



Project NATTERJACK

# National After-Action Review

into the RCMP's response to the 2022 Freedom Convoy

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Catalogue Number: PS64-220/2024E-PDF  
ISBN: 978-0-660-70609-2



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## External Reviewer introduction

After almost 35 years of public service with the Royal Canadian Mounted Police (RCMP) and having performed a myriad of uniform, Federal Policing, and international liaison duties, I retired in December 2021, in the midst of a global public health crisis that, in some ways united us, but in others, sadly, divided us. Nobody was exempt from the unforeseen impacts (social, economic, political) a global pandemic would bring to bear on individuals, families, businesses, and governments – it truly was “unprecedented.” In Canada, the impacts and stress of fighting this pandemic contributed to growing frustrations and disenchantment for some, which culminated in a series of demonstrations across the country, referred to as the “Freedom Convoy.”

As an Ottawa resident, I felt a strong sense of connection to and empathy for the people of Ottawa, and also to Canadians in other communities negatively impacted by the actions of demonstrators. My professional life of public service innately pulled me to lend a hand to the employees of the RCMP and other law enforcement colleagues facing this unprecedented, dynamic, and challenging set of circumstances. I appreciated the delicate balance law enforcement officials had to strike between the *Charter* protected freedoms of thought, belief, expression, and peaceful assembly with the impact unlawful actions had on others’ desire to get on with their everyday lives – as difficult and restrictive as that already was in a global pandemic. I was keenly aware of the frustrations Canadians expressed with the law enforcement response, particularly as the blockade in Ottawa intensified, hearing a range of disappointment to anger from family, friends, and neighbours.

While the demonstrations and blockades were eventually resolved, it wasn’t without a lot of questions, shaken trust, and confidence in the institutions of government, including the actions/response of the police at the municipal, provincial, and federal levels. Pursuant to the provisions of the *Emergencies Act*, the federal government was required to hold a public inquiry to examine “the circumstances that led to the declaration being issued and the measures taken for dealing with the emergency.” With this legislated requirement, the Public Order Emergency Commission was initiated on April 25, 2022, with the appointment of Justice Rouleau as Commissioner of this inquiry. Beyond the Commissioner’s mandate stated above, he was also required, among other things, to “examine the efforts of police and other responders prior to and after the declaration.”

Prior to the Public Order Emergency Commission, the Deputy Commissioner of Federal Policing and now Commissioner, Michael Duheme acknowledged the importance of conducting a deep and honest analysis of the RCMP’s response to the “Freedom Convoy” related events, by ordering a National After-Action Review in March 2022. Embracing and understanding both our successes and failures in relation to these demonstrations is vitally important to organizational learning and making the necessary improvements to prevent, and/or respond to future similar events. The RCMP acknowledges that maintaining and, in some areas, restoring public trust and confidence in policing after such an intense period of disorder requires a candid examination of all facets of the RCMP response.

In January 2023, I was asked to join the NATTERJACK team as an external reviewer to aid and examine such fundamental questions in relation to the RCMP response as: 1) What did we expect to happen? 2) What actually happened? 3) Was there a difference between what we expected and what



actually happened and, if so, why? And finally, most importantly, 4) What can we change and improve on for next time?

In my specific role, I reviewed all documents in possession of Project NATTERJACK, including employee survey results, interviews of key RCMP personnel and internal correspondence such as situation and intelligence reports generated pre, during, and post “Freedom Convoy” related events. Recognizing the critical importance of law enforcement partners’ feedback, I also participated in the interviews of senior ranking leaders of the Ottawa Police Service and Ontario Provincial Police to secure their candid views on how the RCMP could better respond/support/lead in an integrated policing environment in future events. Finally, I spent considerable time reviewing previous inquiries and after-action reports in order to assess the evolution of changes in police responses to public order events and, more importantly, better understand recurring areas/themes that haven’t advanced to the degree required for the RCMP to be effective in their response. With this in mind, and having reviewed this report in its entirety, I acknowledge and fully endorse the findings and recommendations resulting from the thorough examination of the 4 principal areas (command and control, intelligence sharing, mobilization, and employee wellness) the team was asked to undertake as part of the National After-Action Review.

I would like to thank and recognize the tremendous work of the entire NATTERJACK team who worked countless extra hours to collect, collate, analyze, document, and organize the massive amount of information required in support of the Public Order Emergency Commission, as well as this National After-Action Review. Special thanks goes out to the RCMP’s National Office of Investigative Standards and Practices for their assistance with the numerous interviews of key RCMP personnel involved in the RCMP response to the “Freedom Convoy” related events. I would also like to thank the RCMP’s National Program Evaluation Services, Internal Audit, Evaluation and Review Branch who assisted with employee survey design and analysis. Finally, I would like to thank all of our law enforcement partners, in particular, Commissioner Tom Carrique of the Ontario Provincial Police and Chief Eric Stubbs of the Ottawa Police Service for permitting the NATTERJACK team to interview key personnel in their respective organizations who were involved in the law enforcement response to the Freedom Convoy. Looking through the lens of law enforcement partners and taking receipt of their constructive feedback on all aspects of the RCMP response is key to our organizational learning, improvement and growth.

This report is dedicated to all RCMP employees (Regular Members, Civilian Members, Public Service Employees) as well as members of the broader law enforcement community who make considerable sacrifices every day in the name of public safety. In conducting this review, I heard and read countless examples of perseverance, sacrifice, professionalism, courage and self discipline, demonstrated by many employees within and outside the RCMP. Working for hours beyond scheduled shifts; sleeping in hallways for short naps before returning to support the law enforcement response at various locales across the country; standing in the bitter cold to maintain the security of a particular location; being part of a public order unit at the frontlines of a hostile crowd; tactical and other support units entrusted with ensuring oversight and member safety; liaison team members interacting with demonstrators in highly charged circumstances – I could go on and on. However, I would be remiss if I didn’t also thank and acknowledge the families of law enforcement employees who sacrifice so much, not only when prolonged events such as the “Freedom Convoy” take place, but on a daily basis when duty calls and holidays, birthdays, and sporting or social events don’t get to be enjoyed as a couple/partners or family unit because the duty of public service/public safety calls. To law enforcement employees, families across the country – all of you must be congratulated, commended, and thanked for your commitment to keeping Canadians and their communities safe!



While the RCMP and other law enforcement agencies across Canada have learned and put into practice significant positive changes in planning, communicating, and responding to public order events, the fact remains we need to evolve, adapt, develop, and implement standardized, seamless, inter-operable responses if we are to be effective in our commitment to the safety and security of Canadians, and maintain their trust and confidence. However, implementing these critically important changes cannot rest on the will of RCMP leaders alone, it must come with the support of appropriate legislative changes, along with greater investment from government. My sincere hope is that the lessons learned through this National After-Action Review, and the corresponding recommendations herein will assist in bringing about continued substantive and progressive change in how the RCMP responds to future events. Canadians are counting on us!

Sincerely,

Eric Slinn, Retired Assistant Commissioner



## Introduction

In early January and February 2022, the RCMP was engaged in managing multiple and concurrent “Freedom Convoy” related events<sup>1</sup> nation-wide. On January 22, 2022, hundreds of trucks and vehicles travelled across Canada to the National Capital Region in opposition to the Government of Canada’s vaccine mandate for truckers travelling into Canada from the United States (U.S.). The convoys converged in Ottawa on January 28, 2022, to hold a demonstration on Parliament Hill where they were joined by thousands of demonstrators. The demonstrators proceeded to occupy parts of the downtown core for the next 3 weeks.

Concurrently, in other parts of the country, demonstrators began to establish blockades at various ports of entry including in Coutts, Alberta, the Pacific Highway Crossing in British Columbia, and the Emerson port of entry in Manitoba. The RCMP acted as the police of jurisdiction for managing the response to these blockades in E, K and D Divisions (Alberta, British Columbia, and Manitoba, respectively). The RCMP also deployed resources to provide assistance to the police of jurisdiction responsible for managing blockades and occupations elsewhere across the country, in particular in the National Capital Region and in Windsor, Ontario, at the Ambassador Bridge port of entry. On February 14, 2022, the Government of Canada invoked the *Emergencies Act*. Prior to the invocation of the *Emergencies Act*, the RCMP had already resolved the blockades at various ports of entry in K, E, and D Divisions.

## National After-Action Review mandate

In the aftermath of the convoy related events and the invocation of the *Emergencies Act*, former Deputy Commissioner of Federal Policing, and now Commissioner, Mike Duheme ordered a National After-Action Review to examine and make recommendations specific to the RCMP’s role and response leading up to, during and at the conclusion of the convoy related events that took place in multiple RCMP jurisdictions across the country. Project NATTERJACK was tasked to conduct the National After-Action Review with the assistance of Retired Assistant Commissioner Eric Slinn. The National After-Action Review examines the following 4 areas of review:

1. Intelligence sharing, in particular:
  - a) How the threat picture was collected, assessed, and shared amongst agencies responsible for responding to the “Freedom Convoy”
2. Command and control mechanisms, in particular:
  - a) Interagency cooperation and coordination between National Headquarters and the police of jurisdiction at ports of entry along the Canada-U.S. border (Pacific Highway, Coutts, Emerson, Windsor, and the Maritime provinces)
  - b) Use of Gold, Silver, Bronze Command Structure(s) and the Critical Incident Command model internally, as well as when working with police of jurisdiction or other policing agencies

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<sup>1</sup> Henceforth referred to as the convoy related events.



- c) The peace officer authorities at the federal, provincial, and municipal levels, both under the *Emergencies Act* and within existing legislation, policy, and agreements
- 3) Mobilization, in particular:
  - a) Mobilization of RCMP members and other employees to respond to demonstrations
- 4) Employee wellness, in particular:
  - a) Member and employee morale, support provided professionally and otherwise
  - b) Safety measures and equipment provided
  - c) Training (specific training, training recertification, additional training needed, etc.)

The report begins with a narrative description of all key RCMP activities nationwide from the period January 13, 2022, to February 27, 2022. We then examine each of the 4 areas of review and outline our findings and recommendations that reflect the lessons learned from the convoy related events.

## Methodology

NATTERJACK used quantitative and qualitative research methods and conducted an all source analysis based on information collected in its holdings in relation to events prior to, during, and post convoy related events.

As a principal quantitative method, National Program Evaluation Services, Internal Audit, Evaluation and Review and NATTERJACK developed a survey that was in effect for a 5-week period (September 6, 2022, to October 7, 2022). The survey targeted all categories of employees (Regular Members, Civilian Members, and Public Service Employees) who performed any operational, analytic, logistical or administrative role during the convoy related events nationwide. In particular, the survey sought RCMP employee feedback on: interagency cooperation and coordination; information sharing; mobilization; training; equipment; employee morale and support; and the authorities of peace officers.<sup>2</sup> A total of 2,139 individuals responded (fully or partially) to the survey. Respondents who reported that they did not have a role in the convoy events were excluded from the analysis (n=498) leaving a total of 1,641 survey responses included in the analysis of results.<sup>3</sup>

Furthermore, only 1,419 of the 1,641 respondents reported on their operational role during the convoy related events. Of the 1,419 respondents who reported on their operational role, the largest proportion reported being front line uniform employees (44.6%), followed by administrative support (11.4%), Emergency Response Team and tactical troop (11.3%), intelligence (9.8%), logistical support to front-line (9.7%) and communications (7.3%). 19.2% of respondents reported they had another operational role which included air service, IT support, and investigative support. 14.2% of respondents preferred not to answer.

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<sup>2</sup>Please see Appendix B – Survey Questionnaire for the complete survey and related questions.

<sup>3</sup>Please see Appendix C – Survey Results for a 1-page high level overview of key findings.



Additionally, the National Office of Investigative Standards and Practices conducted interviews with 11 individuals who were part of the national Gold, Silver, Bronze Command Structure. NATTERJACK also conducted 15 interviews with 19 other Gold, Silver, Bronze commanders and personnel from National Headquarters, K, E, and National Division who played a key role relevant to the areas of review. Finally, NATTERJACK and retired Assistant Commissioner Slinn conducted interviews with senior officials from the Ottawa Police Service and the Ontario Provincial Police. All interviews of RCMP employees were conducted using a standard interview guide that was developed by National Office of Investigative Standards.

NATTERJACK would like to thank everyone who participated in the survey, and interviews. This includes a special thanks to RCMP employees; National Program Evaluation Services and Internal Audit, Evaluation and Review; National Office of Investigative Standards; and to Ottawa Police Service and Ontario Provincial Police executive personnel. We would not have been able to complete this review without the assistance and support of the stakeholders noted above.



## Narrative description (January 13, 2022 – February 27, 2022)

### Timeline of events in the National Capital Region

\*Note that external Government of Canada briefings are identified in bold.

#### Thursday, January 13, 2022

- The Parliamentary Protective Service advised the RCMP's Federal Policing National Intelligence - Ideologically Motivated Criminal Intelligence Team of an upcoming demonstration called "Operation Bearhug 2.0" also referred to as "Freedom Convoy 2022."

#### Friday, January 14, 2022

- Ideologically Motivated Criminal Intelligence Team notified the RCMP's Protective Operations Coordination Centre and the Ottawa Police Service of a trucker convoy, "Freedom Convoy 2022," set to converge in Ottawa on January 29, 2022.

#### Monday, January 17, 2022

- Ideologically Motivated Criminal Intelligence Team disseminated "Strategic Intelligence Assessment – Racially and Ethno-Nationalist Motivated Threat Landscape" internally to Criminal Operations Officers, Division Intelligence Officers, senior management including the Deputy Commissioner of Federal Policing, Deputy Commissioner of Contract and Indigenous Policing, Assistant Commissioner of National Security and Protective Policing, Assistant Commissioner Federal Policing Criminal Operations, Assistant Commissioner Contract and Indigenous Policing, Executive Director of Intelligence and International Policing, Executive Director of Federal Policing Strategic Management, various Federal Policing Director Generals and Directors and individual points of contact from Federal Policing National Security and Federal Policing Strategic Policy.
- Ideologically Motivated Criminal Intelligence Team advised the Ontario Provincial Police, Parliamentary Protective Service, Ottawa Police Service, National Division Intelligence Officer and the Protective Operations Coordination Centre of significant donation amounts being raised via the CANADA UNITY GoFundMe website.
- Ideologically Motivated Criminal Intelligence Team advised Protective Intelligence Unit, Ontario Provincial Police, Parliamentary Protective Service, Ottawa Police Service, National Division, and Protective Operations Coordination Centre that open source information suggests truckers and their supporters plan to block Parliament Hill until all COVID-19 public health mandates are removed. In addition, Ideologically Motivated Criminal Intelligence Team advised of online discussions on social media platforms of potential routes within Ontario and other provinces, and that other provinces may hold other demonstrations on January 23, 2022, before starting a 'slow roll' to Ottawa.

#### Tuesday, January 18, 2022

- Ideologically Motivated Criminal Intelligence Team sent a Request for Information to Division Intelligence Officers for its monthly "National Threat Landscape" report and requested additional information related to the convoy events.



- **The Assistant Deputy Minister National Security Operations meeting first occurred on this date and subsequent meetings were held on the following dates: January 25 to January 28; February 1; February 4; February 6 to February 11; February 13 to February 18; February 23.**
- Ideologically Motivated Criminal Intelligence Team disseminated “Special Threat Advisory – Anti-Public Health Order: Escalation in Online Violent Rhetoric” internally to Criminal Operations Officers, Division Intelligence Officers, senior management including the Deputy Commissioner of Federal Policing, Deputy Commissioner of Contract and Indigenous Policing, Assistant Commissioner of National Security and Protective Policing, Assistant Commissioner Federal Policing Criminal Operations, Assistant Commissioner Contract and Indigenous Policing, Executive Director of Intelligence and International Policing, Executive Director of Federal Policing Strategic Management, and various Director Generals from Federal Policing and Contract and Indigenous Policing. Ideologically Motivated Criminal Intelligence Team also disseminated the report externally to Government of Canada intelligence counterparts at the Privy Council Office, Public Safety, Canadian Security Intelligence Service, Communications Security Establishment, Canada Border Services Agency, Transport Canada, Global Affairs Canada and the Integrated Terrorism Assessment Centre.
- Ideologically Motivated Criminal Intelligence Team advised Ottawa Police Service, Ontario Provincial Police Project HENDON, Parliamentary Protective Service, the Protective Operations Coordination Centre and National Division of open source information suggesting a convoy may attend 24 Sussex Drive, the former residence of the Prime Minister.

### **Wednesday, January 19, 2022**

- The Protective Operations Coordination Centre opened a Police Reporting and Occurrence System file in light of the information received suggesting a convoy will converge in Ottawa at 24 Sussex Drive.
- Ideologically Motivated Criminal Intelligence Team disseminated “Strategic Intelligence Assessment – Racially and Ethno-Nationalist motivated threat landscape” externally to other Canadian law enforcement agencies and Government of Canada intelligence counterparts at Privy Council Office, Canadian Security Intelligence Service, Communications Security Establishment, Canada Border Services Agency, Global Affairs Canada, Integrated Terrorism Assessment Centre, Transport Canada, and Public Safety.

### **Thursday, January 20, 2022**

- Protective Intelligence Unit disseminated a Morning Update, which included promotional material suggesting that 2 “Freedom Convoys,” 1 from the West coast and 1 from the East coast, with plans to converge in Ottawa on January 28, 2022, to hold a demonstration on Parliament Hill. The update also made note of open source information previously reported by Ideologically Motivated Criminal Intelligence Team suggesting that the convoys may be converging at 24 Sussex Drive. The Morning Update is shared with National Division Protective Policing and executive team, Ideologically Motivated Criminal Intelligence Team, Ottawa Police Service intelligence and Major Events, La Sûreté du Québec Intelligence, Parliamentary Protective Service Intelligence.



- E Division advised Ideologically Motivated Criminal Intelligence Team of a convoy departing from British Columbia, Nova Scotia, and Ontario to converge in Ottawa.
- C Division's Threat Detection Unit advised Protective Intelligence Unit and the RCMP's Federal Policing Threat Assessment Section of convoys departing the province of Québec to go to Ottawa on January 28 to 29, 2022.
- RCMP Protective Policing shared the convoy's itinerary with the Office of the Sergeant-at-Arms and Corporate Security, Protective Intelligence Unit, Federal Policing Threat Assessment Section, National Capital Region Command Centre, Prime Minister Protection Detail, and other protective policing units.

### Friday, January 21, 2022

- Federal Policing Threat Assessment Section tasked Protective Intelligence Unit to produce an analytical report to support the Protective Operations Coordination Centre senior non-commissioned officers and management meeting, with a deadline of Monday, January 24, 2022.
- INTERSECT<sup>4</sup> advised law enforcement partners in the National Capital Region, which includes Protective Intelligence Unit, of the planned convoy demonstration on January 28 and 29 in Ottawa.
- Ideologically Motivated Criminal Intelligence Team reached out to points of contact from Contract and Indigenous Policing's Operational Research Unit and the National Public Order Program to inquire about whether Contract and Indigenous Policing was tracking the convoy events.
- Ideologically Motivated Criminal Intelligence Team received a Request for Information from Ottawa Police Service on "Freedom Convoy" related events in RCMP jurisdiction. Ideologically Motivated Criminal Intelligence Team forwarded Ottawa Police Service's request to Divisional Criminal Analysis Sections and Federal Policing National Security National Critical Infrastructure Team.

### Monday, January 24, 2022

- Protective Intelligence Unit prepared an intelligence update to advise of the convoy's plan to converge on Parliament Hill on January 29, 2022, and disseminated it to the Director General of Protective Policing, Ideologically Motivated Criminal Intelligence Team, Ottawa Police Service, la Sûreté du Québec and Parliamentary Protective Service.
- Protective Intelligence Unit prepared a security overview outlining how the convoy may impact protective operations in the National Capital Region and disseminated it to the Director General of Protective Policing, and Contract and Indigenous Policing's Officer in Charge of the National Police Intervention Unit.

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<sup>4</sup> INTERSECT, established in 2008, is a multi-jurisdictional, all-hazards emergency preparedness program within the National Capital Region. INTERSECT is co-chaired by Ottawa Police Service, the RCMP and the City of Gatineau and has 28 private and public agencies from critical infrastructure sectors at various levels at the municipal, provincial and federal levels, in the National Capital Region of Ontario and Quebec.



- INTERSECT advised law enforcement partners in the National Capital Region that the situation remains fluid and that all affected police agencies and the City of Ottawa are aware of and coordinating a response to the various convoys.
- Protective Intelligence Unit received Ontario Provincial Police's Project HENDON "Situational report 020-2022 Freedom Convoy 2022" which provided situational awareness on ideologically motivated demonstrations with impacts for public safety in Ontario.
- Contract and Indigenous Policing advised Ideologically Motivated Criminal Intelligence Team that they are tracking convoy events on a Protest Mapping application based on information they receive from the Divisions and the National Operations Centre.
- Ideologically Motivated Criminal Intelligence Team received a Request for Information from Ottawa Police Service. Ideologically Motivated Criminal Intelligence Team forwarded the request to Contract and Indigenous Policing and D Division for awareness and response.
- At the request of Federal Policing National Security Incident Response Team, Ideologically Motivated Criminal Intelligence Team provided Federal Policing National Security senior management a summary of the convoy events via email. Federal Policing National Security shared this information with other Federal Policing senior management team members and with Assistant Deputy Minister National Security Operations.

#### **Tuesday, January 25, 2022**

- The "Freedom Convoy" from British Columbia entered Ontario.
- Protective Intelligence Unit provided intelligence updates throughout the day on the status of the convoys, and disseminated them to the Director General of Protective Policing, Ideologically Motivated Criminal Intelligence Team, Ottawa Police Service, La Sûreté du Québec and the Parliamentary Protective Service. Protective Intelligence Unit establishes contact and information sharing process with Federal Policing National Security.
- Protective Intelligence Unit participated in Ontario Provincial Police Project HENDON conference call where the Ontario Provincial Police advised there is an intelligence gap with respect to the demonstrator's intentions in Ottawa. Protective Intelligence Unit requests for Ontario Provincial Police to send any information that pertains to the protective mandate to the Protective Intelligence Unit general inbox.
- Protective Intelligence Unit disseminated a security update dated January 24, 2022, to the Tactical Internet Operational Support unit and C Division Protective Unit.
- Ideologically Motivated Criminal Intelligence Team disseminated "Special Threat Advisory 2022-02 FREEDOM CONVOY 2022: Converging in Ottawa January 28/29, 2022" internally to Criminal Operations Officers, Division Intelligence Officers, senior management including the Deputy Commissioner of Federal Policing, Deputy Commissioner of Contract and Indigenous Policing, Assistant Commissioner of National Security and Protective Policing, Assistant Commissioner Federal Policing Criminal Operations, Assistant Commissioner Contract and Indigenous Policing, Executive Director of Intelligence and International Policing, Executive Director of Federal Policing Strategic Management, and various Director Generals from Federal Policing and Contract and Indigenous Policing. Ideologically Motivated Criminal Intelligence Team also disseminated the report externally to Government



of Canada intelligence counterparts at Privy Council Office, Public Safety, Canadian Security Intelligence Service, Canada Border Services Agency, Communications Security Establishment, Global Affairs Canada, Transport Canada, and Integrated Terrorism Assessment Centre.

### Wednesday, January 26, 2022

- INTERSECT advised law enforcement partners in the National Capital Region that the demonstration will be an extremely fluid event that could go on for a prolonged period.
- Protective Intelligence Unit provided intelligence updates throughout the day on the status of the convoys, and disseminated them to the Director General of Protective Policing, Ideologically Motivated Criminal Intelligence Team, Ottawa Police Service, La Sûreté du Québec and Parliamentary Protective Service.
- Protective Intelligence Unit and National Division's Division Intelligence Officer drafted a briefing note to the Director General Protective Policing outlining the convoy's impact on the protective policing mandate.
- Protective Intelligence Unit produced 3 situational reports (1, 2 and 3) on the "Freedom Convoy" in the National Capital Region. The Director General of Protective Policing disseminated the situational reports to the Assistant Commissioner of National Security and Protective Policing and "National" Division's Commanding Officer.
- Ottawa Police Service Joint Intelligence Group met with the Protective Intelligence Unit, Ideologically Motivated Criminal Intelligence Team, Ontario Provincial Police, La Sûreté du Québec, Service de Police de la Ville de Gatineau and Parliamentary Protective Service. Protective Intelligence Unit shared an intelligence update with Ottawa Police Service and provided Federal Policing Threat Assessment Section with Ottawa Police Service information for situational awareness.
- **Ministerial Briefings on the "Freedom Convoy" first occurred on this date and subsequent briefings were held on January 26 and 27 and then held daily from January 30 to February 23, 2022.**
- Combined Intelligence Group was stood up through National Division, with representation from key internal (Federal Policing Threat Assessment Section) and external operational stakeholders (Ottawa Police Service, Ontario Provincial Police, Parliamentary Protective Service, Canadian Security Intelligence Service, Department of National Defense, Communications Security Establishment, Service de Police de la Ville de Gatineau, La Sûreté du Québec) to facilitate the sharing of information amongst partners in support of operations related to the "Freedom Convoy" 2022 event in the National Capital Region.
- Initiated an interdivisional request for Tactical Support Group support from C and O Divisions. Planned for resources to arrive in the National Capital Region on January 28, 2022, and deploy National Division Tactical Support Group resources to Protective sites.
- The RCMP enhanced its protective policing posture by increasing the presence of uniformed police officers at various protected sites by augmenting close protection support to protectees and increasing patrols.



## Thursday, January 27, 2022

- Protective Intelligence Unit produced 3 situational reports (4, 5, and 6). The Director General of Protective Policing disseminated the situational reports to the Assistant Commissioner of National Security and Protective Policing and National Division's Commanding Officer.
- Protective Policing assigns an increased security package for ministers and protectees. Additional protective resources from C Division are secured, with an anticipated arrival in the National Capital Region on January 28, 2022.
- In Ontario, convoys from Windsor, Fort Erie, Vaughn, and Woodstock were en route to Ottawa.
- Federal Policing National Intelligence Director of Strategic Intelligence, Ideologically Motivated Criminal Intelligence Team, Combined Intelligence Group and National Division Intelligence Officer agreed to redirect all Request for Information(s) from external agencies to the Combined Intelligence Group.
- Ideologically Motivated Criminal Intelligence Team disseminated "Special Threat Advisory - FREEDOM CONVOY 2022 UPDATES 1 and 2" internally to Criminal Operations Officers, Division Intelligence Officer, senior management including the Deputy Commissioner of Federal Policing, Deputy Commissioner of Contract and Indigenous Policing, Assistant Commissioner of National Security and Protective Policing, Assistant Commissioner Federal Policing Criminal Operations, Assistant Commissioner Contract and Indigenous Policing, Executive Director of Intelligence and International Policing, Executive Director of Federal Policing Strategic Management, and various Director Generals from Federal Policing and Contract and Indigenous Policing. Ideologically Motivated Criminal Intelligence Team also disseminated the report externally to Government of Canada intelligence counterparts at Privy Council Office, Public Safety, Canadian Security Intelligence Service, Canada Border Services Agency, Communications Security Establishment, Global Affairs Canada, Transport Canada, and Integrated Terrorism Assessment Centre.
- Ideologically Motivated Criminal Intelligence Team sent the Federal Bureau of Investigation a Request for Information on convoy events in the U.S. the Federal Bureau of Investigation's response is incorporated into the Ideologically Motivated Criminal Intelligence Team Special Threat Advisory work.
- Combined Intelligence Group participated in 2 INTERSECT meetings.
- **The first Deputy Minister's Oversight Committee meeting is held on this date and subsequent meetings were held on the following dates: January 31 to February 3; February 10 to February 14; and February 24.**

## Friday, January 28, 2022

- Convoys started arriving in Ottawa and blocked major streets in the downtown core.
- Protective Intelligence Unit produced 8 situational reports (7,8,9,10,11, 12, 13, and 14). The Director General of Protective Policing disseminated the situational reports to the Assistant Commissioner of National Security and Protective Policing and National Division's Commanding Officer.
- 0800 hrs the National Capital Region Command Centre was activated.



- Ottawa Police Service requested assistance from Protective Intelligence Unit to identify individuals suspected of having access to radioactive material. Protective Intelligence Unit transferred the request to Protective Policing.
- Protective Intelligence Unit prepared an intelligence update outlining the convoy's itinerary and status of GoFundMe at \$5.9 million, and disseminated it to the Director General of Protective Policing, Ideologically Motivated Criminal Intelligence Team, Ottawa Police Service, La Sûreté du Québec and Parliamentary Protective Service.
- Protective Intelligence Unit received an Integrated Terrorism Assessment Centre UNCLASSIFIED report "TH 22/08-A Canada: Extremists may attempt to seize the opportunity of public protest" and shared it with Ottawa Police Service.
- 1000 hrs Protective Intelligence Unit activated the Combined Intelligence Group.
- Ideologically Motivated Criminal Intelligence Team disseminated "Special Threat Advisory - FREEDOM CONVOY 2022 UPDATE 3" internally to Criminal Operations Officers, Division Intelligence Officers, senior management including the Deputy Commissioner of Federal Policing, Deputy Commissioner of Contract and Indigenous Policing, Assistant Commissioner of National Security and Protective Policing, Assistant Commissioner Federal Policing Criminal Operations, Assistant Commissioner Contract and Indigenous Policing, Executive Director of Intelligence and International Policing, Executive Director of Federal Policing Strategic Management, and various Directors General from Federal Policing and Contract and Indigenous Policing. Ideologically Motivated Criminal Intelligence Team also disseminated the report externally to Government of Canada intelligence counterparts at Privy Council Office, Public Safety, Canadian Security Intelligence Service, Canada Border Services Agency, Communications Security Establishment, Global Affairs Canada, Transport Canada, and Integrated Terrorism Assessment Centre.
- Ideologically Motivated Criminal Intelligence Team received a response from the Federal Bureau of Investigation to their Request for Information.
- Two additional convoys, 1 from the West coast and 1 from the East coast were approaching Ottawa.

#### **Saturday, January 29, 2022**

- Protective Intelligence Unit produced 1 situational report (15). The Director General of Protective Policing disseminated the situational report to the Assistant Commissioner of National Security and Protective Policing and National Division's Commanding Officer.

#### **Monday, January 31, 2022**

- The RCMP Commissioner met with Ottawa Police Service Chief Peter Sloy and Ontario Provincial Police Commissioner Thomas Carrique to discuss the ongoing Freedom Convoy Blockades in Ottawa.
- Ideologically Motivated Criminal Intelligence Team disseminated "Special Threat Advisory - FREEDOM CONVOY 2022 UPDATE 4" internally to Criminal Operations Officers, Division Intelligence Officers, senior management including the Deputy Commissioner of Federal Policing, Deputy Commissioner of Contract and Indigenous Policing, Assistant Commissioner of National Security and Protective Policing, Assistant Commissioner Federal



Policing Criminal Operations, Assistant Commissioner Contract and Indigenous Policing, Executive Director of Intelligence and International Policing, Executive Director of Federal Policing Strategic Management, and various Directors General from Federal Policing and Contract and Indigenous Policing. Ideologically Motivated Criminal Intelligence Team also disseminated the report externally to Government of Canada intelligence counterparts at Privy Council Office, Public Safety, Canadian Security Intelligence Service, Canada Border Services Agency, Communications Security Establishment, Global Affairs Canada, Transport Canada, and Integrated Terrorism Assessment Centre.

- RCMP Protective Policing began to escort and provide close protection for VIPs/ministers.
- The first call between the Deputy Commissioner of Federal Policing and Ottawa Police Service occurred, subsequent meetings were held on the following dates: January 31; February 6; February 7; February 13; February 18 to February 21.

### **Wednesday, February 2, 2022**

- The RCMP begins to send frontline resources to support Ottawa Police Service. Deployed National Headquarters resources to offer relief to National Division members regular time off.
- Ideologically Motivated Criminal Intelligence Team sent a Request for Information to Division Intelligence Officers and Division Criminal Analysis Sections for information on “Freedom Convoy” related events.

### **Thursday, February 3, 2022**

- Deployed National Headquarters frontline resources to offer relief to “National” Division members regular time off.
- Ideologically Motivated Criminal Intelligence Team disseminated a “Special Threat Advisory - FREEDOM CONVOY 2022 UPDATE 5” internally to Criminal Operations Officers, Division Intelligence Officers, senior management including the Deputy Commissioner of Federal Policing, Deputy Commissioner of Contract and Indigenous Policing, Assistant Commissioner of National Security and Protective Policing, Assistant Commissioner Federal Policing Criminal Operations, Assistant Commissioner Contract and Indigenous Policing, Executive Director of Intelligence and International Policing, Executive Director of Federal Policing Strategic Management, and various Director Generals from Federal Policing and Contract and Indigenous Policing. Ideologically Motivated Criminal Intelligence Team also disseminated the report externally to Government of Canada intelligence counterparts at Privy Council Office, Public Safety, Canadian Security Intelligence Service, Canada Border Services Agency, Communications Security Establishment, Global Affairs Canada, Transport Canada, and Integrated Terrorism Assessment Centre.

### **Friday, February 4, 2022**

- Numerous Quebec convoys enter Ottawa and surrounding area.
- The RCMP deployed frontline resources following Ottawa Police Service’s first call for support. National Headquarters secured 20 members for night shift coverage. National Division secured 18 members for day shift coverage.



- Ideologically Motivated Criminal Intelligence Team and Contract and Indigenous Policing Director General National Criminal Operations Officers hold teleconference call where it is agreed upon to add Ideologically Motivated Criminal Intelligence Team to the National Criminal Operations Officers email distribution list to provide Ideologically Motivated Criminal Intelligence Team access to Divisional situation reports.

#### **Saturday, February 5, 2022**

- Multiple farm tractor convoys arrive in Ottawa and surrounding area.
- The RCMP deployed 52 members for day shift coverage and 20 members for night shift coverage (some deployed as relief for protective duty deployments and 25 were for Assist Ottawa Police Service and surge capacity).

#### **Sunday, February 6, 2022**

- City of Ottawa declared a State of Emergency.
- The RCMP deployed 52 members for day shift coverage and 20 members for night shift coverage (some deployed as relief for protective duty deployments and 25 were for Assist Ottawa Police Service and surge capacity).

#### **Monday, February 7, 2022**

- The RCMP's "Freedom Convoy" operation transitioned beyond National Capital Region Command Centre to the RCMP Operations Coordination Centre at RCMP National Headquarters as a result of the magnitude of the demonstrations in Ottawa. The Deputy Commissioner of Federal Policing issued instructions to create a second command to lend assistance.
- The RCMP deployed 25 members for day shift coverage and 15 members for night shift coverage for Assist Ottawa Police Service and as requested for surge capacity and/or assist to Protective.
- Ideologically Motivated Criminal Intelligence Team provided a briefing on the strategic outlook of the Convoy to Federal Policing senior management.

#### **Tuesday, February 8, 2022**

- The RCMP established Bronze command - RCMP Ottawa Command: Assist Ottawa Police Service.
- O Division deployed 266 RCMP resources to support mobilization efforts for Assist Ottawa Police Service.

#### **Wednesday, February 9, 2022**

- Ideologically Motivated Criminal Intelligence Team sent a Request for Information to Division Criminal Analysis Sections for information on "Freedom Convoy" related events.

#### **Thursday, February 10, 2022**

- Ideologically Motivated Criminal Intelligence Team disseminated a "Special Threat Advisory - FREEDOM CONVOY 2022 UPDATE 6" internally to Criminal Operations Officers,



Division Intelligence Officers, senior management including the Deputy Commissioner of Federal Policing, Deputy Commissioner of Contract and Indigenous Policing, Assistant Commissioner of National Security and Protective Policing, Assistant Commissioner Federal Policing Criminal Operations, Assistant Commissioner Contract and Indigenous Policing, Executive Director of Intelligence and International Policing, Executive Director of Federal Policing Strategic Management, and various Director Generals from Federal Policing and Contract and Indigenous Policing. Ideologically Motivated Criminal Intelligence Team also disseminated the report externally to Government of Canada intelligence counterparts at Privy Council Office, Public Safety, Canadian Security Intelligence Service, Canada Border Services Agency, Communications Security Establishment, Global Affairs Canada, Transport Canada, Integrated Terrorism Assessment Centre and the Government Operations Centre. Ideologically Motivated Criminal Intelligence Team disseminated Special Threat Advisory – FREEDOM CONVOY 2022 UPDATE 1,2,3,4 and 5 to the Government Operations Centre.

- Ideologically Motivated Criminal Intelligence Team responded to a request from the Deputy Commissioner of Federal Policing office’s regarding intelligence support for the convoy events.
- Ideologically Motivated Criminal Intelligence Team and the Joint Intelligence Group met to discuss the handoff of taskings and Requests for Information to the Joint Intelligence Group, once the Joint Intelligence Group is activated.
- **The Incident Response Group meeting first occurred and subsequent meetings were held on the following dates: February 12; February 16; February 17; February 19 to February 22.**

#### **Friday, February 11, 2022**

- The Province of Ontario declared a State of Emergency.

#### **Saturday, February 12, 2022**

- Integrated Command Centre which included Ottawa Police Service, Ontario Provincial Police, RCMP, and La Sûreté du Québec established in Ottawa at the RCMP Operations Coordination Centre. Through the Integrated Command Centre, the RCMP collaborated with Ottawa Police Service (who retained operational command) and Ontario Provincial Police to develop and implement an enforcement plan to respond to the situation in Ottawa.
- The RCMP activated the national Gold, Silver, Bronze Command Structure in response to the “Freedom Convoy” related events across Canada.
- The Gold, Silver, Bronze Command Structure stood up its own intelligence team, the Joint Intelligence Group, as the primary point of contact and coordinating body for all national level situational awareness and operational intelligence sharing.

#### **Sunday, February 13, 2022**

- The RCMP Legal Services Unit requested information to support the declaration of a Public Order Emergency from Ideologically Motivated Criminal Intelligence Team. Ideologically Motivated Criminal Intelligence Team shares the following reports with Legal Services Unit: Special Threat Advisory - FREEDOM CONVOY 2022 UPDATES 1, 2, 3, 4, 5, National Threat Landscape reports on the convoy related events and Ideologically Motivated Criminal



Intelligence Team Strategic Intelligence Assessment 2201-01 “RACIALLY AND ETHNO-NATIONALIST MOTIVATED THREAT LANDSCAPE WITHIN CANADA.”

- Privy Council Office requested information from Ideologically Motivated Criminal Intelligence Team on the convoy related events and Ideologically Motivated Criminal Intelligence Team disseminated the above noted reports to the Assistant Secretary to the Cabinet, Intelligence Assessment Secretariat.

### Monday, February 14, 2022

- Executive Director of Intelligence and International Policing received a request from the National Security and Intelligence Advisor for a threat assessment on the threat of the blockades, the individuals involved, the weapons, motivations, and threats to the national interest and institutions. The Executive Director tasked the request to Ideologically Motivated Criminal Intelligence Team. Ideologically Motivated Criminal Intelligence Team provided an email response to the National Security and Intelligence Advisor’s request.
- Government of Canada announced *Emergencies Act* invocation.
- The Joint Intelligence Group commenced reporting of daily situational reports from this date until February 27, 2022. The daily reports were distributed internally to the Commissioner’s office, Assistant Commissioner of Contract and Indigenous Policing, Director General National Criminal Operations Officers; Federal Criminal Operations Officers and Criminal Operations Officers; Division Emergency Operations Centre; Federal Policing Director Generals; Bronze Public Safety/Government of Canada RCMP Liaison Officer; National Communications Service; Director of the National Operations Centre; Contract and Indigenous Policing Operational Readiness and Response; and the Senior Executive Committee. Unclassified daily reports were also disseminated to external partners including the Canadian Armed Forces; Canada Border Services Agency; Public Safety; Canadian Security Intelligence Service; Global Affairs Canada; Financial Transactions and Reports Analysis Centre; Transport Canada; Privy Council Office; Communications Security Establishment; Privy Council Office Intelligence Assessment Secretariat; Immigration, Refugees and Citizenship Canada; Public Health Agency of Canada; Treasury Board of Canada Secretariat.
- After the invocation of the *Emergencies Act*, RCMP commenced preliminary meetings with financial institutions to develop a better understanding of the *Emergency Economic Measures Order*.
- The first meeting is held between the Ontario Provincial Police and the Deputy Commissioner of Federal Policing, subsequent meetings are held on the following dates: February 14 to February 17; February 23 and February 24.

### Tuesday, February 15, 2022

- *Emergencies Act* proclamation: *Emergency Measures Regulations* and *Emergency Economic Measures Orders* came into effect.
- Federal Policing Criminal Operations Financial Crimes had their first meeting with Corporate Security and Chief Anti-Money Laundering Officers from financial institutions. The Federal Policing Criminal Operations Financial Crimes offered to act as the liaison on behalf of all Canadian law enforcement when disclosing information to financial institutions under the *Emergency Economic Measures Orders* in order to help financial institutions meet their obligations.



- Cryptocurrency Alert #1 with 34 Bitcoin wallet addresses were disclosed to the Virtual Currency Money Service Businesses.
- Ideologically Motivated Criminal Intelligence Team provided information to Silver Commander, Departmental Security Branch and Director General of National Headquarters on the potential for insider threat concerns.

### **Wednesday, February 16, 2022**

- Ideologically Motivated Criminal Intelligence Team disseminated a “Special Threat Advisory - FREEDOM CONVOY 2022 UPDATE 7” internally to Criminal Operations Officers, Division Intelligence Officers, senior management including the Deputy Commissioner of Federal Policing, Deputy Commissioner of Contract and Indigenous Policing, Assistant Commissioner of National Security and Protective Policing, Assistant Commissioner Federal Policing Criminal Operations, Assistant Commissioner Contract and Indigenous Policing, Executive Director of Intelligence and International Policing, Executive Director of Federal Policing Strategic Management, and various Directors General from Federal Policing and Contract and Indigenous Policing. Ideologically Motivated Criminal Intelligence Team also disseminated the report externally to Government of Canada intelligence counterparts at Privy Council Office, Public Safety, Canadian Security Intelligence Service, Canada Border Services Agency, Communications Security Establishment, Global Affairs Canada, Transport Canada, and Integrated Terrorism Assessment Centre.
- As per the *Emergency Economic Measures Orders*, Federal Policing Criminal Operations Financial Crimes met with Corporate Security and Chief Anti-Money Laundering Officers and provided 18 information disclosures to financial institutions.

### **Thursday, February 17, 2022**

- Cryptocurrency Alert #2 with 113 Bitcoin wallet addresses were disclosed to the Virtual Currency Money Service Businesses.
- Federal Policing Criminal Operations Financial Crimes met with Corporate Security and Chief Anti-Money Laundering Officers and provided 17 information disclosures to financial institutions.
- National Division tasked Ideologically Motivated Criminal Intelligence Team to conduct a threat assessment on a group of interest.

### **Friday, February 18, 2022**

- Parliament Hill was closed. The Integrated Command Centre established a secured area in downtown Ottawa.
- Tactical Support Groups began to initiate clearing of Wellington Street. Tactical Support Groups cleared the intersection of Mackenzie King Bridge and Nicholas Street on the eastern side of the Rideau Canal eastern pathway. Over 100 arrests had been made and 21 vehicles had been towed.
- Federal Policing Criminal Operations Financial Crimes met with Corporate Security and Chief Anti-Money Laundering Officers from financial institutions and provided 21 information disclosures.



- Ideologically Motivated Criminal Intelligence Team completed an assessment on a group of interest and disseminated the report “Intelligence Package 2202-01 – GROUP OF INTEREST” to National Division, Federal Policing National Security and the Joint Intelligence Group.

#### **Saturday, February 19, 2022**

- Federal Policing Criminal Operations Financial Crimes provided 1 information disclosure to financial institutions.
- Cryptocurrency Alert #3 with 13 Bitcoin wallet addresses were disclosed to the Virtual Currency Money Service Businesses.

#### **Sunday, February 20, 2022**

- House of Commons debated *Emergencies Act*.
- As of 2200 hrs Coventry Road was clear of demonstrators. Law enforcement made 2 arrests and towed 25 vehicles from the site. A large police presence remained.

#### **Monday, February 21, 2022**

- House of Commons voted on *Emergencies Act* and measures passed in the House.
- The RCMP issued a public statement to clarify that it shared information on owners and/or drivers of vehicles involved in the illegal blockades with financial institutions and that the RCMP did not provide information on donors to financial institutions.
- Starting on this date, Federal Policing Criminal Operations Financial Crimes began to provide updates to financial institutions when it no longer believed that an entity the RCMP had previously disclosed information on, was engaged in prohibited activities under the *Emergency Economic Measures Orders*.

#### **Tuesday, February 22, 2022**

- Senate debate on *Emergencies Act* begins.
- Federal Policing Criminal Operations Financial Crimes shared 10 Bitcoin wallet addresses with virtual asset service providers.

#### **Wednesday, February 23, 2022**

- *Emergencies Act* is revoked and Ontario lifted the state of emergency.
- The Integrated Command Centre reduced the size of the Secured Area.
- The RCMP issued a public statement to clarify that the onus to determine which financial products should be frozen lies with financial institutions.

#### **Thursday, February 24, 2022**

- The City of Ottawa lifted its State of Emergency.
- Ideologically Motivated Criminal Intelligence Team disseminated a “Special Threat Advisory - FREEDOM CONVOY 2022 UPDATE 8” internally to Criminal Operations Officers,



Division Intelligence Officers, senior management including the Deputy Commissioner of Federal Policing, Deputy Commissioner of Contract and Indigenous Policing, Assistant Commissioner of National Security and Protective Policing, Assistant Commissioner Federal Policing Criminal Operations, Assistant Commissioner Contract and Indigenous Policing, Executive Director of Intelligence and International Policing, Executive Director of Federal Policing Strategic Management, and various Directors General from Federal Policing and Contract and Indigenous Policing. Ideologically Motivated Criminal Intelligence Team also disseminated the report externally to Government of Canada intelligence counterparts at Privy Council Office, Public Safety, Canadian Security Intelligence Service, Canada Border Services Agency, Communications Security Establishment, Global Affairs Canada, Transport Canada, Integrated Terrorism Assessment Centre, and Five Eyes agencies.

### **Saturday, February 26, 2022**

- The Joint Intelligence Group was stood down.

### **Sunday, February 27, 2022**

- The Combined Intelligence Group was stood down.

## **Timeline of events in RCMP Divisions**

### **E Division: Demonstrations at the Pacific Highway port of entry**

The Pacific Highway port of entry is between Surrey, British Columbia, and Blaine, Washington, U.S. Surrey RCMP is the police of jurisdiction for the area of the Pacific Highway. Prior to the commencement of the blockade at Pacific Highway border crossing in Surrey, E Division maintained situational awareness and reported on demonstrations relating to public health measures. The RCMP gathered intelligence with respect to these events in order to prepare operational responses on an as needed basis.

### **Friday, January 28, 2022**

- E Division's Real Time Intelligence Centre was tasked with providing situational awareness on all demonstration activity in British Columbia related to the "Freedom Convoy" and public health measures.

### **Monday, February 7, 2022**

- E Division activated a Gold, Silver, Bronze Command Structure to provide command and control support to the districts and other police of jurisdiction. E Division Gold, Silver, Bronze command was tasked with maintaining situational awareness of the demonstrations.
- Community Industry Response Group was tasked to monitor and report on demonstration activities related to the "Freedom Convoy."

### **Tuesday, February 8, 2022**

- E Division members were deployed to the British Columbia Legislature, Peace Arch, and Osoyoos Border Crossing to assist with other demonstrations taking place.

### **Thursday, February 10, 2022**

- At 0800 hrs a Gold, Silver, Bronze command meeting was held to discuss the command structure and resources available across E Division.



### **Saturday, February 12, 2022**

- Demonstrators set up a blockade at the Pacific Highway port of entry, forcing the port of entry to close.
- Under the direction of the Gold commander, the Community-Industry Response Group prepared operational plans to respond to convoy related protests across the province.
- The Command Team developed an operational plan to disperse demonstrators at the Pacific Highway port of entry.

### **Sunday, February 13, 2022**

- The RCMP began to clear demonstrators who had been blocking vehicle access from the Pacific Highway port of entry and a small number of people were arrested.
- At 1152 hrs, the RCMP advised drivers and pedestrians to stay away from the area and use an alternate port of entry.

### **Monday, February 14, 2022**

- The *Emergencies Act* is invoked.
- Tactical Support Group and uniformed members cleared all demonstrators along 176<sup>th</sup> Street and opened access to the Pacific Highway port of entry. The RCMP arrested 12 demonstrators for *Criminal Code* offences.

### **Tuesday, February 15, 2022**

- Demonstrators returned to 176<sup>th</sup> Street and 7<sup>th</sup> Avenue near the Pacific Highway port of entry.
- The Pacific Highway port of entry remained open. Tactical Support Group and uniformed members continued to control access to the northbound and southbound entrance of the Pacific Highway port of entry.

### **Thursday, February 17, 2022**

- Approximately a dozen demonstrators were still on site at the corner of 176<sup>th</sup> Street and 8<sup>th</sup> Avenue.
- The RCMP set up checkpoints on side streets between 2nd and 4th Avenue.

### **Friday, February 18, 2022**

- The RCMP set up additional checkpoints to prepare for another convoy heading towards the Pacific Highway port of entry.
- The RCMP Commissioner sent a letter to the Minister of Public Safety and Solicitor General for British Columbia to inform the Minister that the Commissioner was invoking sub article 9.4 of the B.C. Police Service Agreement to temporarily deploy Regular Members to Ottawa.

### **Saturday, February 19, 2022**

- The Pacific Highway port of entry was closed.
- A convoy of approximately 400 vehicles arrived at the Pacific Highway port of entry to demonstrate.
- Tactical Support Group members were deployed to Pacific Highway port of entry.
- At 2034 hrs the Pacific Highway port of entry was re-opened.



### **Sunday, February 20, 2022**

- Approximately 80-100 demonstrators, and 40 vehicles remained at 8th Avenue. No demonstrators were located at the Pacific Highway port of entry.

### **Monday, February 21, 2022**

- Approximately 5 demonstrators remained at the intersection of 176<sup>th</sup> Street and 8th Avenue. No demonstrators were located at the Pacific Highway port of entry.

### **Other activities – British Columbia**

- There were Convoy related demonstrations across various RCMP Districts in British Columbia, however these were one-off events and were managed by local RCMP detachments.
- Between January 27 to February 23, 2022, the RCMP also deployed resources in British Columbia to assist local police of jurisdictions with demonstrations at other ports of entry and the Legislative Assembly in Victoria.

### **K Division: Demonstrations at Coutts port of entry**

The Coutts port of entry is positioned on Highway 4 in Canada, and the I-15 in the state of Montana. Coutts is in the Milk River Detachment area. Del Bonita is in the Raymond Detachment area, and Carway is in the Cardston Detachment area.

### **Wednesday, January 26, 2022**

- The Government of Alberta's Minister of Justice's Office advised K Division of an upcoming blockade at the Coutts port of entry.

### **Thursday, January 27, 2022**

- The Edmonton Police Service alerted K Division Special Tactical Operations of a planned blockade at Coutts port of entry. Special Tactical Operations started planning for the blockade and identified 10 uniformed members for Special Tactical Operations.
- Special Tactical Operations created a unified command with K Division Integrated Traffic Unit and Alberta Sheriffs Commercial enforcement.

### **Friday, January 28, 2022**

- K Division Criminal Analysis Section shared an intelligence report on the planned blockade for January 29, 2022, at the Coutts, Carway, and Del Bonita ports of entry. The impacted detachments, including Leduc, Milk River, Raymond, Athabasca, Airdrie, Barrhead, Blackfalds, Bidsbury, Innisfail, Morinville, Okotoks, Olds, Parkland, Ponoka, Red Deer, Westlock, Wetaskiwin, Grand Prairie were notified.
- K Division approved a draft operational plan.

### **Saturday, January 29, 2022**

- Vehicles blockaded Highway 4, the main highway leading to and from the Coutts port of entry.
- K Division activated the Alberta Divisional Emergency Operations Centre and the Gold, Silver, Bronze Command Structure. K Division developed a deployment plan for Coutts-Sweetgrass.
- K Division Community Conflict Management Group members were deployed to liaise with individuals involved in the blockade.



### **Sunday, January 30, 2022**

- The RCMP, Canada Border Services Agency, and U.S. Customs and Border Protection formed a coordination group, the Coutts Coordination Group.
- K Division Special Tactical Operations shared the arrest plan and high-volume arrest protocol with the Southern Alberta District command team and provided a situational awareness briefing.
- Splinter groups began to form from the original blockade organizing group. The splinter groups refused to engage in ongoing communications with Community Conflict Management Group members.

### **Monday, January 31, 2022**

- Community Conflict Management Group members communicated with original blockade organizers throughout the day, but could not reach an agreement to end the blockade. The RCMP continued to attempt to negotiate a peaceful resolution to the blockade throughout its duration.
- The Community Conflict Management Group began executing a plan to escort approximately 30 semi-trucks that were stuck north of the border due to the blockade.

### **Tuesday, February 1, 2022**

- K Division requests the deployment of Alberta Sheriff's highway patrol with valid Class 1 licences to Coutts.
- The RCMP intended to take enforcement action to remove the blockading vehicles however, local tow truck companies withdrew their assistance prior to enforcement action due to concerns arising from negative attention and commentary on social media.

### **Wednesday, February 2, 2022**

- Approximately 100 semi-trucks continued to block the Coutts port of entry.
- K Division reached out to over 80 different tow truck companies in Alberta, British Columbia, and Saskatchewan for assistance. No company contacted by the RCMP would agree to assist. The RCMP also engaged with Canada Border Services Agency to allow the entry of foreign tow trucks from the U.S., and reached out to over 25 American tow truck companies. The American companies also refused to assist.
- Discussions between RCMP members and the demonstrators resulted in the demonstrators agreeing to open up 1 northbound and 1 southbound lane on Highway 4.
- Commanding Officer of K Division requested that the Acting Minister of Justice and Solicitor General of Alberta invoke Article 9.1 of the Provincial and Municipal Police Services Agreements, authorizing the redeployment of RCMP officers assigned to specific municipalities to the Coutts port of entry blockade.
- K Division requested air services support from F and K Divisions from January 29, 2022, to February 3, 2022.

### **Thursday, February 3, 2022**

- RCMP members escorted 4 commercial vehicles from a checkpoint to the Coutts port of entry. The demonstrators responded by moving vehicles to completely shut down a stretch of Highway 4.



#### **Friday, February 4, 2022**

- K Division submitted a request to RCMP National Headquarters for Canadian Armed Forces equipment and personnel to assist in Coutts.

#### **Sunday, February 6, 2022**

- Community Conflict Management Group members liaised with demonstrators and the community to develop a process to move the demonstration to a checkpoint for public and officer safety.

#### **Monday, February 7, 2022**

- K Division Criminal Analysis Section disseminated an Open Source Intelligence report on Coutts and related public order events to K Division Gold, Silver, Bronze command and Canada Border Services Agency.
- Three tractors blocked the Coutts port of entry throughout the night.

#### **Tuesday, February 8, 2022**

- After the Alberta Premier announced that provincial mandates would be lifted in Alberta within the coming weeks, demonstrators realigned the existing commercial vehicles and tractors to block the Coutts port of entry.

#### **Wednesday, February 9, 2022**

- All K Division Special Tactical Operations members given a mandatory deployment to the Coutts blockade.

#### **Thursday, February 10, 2022**

- RCMP received information that a small group of individuals within the larger protest groups, was determined and prepared to commit violence, including killing police, if police were to take any enforcement action to clear the blockade.

#### **Friday, February 11, 2022**

- The RCMP obtained judicial authorization to intercept private communication pursuant to section 184.4 of the *Criminal Code* to prevent imminent harm to police.

#### **Saturday, February 12, 2022**

- The RCMP requested Canada Border Services Agency suspend all services at the Coutts port of entry to control vehicle access to the port of entry and preserve public safety.

#### **Sunday, February 13, 2022**

- A farm tractor and semi-truck breached a police check point at the Coutts port of entry and attempted to ram police vehicles. The RCMP arrested both drivers, and seized both vehicles.
- The RCMP obtained search warrants for a residential property and the Smugglers Saloon in Coutts, Alberta.

#### **Monday, February 14, 2022**

- In the early morning, the RCMP executed search warrants on 3 separate trailers located on a residential property and arrested 11 individuals, with charges including conspiracy to murder RCMP officers. A significant cache of firearms and ammunition were seized.
- Later in the day, the RCMP arrested 2 additional individuals related to the above noted search warrant in Coutts, Alberta.



- The RCMP was also investigating 3 additional individuals believed to be connected to the large group of individuals arrested earlier in the morning, as well as 20 individuals who played a key role in the blockade.
- At approximately 1400 hrs the Federal Government invoked the *Emergencies Act*.
- Organizers of the blockade approached the Community Conflict Management Group members at approximately 1600 hrs voicing their intention to dissolve the blockade. An agreement was struck to vacate the location by 0900 hrs on February 15, 2022.
- At approximately 1900 hrs the Coutts port of entry is reopened.

#### **Tuesday, February 15, 2022**

- The blockade dispersed peacefully. The Coutts port of entry remained fully operational.
- The Alberta Minister of Transport set up an alternate demonstration site in Milk River.
- While events continued north of the Coutts port of entry and at the Milk River site, no further attempts to block the highway and the port of entry occurred.

#### **Wednesday, February 16, 2022**

- A K Division Gold, Silver, Bronze daily meeting was held to provide updates on the current situation at the protest sites and the enforcement plan.

#### **Other activities – Alberta**

#### **Tuesday, February 1 to Thursday, February 10, 2022**

- Other solidarity protests took place in Airdrie, Calgary, Cochrane, Edmonton, Lethbridge, and Okotoks. The RCMP was the police of jurisdiction for the protests in Airdrie, Cochrane and Okotoks.

#### **Monday, February 14, 2022**

- The RCMP entered into a memorandum of agreement with Edmonton Police Service to provide assistance in support of Ottawa Police Service in the National Capital Region.

#### **D Division: Blockade at Emerson port of entry**

#### **Wednesday, January 26, 2022**

- An individual identifying as the demonstration organizer advised the RCMP they were planning a slow-roll demonstration on January 29, 2022, near the Canada-U.S. border crossing in Emerson (Emerson port of entry). The RCMP advised the individual that any unlawful activity during the demonstration could result in criminal, traffic, or bylaw sanctions.

#### **Thursday, January 27, 2022**

- The RCMP advised the demonstration organizer of possible violations under the *Criminal Code* and *Highway Traffic Act* in addition to potential penalties.
- The RCMP prepared a media release to advise the public of potential traffic delays at the Emerson port of entry.

#### **Saturday, January 29, 2022**

- Demonstrators held a slow-roll demonstration at the Emerson port of entry and the RCMP maintained a presence to ensure public safety and to assist with traffic congestion.



### **Sunday, January 30, 2022**

- Demonstrators held another slow-roll at the Emerson port of entry and the RCMP maintained a presence to ensure public safety and to assist with traffic congestion.

### **Monday, January 31, 2022**

- Demonstrators held another slow-roll at the Emerson port of entry. RCMP advised the demonstration leader to end the event as a blizzard was expected. All demonstrators departed from the port of entry area by 2100 hrs.

### **Wednesday, February 2, 2022**

- A small group of semi-trucks and vehicles returned to the Emerson port of entry for another slow-roll. The RCMP was in communication with the demonstration leader and it was agreed that trucks would not stop on the highway or otherwise impede traffic. The demonstration leader relocated the demonstration to the Manitoba Legislative Assembly in Winnipeg.

### **Wednesday, February 9, 2022**

- The RCMP were advised that a group of convoy supporters may attempt to block the Emerson port of entry.
- The RCMP developed an operational plan in the event of a blockade at the Emerson port of entry.

### **Thursday, February 10, 2022**

- Approximately 50 semi-trailers, farm vehicles and passenger vehicles blocked the Emerson port of entry.
- Divisional Liaison Team members met with a lawyer representing the demonstrators. Through discussions, the demonstrators agreed to allow transports carrying livestock, Canada Border Services Agency and emergency vehicles through the blockade.
- From February 10 to 14, Division Liaison Team members attended the Emerson port of entry to liaise with demonstrators to discuss a peaceful resolution to the blockade.

### **Friday, February 11, 2022**

- Demonstrators continued to block the Emerson port of entry.
- The Government of Manitoba announced it was relaxing a number of its public health orders.
- D Division Criminal Operations Officers held an operational planning session to discuss enforcement action at the Emerson port of entry.

### **Saturday, February 12, 2022**

- Division Liaison Team met with the demonstrators' lawyer to discuss access to the Emerson port of entry for livestock and to advise of the potential charges that the demonstrators could face if the blockade was not cleared.

### **Sunday, February 13, 2022**

- D Division Criminal Operations Officers and Manitoba East District held an operational planning session to discuss enforcement action at the Emerson port of entry.
- Division Liaison Team advised the demonstrators' lawyer of potential enforcement actions, including charges against demonstrators. The demonstrators' lawyer advised the RCMP that a decision to end the blockade was going to be addressed the morning of February 14, 2022.



### **Monday, February 14, 2022**

- The RCMP continued to negotiate with the demonstrators.
- At approximately 1400 hrs the Federal Government invoked the *Emergencies Act*.
- That afternoon, demonstrators advised the blockade would likely end soon.
- D Division Criminal Operations Officers and Manitoba East District planned to initiate enforcement action as early as February 15, 2022 should the blockade still remain.

### **Tuesday, February 15, 2022**

- The demonstrators agreed to end the blockade at midday on February 16, 2022.

### **Wednesday, February 16, 2022**

- The RCMP coordinated and escorted the convoy vehicles out of the Emerson area to ensure a safe and orderly departure. The RCMP maintained a presence in the area to ensure the highway and the port of entry remained open and accessible.

### **Other activities – Manitoba**

- There were other convoy related protests across the province where the RCMP was not the police of jurisdiction. The vast majority of these events were peaceful and required minimal police intervention.

### **O Division: Assistance to police of jurisdictions**

O Division was not the police of jurisdiction for convoy related events in Ontario. O Division provided assistance to other police of jurisdictions including the Ontario Provincial Police, Ottawa Police Service and the Windsor Police Service.

### **Blockade in Ottawa, Ontario**

#### **Thursday, January 27, 2022**

- O Division received a request from RCMP National Division for uniformed members to deploy to Ottawa on January 28, 2022, for the anticipated “Freedom Convoy” demonstration.

#### **Friday, January 28, 2022**

- O Division, Divisional Emergency Operations Centre was activated to oversee the coordinated management of O Division deployments across Ontario.

#### **Sunday, February 6 to 13, 2022**

- O Division deployed members to Ottawa to assist Ottawa Police Service.

### **Blockade at Ambassador Bridge in Windsor, Ontario**

#### **Friday, February 4, 2022**

- Windsor Police Service advised O Division of a convoy planning to block the Ambassador Bridge.

#### **Saturday, February 5, 2022**

- Canada Border Services Agency advised O Division the convoy had made the first pass of Ambassador Bridge but that the bridge was not yet blocked.

#### **Monday, February 7, 2022**

- Demonstrators blocked traffic from the U.S. from entering Canada via the Ambassador Bridge.



### **Tuesday, February 8, 2022**

- The Ambassador Bridge closed. Windsor Police Service began working to divert traffic to the Blue Water International Bridge.

### **Thursday, February 10, 2022**

- Windsor Police Service contacted the Minister of Public Safety to request RCMP assistance with the Ambassador Bridge blockade. That same day, the RCMP redeployed a Tactical Support Group that was originally deployed in Ottawa to Windsor.

### **Thursday, February 10 and Friday, 11, 2022**

- Ontario Provincial Police members assumed the role of lead agency in coordinating a law enforcement response to resolve the blockade and the deployed RCMP members operated under the Ontario Provincial Police's direction.

### **Friday, February 11, 2022**

- The Province of Ontario declared a state of emergency.
- O Division deployed 2 additional Emergency Response Teams to Windsor.

### **Saturday, February 12, 2022**

- RCMP members assisted Ontario Provincial Police and Windsor Police Service to enforce the City of Windsor's injunction.
- RCMP members liaised between Ontario Provincial Police and Transport Canada to respond to Ontario Provincial Police's request to restrict airspace over the Ambassador Bridge and blockade area during the enforcement of the injunction order.
- O Division received an anonymous tip regarding an explosive device at the Ambassador Bridge. The RCMP assisted Windsor Police Service in the investigation and determined the threat was not credible.

### **Sunday, February 13, 2022**

- O Division deployed additional RCMP members to the Ambassador Bridge to assist Ontario Provincial Police and Windsor Police Service to keep the Ambassador Bridge clear.
- Later that night, the Ambassador Bridge fully reopened.

## **Demonstrations in other RCMP jurisdictions**

### **F Division**

#### **Thursday, February 10, 2022**

- F Division South District became aware of a planned demonstration to take place on February 12, 2022, at the Regway port of entry and another protest at the North Portal port of entry in the Estevan Detachment region. South District Management prepared an operational plan in consultation with F Division Criminal Operations Officers and the Community Conflict Management Group.
- During the course of the demonstrations, F Division had bi-daily briefings with Canada Border Services Agency.

#### **Saturday, February 12, 2022**

- The Combined Traffic Services Section, Integrated Border Enforcement Team, Forensic Identification Services, and the Provincial Response Team set up multiple check points at



strategic locations and made roving patrols along the highways around the Regway and North Portal ports of entry.

- The Community Conflict Management Group team deployed and liaised with the demonstrators.
- At 1300 hrs, demonstrator vehicles made contact with a check point. At 1500 hrs, all demonstrator vehicles were directed to a farmer's field, which demonstrators had organized in advance as a demonstration site on private property. At 1530 hrs, 100 demonstrators made up of adults and children walked towards the Regway port of entry facility. Demonstrators remained at the entrance to the Regway port of entry for 15 minutes, took a group photo and returned to their vehicles and drove to the farmer's field. At 1720 hrs, demonstrators peacefully left the farmer's field.
- The planned demonstration did not take place at the North Portal port of entry.

### **Wednesday, February 16, 2022**

- A convoy of 30 semi-trucks and 40 passenger vehicles traveled from Yorkton to Estevan.
- At 2200 hrs, demonstrators set up camp on private land near the North Gate port of entry (demonstrators were provided permission by the local landowner to use their property). The landowner denied police access to the property.
- Members from a check point near the North Portal port of entry were re-deployed to the Northgate port of entry to prevent a blockade at the rural port of entry.
- RCMP members remained overnight at the checkpoints and the port of entry.

### **Thursday, February 17, 2022**

- The local landowner revoked permission for demonstrators to use their property. Demonstrators spent the night in the City of Estevan before travelling to the North Portal port of entry.
- Another 2 groups of demonstrators were expected to join the main group of demonstrators at the North Portal port of entry over the next 4 days.
- RCMP members were briefed on how to use and distribute printed "Notice to Demonstrators" to advise demonstrators of what a lawful protest entails.
- Demonstrators set up another demonstration site on private land near the North Gate port of entry.

### **Friday, February 18, 2022**

- RCMP members remained overnight.
- At the North Portal port of entry, there are approximately 2-3 vehicles. At the Northgate port of entry camp, there are approximately 20-25 demonstrators. The demonstrators advised that they did not plan to block roadways or the border.

### **Saturday, February 19, 2022**

- At the North Portal port of entry, there are approximately 53 vehicles. At the Northgate port of entry camp, there are approximately 28 vehicles.
- By 1900 hrs, approximately 40 vehicles left the camp near North Portal and only 4-5 demonstrators remain.



## **Sunday, February 20, 2022**

- At the North Portal port of entry, RCMP observed minimal demonstration activity. At the Northgate port of entry camp, there are approximately 20-25 demonstrators remaining.
- Community Conflict Management Group members continue to liaise with the organizer of the Northgate Camp to determine their intentions.
- At 1100 hrs, F Division Divisional Emergency Operations Centre Command and South District Command held a briefing to determine the continued RCMP footprint at the ports of entry.
- At 1300 hrs, the North Portal Camp is shut down. RCMP is unable to contact the organizer of the Northgate Camp.
- F Division Divisional Emergency Operations Centre and South District Command and Criminal Operations Officers decided to stand down Tactical Support Group and Community Conflict Management Group resources. Division Criminal Analysis Section continued to monitor social media for future convoy related activity.

## **M Division**

### **Between Saturday, January 22 and Thursday, March 3, 2022:**

- Weekly “Freedom Convoy” demonstrations at the Whitehorse Legislature, and Shipyard’s Park and slow-rolls in downtown Whitehorse.
- Smaller scale “Freedom Convoy” demonstrations occurred in Watson Lake and Dawson City.
- Community Conflict Management Group members were in regular communication with demonstration organizers and a standing operational plan was in place in case of potential issues or blockades.

## **G Division**

### **Saturday, January 29, 2022**

- The RCMP maintained a presence to ensure public safety.
- Approximately 60-70 vehicles participated in a demonstration and travelled 5 kilometers through Yellowknife ending at Yellowknife City hall.
- 30-50 demonstrators gathered in downtown Hay River and 20-30 vehicles drove around Fort Smith.

### **Saturday, February 12, 2022**

- The RCMP maintained a presence to ensure public safety.
- In Yellowknife, 35 people demonstrated in a heated tent for 3.5 hours.
- In Hay River, 10 people demonstrated at the Hay River recreational Centre for 1.5 hours.

## **B Division**

### **Saturday, February 12 to Sunday, February 13, 2022**

- The RCMP maintained a presence to ensure public safety.
- Demonstrations were held in St. John’s, Marystown, Grand Falls, Corner Brook and Stephenville.



- Tactical Support Group and Emergency Response Team members were deployed to Ottawa to assist National Division.

### **Tuesday, February 22, 2022**

- B Division members were deployed to Ottawa.
- Demonstrations occurred at the Confederation building and other locations across the province.

### **C Division**

- The RCMP was not the police of jurisdiction for convoy related events in Quebec. C Division deployed members and provided assistance to National Division in Ottawa.

### **H Division**

- Between January and March 2022, there were various convoys and stationary demonstrations across Nova Scotia. The events did not require police intervention except when a convoy briefly blocked the roadway to the Marine Atlantic Ferry Terminal for several hours on February 12, 2022. All events concluded without incident.

### **Friday, February 11, 2022**

- H and J Division responded to a demonstration at the Nova Scotia/New Brunswick port of entry. The demonstration ended the same day.

### **Saturday, February 12, 2022**

- A group gathered in Enfield to conduct a “slow roll” convoy where demonstrators travelled from Enfield to Stewiacke and back, and then departed for Halifax at 1400 hrs.
- A group of 12 vehicles blocked access to the Marine Atlantic Ferry Terminal.
- Demonstrators gathered at the Nova Scotia/New Brunswick port of entry and left at approximately 14:00 hrs.

### **J Division**

#### **Thursday, January 27, 2022**

- J Division stood up a Gold, Silver, Bronze Command Structure to manage the demonstrations.
- The RCMP maintained a presence to ensure public safety.
- A single convoy comprised of vehicles from Newfoundland, Nova Scotia, and Prince Edward Island converged in Aulac, New Brunswick, en route to Ottawa.
- J Division’s Community Engagement Liaison Team liaised with demonstration organizers throughout the events.

#### **Saturday, January 29, 2022**

- Demonstration occurred at the New Brunswick/Maine port of entry where demonstrators blocked the port of entry briefly but the blockade ended the same day.

#### **Wednesday, February 9, 2022**

- J Division Gold, Silver, Bronze command held a meeting to discuss plans for responding to demonstrations.

#### **Thursday, February 10, 2022**



- The Province of New Brunswick published a revised Mandatory Order under the *Emergency Measures Regulations*, to prohibit demonstrators from blocking highways, and to grant additional peace officer authorities to seize supplies and vehicles participating in the blockades.
- J Division Gold, Silver, Bronze command held a meeting to discuss plans for responding to the demonstrations.

#### **Friday, February 11, 2022**

- Demonstration occurred at the Nova Scotia/New Brunswick port of entry and ended the same day. J and H Division RCMP maintained a presence to ensure public safety.
- Divisional Emergency Operations Centre was on call for the night.

#### **Saturday, February 12, 2022**

- At 0800 hrs Divisional Emergency Operations Centre was activated to level 4.
- At 1300 hrs, J Division created an operational plan to respond to the demonstrations along the Nova Scotia/New Brunswick border.
- Demonstrators gathered at the Nova Scotia/New Brunswick port of entry and left at approximately 1400 hrs. Community Engagement Liaison Team liaised with demonstrators.

#### **Sunday, February 13, 2022**

- Divisional Emergency Operations Centre continued to monitor for future related events.

### **L Division**

#### **Monday, January 24, 2022**

- L Division Criminal Analysis Section/Criminal Intelligence Service Prince Edward Island shared information with Federal Policing National Intelligence Ideologically Motivated Criminal Intelligence Team, Ottawa Police Service and Ontario Provincial Police related to the convoy travelling to Ottawa. Division Criminal Analysis Section and Criminal Intelligence Service Prince Edward Island identified convoy related events in Prince Edward Island at Borden-Carleton, Confederation Bridge, Charlottetown and Summerside, and a demonstration at the Nova Scotia/New Brunswick border.

#### **Tuesday, January 25, 2022**

- L Division Criminal Operations Officers received information regarding a potential demonstration at the Confederation Bridge on January 27, 2022.

#### **Wednesday, January 26, 2022**

- A draft operational plan was created to prepare for the demonstration at the Confederation Bridge and shared with responding members in L Division.

#### **Thursday, January 27, 2022**

- Approximately 150 vehicles, 2 transport trucks, and a few hundred people gathered in Borden-Carleton to send off the convoy heading to the Confederation Bridge.
- At 0800 hrs, a convoy of vehicles travelled across the Confederation Bridge toward Aulac, New Brunswick.



- L Division maintained contact with the Confederation Bridge Manager, Highways and Bridge Scales, J Division, various RCMP intelligence units, and RCMP Media and Communications units.

### **Saturday, February 12, 2022**

- A slow-roll demonstration of approximately 1,500 vehicles occurred in Charlottetown, where the Charlottetown Police Service was the police of jurisdiction. Part of the convoy headed toward the Confederation Bridge where there was a large RCMP presence. Demonstrators held their demonstration in Summerside where the Summerside Police was the police of jurisdiction and the RCMP assisted.

## **Key areas of review**

### **Chapter 1 – Command and control systems**

#### **Gold, Silver, Bronze Command System**

Gold, Silver, Bronze is a command structure whose hierarchical framework is used for the command and control of major incidents and disasters. This command structure is based on roles and responsibilities rather than rank. The Gold, Silver, Bronze command framework delivers strategic, operational and tactical responses during major incidents or operations.

The Gold, Silver, Bronze Command System is composed of 3 basic tiers:

- Gold command sets the strategic objectives of the operational plan, establishes tactical parameters that Silver and/or Bronze commands must follow. The Gold Commander has oversight and overall command responsibility throughout the incident, and assigns responsibilities to the Silver command(s).
- Silver command prepares and coordinates the operational plan, following the strategic objectives established by the Gold Commander. The Silver Commander collaborates and coordinates with partner agencies and assigns responsibilities to the Bronze command(s), in accordance with the strategic and tactical boundaries set out by Gold command.
- Bronze command is responsible for the deployment of resources in their assigned geographical or functional area of responsibility to accomplish the Silver Commander's operational plan. Bronze command will prepare tactical plans unique to their assigned responsibilities.

A Gold, Silver, Bronze Command Structure may be activated in response to the following types of incidents: national security events; multi-jurisdictional criminal events; public order events; natural disasters; or any other major incidents or disasters. Gold, Silver, Bronze is primarily used for police-led events, but can be used in conjunction with the Incident Command System or other incident management systems<sup>5</sup>. Gold, Silver, Bronze does not supersede or replace Incident Command System or other incident management systems, particularly in cases where it is more appropriate to create a Unified Command or where the police do not have the primary incident management role.

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<sup>5</sup> E Division Operations Manual 5.100.3.3.1-5



## Incident Command System

Incident Command System “is a model for command, control, and coordination of emergency response at an emergency site. It provides a way of coordinating the efforts of agencies and resources as they work together toward safely responding, controlling and mitigating an emergency incident.”<sup>6</sup> Incident Command System was originally designed to respond to wildfires in California and was first adopted in Canada in the 1990s in British Columbia. Incident Command System has evolved into an all-risk system that is appropriate for all types of emergencies including public order events, mass casualty incidents, multi-jurisdictional and multi-agency incidents, etc.

## Incident Management Structure

The Incident Management System in Ontario is a response system for managing all stages of an incident. An incident under this system refers to “an occurrence or event that requires a coordinated response by emergency services or other responders to protect people, property and the environment.”<sup>7</sup> Incident Management System provides a framework to communicate, coordinate and collaborate during an incident whether it is at an incident site, a designated location, a planned event or an emergency operation. Incident Management System can be used by all levels of government, Indigenous partners, nongovernmental organizations and the private sector. Incident Management System incorporates Incident Command System as 1 of its key building blocks and provides a more comprehensive system for multiple jurisdictions to work together to respond to incidents.<sup>8</sup> However, Incident Command System is site specific whereas Incident Management System is designed for Emergency Operations Centre, and non-site-specific responses. Incident Management System is compatible with Incident Command System and is interoperable with other incident management systems used by other provinces and territories in Canada.

## Unified Command Structure

Unified Command allows all agencies with geographic or functional jurisdiction for an incident to manage the incident by establishing a common set of objectives and strategies. A senior officer from each jurisdiction comes together to form a unified command. All involved agencies contribute to the command process by: determining overall objectives; planning jointly for operational activities while conducting integrated operations; and maximizing the use of all assigned resources.

## RCMP actions

### RCMP Divisions

Several Divisions, namely E, K, J, and L, adopted the use of a Gold, Silver, Bronze model to manage the convoy related events in each respective province. Some RCMP Divisions have adopted the use of a Gold, Silver, Bronze model to respond to a variety of events in their respective jurisdiction; however, the current command and control structure approved in national policy and training is Incident Command System.

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<sup>6</sup> Initial Critical Incident Response - Level 100 Agora course. Agora is the RCMP's internal online learning platform, which employees (Regular Members, Public Service Employees, Civilian Employees) access to complete various RCMP online courses.

<sup>7</sup> Please refer to the Government of Ontario's Incident Management Guidance: Version 2.0.

<sup>8</sup> Incident Management System 100 - Introduction to the Incident Management System for Ontario.



## National Division

On January 28, 2022, Ottawa Police Service activated the National Capital Region Command Centre in response to the “Freedom Convoy” demonstration in the National Capital Region. Ottawa Police Service, Ontario Provincial Police and the RCMP employed a Unified Command structure within the National Capital Region Command Centre with the Ottawa Police Service leading as the Police of Jurisdiction. RCMP National Division provided assistance to Ottawa Police Service until February 8, 2022 when the RCMP created “Bronze command: Assist Ottawa Police Service” as a stand-alone command situated within the National Capital Region Command Centre to consolidate the RCMP’s assistance to Ottawa Police Service. It should be noted Ottawa Police Service used Incident Management System, the Ontario Provincial Police used Incident Command System and the RCMP used a Gold, Silver, Bronze Command Structure.

On February 12, 2022, an Integrated Command Centre was established as an operational working group between Ottawa Police Service, the RCMP, and Ontario Provincial Police. The Integrated Command Centre was physically situated at RCMP National Headquarters. The RCMP worked with Ottawa Police Service, the Ontario Provincial Police, and other law enforcement partners including the Sûreté du Québec, Service de Police de la Ville de Gatineau, Toronto Police Service, York Regional Police, Peel Regional Police, and OC Transpo to develop the Integrated Command Centre enforcement plan to respond to the situation in the National Capital Region. As with the National Capital Region Command Centre, Ottawa Police Service maintained operational command of the Integrated Command Centre. Integrated Command Centre planning was led by the Integrated Operational Planning Cell, under the direction of the Integrated Command Centre’s Unified Command Structure and Executive Steering Committee. The Executive Steering Committee was made up of RCMP Deputy Commissioner of Federal Policing, Ottawa Police Service Deputy Chief, and Ontario Provincial Police Deputy Chief.

## National Headquarters

The RCMP’s overall response to the convoy events in Canada was governed by a separate, national Gold, Silver, Bronze Command Structure, which was activated on February 12, 2022. The RCMP established its national Gold, Silver, Bronze Command Structure, in part, to provide a framework for the RCMP’s role in assisting Ottawa Police Service as well as to manage the mobilization of RCMP resources nationwide.

The national Gold, Silver, Bronze Command Structure’s roles included:

- Mobilization of resources, as required, to execute operational plans
- Collection, assessment and development of intelligence and situational awareness reports on all relevant activities and persons to support operational planning
- Provision of necessary logistical, financial, and administrative support to facilitate operations
- Liaison between the RCMP and other government departments and external partners as needed for a coordinated response and clear messaging
- Communications, including media relations
- Labour relations, and employee health and safety
- Establish and maintain standard operating procedures to manage resource or information requests, taskings, and decisions made under the auspices of the Gold, Silver, Bronze



The national Gold, Silver, Bronze Command Structure communicated with relevant Divisional employees through teleconference meetings, referred to as “daily briefs,” which occurred twice per day from February 15, 2022 to February 22, 2022. Relevant Divisional employees attended “daily briefs” to provide and receive information updates on the convoy events within their respective jurisdiction. Gold commanders for each respective Division were responsible for all communications with the national Gold, Silver, Bronze Command Structure.

## Key findings

### Use of Gold, Silver, Bronze

#### Absence of Gold, Silver, Bronze training

Overall, interviewees expressed that they did not have a clear understanding of the roles and responsibilities associated with the Gold, Silver, Bronze Command Structure as they did not have formal Gold, Silver, Bronze training, with the exception of E Division. E Division has been using the Gold, Silver, Bronze Command Structure to manage a variety of events in B.C., in particular public order events, on a regular basis since 2017. There are terms of reference for each position and interviewees expressed that they understood their roles and responsibilities despite some interviewees not having had formal Gold, Silver, Bronze training.

Interviewees who had not received formal Gold, Silver, Bronze training indicated that they understood their roles and responsibilities as they had acquired experience working within a Gold, Silver, Bronze Command Structure for other events such as natural disasters, COVID-19 response or public order events. At National Headquarters, interviewees described their experiences within the national Gold, Silver, Bronze Command Structure for the Freedom Convoy events as the events unfolded in the National Capital Region and across the country. Specifically, individuals were drafting the “National Guidance for 2022 Convoy Protests” document in mid February 2022 and the document was only finalized on March 10, 2022. The common sentiment among most interviewees at National Headquarters was “the plane was being built as we flew it.” Interviewees from National Headquarters also advised they not only lacked Gold, Silver, Bronze training, but also experience as Gold, Silver, Bronze commanders. In particular, Civilian Members and Public Service Employees interviewees had neither Gold, Silver, Bronze nor Incident Command System training despite being placed in various Gold, Silver, Bronze commander roles within the national Gold, Silver, Bronze Command Structure.

In contrast, all RCMP Regular Members interviewed noted that they had received formal training in Incident Command System. As per the RCMP’s “National Operational Standard 99.2 Active Threat Training and Equipment,” RCMP operational frontline members must complete the Initial Critical Incident Response training, which consists of the online course “Initial Critical Incident Response - Level 100.”

While there is training on command systems, the RCMP does not have an organizational definition of a “major event.” Each command system (Incident Command System; Gold, Silver, Bronze; Incident Management System; etc.) defines a major event differently. Within RCMP policy, a major event is defined differently in Protective Policing policy versus Federal Policing and Contract and Indigenous Policing. A major event is defined in the context of each business line, but not for the organization as a whole. This leads to confusion around what exactly a major event is, and can make it difficult for decision makers to determine whether the event reaches a threshold that requires a command structure or additional support.



**Recommendation 1.1: It is recommended that the RCMP provide an organizational definition of a major event for clarity and consistency of use. The definition can be based on an existing definition such as those found in Incident Command System, Gold, Silver, Bronze or the RCMP Operations Manual, but must be consistently used across both Federal Policing and Contract and Indigenous Policing.**

NATTERJACK recognizes that this important work is already underway. The RCMP is currently updating the Operational Manual to update the requirements on Independent Officer Reviews and After-Action Reviews. While in draft format right now, there is a requirement to give clear direction, standard templates and ensure that all Divisions are aware of a national standard. This effort would also need to include a new definition for an operational debrief as outlined in the Mass Casualty Commission and the creation of the new team, given that After-Action Reviews and Independent Officer Reviews are currently well described in policy but they do not meet the requirements of the Mass Casualty Commission recommendations.

**Recommendation 1.2: It is recommended that the RCMP initiate Initial Critical Incident Response Level 100 mandatory training for all RCMP employees, including Civilian Members and Public Service Employees.**

NATTERJACK recognizes that this important work is already underway as Contract and Indigenous Policing continues to undertake a review of Initial Critical Incident Response 100 and 200. At present, this has resulted in the creation of working group to assess potential changes of both course levels. Once complete, a report will follow at a later date clarifying results and lessons learned for Initial Critical Incident Response mandatory training. In turn, any recommended changes will be articulated to the National Policy Health and Safety committee prior to effective implementation.

**Recommendation 1.3: Aligned with Mass Casualty Commission Recommendation P.5<sup>9</sup>, it is recommended that the RCMP ensures that anyone who is in an incident command role in National Headquarters is trained at the appropriate level before assuming this command role. Anyone chosen for an incident command role should be selected based on command experience irrespective of management level as a Regular Member, Civilian Member, or Public Service Employee.**

As explained above, Gold, Silver, Bronze is a command and control system which clarifies reporting lines and accountability is based on roles rather than rank. However, interviewees described that some decision makers did not follow the Gold, Silver, Bronze Command Structure, and did not allow certain Gold, Silver, Bronze commanders to make decisions in their respective areas of responsibility, with the exception of E Division.

This led to some Gold, Silver, Bronze commanders expressing that their expertise and experience was not acknowledged and that they were not trusted to make the decisions associated with their roles.

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<sup>9</sup> Mass Casualty Commission Recommendation P.5: The Commission recommends that RCMP policies should be amended to make roles and responsibilities during a critical incident response clearer. In the period before a critical incident commander assumes command, ad hoc command of the response should be situated with a suitably experienced, properly trained, and appropriately resourced supervisor within the district command structure.



For example, interviewees observed some members of senior management directly reaching into other Gold, Silver, Bronze commanders and making decisions without consulting with the respective Gold, Silver, Bronze commander. Some interviewees described this as the “platinum” and “titanium” levels of the Gold, Silver, Bronze Command Structure. According to interviewees, this also caused delays in decision making. To illustrate this further, only 52% of survey respondents felt that their “command structure aligned well with other lines of efforts (e.g., other sections and/or other command structures) within the RCMP.”

In a similar vein, some interviewees expressed that the right people were not identified for specific Gold, Silver, Bronze roles. According to Gold, Silver, Bronze principles, roles should be assigned based on experience and expertise rather than rank. However, interviewees observed that some roles were based on rank and did not account for the individual’s experience, or lack thereof to fulfil the job function.

## Interagency cooperation and coordination

### Need for a standard command and control system

As noted above, the current command and control structure approved in policy and training is Incident Command System. However, it should be noted that, based on recommendations from both the Public Order Emergency Commission and the Mass Casualty Commission, an RCMP working group led by Contract and Indigenous Policing is reviewing its current model of complex/major incident response and is evaluating other models that could enhance how the RCMP responds to these events.

This issue is not limited to the RCMP as there is currently no standard command and control model across Canadian law enforcement agencies. Some interviewees observed that external agencies including law enforcement and emergency services were not familiar with the Gold, Silver, Bronze Command Structure. For example, in Alberta Incident Command System is the official incident management system and partner agencies like Emergency Medical Services are not familiar with Gold, Silver, Bronze. Similarly, law enforcement agencies in Ontario also employ Incident Command System and interviewees noted that they often had to explain the Gold, Silver, Bronze structure and associated terminology to external partners. External law enforcement interviewees also expressed the need for all Canadian law enforcement agencies to adopt 1 standard command and control system. During the convoy events in the National Capital Region, the Ottawa Police Service utilized Incident Management System, the Ontario Provincial Police used Incident Command System and the RCMP used Gold, Silver, Bronze. To illustrate this further, only 51% of respondents felt that their “command structure worked well with other policing, security and enforcement agencies, including other Police of Jurisdiction.”

**Recommendation 1.4: Aligned with Public Order Emergency Commission Recommendation 15,<sup>10</sup> it is recommended that the RCMP work with external stakeholders including, the Canadian Association of Chiefs of Police, the Canadian Police College, Public Safety Canada**

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<sup>10</sup> Public Order Emergency Commission Recommendation 15: The RCMP should consider leading an initiative, working with other police agencies, for police services across the country to adopt a single command and control model, with shared nomenclature to facilitate integrated operations in appropriate situations.



**and their provincial and territorial counterparts to develop and implement a standard command and control model for Canadian law enforcement agencies.**

NATTERJACK recognizes the challenges associated with getting all law enforcement agencies to agree to 1 command and control model and as an alternative, collective efforts should focus on ensuring the inter-operability of existing command and control models. NATTERJACK also recognizes that this important work is already underway in reciprocal Public Order Emergency Commission and Mass Casualty Commission recommendations as part of a commitment by the RCMP National Integrated Operations Council<sup>11</sup>.

### Authorities of peace officers

Approximately half of survey respondents (53%) indicated that the authorities available for peace officers were sufficient to effectively do their job. Other respondents felt it was unclear why existing authorities were not sufficient for the police to respond to the convoy related events. Specifically, respondents felt it was unclear what impact the invocation of the *Emergencies Act* had on the police response and police authorities.

Furthermore, some respondents expressed they felt uncomfortable applying the peace officer authorities granted once the *Emergencies Act* was invoked as they did not feel that they had a clear understanding of those authorities. While respondents indicated the briefings they received from their command structure on the *Emergencies Act* were effective, they reiterated that they did not have a clear understanding of how they relate to their peace officer authorities. Some respondents who were deployed in the National Capital Region also indicated they felt uncomfortable enforcing certain legislation because the police of jurisdiction did not appear to be taking enforcement action.

Respondents were of the view that they should have been provided more training and better reference material on the applicable legislation they were being asked to enforce. It should be noted that reference material on peace officer authorities were provided to Regular Members. However, in some instances, this was done after the demonstration had begun. In addition, some respondents were unfamiliar with common law authorities that could be exercised for public order events in general. This was rectified on February 10, 2022, when aids (quick reference charts) were distributed to members supporting Assist Ottawa Police Service from the RCMP.<sup>12</sup>

### Inefficient swearing in process

In the National Capital Region specifically, Regular Members were sworn in as Special Constables in Ontario. However, due to COVID-19, this process only took place over Microsoft Teams once per day in the morning and the process only started on February 6, 2022. This method was not efficient as Regular Members who were deployed prior to February 6, 2022, and those who worked the overnight shift were not sworn in as Special Constables. The swearing in process has been rectified following the convoy related events and was in place for Canada Day operations. The current practice in the National Capital Region is to use a Commissioner of Oaths to swear in police officers from external agencies reporting for duty during the pre-shift briefing. The Public Order Emergency

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<sup>11</sup> National Integrated Operations Council is the national Tier II-level committee composed of Core (Contract Policing) and Federal Policing Criminal Operations Officers. National Integrated Operations Council provides authoritative subject matter expertise in policing operation.

<sup>12</sup> Please refer to Annex E for a copy of the scanned handouts provided to frontline Assist-Ottawa Police Service.



Commission report made a recommendation for the Government of Canada to work with other affected governments to develop an expedited accreditation process for the RCMP and interprovincial police officers.

Through consultation with senior Ontario Provincial Police officials, NATTERJACK has learned that the Ontario Provincial Police has a process for swearing in Ontario Provincial Police officers and Quebec Police Officers working along the Ontario-Quebec border to be able to work as a police officer on either side of the border. This best practice should be examined by the RCMP to assist in developing an expedited accreditation process for Regular Members being deployed to Ontario, Quebec and other regions where the RCMP is not the police of jurisdiction.

**Recommendation 1.5: Aligned with Public Order Emergency Commission Recommendation 20<sup>13</sup>, it is recommended that the RCMP work with other affected police services to develop an expedited accreditation process for swearing in Regular Members.**

## Other key findings

### Communication and leadership

Interviewees from National Headquarters reported that the daily briefs were informative and provided clear updates that were documented by scribes. In addition, respondents felt that the operational briefings were effective for information sharing and helped to keep employees informed of the rapidly changing environment to which they were being deployed. Furthermore, interviewees felt that the communication from regular Divisional Gold, Silver, Bronze meetings was excellent and no challenges were reported. However, according to survey respondents, daily briefings did not take place everywhere so employees felt they did not always receive clear directives.

Results on leadership and supervision were mixed based on interview and survey results. Some respondents felt they had strong team leaders and that their supervisors communicated well, were collaborative, and provided clear directions on taskings. While others indicated there was a need for better leadership generally, as decision making and communication were slow. Almost 40% of respondents disagreed that decisions made by RCMP management were well-communicated within the organization. Specifically, survey respondents described internal communication from management with respect to the decisions that were being made as limited, inconsistent, not timely, and inaccurate.

**Recommendation 1.6: It is recommended that the RCMP re-examine internal communication policies and practices to ensure RCMP employees receive consistent, timely and appropriate levels of communication in support of their respective roles during major events.**

Second, interviewees and respondents highlighted the need to minimize “silos,” namely working independently as opposed to collaboratively when working on the same issue and for better internal liaison and integration across the organization. For example, interviewees noted that in general, different Bronze commanders performing similar roles and responsibilities were not communicating

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<sup>13</sup> Public Order Emergency Commission Recommendation 20: The federal government, working together with other affected governments, should develop an expedited accreditation process for RCMP or interprovincial officers to exercise legal authority to enforce provincial legislation or municipal by-laws where applicable, and where their training and education ensure that they are competent to exercise such authority.



with one another across the country. However, interviewees expressed that each Division was focused on resolving the blockades in their respective jurisdiction and did not have time to liaise with other Gold, Silver, Bronze commanders across the country to share information or lessons learned.

Finally, interviewees also remarked that with respect to communication with the public, in certain instances, stronger messaging is needed to support members. For example, interviewees explained that they were doing their best in a challenging situation, but they felt that the RCMP's national communication messaging could have improved support for its members rather than succumbing to public scrutiny. Similarly, survey respondents felt that communication with the public could have been more proactive and timelier to correct false narratives about the RCMP's actions.

**Recommendation 1.7: Aligned with Public Order Emergency Commission Recommendation 22<sup>14</sup> and Mass Casualty Commission Recommendation P.17<sup>15</sup> it is recommended that the RCMP assign a media liaison officer for every public order event to ensure timely and accurate communication with the public.**

NATTERJACK recognizes that both the Public Order Emergency Commission and Mass Casualty Commission highlighted the need to be proactive and transparent with the public during a major event or critical incident. RCMP National Communications recently developed a Crisis Communications Reference Guide and Standard Operating Procedures for their employees to outline principles and approaches for managing critical incidents and crises, including training and awareness on how to approach communicating with the public. The guidebook and standard operating procedures continue to be reviewed regularly.

### Enhanced readiness

Interviewees and respondents observed poor internal coordination, readiness and planning during the convoy events across the country. Specifically, interviewees explained that with respect to the command structure at National Headquarters, employees did not have terms of reference for the roles and responsibilities they were assigned and there were no business rules or standard operating procedures in place. Respondents also identified the need for more readiness and planning, such as the use of table-top exercises or mock scenarios to put the Gold, Silver, Bronze Command Structure into practice. For interoperability, increased practice will improve “muscle memory” thereby ensuring

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<sup>14</sup> Public Order Emergency Commission Recommendation 22: Municipalities, police services boards, and police services should, when dealing with major events, provide the public with accurate, useful, and regularly updated information.

<sup>15</sup> Mass Casualty Commission Recommendation P.17: The Commission recommends that (a) The RCMP should amend its policies, procedures, and training to reflect the approach recommended in the 2014 MacNeil Report about the RCMP's response to the Moncton Mass Casualty; that is, that the RCMP should activate public communications staff as part of the critical incident package. (b) The RCMP should train critical incident commanders and front-line supervisors in their responsibilities to provide timely and accurate public communications about a critical incident. This responsibility should be stated within RCMP policies and procedures. (c) The RCMP should fully integrate public communications into its approach to critical incident response, including training and tabletop scenarios, and communications officers should train and practice alongside other members of the command group. (d) Consistent with their legal duty to warn the public, police agencies should disseminate public information using methods that ensure that public communications reach those who are most affected by an incident in a timely manner. When choosing communications strategies, police agencies should attend to matters of equity and substantive equality, including demographic differences in the use of social media platforms, as well as the accessibility of reliable internet and cell service.



that all key employees (Regular Members, Civilian Members and Public Service Employees) involved in the event response will know what to do when responding to an incident or event. This will also ensure employees can effectively work with one another and have an appreciation of each other's roles and responsibilities.

Enhanced readiness is being examined by the RCMP Operations Coordination Centre<sup>16</sup> as they are escalating preparedness across the organization. At present, the RCMP Operations Coordination Centre aims to coordinate, mobilize and train through hosting table top exercises to meet the needs of all rapidly evolving national critical incidents. After recent meetings with the Divisions, the RCMP Operations Coordination Centre is completing a national standard operating procedure in order to support senior decision makers in the midst of a crisis.

**Recommendation 1.8: Aligned with Mass Casualty Commission Recommendation P.5<sup>17</sup>, it is recommended that the RCMP continue to develop clear and consistent terms of reference and/or standard operating procedures to respond to future major events.**

The RCMP is currently updating the Operations Manual to provide national standards, consistent terms of reference, and standard operating procedures to respond to major events force wide.

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<sup>16</sup> The RCMP Operations Coordination Centre was formerly known as the National Operations Coordination Centre. The RCMP Operations Coordination Centre, with extended capabilities and under the purview of Federal Policing, operates 24/7 365 days of the year to monitor, support and coordinate the RCMP's official response to airborne incidents, emergencies, national security investigations, law enforcement operations, major events. The RCMP Operations Coordination Centre is a state-of-the-art facility that was designed and built in 2020 for the coordination of major crises, to provide advanced capacity for geospatial mapping, to respond to air incidents, to facilitate interagency information and intelligence sharing, as well as to help plan for and support operational readiness across the organization.

<sup>17</sup> Mass Casualty Commission Recommendation P.5: The Commission recommends that RCMP policies should be amended to make roles and responsibilities during a critical incident response clearer.



**Recommendation 1.9: Aligned with Mass Casualty Commission Recommendation C.8,<sup>18</sup> P1.1,<sup>19</sup> P.8<sup>20</sup>, and P.16.c<sup>21</sup>, it is also recommended that the RCMP work with other law enforcement partners to develop and implement national table-top exercises that includes at a minimum, 1 annual exercise involving all categories of employees for the RCMP (Regular Members, Civilian Members, and Public Service Employees) to enhance readiness and preparedness.**

## Existing best practices

### E Division

Interviewees described the convoy events as “business as usual” for E Division as there is a unit, the Community-Industry Response Group discussed in Chapter 1, that provides strategic oversight to address incidents related to public order to ensure a consistent, standardized, and impartially administered police response across the province. The Community-Industry Response Group employs a Gold, Silver, Bronze Command Structure to manage public order events across the province.

### Major Event Coordination Centre

Since the convoy related events, the RCMP is establishing a centre of expertise, the Major Event Coordination Centre, to set up integrated command structures for government-led events and international sporting events hosted in Canada. The Major Event Coordination Centre supports the planning and operational delivery of designated major events where the RCMP is the lead federal security agency<sup>22</sup>. Work is also underway to examine how to leverage the Major Event Coordination Centre’s capacity to help support the coordination of federal law enforcement assistance to a police

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<sup>18</sup> Mass Casualty Commission Recommendation C.8: The Commission recommends that: (a) All public safety agencies should develop and promote pre-critical incident wellness planning. (b) All public safety agencies should develop wellness programming that is proactive and preventive in nature. (c) The leadership of public safety agencies should take proactive steps to ensure that all responders are accorded equal organizational support and to promote healthy help-seeking behaviour. (d) Public safety agencies in each jurisdiction should collaborate to provide training, including tabletop exercises, to civilian members of the responder community, including volunteers, as 1 aspect of their pre-critical incident planning.

<sup>19</sup> Mass Casualty Commission Recommendation P1.1: Prepare for critical incidents before they happen, first by acknowledging that they can arise, by training personnel, and by establishing clear roles and responsibilities for critical incident response.

<sup>20</sup> Mass Casualty Commission Recommendation P.8: The Commission recommends that the RCMP and other first-responding agencies should engage with appropriate experts and training institutions to incorporate “grim storytelling” and other skills of critical incident decision-making into basic and advanced training for police and communications operators. This training is especially important for critical incident commanders, risk managers, and front-line supervisors. These skills should be reinforced in critical incident command and emergency management courses and practised regularly.

<sup>21</sup> Mass Casualty Commission Recommendation P.16.c: Interagency scenario-based and tabletop exercises should be incorporated into existing agency training wherever possible. If this is not possible, agencies should regularly make time for dedicated interagency training.

<sup>22</sup> There is a standing federal government directive where the RCMP is the lead security agency for certain pre-designated events and the Major International Event Security Costing Framework is automatically invoked. For other federal events within Canada where Internationally Protected Persons (as defined in section 2 of the *Criminal Code of Canada*) are expected to attend, or international sporting events where the overall responsibility for security rests with the federal government, the host federal agency may request a major event designation from the Prime Minister through the Minister of Public Safety.



of jurisdiction, when requested, for other types of events including but not limited to natural disasters, critical incidents, and mass casualty events. This could include providing guidance and support in logistics, mobilization of resources and the development of an integrated intelligence group to coordinate information sharing.

## Chapter 2 – Intelligence sharing and related activities

### RCMP actions

#### National Headquarters and National Division

There were 6 groups in the National Capital Region that were responsible for specific aspects of the intelligence picture that helped to guide the RCMP's operational response to the convoy related events:

- Protective Intelligence Unit
- Combined Intelligence Group
- Federal Policing Gold, Silver, Bronze Joint Intelligence Group
- Federal Policing National Intelligence - Ideologically Motivated Criminal Intelligence Team
- Federal Policing Criminal Operations - Financial Crimes
- Tactical Internet Operational Support

#### Protective Intelligence Unit

The Protective Intelligence Unit is composed of RCMP intelligence officers and intelligence analysts who produce operational, tactical, and strategic intelligence reports to assist investigations and operations relating to the RCMP's protective operations mandate to protect the Prime Minister, Supreme and Federal Court Justices, International Protected Persons, and other designated protected persons. When the National Capital Region Command Centre<sup>23</sup> is activated, the Protective Intelligence Unit also provides intelligence support to those supporting the operational event within the National Capital Region. The Protective Intelligence Unit led Combined Intelligence Group is stood up any time there is a major event in the National Capital Region. Leading up to the convoy, Protective Intelligence Unit maintained separate and distinct responsibilities from the Combined Intelligence Group and focused on supporting protective policing operations.

#### Combined Intelligence Group

Led by the Protective Intelligence Unit, the Combined Intelligence Group was activated on January 28, 2022, with the addition of intelligence analyst resources from National Division's Criminal Analysis Unit and law enforcement and intelligence partners including Ottawa Police Service, Service de Police de la Ville de Gatineau, Canada Border Services Agency, and the Ontario Provincial Police. The Combined Intelligence Group provided tactical intelligence products to support the National Capital Region Command Centre, and the Integrated Command Centre in the National Capital Region. The Combined Intelligence Group's focus was on both the RCMP's protective operations and national security mandates during the period of the Convoy-related protests and blockades in the National

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<sup>23</sup> The National Capital Region Command Centre is a permanent facility used for the joint planning and coordinated execution of police and first responder activities in a Unified Command Structure under the umbrella of National Division.



Capital Region. The Combined Intelligence Group produced a total of 240 reports from January 28 to February 27, 2022.

### Joint Intelligence Group

The RCMP national Gold, Silver, Bronze Command Structure established its own intelligence team, the Joint Intelligence Group, as the primary point of contact and coordinating body for all national level situational awareness and operational intelligence sharing<sup>24</sup>. The Joint Intelligence Group became operational on February 12, 2022, and reported on convoy related events across Canada, including those impacting critical infrastructure, violent incidents, and blockades at various ports of entry, to the national Gold, Silver, Bronze Command Structure. Between February 14 - February 27, 2022, the Joint Intelligence Group produced 40 situational updates on protest activities nationwide<sup>25</sup>.

### Federal Policing National Intelligence - Ideologically Motivated Criminal Intelligence Team

Ideologically Motivated Criminal Intelligence Team is an intelligence unit within Federal Policing National Intelligence which provides strategic intelligence on the ideologically motivated threat landscape. In the lead up to the “Freedom Convoy” arriving in Ottawa, Federal Policing National Intelligence Ideologically Motivated Criminal Intelligence Team, was actively collecting information on various public order events to provide strategic intelligence reporting on the national threat landscape to senior management and RCMP Divisions. Once Ideologically Motivated Criminal Intelligence Team became aware of the planned convoy travelling to Ottawa, Ideologically Motivated Criminal Intelligence Team proactively shared information and intelligence about the convoy to Ontario Provincial Police and to the Security and Intelligence Community, including the Privy Council Office. Ideologically Motivated Criminal Intelligence Team also shared the information internally with RCMP Protective Policing units whose operations might be impacted by the convoy event in Ottawa. During the convoy related events, Ideologically Motivated Criminal Intelligence Team was focused on the strategic intelligence picture and produced 10 Special Threat Advisories between January 18 to February 23, 2022.

### Federal Policing Criminal Operations - Financial Crime

Federal Policing Criminal Operations Financial Crimes is an operational policy centre at National Headquarters. During the convoy related events, Federal Policing Criminal Operations Financial Crimes was responsible for implementing the *Emergency Economic Measures Order* which came into effect on February 14, 2022, when the *Emergencies Act* was invoked. The *Emergency Economic Measures Orders* provided the RCMP and other provincial and territorial institutions the authority to share personal information with financial institutions on individuals or entities that were engaged, directly or

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<sup>24</sup> The daily reports were distributed internally to the Commissioner’s office; Assistant Commissioner of Contract and Indigenous Policing; Director General National Criminal Operations Officers; Federal Criminal Operations Officers and Criminal Operations Officers; Division Emergency Operations Centre; Federal Policing Director Generals; Bronze Public Safety/Government of Canada RCMP Liaison Officer; National Communications Service; Director of the National Operations Centre; Contract and Indigenous Policing Operational Readiness and Response; and the Senior Executive Committee. Unclassified daily reports were also disseminated to external partners including the Canadian Armed Forces; Canada Border Services Agency; Public Safety; Canadian Security Intelligence Service; Global Affairs Canada; Financial Transactions and Reports Analysis Centre; Transport Canada; Privy Council Office; Communications Security Establishment; Privy Council Office Intelligence Assessment Secretariat; Immigration, Refugees and Citizenship Canada; Public Health Agency of Canada; Treasury Board of Canada Secretariat.

<sup>25</sup> It should be noted that Joint Intelligence Group was stood down on February 26, 2022; however, the last report was finalized on February 27, 2022.



indirectly, in an activity prohibited by sections 2 to 5 of the *Emergency Measures Regulations*, referred to as designated persons under the *Emergency Economic Measures Orders*.

Under the *Emergency Economic Measures Orders*, financial institutions were obligated to report the existence of property in their possession or control, which they had reason to believe was owned, held or controlled by or on behalf of a designated person as well as any information about a transaction or proposed transaction in respect of that property to the RCMP Commissioner or the Director of Canadian Security Intelligence Service. In order to streamline communications and the sharing of information with financial institutions, the RCMP's Federal Policing Criminal Operations Financial Crimes offered to act as a conduit, and did so, for provincial and territorial institutions. Between February 15 to 23, 2022, Federal Policing Criminal Operations Financial Crimes made 57 disclosures to financial institutions, which involved the naming of 62 individuals, and 17 businesses.

Federal Policing Criminal Operations Financial Crimes also requested assistance from National Division's Sensitive and International Investigations unit to collect information from the demonstration sites in the National Capital Region in order to provide financial institutions with the most up to date information possible.

### Tactical Internet Operational Support

Tactical Internet Operational Support conducts internet research in support of open source information taskings that are linked to an active investigation. During the convoy related events, Tactical Internet Operational Support was tasked by the Director General of Covert Operations and Open Source and Data Sciences to provide operational support to the Combined Intelligence Group and the Joint Intelligence Group. K Division also requested assistance from Tactical Internet Operational Support for an ongoing criminal investigation.

### RCMP Divisions

NATTERJACK also reviewed the intelligence collection, assessment and sharing practices in K and E Divisions as these were protracted events that resulted in blockades where the RCMP was the police of jurisdiction at the Coutts port of entry and the Pacific Highway port of entry, respectively.

### K Division Criminal Analysis Section

Leading up to the convoy related events in Alberta, K Division Criminal Analysis Section maintained situational awareness on anti-vaccine and COVID-19 restriction demonstrations in December 2021. As convoy related events started to manifest across Alberta, K Division was focused on vehicle-based demonstrations on provincial highways. Other demonstrations, for example at the provincial legislature, were the responsibility of the respective police of jurisdiction.

Once the demonstration at Coutts started, K Division Criminal Analysis Section began to provide open source intelligence support to operations. A K Division Criminal Analysis Section analyst was assigned to the Divisional Emergency Operations Centre to liaise between senior management and Division Criminal Analysis Section, and an intelligence analyst was deployed to Coutts as the Bronze Intelligence Commander. Another Division Criminal Analysis Section analyst was assigned to the criminal investigation at Coutts. K Division Criminal Analysis Section produced a total of 162 intelligence products in support of the freedom convoy event.



## E Division

In E Division, the Community-Industry Response Group and Real Time Intelligence Centre resources were engaged in ongoing intelligence gathering to ensure the best available information is used for planning and decision making. The Community-Industry Response Group provides strategic oversight addressing incidents related to public order, national security, and crime issues. Its mandate is to ensure a consistent, standardized, and impartially administered police response across the province. The mission of Real Time Intelligence Centre is to coordinate actionable information and intelligence for partners during unfolding events. The goal of the Real Time Intelligence Centre is to enhance public safety by sharing timely and relevant information to support frontline law enforcement operations. During the convoy related events in British Columbia, E Division produced 15 briefing notes related to the Freedom Convoy events.

## D Division

In D Division, the RCMP was the police of jurisdiction for the Emerson blockade. D Division collected open source information and used the Tactical Internet Intelligence Unit to maintain awareness of convoy related events.

## F Division

While there were no blockades in F Division, the RCMP responded to demonstrations at various ports of entry in Saskatchewan. F Division Criminal Analysis Section analysts were tasked to conduct open source research and open source information collection. They provided this information in the form of email updates.

## Key findings

### How the threat picture was collected and assessed

#### Barriers to accessing information

Interviewees remarked that their teams' intelligence reporting was overly reliant on open source information. This observation is unsurprising as all intelligence practitioners interviewed noted that there were limitations to their information and intelligence collection practices. Some interviewees remarked that their intelligence teams did not have access to information obtained from frontline members, which could be used to corroborate the open source information that was collected by intelligence analysts. Others at National Headquarters indicated that they did not have access to information collected at the Divisional level, specifically situational reports. Interviewees felt that there was a lack of interoperability between intelligence and operations during the convoy related events.

#### Absence of intelligence coordination

Interviewees specifically noted the lack of intelligence coordination within the RCMP, and in particular between Federal Policing and Contract and Indigenous Policing during the convoy related events. Currently, Ideologically Motivated Criminal Intelligence Team under Federal Policing, is responsible for intelligence collection on the ideologically motivated threat landscape. However, in practice, intelligence coordination on public order events has fallen to Ideologically Motivated Criminal Intelligence Team even though these events do not generally touch the Federal Policing mandate and may have very little nexus to Ideologically Motivated Criminal Intelligence Team's mandate. There is no analogous intelligence collection and coordination function within Contract and Indigenous Policing for public order events even though the RCMP may be responding to multijurisdictional



public order events as the police of jurisdiction. Interviewees observed the need for Federal Policing and Contract and Indigenous Policing senior management to consider the creation of a Contract and Indigenous Policing public order intelligence unit at National Headquarters to address this gap. Additionally, Public Order Emergency Commission recommendations in relation to the creation of a national intelligence coordinator for major events and public order events that are multijurisdictional and/or have national significance.

Interviewees also observed that it was particularly challenging to collect information on convoy events from the Divisions because information and intelligence on public order events that impact RCMP jurisdictions is collected at the Divisional level and the Divisions do not have a direct reporting line to intelligence teams under Federal Policing situated at National Headquarters, such as Ideologically Motivated Criminal Intelligence Team. During the convoy related events, Ideologically Motivated Criminal Intelligence Team sent requests for information to Division Criminal Analysis Sections and relied on its informal networks and relationships with the Divisions to collect information to report on the strategic intelligence picture.

As interviewees indicated, this is neither a sustainable nor efficient structure for information and intelligence collection on public order events that are multijurisdictional or have national significance. Simultaneously, Contract and Indigenous Policing's National Criminal Operations Officers office tasked Divisional Criminal Operations Officers to provide situational reports in each respective Division. Contract and Indigenous Policing used the information to produce an interactive map of convoy related events across the country. However, the product did not provide analytical assessments as Contract and Indigenous Policing at National Headquarters does not have an intelligence analysis capacity. As a result, interviewees and survey respondents noted that the map was limited in its utility. While Ideologically Motivated Criminal Intelligence Team has the intelligence analysis capacity, they did not have access to the Divisional situational reports being collected by Contract and Indigenous Policing until February 14, 2022.

Interviewees also observed a gap in intelligence coordination at the national level for public order events that impact multiple RCMP jurisdictions. Although Ideologically Motivated Criminal Intelligence Team had been collecting information from the Divisions and reporting on public order events that may have a nexus to ideologically motivated violent extremism, there were information gaps as described above. As a result, the national Gold, Silver, Bronze command structure stood up the Joint Intelligence Group on February 12, 2022, to provide national level situational awareness on the convoy related events. Similarly, external law enforcement partners expressed that there is a need for the RCMP to play a more prominent role with respect to intelligence collection, coordination and dissemination on public order events that are multijurisdictional and/or have national significance.

Ideologically Motivated Criminal Intelligence Team and the Joint Intelligence Group were both operating to provide the strategic threat picture, and reaching in directly to the Divisions for intelligence updates. As such, some interviewees noted that they were inundated by requests for intelligence updates from different intelligence teams at National Headquarters. In addition, interviewees noted that the Gold Commander for each respective Division were responsible for providing an intelligence update to the national Gold, Silver, Bronze structure on a daily basis, and that the Divisions were already providing National Headquarters with the most up to date intelligence and information through their Gold Commanders.



NATTERJACK facilitated “hot wash” meeting with directors and managers within the intelligence program at National Headquarters as part of a lessons learned exercise. Both meeting participants and interviewees observed that intelligence teams in the RCMP, specifically Ideologically Motivated Criminal Intelligence Team, Combined Intelligence Group, and the Joint Intelligence Group were duplicating efforts as a result of unclear roles and responsibilities for each team with respect to intelligence reporting for the convoy related events. For example, Ideologically Motivated Criminal Intelligence Team is a strategic intelligence unit that focuses on ideologically motivated issues but not all public events are ideologically motivated, the Combined Intelligence Group and Joint Intelligence Group included this in their reporting which was focused on reporting at an operational/tactical level. In addition, participants noted that this led to circular reporting. Both Ideologically Motivated Criminal Intelligence Team and the Joint Intelligence Group were represented on the national Gold, Silver, Bronze Command Structure with similar intelligence roles and responsibilities to provide the national threat picture. Based on the comments from participants and interviewees, the duplication of intelligence efforts can be minimized through increased coordination at National Headquarters for intelligence collection on public order events.

According to interviewees, this confusion is also in part due to the lack of an effective governance structure of the RCMP’s intelligence program. In this context, governance is meant to clarify the roles and responsibilities for both National Headquarters and the Divisions involved in any intelligence production to ensure there is a clear understanding of who is responsible for what and where clients can seek intelligence products internally. This would also assist in ensuring that operational reporting lines are clearly established and maintained. In the future, this would benefit in reducing the amount of duplication of production observed during the convoy. For example, in the Public Order Emergency Commission report, the former Director General of Federal Policing National Intelligence explained that the Freedom Convoy illuminated the challenge of coordinating the production and dissemination of intelligence at the federal level. The issue is too many departments interpreting information individually, leading to varied perspectives. To address this, the Public Order Emergency Commission recommends creating a central body to consolidate intelligence products to ensure a cohesive briefing for senior officials.<sup>26</sup>

NATTERJACK is aware of ongoing work on this issue, it is being examined by the Federal Policing Transformation team. They are focusing on modernization and improvements to the governance of the RCMP intelligence program.

**Recommendation 2.1: It is recommended that the RCMP develop and implement a Major Event Intelligence Unit to oversee the management, collection, coordination, and dissemination of information and intelligence on major planned or unplanned events that are multijurisdictional and/or have national significance.**

**Recommendation 2.2: It is recommended that the RCMP continue existing efforts to develop a governance structure for its intelligence program that clarifies the roles, responsibilities, and reporting lines of various intelligence program areas to minimize the duplication of intelligence efforts across the organization.**

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<sup>26</sup> Public Order Emergency Commission Report Volume 3, p. 278



### Need for a standard analytical assessment framework and training

Moreover, for those reporting rapidly on the tactical and operational picture (the Combined Intelligence Group, Joint Intelligence Group, and the Divisions), there was no time for intelligence analysts to apply the intelligence cycle to the information collected and conduct an analysis due to the demand for constant situation updates. Interviewees commonly observed that when there is that much pressure to produce a report within an hour or a few hours' time it is not productive. In such an environment an analyst lacks the time required to review the information, assess its credibility and validity, and to analyze it in the context of the rapidly evolving situation to produce sound intelligence analysis to inform decision makers. As interviewees remarked, the “so what” and “now what” aspect from the analysis was completely missing from these assessments. Similarly, some commanders expressed that the products and information they received were not useful for their operational decision making.

All interviewees acknowledged the need for a standard analytical assessment framework that intelligence analysts can employ to provide relevant and useful intelligence assessments to decision makers. Interviewees also noted the need for intelligence analyst training specific to public order events and major events (this is addressed below). In 2019, the Federal Policing National Intelligence Special Advisory Group in collaboration with H Division Criminal Analysis Section analysts developed the Public Order Threat Assessment methodology as an analytical framework to help guide analysts in their intelligence assessments of public order events to inform operational and senior management decision making. The Public Order Threat Assessment will provide consistency for assessing the threat of the public order event. In early 2020, the Public Order Threat Assessment methodology was approved for use by the acting/Director General of Federal Policing National Intelligence and disseminated to Division Criminal Analysis Section managers nationally. The Public Order Threat Assessment methodology is not currently a recognized RCMP standard.

### Intelligence literacy

Interviewees and survey respondents expressed the need to educate intelligence clients on the value of intelligence and how it can be used for decision making. Interviewees noted that the role of intelligence was not valued during the convoy related events. Some interviewees attributed this in part to the limited understanding that decision makers had about the role and capabilities of an intelligence analyst and how intelligence analysis could assist with decision making. Others noted that some intelligence analysts assigned to work on the convoy related events lacked the training, skillset and experience to conduct intelligence analysis for public order events. As a result, they were not able to paint the threat picture for decision makers. Interviewees noted that it would have been more efficient to identify intelligence analysts who have experience working in public order intelligence for these assignments.

**Recommendation 2.3: It is recommended that the RCMP deliver information and training sessions on the role of intelligence for decision makers. The role of intelligence in decision making should be included in the curriculum of the RCMP's selected command and control model.**

**Recommendation 2.4: It is recommended that the RCMP Major Events Intelligence Unit, as a centre of expertise, be responsible for all intelligence analyst training on public order intelligence analysis. This would ensure the RCMP has a cadre of trained intelligence analysts**



**who could be deployed to RCMP Divisions when required to assist with public order events that are multi-jurisdictional and/or have national significance.**

### How the threat picture was disseminated

The Combined Intelligence Group was responsible for disseminating intelligence to frontline members in the National Capital Region and managed the interagency sharing of information and intelligence for the National Capital Region while the Joint Intelligence Group disseminated products to the National Gold, Silver, Bronze Command Structure and various Government of Canada agencies. Ideologically Motivated Criminal Intelligence Team disseminated information internally to various RCMP units, the Divisions and RCMP senior management and externally to other Government of Canada and law enforcement agencies. In E and K Division, intelligence reports were disseminated through their respective chain of command and also shared with various units at National Headquarters. Federal Policing Criminal Operations Financial Crimes disseminated both RCMP and third-party information and intelligence to financial institutions while the *Emergency Economic Measures Orders* was in effect.

### Timeliness and accessibility issues

According to survey results, intelligence dissemination was not always timely or accessible. Specifically, respondents noted that they would receive information about various threats through media reporting and various social media pages rather than directly from the RCMP. With respect to the timeliness of information, about one-third of respondents (30%) disagreed that the information they received to support their work was timely, or received when needed. In addition, with respect to the accessibility of information, survey respondents noted that the reliance on email in order to communicate critical or time sensitive information was not efficient or effective.

**Recommendation 2.5: It is recommended that the RCMP employ an intelligence coordination unit such as a Major Events Intelligence Unit to disseminate information and intelligence to deployed frontline members for public order events that are multijurisdictional and/or have national significance.**

### Gaps in frontline situational awareness

There were also gaps with respect to frontline situational awareness in RCMP Divisions. In particular, survey respondents who indicated they were deployed to the Coutts blockade raised issues with respect to the lack of information and situational awareness provided to frontline members on the possible threats to officer safety. Respondents expressed they were not aware of the threats to police officers until after the blockade concluded. Others noted that they only learned about the threats through media reporting. This raises a number of officer safety concerns for members who are deployed to the frontline and as an organization this issue must be addressed. It is imperative that all frontline members receive briefings prior to being deployed which includes information about possible threats to life, including an assessment of the threat level of the public order event to which the member/unit is being deployed.

Similarly, survey respondents observed initially there was limited distribution of intelligence reporting. This was rectified mid-February, whereby, frontline members began to receive intelligence reports to support their roles and responsibilities.



**Recommendation 2.6: It is recommended that the RCMP provide regular operational updates to frontline members while being deployed to a major and/or public order event.**

### Information sharing with external partners

Interviewees noted limitations in their abilities to disseminate protected information and intelligence to certain external agencies and the private financial sector. Specifically, interviewees indicated that encryption was not available with all external agencies and the private sector. Interviewees noted that this added increased stress when having to manage the risk of sharing protected information through unencrypted channels. Interviewees highlighted that this issue was not isolated to the convoy related events, but rather is an organization wide issue that they experienced while carrying out their regular program mandated activities.

**Recommendation 2.7: It is recommended that the RCMP work with external partners, including the private sector to develop a secure means to share information at the appropriate classification level.**

Interviewees also indicated that there were issues with information and intelligence that was disseminated to external Government of Canada agencies. Specifically, some Government of Canada partners would misrepresent the information or misattribute third party information as RCMP information. Interviewees often noted that various Government of Canada partners would reach in directly to specific intelligence teams and or individuals for information which did not respect the RCMP chain of command or established protocols for requesting information from the RCMP. In addition, interviewees and survey respondents felt immense pressure from the Government of Canada to be briefed on a regular basis by RCMP senior management, in particular when briefings were requested on an hourly basis.

The Government of Canada's demands for hourly briefings left no time for intelligence units to prepare an assessment, nor to collect the most up to date information. Former Commissioner Brenda Lucki provided joint ministerial briefings to several ministers<sup>27</sup> before the "Freedom Convoy" arrived in Ottawa and then daily from January 30 to February 23, 2022. Information and intelligence updates were also shared with the interdepartmental Assistant Deputy Ministers committee on National Security Operations<sup>28</sup>. When the national Gold, Silver, Bronze Command Structure was stood up on February 12, 2022, an individual was assigned the role of Public Safety/Government of Canada RCMP Liaison Officer within the Gold, Silver, Bronze Command Structure, however this role was only created 2 weeks into the convoy events in the National Capital Region.

**Recommendation 2.8: It is recommended that the RCMP consider assigning a Liaison Officer for the Government of Canada prior to major events and public order events that are multijurisdictional and/or have national significance to manage the flow of information between the RCMP and the Government of Canada.**

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<sup>27</sup> Public Safety Minister Marco Mendicino, Minister of Emergency Preparedness Bill Blair, Minister of Transport Omar Alghabra, and Minister of Intergovernmental Affairs Dominic LeBlanc participated in these briefings regularly, and the Privy Council Office then-Interim Clerk Janice Charette and National Security and Intelligence Advisor, Jody Thomas sometimes joined as well.

<sup>28</sup> Assistant Deputy Minister-level participants comprised of Privy Council Office, Canada Border Services Agency, Transport Canada, Canadian Security Intelligence Service, and other federal departments.



## Other findings

### Risks to the organization

A key issue noted by survey respondents is with respect to the information gaps in frontline situational awareness for deployed members, specifically information on officer safety threats. The fusion of intelligence and operations is key to any threat mitigation strategy. As such, de-confliction early on and often, at both the tactical and operational levels is key to ensure there is a common operating picture amongst employees.

As discussed above, another risk to the organization is in the area of information management, in particular with respect to the collection, storage and sharing of protected information and/or personal information with external agencies. The RCMP only conducts operationally relevant open source and social media research on subjects or issues that relate to a law enforcement mandated initiative, or program activity. The Office of the Privacy Commissioner already has concerns around the collection of open source personal information, in particular by law enforcement. The Office of the Privacy Commissioner has already engaged the RCMP on this matter with respect to how the RCMP shared personal information with financial institutions during the invocation of the *Emergencies Act* and the enactment of the *Emergency Economic Measures Orders*. Overall, the Office of the Privacy Commissioner found that the measures incorporated by the RCMP in relation to personal information disclosures were found to be limited in scope and nature. With respect to the means used by the RCMP to share information with financial institutions, the Office of the Privacy Commissioner recommended that the RCMP ensure that information is protected according to its sensitivities. NATTERJACK's findings also support this recommendation.

Some interviewees and survey respondents highlighted the need for clearer operational policy, training, and guidance on the accepted use of Open Source Intelligence related applications for ongoing operations or investigations. Specifically, for the RCMP there is a gap related to operational policy with respect to information collection on individuals who have no clear nexus to criminality. In the context of public order events in particular, the risk to the RCMP is exacerbated because the right to freedom of thought, belief, expression, and opinion, and the right to peaceful assembly are *Charter* protected activities. NATTERJACK is aware of a previously conducted audit of the RCMP's use of Open Source Intelligence, an updated policy will be released in 2024.

**Recommendation 2.9: It is recommended that the RCMP review and clarify operational policy for information collection in support of operations that does not have a clear nexus to criminality. Such a policy should specify authorities for collection, information storage, consistent use, exchange and retention of information.**

### National Canadian Association of Chiefs of Police Intelligence Committee

While the integration of criminal analysts in criminal investigations has long been established as a vital pillar to such investigations, the same cannot be said in the context of public order events as evidenced through the findings of this review. Understanding roles, responsibilities, needs and limitations in the dynamic, rapidly changing environments that public order events often become is paramount to closing some of the gaps identified through this review. Another vehicle for facilitating and encouraging change is through uniform and standardized practices and policies that add to the professionalization of the criminal analyst's role. Many interviewees expressed a level of concern that beyond the informal networks that loosely bind criminal, tactical, and strategic analysts from a variety



of law enforcement and security and intelligence agencies, there is not a recognized national body that comes together to advocate, address and advance issues in criminal analysis. Examining the mandate of the Canadian Association of Chiefs of Police and the various committees, the absence of a Criminal Intelligence Committee to deal with a number of intelligence policy and related issues appears glaringly missing and should be explored.

**Recommendation 2.10: It is recommended that the RCMP approach the Canadian Association of Chiefs of Police Executive Committee and explore the utility of creating an Intelligence Committee to advocate, address and advance issues of importance in criminal analysis that contribute to Canadian Association of Chiefs of Police’s overall mandate of “safety and security for all Canadians through innovative leadership.”**

### Existing best practices

#### K Division

After the Coutts blockade, K Division conducted an after-action review and Division Criminal Analysis Section reflected on lessons learned and made significant changes to improve their future response to public order events. In light of the lessons learned, K Division has adopted the following 4 practices:

- Open Source Intelligence training is a mandatory requirement for all Division Criminal Analysis Section analysts and each analyst is provided with the appropriate computer equipment and software to perform Open Source Intelligence functions.
- Division Criminal Analysis Section delivers regular training on notetaking and the Gold, Silver, Bronze Command Structure for all analysts.
- There are continued efforts to improve file management practices, such as working toward creating a common place to store information prior to an operational occurrence.
- With respect to employee wellness, Division Criminal Analysis Section has a dedicated intelligence wellness coordinator that delivers workshops, and connects analysts with the appropriate resources.

## Chapter 3 – Mobilization

### Mobilization of RCMP members

#### National Capital Region

Overall, interviewees and survey respondents described the mobilization process to deploy Regular Members in the National Capital Region as chaotic. Interviewees also noted that National Headquarters previously had a mobilization unit which was no longer in operation at the time of the convoy related events and suggested that the mobilization process was less efficient in the absence of a dedicated team to fulfil this role. According to interviewees, there were capacity gaps in terms of employees who were trained and knowledgeable in effective mobilization and scheduling from an administration perspective. In the National Capital Region, mobilization was placed on 1 person who worked long hours managing the deployment of all members instead of sharing the work amongst a team. Interviewees described a lack of resiliency, as there were singular key people working on the operation without rest.

Additionally, interviewees explained that there is a need for clear and established standard operating procedures governing mobilization. The absence of standard operating procedures contributed to



confusion and inefficiencies in coordinating the deployment of personnel. For example, interviewees noted that the Human Resource Management Information System was not used to identify whether Regular Members had up to date training and certification for deployment. According to interviewees, the Event Management System, which is used for major events, is not user friendly or searchable but the benefit of Event Management System is that it is linked to Human Resource Management Information System so the user can identify people for specific skill sets. Interviewees suggested that a system that can connect into Human Resource Management Information System and Microsoft Teams would be the most ideal for mobilization.

Moreover, during Public Order Emergency Commission testimony, former Deputy Commissioner of Federal Policing, now Commissioner, Michael Duheme observed that it was a challenge to track the number of resources deployed nationwide to assist with the convoy related events. Similarly, external law enforcement partners indicated that it was difficult to track of the number of Regular Members provided to assist in a particular event. Ongoing work in relation to the Mass Casualty Commission recommendations is being conducted to explore IM/IT solutions to improve the mobilization process.

Since the convoy related events, the Major Event Coordination Centre has been leveraged to provide mobilization support for designated major events such as the 15th Conference of the Parties to the United Nations Convention on Biological Diversity in Montreal. However, the RCMP still lacks a centralized mobilization unit for other events that requires the mobilization of RCMP resources.

**Recommendation 3.1: Aligned with Public Order Emergency Commission Recommendation 12<sup>29</sup>, it is recommended that the RCMP re-establish the National Headquarters mobilization unit to provide mobilization support for other events that are not designated major events.**

Interviewees also explained that it was difficult to secure enough Regular Members to deploy to assist Ottawa Police Service because the deployment was optional and not a mandatory requirement. Specifically, “call out” emails were sent to National Headquarters employees asking members whether they were interested in deploying to assist Ottawa Police Service. It should also be highlighted that the convoy events were taking place during the height of the COVID-19 pandemic with existing capacity gaps impacting the number of human resources available due to illness.

Furthermore, it was also difficult to secure an appropriate number of marked police cars and equipment for Regular Members who were being deployed to assist Ottawa Police Service because the RCMP at National Headquarters does not carry out frontline policing duties and do not have a pool of marked police vehicles. National Headquarters is not equipped in the same way as an RCMP detachment. Similarly, external law enforcement agencies observed that since the RCMP scaled back its frontline presence in the National Capital Region in recent years, the impact on policing in the National Capital Region and specifically the RCMP’s ability to provide surge capacity on short notice, has not been accounted for previously.

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<sup>29</sup> Public Order Emergency Commission Recommendation 12: The federal government should similarly consider the creation of a major event management unit or major event management coordinator to address and coordinate policing responses across the country to major events of a national dimension.



**Recommendation 3.2: It is recommended that the RCMP Operations Coordination Centre liaise with Divisional Emergency Operations Centres to determine and maintain ongoing awareness of each Division’s capacity and resources available to respond to events.**

### RCMP Divisions

In E Division, interviewees described the mobilization of resources as efficient and effective because a dedicated team, the Community-Industry Response Group, was responsible for the coordination of logistics and mobilization and all Regular Members were deployed from nearby Surrey detachment.

In K Division, interviewees noted some challenges specifically as it relates to mobilization and logistics. Initial challenges with logistics resulted from K Division Divisional Emergency Operations Centre and Southern Alberta District duplicating efforts to forecast resource needs, which resulted in a surge of resources sent to the Coutts port of entry without enough logistical planning to support the resources deployed. There was no unit or individual assigned to provide logistics or mobilization support at Coutts and the responsibility fell to a Bronze Commander who was already assigned a different area of responsibility. This individual was over tasked, thereby resulting in some instances where Regular Members did not receive relief or meals in a timely manner. Interviewees also indicated equipment was not always available for Regular Members and that they had difficulty finding members for relief duty.

In F Division the Divisional Emergency Operations Centre was activated to support detachments and other units assisting with the policing response at the Port of Regway and North Portal demonstrations. The Divisional Emergency Operations Centre coordinated all logistics, which relieved the pressure from the detachments and other assisting units by arranging accommodations, meals and human resources for the deployments. Additionally, F Division deployed Community Conflict Management Group members early on to ensure consistent engagement with the demonstrators and demonstration leaders. Community Conflict Management Group members explained to demonstrators what a lawful protest is, the actions the police would permit and what was unlawful (e.g., blocking the port of entry). These enabled demonstrators to seek out private land to stage lawful demonstration activity and prevented blockades from being set up at the ports of entry. The early and ongoing deployment of Community Conflict Management Group members was described as key to the success of the police response.

### Other findings

#### Existing protocols to request police resources in Ontario

On February 2, 2022, Ottawa Police Service requested assistance from the RCMP. The RCMP requested that Ottawa Police Service enter into a Memorandum of Agreement to formalize Ottawa Police Service’s request for RCMP assistance. However, this course of action did not follow existing protocols in Ontario under the *Ontario Police Services Act*, which states “a municipal chief of police who is of the opinion that an emergency exists in the municipality may request that the Commissioner have the Ontario Provincial Police give assistance”<sup>30</sup>.

Interviewees indicated that the RCMP should have followed existing processes and advised Ottawa Police Service to send their request for additional resources to the Ontario Provincial Police before

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<sup>30</sup> Police Services Act, R.S.O. 1990, c. P.15.9.6.



requesting resources from the RCMP. Alternatively, the RCMP should have advised Ottawa Police Service to request that the Provincial Public Safety Minister, in this case the Solicitor General of Ontario, submit a request to the Federal Public Safety Minister for additional resources from the RCMP.

**Recommendation 3.3: Aligned with Public Order Emergency Commission Recommendation 3<sup>31</sup>, it is recommended that the RCMP develop a standard Memorandum of Agreement for deployments to prevent unnecessary and future administrative delays.**

## Equipment

Interviewees and respondents experienced issues with accessing reliable communications equipment for radio contact when deployed to the frontline, including police radios and batteries; the right-sized radio holders on belts, barcode scanners; and reliable cell phone service as an alternative means of communication. Interviewees also indicated that external agencies used different types of radios, so Regular Members had to be paired with an external partner to allow external agencies access to communications on RCMP issued radios.

Overall, the majority of respondents (63%) indicated they had all the uniform, tools, and technology required to perform their duties. The most prevalent theme was the need for better quality (e.g., windproof, lightweight) uniform and kit, including jackets, boots, gloves, and balaclavas for the cold weather. Another prevalent theme was the need for more high visibility public order gear such as: high visibility jackets and vest covers; zip/plastic cuffs; gas masks; shields; bump helmets and visors; hard body armour; safety glasses, etc. For some duties, respondents explained that there was a limited supply of use of force equipment such as carbines, conducted energy weapons, and pepper spray due to the non-operational nature of RCMP National Headquarters.

Respondents also indicated they needed more computer equipment and better-quality internet connection. Others indicated they lacked the necessary software for open source intelligence collection. As discussed in Chapter 1, K Division has adopted the practice of ensuring each analyst is provided with the appropriate computer equipment and software to perform open source intelligence functions. Ongoing work is also being conducted to ensure RCMP employees who are responsible for performing open source intelligence functions are equipped with the tools necessary to carry out this responsibility.

## Chapter 4 – Employee wellness

### Key findings

#### Extreme working conditions

Most interviewees reported that employees were working well beyond scheduled work hours. Intelligence practitioners for example, reported working 10 to 15-hour days without breaks as they were tasked to produce regular updates, sometimes hourly, or daily, depending on the team. In

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<sup>31</sup> Public Order Emergency Commission Recommendation 3: Police and other law enforcement agencies should develop, in conjunction with affected governments, protocols around requests for additional law enforcement resources, where a police service is unable to respond on its own to major events, including certain protests.



addition, when some intelligence practitioners requested additional time or human resources to complete analytical tasks, these requests were ignored, denied, or overcome by events.

Similarly, frontline members reported working between 16-18 hours per day during the convoy related events, not including the travel time to distant lodgings. Some interviewees also reported that employees had temporary cots set up in their offices to support the operation over 24-hour periods and were sleeping in their offices.

Relief is necessary for all employees who are deployed and/or working during public order events, major events, or other types of emergencies. Many Gold, Silver, Bronze commanders reported that during the convoy events, they were tasked with finding relief for themselves and their team when breaks were needed from the deployment. When considering survey results in relation to working conditions, a third of respondents found that their assigned duties were not manageable within assigned working hours suggesting a need to reassess the expectations placed on employees, as well as the need for flexibility where possible, to prevent employee burn out and promote employee wellness.

**Recommendation 4.1: It is recommended that the RCMP ensure that there is effective staffing support and relief available for all categories of employees for future major events.**

### Working conditions

The pressures from government and the public to resolve the blockades were high during the convoy related events and many employees were working under stressful conditions, around the clock without rest or relief. Most interviewees indicated that they attempted to take this into consideration, particularly their tone when relaying commands and decisions to employees. However, conflicts did at times take place, which have been addressed through appropriate conflict resolution processes.

Interviewees also reported that employees were working under immense pressure and that after the convoy related events some of their employees took sick leave due to operational stress injuries. It is unclear if these employees took sick leave directly as a result of the pressures of working during the convoy related events or if there were prior circumstances that were exacerbated during the convoy related events. However, these anecdotes illustrate that work is still needed to improve the RCMP's workplace culture.<sup>32</sup>

### Morale and comradery

Interviewees and respondents reported that there was a high degree of comradery amongst RCMP employees working to resolve the convoy related events across the country. Specifically, respondents reported there was trust and teamwork among colleagues. In general, from those interviewed, morale

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<sup>32</sup> See the Task Force on Governance and Cultural Change in the RCMP report entitled *Rebuilding the Trust* (also referred to as the Brown Report); Professor Linda Duxbury's independent report entitled *The RCMP Yesterday, Today and Tomorrow: An Independent Report concerning Workplace Issues at the Royal Canadian Mounted Police*; Civilian Review and Complaints Commission's 2013 *Public Interest Investigation Report into RCMP Workplace Harassment*; Standing Senate Committee on National Security and Defence's 2013 report entitled *Conduct Becoming: Why the Royal Canadian Mounted Police Must Transform its Culture*; the RCMP Veteran Women's Council's 2014 report entitled *Addressing a Crisis in Leadership*; the Honourable Judy Sgro, and the Honourable Grant Mitchell's 2014 report entitled *Shattered Dreams: Addressing Harassment and Systemic Discontent within the RCMP*; and the RCMP's 2016 report entitled *Report on Allegations of Harassment and Sexual Misconduct at the RCMP's Canadian Police College*.



was positive and improved when employees clearly understood their roles and responsibilities and when they believed their contribution was valued.

Conversely, morale was low when employees did not have access to appropriate meals or breaks, or when their assignments were unclear. For example, some interviewees and respondents were discouraged with leadership inaction or when they believed their opinions were not taken seriously. This raised questions related to management trust in their employees. In addition, interviewees noted an absence of formal recognition or acknowledgment from senior management for the efforts and contributions made by RCMP employees during the convoy related events. According to all interviewees, the lack of recognition had an impact on employee morale.

### Mental health support

Interviewees observed that frontline members who were deployed during convoy related events were being exposed to verbal abuse, and loud noises on a consistent basis by demonstrators. While various interviewees explained that they conducted follow ups and regular “check ins” with their staff to determine if they needed health breaks, they also indicated that there were limited mental health supports offered otherwise. Some peer to peer counselling took place during the convoy related events, but there was no follow up conducted. It should be noted that the RCMP has since developed an RCMP Employee and Family Resource Guide. The RCMP is also conducting a longitudinal study investigating the development of operational stress injuries in the RCMP. The goal of the study is to establish psychological baselines with cadets and measure the effectiveness of an evidence-based resilience training program in order to mitigate the severity of open source information, and to provide organizational recommendations while facilitating early access to effective mental health care.

### Existing best practice

#### Bronze Commander – member wellness

E Division assigned a Regular Member to be the Bronze Commander responsible for member wellness during the convoy related events to look after the mental and physical wellbeing of members deployed. The Bronze Commander would attend all demonstration locations where members were posted to check in on employees and ensure they had what they needed (food, breaks, equipment, etc.).

If they did not have the required logistics, as a case example, food, accommodation, or portable toilets, the Bronze Commander would address the issue immediately with the Silver or Gold Commander to resolve it. Moving forward, E Division is also exploring the feasibility of expanding this role to include a representative from the National Police Federation anytime there is a deployment as some members may not feel comfortable raising certain workplace issues with another employee of the RCMP. The National Police Federation representatives attended various locations in the National Capital Region to engage with Regular Members and it was appreciated by command and frontline staff.

**Recommendation 4.2: It is recommended that the RCMP assign an individual to be responsible for member wellness alongside a union representative during all RCMP major event deployments.**

\* To effectively implement this recommendation a review and revision of existing operational policy may be required.



NATTERJACK recognizes that the RCMP Occupational Health and Safety Branch is collaborating with stakeholders to ensure that employees are properly supported while responding to crises and major event. This work includes: integrative and intensive training to develop skills and build awareness about mental wellness; updating mental health training for supervisors and officers; peer support programs; and, expanding support for member's families.

## Chapter 5 – Other findings

### Information management

Interviewees and meeting participants indicated that taskings, emails, and reports were either saved in email folders, shared drives, Records Management Systems such as Police Reporting and Occurrence System<sup>33</sup> or Police Records Information Management Environment, or not at all. For instance, Ideologically Motivated Criminal Intelligence Team, Combined Intelligence Group, Joint Intelligence Group, and K and E Divisions saved their reporting in either Protected B or unclassified shared drives located on secure RCMP servers. Specifically, for the Freedom Convoy, K, L, J, F, and D Divisions also used Police Reporting and Occurrence System for the intelligence and criminal investigative files but the event file was managed separately using an electronic records management system. E Division used Police Records Information Management Environment for all files related to the criminal investigations, and GCdocs for the event file.

While the use of shared drives is a standard method in the RCMP for storing and protecting information, interviewees highlighted the need for an information management system that would enable multiple units to access the same information and work on the same file or issue concurrently. In particular, intelligence practitioners stated that it was inefficient to have to grant readable access to the various shared drives to individuals who required access to information. As holdings have become more siloed, not only does collection and collation become difficult for intelligence products, it exacerbates the difficulty of locating documents for proper review and disclosure.

**Recommendation 5.1: It is recommended that the RCMP manage event files separately from the criminal investigative files to simplify criminal case disclosure and responses to *Access to Information and Privacy Act* requests.\***

**Recommendation 5.2: It is recommended that the RCMP utilize Police Reporting and Occurrence System and Police Records Information Management Environment for intelligence and criminal investigative files related to public order events to ensure that information is accessible to all RCMP intelligence practitioners working on the same file or issue(s) nationwide.\***

\*To effectively implement these 2 above noted recommendations a review and revision of existing operational policy may be required.

During the convoy related events, not all decisions were documented on a Records Management Systems. For example, those who were part of the national Gold, Silver, Bronze Command Structure did not use Records Management Systems. Some interviewees indicated that there were records of

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<sup>33</sup> Police Reporting and Occurrence System is the RCMP's occurrence records management system, except for E Division, which uses Police Records Information Management Environment.



decision from meetings. However, these were not retained in an information management system that was readily accessible. Moreover, while some interviewees explained that they took notes to document decisions that were being made, others indicated that they did not take as many notes as they should have or that they did not have time to take notes.

Some commanders within the national Gold, Silver, Bronze Command Structure were assigned a scribe throughout the convoy related events, however, this practice was not consistent for all Gold, Silver, Bronze commanders throughout the country. In addition, most individuals who were assigned to be scribes did not have any previous training or experience as a scribe. Finally, interviewees observed that there were no business rules for file management during the convoy related events. For example, in K Division the event file management team developed business rules using the major case management business rules as a foundation.

**Recommendation 5.3: It is recommended that the RCMP utilize trained scribes to document decisions of business value during events and for these notes to be transcribed and retained on the appropriate Police Reporting and Occurrence System/Police Records Information Management Environment or Secure Police Reporting and Occurrence System file consistent with Recommendation 5.2 above.**

### Politicization of the law enforcement response

Interviewees and survey respondents felt that the police response to the convoy events were highly politicized. This was particularly the case with respect to the convoy events in the National Capital Region, where various elected officials and senior Government of Canada officials were of the view that it was the RCMP's responsibility to resolve the blockades in Ottawa. The RCMP in the National Capital Region carries out Federal Policing activities which includes, but is not limited to, protective policing and national security investigations. As the police of jurisdiction in Ottawa, Ottawa Police Service has the primary responsibility to manage the police response to all demonstration activity. The RCMP can provide support to Ottawa Police Service when assistance is requested. However, the RCMP cannot assume command and control of the police response to demonstration activity as some officials suggested during the convoy event.

The act of participating in a demonstration is not in itself a form of Ideologically Motivated Violent Extremism activity, regardless of the demonstrator's beliefs, opinions, and/or ideologies. When there is a suspected threat to national security, the RCMP can assume a lead investigative role under the Federal Policing mandate. However, the criminal investigation remains separate from the police response to manage the demonstration activity taking place within a police of jurisdiction's area of responsibility.

### Training

#### Regular member training

Generally, most respondents (70%) agreed that they had adequate training to perform their duties effectively and efficiently. Approximately 86% of respondents indicated that based on previous



training, they felt well prepared or somewhat prepared to apply use of force tactics<sup>34</sup>, in comparison to 65% for public order tactics<sup>35</sup>. There is little to no public order and/or tactical training for general duty Regular Members who are not a part of Tactical Support Groups or Public Order Units, nor was any training immediately provided before the convoy events to prepare Regular Members with knowledge of crowd control tactics. Regular Members also reported that they had not received instruction on public order tactics since their initial limited introduction at Depot.

Respondents explained that they were not prepared to apply public order tactics as there were not enough members working for some of the demonstrations to enforce the laws safely. In some instances, there was no planning and/or inconsistent direction provided by those in leadership roles on what to do, or what the desired or expected outcome should be. Other respondents indicated they felt unprepared to apply public order tactics due to an absence of intelligence communicated to them and a lack of specialized equipment such as protective gear or tow trucks. Some respondents also stated that they had no prior experience with large capacity crowd control nor any experience in applying applicable tactics.

A few survey respondents reported that the routine certifications required to undertake their role within the command structure was not up-to-date during the convoy related events. Specifically, these respondents reported that they were not up to date on their: conducted energy weapon training (8%), carbine operator course (5.2%), Physical Abilities Requirement Evaluation (4.8%), and Outdoor Immediate Action Rapid Deployment (4.4%) and Indoor Immediate Action Rapid Deployment training (4.3%).

To ensure that Regular Members are ready to be deployed for all types of events, improvements are required with respect to training. According to RCMP policy, Regular Members are not permitted to deploy operationally if they are expired on their Operational Skills Maintenance (Operations Manual M 17.2.2.1.3) or pistol Annual Firearms Qualification (Firearms Manual 2.1). They are also not permitted to carry and utilize specific intervention options such as patrol carbine (Operations Manual 4.15.4.2), Conducted Energy Weapon (Operations Manual 17.7.3.1.2) and Extended Range Impact Weapons (Operations Manual 17.3.2.2) if they have not completed a recertification within the previous 12 months. Policy also states that Immediate Action Rapid Deployment training is mandatory for all RCMP operational members, including a refresher course every 3 years (Operations Manual 16.10.2.3.1 and Operations Manual 16.10.2.2). Specifically, National Headquarters currently has a very low compliance rate with this mandatory policy.

Currently, the Mandatory Training Unit, which is responsible for training courses for Regular Members at National Headquarters is understaffed with only 3 full-time and 1 part-time Full Time Equivalent out of 7 training positions identified on the organizational chart. With the mandatory

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<sup>34</sup> Use of force tactics refers to the incident management intervention model, first introduced in 1993, is defined as a visual aid that helps officers quickly respond appropriately to high-stress environment. The incident management intervention model trains members to consider all intervention options and outlines the various levels of force available, based on subject behaviour, situational factors (weather, location, size and number of subjects etc.), tactical considerations and officer perceptions. The incident management intervention model was developed by the Canadian Association of Chiefs of Police and is used by Canadian Police Services.

<sup>35</sup> Public order tactics refers to intervention techniques commonly used by police officers including verbal and non-verbal communication, physical control (handcuffs, take-downs, strikes etc.), intermediate weapons (pepper spray, conducted energy weapons, batons etc.).



training required above, this is very challenging for the current team to deliver on with its staff shortages.

Second, National Headquarters currently has a very low compliance rate with this mandatory training requirement, which necessitates the scheduling of several Immediate Action Rapid Deployment courses to bring this compliance rate up to an acceptable level. Due to the administratively heavy workload being completed from National Headquarters and a significant amount of the Regular Members being within the Officer rank, it is difficult to release Regular Members to complete the above noted mandatory training. These critical courses become pushed aside and skills quickly become outdated.

Alongside these issues, the current training facility located at 1200 Vanier (Nicholson Building) is unusable due to poor air quality resulting in employees experiencing sore scratchy throats, sinus congestion, and coughing. Due to the state of the building, other occupants have moved out of the building except for the Mandatory Training Unit and Regular Members required to attend the site for necessary training requirements. However, the poor air quality has resulted in the cancellation of 5 recertification training courses in late 2022 and early 2023. This has resulted in a backlog of members with expired certifications who are unable to deploy in a frontline capacity from National Headquarters. If the current situation is not resolved, the RCMP will be unable to provide surge capacity to policing partners in the National Capital Region. It is hopeful that with the addition of training members from the former National Division training program integrated within National Headquarters, that these concerns regarding resources and location can be rectified under a unified training program.

**Recommendation 5.4: It is recommended that the RCMP ensure Regular Members are compliant with the mandatory training requirements necessary for front-line deployment. Particular emphasis needs to be placed on significantly increasing and maintaining compliance rates of Regular Members at National Headquarters.**

**Recommendation 5.5: It is recommended that the RCMP appropriately staff the National Headquarters Mandatory Training Unit to ensure mandatory training is delivered and compliance rates in this regard are significantly increased for National Headquarters Regular Member personnel consistent with Recommendation 5.4. Additionally, it is recommended that the RCMP secure a permanent suitable training facility to carry out this training.**

### **Intelligence analyst training**

Intelligence interviewees had 2 interesting observations and noted areas where improvement is required. First, there is a need for greater integrated training between intelligence analysts and Regular Members. All intelligence practitioners interviewed agreed not all Regular Members have a clear understanding of the role of intelligence analysts, including their capabilities and limitations. In addition, intelligence analysts may have limited exposure to operations and do not have access to take courses related to investigations, and major case management which could help increase the analyst's understanding of the information requirements that Regular Members may have during operations.

Second, interviewees also remarked that intelligence analysts who are asked to support public order events or major events require increased exposure on critical incident management and the RCMP's



command and control approach to be better prepared to provide intelligence products for decision makers. It should be noted that Civilian Members and Public Service Employees can take the online introductory course “Incident Command System 100” on Agora to learn more about Incident Command Systems. However, this is not a mandatory course for all Civilian Members and Public Service Employees.

While Regular Members can take the Community Conflict Management Course offered through Contract and Indigenous Policing, there is no training equivalent for public order events for intelligence analysts in the RCMP. From 2018 to 2020, Federal Policing National Intelligence coordinated the attendance of intelligence analysts from across the RCMP whose role included the production of public order intelligence analysis to attend the Community Conflict Management Group course as an observer to increase analysts’ exposure to the RCMP’s approach to public order policing and to allow intelligence analysts to learn about the role of Regular Members.

During the Community Conflict Management Group course, Regular Members also received training on the role of the intelligence analyst for public order events. This type of integrated training between intelligence analysts and Regular Members was beneficial for Regular Members, Civilian Members, and Public Service Employees as it created a realistic working environment that allowed Regular Members and intelligence analysts to develop a better understanding of each other’s roles.

**Recommendation 5.6: It is recommended that the RCMP work with the Canadian Police College to facilitate the integration of intelligence analysts into the Community Conflict Management Group course.**

**Recommendation 5.7: It is also recommended that the RCMP develop and deliver a training course on public order intelligence for RCMP intelligence analysts working on such events. The course should provide analysts training on the following:**

- **RCMP’s role during public order events**
- **Analysts role in producing tactical, operational, and strategic products**
- **Instruction on use of various analytical techniques during public order events, in particular the Public Order Threat Assessment methodology**
- **Suite of intelligence products for pre-event, during the event and post-event**
- **The need to share information and not restrict information between internal units and with external Canadian Law Enforcement Agencies while respecting the third-party rule<sup>36</sup>**

## List of recommendations

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<sup>36</sup> According to the Criminal Intelligence Service of Canada, The Third-Party Rule is a non-enforceable, informal agreement that was created to support sharing (**not** restrict) while governing its use to protect sensitive operations, sources and methods from inadvertent disclosure. The third-party rule states that “dissemination is limited to the recipient. Do not disseminate. Contact the author of this document for permission to release any information.” In all cases, do not reclassify, copy, reproduce, use in whole or part or further disseminate, without the consent of the originator.



Within the report, the recommendations are highlighted within their respective section. The following is a complete list of recommendations contained within. To clearly understand the context of the recommendation, please refer to the designated section of the report.

## Chapter 1 – Command and control systems

- 1.1 It is recommended that the RCMP provide an organizational definition of a major event for clarity and consistency of use. The definition can be based on an existing definition such as those found in Incident Command System, Gold, Silver, Bronze or the RCMP Operations Manual, but must be consistently used across both Federal Policing and Contract and Indigenous Policing.
- 1.2 It is recommended that the RCMP initiate Initial Critical Incident Response Level 100 mandatory training for all RCMP employees, including Civilian Members and Public Service Employees.
- 1.3 Aligned with Mass Casualty Commission Recommendation P.5, it is recommended that the RCMP ensures that anyone who is in an incident command role in National Headquarters is trained at the appropriate level before assuming this command role. Anyone chosen for an incident command role should be selected based on command experience irrespective of management level as a Regular Member, Civilian Member, or Public Service Employee.
- 1.4 Aligned with Public Order Emergency Commission Recommendation 15, it is recommended that the RCMP work with external stakeholders including, the Canadian Association of Chiefs of Police, the Canadian Police College, Public Safety Canada and their provincial and territorial counterparts to develop and implement a standard command and control model for Canadian law enforcement agencies.

\*NATTERJACK recognizes the challenges associated with getting all law enforcement agencies to agree to 1 command and control model and as an alternative, collective efforts should focus on ensuring the inter-operability of existing command and control models.

- 1.5 Aligned with Public Order Emergency Commission Recommendation 20, it is recommended that the RCMP work with other affected police services to develop an expedited accreditation process for swearing in Regular Members.
- 1.6 It is recommended that the RCMP re-examine internal communication policies and practices to ensure RCMP employees receive consistent, timely and appropriate levels of communication in support of their respective roles during major events.
- 1.7 Aligned with Public Order Emergency Commission Recommendation 22 and Mass Casualty Commission Recommendation P.17, it is recommended that the RCMP assign a media liaison officer for every public order event to ensure timely and accurate communication with the public.
- 1.8 Aligned with Mass Casualty Commission Recommendation P.5, it is recommended that the RCMP continue to develop clear and consistent terms of reference and/or standard operating procedures to respond to future major events.



- 1.9 Aligned with Mass Casualty Commission Recommendation C.8, P1.1, P.8, and P.16.c, it is also recommended that the RCMP work with other law enforcement partners to develop and implement national table-top exercises that includes at a minimum, 1 annual exercise involving all categories of employees for the RCMP (Regular Members, Civilian Members, and Public Service Employees) to enhance readiness and preparedness.

## Chapter 2 – Intelligence sharing and related activities

- 2.1 It is recommended that the RCMP develop and implement a Major Event Intelligence Unit to oversee the management, collection, coordination, and dissemination of information and intelligence on major planned or unplanned events that are multijurisdictional and/or have national significance.
- 2.2 It is recommended that the RCMP continue existing efforts to develop a governance structure for its intelligence program that clarifies the roles, responsibilities, and reporting lines of various intelligence program areas to minimize the duplication of intelligence efforts across the organization.
- 2.3 It is recommended that the RCMP deliver information and training sessions on the role of intelligence for decision makers. The role of intelligence in decision making should be included in the curriculum of the RCMP's selected command and control model.
- 2.4 It is recommended that the RCMP Major Events Intelligence Unit, as a centre of expertise, be responsible for all intelligence analyst training on public order intelligence analysis. This would ensure the RCMP has a cadre of trained intelligence analysts who could be deployed to RCMP Divisions when required to assist with public order events that are multi-jurisdictional and/or have national significance.
- 2.5 It is recommended that the RCMP employ an intelligence coordination unit such as a Major Events Intelligence Unit to disseminate information and intelligence to deployed frontline members for public order events that are multijurisdictional and/or have national significance.
- 2.6 It is recommended that the RCMP provide regular operational updates to frontline members while being deployed to a major and/or public order event.
- 2.7 It is recommended that the RCMP work with external partners, including the private sector to develop a secure means to share information at the appropriate classification level.
- 2.8 It is recommended that the RCMP consider assigning a Liaison Officer for the Government of Canada prior to major events and public order events that are multijurisdictional and/or have national significance to manage the flow of information between the RCMP and the Government of Canada.
- 2.9 It is recommended that the RCMP review and clarify operational policy for information collection in support of operations that does not have a clear nexus to criminality. Such a policy should specify authorities for collection, information storage, consistent use, exchange and retention of information.



**2.10** It is recommended that the RCMP approach the Canadian Association of Chiefs of Police Executive Committee and explore the utility of creating an Intelligence Committee to advocate, address and advance issues of importance in criminal analysis that contribute to Canadian Association of Chiefs of Police’s overall mandate of “safety and security for all Canadians through innovative leadership.”

### Chapter 3 – Mobilization

**3.1** Aligned with Public Order Emergency Commission Recommendation 12, it is recommended that the RCMP re-establish the National Headquarters mobilization unit to provide mobilization support for other events that are not designated major events.

**3.2** It is recommended that the RCMP Operations Coordination Centre liaise with Divisional Emergency Operations Centres to determine and maintain ongoing awareness of each Division’s capacity and resources available to respond to events.

**3.3** Aligned with Public Order Emergency Commission Recommendation 3, it is recommended that the RCMP develop a standard Memorandum of Agreement for deployments to prevent unnecessary and future administrative delays.

### Chapter 4 – Employee wellness

**4.1** It is recommended that the RCMP ensure that there is effective staffing support and relief available for all categories of employees for future major events.

**4.2** It is recommended that the RCMP assign an individual to be responsible for member wellness alongside a union representative during all RCMP major event deployments.

### Chapter 5 – Other findings

**5.1** It is recommended that the RCMP manage event files separately from the criminal investigative files to simplify criminal case disclosure and responses to *Access to Information and Privacy) Act* requests.\*

**5.2** It is recommended that the RCMP utilize Police Reporting and Occurrence System and Police Records Information Management Environment for intelligence and criminal investigative files related to public order events to ensure that information is accessible to all RCMP intelligence practitioners working on the same file or issue(s) nationwide.\*

\*To effectively implement these 2 above noted recommendations a review and revision of existing operational policy may be required.

**5.3** It is recommended that the RCMP utilize trained scribes to document decisions of business value during events and for these notes to be transcribed and retained on the appropriate Police



Reporting and Occurrence System/Police Records Information Management Environment or Secure Police Reporting and Occurrence System file consistent with Recommendation 5.2 above.

- 5.4 It is recommended that the RCMP ensure Regular Members are compliant with the mandatory training requirements necessary for front-line deployment. Particular emphasis needs to be placed on significantly increasing and maintaining compliance rates of Regular Members at National Headquarters.
- 5.5 It is recommended that the RCMP appropriately staff the National Headquarters Mandatory Training Unit to ensure mandatory training is delivered and compliance rates in this regard are significantly increased for National Headquarters Regular Member personnel consistent with Recommendation 5.4. Additionally, it is recommended that the RCMP secure a permanent suitable training facility to carry out this training.
- 5.6 It is recommended that the RCMP work with the Canadian Police College to facilitate the integration of intelligence analysts into the Community Conflict Management Group course.
- 5.7 It is also recommended that the RCMP develop and deliver a training course on public order intelligence for RCMP intelligence analysts working on such events. The course should provide analysts training on the following:
  - RCMP's role during public order events
  - Analysts role in producing tactical, operational, and strategic products
  - Instruction on use of various analytical techniques during public order events, in particular the Public Order Threat Assessment methodology
  - Suite of intelligence products for pre-event, during the event and post-event
  - The need to share information and not restrict information between internal units and with external Canadian Law Enforcement Agencies while respecting the third-party rule



## Annex A: Mandate letter for National After-Action Review

Transit Slip

Security classification: Unclassified

Our file: 22-002452

Your file

Personal Information Banks: RCMP

To: National Office of Investigative Standards and Practices

From: Liam Price, Director General, Project NATTERJACK

Date: 2022-01-06

Subject: Request for National Office of Investigative Standards and Practices support to the National After-Action Review of the “Freedom Convoy”

Diary date: 01-03-2023

Page: 2

Remarks:

The Deputy Commissioner of Federal Policing has directed a National After-Action Investigative Review be completed with respect to the RCMP’s involvement in the events surrounding the “Freedom Convoy” in early 2022.

The National After-Action Review will be a Major Case Management based review conducted by Project Natterjack in partnership with Internal Audit, Evaluation and Review, National Office of Investigative Standards and Practices, and the Survey Center.

Please accept this memo as the mechanism for engaging National Office of Investigative Standards and Practice’s support for this effort.

The National After-Action Review’s mandate consists of two parts. The first examines the intelligence sharing and dissemination mechanisms, including their effectiveness, leading to the invocation of the *Emergencies Act*. The second examines the integrated response, both operationally and administratively, by the RCMP to the various demonstrations known as the “Freedom Convoy.”

The information gathered through the National After-Action Review will assist the RCMP in developing lessons learned from the events and more effective responses to future similar scenarios.

The National After-Action Review will assess certain themes of interest, including:

1. **Intelligence Sharing**, in particular:
  - a. How the threat picture was collected, assessed, and shared amongst agencies responsible for responding to the Freedom Convoy;
  - b. How social media was used by participants and supporters of the Freedom Convoy;
  - c. How crowd funding supported the Freedom Convoy nationwide; and,
  - d. Suspicions about ideologically motivated violent extremism-linked individuals associated to the Freedom Convoy.



2. **Command and Control Mechanisms**, in particular:
  - a. Interagency cooperation and coordination between National Headquarters and the police of jurisdiction at ports of entry along the Canada-U.S. border (Pacific Highway, Coutts, Emerson, Windsor, and the Maritime provinces).
  - b. Use of Gold, Silver, Bronze Command structure(s) and the Critical Incident Command model internally, as well as when working with police of jurisdiction or other policing agencies;
  - c. The peace officer authorities at the federal, provincial, and municipal levels, both under the *Emergencies Act* and within existing legislation, policy, and agreements.
3. **Mobilization**, in particular:
  - a. Mobilization of RCMP members and other employees to respond to the protests.
4. **Employee Wellness** – in particular:
  - a. Member and employee morale, support provided professionally and otherwise;
  - b. Safety measures and equipment provided;
  - c. Training (specific training, training recertification, additional training needed, etc.). The review aims to identify organizational risks, while also offering recommendations.

The National After-Action Review will require reviewing documentation related associated the above areas of interest already collected by Project Natterjack and conducting interviews with key individuals who held roles in the oversight and monitoring of the response to the Freedom Convoy. It may also be necessary to contact domestic or foreign partner agencies or units who could possess additional information.

Project Natterjack requests the National Office for Investigative Standards and Practices coordinate the interviews of National Capital Region Gold Silver Bronze Team Commanders and identified employees, leveraging expertise from divisional Offices for Investigative Standards and Practices offices to complete these in a timely manner. Materials for these interviews will be provided from the holdings of Project Natterjack, unless otherwise specified.

Divisions were made aware of the National After-Action Review in October 2022. It is requested that the interviews be completed in January and February 2023.

A final consolidated report will be authored by Project Natterjack, with external review and strategic recommendations to be prepared by retired Assistant Commissioner, Eric Slinn, based on the aforementioned areas of review.

If you have any questions or concerns, please do not hesitate to contact me at [liam.price@rcmp-grc.gc.ca](mailto:liam.price@rcmp-grc.gc.ca).

Regards,  
Price, F. William, 000153730

Liam Price  
Director General  
Project NATTERJACK



# Appendix B: Lessons learned: RCMP activities related to Freedom Convoy 2022 events

## Introduction

The project team NATTERJACK is developing an after-action review that captures lessons learned from the RCMP's activities related to the Freedom Convoy 2022 events in January and February 2022. The goal is to identify, share and institutionalize insights, and inform policy-makers.

Survey responses will inform the after-action review on the following four topics:

- Information sharing
- Cooperation and coordination
- Authorities of peace officers
- Health and safety of employees (4 subtopics)

Each topic/subtopic has between 4 and 9 questions in this survey. Please note that you have the option in the survey of skipping over any topic you do not want to address or selecting "Prefer not to answer and/or Not applicable" within a block of topic questions as a response.

The survey should take about 10 minutes to complete. Your participation is voluntary, but will be greatly valued. The information you provide will be administered in accordance with the *Privacy Act* and other applicable laws and will be confidential. Your answers will remain anonymous and will only be shared in an aggregate format.

## Important survey navigation information

Use the "Previous page" and "Next page" buttons located at the bottom of each page. Do not use the navigation buttons at the top of your browser or the corresponding shortcut keys.

Responses are required for all questions denoted with an asterisk (\*).

Session timeout:

After one hour (60 minutes) of inactivity, your session will time out. You will not be able to access any of your unsaved information.

To save your information:

If you cannot complete the questionnaire in one session (60 minutes), you can save the information you have entered by pressing the "Save and continue later" button located at the bottom of the page. You will be asked to enter your email address so that the system can send you a link to continue at a later time. Please note that your email will not be saved and your responses will remain anonymous.

Select "Next Page" to begin the survey.

Notice: Please note that all information collected in this survey will remain confidential. However, do not include any protected or sensitive information in your comments.

## Your roles(s)

In this section we would like to learn about your role(s) within the RCMP and with respect to RCMP activities associated with the Freedom Convoy 2022 events.



Note: Throughout this survey, your “role/responsibility, duty or command structure” is that which you were assigned during the Freedom Convoy 2022.

What was your role with respect to RCMP activities associated with the Freedom Convoy 2022 events?

Select all that apply.

- Front line uniform
- Administrative support (e.g. called to scribe or provide administrative support to a command structure or group involved in supporting blockade)
- Emergency Response Team and Tact Troop
- Logistical support to front line (e.g., aided with movement of vehicles, equipment/technology, delivery of meals, shift schedules)
- Intelligence support (e.g. Joint Intelligence Group, Combined Intelligence Group, Protective Intelligence Unit, Ideologically Motivated Criminal Intelligence Team, Division Criminal Analysis Section)
- Communications
- Other, please specify:
- Prefer not to answer
- I did not have a role with respect to RCMP activities associated with the Freedom Convoy.

What is your category of employee?

- Regular member
- Civilian member
- Public service employee
- Other, please specify:
- Prefer not to answer

What is your level/rank?

- Special constable
- Constable
- Corporal
- Staff Sergeant / Sergeant Major / Sergeant
- Inspector
- Superintendent
- Chief Superintendent or higher
- Prefer not to answer

How many years of service do you have with the RCMP?

- Less than 1 year
- 1-5 years
- 6-10 years
- 11-15 years
- 16-20 years
- 21-25 years
- 26-30 years
- 31-35 years
- More than 35 years
- Prefer not to answer



In which RCMP division was your substantive position in January-February 2022?

- B Division (Newfoundland and Labrador)
- C Division (Quebec)
- D Division (Manitoba)
- Depot Division (Regina, Saskatchewan)
- E Division (British Columbia)
- F Division (Saskatchewan)
- G Division (Northwest Territories)
- H Division (Nova Scotia)
- J Division (New Brunswick)
- K Division (Alberta)
- L Division (Prince Edward Island)
- M Division (Yukon)
- National Division
- National Headquarters
- O Division (Ontario)
- V Division (Nunavut)
- Prefer not to answer

Where were you deployed with respect to RCMP activities associated with the Freedom Convoy 2022 events?

Select all that apply.

- National Headquarters (Ottawa)
- Ottawa, Ontario (National Capital Region and downtown Ottawa)
- Windsor, Ontario
- Emerson, Manitoba
- Coutts, Alberta
- Pacific Highway crossing, British Columbia
- Other, please specify:
- Prefer not to answer

### Information sharing

In this section we would like to learn more about information sharing in relation to the Freedom Convoy 2022, including the events leading up to the invocation of the *Emergencies Act*, and at the conclusion of the protest.

Please note: If you do not want to address this topic in your survey response, simply scroll to the bottom of this page and click on the “Next page” button.

From where did you **primarily** receive information needed to undertake your role(s) during the Freedom Convoy 2022 events?

Select all that apply.

- Protective Intelligence Unit
- Combined Intelligence Group
- Joint Intelligence Group
- Ideologically Motivated Intelligence Team
- National Operations Coordination Centre
- My command structure (e.g. from your supervisor/team lead)



- External partners (Canada Border Services Agency, Ontario Provincial Police, Ottawa Police Service, others)
- Colleagues (from your substantive and/or other divisions)
- Other, please specify:

Thinking about your experiences while on duty during the Freedom Convoy 2022 events, please indicate to which extent you agree or disagree with each of the following statements.

Note: “Information sharing” mechanisms for this survey include “Situational Reports”, “be on the look outs” and other internal communication tools used to convey information needed for your role(s) during the Freedom Convoy 2022 events.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Not applicable
The information I received to support my role(s) was timely (received when needed).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The information I received to support my role(s) was accurate.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The information I received was directly relevant to my role(s).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

### Cooperation and coordination

In this section we would like to learn more about RCMP internal and inter-agency cooperation and coordination.

Please note: If you do not want to address this topic in your survey response, simply scroll to the bottom of this page and click on the “Next page” button.

Thinking about your experiences while on duty during the Freedom Convoy 2022 events, please indicate to which extent you agree or disagree with each of the following statements.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Not applicable
Decisions made by RCMP management were well-communicated within the organization.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
My command structure aligned well with other lines of effort (e.g. other sections and/or other command structures) within the RCMP.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
My command structure worked well with other policing, security and enforcement agencies, including other police of jurisdiction (e.g. Ottawa Police Services).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
My command structure worked well with domestic and international intelligence agencies.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



## Authorities of peace officers

In this section we would like to learn more about the authorities of peace officers, both within existing legislation, policy and agreements and under the *Emergencies Act*, which was invoked between February 14-23, 2021.

Please note: If you do not want to address this topic in your survey response, simply scroll to the bottom of this page and click on the “Next page” button.

Thinking about your experiences while on duty during the Freedom Convoy 2022 events, please indicate to which extent you agree or disagree with each of the following statements.

### Pre-Emergencies Act invocation

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Not applicable
<b>Authorities available for peace officers were sufficient to effectively do my job.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Authorities available for peace officers were well communicated.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Authorities available for peace officers were timely (received when needed).</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Authorities available for peace officers were consistent.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

### Post-Emergencies Act invocation

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Not applicable
<b>Authorities available for peace officers were sufficient to effectively do my job.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Authorities available for peace officers were well communicated.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Authorities available for peace officers were timely (received when needed).</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Authorities available for peace officers were consistent.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

## Health and safety of employees

In this section we would like to learn more about the health and safety of employees. Questions will focus on: the mobilization of employees, morale and support provided professionally and otherwise, training requirements (specific training, recertification, additional training needed) and safety measures and equipment.

Please note: If you do not want to address this topic in your survey response, simply scroll to the bottom of this page and click on the “Next page” button.

Thinking about your experiences while on duty during the Freedom Convoy 2022 events, please indicate to which extent you agree or disagree with each of the following statements.

### Mobilization of employees



	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Not applicable
<b>My job responsibilities, duties, and expectations were made clear to me.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>My job schedule was made clear to me.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>I had a clear understanding of my command structure.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>I received regular communication about changes in events or RCMP activities that affected my role(s).</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>There were enough resources in my command structure to undertake the duties required.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>My duties were manageable within the assigned working hours.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

#### Morale and support

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Not applicable
<b>I understood how my work supported my command structure's mandate.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Morale was positive within my command structure.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>I felt respected and valued by my supervisor.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>I felt respected and valued by my colleagues.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>The pressure of my duties was manageable.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>I was consulted and/or able to provide feedback on matters related to my role(s) in RCMP activities.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>I had access to sufficient wellness (including mental health) support during my deployment.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

#### Training requirements

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Not applicable
<b>I had adequate training to perform my duties effectively and efficiently.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



Based on previous training you had received, how well prepared did you feel to apply public order tactics during the Freedom Convoy 2022 events?

- Well prepared
- Somewhat prepared
- Slightly prepared
- Not at all prepared

Please explain why you felt unprepared to apply crowd control tactics.

Based on previous training you had received, how well prepared did you feel to apply the use of force during the Freedom Convoy 2022 events?

- Well prepared
- Somewhat prepared
- Slightly prepared
- Not at all prepared

Please explain why you felt unprepared to apply the use of force.

Which of the following routine certifications, needed to undertake your role(s) within your command structure, were **not** up-to-date during the Freedom Convoy 2022 events?

Select all that apply.

- Annual Firearms Qualification
- Carbine Operator
- Conduced Energy Weapon
- First Aid
- Indoor Immediate Action/Rapid Deployment
- Initial Critical Incident Response
- Operational Skills Maintenance
- Outdoor Immediate Action/Rapid Deployment
- Physical Abilities Requirement Evaluation
- Other, please specify:
- Prefer not to answer

### Safety measures and equipment

Thinking about your experiences while on duty during the Freedom Convoy 2022 events, please indicate to which extent you agree or disagree with the following statement.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Not applicable
<b>I had all the uniform, kit, tools, and technology required to safely and effectively undertake my role(s) during the Freedom Convoy 2022 events.</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please specify which uniform, kit, tools and technology was needed and not available to you to safely and effectively undertake your role(s) during the Freedom Convoy 2022 events.



## Reflections on lessons learned

As a reminder, the four topic areas explored in this survey include:

- Information sharing
- Cooperation and coordination
- Authorities of peace officers
- Health and safety of employees

Challenges, priorities to do differently: Reflecting on your experiences while on duty during Freedom Convoy 2022 events, what actions could the RCMP take to help improve members' and employees' ability to respond to comparable events in the future?

(250 characters max)

Worked well, priorities to continue to do: Reflecting on your experiences while on duty during Freedom Convoy 2022 events, what actions taken by the RCMP helped members' and employees' ability to respond to these events?

(250 characters max)

## Demographic

We are collecting some information on the socio-demographic characteristics of survey respondents. This information will be used to help support our analyses of equity, diversity and inclusion as it relates to this survey. Your participation is voluntary and your responses will be kept confidential.

What is your age group?

- 24 years and under
- 25 to 29 years
- 30 to 34 years
- 35 to 39 years
- 40 to 44 years
- 45 to 49 years
- 50 to 54 years
- 55 to 59 years
- 60 years and over
- Prefer not to answer

Self-declaration to one or several designated employment equity groups through this survey is done purely on a voluntary basis. Data collected through this survey will be used exclusively to analyze survey results and does not otherwise modify self-identification data held by the RCMP for the purpose of implementing the *Employment Equity Act*.

What is your gender?

- Woman
- Man
- Another gender
- Prefer not to answer



Are you an Indigenous person?

- Yes
- No
- Prefer not to answer

Are you a person with a disability?

- Yes
- No
- Prefer not to answer

Are you a member of a visible minority group?

- Yes
- No
- Prefer not to answer



## Appendix C: Survey results

### Employee survey – NATTERJACK – September 2022

#### Approach

- **Dissemination:** The questionnaire was drafted by National Program Evaluation Services and administered in an online format (Simple Survey) by the Survey Centre. Communications drafted invitation messages, and posted the link to complete the survey on Infoweb. The survey was sent by email to all employees of the RCMP and included an introductory note and a link to the online survey in both English and French. The survey was in the field from September 6, 2022 (launch) to October 7, 2022 (deactivated) - duration 5 weeks.
- **Response rate:** A total of 2139 individuals responded (fully or partially) to the survey. Respondents who reported that they did not have a role in the Freedom Convoy events were excluded from the analysis (n=498) leaving a total of 1641 survey responses included in the analysis of results.

#### Coordination and collaboration

##### Results:

- Decisions made by RCMP management were well-communicated within the organization – Agree: 37%; Neither agree nor disagree: 22%; Disagree: 39%; Not Applicable: 2%
- My command structure aligned well with other lines of effort (e.g. other sections and/or command structures) within the RCMP – Agree: 52%; Neither agree nor disagree: 20%; Disagree: 24%; Not applicable: 4%
- My command structure worked well with other policing, security and enforcement agencies, including other police of jurisdiction (e.g. Ottawa Police Services) – Agree: 51%; Neither agree nor disagree: 21%; Disagree: 15%; Not applicable: 13%
- My command structure worked well with domestic and international intelligence agencies – Agree: 31%; Neither agree nor disagree: 29%; Disagree: 9%; Not applicable: 31%

##### Analysis of results:

- **Biggest concern was communication: Almost 40% of respondents disagreed that decisions made by RCMP management were well-communicated within the organization.**
- Leadership: Some respondents indicated the management team worked well and the command structure was effective, while others indicated that there was a need for better leadership generally, as decision making and communication were slow.
- Lack of pre-planning: Concerns were identified about the need for more readiness/planning, including: protocols (standard operating procedures, best practices, table-top exercises), and pre-established tracking tools (for personnel and equipment).
- Supervision (mixed): Strong team leaders (divisions, supervisors) communicated well, were collaborative, and provided clear tasking directions. In some spaces, there was also need for clearer communication of roles and lines of reporting, and better internal liaison/integration.



- External partners (mixed): Some respondents indicated there was good collaboration with external partners, while others indicated it could have been timelier and more meaningful.

### Information sharing

Analysis of results:

- Many respondents agreed that the information they received to support their role(s) was relevant (66%), accurate (61%), and timely (55%).
- **Biggest concern was timeliness. About one-third of respondents (30%) disagreed that the information they received to support their work was timely (received when needed).**

### Mobilization

Analysis of results:

- Respondents disagreed - My duties were manageable within the assigned working hours (31%); My schedule was made clear to me (29%); I received regular communication about the changes in events or RCMP activities that affected my role (29%).
- **Biggest concern was scheduling: Some respondents indicated scheduling was effective, others identified concerns: short notice, lack of flexibility.**
- Logistics: Some respondents indicated logistics were well planned and communicated, others had concerns: quality and availability of meals and refreshments, unsuitable accommodations and a lack of access to washrooms.
- Required resources: Some respondents indicated staffing was effective, others indicated capacity gaps in available resources (staffing, supplies).

### Training

Results:

- Based on previous training you had received, how well prepared did you feel to apply public order tactics during the Freedom Convoy 2022 events?
  - Well prepared: 31%
  - Somewhat prepared: 34%
  - Slightly prepared: 16%
  - Not at all prepared: 19%
- Based on previous training you had received, how well prepared did you feel to apply the use of force during the Freedom Convoy 2022 events?
  - Well prepared: 56%
  - Somewhat prepared: 30%
  - Slightly prepared: 7%
  - Not at all prepared: 7%

Analysis of results:

- More respondents indicated they felt well prepared or somewhat prepared to apply the use of force (86%) versus apply public order tactics (65%).



- **In terms of areas for improvement, about 35% of respondents indicated they were only slightly prepared (16%) or not at all prepared (19%) to apply public order tactics.**
- Generally, most respondents (70%) agreed that they had adequate training to perform their duties effectively and efficiently. 14% of respondents disagreed.
- The majority of certifications were up-to-date. Physical Abilities Requirement Evaluation (10%) and Conducted Energy Weapon (8%) were the two out-of-date routine certifications identified by the most respondents.

## Equipment

### Results:

- I had all the uniform, kit, tools, and technology required to safely and effectively undertake my role(s) during the Freedom Convoy 2022 events.
  - Agree: 63%
  - Neither agree nor disagree: 8%
  - Disagree: 14%
  - Not applicable: 15%

### Analysis of results:

- Many respondents (63%) indicated they had all the uniform, tools, and technology required to undertake their roles. About 14% of respondents disagreed.
- **Biggest concern was uniform and kit: more and better-quality cold weather gear (jackets, gloves, boots, balaclava), and high visibility or public order gear (e.g. shields, bump helmets, etc.).**
- On-site equipment: reliable communications (e.g. police radios), weapons (e.g. Conducted Energy Weapon), and surveillance equipment (e.g. body worn cameras).
- Computer equipment: more and better-quality computer hardware (laptops, internet connections) and software (e.g. tracking social media).
- Vehicles: needed some specialized heavy equipment to remove vehicles

## Morale and support

### Analysis of results:

- **Biggest challenge: 31% of respondents disagreed they were consulted and/or able to provide feedback on matters related to their role.**
- Strong comraderies: There was trust and teamwork among colleagues.
- Direction: Some respondents indicated joining instructions and assignments were effective, while others experienced a lack of clear, consistent and timely direction.

## Authorities

### Analysis of results:



- **Only about half of respondents (53%) indicated that authorities available for peace officers were sufficient to effectively do their job.**
- Some respondents indicated the Emergencies Act, and briefings on it, were effective. Others indicated concerns such as no clear definition or understanding of their authorities, and too much political intervention.



## Appendix D: Quick reference charts

### Ottawa truck demonstration

**Situation:** A large volume of trucks arrived in the downtown core of Ottawa on January 28th, 29th and 30th. The trucks remain in the downtown core causing traffic disruptions and ongoing disruptions to the daily lives of Ottawa residents.

**Mission:** Using an integrated response, the Ottawa Police and policing partners will keep the peace, enforce legislation, and maintain public safety for the duration of the Ottawa Truck Demonstration, with the utmost respect to the individuals *Charter of Rights and Freedoms* with priority on community and emergency services personnel safety and well-being.

**Execution – main action plan:** To de-escalate and negotiate the peaceful resolution and demobilization of the truck demonstration. Officers are expected to act professionally and use de-escalation techniques. Officers have full discretion to take appropriate action on any offences as laid out in various legislation and orders, consult with your command as required.

**Authorities:** Obstruct Police; Breach of the Peace; Causing a Disturbance (Impeding another person); Mischief; Intimidation; Statutory Civil Disobedience (Sections 30, 31, 35, 65, 66, 127, 129, 175, 180, 264.1, 266, 270 (1), 351 (2), 423 (1)(c), 421(1)(g), 430(1); Highway Traffic Act (Sections 132 (1), 134 (1), 134.1 (1); Arrests without Highway Traffic Act (Section 217(2) – ss 9(1), 12(1), 13(1), 33(3), 47 (5), 47(6), 47(7), 47(8) – 51, 53 – ss 106(8.2), 130, 172, 184 – ss 185(3), clause 200(1); R.S.O. 1990, c. H.8, s. 217 (2); 1993, c. 40, s. 8; 2009, c. 5, s. 56; R.S.O. 1990, c. H.8, s. 217 (4); R.S.O. 1990, c. H.8, s. 217 (5)

**Admin:** Records Management System CASE#: 22-17557. Use hashtag #Convoy in closing remarks on all reports and CAD calls related to the demonstration. OPS OT code: 0000CONVOY. Cost Centre: 124167

**Comms/command:** Event Commander: Superintendent Rob Bernier



Service de Police d'Ottawa

Avis aux participants à la manifestation

C'est une infraction criminelle que d'empêcher, d'interrompre ou de gêner volontairement l'emploi, la jouissance ou l'exploitation légitimes d'un bien.

On appelle cette infraction un méfait à l'égard des biens.

L'acte illégal de bloquer des rues dans le centre-ville a pour conséquence que des gens soient privés de l'emploi, de la jouissance et de l'exploitation légitimes de leur bien.

Nous vous prévenons que quiconque bloquera des rues, ou qui aidera d'autres à le faire, pourrait de ce fait commettre une infraction criminelle.

Vous devez donc cesser immédiatement toute activité illégale ou être sinon passible de devoir répondre d'accusations.

Vous pourriez être arrêté sans mandat pour cette infraction si vous êtes impliqué dans une infraction ou aidez autrui, directement ou indirectement, à la perpétration de cette infraction.

Que vous soyez ou non libéré sous caution dépendra de facteurs figurant dans la partie XVI du *Code criminel*.

Tout bien lié à l'infraction, y compris des véhicules, peut être saisi comme faisant partie de l'infraction. Les véhicules peuvent être retenus et, à la suite d'une condamnation, possiblement confisqués.

Les accusations ou condamnations liées à la manifestation peuvent entraîner une interdiction de franchir la frontière des États-Unis.

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Ottawa Police Service

Notice to demonstration participants

It is a criminal offence to obstruct, interrupt or interfere with the lawful use, enjoyment, or operation of property.

The offence is known as mischief to property.

The unlawful act of blocking streets in the downtown core is resulting in people being denied the lawful use, enjoyment and operation of their property.

We are providing you notice that anyone blocking streets or assisting others in the block of streets may be committing a criminal offence.

You must immediately cease further unlawful activity or you may face charges.

You could be arrested without a warrant for this offence if you are a party to the offence or assisting others in the direct or indirect commission in this offence.

Whether you are released on bail depends on factors contained in Part XVI of the *Criminal Code*.



Offence-related property, including vehicles, may be seized as part of the offence. The vehicles may be detained and, following a conviction, possibly forfeited.

Charges or convictions related to the unlawful activity associated with the demonstration may lead to denial in crossing the USA border.



Quick Reference Chart					
	City injunction	Private injunction	Emergency legislation (provincial)	<i>Criminal Code</i>	<i>Highway Traffic Act</i>
Who	Anyone with notice	Anyone with notice	Anyone	Anyone	Anyone
Prohibited conduct/authorities	<ul style="list-style-type: none"> <li>No open fire without a permit</li> <li>No discharge firecrackers/ fireworks</li> <li>No noise disruption</li> <li>No blocking or damaging road</li> <li>No physically counselling or preventing others from complying with order</li> <li>In downtown demonstration zone: No idling for more than 3 minutes in a 60 minute period (unless the vehicle is occupied and it is -15 or colder)</li> <li>Outside downtown demonstration zone: No idling for more than 3</li> </ul>	<ul style="list-style-type: none"> <li>No use of airhorns or train horns (unless in professional capacity (i.e. firetruck, delivery, etc.))</li> </ul>	<ul style="list-style-type: none"> <li>Prohibits interference with critical infrastructure (i.e. 400-series highways, airports; canals; hospitals, etc.)</li> <li>Prohibits interference</li> </ul>	<ul style="list-style-type: none"> <li>Mischief</li> <li>Nuisance</li> <li>Unlawful protest</li> <li>Obstruct</li> <li>Disobey court order</li> <li>FTC Recog</li> </ul>	<ul style="list-style-type: none"> <li>Police officer may direct traffic; to ensure orderly movement of traffic; prevent injury/ damage (134 Highway Traffic Act)</li> <li>Police officer may remove a vehicle to ensure orderly movement of traffic; prevent injury or damage (134.1 Highway Traffic Act)</li> <li>Police officer in lawful execution of duties may require driver of vehicle to stop (216(1) Highway Traffic Act)</li> </ul> <p>*For roadway regulation and safety purposes</p>



	minutes in a 60 minute period (unless the vehicles is occupied and it is -5 or colder)				
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Quick Reference Chart					
	City injunction	Private injunction	Emergency legislation (provincial)	<i>Criminal Code</i>	<i>Highway Traffic Act</i>
Geographical locations	City of Ottawa	Vicinity of downtown Ottawa (being any streets north of Highway 417)	Province of Ontario	Canada-wide	Province of Ontario
Power of arrest	<i>Criminal Code</i> Section 127 disobey a court order; or a civil arrest	<i>Criminal Code</i> Section 127 disobey a court order; or a civil arrest if individual refuses to sign written agreement	<i>Criminal Code</i> Section 129 obstruct when applicable.  The Emergency Order does not create powers of arrest	<i>Criminal Code</i>	<i>Highway Traffic Act</i> Section 217(2) if police officer, on reasonable & probable grounds, believes contravention of section 216(1) occurred, may arrest without warrant
Time frame	Expires when City brings motion to amend	60 days from February 16, 2022	Revoked on February 26, 2022	Indefinite	Indefinite

