

EAGLES – WATCHMEN – PEACKEEPERS II
“WORKING TOGETHER TO PROTECT THE COMMUNITY”
MANTEO RESORT
KELOWNA, BRITISH COLUMBIA
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FACILITATOR’S SUMMARY REPORT

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I. EXECUTIVE SUMMARY:

Initiated in 2003, the Eagles-Watchmen-Peacekeepers (EWP) conferences on CTA policing have grown into a forum where First Nations, RCMP, federal and provincial government leadership and front line workers gather to identify issues and challenges and engage in the discussions needed to develop options and solve problems. This year the 89 participants (attached) at the EWP 2 conference represented First Nations, RCMP E Division headquarters and detachments, federal and provincial departments with responsibilities for policing and justice issues, representatives from Alberta engaging in CTAs on policing and other organizations working with First Nations in BC.

Plenary presentations at the conference from the Westbank First Nation, RCMP, Federal and Provincial leadership emphasized current initiatives to improve policing within the CTAs:

- Recent announcement of 32 new additional Aboriginal policing position;
- Signing of the Public Safety Protocol with the Aboriginal Leadership Council in BC;
- The contribution made by the EWP conferences in building on successes and addressing key challenges; and
- The important role of the RCMP Commanding Officer's Aboriginal Advisory Committee (COAAC);
- The ongoing effort to develop an Aboriginal Justice Mapping project, a geographic information system (GIS) mapping project through which a broad range of information on Aboriginal justice programs, other related program and community/regional data could be integrated and more easily accessed.

Lessons learned/Success Story Panels provided insight on First Nation/RCMP CTA policing efforts. Amongst the Nisga'a and Cowichan key elements in "Building and Sustaining Effective Relationships" included:

- Effective relationship with detachment commander sets the tone and approach (i.e. increased communication, participation on selection committee, letters of commitment);
- Rather than try to enforce laws the CCG works to support law enforcement (e.g. staffing and housing) and experiment with approaches (e.g. restorative justice) that get at the underlying causes;
- CCG priorities are tied to the RCMP detachments strategic plan.
- Being honest about issues, approaches and direction;
- Resolving disputes and working to prevent conflicts from escalating;
- Knowing, and having access to, your stakeholders, systems, resources, and information;
- Creating processes and structures to use;
- Recognizing the need to address issues and enhance capacity in order for those processes and structures to function well;
- Taking joint action at the community and detachment level;

Breakout groups and caucus sessions were utilized to encourage participants to both identify and address issues of concern:

- Finding some way to involve the First Nations communities in the selection/screening process and to ensure that detachments are more formally accountable for addressing

- community priorities;
- Supporting community participation in available complaints processes;
- Being clear about the distinctions between various types of officers (i.e. community constables, RCMP auxiliary, etc) and the effectiveness of resources and training provided;
- Ensuring that funds dedicated to First Nations policing are being directed to reserve communities when there is no CTA in place;
- Responding to First Nations priorities in key areas such as:
 - 1) Creating a system of mutual accountability where we are able to work through differences;
 - 2) Ensuring that CCGs are operating effectively;
 - 3) Addressing sensitive subjects/cases in the community (e.g. abuse);
 - 4) Clarifying the connection between CTA policing and First Nations Laws;
 - 5) Ensuring there is an effective working relationship between Chief and Council/Community Consultative Group and the Detachment Commander; and
 - 6) Respecting the authority of First Nation within the process.

The First Nations caucus reported on the continuing concerns and aggravations being experienced in terms of holding parties accountable to the terms of the CTA; increasing the management and decision making authority of First Nations governments; identifying the alternatives and/or corrective measures to utilize when the working relationship deteriorates (e.g. Merritt); and ensuring that that commitments made at the EWP conferences are being followed up.

The RCMP caucus touched on finding ways to involve communities in recruitment and staffing and a commitment to fill all 102 First Nations Policing positions by April 1, 2006, a renewed effort to improve the process of renewing CTAs, and support for the Steering Committee concept.

The caucus of federal and provincial government officials reported on their discussions about the policy role of the COAAC, improvement to the staffing process including the establishment of FNP Corporals positions, support for the Steering Committee, and recognition of the importance of developing a process to monitor the agreements, address the often negative issues that arise, and measure the success being achieved.

The conference examined the option of developing a ‘**letter of expectation**’ between CTA communities and RCMP detachments as a means of making the policing relationship more responsive to community expectations and priorities. The LOE would address such matters as:

- Expectations concerning priorities and working relationship;
- The agreed-upon commitments about the level and quality of service to be provided (e.g. more precise wording/descriptions building on the wording in the CTA);
- Description of how the RCMP detachment members could actively participate/be involved in the life of the community;
- Expected frequency and nature of regular meetings between the detachment and the Chief and Council, and/or the Community Consultative Group;
- Links to planning processes at the community level; and
- Redress mechanism for concerns or complaints on the part of either the community or the detachment.

There was a consensus at the conference that the ad-hoc process used to plan these conferences be formalized into a **CTA Policing Steering Committee**. Based on draft terms of reference presented by the ad-hoc planning group the Steering Committee will be responsible for further developing the terms of reference; encouraging, monitoring and where possible conducting follow up activities on issues addressed at the conference; planning for future CTA conferences; and communicating to all parties on these matters.

Conclusions and Recommendations were developed by the Steering Committee following the conference. They address ways to maintain momentum developed at the conference, particularly around the COAAC and priorities for the Steering Committee itself; improving communications strategies, and continuing to focus on future EWP conferences.

II. INTRODUCTION:

The October 2005 convening of “Eagles – Watchmen – Peacekeepers II: Working Together to Protect the Community” (EWP 2) in Kelowna, British Columbia was a follow-up to the initial EWP 1 conference held in 2004. The EWP conferences have quickly emerged as a forum where leadership and front line workers from the First Nations, RCMP, federal and provincial governments and other stakeholders can gather to identify issues and challenges, engage in the discussions needed to explore the issues and to take a problem solving approach to developing options and solutions. The conference also strengthens the network of stakeholders committed to building on successes, and taking further action to support new leadership directions and create positive change in the delivery of First Nations policing in BC.

The conference activities include a series of presentations on successes and lessons learned, collaborative working sessions on key issues, separate First Nations, Government and RCMP caucus session, and formal and informal networking sessions. All of this is directed towards achieving the overall purpose and goals of the conference which have been established:

“To share information and build relationships that support new leadership directions and creative approaches for strengthening the governance and delivery of First Nation policing in the Province of British Columbia by:

- Clarifying roles and responsibilities of each of the stakeholders;
- Identifying and providing a strategy to enhance governance training to Community Consultative Groups (CCG);
- Ensuring an accountable RCMP First Nation policing service;
- Clarifying the roles and responsibilities of Community Consultative Groups;
- Developing and enhancing the capacity of CCGs to fulfill the identified roles and responsibilities and reflect this as necessary in a policing framework/Community Tripartite Agreements; and
- Developing options for how the RCMP/Canada/ BC and First Nation communities can better reflect the communities’ policing goals, objectives, priorities and roles and responsibilities in a manner that provides an accountable professional, effective, culturally appropriate police service.”

A conference planning group comprised of First Nations members from the Commanding Officer's Aboriginal Advisory Committee who are involved in CTA policing in their communities, federal Aboriginal Policing Directorate officials, provincial Policing Services Division officials, and RCMP officers involved in First Nations policing within "E" Division in British Columbia. Their role was to design the conference and coordinate attendance. Sessions of the planning group were facilitated as were the conference activities.

There were 89 participants (attached) at the EWP 2 conference representing First Nations, RCMP E Division headquarters and detachments, federal and provincial departments with responsibilities for policing and justice issues, representatives from Alberta and Saskatchewan engaging in Community Tripartite Agreements on policing and other organizations working with First Nations in BC.

III. AGENDA ACTIVITIES:

i) Networking

To encourage dialogue and networking amongst the participants a welcoming reception was held on the first evening of the participant's arrival. A second evening session was held on the following day. Both evening sessions highlighted forms of First Nations expression.

a) Welcoming Reception

The conference was opened with a prayer in the Okanagan language by youth Sherry Hamilton who was accompanied by Westbank First Nation Elders. Illim'mx (Chief) Robert Louie welcomed the participants to the traditional territory of the Westbank/Okanagan/Syilix people. In his remarks Illim'mx Louie emphasized the number of community initiatives that have been undertaken to encourage and support the relearning by young and old alike of the Okanagan language. He also noted the importance of the cross cultural work that would be taking place at the conference and the contribution it would make to developing and improving relationships.

"CTAs have now begun to offer hope and we look forward to these things"

The welcoming reception concluded with a performance by Sen'Klip Theatre which is located on the Okanagan First Nations reservation near Vernon, BC. Since 1987 Sen'Klip Theatre has been involved in the restoration of Okanagan culture and traditions through performing arts. Ken Thomas, Secwepemc First Nation, provided a one-person performance of Coyote Tales which focused on storytelling found within traditional legends including 'How Coyote and the Bear created day and night'; 'How the animal people stole fire from the sky people'; and 'That's coyote and the other one' to name a few.

b) First Nations Motivational Speaker

Phillip Raymond Oppenheim who goes by the stage name of "The Cool Warrior" provided a humorous and moving presentation on those issues that separate us, the struggles we must overcome in our lives and the powerful lessons to be learned from those experiences. In particular he stressed the elements of our shared humanity that call forward the best in all of us as we work together to improve the opportunities and quality of life available.

ii) Introductory Remarks

To demonstrate the commitment of each of the stakeholders to the purpose of the conference introductory remarks were provided by senior federal, provincial and RCMP officials. Each of the officials gave thanks to the Westbank First Nation for their welcome to their traditional territory, to the other stakeholder groups for their participation, and to the planning committee for their efforts in making the conference a reality.

a) Beverley A. Busson, Deputy Commissioner Pacific Region and Commanding Officer, “E” Division, Royal Canadian Mounted Police (RCMP)

The Deputy Commissioner described how the original Eagles Watchmen Peacekeepers conference in 2004 served as an opportunity for community and RCMP members to share their experiences and address the challenges encountered while working together within the Community Tripartite Agreements to create an effective policing system within First Nation communities. She reaffirmed the RCMP priority for safe and healthy Aboriginal communities and described efforts to continually improve relationships, including the:

- Recent provincial government announcement of 32 new additional Aboriginal policing positions (for a total of 104 officers working closely with communities through CTAs to identify priorities and strategies for combating crime and violence);
- Signing of the Public Safety Protocol with the Aboriginal Leadership Council to establish trusting relationships among the Parties; prevent situations involving conflict and community crisis; and to resolve disputes at the earliest possible opportunity; and
- Ongoing efforts through Community Tri-Partite Agreements to recognize the holistic community approach and enable our communities to work together

I believe it is essential to have these types of discussions to further our commitments and partnerships and to further define our roles and responsibilities.

b) Kevin Begg, Assistant Deputy Minister and Director of Police Services, Policing and Community Safety Branch, Ministry of Public Safety and Solicitor General

Mr. Begg expressed his appreciation to those participating in a conference that is intended to build and strengthen relationships between all stakeholders. Noting that broad participation is critical to building solutions he acknowledged the contribution that the ongoing support of the RCMP Commanding Officer and Deputy Commissioner has made to the success of First Nations policing throughout the province. Key highlights include:

- The opportunities to discuss policy and impacts through the Commanding Officers Aboriginal Advisory Committee (COAAC); and
- The signing of the Public Safety Protocol between the First Nations Summit, Union of British Columbia Indian Chiefs, the BC Assembly of First Nations and the RCMP and its reaffirmation of the communities voice in developing and designing policy responses and dispute resolution approaches.

Mr. Begg concluded by reemphasizing the purpose and objectives of the EWP 2 conference. He stressed that clarity about roles and responsibilities allows all parties to deliver on their commitments, communicate effectively, be accountable to each other, and build trust. He noted that attending this conference to listen to each other and discuss solutions provides an opportunity to build the kinds of relationships that will result in better communication and an accountable, effective and culturally appropriate policing services that reflects community goals and priorities.

Our common goal is to enhance the RCMP First Nation policing service by building trust and understanding, by creating positive policing relationships...In doing so, we must recognize the diversity of First Nations communities, each with their own history, traditions and policing needs.

c) Gilles Rochon, Director General, Aboriginal Policing Directorate, Public Safety and Emergency Preparedness Canada

Mr. Rochon emphasized the outcomes of the first Eagles Watchmen Peacekeepers in early 2004 relating to further developing the CTAs as they pertain to defining, measuring and achieving success and community governance (e.g. policy governance), training on the process for forming, operating and maintaining community consultative groups (e.g. community governance), and the use of forum theatre/video to support ongoing training needs and the ability of all parties to discuss critical issues.

Noting that EWP 2 was designed to build on the progress and success of the first conference Mr. Rochon indicated that he is advised that the key challenges include:

- Finding mechanisms to ensure accountability to the community for the level and quality of policing service;
- Capturing the expectations and priorities of First Nations communities;
- Linking accountability with community based strategic planning; and
- Ensuring that RCMP members are well apprised of the life of the community

Stressing that progress being made by First Nations in BC could contribute to improvements on a national level noted the inclusion on the conference agenda of two items. A 'letter of agreement/expectation' could be used to address accountability issues by linking expectations, priorities, working relationships and community based strategic planning. The 'mapping project' being undertaken by the federal Aboriginal Policing Directorate in consultation with provincial, RCMP and First Nations stakeholders represents a promising approach for accessing information about crime prevention and policing initiatives in or near First Nations communities and to support integrated approaches to justice issues at the community level.

The challenge now is to find ways to enhance First Nations' participation in policy governance and to engage our respective leadership in the overall CTA process.

iii) Plenary Presentations

Two additional presentations were included in the conference agenda. The first presentation related to a project initiated by the federal Aboriginal Policing Directorate and to which the conference planning group had provided input. The second presentation involved an examination of the work of the RCMP Commanding Officer's Aboriginal Advisory Committee.

a) Aboriginal Justice Mapping Project

Peter Fisher, APD, Public Safety and Emergency Preparedness Canada, Robert Cole, BC Police Services Division, and Marion Radawetz, EWP2 Planning Group and Westbank First Nation collaborated on a presentation about the emergence, current status and ongoing development of the prototype for an Aboriginal Justice Mapping Project. While the initial idea was to track the implementation of the First Nations Policing Policy it quickly transformed into a geographic information system (GIS) mapping project through which a broad range of information on Aboriginal justice programs, other related program and community/regional data could be accessed. The goal of the project is to link information across the Aboriginal policing/justice spectrum and make that information available to the departments and communities in a way that supports increased integration and better management of 'cross-cutting' or horizontal issues.

If we had access to the requested or needed information we would have been able to resolve issues sooner.

The presentation demonstrated how the various types of information including:

- *First Nation community boundaries
- *Type of policing agreement
- * Major cities
- *Drop down menus of available program, demographic, geographic, and deployment data (e.g. Aboriginal Justice Strategy programs, National Crime Prevention Centre programs and goals, number of officers, distance to detachment, funding levels, etc.)
- *RCMP detachment location
- *Status of community consultative group
- *Highways and railroads

For example, the mapping project highlights the 59 (30%) of the 200 First Nations communities in BC that are policed under the First Nation Policing Policy. As required by the CTA, 35 (73%) of the 48 communities with CTAs have a functioning CCG and the remaining 13 (27%) have an alternative arrangement in place.

The sample of the mapping project also examined how this information could be applied at the policy and community level. Examples include:

- Visualizing the status of policing and related community programs and structures;
- Identifying other justice resources in their area;
- Tracking progress in capacity building;
- Monitoring improvements in service delivery; and
- Identifying gaps and trends.

The next steps include continuing to work with the EWP planning group on the information to include and how to increase access to the mapping tool. It will also be important to consider how to make the tool more practical to the communities.

b) Commanding Officers Aboriginal Advisory Committee (COAAC)

Deputy Commissioner Beverley Busson, Pacific Region and Commanding Officer, “E” Division, RCMP was joined by Marion Radawetz and Chief Ron Nyce, members of the Commanding Officer’s Aboriginal Advisory Committee. Their presentation outlined the history, purpose, composition and activities of the committee.

The strength is the membership of the committee. Their commitment to be a voice for their communities calls us/me to become active listeners.

Formed in September 1993, the Commanding Officer “E” Division’s Aboriginal Advisory Committee was established to foster a healthy and positive relationship between Aboriginal people and the RCMP. The Terms of Reference call for the committee to provide a forum for ongoing discussion and the provision of advise to the RCMP on matters related to Aboriginal people and community policing through the:

- Provision a forum on policy, legislation;
- Preparation of a written report;
- Identification of present and future problems and issues in the recruitment, training, cultural awareness, and career progression of Aboriginal people and means of resolution; and
- Maintaining of contact with the communities.

There are 12 members of the committee appointed for an indeterminate period of time. They are representatives of the First Nations, Métis and Inuit peoples in British Columbia and were chosen from the Interior and the four directional areas of British Columbia. There are specific provisions to guide the selection of alternates, the participation of observers and access to the meetings by community people. The committee meets bi-annually in various locations across the province.

The presentation stressed the importance of the committee’s role in helping the RCMP leadership to meet with Aboriginal people throughout the province, better understand their cultural, community and contemporary circumstances, engage in a discussion of the concerns being brought forward, and to develop recommendations upon which the RCMP could take action to address concerns and resolve conflicts. Recommendations developed by the committee at its meeting immediately preceding the EWP 2 conference related to staffing issues, supporting First Nations Policing (FNP) officers, integration with EWP conference outcomes, community interaction, conflict resolution, orientation for officers and federal, provincial and First Nations leadership, and monitoring and measuring results.

Sometimes I have to listen to things I don’t want to hear such as when community’s are not being respected, but it’s important to listen, learn and rather than trying to defend them, commit to pushing these issues forward and act on recommendations.

In discussion with participants the following issues were explored:

- The success of the working relationship is often dependent on the detachment commander and ways need to be found to ensure that good relationships continue when those key individuals change. One idea that has been tried is to find some way to involve the First Nations communities in the selection/screening process so that a continuing positive relationship at the leadership level is a matter of good planning (e.g. proven experience working with First Nations/Aboriginal people and communities) rather than good luck. Additional efforts can be undertaken to find ways to ensure that detachments are more formally accountable for addressing community priorities.
- While the RCMP vision is to work as ‘peacekeepers’ (e.g. ensuring safety and addressing conflict) it is important to be clear about the distinctions between various types of officers (i.e. community constables, RCMP auxiliary, etc), the resourcing and training levels required, and the roles and relationships between them and the RCMP members. In the event of misunderstandings or inappropriate action communities need to participate in the complaints process, and the RCMP needs to consider how to make these types of officers more effective (e.g. if the level of training and recognition of their authority is not adequate is this a worthwhile investment?).
- Improvements to the training of RCMP officers could contribute to increase respect for the rights of First Nations, the provision of ‘total quality policing in our communities’ and responding to the needs of youth.
- There are continuing concerns that funds dedicated to First Nations policing are being directed to neighbouring municipalities when there is no CTA in place. It was suggested that increasing the involvement of First Nations in these types of management decisions could address this concern.

iv) Lessons Learned/Success Story panels

In recognition of the fact that there are examples of successful CTA policing relationships between First Nation communities and the RCMP, two groups were asked if they would speak to their experiences and lessons learned in building and sustaining relationships. These presentations served to set the stage for the subsequent discussions in breakout groups by highlighting key and common issues involved in developing and maintaining relationships.

a) Building Effective Relationships - Nisga’a Lisims Government

The presentation by Ed Allen, Chief Executive Officer, Nisga’a Lisims Government and Sergeant Kevin Jones, North District, RCMP provided a context for:

- Who the Nisga’a people are and where they are located (e.g. 4 villages, 3 urban locals, matrilineal membership in a Pdeek/tribe and Wilp/house);
- The significance of their constitutionally protected treaty agreement that establishes certainty, without extinguishment or surrender, of Nisga’a rights, jurisdiction, authorities and relationships in a wide variety of areas:

- ownership over 2000 square kilometres of Nisga'a (not reserve) lands, hunting rights over 16,000 square kilometres of land, fishing rights over 26,000 square kilometres of land
- the inherent right of self government, jurisdiction and lawmaking authority over lands, language, culture, education, health, child protection, traditional healing practices, fisheries, wildlife, forestry, environmental protection, policing, etc.
- The protected right within the treaty for the Nisga'a to make their own choice of policing service approaches, and the negotiation process involved in securing a CTA; and
- The role of their CCG/Law and Order Committee and key priorities relating to drugs, alcohol, youth (i.e. suicide) and awareness/participation.

To be effective laws need to be enforced...the RCMP is our policing of choice and the CTA compliments what we need.

While there are continuing challenges (e.g. need for increased support to program and service delivery, isolated post allowances, and further reductions in crime rates) the Nisga'a and RCMP have experienced, or are pursuing a number of Successes/Best Practices:

- Effective relationship with detachment commander sets the tone and approach;
- Emphasis on increased and improved communications;
- Rather than try to enforce laws the CCG works to support law enforcement (e.g. staffing and housing);
- Focus effort and experiment with approaches (e.g. restorative justice) that get at the underlying causes;
- CCG priorities are tied to the strategic plan of the RCMP Lisims Detachment;
- Joint efforts to increase staff;
- Participation on selection committee for detachment commanders; and
- A letter of commitment from the detachment Commander to the CCG.

b) Sustaining Effective Relationships - Cowichan Tribes

Larry George, Cowichan Tribes Justice Committee, Inspector Linton Robinson, Island District, RCMP and Janice James, Cowichan Valley Regional Victim Services provided a presentation on the work they have done to continue to improve relationships and collaborate on providing an effective range of policing and related services in their area. Following brief remarks a video was shown providing highlights of a recent conference held with the Cowichan Tribes. They also distributed a document entitled *Contract, Community and Aboriginal Police Services – Balanced Score Card Objective – Safer and Healthier Aboriginal Communities* which provided an overview of the North Cowichan/Duncan Detachment (population, stakeholders, socio-economic and demographic factors) and the six strategies and initiatives currently being pursued: youth, community, restorative justice, community tripartite agreement, recruiting and enforcement. Collectively, the presentations, video and hand out provided insight into the key issues involved in sustaining an effective relationship.

v) Discussion Groups

To support discussion amongst the participants on how the issues and lessons learned/success stories could be addressed within their own efforts to build and sustain effective relationships the conference provided several opportunities for dialogue, issue identification, problem solving and networking. Separate First Nations, RCMP and Government caucus sessions were convened. On three occasions the participants worked in multi-stakeholder (e.g. First Nation, RCMP, Government) district based groups (e.g. Northwest, Northeast, Southeast, and the Lower Mainland/Vancouver Island, and Alberta) to address building relationships, sustaining relationships and making agreements work. On one occasion participants worked in mixed groups based on their interest in the First Nations priorities emerging from the caucus presentations. The flip chart notes relating to these breakout groups are attached.

a) Building and Sustaining Effective Relationships

Participants were reminded of the lessons learned about building and sustaining effective relationships that had been shared in the conference presentations to that point, such as:

- Establish trust;
- Be honest about issues, approaches and direction;
- Communicate extensively and in transparent ways;
- Work collaboratively;
- Create understanding about each other and the systems each operates in;
- Resolve disputes and work to prevent conflicts from escalating;
- Know your work environment (stakeholders, resources, information);
- Have access to your stakeholders, resources and information;
- Recognize the need to enhance capacity to fulfill roles and responsibilities;
- Create process and structures to use and address issues that cause them not to function well;
- Role of the CCG – identify needs and issues as well as respond/find solutions to them;
- Recognize that an effective relationship is often dependent on individual qualities and characteristics and an openness and ability to engage.
- Ongoing effort is required to get a relationship started and to keep it going;
- Be willing to learn from those efforts that don't initially succeed (e.g. learn from the mis-steps and situations experienced);
- It's necessary to take joint action at the community and detachment level;
- Specific structures and processes (e.g. justice committee) need to be identified;
- Schedule a series of meetings with Chief and Council;
- RCMP and community alike need to be provided training (e.g. cross cultural, board governance, management, FASD, etc);
- Information needs to be exchanged so that each stakeholder knows how the other group's system operates;
- Participate in formal and informal meetings and visits (e.g. youth); and
- Work with established programs (e.g. victims services) to develop a plan of action.

Working in multi-stakeholder district based groups the participants were asked to identify the key lessons they had learned about the process of building effective relationships, to discuss options for how their priority relationship issues could be addressed, and to prepare a summary

report to present to the entire conference. While the full flip chart notes are attached to this report in summary the groups identified the following:

Southeast:

An effective relationship needs to be based on respect and understanding of each other differing opinions and a mutual commitment to incorporate community values, recognize the effect of the historic trauma and recognize the uniqueness of each community when working together to resolve issues. In order for the relationship to work there needs to be a clear mandate and the participants need to be flexible, set realistic goals, have capacity/skills, and work to gain the confidence of community members.

Issues that need to be addressed in this district include:

- Living up to agreements
- Respecting the distinct legal authorities of tribal governments (e.g. constitutional rights as well as administrative operational responsibilities)
- Changing the First Nation's role in CTA policing from advisory to management
- Creating a system of mutual accountability/reporting
- Using native procedures when approaching problems in the community
- Having a more youth focus in the community
- Enforcement process for First Nations laws and Indian Act Band Council Resolutions
- Creating a problem solving approach rather than being told something can't be done

Options and strategies that can be, or are being, applied in this district are:

- Having the right people doing the right job (e.g. having more native officers, involving leadership in making changes)
- Building on principles and priorities rather than the individual personalities involved
- Maintaining clarity and understanding when people involved change
- Increasing communications capacity through such things as networks, newsletters
- Creating understanding through increased interaction between parties (e.g. inviting RCMP and other stakeholders to community functions, cross-cultural training, outreach to specific part of the community through open meetings, workshops/manuals)

Lower Mainland and Vancouver Island:

In this district building an effective relationship requires extensive communication, clarity about roles and responsibilities between the various stakeholders, and specific approaches for encouraging and supporting community involvement in policing issues.

Issues that need to be addressed in this district include:

- Respecting different ways people deal with loss/conflict
- Recognizing historical/psychological factors in the relationship
- Moving out of hierarchical systems/mindsets to develop solutions
- Community fear of involvement (e.g. reprisals after police leave the scene/community, supporting those who come forward)
- Incorporating traditional approaches (a speaker for each family, family head meetings)
- Determining how to promote strong basic values and morals
- The challenges involved in scheduling meetings
- Establishing accountability and maintaining momentum with the Chief and Council, CCG and RCMP
- Creating effective CCGs whose membership reflects the needs of the community (e.g. vote in the members)
- Emphasizing and encouraging the professionalism of the police

Options and strategies that can be, or are being, applied in this district are:

- Increasing openness, trust and involvement through effective communications (e.g. newsletters, open meetings, Chief as a member of the CCG, CCG quarterly reports to Chief and Council, outreach/orientation for new RCMP members and other stakeholders)
- Having a clear vision statement reflecting values of equality, mutual sharing and responsibility
- Pursuing holistic approaches that prevent problems and break cycles (alternative approaches, multi-stakeholder information sharing meetings/forums, Elders in the schools, family and community involvement in solutions, parenting skills training)
- Defining the support role the federal and provincial governments can fulfill (e.g. maintaining data, supporting culturally appropriate services, promoting best practices)
- Encouraging a leadership role at all levels including hereditary chiefs

Northeast

In this district building an effective relationship requires supportive RCMP and CCG leadership involved in processes and structures that are based on an understanding of the uniqueness of each community, mutual accountability, extensive communication, formal and social interaction at the community level, and the involvement of an increasingly broad base of stakeholders.

Issues that need to be addressed in this district include:

- Continuing need for cross cultural orientation
- Promotion of the CTA/CCG model and levels of community involvement
- Funding to support an effective relationship (e.g. training)
- RCMP remaining neutral/above community politics/dynamics
- Development of policies and mechanisms for conflict resolution and redress

- Community participation in the selection of RCMP coming into the community
- The needs and circumstances of off-reserve/urban First Nations people
- Clarification of Indian law and Indian Act By-laws
- Housing issues for RCMP in reserve communities

Options and strategies that can be, or are being, applied in this district are:

- Developing relationship between the community and other stakeholders (INAC, RCMP, Province, etc)
- Defining a structure that promotes broad based communications
- Establishing performance indicators at all levels
- Identifying revisions needed in legislation and policy
- Cross cultural and community orientation packages
- Regular meetings
- Focus on community priorities

Northwest

In this district building an effective relationship involves the Elders in welcoming individuals into the community, identification of clear goals, securing community support, and engaging multiple stakeholders in collaborative efforts to address community issues.

Options and strategies that can be, or are being, applied in this district are:

- Participation by traditional ‘houses’ in welcoming individuals to the community
- Creating a ‘living document’ that address relationships, obligations, priorities, communications and renewal processes
- Identifying a community contact responsible for liaising with RCMP
- Pre-orientation strategies
- RCMP interaction within school academic and sports activities
- Client satisfaction surveys
- Changing the title of the CCG – consultation may not be a strong enough word
- Create a video on success stories

b) Caucus Sessions

In order to encourage the stakeholder groups to apply the conference discussion to their circumstances and identify additional issues needing discussion separate caucus session were convened for the First Nations participants, RCMP participants, Government (provincial and federal), and the Alberta delegation. The following morning presentations from each caucus were given in plenary session.

First Nations Caucus

The First Nations caucus reported on the continuing concerns and aggravations being experienced in a number of recurring areas such as:

- Difficulty holding parties accountable to the terms of the CTA given the limited negotiation of its content and situations where the signing is late in the fiscal year, or agreements remain unsigned;
- The importance of securing the support of RCMP and government for First Nations governments to exercise more management and decision making authority;
- Continuing feelings that First Nations governments, communities and individuals are not being respected within the CTA and policing process;
- Identifying the alternatives and/or corrective measures that can be pursued when communications and the working relationship between communities and the detachment deteriorate; and
- Concern that a commitment given at the 2004 EWP 1 conference to provide an accounting on where all federal and provincial funding earmarked for First Nations policing in BC are being expended.

A considerable amount of the time taken to discuss this report was focussed on the situation in Merritt, BC as well as the identification of alternatives that could be pursued to address a number of these issues.

RCMP Caucus

The report on the RCMP caucus session emphasized that their discussions touched on issues relating to recruitment and staffing, the negotiation of CTAs, and support for the Steering Committee concept:

- Difficulty being experienced in filling all positions within the RCMP in general and the need for community support in promoting policing as a career option for First Nations people;
- In response to concerns that FNP positions are not being staffed the RCMP commits to filling all 102 positions by April 2006, although to do this it may not be possible for all positions to be filled by Aboriginal officers;
- RCMP committed to finding ways to involve communities in the selection process through such measures as criteria based selection and having communities help narrow down the number of candidates to a few acceptable applicants;
- While the value of CTAs is recognized the process of negotiating them is causing frustrations. Frank Gallagher, Officer in Charge of Aboriginal Policing in E Division will focus on this area. It may also be possible that the proposed Steering Committee would have role in this areas as well;
- There is support for the Steering Committee concept; and
- It was stressed that the continued development of the mapping project be to build upon, rather than duplicate, currently available data and information.

During the discussion of this report the participants identified additional concerns relating to:

- How detachments not participating in this conference be informed of these developments? It was indicated that the entire E Division Aboriginal Policing

Section was participating at the conference and that other officers and commanders would be provided an update at the upcoming Program Planning Session.

- A question was raised about the possibility of positions not being filled in this fiscal year and whether those funds could be retained for other programs at the detachment and community level. This could be along the lines of channelling the funding through First Nations governments as is done in the Self-Administered arrangements under the FNPP.
- There was concern about the hiring of non-natives in FNP positions and assurances were given that while it was impossible to guarantee that every posting would be an Aboriginal person, every effort would be made to move Aboriginal officers where possible.
- It was clarified that the occurrence of discrimination or racism would not be tolerated within the RCMP.

Government Caucus

This caucus reported on their discussions about the COAAC, staffing, the Steering Committee, and measuring success:

- Re-emphasis of the role of the COAAC in addressing a broad range of policy issues;
- 6-8 FNP corporals positions are being established within various districts/detachments to provide liaison with Chiefs and Councils and oversight for specific CTAs. It is hoped that these positions will provide more promotional opportunities for First Nations members and provide communities another avenue of approach to the RCMP;
- Supporting the Commanding officers commitments to do a better job in filling FNP positions and finding ways for the communities to be involved in the selection process
- There was support for the Steering Committee concept and the potential for the committee to provide an additional avenue for the communities voice to be heard in the process, and to ensure that there is more focus on the follow-up activities between the EWP conferences; and
- Recognition that continued dialogue is important if we are to be able to monitor the agreements, address the often negative issues that arise, and measure the success being achieved.

Alberta Caucus

The Alberta Delegation, which was comprised of representatives from the First Nations, RCMP, Province of Alberta and federal Aboriginal Policing Directorate, described how the opportunity to be at the conference had contributed to their understanding of both the benefits and the challenges involved in the CTA process. In particular they noted that they would have to pay careful attention to the recruitment of qualified Aboriginal officers, and the degree to which the CTA approach responds to the requests for change from the First Nations communities. They shared the success they have had in utilizing an Aboriginal Advisory Committee approach, the importance of community

participation in the selection of the detachment commander, and indicated that they would be looking to replicate this type of meeting in Alberta in the coming year.

c) Responding to First Nations Priorities

Based on the reports from the Caucus sessions and the issues identified in the discussions on Day One a number of issues were identified as First Nation Priorities requiring additional input from the participants. Participants were encouraged to assemble into mixed groups based on their personal choice of the topic they wished to discuss during the breakout session. During this round of breakout groups the participants were asked to identify the issues to keep in mind as we work to this topic and the actions that could be undertaken in the next year. The complete flip chart notes on this session are attached.

1) Creating a system of mutual accountability where we are able to work through differences:

An open mind and a willingness to take the time required will be needed if this issue is to be addressed. The process for addressing it will require the building of trust and commitment amongst all stakeholders, a clear expression of what can reasonably be achieved (e.g. priorities, goals, issues to be addressed such as clarifying the purpose of letters of expectation/agreement, further clarification of roles, etc.), the collection of data that will demonstrate that agreed upon measures of progress have been achieved, and the reporting/communication of progress in order to maintain momentum and overcome resistance to change. Resources will be required to fund the process that can help achieve this including activities such as joint priority setting, scheduling of regular face to face meetings and leadership updates.

2) Ensuring that CCGs are operating effectively.

Providing orientation materials (e.g. manuals, videos, start up guidelines) and a process (e.g. training, workshops, meetings) to encourage awareness of CCGs is seen to be the most critical support needed to ensure that the role of the CCG is understood and respected for the contribution it can make to quality police services and effective relationships between communities, the police and other stakeholders. It was recommended that the role and creation of the CCG be put on the agenda at a community meeting and that the resources available to support the work of the CCG be clarified (e.g. within the CTA, within a letter of agreement/expectation). The CTA conference Steering Committee was encouraged to work on the issue of securing resources for the development, orientation, implementation and operation of the CCG at the community level.

3) Addressing sensitive subjects/cases in the community (e.g. abuse):

Addressing this issue requires a detailed understanding of the family dynamics within a community and the impact of residential schools and other historic trauma on the community members. CCGs need to take responsibility for working with the detachment commander on these sensitive subjects and ensure that other related

agencies (e.g. victims services) are engaged in the development and delivery of appropriately designed awareness and training activities.

4) Clarifying the connection between CTA policing and First Nations Laws:

It is important that all stakeholders, and particularly the CCGs and RCMP understand the distinction between the historic, traditional and customary laws of a First Nation and the Band Council Resolutions and By-laws enacted under the *Indian Act*. Subsequent to that it is important to examine how the CCG and RCMP are prepared to address enforcement of these distinct types of ‘laws’ within a CTA policing process.

This issue could be addressed through Memoranda of Understanding (MOUs) between the First Nation, the RCMP and the justice system (e.g. Crown Counsel). There are a broad range of stakeholders within, and external to, the First Nation that are responsible for following up on these actions. It was suggested that given the complexity of this issue that it could benefit from a separate conference of its own.

5) Ensuring there is an effective working relationship between Chief and Council/Community Consultative Group and the Detachment Commander:

While this issues is often seen as being dependent on the personal characteristics of the individuals involved (e.g. the detachment commander, the CCG chair, the Chief and Council, the FNP members, etc) this discussion focused on those things that could be put in place to ensure that that there is a process that encourages and supports the building of an effective working relationship. Suggested actions included clarifying what is contained within the CTA through self study and developing plain language versions for use within the community and the RCMP.

Other suggestions related to establishing mechanisms that allow the Chief and Council, CCG and Detachment Commander to develop clear expectations and understandings or their roles and the implementation of policing within the community consistent with the CTA. This could include establishing an orientation process, developing a well structured consultation process, utilizing a letter of agreement/expectation, requiring a review of the CTA when new people are brought into the environment, having an annual public accountability forum with Chief and Council, CCG, RCMP and federal and provincial government participation, and finding ways to capitalize on the experience of others (e.g. engaging other detachment commanders in a discussion forum, setting up an advisory committee of Aboriginal RCMP officers).

6) Respecting the authority of First Nation within the process:

This would involve creating a clear understanding of the importance of, and distinction between, two key issues: the First Nations constitutionally protected rights and jurisdictions, and the First Nations authority to manage and make decision within the CTA process. On the rights side it will be important to establish some type of due process for how First Nations rights will be respected and their involvement secured (e.g. consultation process). While it is important that First Nations articulate their priorities there are existing structures that can be built upon at the local, RCMP,

provincial and federal levels (e.g. Elders, District Officers, COAAC, CTA Steering Committee, and federal and provincial managers).

d) Making Agreements Work

The conference examined the option of developing a “letter of agreement” or ‘letter of expectation’ between CTA communities and RCMP detachments. The ‘letter’ could serve as a way to clarify the policing relationship and make it more responsive to community expectations and priorities, without having to renegotiate the entire CTA. A worksheet was provided to help participants, working in district based groups, to apply some potential content areas to their specific circumstances. In broad terms an LOA could/should address the following:

1) The expectations of the respective community concerning priorities and working relationship (e.g. RCMP detachment awareness, respect and interaction with traditional “laws” such as clan and family practices or community approaches to handling disputes). The summary worksheets provided the following suggestions:

- To commit to involving all parties. To co-manage. The process for writing the LOA will involve all members of the community. To enforce using provincial, federal, local bylaws with consideration to traditional values.
- Orientation package for all members, including traditional laws. Develop a community plan.
- Community plan made in partnership.

2) The agreed-upon commitments about the level and quality of service to be provided (e.g. more precise wording/descriptions building on the wording in the CTA). The summary worksheets provided the following suggestions:

- That a panel be established to interview the candidates for policing the area, or specific reserve area. A report to chief and council be made regularly(ED 78) and respond to specific requests from the community. Community provide office space to be co-located with other band offices and to be utilized as determined. Set out frequency, duration and routing for RCMP.
- 80% time spent on reserve. Keep CTA basic, must remain flexible.
- Strategic plan sign off by both.

3) Description of how the RCMP detachment members could actively participate/be involved in the life of the community. The summary worksheets provided the following suggestions:

- Actively involved in community and traditional events, i.e. ceremonies, sports. To move within the community out of uniform where possible.
- Community functions. Cultural awareness.
- Part of community plan.

4) Specify the expected frequency and nature of regular meetings between the detachment and the Chief and Council, and/or the Community Consultative Group. The summary worksheets provided the following suggestions:

- Monthly CCG, quarterly Chief and Council and as required.
- Every 2 month's the Community Consultative Group, Detachment Commander and F.N.P members must available for open communication. At Chief and Council's request.
- Monthly/Bi monthly- specific to detachment and community.

5) Identify how this links to planning processes at the community level (e.g. support for community-based strategic planning). The summary worksheets provided the following suggestions:

- RCMP to participate in community meetings at which initiatives may be brought forward.
- Annual Community Plan.
- Strategic plan is part of community plan.

6) Set out the redress mechanism for concerns or complaints on the part of either the community or the detachment will be handled. The summary worksheets provided the following suggestions:

- RCMP, CCG, Chief and Council, Director of Police services, District Commander, and District officer.
- Open line of communication between both leaderships.
- Meet and discuss with each stakeholder.

vi) CTA Policing Steering Committee

Prior to the conference the Ad-hoc Planning Group had prepared draft terms of reference (attached) for a more formal CTA Policing Steering Committee. These draft terms of reference were provided to the participants and constituted one of the agenda items at the caucus sessions. The terms of reference provided suggestions for purpose/mandate, roles and responsibilities, accountability, composition and membership selection, activities and resources.

During the discussion of this issue the following issues were identified:

- Ensuring that the size of the committee is big enough (e.g. include Elders, Youth) to ensure that there is enough people to support community involvement;
- Concern that the community level 'voice' be heard within the operation of the committee; and
- Providing adequate resources to the committee so that it is able to get information out to the various stakeholders.

Following the discussion there was a consensus that the CTA Policing Steering Committee be formalized with the responsibility to: further develop the terms of reference; encourage, monitor and where possible conduct follow up activities; plan for future CTA conferences; and communicate to all parties on these matters. In this case the consensus of the group was furthered signified by spontaneous applause.

vii) Closing Remarks

Closing remarks were provided by the RCMP E Division, the Government of British Columbia, the Government of Canada and the First Nations present.

The First Nations Chiefs present amongst the participants shared their views on the conference relating to how they had learned from and enjoyed participating in the presentations and discussions at the conference. They noted their common interest with the RCMP to serve as peacekeepers by putting a process in place so that services could be provided that ensure safety within First Nations communities. As well they stressed that the discussions had clarified a lot of the issues and concerns they are dealing with in the communities. In particular they noted that the concept of a Letter of Agreement/Expectation could change things for the better by providing clarification about such matters as the 80% in the community rule, awareness of procedures for securing crime scenes, response time and resourcing issues. A representative for the Native Courtworkers and Counselling Association also gave thanks to the participants and indicated that the conference had provided understanding of the issues and needs of the stakeholders working on reserves in BC.

Hopefully through conferences such as this and the Steering Committee that will become a reality...things will get better

Chief Superintendent Bent, Deputy Criminal Operations Officer for the RCMP described the conference as exceptional and very worthwhile and commended the participants for the level of collaboration demonstrated around the shared goal ensuring the safety of the people. While the dialogue at the conference demonstrated that there continue to be issues that need to be worked through, there is a commitment to make changes and to build the trust relationship between First Nations, the RCMP and other stakeholders.

Bob Cole, BC Police Services Division expressed his appreciation for the sincere knowledge shared by the participants and the contribution the lessons gleaned from the conference can make to future efforts. Efforts will continue following this conference to address a number of issues such as:

- organized crime and drugs;
- keeping communities involved in policing initiatives such as special constables, auxiliary police, neighbourhood watch and crime stoppers;
- Establishing goals and objectives to monitor progress in strengthening policing collaboration;
- CCG governance and operations; and
- Determining how to evaluate success

We all have the responsibility to make it work and to strengthen our relationship.

Peter Fisher, Aboriginal Policing Directorate, Public Safety and Emergency Preparedness Canada described a number of specific initiatives that the CTA Policing Steering Committee would be pursuing as part of the follow-up to this conference. Mentioned activities included a newsletter on the highlights of the conference, continued work to develop and implement the Aboriginal Justice Mapping Project, continued exploration of the Letter of Agreement/Expectation concept, and finding ways to work with all stakeholders to determine how to better recognize and respect First Nations bylaws and traditional laws. While it is often difficult to engage departments that don't have a lot of

experience in working creatively to address First Nations issues there are options to be pursued such as linking prosecution of First Nation laws with community justice options.

IV. CONCLUSIONS AND RECOMMENDATIONS

The following recommendations emerged from both the conference itself and discussions within the Steering Committee, which committee convened on the day following the conference and by conference call approximately 6 weeks after the conference:

1) Maintaining Momentum through the Steering Committee:

- Meetings of the Steering Committee will be coordinated with the COAAC meetings which is scheduled to meet in April 2006;
- In the interim the Steering Committee will continue to meet by conference call and face to face as resources provide to:
 - further develop the terms of reference
 - determine its budget proposal;
 - identify the role it will take in addressing key issues such as the Letters of Expectation, the Mapping Project and providing updates on the FNP staffing process
 - identifying topics for future newsletters
 - clarify the process by which of First Nation members will be selected to serve on the committee at the next EWP conference, and
 - plan the next conference

2) Communication Strategies:

- A continuing series of newsletters will be issued beginning with the highlights of the conference;

3) Future Conferences:

- The planning process for the next conference will be adjusted to enable participants to identify whether they have participated in previous EWP conferences, and provide input into the agenda topics;
- Future conferences will be promoted as forums for issue identification and problem solving dialogue. Attendance by community members and the RCMP officers they deal with will be encouraged;
- Future conferences will provide opening presentations that enable all participants to be briefed on past activities and current status of CTA policing, separate breakout rooms to support improved dialogue, more detailed guidelines regarding what is expected of participants during breakout group discussions, and the involvement of First Nations, Provincial, Federal and RCMP resource people to work with the breakout group facilitators;
- Future conferences will consider addressing themes such as integration and risk management, as well as providing specific tracks for those communities that are experiencing difficulties within the CTA process, and for those communities contemplating entering into CTAs.

ATTACHMENT A
CONSOLIDATED FLIP CHART NOTES
EAGLES – WATCHMEN – PEACEKEEPERS II
CONSOLIDATED FLIP CHART NOTES

SOUTHEAST

What are the key points or lessons learned that are essential to the process of building effective relationships?

- Respect and understanding
- Has to be detachment commander buy-in to CTA
- Open Communication between 2 parties - open, trusting,
- Mutual commitment between community and police
- Paradigm shift by police – guests in community; responding to community values
 - Build confidence with community members.
 - Holistic approach
- Living up to the agreements
- Working together to solve problems (e.g. renegotiated CTA)
- Setting realistic and clearly defined goals within capacity to address.
- Maintaining clarity and understanding when people involved change
- Mandate with an agenda of what’s to be discussed and goals from the meeting
- Flexibility by all partners (e.g. different priorities between communities within the CTA)
- Having the right people doing the right job (e.g. RCMP detachment commander and officers in positions – also applies to community parties as well)
- Recognizing the uniqueness of each community.
- Establish a network of communication between all parties directly involved in the CTA process
- Find ways to create understanding (e.g. being in the communities, learning about ways, invite RCMP to the community functions/interact)
- Cross cultural training-being sensitive to the needs of the community (and aware of what is happening in the community)
- Infrastructure - having the tools and resources necessary to do the work.
- Other stakeholders - differs by community (e.g. Okanagan Nation affected by border in areas like ceremonies – involve them in meetings like this)
- Respecting authorities of tribal governments (in terms of how to approach “problems” such as drug enforcement in the community)
- Respecting distinct chains of command
- Having more native officers (e.g. NVIT)
- Using more native procedures (e.g. three warnings.)
 - Have more of a youth focus in the community
 - Recognize historical/psychological effects
- *Indian Act* band council resolutions - how to put substance into BCR’s and how to get them used/enforced
 - Colleges can be useful resource for surveys and stories.
 - How to enforce First Nation Laws.

- Trust – essential but when First Nation requests are seen to be ignored
- Communication can not only be through written reports
- It is unclear to whom the accountability and loyalty is directed to
- When supportive officers are moved it undermines the trust relationship
- Are First Nations policing resources being used as ‘Cash Cows’ to provide resources to municipalities
- How to move beyond advisory to management of CTA policing in community.
- Instead of being told it can’t be done-focus on how we work together to address/solve the issue (e.g. drugs)
- How do we keep positive in the face of the negative occurrences (e.g. terms of reference)

Summary

Making principles work

Respect
 Understanding
 Diversity/Uniqueness
 Flexibility
 Trust

Shifting attitudes

Detachment commander
 Police respecting community values
 Mutual commitment*
 Accountability to the agreement

Working through negatives to solve issues and situations

Respecting authority of First Nations governments
 Having right people in the right jobs
 Capacity and tools and resources to meet challenges

Emerging options

Communications network
 Other stakeholders
 Cross cultural training
 Clear mandate and terms of reference
 Moving from advisory to management
 More Native officers

Options and Priorities

- Invite different levels of stakeholders into communities to take part in functions/events
- 2 issues to address
 1. Constitutional (e.g. Jurisdictional: levels of government: First Nation, federal, provincial)
 2. Administrative (operational: Governments involved in determining how to manage; funding sources)
- Increase awareness of the CTA system –workshops/manual
- Involve people in a position to make a change

- Mandatory reporting process ensures accountability and keeping things on track. (Between RCMP and Communities)
- Applying best practice principles/frameworks between areas
- When working towards an agreement RCMP has to demonstrate we can deliver and Band has to follow through on priorities (structure, resources, monitoring progress)
- Build on principles and priorities (rather than individuals/personalities) which can continue through changes in personnel.
- Creating buy in
 - Community/police shared goals
 - Outreach to specific parts of the community
- Changing mindset/approach of incoming detachment commanders
- Establishing an environment of trust (be a meaningful partner)
- Involving elders
- Involvement of the community membership - contributes to stability of service approaches
- Find ways to keep future chiefs and councils informed and involved.

LOWER MAINLAND AND VANCOUVER ISLAND

- Communication
 - open trusting
 - justice committee mtgs can be open
 - chief part of committee
 - quarterly presentations to CIC
 - newsletters
 - respect different ways people deal with loss/conflict
 - RCMP-FN cultural awareness workshops (open)
- Have a vision statement reflecting everyone's values, equality, mutual sharing and responsibilities.

2) Holistic approach

- Justice alternative and different ways to handle conflicts
- Involve all stakeholders
- Build confidence with community and others
- Involve youth, family services and others in meetings
- Prevent problems; break cycles
- Place an elder at the school to deal directly with kids
- Keep higher FN orgs involved/aware of activities for more global perspective
- Outreach to new RCMP and others to orient them to the local FN; housing and friendship centers
- Bring/invite new people (e.g. sheriffs) to meet with local FN committee to make contacts
- Introduce or orient new people to local methods of organizing and decision making
- Organize meetings for all stakeholders to share info and introduce themselves.
- Youth forums, involve seniors also

- Present case to Fed/Prov - need for more members to negotiate
- Maintain data on activities, clients, crimes, and use data to identify trends, issues and solutions
- K-file liaison unit-new victim services initiative for culturally appropriate service
- Aboriginal justice strategy has information about best practices
- Recognize historical/psychological relationships that need all stakeholders to participate in developing a new relationship and way of operating.
- Colleges can be useful resources for surveys and studies
- Make all levels of organizations, community have leadership role and recognize that everyone has something to bring to the table.
- Move out of hierarchy to develop solutions

What are the issues that can be addressed?

- Community fear of involvement, fear of reprisals
 - Won't take part in neighborhood watch programs and crime stopper's)
 - What happens when the police leave the scene?
 - Tradition of one speaker for a family- rest of the family - wait for that person's response and take their lead.
 - How do we promote basic strong values and morals in every community and not support (actively or otherwise) criminal or destructive behavior
 - Police and crown need to support action against low level crime also.
- How to identify the right people and organizations to get involved
- Scheduling meetings is challenging
- Accountability and maintaining momentum with CIC-CCG-RCMP
- Regular activity reports from RCMP
- Effective CCGs
- Open communication between the parties.
- Clarity on both ends
- District commander must be a good listener
- Complexity of community
- Appropriate representation required to reflect needs of community and messages out to the community.
- CCG members voted in

Summary Report

- Map- picture, a usual way to see resources and also depict concerns- combines different types of information in one snapshot. (e.g. organize data from different sources) include all factors, prioritize issues.
- Support people who come forward- witness support; protection; reduce ostracization.
- Family head meeting - to stimulate solutions make members accountable to the family.
- Re empower community to get involved in dealing with issues using the mechanism/process that is traditionally used.
- Professionalism of police
 - Openness
 - Flexibility
 - Understanding
 - Empathy
 - Contingency leadership (knows when to be tough)

- Works for good of the community
- Listens to the community
- Visibility
 - Official and informed interaction
 - Values and understands culture of community and protocols
- Community must be accountable too and have courage to face issues.

What are the issues and priorities?

- Family and community involvement in making solutions.
- recognize and respect CIC roles get their buy in
- Develop strategy to discuss with them
- Is there a need for parenting skills training?
 - Ahousat: 5 week program w/recognition of chief at completion
- How to engage Hereditary chiefs and longhouse agenda with justice issues.
- Engage individual families
- Identify/be aware of families/people without structure
- Stimulate family/community action
 - share stories
 - adults support/interest in youth
- Involve elders and chiefs in recognition for involvement
- Initiate Payback feasts – opportunity to say thank you to others
- Try to involve police and elders
- Share results of efforts with community.

NORTHEAST

BUILDING EFFECTIVE RELATIONSHIPS

- Understanding uniqueness of each community
- Accountability of both sides
 - community
 - RCMP
- Support of detachment commander
- CCG= supportive
- Communications via
 - newsletter
 - attendance@community mtgs
 - federal/provincial, inter-agencies
 - monthly police updates via radio
 - TV Community bullet in boards
- Social interaction in community events
 - Police
 - Community
 - Housing
 - Feasts
 - Meetings

- Sporting events
- Cross culture events
- Co-operation of all agencies (federal, provincial.inter-agency
- Develop relationship between INAC and community
- Provincial and FN relations
- Community political support for RCMP
- Housing
- FN political leadership changes
- Define a structure that promotes broad-based communication
 - guidelines
 - expectations
- Cross culture orientation
 - elder specific
 - CCG/detachment
- Funding to support relationship
 - capacity
 - travel
 - honoraria
- Relationship between Community and CTA
- Accessibility without reprisal
 - Anonymity
- Technical side has to be inline with community
- Resourcing accountability
- Community responsibility
- Regular appearances in community
- Community interference in pursuit of programs
- RCMP remain neutral in situation where influential families are involved in justice/conflict
 - dispute resolution

Issues: District/CTA/Community

- Communication of information to community
 - statistics
 - priorities established
- Performance indicators @all levels
- What gets counted gets paid for
- Internal stuffing
- Promises filled
- Redress mechanism
- Clear reporting between CTA signatories and RCMP
- Right people in right jobs
- How to recruit a broad range of community participants in a CCG
- Training of CCG's

Issues(2)

- Community involvement of selection of RCMP coming into community
- Participation in CCG activation is low. How to involve? Who promotes?
- Communication about CCG model

- Mechanism to address CTA vacancies (beyond detachment commander)
- Which are below agreed staffing level?

What needs to be done at all levels?

- Revisions/changes in legislating policies/laws
- Fenced funding
- Crossed cultural training and awareness (consistency)
- Aboriginal perceptions training
- Local community orientation package
 - traditions
 - protocol
 - history
 - video presentation
- Attention to urban/off reserve population
- Definition of by law and Indian law
- Data base: funding of programs

Sustaining Effective Relationships

- Lessons and messages
- Regular meeting times
- Interaction with all community stake holders
- Staying focused on community priorities
- Community initiative plan on cross culture training
- Multi-culturalism explored
- Officer testimonies RCMP high light (NCD)
- Letter of understanding
- Some measurements of success

2 Sustaining

- Inter-agency communication/participation
- How does the RCMP work?
 - Processes
 - Structures
 - Operations
 - Functions
- Community mentors
- Clarification of term of posting
- Community responsibility for identifying problem
 - e.g.: drug dealer

Key Issues/Options to be addressed

- How do we address housing issues for RCMP on reserve
- Economic development corporation
- Recruitment and Retention
 - national e.g. APTN
 - recruitment officer traveling position

- post on website on employment
- poster campaign-high light native role models
- community constables program support

Key Issues

- Mechanisms for redress
- CTA

NORTHWEST

Lessons Learned:

- Elders-Welcome new members
- Culture Sensitivity work shop
- Welcome
- Involved in community
- Each house (tribe)
- Took ownership to welcome an individual
- Identify Main Goals(3) for police, place to compare goals-start discussions
- Review agreements, are partners meeting obligations
- Identify Administrative contact in each community who can be liaison with RCMP
- Need to be ensure community support for security objectives
- Different agencies involved (RCMP, band constables, others) need to work together.
- What other issues need to be addressed?
- Transparency- be clear on what community wants- what police can do?
- Accountability Re: what laws can be enforced
- Priorities Youth suicide
- RCMP need to be (seen to be) part of community
RCMP become more comfortable in working with community
- What needs to be done at community government level?
- There should be a way (process) for CCG to engage parts of community in order to gain support for plan of action.
 - youth
 - elders
 - general population
- There needs to be a living document that can reflect:
 - Relationship
 - Priorities- they should be a manageable numbers
 - Communication strategy
- Need pre orientation and a package for:
 - community
 - RCMP
 - Facilitators
- (Resources to develop manual)
- Youth
- Need to work with parents as well
- Educate about culture of each nation

Facilitator's notes on the afternoon session:

- How do detachments balance job? Answer – On volunteer basis on hours
- School visits – 60 times in one month: Students becoming very respectful of the RCMP and gained trust/respect – Officers to play sports with youth
- Volunteer time is not public knowledge
- If members are rigid – relax them, if can't, transfer them
- Reference our members good services
- Priorities first (e.g. crack house) if it is left too long many people get hurt
- Client satisfaction survey within the communities
- CCGs assist detachment in ways of making village members well aware of what is happening
- Most of CTAs have Chief and Council on CCGs
- CCGs are struggling
- Consultation title is not strong enough – you must consult -but it is strong enough to be used
- Maybe change title
- Some communities are not volunteering to come forth to form a group
- Portfolio holders of village councils could be the chair of the CCG
- Video on success stories

- ???????
Justice committee meetings can be open to the community.
- News letters can be distributed out weekly, monthly etc.
- Respect other different opinions
- Understanding views of others

Day 2 Kelowna Peacekeeper Conference

Questions;

1. What are the issues and considerations to keep in mind as we work to this topic?
2. What actions can we take in the next year?
3. Who will be responsible for the following up on these actions?

Creating a system of mutual accountability where we are able to work through differences?

- Need trust and commitment and continuity (takes time)
- manage expectations-data results – communicate and reporting
- strong agreement to priorities, goals, and measures
- Resistance to change, “It ain't all that bad.”
- Build trust/commitment/continuity-invite people, repeat, transparent
- Keeping promises visibly
- Open mind
- Show progress on all sides

- Expectation of management

- Priority setting jointly and goals identified-visible (local level)
- Regular updates and reviews- scheduled- detachment commitment, CCG
- ACTIONS; Clarify letter of agreement/CTA, CCG, RCMP, Band rep
- Face to face meetings and AD
- BCR- Band clarify roles/hierarchy-RCMP, community, dispute
- Resistance to change
- communicate repeatedly
- pressure and patience-highlight success
- S.P.C=money

Ensuring that CCG's are operating effectively?

- CCG not getting respect from leadership when issues are identified.
- Council, government and RCMP
- Lack of orientation for new detachment commanders (e.g. What is CTA? What is the role of CCG?)
- Need something that is user friendly like a video, not a manual
- CCG can take ownership for orient
- RCMP should review actual agreement – need to be reminded this is important
- Need to understand role of CCG; BC formal reporting vs. real dialogue
- How to get people involved?
- More dialogue action may make more roles more interesting
- Meetings need to be more frequent; quarterly and special meetings if necessary to resolve issues
- Need guidelines or package that assists community to get CCG going
- Other wise left with AD HOC approaches
- Need to share- best practices
- Who should be on CCG? E.g. Youth
- Need for clear community plan;
- How to work with youth
- Need for opportunity to get together and share info.
 - Just the CCG's and/or
 - Some way to network and share info
- Actions: Bring issues to community assembly at individual community level.
- Confirm mandate role, membership
- CCG has to take ownership on this e.g. Band council, rep on CCG
- Simple, short piece on role of CCG e.g. Video (10mins), easy to use,
- Steering committee – Nisga'a Lisims (e.g. Allen)
- Source of funding?
- Who supports work of CCG – Tribal council –community-changes happening
- Clarify resources to support work of CCG
- Secretarial support-costs-attending (travel)
- Should be reflected or covered in CTA
- Contributions by each party-funding and manpower

- Action is by leadership
- Federal government (DIAND) should support community based responsibilities
- Costs of attending meetings
- Who should cover costs?
- CCG's should be able to/assisted to meet at least annually
- Resources
- Steering committee should facilitate this.
- Reinforce accountability and respect
- Not working effectively in tripartite AGMT
- Should be reflected in letter of agreement

Addressing Sensitive subjects/cases in the community? (Abuse)

- Family dynamics/politics
- Linking with culturally appropriate resources
- Education re. Choices
- Privacy/exchange of information
- Fall-out of residential school abuse-males
- Also, lack of trust and understanding of system
- Linking with counselling specific to Residential school abuse
- Extreme sensitivity to the issue and explanation in “lay man’s” terms
- ACTION: cultural education – workshops regularly to discuss specific issues
- CCG responsibility along with detachment commander
- Joint training for RCMP/MCF/Vic services around sex assault- to include elders and, CCG and detachment commander.
- Reverse culture awareness to show “blocks” that members are up against
- CCG and detachment – crown
- Education in a sensitive manner around “What residential school abuse really is.”
- Victim services

Clarifying the connection between CTA policing and First Nations Laws

Issues

- Relationship of the CTA
 - RE: Bylaws/Indian laws
 - Common law
 - Ancestral Laws
 - Warrior Societies
- Each FN is responsible for prosecution of Indian/ancestral law
- Bylaw is approved by INAC band governance dept.
- Need to attach MOU between FN and crown to allow for restorative justice
- Ancestral Laws
- Addressed within community “Whole-istic”

- Should be knowledgeable of system being used
- (FNP + detachment, MCF/crown council)
- Problem services Etc

Actions

- Cross cultural training (sensitivity)
- FN leadership training in how laws interact at community levels
- Conference /think tank
 - RE: bylaw enforcement +effectiveness
 - Stakeholders EWP steering Community (INAC, DOT, C+C, RCMP)
- Community education
- Asset map and info sharing
- Community
- Justice committees
- MOU's must be acted on and followed thru by all parties involved
 - DOT/band
 - Court Services
 - RCMP
 - bylaw officers
 - Warriors
 - Province
- Who is responsible for following up actions?
 - Soc Dev Officers
 - CT Council
 - Justice Committee
 - Law Making Committee
 - Membership
 - Elders/Youth Council
 - Warriors
 - community
 - community (policy analysts)
 - S.G. negotiators
 - EWP steering committees
 - right people for the right job

Ensuring there is an Effective Working relationship between Chief and Council/Community Consultative Group and the Detachment Commander

What Issues

- Clear expectations between C+C/CCG and Detachment Commander
- Understanding of rules and responsibilities
- Making yourself familiar with the CTA
- Set format with consultations between C+C + detachment com on a regular basis-has to be well structured
- Effective communications e.g. Processing of minutes
- Equal representation at a community level government and detachment commander

- Develop a letter of expectation
- Cultural follow up and feed back

Action

- Clear wording of CTA making it understandable to the community level. Simple translation. Federal+Prov
- Review CTA on regular basis as many detachment members rotate out of department. RCMP+CCG
- Organize a seminar with detachment commander from other divisions
- Orientation set up by advisory NCO (aboriginal advisory sector)
- Have an annual public form with community and detachment commander
- Accountability on CTA
- Connection between federal+provincial (chief and council/ CCG)

Respecting the Authority of First Nation within the Process

- Rights and jurisdiction
- Management and decision making
- Speaking to the elders
- Due process (consulting)with respective first nations
- Community must come forward with there direction
- Look at each communities uniqueness (history/culture)
- Communities must come forward with their priorities and or interests
- Document success stories to use a guide

Who will be responsible?

- Elders/chief and council running parallel with CCG
- Steering committee
- COAAC
- Prov/fed
- Regional managers
- District officers
- Aboriginal policing

Getting and keeping Officers in the Community

-Service Levels

-Housing

-Recruitment and Retention

**MAKING AGREEMENTS WORK
NORTHEAST DISTRICT BREAKOUT GROUP
KEY POINTS FOR LOA**

LOA SHOULD BE:

- 1) Outline of 'Agreed upon Priorities'
- 2) Outline should be:
 - i) **Specific** for RCMP, CCG, Band/Community
 - ii) Outline **Action** plan
 - iii) Include **Timeline**, where appropriate
 - iv) Measurable
 - v) Include **Dispute** mechanism specifics (5 W's)
 - vi) Include LOA **review process**/timing

LOA Flip Chart Notes Day 2

- Flexible to community needs
 - bench mark
 - clarification of roles (Crown/detachment)
 - hierarchy of RCMP/band identified
 - policing/community Priorities
 - shift to reflect changing priorities
 - within T. council CTA each community would have LOA to address each community
 - instrument to build trust and accountability
- Benefits
 - clarifies specifics of operation comm. /det
 - outline importance of elders and or youth involvement
 - Set parameters of service delivery comm. /det
 - education tool
 - promotes cross cultural exchange
- Content of LOA
 - focused and specific (1/2 pages)
 - specification of bylaws, ancestral or Indian laws
 - definitions
 - mission statement
 - outlines authorities
 - trust and respect
- Time lines
 - priority/goals/objective/actions

- (outlines delivery of service and commitments comm. /det)
- realistic outlines
- personalizes the document for each comm/det
- would specify annual review
- dispute mechanism

- Options

- Local Letter of Agreement
- defines geographic location of service area

Priority setting: Vancouver/Lower Mainland Group

1. CCG will work together in monthly meetings to respond to issues
2. CCG will commit to involving all parties in setting overall priorities.
3. Co-management
4. RCMP will recognize and use provincial, federal and local governments to enforcement options
5. CCG development, cross cultural workshops

**MAKING AGREEMENTS WORK
VANCOUVER ISLAND/LOWER MAINLAND BREAKOUT GROUP**

The concept of a letter of agreement is an option being explored where communities and detachments can clarify the policing relationship and make it more responsive to community/shared expectations and priorities. In broad terms an LOA could/should address the following:

<p>The expectations of the respective community concerning priorities and working relationship (e.g. RCMP detachment awareness, respect and interaction with traditional “laws” such as clan and family practices or community approaches to handling disputes)</p> <p>To commit to involving all parties. To co-manage. The process for writing the LOA will involve all members of the community. To enforce using Prov, Fed, local bylaws with consideration to traditional values.</p>
<p>The agreed-upon commitments about the level and quality of service to be provided (e.g. more precise wording/descriptions building on the wording in the CTA)</p> <p>That a panel be established to interview the candidates for policing the area, or specific reserve area. A report to chief and council be made regularly(ED 78) and respond to specific requests from the community. Community provide office space to be co-located with other band offices and to be utilized as determined. Set out frequency, duration and routing for RCMP.</p>
<p>Description of how the RCMP detachment members could actively participate/be involved in the life of the community.</p> <p>Actively involved in community and traditional events, i.e. ceremonies, sports. To move within the community out of uniform where possible.</p>
<p>Specify the expected frequency and nature of regular meetings between the detachment and the Chief and Council, and/or the Community Consultative Group;</p> <p>Monthly CCG, quarterly Chief and Council and as required area.</p>
<p>Identify how this links to planning processes at the community level (e.g. support for community-based strategic planning);</p> <p>RCMP to participate in community meetings at which initiatives may be brought forward.</p>
<p>Set out the redress mechanism for concerns or complaints on the part of either the community or the detachment will be handled.</p> <p>RCMP, CCG, Chief and Council, Director of Police services. District Commander, District officer, AND Director of police services.</p>

**MAKING AGREEMENTS WORK
SOUTHEAST DISTRICT BREAKOUT GROUP**

The concept of a letter of agreement is an option being explored where communities and detachments can clarify the policing relationship and make it more responsive to community/shared expectations and priorities. In broad terms an LOA could/should address the following:

<p>The expectations of the respective community concerning priorities and working relationship (e.g. RCMP detachment awareness, respect and interaction with traditional “laws” such as clan and family practices or community approaches to handling disputes) 2</p> <p>Orientation package for all members, including traditional laws. Develop a community plan.</p>
<p>The agreed-upon commitments about the level and quality of service to be provided (e.g. more precise wording/descriptions building on the wording in the CTA) 4</p> <p>80% time apart on reserve. Keep CTA basic, must remain flexible.</p>
<p>Description of how the RCMP detachment members could actively participate/be involved in the life of the community</p> <p>Community functions. Cultural awareness.</p>
<p>Specify the expected frequency and nature of regular meetings between the detachment and the Chief and Council, and/or the Community Consultative Group; 3</p> <p>Every 2 month’s community consult. Group. Det. Commander and F.N.P members must available for open communication. At Chief and Council’s request.</p>
<p>Identify how this links to planning processes at the community level (e.g. support for community-based strategic planning); 1</p> <p>Annual Community Plan.</p>
<p>Set out the redress mechanism for concerns or complaints on the part of either the community or the detachment will be handled.</p> <p>Open line of communication between both leaderships.</p>

**MAKING AGREEMENTS WORK
NORTHWEST DISTRICT BREAKOUT GROUP**

The concept of a letter of agreement is an option being explored where communities and detachments can clarify the policing relationship and make it more responsive to community/shared expectations and priorities. In broad terms an LOA could/should address the following:

<p>The expectations of the respective community concerning priorities and working relationship (e.g. RCMP detachment awareness, respect and interaction with traditional “laws” such as clan and family practices or community approaches to handling disputes)</p> <p>Community plan made in partnership.</p>
<p>The agreed-upon commitments about the level and quality of service to be provided (e.g. more precise wording/descriptions building on the wording in the CTA)</p> <p>Strategic plan sign off by both.</p>
<p>Description of how the RCMP detachment members could actively participate/be involved in the life of the community</p> <p>Part of community plan.</p>
<p>Specify the expected frequency and nature of regular meetings between the detachment and the Chief and Council, and/or the Community Consultative Group;</p> <p>Monthly/Bi monthly- specific to detachment and community.</p>
<p>Identify how this links to planning processes at the community level (e.g. support for community-based strategic planning);</p> <p>Strategic plan is part of community plan.</p>
<p>Set out the redress mechanism for concerns or complaints on the part of either the community or the detachment will be handled</p> <p>Meet and discuss @ stakeholder.</p>

ATTACHMENT B
CTA POLICING STEERING COMMITTEE
DRAFT TERMS OF REFERENCE

PURPOSE/MANDATE

The CTA Planning Committee is a more permanent multi-stakeholder forum established to support the sharing information, building of relationships, and the encouragement of new leadership directions and creative approaches that can strengthen the governance and delivery of First Nation 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 BC;
- 3) The CTA Planning Committee will pursue the above responsibilities by:
 - Being the focal point for CCG information sharing;
 - Assisting BC First Nations communities and other stakeholders to strengthen their CTA policing structures and processes;
 - Supporting efforts to address priority areas (e.g. enforcement of First Nations laws) and challenges (e.g. housing, recruitment, communications, funding) in CTA policing;
 - Fostering and supporting the consultative process in BC relating to the implementation and evolution of the CTA process;
 - 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
 - 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.

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
- 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 CO's Aboriginal Advisory Committee. In subsequent years the First Nations representatives will be selected at a First Nations caucus convened during the CTA policing conference.

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
 - Four Teleconference meetings
- 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.

**ATTACHMENT C
PARTICIPANTS LIST**

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