

*Together - Walking One Path*  
*3<sup>rd</sup> Joint Conference on First Nations CTA Policing in BC*

*Manteo Resort, Kelowna, BC*  
*February 28 – March 1, 2007*

*Conference Summary Report*

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## I. INTRODUCTION

The third conference on CTA policing in First Nations communities in British Columbia was convened at the end of February 2007 in Kelowna, BC. Entitled "*Together – Walking One Path: the 3<sup>rd</sup> Joint Conference on First Nations CTA Policing in BC*" was designed to build on past conferences and other efforts to encourage and support collaborative relationships between community, RCMP, provincial and federal stakeholder involved in the delivery of policing services and programs. Working under the direction of the First Nations Steering Committee (see attached terms of reference) the conference was designed to engage the participants in presentations, workshops and discussions that contribute to:

- Collaboration that improves the governance and delivery of an accountable, professional, effective, and culturally appropriate First Nations policing service in the Province of British Columbia;
- Strengthening capacity:
  - Through sharing information about lessons learned by community members and officers about building and maintaining effective relationships;
  - By addressing key issues such as:
    - Developing Letters of Expectation between Communities & Detachments;
    - Respecting Band By-Laws and Traditional practices; and
- Applying the information and lessons learned at the conference to the community/detachment level.

There were approximately 105 participants, presenters and special guests at the 2007 conference. The majority (3/4) of the participants were sponsored delegates from First Nations communities that have signed Community Tripartite (i.e. Federal, Provincial and First Nations) Agreements (CTAs). Within BC the RCMP deliver the provincial policing service and policing within First Nations communities that participate in the CTA process. The RCMP delegation included the National Commissioner, the Deputy Commissioner for the Pacific Region and Commanding Officer of "E" Division, and the Aboriginal Policing NCOs for each of the four RCMP districts in BC. The federal and provincial delegations numbered approximately 15 including those directly involved in the administration of the CTAs and conference presenters.

## II. SUMMARY OF ACTIVITIES

To achieve the objectives stated above the conference program provided all participants with an opportunity to participate in two (2) caucus sessions to identify issues they wanted to discuss during the conference, network with other stakeholders during an opening receptions and hosted meals, receive information and explore concerns during fifteen (19) plenary presentations/speakers and eight (8) workshops.

### a) Opening and Welcoming Activities

The first plenary session was designed to acknowledge the traditional territory of the Westbank First Nation, introduce the leadership of the RCMP at the National and Division level, and to encourage networking amongst the participants. Following an opening provided by the Westbank First Nations Elders and a prayer from Westbank youth *Sherry Hamilton*. In his welcoming remarks Westbank Chief *Robert Louie* introduced the participants to the Westbank people, territory and language and described

the important contribution this conference has made to improving First Nations policing relationships in BC. In his own terms he reiterated the objectives of the conference and stressed that collaborative relationships are crucial to this improvement, and that they require support and joint planning to be successful.

*RCMP Commissioner, Beverley Busson and the Deputy Commissioner Pacific Region and Commanding Officer, "E" Division, Gary Bass* provided welcoming remarks reminding the participants of the approach that the RCMP takes to delivering policing and of the progress that has been made to more actively involve First Nations in how policing is delivered in their communities. They stressed that Aboriginal Policing is not just about law enforcement as it includes efforts to address difficult situations and conflicts as well as efforts to mutually develop safe communities. Integrated approaches to justice programs, especially intergovernmental coordination were highlighted as one element of the effort to address the over representation of Aboriginal people involved with the justice system.

*"I'm involved in a lot of committees but I've never seen one like the COAAC. They weren't listening to us waiting to offer advice. They run the committee, provide a leadership role, and are very professional."*

The evening session concluded with a cultural presentation by the *Nak'ulamen Performance Collective & Students of the En'owkin Center* who entertained the conference participants with a selection of historic and contemporary Okanagan songs and dance performances in the traditional style (e.g. the Sandhill Crane takes the burden of winter from our minds). Their elegant performance demonstrated that songs in the traditional style continue to be based on our interaction with the natural world and that the future of First Nations culture and performing arts is one of great promise. The students (Amy, Billie, Candace and Charles) also joined the conference for a performance of a theatrical script that was also well received by the delegation.

*Sandra Sajko, Assistant Deputy Minister and Director of Police Services, Policing and Community Safety Branch, Ministry of Public Safety and Solicitor General* described her new responsibilities within the Ministry of Public Safety and the Solicitor General relating to First Nations policing, RCMP contract policing, organized crime and security for the 2010 Olympics. She also reiterated the purpose of the meeting and the commitment of the province to work closely with the First Nations, RCMP and federal government to ensure the delivery of an effective policing service in Bc.

*David Hallman, Senior Director, Policy and Coordination, Aboriginal Policing Directorate, Public Safety and Emergency Preparedness Canada* complimented British Columbia for being ahead of the country in terms of CTA policing. He stressed, as did several other speakers, that it is the quality of the working relationship that makes policing work, particularly when it comes to expectations about how to deal with community level issues. The Letter of Expectation process is one effort to address these types of issues directly between the communities and the RCMP detachment. He informed the delegation about ongoing efforts to develop a memorandum to the federal cabinet on the First Nations Policing Policy, authorities and funding as part of the overall federal priority for policing. It is the federal government's hope that this cabinet level effort will set out clearly the federal vision for Aboriginal policing in a way that supports the engagement of other stakeholders. He noted that consultation on this issue is expected in the coming months.

He also described other initiatives that are either currently in place or which the federal government is intent on addressing such as:

- Revitalizing the Community Constable Program as an optional Community Safety Officer initiative;
- Negotiating longer term ten year agreements that include stable funding;
- Utilizing the recently renegotiated BC-Canada Policing Framework Agreement as a model in other regions of Canada;
- Placing greater emphasis on recruitment and training of officers designated to Aboriginal communities;
- Engaging more Aboriginal youth in the available summery student programs
- Addressing infrastructure and officer housing issues within First Nations communities more holistically; and
- Taking a more coordinated approach to working with other government departments on crime reduction (e.g. a focus on the policing-plus approach).

The participants responded well to the presentations only noting the hope that any adjustments made address the concerns of First Nations relating to the current policy and program (e.g. shortage of resources for adequate full time staffing, the need for regional level meetings, and that adjustments do not hinder First Nations ability to be innovative and responsive to the diversity within BC).

*“Relationship building is actually happening when we see reduced response times. We need to look at these things together”*

#### **b) Special Guest Presentations**

*Phillip Gatensby, Resolution Health Support Worker, Council of Yukon First Nations (Tlingit: Carcross/Tagish First Nation)* delivered a message about relationships that stressed that “we are all in this together.” By examining the fundamental connections all people have with the natural and spiritual world (i.e. water, air, earth and the spark of life) he encouraged the participants to look to what we share amongst us rather than what separate us. He discussed biblical and indigenous creation stories to underscore the need to understand each other and any differences in the systems that we live in. To do this we need to recognize the impact of past negative experiences and find ways to move past the pain and trauma of those experiences. Noting that there are generations of distrust of the police system but not necessarily of the individual officer, he stressed the importance of being able to distinguish between systems and the individuals within those systems. Recognizing that we can’t make people change he said that efforts to create change must not come from somewhere else, and should instead be based on an invitation to change, an emphasis on working with youth and collaboration between all the parties/systems involved.

*“It’s important, the story and place we leave behind for our children.”*

*Dr. Gerry Williams, Dean of Instruction and Enrolment, Nicola Valley Institute of Technology* provided a review of the Law Enforcement Preparation program that has been designed in partnership with the communities and the RCMP to provide First Nations students an increased opportunity to become involved in Law Enforcement. The program is entering its second year and provides students with an introduction to the basic elements of RCMP training and job requirements as well as supports to help them address key barriers (e.g. funding, academic upgrading, experience away from their home



community, and on-site orientation to the RCMP training facility). He asked participants to inform members of their communities about this program.

### **c) Caucus Sessions**

Separate caucus sessions were held for the First Nations, RCMP and government (i.e. federal and provincial) on two occasions, on the first afternoon and on the following afternoon. The caucus sessions were included so that the participants could identify their expectations for the conference and discuss the concerns that they would like to see addressed during the conference. The caucus sessions also provided each delegation with an opportunity to network. The First Nations caucus also served as an opportunity for the individual participants to receive a briefing on the terms of reference of the First Nations Steering Committee which plans these conferences and consider what process to use for identifying the First Nations members of the steering committee for fiscal year 2007/2008 (or until the convening of the next conference). Time was secured on the agenda on the last morning for reports from those caucus sessions and plenary discussion of the priority issues identified by the First Nations. During those reports the following items were emphasized:

- The First Nations participants selected to serve on the Steering Committee by regional groups within the First Nations Caucus are:

North District:	1)	Chief Ron Nyce, Gitwinksihlkw Village Government (Nisga'a) with Chief Clifford White, Gitxaala as the alternate
	2)	Chief Hank Adam, Canoe Creek First Nation with Chief Fred Robbins, Esketemc First Nation as the alternate
	3)	Brandi Scott, West Moberly with Brenda Saulteau as the Alternate
Southeast District:	1)	Edith Fortier, Kamloops Indian Band
	2)	Marion Radawetz, Westbank First Nation
Lower Mainland:	1)	Clem Chartier, Seabird Island First Nation
Vancouver Island:	1)	James Wilson, Kwakiutl District Council with Chief Vern Jacks, Tseycum First Nation as the alternate
- Additional issues raised during the caucus and addressed during the conference program included (see attached report from Vancouver Island discussion group):
  - Enforcement and prosecution of band by-laws;
  - Dispatch confusion/response times;
  - Building First Nations capacity to exercise jurisdiction/responsibility in these areas: training, program advancement, funding for more gatherings, earlier notice/access to funding opportunities;
  - Language differences between old and new CTAs;
  - Examination of what's working and not working in individual CTAs;
  - Development of statistics from the RCMP monthly reports;
  - Access to LOEs from other communities/networking;
  - Steering Committee terms of reference and budget;
  - Consider initiating and contributing to a youth law enforcement scholarship at this conference;
  - An opportunity to meet again at the end of the conference (with the new FN members of the Steering Committee); and

- Access to conference materials (especially all workshops).

#### **d) Plenary Panel Presentations**

These panels involved First Nations and RCMP officers working directly with them or directly on Aboriginal Policing Services within “E” Division and were intended to provide insight into the experiences involved in “*Making Relationships Work*” under the CTAs, and the work underway to develop Letters of Expectation directly between the RCMP Detachment and those First Nations that have signed CTAs.

##### **i) Kamloops area CTA**

The presentation on the Kamloops area CTA was notable for many reasons including the fact that this was one of the communities that expressed serious dissatisfaction during the initial 2004 CTA conference. *Chief Shane Gottfriedson, Kamloops Indian Band* emphasized the existing connections between and within the First Nations and policing communities and stressed the historic importance of the decision five years ago by the BC First Nations to quit fighting with each other and form the First Nations Leadership Council. Describing it as a 12 year effort to move their relationship with the RCMP from a negative one, operating in a small building, to something that contributes to our ability to create change in our social issues he emphasized a number of success/lessons learned:

- Separating political and social issues to create some balance;
- Changing the Detachment name to the traditional name for the people;
- Working with two other bands and the neighbouring municipality on a Community Constable program to fight crime together; and
- Establishing an active judicial committee that meets with the RCMP and reports to Chief and Council and attends Band meetings (along with RCMP) on a recurring basis.

*“We’ve all had our bumps and scrapes with the law – but its all about choices and entering into the CTA as a way to deal with creating a healthier, safer community was a choice we had to make.... We have had ups and downs in the relationship, but we are improving and getting there... There is a movement out there to choose to work together – if we don’t commit to it in a meaningful way we will continue to spin our wheels on these same issues year after year.”*

*Staff Sergeant Kelly Auld, Detachment Commander, T’Kumlups Rural RCMP* described the discomfort he found amongst First Nations about the level of service they were being given under the CTA when he became Detachment Commander 10 years ago. He noted that while the First Nation community represents over 50% of the detachment and the policies and procedures in CTA were pretty clear, resources and staffing levels weren’t sufficient to provide the level of service required. The approaches to address this issue included:

- Separating the First Nations unit away from the provincial schedule and ensuring that 80% of their time was spent on reserve and in the community;
- Finding an officer that excelled at the job, in this case a non-Aboriginal officer;

- Working on building a good relationship with the bands through the development of community plans and priorities with the band justice committee as the consultative group and convening other community meetings as well; and
- Recognizing that taking the directives and programs from 'Ottawa' and applying the terms and requirements within the CTA to how we meet our priorities is working.

*"Communications have improved a lot. Initially we weren't going to a lot of meeting and the list of issues would build up. Although there is an office space issue we're working on we've established an office on the reserve, and we have regular, planned meetings twice a week and there aren't surprises"*

Councillor Terry Deneault, Skeetchestn Indian Band emphasized the important work of key individuals within the community and the RCMP that make the relationship work and ensure that issues get addressed. They have focused on RCMP involvement in the community (e.g. Rodeos, community youth stick games, hunting/fishing camps, floor hockey and creating opportunities for them just to talk with the youth) in order to ensure that the youth "see the other side of the uniform." He talked about "The days when we were afraid of the RCMP" and noted that the CTA agreements is contributing to a growth in trust, more youth involvement and an RCMP member who is from the community. Other efforts have been to ensure a visible RCMP presence at community events and police activities (e.g. road checks), working on establishing satellite offices in the other communities, receiving monthly reports to council and developing our priorities and maintaining relationships and communication between Chief and Council, community and RCMP to address justice issues such as cooperating on banishment orders.

*"We do have tough times, but we have to keep working through them (political issues) and this makes it easier for the justice group to deal with other issues..."*

During the question and answer period the participants inquired about a number of issues including:

- How the First Nation and RCMP Detachment cooperate on the enforcement of banishment orders.
  - While the RCMP will serve a direct banishment order issued by the First Nation, the enforcement strategy is enabled by the specific offence that the person may be charged with, and the ability of Crown Counsel to prosecute on that specific offence.
- The need to provide more education and awareness with community people, and between detachments.
- The need for getting the message out through the First Nations leaders to the communities which may require providing resources for more regional level gatherings.

*"I don't think it's the (CTA) agreement, it's the people involved that have to make the relationship work."*



## ii) Quesnel area CTA

*Doreen Patrick, Nazko First Nation* described how, through RCMP participation in feasts, community meetings, and functions and even handed law enforcement people are starting to trust the RCMP after a long period of dislike based on past bad experiences and being taught to fear the RCMP. The concern of the community is what will happen when the current officer, who fits in well with the community, gets transferred.

*"I was amazed at how Constable Collins worked with us and how within 6 months we were able to build trust and work with the RCMP."*

*Staff Sergeant, Keith Hildebrand, NCO In Charge, Quesnel Detachment* described how the detachment was able to get to the more ideal situation described by Doreen Patrick. His initial efforts were focused on changing the morale and workload at the detachment and moving from ineffective reaction to proactive approaches. After learning the issues and circumstances of the First Nations communities within the Detachment a business case was developed in 2003 making the case for more staffing and First Nations policing. While initial efforts to start a CTA were not productive, as the Detachment received additional officers they were given responsibilities for providing services in the First Nations and rural areas. In August 2005 approval was received for one dedicated position to work with the four First Nations bands within the Detachment. This position was filled by Constable Jennifer Collin who volunteered. Key lessons learned include:

- It's all about having the right people in the right place and having people there who want to be there.
- Establishing and promoting a vision that Quesnel will be the safest community in BC and the detachment of choice for RCMP in BC.

*Constable Jennifer Collins, Quesnel Detachment* introduced herself in the First Nations language and talked about the process of becoming accepted as a non-Aboriginal person working within the First Nations community.

*"When I first arrived people would avoid me. Now I don't go out without gum or pencils for the kids. The easiest way to fit into the community was to jump in, introduce myself as Jenny Collins, meet people and be willing to make mistakes."*

Key lessons learned included:

- Having humility and being able to poke fun at yourself;
- Finding ways to take the problems in the working relationship resulting from past incidents and turn them into collaborative efforts initiatives;
- Meeting with the Justice Committee regularly and involving them in every community activity
- Participating in community based planning;
- Teaching classes in the communities on law enforcement/justice issues; and
- Bringing other officers to the communities to meet people so that the community and detachment will know who to interact if the FN officer is not available.

### **e) Forum Theatre Presentation – Letters of Expectation**

Forum Theatre is an established community development and empowerment process. Created by Augusto Boal, Forum Theatre has been used around the world to bring about social and political change. Supported by a professional facilitator (*Renae Morriveau*) forum theatre is a technique that allows all participants to address critical issues in their work environment and explore solutions in a creative, hands-on, interactive format. The process is intended to help all the participants explore solutions. As had been done at the first CTA policing conference in February 2004 participants from the conference Steering Committee designed a brief theatrical scenario that identified challenges experienced in First Nations policing. Volunteer actors from the Steering Committee presented the pre-developed script and engaged the delegates at the conference in a problem solving through interaction, dialogue, critical thinking, action and fun.

The scenario prepared portrayed how everyone is involved in complex systems and relationships (see attached draft script). The four problem scenarios within the script addressed situations were:

- The often different mind sets between those who are newer in the system as compared to those who have been around for a long time and may be set in their ways;
- The challenges involved when people have different priorities and aren't communicating their real concerns very well;
- Uncertainty involved in trying to figure out where to start when your working in this environment on something new and aren't sure what the plan of action should be; and
- Key areas of discussion and content that could go into a Letter of Expectation between the communities and detachments involved in a the existing CTAs.

While in many respects the insights identified and solutions explored came from the interaction and discussion of the situations portrayed in the script, there was recognition of:

- The hard work of getting someone who is set in their ways to change – and even sometimes getting them to be willing to at least consider the potential benefits of change; and
- The importance of encouraging those in leadership to share the load by broadening participation in the discussion about change and the relationship itself (there are many arguments to be made and there are many avenues where the issue can get taken).

### **f) RCMP Efforts to Support Effective Relationships**

*Chief Superintendent Richard C. Bent; Deputy Criminal Operations Officer; Community, Contract and Aboriginal Policing Services; RCMP "E" Division* noted that he had adapted his presentation in response to the issues explored during the forum theatre presentation. He stressed that while the CTA provides the legal framework for the relationship, the proposed Letters of Expectation (LOEs) were intended to respond to specific community/detachment circumstances in a way that avoided a 'cookie cutter' approach. In some respects this is also an effort to get to those issues in the working relationship that have been identified at previous meetings like this (e.g. Kelowna 2) such as lack of communication, distrust, and officers moving on to new postings.

*"We are unique in the country by attaching LOEs to our CTAs and this is still fairly new and continuing to evolve."*

While the LOE approach is fairly new, and there is uncertainty amongst some Detachment Commanders, many are moving ahead to find ways to work collaborative with Chiefs, Councils and communities and meetings are starting to be held. A strategy that has been put in place in some cases is to involve the Chief and Council in the process when a Detachment Commander moves to a new posting. He noted a number of areas where the RCMP is responding to the concerns raised and noted that the COAAC and these conference sessions were good examples to build upon. He also noted issues that had been raised during this conference and stated that the RCMP would respond to them on an ongoing basis, particularly as it concerned:

- Making changes to ensure that CTA resources are going to First Nations community needs (and not supplementing municipal services);
- Redeveloping the RCMP's cultural awareness/perceptions training to better reflect BC specific cultures and circumstances and make it easier for detachments to use when orienting their members;
- Making adjustments to, and engaging Elders and Chiefs and Councils in, the orientation process for Detachments;
- Considering having the new officers receive orientation from, and review the LOE with, the community/Chief and Council; and
- Ensuring that officers are available to respond to the diversity of circumstances affecting policing in First Nations communities.

*"No CTA will be cancelled if not signed"*

In response to recurring concerns from the participants about how well the CTAs were being implemented *Deputy Commissioner Bass, Commanding Officer, "E" Division* discussed the important role of the Commanding Officers Aboriginal Advisory Committee which is reflected in the extensive number of resolution that it has presented (e.g. 120 recommendations in six categories). He also advised the participants that the Advisory NCOs in each district are being required to report on progress made to implement the Detachment Performance Plan (DPP) as it pertains to the requirement that all Detachment Commanding Officers meet with CTA communities to identify priorities. This will be further strengthened through a letter from the CO going to each Detachment Commander.

*"If you get push back from your Detachment Commander remind him about the DPP – its meant to be a cooperative process to identify what the issues are and work on how to address them."*

During this exchange the Commanding Officer also responded to participants concerns about:

- The value of an LOE when the provisions of the CTA are not being lived up to by the federal and provincial government?
  - While we can't control other levels of government we can figure out how to work with what we have on the ground to make sure the CTA and other provincial and federal responsibilities/resources are being brought to bear on the issue.
- How to maintain a comprehensive orientation process within the Community Constable program despite budget cuts?
  - We are almost ready to roll out the community safety/community constable program pilots to increase visibility and flexibility to specific community circumstance.

- Continuing concern that funding and or policing personnel within the CTA/First Nations Policing envelop are being used to supplement municipal policing services provided by the RCMP and the need for First Nations to be a part of the management and control of the CTA not just advisors (including the possibility of funding going directly to First Nations communities)
  - The RCMP doesn't have a lot of discretion in terms of funding but we know the province is working hard and hugely supportive and all parties are engaged in a vigorous discussion about funding. Despite all that we remain committed to working with First Nations to make services better.
- There has been the suggestion that First Nations must sign the current CTA regardless of their concerns or face the prospect of losing the resources contained within the CTA?
  - It was clarified by both the RCMP and federal government that this would not happen.

*"I also hear criticism from officers. I'll do what we can do on our side, and together with what you do on your side, we can move forward."*

#### **g) Concurrent Workshops**

The conference concluded with a series of 4 information workshops that were repeated twice on the last day of the conference. The available workshop powerpoint presentations (see attached list) have been provided as a separate electronic file along with this narrative report. The workshops and presenters were as follows:

##### **1) Strategies for Respecting Band By-Laws**

**Moderator - Marion Radawetz**

###### **Presenters:**

- Tim Raybould, Westbank First Nation
- Larry Derrickson, Councillor, Westbank First Nation
- Chief Councillor Ron Nyce (GilSeem), Gitwinksihlkw Nisga'a Village Government
- R. Kyle Friesen, Counsel, Legal Advisory Services Section, "E" Division RCMP, Department of Justice

##### **2) Aboriginal Justice/Traditional Practices**

**Moderator – Chief Hank Adams**

###### **Presenters:**

- Chief Clifford White, Kitkatla First Nation
- Inspector Ray Noble, Prince Rupert, Detachment
- Joe Alec (Queqwilstom), Cheam Band, Sto:Lo Nation
- Corporal Jim Cooley, RCMP "E" Division

##### **3) Letters of Expectation – RCMP Information Session**

**Moderator – Edith Fortier**

###### **Presenter:**

- Sergeant Dean Scott, CTA Coordinator, Aboriginal Policing Services, RCMP "E" Division

##### **4) Programs: Victims Services and Youth**

**Moderator – Harold Tarbell**

###### **Presenters:**

- Gloria Morgan, Spallumcheen Band



- Jane Coombe, Coordinator, and Stephen Ford, Policy Analyst, Victim Services Programs of BC, Policing and Community Safety Branch, Ministry of Public Safety and Solicitor General

- Jane Hanson, Program Coordinator, Crime Prevention through Social Development, Community Policing Services, RCMP "E" Division

### III CONCLUSIONS AND EMERGING RECOMMENDATIONS

The Chiefs of the First Nations and the senior officials from the RCMP, provincial and federal government present at the closing plenary session were invited to make closing remarks. These remarks were very positive relating to having achieved the objectives established for the conference. It is expected that the First Nations Steering Committee as constituted at the conference will examine the conference report and develop follow-up recommendations at its first meeting in the next fiscal year. Recommendations are expected relating to adjustments in the operation of the Steering Committee and the conduct of the next conference. Examples could include:

2. Providing for 3 Caucus opportunities: upon arrival, mid-way through the conference, and as a final debriefing and networking session at the conclusion of the conference.
3. Including an opportunity for the Caucus Sessions to report on the initial issues needing to be addressed early in the conference (e.g. responding to priorities), with a second report near the end of the conference (e.g. identifying follow-up actions).
4. Given the size of the conference consider using two screens linked to a single projector to ensure that all participants can see the projected image.
5. Include a federal/provincial/RCMP panel to provide an update on developments since the previous conference, a review of current initiatives and a discussion of lessons learned regarding effective working relationships.
6. Include the alternates identified to support the First Nations members of the Steering Committee be brought to the next meeting of the Steering Committee. This will allow them to be fully briefed on the issues and the committees approach so that they can more readily fulfill the responsibilities of an alternate.
7. Utilize the practice of preparing newsletters after each meeting/conference call of the Steering Committee that can be used by the Steering Committee members to brief their alternates and to provide information and seek input from their respective regions.

## ATTACHMENTS

- A) First Nations Steering Committee Terms of Reference
- B) Report from the Vancouver Island First Nations discussion group
- C) Forum Theatre Script/Scenarios
- D) List of presentations available

The CTA Planning Committee is a multi-stakeholder forum established to support the sharing of information, building of relationships, and the encouragement of new leadership directions and creative approaches that can strengthen the governance and delivery of First Nations policing in the Province of British Columbia.

### ROLES AND RESPONSIBILITIES

- 1) Encourage, monitor and where possible, conduct follow-up to activities identified at the annual CTA policing conferences in British Columbia;
- 2) Plan future CTA conferences in B.C.;
- 3) The CTA Planning Committee will pursue the above responsibilities by:
  - a) Being the focal point for CTA information sharing;
  - b) Assisting BC First Nations communities and other stakeholders to strengthen their CTA policing structures and processes;
  - c) Supporting efforts to address priority areas (e.g. enforcement of First Nations laws) and challenges (e.g. housing, recruitment, communications, funding) in CTA policing;
  - d) Fostering and supporting the consultative process in BC relating to the implementation and evolution of the CTA process;
  - e) Establishing linkages with existing structures and processes within British Columbia (e.g. Federal APD; BC Aboriginal Policing; Commanding Officers Aboriginal Advisory Committee; First Nations representative organizations, Advisory NCOs for Aboriginal policing, etc); and
  - f) Exploring linkages with national initiatives affecting First Nations policing (e.g. First Nations Chiefs of Police Association)

### ACCOUNTABILITY

The CTA Planning Committee will be accountable to the funding agencies for financial and activity reporting and the completion of a written annual report. The CTA Planning Committee will provide a report on its activities during each of the CTA policing conferences that it plans. Each member of the CTA Planning Committee remains accountable to the stakeholder group to whom they are currently responsible.

\* These sub-points were changed from bullet points to letters for ease of reference – a change in formatting but not content

## COMPOSITION/MEMBERSHIP SELECTION

The membership of the CTA Planning Committee would be as follows:

- First Nations - 4 representatives based on the four current RCMP Districts in British Columbia
- 2 First Nation representatives appointed from the Commanding Officers Aboriginal Advisory Committee<sup>2</sup>
- RCMP - 4 representatives, one for each District;
- British Columbia Policing Services Division - 2 representatives;
- The federal APD - 2 ex officio representatives, including one regional and one HQ representative;

The selection of federal, provincial and RCMP members will be by appointment by their respective agencies. In the first year of operation the First Nations representatives will be the four members of the RCMP E Division Commanding Officers Aboriginal Advisory Committee (COAAC). In subsequent years the First Nations representatives will be selected at a First Nations caucus convened during the CTA policing conference.

The provision for 2 First Nations members from the COAAC to remain on the committee was added in year two in order to allow for continuity with the initial First Nations members and maintain a direct link between the Steering Committee and the COAAC, consistent with the Steering Committee's Roles and Responsibilities (section 3 e)<sup>3</sup>.

The CTA Planning Committee and its meetings will be chaired by a First Nations and a BC Provincial Co-Chair. The First Nations Co-Chair will be selected by the four First Nations members of the Planning Group. The BC Co-Chair will be identified by the BC Policing Services Division.

## ACTIVITIES

The CTA Planning Group will develop a budget/proposal and seek resources to support the following activities on annual basis:

- Meetings to establish an annual workplan, monitor progress, and plan for future conferences:
  - Two face to face meetings and 4 Teleconference meetings<sup>4</sup>
- A Coordinator/Administrative Assistant
- An information clearing house function (document and web-based)
- Project funding for specific recommendations/activities arising from the CTA policing conferences, and to respond to specific requests for assistance; and
- An annual CTA policing conference in BC.

**RESOURCES** - BC and Canada will cost-share the funding necessary to support the work of the Planning Committee and to plan for and convene the annual conferences.

<sup>2</sup> This is a change from the original terms of reference.

<sup>3</sup> This paragraph is also a change from the original terms of reference. It describes the purpose for changing the membership (effectively increasing the First Nations participation to 6 members of the Steering Committee).

<sup>4</sup> Change in formatting but not content

## **ATTACHMENT B**

### **Vancouver Island District “Issues Report”**

**The following issues were brought forward, not in any specific order, include:**

- The CTA Steering Committee should not be restricted or confined to the terms of Reference under on-going development. The terms of reference is new and under development and should be considered a “living document”. For instance the Districts may wish to meet during the year or from time to time and the terms of reference may not address these issues or desires.
- There was suggestions that there must be a formalized conflict resolution or grievance process to address problems or issues between the affected First Nation Community and the local Detachment. There was a question of an alternative resolution to some issues other than going over the head of the local Detachment Commanding Officer. This is to save from having the relationship between the local office and the First Nation Community.
- Some of the Communities are interested in the new “Community Constable” Program and using the CTA funds for the Community Constable Positions.
- There are concerns about the funding formula and criterion for funding the CTA’s. For instance the CTA for the 3 Nations in the Campbell River area does not factor the fact that there is an additional 1500 to 2000 Aboriginal People living in Campbell River. Many of these people live on and utilize services on reserve from time to time and don’t necessarily qualify as being an on-reserve resident.
- Some of the communities have expressed concern that there is a big void in services and follow-up when the Community Officer is on holidays or sick leave, to unacceptable levels.
- Concerns were expressed that their Communities do not feel safe in the communities because of the complacencies with the implementation of the CTA’s. There is also a fear that there may be vigilantism of there aren’t improvements to these situations.
- The funding of the CTA’s must be transparent and shared with the First Nations in the CTA’s.
- There is a need for CO's and their Members to fully understand First Nations’ legislation, Laws a BCR’s.
- There is a desire for District CTA’s to create a data base to document common problems and criminal activities in their communities.
- There is a need for the CTA communities and the RCMP to enter into Protocol Agreements with other Ministries and Agencies for enforcement issues such as Child apprehensions through the MCF.



- There is a need for the Island District CTA Communities to meet amongst themselves to address common issues with the CTA's and other issues such as prosecutions under Band and other Laws.
- There must be a formalized process for First Nations to address issues such as alleged physical abuse of CTA Citizens and other such issues.
- A questions was posed, "are CTA Framework Agreements amendable?" There has been mixed answers given on the question.

## **ATTACHMENT C**

### ***3<sup>rd</sup> Joint Conference on First Nations CTA Policing in BC***

### ***Forum Theatre Script/Scenarios***

#### **Scenario One**

An old Corporal is sitting at his desk. In walks the new detachment sergeant, Hank Adams. The detachment sergeant brings a letter with him about a Letter of Expectation (LOE). He comes asking for guidance from one who is close to retirement and is a bit “crusty” around the edges.

The old Corporal says things like:

“What the heck does an Indian band know about what we do?”  
“We’re here to put bad guys in jail”

They drop names of other people in the room in terms of what they’re supposed to do.

The old Corporal leaves and the new detachment sergeant Hank Adams goes to his car and places a call to Chief Dean Scott. He says he’s making his way out to see him and will be there in about 45 or so minutes. They briefly talk of the letters they’ve received about the LOE and mention that it would be good to clarify roles. As the Detachment sergeant begins to speak he realizes he’s lost the cellular phone signal:

“I left Surrey for this?!”

#### **Scenario Two**

Chief Dean Scott is talking with Muriel who talks about the need to make a decision about a family in great need of support. He tells her he has a meeting with the New RCMP fellow and he’ll get to her concerns later.

RCMP officer Hank Adams enters and they greet each other. They begin by setting the tone of what the letter is talking about and once they get into specifics they begin to speak gibberish. Behind Dean in walks Muriel she puts her hand on Dean’s shoulder and asks as if she is a voice in Dean’s head:

“How effective is our CCG if I have to repeat myself?”

The RCMP officer Hank Adams speaks gibberish in response to the question back to Dean and in walks Clement Seymour as he puts his hand on Hank’s shoulder and says:

“How can we utilize the LOE with Dean’s community?”  
“Who should be at the table?”

Chief Dean Scott speaks gibberish in response to the question and Joan stands beside Muriel, places her hand on Dean’s shoulder and asks another question:

“What process can we put in place to develop an effective LOE?”  
“Do we need one?”

The RCMP officer speaks gibberish to Chief Dean Scott, as Bracken walks behind Hank Adams, places his hand on Hank's shoulder and asks:

"I know the LOE is not magic, but what tools and processes do we need for a better relationship with his community?"

The last person, Bob Cole, stands behind Dean and places his hand on Dean's shoulder and asks:

"Yeah, he's saying good things, but what happens when a new person comes in and we have to start all over again in building a relationship?"

The last person, Ron Rice stands behind the RCMP Hank Adams, places his hands on Hank's shoulders and asks:

"I've taken cultural training, but what else needs to be implemented in it? How can the LOE be utilized affectively in his community and in my department?"

The people behind both Hank and Dean exit. Hank and Dean stand up. They say that this is a start of a new transparent relationship.

### **Scenario Three**

Muriel walks on stage with a sign saying...Commercial Break and she walks off...

Bracken comes on stage with a box that says on it, "LOE. He says, "Is this for the community? He passes it to Joan who says:

And she passes it to Clement Seymour and he says: "I'm not community. It belongs to everybody." He passes it to Dean and Dean says:

They are overwhelmed with how to do that was said – the "fuzzy part in the middle": What should they do? How should they do it? Can it be done? Should we call in Senior Officials? They leave the box on the table.

### **Scenario Four**

As they stand around the box Muriel goes to the box and pulls out: Purpose and Intent

She says "Does this mean to build on roles and responsibilities section of the CTA and to FURTHER clarify expectations about how the community and the RCMP relationship can work better?" Muriel shrugs and places it on the table.

Dean comes up to the box and pulls out: Schedule of Meetings, potential agenda items and participants

Deans says, "Does this mean more work and pulling together all of my resources that are already stretched?" He puts it on the table.

He says; “What to do when there is a conflict in the relationship between the community and the RCMP?”

Clement walks in and pulls out of the box: RCMP role in Community Events

He says, “In building relationship how does it reflect with our youth and elders and cultural events?”  
He places it on the table.

Joan goes to the box and pulls out: Joint commitments about the level of services

Joan asks, “Yes, it would be interesting to see how joint commitments will work especially within remote areas.”

Joan goes into the box again and pulls out: Procedures to respond to Crisis situations

“Yes, how would this be worded? Joan places both on the table.

Bob Cole goes up to the box and pulls out: How to keep the LOE current

Bob says, “How do we develop effective ways to link to community and RCMP planning processes?”

They all come back on stage and collaborate on discussing the importance of each part in helping to create an effective policing relationship, placing each item in the box and close it. They leave the stage but come back to say all together:

“Please deliver to the communities and RCMP detachments!”