

***Strengthening From Within  
British Columbia Community Consultative Groups Workshop  
Manteo Resort, Kelowna BC  
March 22 – 24, 2011***

***EXECUTIVE SUMMARY***

***INTRODUCTION***

On March 22-24, 2011, in what has become a much anticipated recurring event in Kelowna, BC, the Aboriginal Policing Directorate, Public Safety Canada, together with Police Services Division, Ministry of Public Safety & Solicitor General brought together First Nations, RCMP, Provincial and Federal representatives to examine how to improve the partnership approach to policing in First Nations communities in BC. Planned by a joint committee of all four parties the workshop was convened for the express purpose of strengthening governance within the Community Tripartite Agreements (CTAs). The CTAs, signed by the Chief and Council, are the mechanism for providing dedicated police services to First Nations communities, while the Community Consultative Groups (CCGs) are the key link between the community and the police service provider. As such the workshop brought together partners involved in First Nation policing in British Columbia to focus on innovative approaches and best practices for addressing issues, building relationships, and setting up, operating and maintaining the required CCGs.

***SUMMARY OF AGENDA ACTIVITIES***

The workshop respected cultural protocols with: a Westbank First Nation elder providing an opening prayer; Chief Robert Louie welcoming the delegates to the territory, representatives from First Nation communities signatory to a CTA in attendance; a community member providing a cultural performance; meals being shared by all; and a closing prayer from one of the delegates. In addition Aboriginal students from the En'owkin Centre, "where education meets tradition and cultivates excellence" entertained the delegates with a performance of "The Messenger". Protocol was also respected with the members of the planning committee being acknowledged, and the attendance of the Delta police officer and Tsawwassen FN representative and their unique 'quad-partite' approach being noted.

To begin to engage the delegates in the dialogue at what has become know as K5 (the fifth CTA policing workshop held in Kelowna) the RCMP, the federal government and the provincial government described the context and current status of First Nations policing in BC, and nationally.

The Government of Canada presentation clarified where things stood following the 2010 Comprehensive Review of First Nations Policing and the impact of the policing related content in the March 2011 federal budget. The RCMP presentation was an opportunity for the Commanding Officer, E Division to introduce himself and demonstrate his awareness of, and approach to, policing in BC First Nation Communities. The RCMP noted the current level of 'First Nations policing' and the importance of building relationships and their intention to continue initiatives

focused on reducing First Nations representation in the jail system and increase First Nations membership in the RCMP. The Government of BC presentation served as an opportunity to introduce the incoming BC Assistant Deputy Minister for Policing and Security Programs and to reaffirm their view that these CTA workshops reflect a shared commitment to build collaborative relationships, address issues, and make progress relating to First Nation policing.

The delegates also had the opportunity to participate in plenary and breakout group presentations and discussions designed to highlight best practices and professional development insights relating to:

- *Community Consultative Group ~ Understanding the establishment and maintenance of a CCG - roles and responsibilities, and how to set up, operate, and maintain a CCG:*
  - Issues raised in the discussions included: Funding for staff, per diems & development; Training of committee members; and more consistent CCG participation in the process of recruiting and selecting members working within First Nations communities.
- *Accountability ~ Reviewing roles and responsibilities under a Community Tripartite Agreement (CTA), and how a number of reports/documents help strengthen governance:*
  - Issues raised during this discussion included: How information submitted in reports is currently used and could be used; The impact of relationship issues on funding and ongoing policing service; Clarifying the difference between a CTA and the Provincial Police Service Agreement (PPSA); Who does what in the policing environment and how each is held accountable; and how to work with Detachment Commanders in the community, in dealing with complaints, and in the selection processes for new members in the detachment.
- *Cross-Cultural Awareness and Building Relationships ~ Exploring approaches to building positive relationships:*
  - Issues raised included: the importance of recognizing and working to demonstrate that respect works both ways between First Nations and Police; and that through it all it is critical to remain willing to engage in “Communication, Communication, Communication!”
- *First Nations Community Policing from a Regional and National Perspective:*
  - Prince George Detachment Commander, Superintendent Brenda Butterworth-Carr discussed where she was from (Gwich'in), how her experiences with policing in BC, including First Nations/CTA policing, contributes to her current role as detachment commander in Prince George and to where she is going as the Director General for National Aboriginal Policing at RCMP Headquarters. Her presentation emphasized the importance of working with youth, utilizing partnerships, and focusing on prevention, all of which require strong working relationships.
- *Collaborative Approaches to Community Policing:*
  - Chief Superintendent Wayne Rideout - Contract Policing Officer for British Columbia described his previous experiences and current responsibilities for policy, human resources and oversight that ‘puts wheels in motion to deliver’

- Community policing, Aboriginal Police service, Major crimes including the missing and murdered women's task force, Traffic division, and Emergency call centres.
- Noting that working with partners is absolutely essential he described how he and the Commanding Officer work directly with the 4 District Officers to ensure that the RCMP fully understand partner interests and provide the best police service possible through not only the dedicated and enhanced First Nations Police (FNP) service, but also through an interconnectivity of all available police services to meet First Nation's needs.
  - Community policing and crime prevention are essential to policing regardless of locale and he raised the issue of how the CCGs can play a role as a community level communications and 'wrap around' approaches, within limits of privacy and the law, to dispel myths and fears and address actual crime circumstances/prevention in ways that help communities feel safe.
- *The Spirit Has No Colour ~ an RCMP Cross Cultural Video:*
    - Is a video in five segments that describes the impact of colonial policies and the history of racism that existed in the First Nations and Government of Canada-RCMP relationship, looks at current efforts to build cross cultural understanding and relationships, and concludes with the hope that we may all arrive at a place where, in the words of former Tseil Watuth Chief Leonard George, "the spirit has no colour".
    - This type of video, addressing as it does the legacy and multi-generational impact of residential schools, did 'trigger' strong feelings and reactions amongst the delegates. Given that the workshop had created a safe environment to discuss difficult issues the dialogue that followed the video included expressions of continued hurt and anger as well as expressions of healing and rebuilding.
  - *Meet the Team:*
    - Delegates had a unique opportunity to see the federal, provincial and RCMP team involved in CTA policing in BC.
    - The majority of the discussion focused on the RCMP Inspector and the Aboriginal Advisory NCOs from each of the 4 RCMP districts in BC on the overall team. They emphasized that the role of the RCMP is to ensure the objectives, priorities and goals of the CTA process are implemented; that service commitments outlined in the Framework Agreement are adhered to; and to perform and report on program monitoring. They noted the significant changes that have been undertaken by the RCMP as a result of these conferences. For example a new First Nations cultural training course has been piloted, FN community orientation packages are to be uploaded to the RCMP website, 3 corporals positions have been created to deal specifically with First Nations issues, and adjustments have been made in at least 8 detachments.

*"This is not the conference where we sit around for two days and don't do anything. We actually listen and do things about what we hear at this conference."*

## ***ISSUES RAISED AND EMERGING SUGGESTIONS***

Throughout the workshop a wide number of issues were raised and discussed. In keeping with the workshop's role in helping to clarify issues in a manner that allows for the relationship to move forward they are summarized below in the nature of 'emerging suggestions' for follow-up:

- The Aboriginal Policing Directorate indicated that:
  - There would be more on-site visits and monitoring;
  - Development of a "toolkit" would continue as a means of providing additional supports to the development and operation of CCGs.
  - Participants encouraged creative approaches be applied such as providing 'training' in the communities on how to best utilize the toolkit.
  
- The 'Team' was encouraged to:
  - Ensure that cross cultural training is more responsive to diversity amongst First Nations and that more First Nations people participate in its delivery
  - Continue to explore collaborative opportunities beyond RCMP to administer/enforce band bylaws
  - Look at strategies for amalgamating FNP and Restorative Justice people/programs
  - Accept the fact that Chief and Councils often serve as Community Consultative Group (CCG)
  - Support efforts for capacity building for utilizing other forms of communication (e.g. Social Media; Designated Website/FTP site on success stories, etc.)
  - Continue efforts to clarify current and future funding levels/availability (and how that is related to the signing of CTAs)
  - Develop an organizational/flow chart describing the policing 'system' in BC
  - Engage in a variety of approaches to clarify and support First Nation policing priorities within each detachment
  - Although outside the scope of the CTA's, participants urged the team to find opportunities to involve First Nations in 'urban policing' strategies. This was seen as particularly useful given the involvement of BC's Police Services Division and the RCMP in urban policing situations (e.g. 'quad-partite' agreement in Delta/Tsawwassen), the large numbers of First Nations members residing in urban environments, and the close proximity of many First Nations to municipalities.
  
- The RCMP were encouraged to:
  - Explore ways to provide for longer term assignments, beyond 2 years, in First Nation communities
  - Continue to build understanding and relationships that clarify the use of FNP officers for other duties
  - Work with the Assets Management Group to examine "land lease" approaches to support the building of RCMP residences in communities
  - Continue the RCMP's 'strategic initiative' to ensure better awareness of emergency operators to response realities in First Nation communities
  - Have the Commanding Officer visit each detachment (and CTA community)
  
- Advice was also provided on issues to consider in the planning of any future CTA policing gatherings in BC:

- Provide more opportunities for delegates to engage directly with RCMP and Government leadership and members during the workshop plenary and breakout sessions
  - Ensure that breakout sessions provide more opportunities for delegates to actively participate
  - Schedule more time for the breakout session discussions (and more discussions overall throughout the conference)
  - While participants are generally knowledgeable about CTA policing issues it remains important to provide a shared level of baseline information at each gathering
  - Find ways to minimize the use of too many acronyms and information overload during the workshop
  - Involve more youth as delegates and presenters so that the ‘youth voice’ is heard
  - Provide more opportunities for members of operating CCGs to speak to their experiences, successes and lessons learned
- Other suggested ideas referred to exploring alternative ways to enhance communication and awareness about First Nations policing in BC:
    - Distribute workshop presentations (PowerPoint) along with the conference summary to all delegates
    - Consider a year end report at the CCG/Detachment level that notes both what worked and what areas need more work/resources
    - Develop a Website/FTP Site where success stories about policing and related issues in First Nations communities can be easily accessible

## **CONCLUSION**

The “*Strengthening From Within – British Columbia Community Consultative Groups Workshop*” was clearly a success with closing speakers noting time and again that they were able to raise often difficult to discuss issues in the dialogue and have them responded too in a constructive manner by all of the participants. This created an environment where all participants were able to have opportunities to speak, learn from each other, and create better understanding about the different perspectives involved when situations occur or where there is confusion over roles within the system. Comments during the breakout groups and workshop overall indicate that delegates recognize that the requirement for some form of Community Consultative Group (CCG), and the process for creating, operating and maintaining a CCG are reasonable and appropriate to CTA policing in First Nations communities.

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***FACILITATOR'S OVERALL SUMMARY***

## **I. INTRODUCTION**

*"Strengthening From Within – British Columbia Community Consultative Groups Workshop"* was convened on March 22-24, 2011. The workshop was hosted in Kelowna, BC and supported by both Public Safety Canada and the Province. Planning and coordination was carried out by a planning committee comprised of representatives from both levels of government, the RCMP and First Nations. Representatives from each of the 113 CTA First Nation communities were invited to send a representative to the workshop. Discussions focused on how partnerships could be applied to improve governance of the Community Consultative Groups (CCGs) required under the CTAs. While the CTAs provide the vehicle for dedicated policing in First Nations communities, it is the CCGs that are the key link to the community. As such the workshop brought together partners involved in First Nation policing in British Columbia to focus on innovative approaches and best practices for addressing issues, building relationships, and setting up, operating and maintaining the required CCGs.

## **II. OPENING PROTOCOL**

The workshop respected cultural protocols by having all meals shared during the workshop and being welcomed by the Westbank First Nation:

- Wilfred Barnes provided an opening prayer;
- Chief Robert Louie welcomed the delegates in the Nsyilxcen language to the traditional territory of the Okanagan peoples;
- Community member Stan Jack demonstrated two traditional dances in full regalia; and
- Elders at the workshop were involved in helping Stan Jack retrieve an eagle feather that had 'fallen' to the floor during the performance.

In addition Aboriginal students involved in the National Aboriginal Professional Artist Training Program at the Penticton, BC based En'owkin Centre's ([www.enowkincentre.ca](http://www.enowkincentre.ca)) entertained the delegates with a performance of *"The Messengers"*. Performers included:

- Deanna Cuthand;
- Wynona Paul;
- Nathan Paul;
- Levi Bent;
- Corrine Derickson;

- Tiinesha Begaye;
- Taylor Belanger; and
- Tracey Kim Bonneau, Emcee

Protocol was also respected with the members of the planning committee being acknowledged:

- First Nations
  - Chief Andy Phillips, Scowlitz First Nation and Executive Director, Stó:lō Tribal Council
  - Chief Clem Seymour, Seabird Island Band
  - Chief Anne Louie, Williams Lake Indian Band
  - Byron Spinks, Lytton First Nation
  - Leisa Fred, Tseshaht First Nation
  - Ron Nyce, Gitwixsihlkw Nisga'a
  - Councillor Lucille Brotchie, Kwakiutl Band
  - Councillor Norman Napoleon, Saulneau First Nations
  - Ivan Lindley, Upper Nicola Indian Band
  - Councillor Marguerite Cooper, Akisqnuq First Nation
  - Marion Radawetz, Westbank First Nation
  - Nelson Tallio, Lower Similkameen Indian Band
- Aboriginal Policing Directorate
  - Michele Lanouette
  - Laura Langs
- Policing Services BC
  - Bob Cole
- RCMP
  - Inspector Sean Maloney

### III. WELCOMING REMARKS

#### ***Government of Canada – Michele Lanouette, Regional Manager, Aboriginal Policing Directorate, Public Safety Canada***

The presentation began with thanks being extended to the Westbank First Nation for hosting the workshop in their traditional territory. Noting that the high volume of workshop participation was a testament to the priority First Nations communities place on safety and policing. The Regional Manager provided context on the 49 Community Tripartite Agreements (CTAs) in BC. Developed under the federal 1991 First Nations Policing Policy, the First Nations Policing Program has been operated by Public Safety Canada since 1992. Funded on a cost shared basis between the federal and provincial governments, in BC this has resulted in 113 First Nation communities being served by 108 dedicated RCMP First Nations Policing officers.

As First Nations in BC had participated in the 2009 Comprehensive Review of the First Nations Policing Program she indicated that one of its 'findings' was that the founding principles of 1991 First Nations Policing Policy remain relevant and continue to align with key government priorities. Stakeholder input during the review highlighted: the positive outcomes achieved to date; recognition that the approach under the FNPP was one of the few, if not only, opportunities

for First Nations to engage in a conversation on policing priorities; that the program could be more responsive; and the need to sustain the program.

Given that there had been specific mention of First Nations policing in the March 22, 2011 federal budget, she clarified that the language essentially confirmed current funding levels. Over the last two years the base national budget of approximately \$105 million has been increased by an additional \$27 million additional funds. This, in effect, offset the recent media coverage about a 19% cut to Aboriginal policing and represented a moderate increase in the budget for next year.

### ***Royal Canadian Mounted Police - Commanding Officer Deputy Commissioner Peter Hourihan***

The RCMP presentation was an opportunity for the Commanding Officer, E Division to introduce himself and demonstrate his awareness of, and approach to, policing in BC First Nations. To begin the Commanding Officer spoke to the experience of watching the traditional dancer, Stan Jack, call upon the Elders for help in retrieving the 'fallen small eagle feather'. This served as a potent reminder of the need to work together if we are to help our 'small ones' – the youth who represent such a major part of the population.

Along this line of thought he expressed his support for, and commitment to, a community service philosophy which he described as more than simply being situated in a community. It is a philosophy and working relationship between the police and community that within parameters enhances policing by focusing on the end purpose of providing service to the community and treating everyone as your own family. He also described his interest in, and experience with, policing in northern, remote and smaller communities. He shared the view that "...trust, relationship building and dialogue with the community are the keys to ensuring that policing is enhanced, that ongoing initiatives are effective, CCGs are engaged and that we are working through problems". In his experience in smaller, remote and Aboriginal communities this can be as subtle as being tactfully told how to do a better job over a cup of tea, or building relationships with the 'highly respected' people in the community.

*"We've had our ups and downs, and made some significant mistakes but we've had a pretty good relationship and need to get past those mistakes by doing a better job both ongoing and when those situations happen."*

Noting the workshop theme of 'strengthening from within' is appropriate for how the RCMP and First Nations need to work together he described the current level of 'First Nations policing' within E Division in BC, and he described the RCMP's intention to continue initiatives focused on reducing First Nations involvement in the jail system and increase First Nations membership in the RCMP. Currently there are 115 First Nations officers with 108 of them being present in the communities and the RCMP is working to build even more significant First Nations representation through a number of initiatives including direct recruiting, summer student programs, participating in workshops such as this one, canoe journeys, unity runs, and cultural awareness training (200 people trained in January).

He concluded by acknowledging the challenges involved in operating a CCG in smaller communities such as the shortage of involved people, and reminded everyone that he and the RCMP Aboriginal Policing Services staff are willing to help move issues forward and work on improving the CCGs and the First Nations policing relationship.



***Government of British Columbia – Bob Cole on behalf of Kevin Begg, Assistant Deputy Minister, Policing and Security Programs Branch, Ministry of Public Safety and Solicitor General***

The Senior Program Manager for Governance and First Nations within BC's Police Services Division provided remarks on behalf of the outgoing Assistant Deputy Minister and then introduced the incoming BC Assistant Deputy Minister and Director of Police Services, Clayton Pecknold.

In extending the regrets of the outgoing ADM he noted that this conference represents an opportunity to learn about and from First Nations, and reaffirms the province's commitment to build collaborative relationships, address issues, and make progress relating to First Nation policing. He indicated that the approach taken through the CTA approach to policing, such as the letters of expectation, monthly police reports to the community, cross sectoral working relationships within each community, and recurring province wide workshops, is being noticed by other governments and police agencies in the province.

He acknowledged the contributions of a number of people who have been instrumental in the success of these workshops over the years (e.g. Chief Robert Louie, Government of Canada/APD for funding events, and the Planning committee, etc.) and recognized that it was the strength and commitment of First Nations that enables us all to see progress in the policing relationship and growth in related sectors such as economic prosperity, improvements in the education system, and improved graduation rates. He concluded by reminding the participants that as stakeholders we are always looking for a better approach and that it was the participant's willingness to share their knowledge, wisdom and humour that make these workshops successful.

**IV. FIRST NATIONS COMMUNITY POLICING FROM A REGIONAL AND NATIONAL PERSPECTIVE**

***Superintendent Brenda Butterworth-Carr, Director General, National Aboriginal Policing***

Superintendent Brenda Butterworth-Carr discussed where she was from (Gwichin), how her experiences with policing in BC, including First Nations/CTA policing, contributes to her current role as detachment commander in Prince George and to where she is going as the Director General for National Aboriginal Policing at RCMP Headquarters. Her presentation emphasized the importance of working with youth, utilizing partnerships, and focusing on prevention (along with peace and enforcement) all of which require working relationships.

In describing her career, which she started as a native constable at the age of 19, the Superintendent spoke of her experiences in BC since 2002 where she has served in 'command' positions including Acting Officer In Charge of Aboriginal Policing and became the Detachment Commander in Prince George in 2009. She also spoke to other responsibilities that have contributed to her experience such as serving as Co-Chair of the 'Beyond Homelessness Committee' in Prince George. This experience has emphasized to her the importance of a number of key CTA style approaches which contribute to improved First Nations –RCMP policing relationships and which are being used in non-CTA communities such as Prince George:

- Building relationships through partnership;

- Working together holistically with all stakeholders;
- Linking local and national level perspectives and priorities (e.g. Crime Prevention); and
- Focusing on priorities such as reducing the involvement of youth as victims and offenders.

*“A good working relationship will help you work through situations when things go sideways and resolve them in a favourable manner.”*

She concluded by discussing her recent appointment as the Chief Superintendent and Director General for the RCMP’s National Aboriginal Police Service in Ottawa and the connection between that national level involvement and the annual operating plans being undertaken within BC and each detachment.

## **V. THE FEDERAL, PROVINCIAL AND RCMP CTA TEAM**

A recurring theme in First Nations policing discussions is that the CTA approach involves First Nations in relationships with 3 distinct, large and complex systems: the RCMP; the Federal Government; and the Government of BC. In order to address this concern the planning committee designed a ‘Meet the Team’ panel session. Participants were able to hear a brief presentation from the federal, provincial and RCMP officials directly involved in CTA policing in BC and engage in a question and answer session. The presentations and discussions helped to clarify how the CTA policing environment is organized, the roles of each group in the process, and the current initiatives and issues that they are working to address.

The First Nations Policing Program (FNPP) was created in 1991 to make First Nations communities safer and build relationships between First Nation communities and the police service provider (RCMP). FNPP provides for policing services that are culturally sensitive and responsive to the specific needs of the First Nations communities. The costs related to the Program are shared between the federal government (Public Safety) and the Province (Ministry of Public Safety and Solicitor General). There are two main service delivery models available under the current FNPP. Both are negotiated through a tripartite agreement involving Canada, the province, and the First Nation community:

- The Community Tripartite Agreement (CTA) is the service delivery model most utilized in BC. Under a CTA a First Nation community receives dedicated policing from an existing police service (i.e. RCMP) or a municipal police service. Where the RCMP provides a dedicated contingent of police officers, the CTA is preceded by a bilateral Framework Agreement between Canada and the province or territory, enabling the conclusion of individual CTAs. The agreement includes provisions for the establishment of a Community Consultative Group to provide a forum for community involvement on policing objectives and priorities. There are currently 49 CTAs serving a total of 113 First Nation communities in B.C.
- Self-Administered Agreement (SA) is a model where the First Nation community establishes its own police service and police board under provincial authority. Currently the St’atl’imx Tribal Police Service servicing 10 First Nations communities near Pemberton is the only Self Administered Agreement in BC.

***Michele Lanouette, Regional Manager, Aboriginal Policing Directorate, Public Safety Canada***

The Government of Canada provides funding for the First Nation Policing Program on a cost shared basis with the Government of British Columbia. The Government of Canada through the Aboriginal Policing Directorate within Public Safety Canada supports the implementation of the CTAs through ongoing relationships with each stakeholder and the provision of training through a variety of mechanism including this CCG workshop. The APD also engages in program monitoring to ensure that the First Nation Policing Program is providing a culturally sensitive and responsive police service.

The APD described the scope of the \$18 million budget for CTA policing in BC and in the Yukon and their areas of focus in the coming year including:

- Getting into communities more for on-site visits and monitoring of the CCGs and the delivery of the policing service by the RCMP; and
- Working with First Nations to further develop the content of a comprehensive CTA/CCG toolkit. It is anticipated that the toolkit will serve as an 'evergreen' handbook guiding communities through the CTA/CCG process, structures and responsibilities, and provide a degree of continuity within and between communities, particularly as people change positions.

The staff working for APD were introduced by the Regional Manager Michele Lanouette; Terry Bedard (Senior Advisor and Negotiator); Laura Langs (Advisor, Negotiator); Karen Beguin (Office Manager). An invitation was extended to all participants to visit the APD office in Vancouver.

***Bob Cole, Senior Program Manager, Police Services Division, BC Ministry of Public Safety and Solicitor General***

The staff working for the Government of BC were introduced by Bob Cole, Senior Program Manager - Linette Logie, Admin Coordinator, Governance and First Nations, and their role in ensuring that information, accountability, finance and resource requirements are maintained in the program. In addition to First Nations policing the PSD also works with municipal policing systems. The PSD noted that work within the CTA policing approach is being noticed by those municipalities and they have expressed interest in what First Nations have accomplished within the CTA/CCG approach to both strengthen governance and participation in policing. Examples include the in-roads First Nations have made in helping to set policing priorities, recruit officers, and problem solve on critical issues. The presence of police officer from Delta and Tsawwassen FN representative was acknowledged and their participation in a 'quad-partite' (federal, provincial, First Nation, and municipal) approach described.

The PSD reminded participants that their contributions at these workshops and throughout the year have resulted in important developments such as the:

- Recruitment/selection of Detachment Commander;
- Establishment of Aboriginal NCO Corporal and Sergeant positions; and
- Gang Awareness initiative.

The presentation also touched on additional areas where improvements could be made including:

- Capitalizing on the impact of social media tools such as Twitter and Facebook on communications;
- Finding ways to identify a CCG facilitator who can go to the communities; and
- Considering a 'year-end report' at the CCG/Detachment level that notes areas that worked and where more work/resources are needed.

***Inspector Sean Maloney, Officer in Charge, Aboriginal Policing Services, "E" Division, Royal Canadian Mounted Police***

Inspector Maloney briefly described the role of the RCMP Aboriginal Policing Services in ensuring that the objectives, priorities and goals of the CTA process are implemented; that service commitments outlined in the Framework Agreement are adhered to; and that program monitoring addresses performance and reporting. Current program priorities include: Recruitment, Gang Awareness, Community Liaison, and Program Coordination.

In a unique event the senior officers with direct responsibilities as Aboriginal Advisory Officers at the district level within "E" Division joined Inspector Maloney on the "Meet the Team" panel. This included:

- Sergeant Brad Swecera, South East District;
- Sergeant Shaun Haubrick, North District;
- Sergeant Dan King, Lower Mainland District; and
- Sergeant Chris Bear, Island District (who was unable to attend).

The officers emphasized that these 'Kelowna CTA Policing' conferences have an impact noting that a number of participants had already approached them about specific issues in their communities. They also identified several significant changes that have been undertaken by the RCMP as a result of these conferences and in response to issues raised by First Nations in other venues:

- Sergeant King Lower Mainland District has been tasked with looking into the orientation packages and as a result orientation packages are to be uploaded to the RCMP website.
- 3 new corporal's positions have been created within 'E' Division to deal specifically with First Nations issues.
- Adjustments have been made in at least 8 Detachments around the province where the CTA or relationships were not working as intended.
- In response to concerns raised during 'K-4' a new First Nations cultural training course put on by a First Nations company has been developed and piloted. This course will be run in BC a few times in the coming year, and consideration is being given to how this could be expanded into a 'national course' to provide baseline information to officers entering into Aboriginal policing.

*"This is not the conference where we sit around for two days and don't do anything. We actually listen and do things about what we hear at this conference."*

Following the presentations the majority of the discussion focused on the RCMP. Issues raised

and discussed related to:

- Ensuring that cross cultural training is more responsive to diversity amongst First Nations and that more First Nations people participate in its delivery;
- Creating opportunities for First Nations to participate in urban Aboriginal policing strategies (e.g. where First Nations members reside or where the First Nation is in close proximity to the urban community);
- Finding collaborative opportunities beyond the RCMP to administer/enforce band bylaws;
- Dealing with the reality that Chief and Councils often serve as Community Consultative Group (CCG);
- Developing an organizational/flow chart describing the policing 'system' in BC;
- Finding ways to provide for longer assignment cycles, beyond 2 years, in First Nation communities;
- Continuing to build understanding and relationship that clarify the use of FNP officers for other duties;
- The need for constant attention by those involved in Aboriginal Policing to clarify First Nation policing priorities within each detachment;
- Working with the Assets Management Group to examine "land lease" approaches to support the building of RCMP residences in communities; and
- Continuing the RCMP's 'strategic initiative' to ensure better awareness of emergency operators to response realities in First Nation communities.

## **VI. GOVERNANCE OF COMMUNITY CONSULTATIVE GROUPS - CONCURRENT WORKSHOPS**

Every participant was provided an opportunity to attend the three breakout workshops provided during the *"Strengthening From Within – British Columbia Community Consultative Groups Workshop"* Each breakout provided the context for how the First Nations Policing Policy and the Community Tripartite Agreements set the context for the work of the Community Consultative Groups (CCGs) and the ongoing collaborative work between each jurisdiction. 3 specific topics were addressed and the following is a brief summary of the content and discussions. PowerPoint presentations utilized to begin each breakout workshop were distributed following the workshop and are available upon request.

### ***Community Consultative Groups (CCGs)***

Facilitated by Terry Bedard, APD, BC Region this topic focused on understand the purpose of a CCG and the roles and responsibilities involved in setting up, operating, and maintaining a CCG.

*"Purpose (of CCG) - Principal liaison between the RCMP and the First Nation community"*

While recognizing that CCGS often go by many other names, the presentation highlighted the requirement to develop terms of reference for a CCG. These are required within 60 days of signing a CTA and set the context for membership, CCG responsibilities, working relationships, operating procedures and communication/reporting. Key issues in building relationships were described as relating to the principles to be applied and role of the CCG in decision making.

The CCG's role was described as working in collaboration with the Chief and Council and local RCMP detachment to:

- Identify community policing priorities;
- Develop a 'Letter of Expectation' as a key tool between community and detachment about the policing service priorities, meetings and information dissemination in the community;
- Becoming knowledgeable about the RCMP's structure, policies and operations;
- Contributing to the recruitment, selection and orientation of RCMP members;
- Identifying and seeking solutions to day to day policing issues;
- Maintaining written records (e.g. minutes, records of decision, etc.) as a tool for communicating with leadership and providing input into reports; and
- Exploring linkages and working relationships with other sectors such as health, education, etc.

Key issues encountered when trying to maintain a CCG often revolve around staying engaged with the Chief and Council, retaining/replacing members of the CCG, and working through conflicts/differences. Participants were informed that a "Toolkit" is being developed by the APD to provide hands on resource and reference materials for setting up, operating, and maintaining a CCG, and deal with conflict situations.

Issues raised in the discussions included: Funding for staff, per diems & development; Training of committee members; and More consistent CCG participation in the process of recruiting and selecting RCMP members working within First Nations communities.

### ***Accountability***

Facilitated by Dr. Jessica Service, APD, Headquarters this topic focused on roles and responsibilities under a Community Tripartite Agreement (CTA), and how the documents/reports involved can help strengthen governance.

*"All parties have roles and responsibilities in the Community Tripartite Agreement (CTA)"*

A CTA was described as a police service agreement entered into by Canada, the Province, and the First Nation community(s) which provides for a dedicated policing service focused on and responsive to a particular First Nations' community priorities for the delivery of RCMP policing services.

Canada and the Province share the responsibilities of funding through a cost sharing agreement (52% Federal contribution/48% Provincial contribution), on-site monitoring of the program to ensure it is meeting established goals and objectives; and supporting governance and accountability of the CCGs. First Nations Communities are responsible for: developing terms of reference for, and establishing and maintaining a, Community Consultative Group (CCG); working with the local detachment to develop a Letter of Expectation (LOE) about the policing service priorities; and completing the Schedule D report form attached to the CTA on or before June 30<sup>th</sup> each year. The RCMP provides dedicated First Nations Police Program Officers, over and above existing core policing services, to the First Nations within a CTA. 100% of on duty time for dedicated First Nations Policing officers is devoted to the policing needs of First Nation(s)

community(s), with the majority of their time spent within the community(s). The RCMP is also responsible to provide monthly policing reports (known as 'ED 78s') to the First Nation(s) community, and for engaging in the CCG process.

This session also focussed on three key documents produced over the course of a year in the life of a CTA: the community-detachment Letter of Expectation (LOE); the RCMP monthly and annual reports, and the communities 'Schedule D' report. The LOEs set out community policing priorities, are developed by the CCG with RCMP participation, and are endorsed the Chief and Council and the Detachment Commander. It is recommended that LOE's be reviewed at least annually. The monthly report prepared by RCMP for the First Nation(s) community(s) is the "E" Division 78s that summarize efforts/activities undertaken by the Detachment including how they are linked to the LOE. The RCMP also prepares an Annual Performance Report. For First Nations the 'Schedule D' report is a form attached to the CTA. It contains a series of questions designed to enable the community to provide feedback to improve the First Nation Policing Program. This reporting format is currently being redesigned and First Nations input will be sought.

The presentation stressed the importance of making the content of the LOEs and Reports realistic and measureable and for relying on the wording when there are disagreements about what should be, or is being, done. Issues raised during this discussion included:

- How information submitted in reports is currently used and could be used;
- The impact of relationship issues on funding and ongoing policing service;
- The difference between a CTA and the Provincial Police Services Agreement (PPSA);
- Who does what in the policing environment and how each is held accountable;
- Understanding what the parties need to do and the tools that are available to assist them;
- Holding the RCMP more accountable; and
- How to work with Detachment Commanders in the community, in dealing with complaints, and in the selection processes for new members in the detachment.

### ***Cross-Cultural Awareness and Building Relationships***

Facilitated by Tonia Mueller, APD, Headquarters this session explored a number of approaches currently being used to increase cross cultural awareness and build positive relationships between the community and the RCMP.

An effective relationship between the CCG as principal liaison between community and RCMP is built upon the principals of mutual respect; openness; and willingness to learn and the opportunity to participate in joint decision-making. As part of the policing services relationship First Nation communities need to develop knowledge and awareness about RCMP, and create opportunities for relationship. The RCMP needs to understand community culture and priorities, participate in the community and build horizontal linkages within and outside of community.

Together each needs to take steps to create opportunities to generate awareness and create opportunities to participate in RCMP and First Nation events. Examples of current First Nations and RCMP efforts to generate increased cross-cultural awareness were provided:

First Nations Efforts	RCMP Efforts
<ul style="list-style-type: none"> <li>• Tailored to unique differences of various First Nation communities</li> <li>• Officers need to know: <ul style="list-style-type: none"> <li>* Community profile/demographics;</li> <li>* Elected/traditional governance structures;</li> <li>* History;</li> <li>* Tribal affiliation;</li> <li>* Treaty/self-governance;</li> <li>* Community protocols;</li> <li>* Culture and traditions; and</li> <li>* Elders</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• RCMP Training Academy</li> <li>• On-line course</li> <li>• Cultural orientation package developed for each community</li> <li>• Film “The Spirit Has No Colour”</li> <li>• Annual gathering of FNPP Officers for training</li> </ul>

Issues raised included: the importance of recognizing, and working to demonstrate, that respect works both ways between First Nations and Police; and that through it all it is critical to remain willing to engage in “Communication, Communication, Communication!”

**VII. COLLABORATIVE APPROACHES TO COMMUNITY POLICING**

Chief Superintendent Wayne Rideout - Contract Policing Officer for British Columbia described his previous experiences starting in small town policing, his recent 9 years in the RCMP and his current responsibilities for policy, human resources and oversight. His current responsibility ‘puts wheels in motion to deliver’ the RCMP’s Community Policing, Aboriginal Police Service, Major crimes including the missing and murdered women’s task force, Traffic division, and Emergency call centres.

Noting that working with partners is absolutely essential he described adjustments being made so that he and the Commanding Officer work directly with the 4 District Officers to ensure that the RCMP fully understands partner interests and provides the best police service possible through not only the dedicated and enhanced First Nations Police (FNP) service, but also through an interconnectivity of all available police services to meet First Nation’s needs.

Community policing and crime prevention are essential to policing regardless of locale and he raised the issue of how the CCGs can play a role as a community level communications and ‘wrap around’ approach, within limits of privacy and the law, to dispel myths and fears and address actual crime circumstances/prevention in ways that help communities feel safe. As had been stressed in a number of previous presentation he noted that there it is necessary to involve a wide number of groups in this effort beyond just the police and those in the community involved in policing. This is particularly true when we look at addressing multi-faceted and multi-layered issues like gangs, drugs, and relationship violence.

He indicated that he was impressed with the quality of the personnel in the Aboriginal Policing Service and the efforts they are undertaking to respond to the issues being voiced by First Nations. He also indicated that cities and locales other than First Nations have begun to apply the ‘community consultative group approach’ either overall or for districts within their territories.



*“We talk a lot about community policing, community safety and crime reduction as key strategies. But there is no one approach to reduce crime. Many communities are moving to the concept of the police participating in community to increase ‘live-ability’ and quality of life rather than just focusing on crime levels.”*

Discussion following this presentation centred around First Nations concerns about the 2 year FNP assignment cycle – especially in a ‘red tape’ environment.

## **VIII. THE SPIRIT HAS NO COLOUR - VIDEO PRESENTATION**

James Wilson, Chair, Kwakiutl District Council introduced a cross cultural video that was developed as a training video for new police recruits at the Justice Institute of BC, but has since been distributed to all police agencies in British Columbia to enhance police/Aboriginal relations training. The video describes the impact of colonial policies and racist attitudes that have existed in the First Nations-Government of Canada-RCMP relationship, looks at current efforts to build cross cultural understanding and relationships, and concludes with the hope that we may all arrive at a place where, in the words of former Tseil Watuth Chief Leonard George, “the spirit has no colour’.

This type of video, addressing as it does the legacy and multi-generational impact of residential schools, did ‘trigger’ strong feelings and reactions amongst the delegates. Given that the workshop had created a safe environment to discuss difficult issues the dialogue that followed the video included expressions of continued hurt and anger as well as expressions of healing and rebuilding.

## **IX. NEXT STEPS AND CONCLUSIONS**

Following closing remarks from many of the First Nations leaders Chiefs and Councillors present the federal, provincial and RCMP officials described the follow-up that would happen and expressed their continued commitment to work on improving the CTA policing process, services and relationships.

The Aboriginal Policing Directorate indicated that:

- There would be more on-site visits and monitoring;
- The development of a “toolkit” would continue as a means of providing additional supports to the establishment and operation of CCGs. Creative approaches will be sought on how to support ‘training’ in the communities on how to best utilize the toolkit; and
- The workshop summary report and PowerPoint presentations would be distributed.

In planning any future CTA Policing workshops in BC consideration can be given to:

- Providing more opportunities for delegates to engage directly with RCMP and Government leadership during the workshop plenary and breakout sessions;
- Ensuring that breakout sessions provide more opportunities for delegates to actively participate;
- Scheduling more time for the breakout session discussions (and more discussions overall throughout the conference);

- Providing a shared level of baseline information on CTA policing at each gathering even though participants are generally knowledgeable;
- Finding ways to minimize the use of too many acronyms and information overload during the workshop;
- Involving more youth as delegates and presenters so that the ‘youth voice’ is heard;
- Providing more opportunities for members of operating First Nations CCGs to speak to their experiences, successes and lessons learned; and

Efforts will continue to be undertaken to find ways to address the issues and concerns raised during this workshop. This includes work by the ‘Team’ to:

- Ensure that cross cultural training is more responsive to diversity amongst First Nations and that more First Nations people participate in its delivery;
- Continue to search and experiment with collaborative opportunities beyond RCMP to administer/enforce band bylaws;
- Look at strategies for amalgamating FNP and Restorative Justice people/programs;
- Accept the fact that Chief and Councils often serve as Community Consultative Group (CCG);
- Finding alternative ways to enhance communication and awareness about First Nations policing in BC such as considering a year end report at the CCG/Detachment level that notes both what worked and what areas need more work/resources;
- Support efforts to increase everyone’s capacity for utilizing other forms of communication (e.g. Social Media; Designated website/FTP site where success stories about policing and related issues in First Nations communities can be easily accessible);
- Continue efforts to clarify current and future funding levels/availability (and how that is related to the signing of CTAs);
- Develop an organizational/flow chart describing the policing ‘system’ in BC;
- Engage in a variety of approaches to clarify and support First Nation policing priorities within each detachment;
- Although outside the scope of the CTA’s, examine opportunities to involve First Nations in ‘urban policing’ strategies particularly where there are significant numbers of First Nations members residing in urban environments, and/or the urban area is in close proximity to a First Nation;
- Find ways to provide for longer assignment cycles, beyond 2 years, in First Nation communities;
- Continue to build understanding and relationships that clarify the use of FNP officers for other duties;
- Work with the Assets Management Group to examine “land lease” approaches to support the building RCMP residences in communities;
- Continue the RCMP’s ‘strategic initiative’ to ensure better awareness of emergency operators to response realities in First Nation communities; and
- Have the Commanding Officer to visit each detachment (and CTA community)

The “*Strengthening From Within – British Columbia Community Consultative Groups Workshop*” was clearly a success with closing speakers noting time and again that they were able to raise often difficult to discuss issues in the dialogue and have them responded to in a constructive manner by all of the participants. This created an environment where all participants were able

to have opportunities to speak, learn from each other, and create better understanding about the different perspectives involved when situations occur or where there is confusion over roles within the system. Comments during the breakout groups and workshop overall indicate that delegates recognize that the requirement for some form of Community Consultative Group (CCG), and the process for creating, operating and maintaining a CCG are reasonable and appropriate to CTA policing in First Nations communities. It was equally clear that while structured by CTA and LOE, policing is managed through relationships that require hard work over time in order to work through problem issues that arise.

**APPENDIX**  
*Strengthening From Within*  
British Columbia Community Consultative Groups Workshop  
Manteo Resort, Kelowna BC  
March 22 – 24, 2011

**AGENDA**

**Day 1 – Tuesday, March 22, 2011**

Travel Day

4:00 – 6:00 Participant Registration

6:00 – 7:30 Welcome - Chief Robert Louie, Westbank First Nation  
Dancer: Stan Jack, Westbank First Nation  
Dinner (Provided)  
Meet & Greet and Networking

**Day 2 – Wednesday, March 23, 2011**

07:30 – 08:30 Breakfast (Provided)

08:30 – 08:45 Opening Prayer – MaryAnn Eli, Elder, Westbank First Nation

09:00 – 09:10 Opening of the Conference

- Harold Tarbell, Workshop Moderator
- Introduction of Workshop Planning Committee

09:10 – 10:00 Welcoming Remarks

- Government of Canada – Michele Lanouette, Regional Manager, Aboriginal Policing Directorate, Public Safety Canada
- Royal Canadian Mounted Police - Commanding Officer Deputy Commissioner Peter Hourihan
- Government of British Columbia – Kevin Begg, Assistant Deputy Minister, Policing and Security Programs Branch, Ministry of Public Safety and Solicitor General

10:00 – 10:30 First Nations Community Policing from a Regional and National Perspective

- Superintendent Brenda Butterworth-Carr, Director General, National Aboriginal Policing

10:30 – 10:45	Health Break
10:45 – 12:00	<p>Meet the Team/Questions &amp; Answers</p> <ul style="list-style-type: none"> <li>• Canada – Michele Lanouette, Terry Bedard</li> <li>• British Columbia – Bob Cole, Program Manager, Police Services Division, Ministry of Public Safety and Solicitor General</li> <li>• RCMP – Inspector Sean Maloney, Sergeant Shaun Haubrick, Sergeant Dan King, Sergeant Brad Swecera</li> </ul>
12:00 – 1:00	Lunch (Provided)
1:00 - 2:10	<p>Concurrent Workshops: CCG Governance</p> <p>1) <i>Community Consultative Group</i>  Facilitator: Terry Bedard, APD, BC Region  Objective: Understand the establishment and maintenance of a CCG - roles and responsibilities, and how to set up, operate, and maintain a CCG</p> <p>2) <i>Accountability</i>  Facilitator: Dr. Jessica Service, APD, Headquarters  Objective: Review roles and responsibilities under a Community Tripartite Agreement (CTA), and how a number of reports/documents help strengthen governance</p> <p>3) <i>Cross-Cultural Awareness and Building Relationships</i>  Facilitator: Tonia Mueller, APD, Headquarters  Objective: Exploring approaches to building positive relationships</p>
2:10 – 3:20	Concurrent Workshops Repeat
3:20 – 4:30	Concurrent Workshops Repeat
4:30 – 6:00	Break
6:00 – 8:00	<p>Dinner (Provided)</p> <p>“The Messengers” – A Performance by En’owkin Centre professional artists</p>

### **Day 3 – Thursday, March 24, 2011**

08:00 – 09:00	Breakfast (Provided)
09:00 – 10:00	Conference Moderator’s Summary of Day 2 and Findings from Breakout Workshops
10:00 – 10:15	Collaborative Approaches to Community Policing Superintendent Wayne Rideout - Contract Policing Officer for British Columbia
10:15 – 10:30	Health Break
10:30 – 11:30	Video Presentation: <i>The Spirit Has No Colour</i> Introduction by James Wilson, Chair, Kwakiutl District Council
11:30 – 12:30	Next Steps and Closing Remarks <ul style="list-style-type: none"><li>- First Nations</li><li>- RCMP</li><li>- Government of British Columbia</li><li>- Government of Canada</li></ul>
12:30	Closing Prayer – MaryAnn Eli, Elder, Westbank First Nation
12:40 – 1:30	Lunch (Provided)