



Stl'atl'imx Tribal Police Service Review

A report prepared by the 'Working Group'
for consideration by:

Director of Police Services
Ministry of Public Safety and Solicitor General
Community Services and Public Safety Branch, Police Services Division

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Additional persons were involved in meetings or interviewed during this Review
and are listed in Appendix 'D' to this report.

Executive Summary

The Stl'atl'imx Tribal Police Service (STPS) is a Designated Policing Unit pursuant to the *Police Act*, and operates under a Self Administered Policing Agreement (SAPA) between the province, Canada and ten Stl'atl'imx Nation Communities.

Sworn STPS members receive the same training and have the same powers as any other municipal police officer in British Columbia. They also have the same issues of liability and responsibilities under the *Police Act*.

The Stl'atl'imx Tribal Police Service Review was commissioned in early June, 2007, by the Director of Police Services, Ministry of Public Safety and Solicitor General, and is a follow-up to the (2004) STPS Inspection and subsequent report dated December, 2005, conducted and prepared by the Ministry's Police Services Division.

The initial Inspection cited 30 key issues to be addressed by the STPS, 27 of which this Review found to be still outstanding, to some degree. Of those outstanding issues, a number have been identified as requiring immediate attention and have been identified as a 'priority'. They are as follows:

- Staffing and service levels
- Policy
- Police leadership and supervision
- STPS – RCMP Protocol Agreement
- Funding
- Self Administered Policing Agreement
- Board governance
- Training; and
- Development of a 5 year strategic plan

Dealing with these issues is necessary to provide the foundation for effective solutions to all of the outstanding key issues.

Time is a critical factor in this process as the existing Self Administered Policing Agreement (SAPA) between Canada, the province and the Communities served by the STPS, expires on September 30, 2007. To ensure the extension or renewal of the Agreement, it is imperative that solutions to these priority issues are in place, or underway, prior to the expiration date.

In addition to above noted priority issues, three factors present significant challenges for the STPS. They are as follows:

- Policing Mount Currie
- Policing the remote Communities; and
- Increasing calls for service and Criminal Code of Canada offences

Each of these factors must be taken into consideration when addressing the immediate priority issues, as noted above. If not attended to in a timely and effective manner, officer and community safety is at risk.

The following briefly reviews each of the priority issues and provides '*recommended solutions*' for each. The solutions presented in this report are further identified as '*immediate action*' and '*subsequent activity*' that together are intended to provide a comprehensive solution to each priority issue.

Staffing and Service Levels:

The STPS maintains two offices, one in Lillooet and one Mount Currie and police in a rather challenging and unique environment that is inclusive of ten separate, and in some cases remote, Communities.

Of significant concern is the increased call load, criminal activity and case burden per officer in the Mount Currie area that is more than double that experienced by the STPS Lillooet office. In fact, approximately 50% of the Stl'atl'imx Nation population (centered in the Mount Currie area), generate 75% of the calls for service to the STPS.

Compounding this situation is the limited resources in the Mount Currie office that frequently have to be supported by call out and temporary secondments from the RCMP, or reassigning officers from the Lillooet office. This situation has been created by vacancies and under deployment to the Mount Currie office where additional operational positions are required.

These conditions do nothing but increase individual and organizational risk. Therefore, viable and effective strategies must be explored and implemented if this issue is to be resolved, even to the slightest degree.

Solutions must go beyond stop-gap measures and embrace longer term initiatives such as Limited Duration Postings (LDP) from the RCMP and an increase in operational strength.

During this Review it has been noted that traditional policing practices do not necessarily meet the needs of the Communities, who, along with the STPS Board, expect their officers “to provide a police service in a manner that is sensitive to the needs, customs, culture and rights of [their] people”. A potential solution to this issue may be the creation of Community Liaison Officers (CLO) to provide the cultural and traditional services required in their jurisdiction.

The following solutions to staffing and service issues are recommended.

Immediate action:

- **STPB, RCMP and the province, to agree and approve a minimum of three Limited Duration Postings (one supervisor and two constables) to support the STPS Mount Currie office to be in place as soon as possible and no later than September 30, 2007**
- **That the parties agree for the allowance of an additional LDP, if required, due to immediate staffing needs in the STPS Mount Currie office**
- **Selection of LDP officers to consider the following desired criteria, were possible: experienced officers and not recently graduated cadets; previous First Nations policing experience; and committed to First Nations policing with the STPS**
- **STPB to be involved in the selection process for each LDP, if possible**
- **Each LDP to wear their RCMP uniform and utilize STPS vehicles, while on duty**
- **LDP's to be jointly funded by the federal and provincial governments (52% and 48% respectively) through an agreed upon process that is complimentary to the existing Self Administered Policing Agreement and acceptable to all stakeholders**
- **Maintain the Chief of Police position as seconded and funded separately by the province and direct the STPS shared funding in support of ten 'operational' positions**

Subsequent activity:

- **STPB/STPS to develop a recruiting and retention strategy to effectively phase out the LDP positions within a five year time frame, if practical**
- **The STPS to consider the creation of two Community Liaison Officer positions, one out of each STPS office**

Policy:

The STPS has been operating with little or no administrative or operational policy for some time. This has serious implications for the Communities, the STPB, the STPS and individual members through significantly increased risk, at all levels.

Initial steps have been taken to adopt RCMP operational policy and develop STPS specific administrative policy. These actions, at minimum, will assist to lower the associated level of risk to all involved and provide the needed guidance to STPS officers in the performance of their duties.

Solutions to address the lack of effective policy are as follows.

Immediate action:

- **STPS Chief Constable to implement and disseminate RCMP operational policy, and advise the STPS sworn officers and staff accordingly**

Subsequent activity:

- **STPS Chief Constable to customize RCMP policy to STPS needs with 'unit supplements', where appropriate**
- **STPB to develop a plan for the review and creation of specific STPS Administrative policy**

Police Leadership and Supervision:

Historically, the STPS Chief Constable position has lacked appropriate leadership and has been a source of instability for some time. However, the current situation lends itself to better those issues dramatically. The position is

currently held by Chief Marshall Seniuk, on secondment from the RCMP, through to September 2008.

Chief Seniuk is supported by the Board and is providing effective leadership and guidance in these challenging times.

A change in leadership at this time, or in the near future, is not what the STPS needs, but rather stability embraced by supportive, professional and stable management. To this end, the Board should consider requesting a two year extension of Chief Seniuk's secondment, through to September 2010.

In addition to addressing administration and operational matters, the Chief of Police needs to engage in the politics of police leadership and develop strong and meaningful relationships with individual Chiefs and Council, within their community. Such relationships at the executive level can be invaluable in times of crisis and/or misunderstanding, and especially in light of current service related issues to be addressed.

On more than one occasion the issue of relocating the Chief of Police position to Mount Currie from Lillooet was discussed. There is some validity in this given the level of activity the STPS experiences in the Mount Currie area and the level of supervision required.

If relocated, the potential also exists for the Chief of Police to assume control of all STPS and RCMP resources in the area, including those in the Pemberton Detachment, to deploy as he deems appropriate. This could have a very positive impact on providing integrated solutions to problems being experienced in the Mount Currie/Pemberton region and benefit both communities.

If such a move and span of control were agreed upon, it would have to be balanced with the Chief's responsibility to the STPS and the other St'atl'imx Communities.

Effective line supervision has also been identified an issue and has yet to be fully resolved.

The Board also has a desire to create future leaders and supervisors from within the STPS by providing opportunity for personal and professional development.

The following solutions address Police Leadership and Supervision.

Immediate action:

- **The STPB to consider, approve and request a two year extension to the current Chief Constable secondment, through to September 2010**

- **The Board, the RCMP and Chief Seniuk to engage in discussions on the issue of relocating the Chief of Police position to Mount Currie and the Chief's related span of control over STPS and RCMP resources**
- **Create a supervisors position at the Mount Currie office to be filled initially through a Limited Duration Posting from the RCMP**
- **Appoint the current civilian administrator in the Lillooet office as a Special Provincial Constable and provide the position with supervisory authority over operational members**

Subsequent activity:

- **STPS Chief Officer to begin and actively maintain a line of communication with each Chief, Council and community, on a regular basis**
- **The province to commit to maintaining funding for the Chief of Police position during the period of RCMP secondment and until such time as the Board engages an independent Chief Constable**
- **In building a valid process and guidelines for the search, selection and hiring of future STP Chief Officers the STPB should access the knowledge and guidance that can be offered by provincial and national associations, and professional consultants**
- **The STPB to develop an initiative to address the leadership development of STPS members for future management, supervisory and Chief Officer positions, as part of their strategic planning process**

STPS – RCMP Protocol Agreement:

An STPB – RCMP Protocol Agreement currently exists and has been in effect since December 1, 1999. The protocol recognizes the existence, jurisdiction and authority of the STPS, and that the goal of the Protocol is to foster enhanced cooperation between the STPS and RCMP.

The environment has changed since then and goes beyond the language used in the existing STPB – RCMP Protocol Agreement.

The STPS has the ability, when fully staffed, to provide an acceptable level of policing services to the Communities, but it does have its limits. It is in these circumstances that the assistance of the provincial force to provide specialized and enhanced services to the STPS is necessary, and should be clearly laid out in a revised STPS – RCMP Operational Protocol Agreement.

Negotiations on such a Protocol should commence as soon as possible and prior to September 30, 2007, if practicable.

From a front line perspective, there is a very positive and supportive working relationship between STPS and RCMP officers in both the Mount Currie/Pemberton area, and in Lillooet. These officers are often working alone and provide support for each other on a regular basis and during potentially dangerous occurrences.

From a crime reduction perspective, especially in the Mount Currie/Pemberton area, the implementation of any initiative to enhance the concept of safe and secure communities cannot be provided by the STPS alone, and any solution to address these issues must be an integrated one and involve the RCMP.

It is important to continue developing these relationships while building sustainability and capacity of the STPS. Negotiating a meaningful, transparent and effective STPS – RCMP Operational Protocol will go a long way to strengthening this relationship.

The following are recommended solutions.

Immediate action:

- **Initiate a process of negotiation for the creation of a new or revised STPS – RCMP Protocol Agreement prior to September 30, 2007 (STPS Chief Marshall Seniuk and RCMP Inspector Norm McPhail to engage in this process and present a draft protocol agreement to the Board and RCMP for approval, as soon as practical)**
- **Initiate regular and formal communications between the RCMP Detachments in Pemberton and Lillooet with the STPS to continue building the relationship in support of collaborative and integrated policing practices, where appropriate (Chief Seniuk to lead this process)**

Funding:

Funding of the STPS is a joint responsibility between the province of British Columbia and Canada, shared at 48% and 52%, respectively. The 2006-2007 fiscal year budget was \$1.37 million, an increase of \$250,000 over the previous year, as a start to address the issues raised in the 2004 Inspection.

While the province has provided STPB its committed funding in a timely manner, the federal government has not and is currently withholding an amount of agreed to funding. Further, the STPB has voiced displeasure in the process of accessing federal funding and in some cases the province has had to step in to provide financial support until the federal funding had been received.

Overly bureaucratic steps within the federal government and a lack of information, on both sides, appear to be hampering the process.

Under the current circumstances, it is difficult for the STPS administration to focus on the provision of providing a police service to the Communities, while worrying if the cash flow process will support the continued operation from one quarter to the next.

The federal funding process needs to be streamlined along with a clear, efficient and effective line of communication between the STPS and the federal funding source in Ottawa.

The following recommended solutions address the funding process.

Immediate action:

- **Initiate discussions between the federal government, the STPB and the province on the federal funding process to enhance accessibility, timeliness, efficiency and accountability on all parties**
- **The federal government to communicate clear guidelines, timelines and expectations to the STPS on all funding related matters**

Self Administered Policing Agreement (SAPA):

The existing SAPA expires on September 30, 2007. Ten of the eleven Communities within the St'atl'imx Territory are covered by the Agreement and are provided policing services by the STPS.

A goal of this Review is to provide viable solutions to address the most critical key issues facing the STPS, allowing for the extension of the current Agreement and/or the negotiating and signing of a new Agreement.

This Review has found support for the STPS from each of the ten Communities served by the organization. Given this finding, it is supportive of extending the current Agreement for a specified period of time while negotiating a new five year Agreement between the province, Canada and the ten Communities.

The following recommended solution is provided.

Immediate Action:

- **Extend the existing Self Administered Policing Agreement for a limited period of time to ensure continued funding of the STPS and allow for negotiations on a new 5 year Agreement**

Governance:

As a Designated Policing Unit under the *Police Act* the STPS is governed by a Police Board, and one that is unique in its make up.

During this Review a number of issues were raised around governance, and the leadership role and responsibilities the Board has in ensuring a viable and sustainable police service is provided to the Communities by the STPS.

The discussions and findings focused on the Board acting as a whole and each of the Board members understanding their role in this process.

Issues raised included the Board responsibilities under section 4 of the Stl'atl'imx Police Board Charter; individual member and overall Board effectiveness; Board member selection criteria; tenure; the Board's independence from Band politics; and Board committees, including the creation of an Executive Committee to take a leadership role in implementing the solutions flowing from this Review, in a timely manner.

The following recommended solutions are presented.

Immediate action:

- **The STPB must refocus on its governance responsibilities as laid out in section 4 of the Stl'atl'imx Police Board Charter**

- **The STPB to create an Executive Committee comprised of the Chair, Vice Chair, two members at large and the Chief of Police, to address and implement the strategic initiatives flowing from this Review**

Subsequent activity:

- **The province to make available training for the STPB on their responsibilities under section 4 of the Charter and other related training and orientation sessions, as required**
- **The province to develop and provide a list of desired (non mandatory) competencies to assist in the Board member selection process - approved by the Board and supported by the St'atl'imx Nation Chiefs**
- **Implement a minimum two year and maximum eight year period of appointment for Board members**
- **Design and implement a staggered transition for new Board members**

Training:

To date, all existing STPS officers have been fully trained and certified at the Police Academy, Justice Institute of BC, to provincial policing standards in British Columbia pursuant to the Training Regulations to the *Police Act* and are either classified as Qualified or Certified Municipal Police Officers under the *Act*, depending on length of service.

Currently all new STPS recruits attend Basic Training the JIBC, Police Academy. However, questions have arisen on how this program, designed to train independent municipal officers operating in an urban environment, prepares STPS recruits to police in a remote rural environment. Although 90% of the learning is likely transferable between urban and rural environments, there may be gaps that can be addressed through other training programs.

Another significant issue is that the STPS recruit currently trains with officers from independent municipal police agencies, officers they will never work with in the field unless assigned to an integrated policing unit.

Given that the STPS polices a jurisdiction surrounded by RCMP detachments and the provincial force, training at the RCMP depot in Regina may be more appropriate and has several potential advantages:

- STPS officers will train closely with RCMP officers, who police all surrounding jurisdictions
- they will be trained to the same, and not equivalent, standards
- they will build a solid understanding of the RCMP, its policy and operational practices
- it will assist to build a better working relationship between the STPS and the RCMP
- it will minimize the lure of urban policing with BC's municipal departments
- it will limit the potential for 'poaching' by those same municipal departments; and
- intake at Depot is weekly, whereas intake at the JIBC is limited three to five times annually

Supplemental to Basic Training and from a First Nations perspective, would be the mandatory attendance by STPS members at a custom designed Stl'atl'imx Nation cultural training program that is currently under development by STPS civilian staff member Kathy Doss in collaboration with Constable Jennifer Collins, Quesnel RCMP, First Nations Policing.

The four day cultural program entitled *Empowering Inner Energy In Unity with Stl'atl'imx Culture – Traditional Values and Spiritual Awareness* would be delivered on-site in the Stl'atl'imx Territory and could be offered to all RCMP officers working with the STPS and in detachments adjacent to the Stl'atl'imx Nation, and others within the justice system.

In-service training for both sworn and civilian staff is currently provided through the RCMP's Pacific Regional Training Centre (PRTC), as well as available courses from the JIBC, Police Academy. The PRTC can also assist with annual qualification and re-certification of sworn members on firearms, force options and other specific needs.

The following recommended solutions apply to Training issues.

Immediate action:

- **Redirect all new STPS members to attend cadet training at RCMP Depot in Regina**
- **Confirm the arrangement with PRTC for in-service and recertification training programs**

Subsequent activity:

- **Complete development and implement the cultural training program specific to Stl'atl'imx Nation**
- **Develop and implement a personal, professional and career development plan for each Stl'atl'imx Tribal Police Service member and civilian staff**

Development of a 5 year Strategic Plan:

To address the 27 key issues that have been confirmed as still outstanding by this Review, and to provide direction and guidance for the STPS, the Board needs to engage itself and its stakeholders in the development of a 5 year strategic plan.

The plan will reaffirm or renew the organizational vision, mission and values, and provide clear goals and objectives to carry the police service forward in a positive way. It will provide a road map for the STPS over the next 5 years, guide future decisions, and inform the Communities served of your values and commitment to their service.

This process is a necessary function of success for the STPS and the following recommended solution applies.

Immediate action:

- **The STPB to initiate a 5 year strategic planning process before the end of 2007, or sooner**

Concluding Comment:

This Review has covered a considerable number of issues over the past six weeks, all of which require resolution, and many of which are a priority and demand immediate attention.

None of these issues are beyond resolution, and will be achieved through the dedication and determination of all stakeholders at the table.

It will require leadership and tenacity on the part of the Stl'atl'imx Tribal Police Board who, in collaboration with all stakeholders, are key to acceptance and implementation of the recommended solutions flowing from this Review.

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1. Introduction

The Stl'atl'imx Tribal Police Service (STPS) Review was commissioned in early June, 2007, by the Director of Police Services, Ministry of Public Safety and Solicitor General, Community Services and Public Safety Branch, Police Services Division.

An initial meeting of all stakeholders was held in Kelowna on June 13-14, 2007. Stakeholders in this process include the Stl'atl'imx Tribal Police Board (STPB), the STPS, the Stl'atl'imx Chief's Council, the province of British Columbia, Canada, and the RCMP as the provincial police service.

A *Working Group*, representative of all stakeholders, was formed at that meeting to review the current level of police services provided by the STPS, to the Communities¹. This report is a result of the findings of that process and includes additional input from related community stakeholders, and STPS members and staff.

2. Background

This Review is a follow-up to the 2004 Inspection² and subsequent report (December 2005) conducted by the Ministry of Public Safety and Solicitor General, Community Services and Public Safety Branch, Police Services Division. That report identified a number of key issues (see Appendix 'A') that included concerns around governance, policy, leadership, supervision, staffing, training, service, and an STPS-RCMP protocol agreement, among other things.

As the authority responsible for superintending policing and law enforcement functions in the province of BC, Police Services Division authorized the 2004 Inspection as a first step to ensure the STPS were providing adequate and effective policing services within their jurisdiction. The STPS is subject to the provisions of the provincial *Police Act*, associated provincial police regulations and within the purview of the Director of Police Services.

In total, 30 key issues were cited in the 2004 Inspection report, 27 of which are still outstanding to some degree (see Appendix 'B'), at the time of this Review. Of the 27 outstanding key issues, a significant number are a priority and require immediate attention and resolution.

¹ The Communities are the ten Stl'atl'imx First Nations Communities that are served by the STPS under the Self Administered Policing Agreement.

² Stl'atl'imx Tribal Police Service Inspection (2004) – Final Report, December 2005 – conducted by Police Services Division, Policing and Community Safety Branch, Ministry of Public Safety and Solicitor General, British Columbia.

Time is a critical factor in accepting and implementing effective strategies to address these key issues as the Self Administered Policing Agreement (SAPA) between Canada, the province and the Communities served by the STPS, expires on September 30, 2007. To ensure the extension or renewal of the Agreement, it is imperative that a number of strategic initiatives are in place or underway prior to the Agreement's expiration date.

Given such time constraints, it is not the intention of this Review to provide detailed solutions to each of the 27 outstanding key issues. It is, however, the intention of this Review to address the most serious issues and provide direction for immediate solutions that will enable the stabilization of the STPS to provide a level of police service expected by any community in British Columbia, at minimum.

This Review will also comment on the potential for future initiatives that may be built into a five year strategic plan for the STPS and guided by the Stl'atl'imx Tribal Police Board.

First and foremost in addressing the key issues is the matter of community safety that cannot be compromised. During discussions with all stakeholders it was understood that *providing for safe and secure communities was a priority.*

3. Methodology

In order to prepare for this Review all available literature was examined and is listed in Appendix 'C' to this report.

Additionally, a number of *Working Group* meetings and individual interviews were held with the stakeholders and related parties. A list of individuals involved in this process is attached in Appendix 'D' to this report.

Initial discussions were centered on the key issues identified in the 2004 Inspection along with those issues confirmed as outstanding, to some degree, as of the writing of this report. Subsequent dialogue focused on identifying solutions for higher priority key issues.

No set questions were developed for the interviews as participants, although linked to the STPS in some manner, were widely varied by organization and position and viewed the issues from very different perspectives.

Additionally, visits were made to the remote Communities served by the STPS to get a better understanding of the service challenges and community expectations of the STPS.

4. Stl'atl'imx Tribal Police Service (STPS)

The STPS maintains two offices, one in Lillooet and one Mount Currie. STPS members police in a rather challenging and unique environment that is inclusive of ten separate Communities, geographically fractured, and resulting in isolated communities that can take up to three hour response times, in the worst of conditions. In some cases the more remote communities can be cut off completely from all emergency services mainly due to flooding and landslides, and only accessible by air.

The STPS derives its authority from the provincial *Police Act* and is a Designated Policing Unit pursuant to the *Act*, and operates under a Self Administered Policing Agreement (SAPA) between the province, Canada and ten Stl'atl'imx Nation Communities.

Sworn STPS members receive the same training and have the same powers as any other municipal police officer in British Columbia. They respond to and perform the same tasks, such as criminal investigations and domestic disturbances, as do officers in other police departments. They also have the same issues of liability and responsibilities under the *Police Act*.

The following First Nations communities are served by STPS Lillooet office, referred to as the Northern Communities: T'it'kit - T'it'kit Band; Sekw'elw'as – Cayoose Creek Band; Chalath – Seton Lake Band; Xaxli'p – Fountain Band; and Ts'kw'aylaxw – Pavilion Band

The following First Nations communities are served by STPS Mount Currie office, referred to as the Southern Communities: Lil'wat – Mt. Currie Band; N'Quatqua – N'Quatqua Band; Samahquam – Samahquam Band; Skatin – Skookumchuck Band; and Xa'xtsa – Douglas Band

Throughout this process, it has been noted that traditional policing practices do not completely meet the needs of the Communities, who, along with the STPS Board, expect their officers “to provide a police service in a manner that is sensitive to the needs, customs, culture and rights of [their] people”³. Although traditional policing has its place, a broader more inclusive service is required.

³ Stl'atl'imx Police Board Charter, section 2.

5. STPS Priority Issues

A number of the outstanding key issues have been identified as requiring *immediate attention* to stabilize the STPS in support of providing an acceptable level of police service to all St'atl'imx Communities. They are as follows:

- Staffing and service levels
- Policy
- Police leadership and supervision
- STPS – RCMP Protocol Agreement
- Funding
- Self Administered Policing Agreement
- Board governance
- Training; and
- Development of a 5 year strategic plan

Dealing with the priority issues in a timely manner will address the most immediate and challenging needs facing the STPS, and provide the foundation for effective solutions to all of the outstanding key issues.

For each of these priority issues, the process should start, or be in place, prior to September 30, 2007, if practical.

6. STPS Policing Challenges

During this Review several factors emerged as significant challenges for the STPS. They are as follows:

- Policing Mount Currie
- Policing the remote Communities; and
- Increasing calls for service and Criminal Code of Canada offences

These three factors must be taken into consideration when addressing the immediate priority issues, as noted above. If not attended to in a timely and effective manner, officer and community safety is at risk.

6.1 Policing Mount Currie

The combined population in the STPS jurisdiction is approximately four thousand; around 1,800 of which reside in Mt. Currie – Lil'wat Nation. This is reflected in the STPS calls for service record with the Mount Currie office responding to approximately 70% of all service calls, many of which are violent and serious criminal offences or serious traffic related incidents. Therefore, less than 50% of the population within the STPS jurisdiction account for almost three quarters of the overall policing activity in Stl'atl'imx Nation and is centered in Mount Currie.

Compounding this situation is the fact that the Mount Currie office is significantly under resourced in comparison to the Lillooet office when reviewing staffing, call load, and case burden levels.

Although there are a number of overarching issues impacting the STPS and each of the Communities that must be addressed, it is clear that a significant problem lies in the Mount Currie area, and is a *priority*.

6.2 Policing the Remote Communities

After visiting the remote Communities within the STPS jurisdiction, the dialogue was clearly focused on a more visible and effective police service. One that would engage their community, interact with the children and youth, provide education on crime reduction and safety issues, and build a stronger relationship between the STPS and their people.

In the three remote Southern Communities it was cited that response to calls for service, including criminal offences against the person, resulted in ineffective or,

in some cases, no response at all. In one community, this frustration has created a situation of non-reporting of some incidents, including elder abuse and assaults.

Each community also cited that, at one time, they had an effective *Citizens on Patrol* initiative that ceased to exist approximately two years ago and now voice a desire to have it back.

Having noted the above, it is important to add that each one of the remote Northern and Southern Communities that were visited voiced support for the STPS and would be pleased to receive an increased level of community engagement in prevention and educational initiatives, and a more effective response to criminal matters, when requested.

These are service issues for the Chief of Police to address and a priority.

6.3 Increased calls for service and Criminal Code of Canada offences

Contrary to national trends, calls for service and criminal incidents are on the rise within the STPS jurisdiction, out of both offices. Without an in depth analysis of the causes for such increases, it is difficult to pinpoint the related factors. However, it may be fair to say that a police service that is understaffed, reactively responding to complaints and providing minimum policing services, does not help the situation.

If the STPS were in a position to provide some effective prevention and educational initiatives, and to engage in proactive crime reduction strategies in collaboration with each community, it would be a first step to addressing the increasing crime trend.

6.4 Addressing the priority issues and policing challenges

The following content explores the priority issues, as noted above, in consideration of the policing challenges and offers recommended solutions to each.

The solutions presented in this report are further identified as *'immediate action'* and *'subsequent activity'* that together are intended to provide a comprehensive solution to each priority issue.

7. STPS Staffing and Service Levels

The STPS is funded for 10 sworn officer positions (including the Chief Constable) plus civilian staff. The current staffing levels are as follows.

Lillooet Office: Chief Constable, four Constables, one operational administrative manager, one finance administrator, one office manager, and one administrative support (total – 5 sworn officer positions and 4 civilian positions). The office manager position also provides a service as the STP Board coordinator and is funded 50% from the STPS operational budget and 50% from the STPB budget.

Mount Currie Office: Five Constables and two administrative support staff (total – 5 sworn officer positions and 2 civilian positions). Currently, two of the five Constable positions are vacant and have been backfilled through callout and/or temporary secondments from the RCMP, or reassigning a Lillooet STPS member to work their shift in the Mount Currie area.

In order to adequately evaluate staffing levels and related solutions, it is necessary to review the current calls for service, case burden and officer deployment.

7.1 Calls for Service, Case Burden and Officer Deployment

The following table provides an overview of the staffing and call load distribution for the STPS. The below statistics were provided by the STPS, or extrapolated from information provided by the STPS.

	Lillooet	Mount Currie
# of sworn officers (current deployment – excluding Chief Const.)	4	3
# of sworn officers (at authorized strength – excluding Chief Const.)	4	5
Calls for service (2006)	662	1361
Calls for service (Jan 1 – Jun 25, 2006)	312	626
Calls for service (Jan 1 – Jun 25, 2007)	320	775
CCC related calls for service (2006)	260	490*
CCC related calls for service (Jan 1 – Jun 25, 2006)	101	223
CCC related calls for service (Jan 1 – Jun 25, 2007)	134	276
Case burden per officer (current deployment)	52	163
Case burden per officer (at full strength)	52	98

** NOTE: CCC related calls for service (2006) in the Mount Currie office were extrapolated from the 2006-2007 Annual Report and other statistical information provided by the STPS from combined PIRS and PRIME records, and is approximate only.*

Simply put, the Mount Currie office experiences more than double the calls for service and approximately double the Criminal Code of Canada (CCC) related incidents, than does the Lillooet office.

During the period of Jan 1 – Jun 25, 2007 the Mount Currie office has seen a 24% increase in both total calls for service and CCC related incidents over the same period in 2006. In comparison, the Lillooet office has seen a 2.6% increase in total calls for service and a 34% increase in CCC related incidents. Although the 34% increase in CCC related incidents is troubling and cannot be ignored, it is still 50% less overall than the Mount Currie experience.

Case burden (Criminal Code offences per authorized police strength) also reflects the heightened activity in the Mount Currie region at 163 per officer (at current deployment levels), whereas officers assigned to the Lillooet office carry a case burden of 52.

In comparing case burdens to provincial averages⁴, the Lillooet office sits below the reported 2005 independent municipal forces average of 61 and well below the RCMP municipal forces average of 103 and the RCMP provincial force case burden of 91. Mount Currie, in contrast, has a case burden of 163 at current strength and 98 if fully deployed, but without the 'at hand' resources of a provincial police service.

The 2005 statistical report also includes the Stl'atl'imx First Nations Tribal Police Service and records a case burden of 62. This number combines the activity of both the Lillooet and Mount Currie offices at full strength of 10 sworn officers (including the Chief Constable) and is accurately reported. However, to highlight the serious nature of the current issues faced in Mount Currie, it is necessary to report on the activity of each office separately for the purposes of this Review.

It is clear from the above noted statistics that the current STPS deployment of personnel is unbalanced to the activity experienced in both the Lillooet and Mount Currie offices.

The immediate solution seems simple; increase staffing levels to full strength and reassign one or more officers to the Mount Currie office from the Lillooet office. However, nothing is ever that simple and some broader issues need to be considered. Further, the potential exists for resistance by STPS members to any reassignment from the Lillooet office to Mount Currie.

⁴ As reported in the Police and Crime Summary Statistics 1996-2005 by the Ministry of Public Safety and Solicitor general, police Services Division.

Additionally, the 34% increase in criminal cases in the Lillooet office is of concern, and reports that there has been an enhancement of policing services to (some) Northern Communities, in the past 12 months, needs to be factored in to any solution to relieve the Mount Currie situation.

The Lillooet office currently experiences a call load and adequate staffing to provide an enhanced proactive policing service, *if managed correctly*. Reducing the staffing in that office has the potential to negatively impact the current level of police service to the Northern Communities, employee morale, and could create a similar situation to the Mount Currie experience, in a worst case scenario. Therefore, other than a temporary tour of duty in the Mount Currie area when necessary, it is not advisable to permanently reassign an STPS member to Mount Currie from the Lillooet office.

A recent development has occurred that has highlighted, even more, the urgency of the situation in the Mount Currie region. Of the three remaining STPS officers assigned to this office, one was on annual leave, one was stricken by an unexpected serious illness, leaving the third officer to work six consecutive shifts of 12 hours or more per shift.

Further, the officer who fell to illness is likely to be off for another month, leaving two STPS officers to provide police services from the Mount Currie office.

These conditions do nothing but increase officer, community and organizational risk, intensify stress levels and negatively impact the morale of the officers affected. Therefore, short term solutions integrated with longer term strategies must be explored and implemented if this issue is to be resolved, even to the slightest degree. The following addresses this issue.

7.2 Secondment and Limited Duration Postings (LDP's)

During periods where the STPS have been understaffed, especially in the Mount Currie office as noted above, the RCMP have provided for call out and/or short term secondments of several days to several months, in order to maintain a minimum level of policing to the Communities.

From a positive perspective these short term secondments fill an immediate need, however, they also negatively impact the working environment by increasing STPS officer case burden by leaving incomplete investigations at the conclusion of each secondment.

Rather than short term secondments, Limited Duration Postings (LDP) of up to five years would provide a longer term and more viable solution to the staffing problems being experienced in Mount Currie office. This would provide for:

- an acceptable level of policing to the Southern Communities;
- stabilize the staffing problem; and
- allow the STPS time to develop and implement an effective recruiting and retention strategy

LDP officers assigned to this role would work out of the STPS Mount Currie office to start and finish their shifts and file reports. Functionally, they would report to, and be directed by, the STPS Chief Constable who, in addition to his reporting responsibility to the STPB, would have an external line of reporting to a designate in the Sea to Sky Regional Policing Services, for RCMP purposes.

During the time the STPS Chief Officer remains a seconded RCMP officer, he would have the authority to deploy these officers to meet the policing needs of the Southern Communities.

As the STPS build staffing levels over time, each of the LDP positions would be phased out by qualified members as the STPS gain a full compliment of personnel.

In the process of selecting officers to work with the STPS on Limited Duration Postings, the Board requests that the following criteria be considered, if possible: selection of experienced officers and not recently graduated cadets; previous experience in First Nations policing; and individual commitment to First Nations policing with the STPS.

The STP Board has also requested to be part of the selection process, in some way, to ensure the best fit to policing First Nations communities.

7.3 Funding LDP Positions

Preferably, the LDP positions would be funded through the current federal/provincial funding agreement of 52% and 48%, respectively. Should any other process for funding be explored beyond the existing model, it must be complimentary to the current Self Administered Policing Agreement, and not in conflict with that Agreement.

It must be noted that the Board is *not* supportive of any funding process with individual communities and will only endorse a process that is inclusive of all ten Stl'atl'imx Communities currently served by the STPS.

7.4 Increase in (Operational) Authorized Strength

The STPS is funded for an authorized strength of ten sworn officers, including the Chief of Police. Current deployment has four positions (plus the Chief of Police) assigned to Lillooet and five positions assigned to the Mount Currie office.

As noted previously, given the case load and policing challenges the Mount Currie office is understaffed, and especially so in light of the fact that there are presently two vacancies at that location. Even at full strength, the members are hard pressed to maintain minimum policing services to the region.

In order to balance the level of services from both STPS offices, Mount Currie requires at least one additional 'operational' FTE, for a total compliment of six officers. Even so, this still leaves the Mount Currie case burden at a level of 82 per officer, 57% above the Lillooet experience, but within more acceptable measures on a provincial level.

By increasing the Mount Currie compliment it relieves the Lillooet office from providing daily support to the Mount Currie region and allowing it to focus on providing policing services to the Northern Communities.

Further, the addition of one operational FTE to the Mount Currie office *may* allow the STPS the opportunity to begin developing proactive crime reduction initiatives with the Southern Communities. In the short term this additional FTE would be provided through a Limited Duration Posting from the RCMP, as described above, and until such time as the position can be filled by a qualified STPS member.

This recommended increase in authorized strength would not impact the STPS budget, as the Chief Constable would remain a seconded position that is currently funded by the province (See Chief of Police section below for details). It is recommended that this practice continue and that the STPS shared funding be directed toward ten operational positions.

7.5 Flexibility of Limited Duration Postings (LDP's)

Both the number and length of LDP assignments need to have some measure of flexibility. The distinct possibility exists that the STPS may lose one member from the Mount Currie office to another police agency in the coming months. Should this occur an additional LDP may be required increasing the number to four from the currently requested three positions.

In such a case, timely response is required to maintain the integrity and service provided by the STPS.

The length of a Limited Duration Posting will be related to the ability of the STPS to implement an effective recruiting and retention strategy, and hire and train new officers. As noted previously, this would take place over the next five years, allowing the STPB time to achieve its goal of a fully staffed police service with its own members.

An appropriate period of notice should be given by either party when requesting an increase or decrease in Limited Duration Postings.

7.6 Community Liaison Officers (CLO)

In order to more effectively address issues of community engagement, and the cultural and traditional expectations on the STPS by the Communities, the introduction of Cultural Liaison Officers (CLO) is an option.

The CLO role would be to engage, coordinate and manage relationship building with each community and to provide programming on crime reduction, personal safety and youth issues, as well as STPS involvement in cultural and traditional related activities.

The historic First Nations experience with policing is a negative one and in many Communities this negative perception prevails. It was commented on more than one occasion that when the police show up the expectation was they were there to arrest someone or to deliver bad news. These perceptions have to change if the STPS is to build trust with each of the Communities.

With a CLO working out of each STPS office, this could be an opportunity to start creating more positive relationships with each of the Communities, engage their youth in preventative initiatives, and take a step toward reducing crime and victimization within the St'atl'imx Nation.

Appointed CLO's would still maintain a service response component to their duties, but could be assigned to an overlapping day shift that would support their CLO role and would report directly to the Chief of Police, in relation to that role.

Currently, two STPS officers fit the role of a CLO, they are Didi Doss-Cody and Mike Leo, the two most senior STPS officers. Both have been noted for their cultural and traditional understanding and practices, and their meaningful relationships with the Communities.

7.7 Draft Human Resource Analysis by the RCMP (2006)

During 2006, the RCMP Operations Strategy Branch, Research and Analysis Section, conducted a Human Resource Needs Analysis Report on the STPS. It must be noted that this report was labeled as a *'Draft' report for discussion only*, and was incomplete lacking comparisons to other similar police services.

However, the reports findings are important to comment on. The simulation used in the analysis found that for the STPS to deliver a minimum level of police service to the Communities, it should retain its full compliment of ten sworn officers. Emphasis was made that even at full compliment, *the situation was not ideal*, and the STPS would only be capable of providing the minimum level police service [reactive in nature].

Increasing the STPS compliment of ten sworn officers would allow them to provide a higher level, more pro-active police service, as voiced by each of the ten Communities served by the STPS, and is for future consideration.

7.8 STPS Staffing and Service Levels – Recommended Solutions

Immediate action:

- STPB, RCMP and the province, to agree and approve a minimum of three Limited Duration Postings (one supervisor and two constables) to support the STPS Mount Currie office to be in place as soon as possible and no later than September 30, 2007
- That the parties agree for the allowance of an additional LDP, if required, due to immediate staffing needs in the STPS Mount Currie office
- Selection of LDP officers to consider the following desired criteria, were possible: experienced officers and not recently graduated cadets; previous First Nations policing experience; and committed to First Nations policing with the STPS
- STPB to be involved in the selection process for each LDP, if possible
- Each LDP to wear their RCMP uniform and utilize STPS vehicles, while on duty

- LDP's to be jointly funded by the federal and provincial governments (52% and 48% respectively) through an agreed upon process that is complimentary to the existing Self Administered Policing Agreement and acceptable to all stakeholders
- Maintain the Chief of Police position as seconded and funded separately by the province and direct the STPS shared funding in support of ten 'operational' positions

Subsequent activity:

- STPB/STPS to develop a recruiting and retention strategy to effectively phase out the LDP positions within a five year time frame, if practical
- The STPS to consider the creation of two Community Liaison Officer positions, one out of each STPS office

8. Policy

8.1 STPS Policy

It has been noted that the STPS has been operating with little or no administrative or operational policy for some time. This has serious implications for the Communities, the STPB, the STPS and individual members through significantly increased risk, at all levels.

Good sound policy is fundamental to the operation of a professional police service, and provides guidance, direction and security to all involved.

The STPS can no longer operate in such a vacuum that increases risk and potentially creates a dangerous environment for front line officers and the Communities they serve.

8.2 Adoption of RCMP Policy

The STP Board has, at the request of the current Chief Constable, recently adopted RCMP operational policy in place of any existing STPS policy. This is one step toward stabilizing the police service and significantly mitigating risk to all involved.

Given that the STPS jurisdiction is, by location, inextricably tied to the adjacent RCMP detachments and provincial force resources, it makes sense to operate under the same or very similar policy. This is especially so when jointly responding to calls for service, conducting joint investigations and/or using RCMP Detachment cell blocks for in-custody prisoners.

There is a strong working relationship between the STPS members and adjacent RCMP officers in Mount Currie/Pemberton and Lillooet, who provide back-up to each other in potentially volatile situations. Officers familiar with, and guided by, the same policies is an advantage in these type of circumstances.

8.3 Unit Supplements

The Chief Constable intends to customize the adopted RCMP policy through the use of 'unit supplements', where possible. This will allow for the inclusion of cultural and traditional expectations on the STPS by the Communities.

8.4 Administrative Policy and Future Considerations

The STPB has rightly adopted RCMP operational policy at this time, however, they are of the position that this is an interim measure and have a desire to develop specific STPS policy and procedures, in due course.

If this is the case and as a first step, the STPB should consider developing administrative policy and procedure specifically applicable to the STPS, before considering any revision of operational policy.

Careful consideration of any steps beyond the development of administrative policy, need to be taken. Operational policy and procedures not in harmony with adjacent jurisdictional police services has the potential to create confusion during integrated response and joint investigations, and negatively impact officer and community safety.

8.5 Policy – Recommended Solutions

Immediate action:

- STPS Chief Constable to implement and disseminate RCMP operational policy, and advise the STPS sworn officers and staff accordingly

Subsequent activity:

- STPS Chief Constable to customize RCMP policy to STPS needs with 'unit supplements', where appropriate
- STPB to develop a plan for the review and creation of specific STPS Administrative policy

9. Police Leadership and Supervision

9.1 Chief of Police

Currently, the STPS Chief Constable position is being filled by a senior RCMP officer, Marshall Seniuk, on a two year secondment (Sept 2006 – Sept 2008). This is the second RCMP secondment since late 2005 after the STPB experienced leadership issues with a previous independent STP Chief Constable.

During this Review there was broad support for Chief Marshall Seniuk (and also for his immediate predecessor Ray Bernoties) as to performance, support, and implementation of administrative and operational initiatives that have assisted the STPB and the STPS during this challenging period.

9.2 Length of Chief Constable Secondment

As noted above, the current Chief Officer secondment with the RCMP expires in September 2008. This provides short term stability at the leadership level within STPS and allows the Board to actively prioritize and address the immediate challenges facing the sustainability of the police service.

Given the number of issues to be addressed, both in the short and long term, serious consideration should be given to extending the current Chief Constable's secondment for an additional two years (Sept 2008 – Sept 2010).

Another short leadership term is not what the STPS needs at this time of rebuilding. Extending the secondment will enhance the stability of the organization and allow the members to experience committed, supportive and transparent leadership, something that has been lacking in the past.

9.3 Funding (Chief of Police position)

Funding for the Chief of Police position is currently being covered by the province, separately from the shared provincial/federal funding of the STPS. This method of funding should continue throughout the term during which the Chief of Police position is filled by a seconded RCMP officer.

This current funding practice allows for the STPB to add one operational FTE to better address its policing needs, as noted earlier in this Review (refer to 7.4).

Upon the STPB hiring an independent Chief of Police, funding for the position would revert to the shared provincial/federal model and be an opportunity for the Board to negotiate an increase in funding for the STPS at that time. This appears to be a reasonable assumption given that hiring an independent Chief is approximately 3 to 5 years away and that policing priorities and demands will likely have shifted in that period of time.

9.4 *The Politics of Police Leadership*

It was noted during this Review that in addition to addressing administrative and operational issues in an effective manner, the Chief of Police needs to spend time addressing the political side of policing with the individual Chiefs and Councils on a regular basis within each of their communities.

Such activity will strengthen the support between the STPS and the Communities and create an effective level of communication at the executive level. At times of crisis and/or misunderstanding, this level of communication is invaluable, and especially in light of current service related issues to be addressed.

9.5 *Relocating the Chief of Police and Span of Control*

On more than one occasion the issue of relocating the Chief of Police position to Mount Currie from Lillooet was discussed. There is some validity in this given the level of activity the STPS experiences in the Mount Currie area and the level of supervision required.

The Chief of Police position has historically been housed in the Lillooet office and is where the vision for the STPS originated. Even so, a move to the Mount Currie/Pemberton area appears to have support, providing it can be justified.

In the previous section (9.4), the Chief of Police, regardless of his base office, needs to engage each of the Communities to build meaningful and genuine relationships. This, in itself, means that he needs to be omnipresent in both STPS offices and the Communities, and is a daunting task but a part of what effective leadership is about.

In discussions with the RCMP, and for consideration, is the potential span of control for the Chief of Police in the Mount Currie area. If based in the STPS Mount Currie office, the Chief of Police could have control of all STPS and RCMP resources in the area, including those in the Pemberton Detachment, to deploy as he deems appropriate. This could have a very positive impact on providing integrated solutions to problems being experienced in the Mount Currie/Pemberton region and benefit both communities.

If such a move and span of control were agreed upon, it would have to be balanced with the Chief's responsibility to the STPS and the other St'atl'imx Communities. As long as the Chief's commitment to the STPS and the Communities is not compromised, this may be a viable option.

It must be noted, however, that this span of control over resources would dissolve upon the STPB engaging an independent STPS Chief of Police in the future.

This topic is worthy of immediate and further discussion by the Board, the RCMP and Chief Seniuk to explore and identify an agreeable solution.

9.6 Future Leadership and Supervision

A desired goal of the STPB is to select and hire an independent STP Chief Constable, and preferably of First Nations heritage. Further, providing opportunities to develop a Chief Officer from within the STPS ranks would be part of this initiative.

It is also the intention of the Board that the concept of coaching, mentoring and leadership development, will extend to future management and supervisory ranks within STPS that currently do not exist within the service.

Although not an unachievable goal, it has to be recognized that this is a long term initiative that will take several years, if not more, to accomplish. Inextricably linked to this initiative would be development and implementation of a sustainable recruiting, retention and career development strategy for current and future STPS members.

9.7 Selection Process

Selection of the STPS Chief Officer is a Board responsibility, regardless of whether it is an RCMP officer on secondment or the hiring of an independent STP Chief Constable.

In consideration of identifying and hiring a future Chief Constable for the STPS, the Board needs to have a clear process and guidelines that will assist in acquiring the best person for the position. There are a number of resources that can assist in this matter including, but not restricted to; the BC Association of Police Boards, the Canadian Association of Police Boards, the BC Association of Chiefs of Police, the Canadian Association of Chiefs of Police, the First Nations Association of Chiefs of Police, and professional search consultants.

Selecting the correct person for the position of Chief Officer is critical to the ongoing leadership and success of the STPS. The wrong person, as has been previously experienced, can create significant problems that could be detrimental to the police service.

9.8 Supervision

Supervision has been cited as an ongoing problem. Good supervision not only ensures that policy, rules and regulations are being complied with, but can also assist in boosting morale and confidence through coaching, mentoring and employee support.

Supervision at the Lillooet office would appear to be adequate under current conditions with the presence of the Chief Constable and the civilian administrator. However, the Mount Currie office lacks the presence of a full time effective supervisor.

Both the Chief Constable and the administrator spend time in the Mount Currie office on a weekly basis, and in their absence the lack of direct supervision is an issue. Working in the understaffed Mount Currie office is a stressful, tiring and demanding experience and requires full time supervision.

Mount Currie office: To rectify this situation a full time supervisory position is required at the Mount Currie office to monitor and direct operational activities on a routine basis. This can be accomplished through one of the Limited Duration Postings at the rank of Corporal, who can provide the supervision and direction required. The supervisor should also remain functionally operational and not get engaged in demanding administrative duties.

Lillooet office: Consideration should also be given to the civilian administrator in the Lillooet office taking on supervisory duties at that location, in addition to having overall administrative responsibilities in both offices. The administrator's position is currently held by a retired RCMP officer. Steps are already underway to explore the administrator being appointed as a Special Provincial Constable to assist in the performance of his responsibilities more efficiently.

By providing for effective supervision in both offices, this leaves the Chief Constable to focus on the more strategic policing and service related issues to be addressed, and also to strengthen the relationships between the STPS and each of the Communities.

9.9 Police Leadership and Supervision – Recommended Solutions

Immediate action:

- The STPB to consider, approve and request a two year extension to the current Chief Constable secondment, through to September 2010
- The Board, the RCMP and Chief Seniuk to engage in discussions on the issue of relocating the Chief of Police position to Mount Currie and the Chief's related span of control over STPS and RCMP resources
- Create a supervisors position at the Mount Currie office to be filled initially through a Limited Duration Posting from the RCMP
- Appoint the current civilian administrator in the Lillooet office as a Special Provincial Constable and provide the position with supervisory authority over operational members

Subsequent activity:

- STPS Chief Officer to begin and actively maintain a line of communication with each Chief, Council and community, on a regular basis
- The province to commit to maintaining funding for the Chief of Police position during the period of RCMP secondment and until such time as the Board engages an independent Chief Constable
- In building a valid process and guidelines for the search, selection and hiring of future STP Chief Officers the STPB should access the knowledge and guidance that can be offered by provincial and national associations, and professional consultants
- The STPB to develop an initiative to address the leadership development of STPS members for future management, supervisory and Chief Officer positions, as part of their strategic planning process

10. STPS – RCMP Protocol Agreement

An STPB – RCMP Protocol Agreement currently exists and has been in effect since December 1, 1999. The protocol recognizes the existence, jurisdiction and authority of the STPS, and that the goal of the Protocol is to foster enhanced cooperation between the STP and RCMP.

Operationally, since 1999, a lot has changed and a lot has been learned that goes beyond the language used in the existing STPB – RCMP Protocol Agreement.

Article 2 (Operations) and Article 4 (Assistance) of the existing Agreement need to be reviewed, in detail. For example, incidents that go beyond the capacity of the STPS and require the services of the provincial force in terms of complex investigations, specialized policing and critical incident management need to be addressed, among other things.

Upon extending or renewing the Self Administered Policing Agreement, negotiations should commence as soon as possible to develop a revised STPS – RCMP Protocol Agreement.

The original Agreement is between the Board and the RCMP, however, it is felt that a new Agreement be drawn between the STPS and the RCMP.

10.1 (Working) Relationship with the RCMP

In discussions with STPS and RCMP front line officers, there is a positive and supportive working relationship between them at the operational level, in both the Mount Currie/Pemberton area, and in Lillooet. These officers are often working alone and provide support for each other on a regular basis and during potentially dangerous occurrences.

Additionally, STPS officers utilize the in-custody facilities and other services in adjacent RCMP detachments and from an operational perspective, the two agencies work collaboratively with each other.

From a crime reduction perspective, especially in the Mount Currie/Pemberton area, the implementation of any initiative to enhance the concept of safe and secure communities cannot be provided by the STPS alone. Given that Pemberton RCMP officers spend approx 65% of their time dealing with Mount Currie residents and over 75% of all in-custody persons annually are from the Mount Currie area, any solution to address these issues must be an integrated one.

It is important to continue developing this relationship while building sustainability and capacity of the STPS. Negotiating a meaningful, transparent and effective STPS – RCMP Operational Protocol will go a long way to strengthening this relationship.

10.2 STPS–RCMP Protocol Agreement – Recommended Solutions

Immediate action:

- Initiate a process of negotiation for the creation of a new or revised STPS – RCMP Protocol Agreement prior to September 30, 2007 (STPS Chief Marshall Seniuk and RCMP Inspector Norm McPhail to engage in this process and present a draft protocol agreement to the Board and RCMP for approval, as soon as practical)
- Initiate regular and formal communications between the RCMP Detachments in Pemberton and Lillooet with the STPS to continue building the relationship in support of collaborative and integrated policing practices, where appropriate (Chief Seniuk to lead this process)

11. Funding

Funding of the STPS is a joint responsibility between the province of British Columbia and Canada, shared at 48% and 52%, respectively. The 2006-2007 fiscal year budget was \$1.37 million, an increase of \$250,000 over the previous year, as a start to address the issues raised in the 2004 Inspection.

While the province is engaged with the STPB and providing funding in a timely manner, the federal government has not, and is currently withholding an amount of agreed to funding. Further, upon release of such funds, the STPB has voiced displeasure in the process of accessing federal funding and in some cases it has taken up to 21 days to arrive at the Board's office, from Ottawa. Recently, this caused concern in making the STPS payroll, whereupon the province had to step in to rectify the matter.

Overly bureaucratic steps within the federal government and a lack of information, on both sides, appear to be hampering the process.

It would appear that the federal process is neither transparent and efficient, and untimely and flawed at best. It is a process that needs reviewed to create more efficiency and minimize the level of bureaucracy.

In addition to the 48% the province funds directly under this Agreement, they are also contributing to the cost of the current Chief Constable, and call out and short term secondments by the provincial force to maintain a minimum level of policing by the STPS.

Under the current circumstances, it is difficult for the STPS administration to focus on the provision of providing a police service to the Communities, while worrying if the cash flow process will support the continued operation of the STPS from one quarter to the next.

The federal funding process needs to be streamlined along with a clear, efficient and effective line of communication between the STPS and the federal funding source in Ottawa.

11.1 Funding – Recommended Solutions

Immediate action:

- Initiate discussions between the federal government, the STPB and the province on the federal funding process to enhance accessibility, timeliness, efficiency and accountability on all parties

- The federal government to communicate clear guidelines, timelines and expectations to the STPS on all funding related matters

12. Self Administered Policing Agreement (SAPA)

The existing SAPA expires on September 30, 2007. Ten of the eleven Communities within the St'at'imx Territory are covered by the Agreement and are provided policing services by the STPS.

A goal of this Review is to provide viable solutions to address the most critical key issues facing the STPS, allowing for the extension of the current Agreement and/or the negotiating and signing of a new Agreement.

This Review has found support for the STPS from each of the ten Communities served by the organization. Given this finding, it is supportive of extending the current Agreement for a specified period of time while negotiating a new five year Agreement between the province, Canada and the ten Communities.

12.1 Self Administered Policing Agreement (SAPA) – Recommended Solutions

Immediate Action:

- Extend the existing Self Administered Policing Agreement for a limited period of time to ensure continued funding of the STPS and allow for negotiations on a new 5 year Agreement

13. Governance

13.1 STPS Board (STPB)

The STPS is a Designated Policing Unit (DPU) under the *Police Act* and its regulations, and as such is governed by a Police Board. The STPB is unique in its membership and selection process in comparison to traditional police boards in British Columbia whose members are drawn from one community and, with two exceptions (mayor and municipal appointee), are appointed by the province.

The STPB members are drawn from ten separate communities within the Stl'atl'imx Nation and each are appointed to serve by Chief and Council, or their Community members. To be appointed as an STPB member, each person must be eligible to vote at Band elections. These appointments are often made after Band elections, but not always.

The election cycle in each Community is not consistent and varies in the period between elections and the time of year that elections are held.

13.2 Board Responsibilities

Under the Stl'atl'imx Police Board Charter the following 'Responsibilities of the Board' are laid out in section 4:

Policing

- maintaining the Tribal Police Service of the participating Stl'atl'imx Communities.

Liaison/Notification with Communities

- ensuring that the Communities and general public are well informed about the services provided by the Stl'atl'imx Tribal Police Service and the role performed by the Board.

Budget

- preparing budgets and formulating rules governing the administration of the service and discharge of duties by its officers.

Policing Personnel

- hiring Constables.

Direction

- determining the priorities, goals and objectives for the Police Service, in consultation with the Chief of Police,

- providing policy direction to the Chief of Police,
- making rules consistent with the Police Act, on Governance, Standards, and Functions of the Policing Service.

Governance

- communicating the activities between the Board operations and the Stl'atl'imx Tribal Police Service.

Operations

- receiving regular reports from the Chief of Police on operational issues.

Administration

- receiving regular reports from the Chief of Police on administration issues and the status of expenditures.

Evaluations

- monitoring and evaluating the performance of the Chief of Police and Board Liaison Coordinator.

Protocols

- providing, in a manner consistent with protocols reached with the Stl'atl'imx Tribal Police Board and the Commissioner of the RCMP, and as resources allow, adequate provision of police, civilian support staff, equipment, and facilities necessary to police the Communities,
- ensuring that protocols with the RCMP or another agency is complied with.

Public Complaints

- ensuring that an appropriate public complaint process is applied in accordance with Part 9 of the *Police Act*

Discipline

- acting in a manner consistent with Part 9 of the *Police Act*.

Indemnification

- establishing guidelines with respect to the indemnification of members of the Stl'atl'imx Tribal Police for legal costs, under the following conditions:
 - the Stl'atl'imx Communities which have established the Stl'atl'imx Tribal Police Service will be liable in respect of torts committed by members of the Stl'atl'imx Tribal Police in the course of their employment,

- the Stl'atl'imx Communities which have established the Stl'atl'imx Tribal Police Service may, in accordance with the guidelines established under Sub-Section 4.1, indemnify a member of the Stl'atl'imx Tribal Police for reasonable legal costs incurred:
 - in the defense of a civil action, if the member is not found liable,
 - in the defense of a criminal prosecution, if the member is found not guilty,
 - in respect of any other proceedings in which the member's manner of the duties of his or her employment was an issue, if the member is found to have acted in good faith.

The Board, as a whole, needs to review and follow the above noted responsibilities to perform its function effectively.

13.3 Board Effectiveness

During a two day session with the STPB (June 13-14, 2007) in Kelowna, it appears that the Board plays a dual role in the policing process, one of governance and the other as individual community advisors between the STPS and their Community. While individual Board members may perform one or both of these roles effectively, the Board as a whole lacks effectiveness.

This Review has confirmed that there are a number of outstanding key issues that are clearly Board responsibilities. To support a viable STPS the Board must be effective and built on a sound governance model that is capable of fulfilling the responsibilities laid out in section 4 of the Stl'atl'imx Police Board Charter, while encompassing FN traditions. To truly address its responsibilities, the STP Board needs to revisit its role in the process.

The Board's role is one of governance first, including leadership, vision, direction, oversight, accountability, and sustainability, among other things. The Board needs to embrace itself in the overarching strategic initiatives to ensure each of the Communities receive an effective, efficient and professional standards driven police service.

In short, the Board needs to operate as one cohesive voice.

13.4 Board Member Selection

As noted above, Board members are selected by Tribal Chief and Council, or Community members. There does not appear to be any formal criteria applied to the selection process. In many, if not all cases, it is due to the individual's interest in being involved in the policing process.

Undoubtedly, each Board member is held in high regard, respected by, and has the confidence of his or her Chief and Council, and community at large. Accordingly, each of these members comes to the table with good intentions to work with the STPS on behalf of their communities. However, it is necessary that each member fully understand that their role is far beyond being a liaison between their community and the STPS.

Attaching formal criteria to the selection process, in addition to the Membership Restrictions noted in section 3.4 of the Stl'atl'imx Police Board Charter, would be an asset in finding the best candidate and alerting them to the expectations and challenges they will be faced with.

The criteria would identify competencies necessary to support active and effective Board membership. Although *the selection criteria would not be mandatory*, they would assist Chief and Council, or the Community, to identify the best qualified person for the position.

13.5 Tenure

Board members currently serve upon appointment by Chief and Council and although they may serve a minimum period (between Band elections), they could serve indefinitely providing they received continued support from each newly elected Chief and Council.

Conversely, the reality exists, albeit unlikely, that the entire STP Board could change subsequent to any round of Band elections. If this were to happen in a period of a year or so, it could have a drastic effect on the governance role the Board plays. The related loss of experienced and knowledgeable members removes any opportunity of mentorship and coaching of incoming members, creating the steepest of learning curves.

Municipal Board members, under the *Police Act*, serve a maximum of 6 years through subsequent one, two and three year appointments. Subsequent appointments are based on member performance and contribution to the Boards' mandate. This allows for a graduated turnover of Board members during a six

year period while still maintaining the necessary corporate knowledge, experience and an effective governance body.

In the case of STPB members, it would be appropriate to seriously consider the length of appointments that could be based on a two or three year minimum term (dependent on the election cycle in each Community), and an eight year maximum term.

Implementing a maximum term of eight years is appropriate given the limited population in many of the Communities and would allow for time to identify and prepare future Board members.

13.6 Board Independence

The concept of a governing Police Board is to separate governments and councils from interfering with police operations, therefore putting them at arms length from one and other. This carries on at the Board level where they have an administrative role to fulfill in establishing policy and direction for the police service to ensure its efficient and effective operation. The Board, however, cannot interfere with the day-to-day operations of the service and, with the exception of the Chief Officer, they cannot direct police members under any circumstances.

In establishing policy and direction to the police service, Board members require the confidence of their Chief and Council to make decisions affecting the police service to their collective Communities. It is believed the Board does have such support from the Stl'atl'imx Nation Chiefs.

Given that the Board is entering a period of change and rebuilding of the STPS, they require the ongoing support of the Stl'atl'imx Nation Chiefs in fulfilling their responsibilities under section 4 of the Stl'atl'imx Police Board Charter.

13.7 Board Committees

The Board has a number of committees that assist it in carrying out its responsibilities (i.e. policy, finance, personnel, etc.).

Considering the matter of Board effectiveness and independence outlined above, there may be value in considering the creation of an *executive committee* to specifically address and implement the strategic issues that flow from this Review process.

The executive committee could be comprised of the Chair and Vice Chair, two members at large, and the STPS Chief Officer, with equitable representation from both Northern and Southern Communities.

The executive committee would function as other committees but with a broader, rather than specific, mandate, based on the strategic issues being addressed. The executive committee would provide a leadership role in addressing the key issues to support a sustainable STPS and would report to, and require the support of, the full Board prior to implementing any initiative.

The executive committee would provide for a less cumbersome and more efficient process to address the recommended solutions following this Review.

13.8 Governance – Recommended Solutions

Immediate action:

- The STPB must refocus on its governance responsibilities as laid out in section 4 of the Stl'atl'imx Police Board Charter
- The STPB to create an Executive Committee comprised of the Chair, Vice Chair, two members at large and the Chief of Police, to address and implement the strategic initiatives flowing from this Review

Subsequent activity:

- The province to make available training for the STPB on their responsibilities under section 4 of the Charter and other related training and orientation sessions, as required
- The province to develop and provide a list of desired (non mandatory) competencies to assist in the Board member selection process - approved by the Board and supported by the Stl'atl'imx Nation Chiefs
- Implement a minimum two year and maximum eight year period of appointment for Board members
- Design and implement a staggered transition for new Board members

14. Training

14.1 Serving STPS Officers

All existing STPS officers have been fully trained and certified at the Police Academy, Justice Institute of BC, to provincial policing standards in British Columbia pursuant to the Training Regulations to the *Police Act*.

All STPS officers, depending on length of service, are either Qualified (upon Block III graduation) or Certified (upon completing Block IV or V training) Municipal Police Officers under the *Act*.

14.2 Basic Training

Currently all new STPS recruits attend the JIBC, Police Academy, and questions have arisen on how this program, designed to train independent municipal officers operating in an urban environment, prepares STPS recruits to police in a remote rural environment where resources and support may be hours, and not minutes, away. Although 90% of the learning is likely transferable between urban and rural environments, there may be gaps that can be addressed through other training programs.

One other significant issue is that the STPS recruit currently trains with officers from independent municipal police agencies, officers they will never work with in the field unless assigned to an integrated policing unit.

Given that the STPS polices a jurisdiction surrounded by RCMP detachments and the provincial force, training at the RCMP depot in Regina may be more appropriate for new STPS officers.

Training at Depot has several potential advantages:

- STPS officers will train closely with RCMP officers, who police all surrounding jurisdictions
- they will be trained to the same, and not equivalent, standards
- they will build a solid understanding of the RCMP, its policy and operational practices
- it will assist to build a better working relationship between the STPS and the RCMP

- it will minimize the lure of urban policing with BC's municipal departments
- it will limit the potential for 'poaching' by those same municipal departments; and
- intake at Depot is weekly, whereas intake at the JIBC is limited three to five times annually

14.3 First Nations Cultural Training

From a cultural perspective, the STPS can develop an on-site training program with the assistance of internal and external First Nations peoples, organizations and training agencies to supplement the basic training program.

There is, in fact, a Stl'atl'imx Nation cultural training program under development. STPS civilian staff Kathy Doss has taken on this responsibility. In collaboration with Constable Jennifer Collins, Quesnel RCMP, First Nations Policing, Kathy has developed a four day Cultural Program under the draft title of *Empowering Inner Energy In Unity with Stl'atl'imx Culture – Traditional Values and Spiritual Awareness*. Refer to Appendix 'E' for a draft overview of the cultural training program.

This program, if given the opportunity to be fully developed, could be mandatory for all Stl'atl'imx members and staff, and Limited Duration Postings to the STPS, as well as being offered to all RCMP officers in detachments adjacent to the Stl'atl'imx Nation. Invitations for participation could also be extended to judges, lawyers, social workers and others who interact with the Stl'atl'imx Nation in the course of their work.

14.4 In-Service Training

In-service training for both sworn and civilian staff is currently provided through the RCMP's Pacific Regional Training Centre (PRTC), as well as available courses from the JIBC, Police Academy. The PRTC can also assist with annual qualification and re-certification of sworn members on firearms, force options and other specific needs.

The STPS should continue seeking in-service courses at either facility, dependent on their training needs.

14.5 Training – Recommended Solutions

Immediate action:

- Redirect all new STPS members to attend cadet training at RCMP Depot in Regina
- Confirm the arrangement with PRTC for in-service and recertification training programs

Subsequent activity:

- Complete development and implement the cultural training program specific to Stl'atl'imx Nation
- Develop and implement a personal, professional and career development plan for each Stl'atl'imx Tribal Police Service member and civilian staff

15. Development of a 5 year Strategic Plan

To address the key issues that have been confirmed as still outstanding, and to provide direction and guidance for the STPS, the Board needs to engage itself and its stakeholders in the development of a 5 year strategic plan.

The plan will reaffirm or renew the organizational vision, mission and values, and provide clear goals and objectives to carry the police service forward in a positive way.

A considerable amount of the work and findings from this Review would be applicable in the development of such a strategic plan. It will also be the basis for creating a detailed implementation plan for each key issue still to be addressed, such as the matter of recruiting and retention, and the development of administrative policy.

Proper strategic planning takes time and effort and requires input from a variety of stakeholders, including the Communities, STPS members and staff, and others. The plan will provide a road map for the STPS over the next 5 years, guide future decisions, and inform the Communities served of your values and commitment to their service.

This process is a necessary function of success for the STPS.

15.1 Development of a 5 year Strategic Plan – Recommended Solutions

Immediate action:

- The STPB to initiate a 5 year strategic planning process before the end of 2007, or sooner

16. Concluding Statement

This Review has covered a considerable number of issues over the past six weeks, all of which require resolution, and many of which are a priority and demand immediate attention.

None of these issues are beyond resolution and can be achieved through the dedication and determination of all stakeholders at the table.

It will require leadership and tenacity on the part of the Stl'atl'imx Tribal Police Board who, in collaboration with all stakeholders, are key to acceptance and implementation of the recommended solutions flowing from this Review.

Future vision for the STPS

It is a desired goal of the Board to build an organization that will provide a unique police service to provide a safe and secure environment for all Stl'atl'imx Nation communities and that will be a model for other First Nations communities to follow.

First Nations culture, tradition and celebration will play a significant role in developing such a unique policing organization. It is a lofty goal, but not one that is beyond the reach of dedicated and committed Board members.

Achieving this vision means addressing and finding solutions to all of the outstanding key issues facing the Stl'atl'imx Tribal Police Service.

A number of issues were discussed that were outside the scope and urgency of this Review, one of which was the concept of a tiered policing model that would be inclusive of Community Safety Officers, Peacekeepers and Watchmen. Given the remoteness of some of the Stl'atl'imx Nation Communities and the desire for a policing service, this is worthy of discussion and possibly at a strategic planning level for future consideration.

Appendix 'A'

Key Issues identified in the 2005 STPS Inspection Report

Service to Communities

- Unsatisfactory service response
- Lack of effective police presence
- Disconnect between preferred policing priorities and service received
- Lack of proactive policing
- Lack of communication with the communities
- Lack of community input into crime policing strategies
- Lack of knowledge of STPS jurisdictional boundary by regional dispatchers

Structural and Administration

- Funding
- Leadership (Chief of Police)
- Lack of written policy and procedure
- STPS – RCMP Protocol Agreement
- Inadequate staffing levels
- Lack of effective supervision
- Recruiting and retention
- Weapons inspection and re-certification
- Sub standard facilities
- Board governance and direction to the Chief
- No Strategic Planning process

Operational Policing

- Limited integration between STPS offices
- Lack of analysis resulting in poor allocation of limited resources
- Quality of investigations and follow up
- Inconsistencies in officer discretion
- Lack of alternate communication tools (cell phones, etc.)
- Inadequate referrals and coordination with Victim Services
- Lack of in-service training
- Lack of career advancement
- Absence of performance evaluations
- Little or no career development opportunities
- Limited time away from the job

Appendix 'B'

Key Issues still outstanding as confirmed by this Review

Each of the following Key Issues should be addressed in a detailed Work Plan that could be included in, and form the strategic goals and objectives of, a future strategic planning process.

Service to Communities

- Enhance service response
- Provide visual police presence
- Create a link between the policing priorities and service delivered
- Practice proactive policing initiatives
- Increase communication with the communities
- Seek community input into crime reduction strategies
- Educate all parties to STPS jurisdictional boundaries

Structural and Administration

- Streamline the funding process
- Develop a process to select a Chief of Police
- Mitigate risk through effective policy and procedure
- Create annual internal audit and review processes
- Develop STPS – RCMP Service Agreement
- Provide for effective supervision of sworn and non-sworn staff
- Develop a recruiting and retention strategy
- Address staffing vacancies
- Review the STPS compensation plan
- Address facilities issues
- Provide training on Board governance
- Implement a Strategic Planning process

Operational Policing

- Implement integration initiatives between STPS offices
- Lack of analysis resulting in poor allocation of limited resources
- Enhance investigative quality and timely follow up
- Deliver a workshop on officer discretion
- Implement in-service training programs
- Provide opportunity for career advancement through personal development opportunities
- Develop and implement effective performance evaluations
- Create opportunities for career and personal development
- Introduce deployment initiatives to minimize overtime and call out

Appendix 'C'

Literature Review

References:

- St'atl'imx Tribal Police Service – Inspection – Final Report, Police Services Division, Dec. 2, 2005
- Police Services Division briefing notes
- Order of the Lieutenant Governor in Council; Order No. 1548, Nov. 17, 1999 – Consent to establish the St'atl'imx Tribal Police Service
- St'atl'imx Tribal Police Service Regulation
- St'atl'imx Tribal Police Service Operations Regulations
- St'atl'imx Tribal Police Board Charter
- Protocol between the St'atl'imx Tribal Police Board and the RCMP "E" Division
- St'atl'imx Tribal Police Board Strategic Plan 2005 – 2007
- St'atl'imx Tribal Police Service Annual Report (April 2006 – March 2007)
- St'atl'imx Tribal Police – Response to 2005 Provincial Audit (A/Chief Ray Bernoties, Jan 18, 2006 [2007])
- St'atl'imx Tribal Police (Draft) Community Service Agreement
- St'atl'imx Tribal Police Service Agreement, 2006 – 2011 (Draft)
- St'atl'imx Tribal Police Resource Review (DRAFT report for discussion only) – E Division Operations Strategy Branch, RCMP
- St'atl'imx Tribal Police Service, official web site
- Cultural Program: Empowering Inner Energy In Unity with St'at'imc Culture – Traditional Values and Spiritual Awareness

Appendix 'D'

List of Participants

The following Individuals participated in this Review process as part of the 'Working Group' or part of the larger stakeholder groups involved

Stl'atl'imx Tribal Police Board:

Rebecca Barley, Chair, Anderson Lake – N'Quatqua
Norm Leech, Vice Chair, Lillooet – T'it'q'et
Carolyn Ward, Mount Currie - Lil'wat
Gabe Williams, Skatin
Margaret Aleck, Pavilion – Ts'kw'aylacw
Maureen Weyhe, Douglas/Tipella - Xa'xtsa7
Pauline Michell, Fountain – Xaxli'p
Sylvia Shanoss, Samahquam
Trudy Redan, Cayoose Creek – Sekw'el'was
Wendy Parker – Board coordinator

Stl'atl'imx Tribal Police Service:

Marshall Seniuk, Chief Constable
Bob Madrigga, administrator
Debra Doss-Cody, sworn member
Mike Leo, sworn member
Cheryl Simpkin, sworn member
Loenard Issac, sworn member
Dale Austinson, sworn member
Tyrone Wilton, sworn member

Kathy Doss, administrative support
Tammy Wallace, administrative support
Minnie Joseph, administrative support
Wendy Parker, office manager
Jude Manahan, finance administrator

Stl'atl'imx Chief's Council:

Chief Garry John, Seton Lake – Chalath

Stl'atl'imx Nation:

Douglas/Tipella - Xa'xtsa7

Rebecca Peters - Band Manager
Barbara Peters – Council

Mount Currie - Lil'wat

Chief Leonard Andrew

Anderson Lake - N'Quatqua

Chief Harry O'Donaghey
Julie Thevarge – Council

Samahquam

Chief Keith Smith
William Schneider - Council
Malcolm Smith - Council
Raymond Pierre - Band Manager

Skatin

Geneva Quipp - Administrative Assitant
Sylvester Sam - Member (previous STP Board Rep)
Amelia Smith - Community Health Representative
Geraldine Charlie – member

Pavilion - Ts'kw'aylaxw

Larry Ormandy – Administrator

Police Services Division, Ministry of Public Safety and Solicitor General

Sandra Sajko, Executive Director
Bob Cole, Senior Program Manager
Mike Thomson, Senior Program Manager
Peggy McLeod, Finance Manager

Canada:

Dennis Flewelling, Public Safety Canada

RCMP:

Assistant Commissioner Peter German, LMD Region
Supt. Byron Boucher, Assist. Deputy Criminal Operations Officer - Contract
Inspector Norm McPhail, OIC Sea to Sky Regional Police Services
Cpl. Paul Vadik, Pemberton Detachment RCMP

Appendix 'E'

Cultural Training Program

St'atl'imx Tribal Police

'Draft'

Empowering Inner Energy In Unity with St'at'imc Culture - Traditional Values and Spiritual Awareness

Participant Directive

The St'atl'imx Tribal Police and those Associated with this curriculum:

- Acknowledge that each person has his/her own Traditional Values and Spiritual Beliefs.
- Are prepared to expose each individual to a unique two-day hands on Cultural and Spiritual teaching that will enhance the participant's First Nations Cultural awareness from a St'at'imc point of view.
- Anticipate that each participant will abstain from the consumption of alcoholic beverages during and at least two-days prior to the beginning of this program.
- Agree that each participant will have each individual's best interest at heart and the participant will not be obliged to take part in any event they are not comfortable with.
- Ask that each individual have an 'Open Mind' during the process of these teachings.

St'atl'imx Tribal Police

Culture & Traditional Information

Tobacco:

In general the documented material collected below summarizes a portion of what tobacco is used for by St'at'imc People.

- ❑ Tobacco is utilized as an instrument to send prayers to the Creator.
- ❑ Tobacco is considered the means of access to opening doors for people who require assistance of a Spiritual Helper or Hand Drummers.
- ❑ At times a person may want their home cleaned when they feel there is a wondering Spirit in their house.
- ❑ If someone wants to invite someone to handdrum for them at an event they will offer the Handdrummer tobacco.
- ❑ Prayers, in which an offering is made to the Creator while someone is saying a prayer.
- ❑ Sweats, before, during and after or added to bundles or ties.
- ❑ Sacred Fires, in which only tobacco or other medicines are added.
- ❑ Food Offerings, tobacco is added to a plate of food been offered to the Ancestors or to feed people in the Spirit Land or to the Creator.
- ❑ Plant Gathering, while in prayer tobacco is offered to the four directions (East – South – West – North), Mother Earth and Grandfather sky. Also to indicate that the plants been picked will be used in a good way.
- ❑ While collecting Medicine from Mother Earth – Sage – Cedar – Juniper – Mullein to be used as a tool for Spiritual people or anyone who utilizes a Smudge Bowl.

Sweat Lodge:

The material documented below summarizes a small part of why Sweats are held; what happens before, during and after a Sweat; and how or where Sweat Lodges are built.

To receive more detailed information on what the significance of a Sweat is and the Sweat Lodge the participant should speak directly with a Sweat Lodge Keeper

- ❑ Those interested in taking part in a Sweat will require flip-flops, a large towel and shorts for men and dresses or skirts for the ladies.
- ❑ The Sweat Lodge is a dome shaped structure with one opening for the door.
- ❑ The dome is covered with layers of material such as tarps and blankets and is airtight.
- ❑ In the middle of this structure there is a circle dug out of the ground or enclosed with rocks or has both.
- ❑ The floor is of Mother Earth and may or may not be covered with cedar/pine/juniper boughs and blankets.
- ❑ Usually there are four (4) rounds in the Sweat House and depending on the Sweat Lodge Keeper there may or may not be a break between each round in which the person can leave the Sweat Lodge for a short period of time.
- ❑ The person hosting the Sweat may have someone there as a Firekeeper.
- ❑ The person nearest to the door is usually the doorkeeper and sometimes the Firekeeper is also the doorkeeper.
- ❑ There are Sweats held for different occasions. Some might be to send prayers for a person who is ill – a Medicine Sweat – To call the Ancestors to join the people to attend an Event like a Pow wow or to send the Ancestors back home after a Pow Wow.
- ❑ Sweats are held to purify and cleanse oneself and return to the core of the Womb of Mother Earth.

Traditional Foods:

Salmon:

- Salmon is the main Food source for the St'at'imc People. The People of the St'at'imc harvest their main food source during early spring to early fall beginning with the Spring Salmon to Sockeye Salmon.
- The Salmon is harvested at certain locations along the Fraser River and Fish Camps are set up each year by families of the St'at'imc and sometimes other Tribes who have permission to fish at these Fish Camps.
- Locations of St'at'imc Fishing grounds are:
 - Tw'kw'aylacw:
 - Xaxli'p: 10/11 Mile – Magosh Rock – Scetl' (6 Mile) – Ts'iw't (3 Mile)
 - T'it'q'et: Old Bridge to Texas Creek Area on both sides of the River
 - Xwisten: Mouth of Bridge River Bridge to Gregory James Fish Rock
 - Sekw'el'was: Have one area near Riley Creek
- Wind Dried Salmon: Salmon are caught fresh then de-boned, cut to the skin in strips and hung on a rack to dry. Depending on the weather it may take about 7 – 10 days to completely dry salmon.
- Canned Salmon: Most families can salmon in a Pressure cooker to avoid bacteria. Salmon is canned by the dozens and used throughout the Winter months.
- Salted Salmon: People usually use Course Sale and layer fillet salmon in layers in a bucket with each layer covered completely by salt. This is also a Winter food source.
- Frozen Salmon: Most families preserve most of the salmon by freezing the Homka7 (head) and quna7 (roe) and sometimes fins for soup. The rest of the salmon is cut into steaks or roasts and sometimes left whole to freeze.

Deer Meat:

- The St'at'imc people have traditional hunting areas which they utilize year around. Hunters go out to hunt to help families in need such as for funerals and also for large upcoming Gatherings of the people.

Hooshum (Soap Berry Juice):

- In late June to Mid-August people have traditional areas in St'at'imc Country in which they pick these berries. The berries are very small and it is time consuming and takes a lot of work. Once the berries are collected they are cleaned, squeezed and cooked until concentrated enough to process for preserving.
- When the Berries are fresh some people enjoy a bowl of fresh Homemade Indian Ice cream. The fresh berries are put into a bowl, squished with a fork and whipped up with an egg beater until stiff like whipped cream and sugar is added for taste.

Hackwa (Cowsnip):

- Hackwa is Cowsnip which is picked by the St'at'imc People in early June to mid-July and requires swampy areas to grow. Most people in St'at'imc Country pick Hackwa near the Duffy Lake Road in the higher areas and it grows in abundance in this area. Hackwa also grows in Fountain Valley near the 3rd Lake or Fish Lake. The people use Hackwa like celery and it is eaten fresh or sometimes preserved for Winter months. Hackwa can be added to soups, stews, stirfry or with added to ground beef or bacon.

Indian Tea:

Most people in St'at'imc who know of this herbal tea remedy call it Indian tea but in a sense it is a large variety of plants picked beginning in early spring to first frost. Some

May or may not include samples of the listed items:

Salmon – Deer Meat – Dried Salmon – Soap Berry Juice – Hackwa – Indian Tea – Bannock – Canned or Frozen goods – If in season Fresh Berries, Fresh Salmon, etc.

Six Colours:

Yellow – Black – Red – White – Blue - Green

Pit House Sites:

Locations where homes were built by our Ancestors

Historic Sites:

Sites that include Rocks painted etc.

Hand drum:

Explanation of the meaning of drum – why and how it is used

Honour Songs:

Each song can be an honour song – depends on the occasion

Smudging:

With a mixture of traditional medicines how and why one would cleanse themselves

Personal cleansing w/Spiritual Helpers:

One or two people can cleanse a person – Usually by request and the Helper will begin by asking the person to close their eyes and sweep off any bad or troubled feelings they might have beginning with the front of each person then the sides and the back. The Helper will then go around each side again and put back energy collected from Mother Earth back into the person.

Cleansing/Cleaning Houses w/ Spiritual Helpers:

Is done before a gathering or before and after a funeral or if there is Spirits roaming the house and is becoming visible or dangerous to a person and their family.

St'at'imc Language w/St'at'imc Chief or Elder:

Uxwalmixw means the people of the land. The St'at'imc people in their language are called Ucwalmixw. The St'at'imc are proud of their traditional heritage, traditional lands and traditional language.

St'at'imc Politics w/St'at'imc Chiefs:

Discuss the struggles with dealing with Governments or other agencies like Loggers, Minors, BC Hydro or CN Rail.

Community Structures w/St'at'imc Chiefs

How each Community operators under the Department of Indian and Northern Affairs (INAC) and CMHC and other Governments and are expected to deliver Programs to the Community. Programs such as Social Assistance, Education – Health – Housing.

Traditional Food Gathering:

Salmon is the main food source for the people of this area. Other food gathering is hunting and berry picking. Because of the high cost of living many families are returning to growing their own gardens. Many people preserve foods by canning fruit, vegetables, deer or moose meat and Salmon.

Traditional Smudge Gathering:

The most common medicine used by Spiritual people is Sage, Cedar and juniper. Helpers will trade for Sweetgrass and also use these in their smudge bowl. Everything is in fours and if a smudge is to be used they will put in 4 pinches – 8 – 16 – or 32 pinches.

Traditional Herbal Gathering:

Some people pick herbal teas and some people use these items for medicinal purposes. Some pick to enjoy the taste these herbs bring.

Observation of Tools used by Spiritual Helpers:

- Eagle Feathers
- Eagle Fans
- Sweetgrass
- Sage
- Cedar
- Juniper
- Smudge Bowls
- Matches
- Buckskin
- Covers
- Mullein
- Bandanas
- Tobacco

Meeting & Speaking w/Elders:

Most Elders today are open to sitting down and talking with people and it can be a lengthy discussion as it takes time and Elders do not rush these talks.

Spirit Gathering:

If a tragic death occurs Spiritual Helpers and some Elders believe that the person who passed away left their spirit at that sight. Spiritual Helpers attend the area and collect that spirit and bring the spirit with them to either the body if there is still a Funeral process taking place or the person who passed gravesite.

St'at'imc Cultural Training Program **Course Outline**

Day 1

Arrival to St'at'imc Nation

Participants are expected to arrive between 1200 hours-1600 hours. Participants will be directed to the St'atl'imx Tribal Police office where they will be met by Kathy DOSS. Accommodations will be arranged at Xaxli'p at the former treatment centre housing. Participants should bring:

- bedding- sleeping bag and pillow
- clothes for a sweat- shorts and a t shirt or tank top
- towels
- slippers
- comfortable clothing for walking
- no walkmans, discmans, IPODs, laptops etc
- tobacco for offerings
- no alcohol is permitted

Day one is a chance for all of the participants to get acquainted with one another and with the staff at the STP and camp. Dinner that night will be hosted that night by the community. Dinner will be a traditional meal including items such as bannock, fish, soups etc. Participants will be introduced to the community and will have the opportunity to participate in songs, drumming and dancing.

Day 2

Breakfast- breakfast will be supplied by the staff at the camp. Participants will however be expected to assist in the clean up and help out with the coffee etc.

Smudging and Prayers- each morning will start with a smudge and prayers. The first morning the smudging process will be explained and demonstrated to the participants. Participants will receive an explanation about the smudge including the purpose, and the contents of the smudge bowl.

Stories and Tales- at this time, the participants will have the opportunity to have an elder speak to them about various topics or to tell them a story of their choosing.

Morning Discussion- the discussion periods will be open and interactive. All opinions will be respected and discussion should be productive. Participants will be seated in a circle to keep the conversation intimate, and are encouraged to keep an open mind and be respectful of the circle. Topics of the morning discussion period will include:

- **Culture- Facilitator lead**

This discussion will be a chance for the facilitator to introduce the participants to the customs and traditions of the St'at'imc First Nations.

- **History- Facilitator lead**

This discussion will be a brief history lesson on a timeline of events leading to the arrival of the white man in this region and the impacts that followed same.

- **Current Affairs- Facilitator lead**

This discussion will touch on current affairs that are affecting the region. Such topics will include: land claims, the proposal for the development of a ski resort in the area, blockades and the impact that such topics have on both the environment and the people in the region (Aboriginal and Non Aboriginal).

Lunch- Lunch will be provided by the camp staff, and again, participants are encouraged to assist where required.

Nature Walk and Gathering- This is a time to get outside and be exposed to the different plants in the region that are used in smudges and traditional ceremonies. Participants will be taught to identify the plants, and shown how to gather the plants in a respectful manner so that they can build their collection for smudges.

Afternoon Discussion- at this time, participants will be able to ask questions or continue with the discussions from the morning for a brief period of time. After this, the facilitator will introduce the participants to the Spiritual Helper, who will explain what a sweat is and prepare the participants for the sweat that will follow.

Spiritual Helper- the Spiritual Helper will address the participants and explain the purpose of a sweat, how a sweat house is made, what it is made of, what is used in the sweat, the meaning of the rounds, the process, and who should not participate and why. This will be a chance for the participants to ask questions and to become familiar with the procedures of the sweat prior to entry.

Sweat- participants will have the opportunity to participate in a sweat.

Dinner- dinner will again be provided by the camp staff.

Play time- participants will be shown how to do bead work on their own medicine pouches, or how to paint on the pouches. Games and rest and relaxation time. This is also a chance for open discussion in groups. Participants will also draw names in a secret ballot for the Naming Ceremony at the end of the camp.

Day 3

Breakfast- as provided by the camp staff

Smudging and Prayers- as mentioned previously, each morning will begin with a smudging and prayer. This is also an opportunity for participants to “check in” and discuss how they are feeling after the days events from yesterday.

Stories and tales- this will be another opportunity for an elder to address the participants how they see fit.

Morning Discussion- Topics of the morning discussion will include:

1. Canadian Government and Aboriginal Peoples- Facilitator lead
This topic will cover the Government and how Canadian Laws affect Aboriginal Peoples. Subject matter of land claims, treaties and acts will be addressed. Participants will receive an explanation regarding the Indian Act, and learn how the Government classifies persons as status or non status.
2. Residential and Mission Schools- Facilitator lead
This topic will include videos of the residential schools, and if available, possibly this topic can be facilitated by a residential school survivor. Participants will be introduced to the importance of family and the traditional roles of family in the First Nations communities, and experience through a demonstration why residential schools had such an impact on the family make up. Participants will also be exposed to the reality that residential schools did not shut down until the 1980s have the chance to examine their own views on the fact that the persons that they may be dealing with on a regular basis in their communities are possibly residential school survivors themselves. Open discussion is encouraged.

Lunch- as provided by the camp staff

Afternoon Discussion- Topics of the afternoon discussion include:

1. The Justice System- Presentation from the St'at'imc Restorative Justice Project Corporation. Participants will receive facilitation from the St'at'imc RJ group and hear how the corporation came to be, how restorative justice is working in their communities, and what types of files and cases they are seeing, and how the participants can encourage the use of restorative justice in their communities at home.
2. Your community- this will be a chance to bring it all back home. Discussion will consist of how to become involved in the First Nations communities in each of the home towns of the participants, and how to encourage proactive police involvement. Historically many First Nations communities and the RCMP have not had a great working relationship, and this time will be a chance for participants to brainstorm ideas about how they can work on rebuilding partnerships and relations with the First Nations communities in their regions. One of the purposes of this component of the training is to encourage and promote members of the RCMP to become active in their First Nations communities and supply

them with tools and strategies on how to rebuild the trust and the communications with the Aboriginal people in their home towns, and to encourage members to want to work with Aboriginal people.

Dinner- as provided by the camp staff

Bonfire- this will be a community event in which the participants, the community members, and anyone who wants to can come and enjoy songs, drumming and stories around a camp fire.

Day 4

Departure day- this will be a half day to allow for loose ends to be cleared up and for closure.

Breakfast- as per the camp staff

Smudging and Prayers- this will again, be an opportunity for participants to “check in” and share their experiences and possibly how and if their “perceptions” have changed in the last couple of days.

Naming Ceremony- At this time, the participants will share the name that they drew from day one. Each participant will now give that other member of the group their “Indian Name” based on what they have learned about the person in the last couple of days.

Open Discussion and Comments- this is an opportunity for the participants to share how they felt about the camp, openly share or write down comments on the camp, and to continue with questions and or discussions from the previous days that they would like to revisit and clarify.

Closing Prayer

Departures

Notes:

- it is suggested that the location of the camp be at a remote place, and that all of the members be able to be at the same location. Ideally this would be a small lodging spot, with single or double rooms for the participants to share. The idea is that each member is exposed to the camp and removed from the distractions of the outside world, and encouraged to mix and converse with members of the staff and participants on the course about course content etc. This is also the reason that no electronics, or alcohol be permitted. This should be a location free from those distractions.

- each session should be intimate in size. A maximum of 8-10 participants per training.
- with 8 participants, it is expected that there will likely be the following staffing requirements:
 - one camp coordinator that will be the main facilitator and organizer
 - a second facilitator to assist with the coordinator
 - a representative from the restorative justice corporation to do the presentation on the third day
 - at least one elder that would be willing to participate in the mornings for stories
 - a Spiritual Helper that would be the sweat keeper and assist with the gathering on the nature walk
 - one or two volunteers to assist with the arts and crafts
 - one camp cook to feed the participants and the facilitation team
 - community participation for the welcoming dinner and the bonfire.
- some of the supplies that would be required include:
 - food for three breakfasts, two lunches, two dinners at the camp and then the welcoming dinner, snacks and beverages
 - medicine pouches for 8 and beads for the beadwork
 - art supplies
 - games
 - extra bedding for those that have forgotten
 - extra towels and linens
 - cutlery and dishes
 - cooking pots and pans and supplies as required as per the pre designed menu
 - tobacco and offerings for those that assisted in the prep work and volunteered their time and resources
 - accommodations
 - paper bags and knives for gathering the plants
 - handouts for after the training
- cost of the training would have to be determined once an outline for a budget was completed and accommodations and rental rate examined and approved.
- facilitators and content of the topics of discussion would have to be picked and researched for accuracy. Persons with excellent knowledge and mastery of same should be chosen as the facilitators for that particular topic of discussion.