigenous trainers. For example, it proposes more solo simulations, additional situation simulation exercises devoted to conjugal violence, suicide, and an intervention involving groups of revellers, training on fingerprinting, and DNA sampling. What is more, students are asked to intervene in a neighbouring Indigenous community to put certain techniques into practice.

The first cohort from a training path adapted to the recruiting and workforce retention needs of the Eeyou Eenou Police Force, the Basic Training in Police Patrolling – Alternative Program, began on August 22, 2022. The program, which combines the college training path and that of the Basic Training Program in Police Patrolling of the ÉNPQ and the duties of special constables in the community will satisfy the police force's expectations and foster the aspiring police officers' success. Seven candidates completed the first instruction unit and will return for three weeks to the ÉNPQ in the winter of 2023 at the conclusion of their college studies.

In April 2024, the ENPQ welcomed a remarkable cohort: the 250th cohort is made up of nine Indigenous candidates and nine non-native candidates. This is the first mixed cohort to join the initial patrol-gendarmerie training program offered in a format tailored to Indigenous realities. This approach promotes an enriched learning experience focused on openness, intercultural dialogue, and understanding of diverse professional realities.

The ÉNPQ has elaborated two workshops aimed at its staff. A two-hour workshop is offered on an ongoing basis to all staff devoted to awareness of contemporary Indigenous issues. A seven-hour pedagogical workshop focusing on second language training for an Indigenous clientele is offered to all instructors (180 instructors have been trained).

The ÉNPQ has added training in French and in English in police refresher training to its online course catalogue in partnership with the Canadian Police Knowledge Network: "Sensibilisation aux autochtones" ("Indigenous Awareness").

RECOMMENDATION 16

Hold specialized English training sessions every year and offer specialized training sessions to Indigenous police forces, specifically on investigating (École nationale de police du Québec)

Related recommendation: CERP 30

GOVERNMENT INITIATIVES

THE MSP

The IPFs have access to all refresher training at the ÉNPQ. The training programs are translated on an ongoing basis according to prioritization based on requalification requirements and the training needs expressed by English-speaking IPFs. Agreements have also been concluded with English-speaking training partners such as the Canadian Police Knowledge Network and the Ontario Police College (OPC), which enables the ÉNPQ to offer a more extensive catalogue of training programs in English.

The training program “Intervenir en matière de violence conjugale, intrafamiliale et sexuelle – CPA” developed by the ÉNPQ exclusively for the IPFs in collaboration with the Direction des poursuites criminelles et pénales and the MSP, has been translated and is now offered to all Indigenous police officers.

Specialized training programs were added in 2022 to the courses offered in English, in particular the Criminal Investigators Training program, a basic 10-day investigation program offered in partnership with the OPC. On September 2, 2022, 15 police officers from Québec English-speaking IPFs completed the program. The police investigators, from the Akwesasne Mohawk Police Service, Eeyou Eenou Police Force, Gesgapegiag Police Service, Kitigan Zibi Anishinabeg Police Department, Listuguj Police Department, Nunavik Police Service, and Timiskaming Police Service can now initiate police investigation cases to enable a specialized investigator to pursue and complete the investigation process. In certain cases, they can manage an investigation case in the IPF.

In the realm of investigations, the course on the NICHD child interview protocol is also offered in English.

Specialized online courses in English have been enhanced with the addition of courses developed by the Canadian Police Knowledge Network:

- introduction to human trafficking;
- consent law and common sexual assault myths;
- improving the reporting of cybercrime through the Uniform Crime Reporting Survey;
- using a trauma-informed approach.

Following the Québec government's December 4, 2020, announcement to broaden access by a greater number of Indigenous police officers to professional development training, between April 1, 2021, and March, 2025, 426 registrations were recorded from the 22 IPFs in police professional development, despite a two-month hiatus because of the pandemic. For the period April 1 to December 31, 2022, the ÉNPQ had already recorded 562 registrations in more than 50 courses. Between the announcement and March 31, 2024, a total of 819 people from 22 Indigenous police forces registered for professional development, which includes over 100 different courses, including 16 university courses.

Ultimately, 67 courses were translated and more than 40% of person-hours of training were offered in English within the context of the measure.

RECOMMENDATION 17

Appoint by election in each Indigenous community in Québec an independent liaison officer tasked with supporting community members in exercising the remedies available when their rights have been violated, and provide this person with specialized training on the realities faced by Indigenous women and girls, including members of 2SLGBTQIA communities; and that the Government of Canada and the Government of Quebec allocate long-term funding to help fulfill this mandate

Related recommendation: CERP 19

GOVERNMENT INITIATIVES

This call for action is aimed at the Indigenous communities and the Québec government is not, therefore, prioritizing the call for justice's implementation.

RECOMMENDATION 18

Immediately eliminate all discriminatory elements in the *Indian Act*, R.S.C. (1985), c. I-5.

GOVERNMENT INITIATIVES

Call to the Government of Canada

RECOMMENDATION 19

Approve and implement the *United Nations Declaration on the Rights of Indigenous Peoples* (UNDRIP)

Related recommendations CERP 2 and 3

GOVERNMENT INITIATIVES

The Québec government is willing to negotiate on an equal footing with the Indigenous nations and communities agreements focusing on themes of shared interest in order to give concrete expression to the principles of the UNDRIP. Such initiatives, some of which are under way, are in keeping with the motions to support the UNDRIP adopted by the National Assembly of Québec in 2019, 2020, and 2021.

RECOMMENDATION 20

Provide Indigenous families with all the information that it has about children who were apprehended following admission to a hospital or any other health centre in Quebec.

Several articles of the declaration are implemented through the laws and various agreements entered into between the Government of Québec and the Indigenous Nations. Here are a few examples:

Art. 24 respecting the right to conserve traditional medical practices and the right to access, without discrimination, all social and health services

- *Act to establish the cultural safety approach within the health and social services network*

Art. 3 respecting the right of Indigenous Peoples to freely pursue their economic, social, and cultural development: autonomous funds or revenue to support the development and well-being of the communities (economic development, housing, and priorities that they themselves target)

- *\$45 M reconciliation fund ([Pessamit Framework Agreement, 2024](#))*
- *\$10 M economic development fund ([Pikogan Agreement](#))*
- *Co-ownership of a transport line ([Hydro-Québec-Kahnawake Agreement](#))*

Art. 31 respecting the right to maintain, control, protect, and develop cultural heritage, traditional knowledge, and cultural expressions: measures to promote heritage, culture, and traditional activities:

- *Commitment to promoting culture and strengthening the safeguarding of language ([Wolastoqiyik Washipekuki Agreement](#))*
- *Measure allowing hunting over a large practice area and authorizing the council to issue individual and community hunting permits ([Gespeg Agreement](#))*

Renewal of the agreement on salmon (Nutashkuan)

Art. 32 concerning the obligation of States to consult with Indigenous Peoples and the right of the latter to define their priorities: measures to promote the increased participation of Indigenous Peoples in the decision-making processes relating to projects in their territories

- *Consultation protocol ([Wabanaki Agreement](#))*



GOVERNMENT INITIATIVES

The SRPNI

In June 2021, the Québec government had adopted the *Act to authorize the communication of personal information to the families of Indigenous children who went missing or died after being admitted to an institution* (the Act).

The Act came into force on September 1, 2021. It supports families humanely and respectfully in their search for information from health and social services institutions, organizations, or religious congregations. In collaboration with Indigenous organizations, the Québec government wishes to support families in their healing process and foster reconciliation.

To support families in their search for information, the Act departs from certain access regimes by allowing the communication of certain personal information concerning a child to the extended family or any significant person. Under certain conditions, the Act also stipulates that the Minister Responsible for Relations with the First Nations and the Inuit (the Minister) can investigate an establishment, an organization, or a religious congregation.

To ensure full support for families in their search for information, a new Direction de soutien aux familles (DSF) was established in the SRPNI on September 1, 2021. In collaboration with the Awacak – Petits êtres de lumière organization, this unit is carrying out searches at the request of 121 families wishing to obtain information relating to 209 children. Among other tasks, the DSF provides support for families in all their search efforts, ensures the coordination of a network of support workers in health and social services, and oversees the development of any approach and collaboration aimed at establishing an area of expertise required by the application of the Act. The DSF also helps families with their requests for exhumation, as well as with the repatriation, reburial and commemoration of their children.

The [fourth annual report](#) on the Act was tabled on April 24, 2025, then presented to families in the community of Mistissini on April 25, 2025.



RECOMMENDATION 21

Establish a commission of inquiry on the children taken from Indigenous families in Québec.

GOVERNMENT INITIATIVES

The SRPNI

The Québec government adopted the Act on June 3, 2021. The new DSF has administered the Act since it came into force on September 1, 2021, working in close collaboration with organizations representing the families.

The Minister reports annually to the government on the administration of the Act. The report is presented to the National Assembly and in the Indigenous communities. The first such report was tabled in the National Assembly on April 28, 2022, then presented to Indigenous families in the community of Pakua Shipi on April 29, 2022. The second annual report was submitted on April 20, 2023.

The monitoring committee on the carrying out of the Act was established in October 2021, comprising the representatives of Indigenous organizations and the opposition parties. The committee has a mandate to monitor the administration of the Act and make recommendations in this respect. A total of five recommendations were issued for 2021–2023, as well as seven additional recommendations for 2023–2024. The annual reports document their implementation.

Through these bodies and in keeping with the preamble of the Act, the Québec government is ensuring the full administration of the Act in a spirit of respect for all the needs of the families in their quest for the truth and their healing. By facilitating access to the personal information that it allows the families, the investigative powers attributed to the Minister under certain conditions, and the accountability mechanisms stipulated, the Act thus responds to Call for Justice 21.

The Québec government is closely monitoring its administration to make provision, if need be, for other phases in the responses to this Call for Justice, according to the needs that the families express.

