

# RCMP FNCPS Review

[A review of the First Nation Community Police Service in British Columbia for Canada, the province of BC and the CTA Steering Committee]

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## List of Abbreviations

ACCP	Aboriginal Community Constable Program
APP	Annual Performance Plan
APS	Aboriginal Policing Services
CCG	Community Consultative Group
COAAC	Commanding Officer's Aboriginal Advisory Committee
CTA	Community Tripartite Agreement
FN	First Nation
FNC	First Nations Community
FNCPS	First Nations Community Policing Service
FNPP	First Nations Policing Policy
LOE	Letter of Expectation
NCO	Non Commissioned Officer
OIC	Officer in Charge
PPSA	Provincial Police Service Agreement
RCMP	Royal Canadian Mounted Police

## Executive Summary

This report was commissioned by Canada and the province of British Columbia, with the support of the provincial Community Tripartite Agreement (CTA) Steering Committee, as a requirement to conduct a review of the RCMP First Nation Community Policing Service (FNCPS) delivered in BC.

Since the introduction of the FNCPS to British Columbia, 44 CTAs have been signed and are in place in covering 101 First Nation Communities (FNCs). Currently, there are 91 RCMP positions assigned to provide the FNCPS under the 44 CTAs.

The FNCPS is intended to provide community policing services that are culturally sensitive and responsive to the particular needs of the FNCs and that enhance the level of policing services normally provided under the *Provincial Police Service Agreement (PPSA)*.

This Review has taken a broad look at CTAs and the FNCPS across the province and identified general themes and issues that arose in the process that included *regional focus groups*, a *survey* and a *document review*. The themes and issues that were raised during the first focus group were confirmed in various ways at subsequent dialogue sessions and also by responses from the FNCPS survey. These findings form the basis of this report

Specific First Nation Communities or RCMP Detachments are not identified in this report. Components of the CTA and the FNCPS are discussed in general terms to describe what is working, the success indicators, the gaps and challenges, and the potential solutions available to enhance the sustainability of the FNCPS to provide dedicated policing services to FNCs as intended by the *First Nations Policing Policy (FNPP)* and the *Framework Agreement for the RCMP FNCPS in the Province of British Columbia*.

The FNCPS is working and in some cases, working very well. However, this is not the case in every First Nations Community in the province. Although many positive factors have been identified throughout this Review the FNCPS is still a work in progress with a number of issues to be addressed if it is to continue to meet its intended goals and provide a culturally sensitive policing service to all FNCs in the province that are signed to a CTA.

The following provides an overview of the findings of the FNCPS Review, including *issues* that were identified and *suggested approaches* to address those issues.

### ***RCMP-FNC Relationships***

The RCMP and FNCs are experiencing better relationships than ever before and this, in part, can be attributed to the implementation of the FNCPS. Approximately 75% of survey respondents report that the FNC-RCMP relationships are *better* or *much better* since the introduction of the FNCPS and approximately 92% report that the current relationship is *workable* or *better*.

It was stated at every focus group that increased RCMP presence, visibility and active involvement in the FNC has contributed to the better relationships being experienced today.

Although relationships have improved there are still challenges and the level of relationships can vary widely from community to community. The challenges to building better relationships are no more difficult than in the remote and isolated FNCs that are hours away by often impassable roads, or only accessible by air and/or sea and then only in good weather.

FNC-RCMP relationships are at their strongest between the assigned FNCPS member(s) and the FNC, and not at the detachment level. As a result, Detachment Commanders need to become more involved in building and maintaining meaningful relationships with their FNCs.

The North District RCMP detachments appear to have more significant relationships at the detachment level than detachments in the rest of the province. This may be attributed to the fact that much of the North District policing is primarily to FNCs, whereas in the more populated areas of the province Detachment Commanders have other non FNC demands on their time.

A factor that impacts the development of building long term relationships is the significant turnover that is experienced in the FNCPS and the FNC leadership on a predominantly two year cycle. The reality is that up to 50% annually of those involved in one way or another with the FNCPS could be new resources. This volume of turnover makes it difficult to develop and maintain long term relationships.

However, under the current circumstances, relationships are better than historic norms and the challenge is to continue strengthening and maintaining those relationships.

**ISSUE: Building, maintaining and strengthening transparent, stronger and sustainable relationships between the RCMP and FNCs.**

**SUGGESTED APPROACHES:**

- a. RCMP Detachment Commanders responsible for the delivery of policing services to First Nation Communities ensure increased RCMP presence, visibility and involvement in the First Nation Community, including attending cultural and traditional events.
- b. The RCMP Aboriginal Policing Services (APS) continue working with Detachment Commanders and Supervisors, Aboriginal Advisory NCOs and the FNCPS members to ensure that RCMP-FNC relationships are being developed and maintained *at all levels* within the detachment.
- c. The RCMP Aboriginal Policing Services identify and elaborate on various methods of communication between the RCMP and the FNC and to monitor for application and accountability at the detachment level.
- d. Individual FNC leadership review and communicate their continuing desire and support for increased presence, communication and involvement of RCMP members in the community, on a regular basis.

- e. The FNC Chief and Council consider implementing a Band Council Resolution to ensure the continuity and sustainability of the community's police liaison (CCG or alternate) through the period of Band elections.
- f. The RCMP consider an increase in the length of Limited Duration Postings for FNCPS members to any one FNC in support of developing longer term and meaningful relationships.
- g. The provincial CTA Steering Committee and the Commanding Officer's Aboriginal Advisory Committee (COAAC) provide leadership and guidance on the application of policy, processes and communication initiatives to support the continued development and maintenance of RCMP-FNC relationships.
- h. The 4<sup>th</sup> Joint Conference on First Nations CTA Policing in BC, scheduled for Kelowna in late 2008, provide an opportunity for dialogue and cataloguing of best practices in relationship building between the RCMP and FNCs.

### ***RCMP-FNC Communications***

It was stressed at the focus group dialogue sessions that successful communications lead to stronger relationships. The CTA creates several requirements through which the Parties need to communicate. This Review found that regular formal communications were being experienced by the majority of the participants.

In many FNCs formal meetings were being held on a regular basis. Of concern in both the focus groups and the FNCPS survey response was the number of participants who indicated that they did not know whether formal meetings took place between the parties. This may be an indicator of the lack of effective communication.

In some circumstances meetings were held on an as required basis and appear to be 'issue driven' and reactive at best, thereby reducing the capacity to deal with community issues in a proactive manner.

There was a significant amount of informal communication and meetings taking place that were seen as more productive than formal meetings. Although informal meetings are vital to maintaining and strengthening relationships, they must complement and support formal communications in attaining the overall goals of the FNCPS and cannot become the default standard for face to face communications between the RCMP and the FNC.

With regard to the overall satisfaction of current communications between the RCMP and the FNCs, there is some disparity between the survey responses. 58% of FNC respondents reported they were not satisfied with the current method of communication, while 66% of RCMP respondents were satisfied with current communications.

However, approximately 75% of both RCMP and FNC respondents agreed that communications between the parties could be better.

The availability of alternate methods of communication was also explored and many participants reported using newsletters, email distribution lists and phone conference as supplementary to formal and informal meetings. In each of these examples, it appeared that this additional level of communication also enhanced the relationship between the RCMP and the FNC.

Communications between the RCMP and FNCs are productive and effective where they are occurring, however, this is not the experience in every case around the province. Remote and isolated communities, and FNCs with weaker relationships with the RCMP, are likely those who experience less than desirable communications.

In pursuit of better communications between the parties it is necessary for the RCMP and the FNC leadership to collaborate on establishing a regular schedule for formal face to face meetings while increasing the opportunity for informal communications and the use of other methods by which to communicate.

**ISSUE: To enhance the level of communication between the RCMP and FNCs.**

**SUGGESTED APPROACHES:**

- a. Ensure the frequency and nature of meetings is agreed to and included in the LOE and adhered to by the parties.
- b. Ensure that records are maintained and distributed in all formal meetings for review and follow-up, if necessary.
- c. Explore the use of additional methods of communication such as newsletters, email, briefings and town hall meetings, to advise the FNC members and RCMP detachment members of FNCPS activities.
- d. The RCMP and the FNC to ensure there is a balance between formal and informal methods of communication.
- e. The RCMP Aboriginal Policing Services track, record and share best practices in RCMP-FNC communications with all RCMP detachments and FNCs.

### ***Cultural Sensitivity and Awareness***

The FNCPS is intended to deliver enhanced policing services beyond the base policing provided by the provincial police service, and in a manner that is *culturally sensitive and responsive* to the FNC being served. The element of cultural sensitivity in the delivery of the police service and the Community expectations, in this regard, need to be aligned if this is to be achieved.

When asked in the focus groups if they believed they were delivering, in the case of the RCMP, or receiving, in the case of the FNC, a culturally sensitive and responsive police service there was mixed response. Similarly, in response to the same question in the FNCPS survey the response was equally divided with approximately 85% of RCMP respondents reporting that

they believed they were delivering a culturally sensitive and responsive police service, while approximately 43% of FNCs believed they were receiving such a service.

Given that each First Nation has slightly different culture and traditions, the delivery of a culturally sensitive police service is no easy task. There is no one standard approach that will ensure the inclusion of cultural sensitivity in the delivery of a police service.

There are limitations to what one can learn about First Nations culture from reading or attending training sessions. The real learning takes place through personal experience in a hands-on environment. This issue was raised in a number of focus group discussions with examples of RCMP members actively participating in FN cultural and traditional events, often on their own time.

Hands on learning is a time consuming process and not practical in all cases, however, it would be beneficial for all RCMP members engaged in FN policing. In support of this approach there is opportunity for inclusion in the sample Letter of Expectation (LOE) a clause that addresses this issue by describing *how RCMP members could actively participate and/or be involved in the life of the FNCs.*

Just as important as the RCMP members learning about FN culture and tradition, is that the FNCs need to learn and value the RCMP member's culture and tradition, both personal and organizational. This was raised at several focus group sessions by FNC representatives that they had a responsibility to learn about the FNCPS member and the RCMP as an organization as they have a joint responsibility to support the success of the FNCPS and initiate change in a positive manner.

Limited written material exists on First Nations culture and tradition, and consideration needs to be given to jointly developing orientation materials as an introductory step.

Additionally, given the difference in cultural and tradition from community to community, each FNC will likely be required to have a unique orientation and training package specific to their needs. The value in cultural orientation training at this introductory level is beneficial for new FNCPS members and a detachment's regular members to increase their knowledge and understanding of the FNC they work with.

Encouragingly, there are plans underway to enhance cultural sensitivity and understanding that will support the strengthening of relationships and sustain the FNCPS in a constructive way.

**ISSUE: Enhance the level of cultural sensitivity by the RCMP and the FNC.**

**SUGGESTED APPROACHES:**

- a. Jointly develop a FN cultural orientation information package on a community by community basis.

- b. The FNC to be involved in the development and delivery of cultural orientation training to the RCMP.
- c. Create opportunities and encourage participation by all RCMP detachment members to actively participate and be involved in the life of the FNC – and ensure that this component forms part of the LOE.
- d. Develop and provide the FNC with an orientation package on the RCMP as an organization and a bio sheet on the FNCPS member(s).
- e. Detachment Commanders to conduct an annual review and report on the involvement of RCMP members in FNC cultural and traditional events.

### ***Community Consultative Groups (CCG)***

The establishment and maintenance of Community Consultative Groups is the responsibility of the First Nation Community and appear to have been the most difficult component to put in place.

The role of the CCG upon being established is to be the *principal liaison* with the RCMP Detachment and the FNCPS member(s) to assist in determining the policing priorities of the FNC and to collaboratively seek potential solutions to community issues and concerns, among other things.

There was mixed response at focus group sessions as to whether CCG's were in place or not and in some cases individuals commented that they were not aware that a CCG was required. It did appear that some confusion existed around the creation and the role of CCG's.

Survey results supported the foregoing with approximately 43% of all respondents reporting that a CCG was in place while 43% reported that the CCG had not been established with the remainder reporting they 'didn't know'.

The challenge in most FNCs was to get community members interested in participating in the CCG from the outset. This was especially so in small communities where the same individuals volunteered on multiple committees and were stretched beyond their capacity.

Where a CCG did not exist, the default liaison for the FNCPS was Chief and Council or the Police/Justice Coordinator who, more often than not was a member of Council. Even so, political interference in the delivery of the FNCPS did not arise as a significant issue during the Review.

Where CCG's or dedicated police liaison representatives did exist, some measure of success and effectiveness seems to have been achieved.

To erase the confusion and the potential complexity of the establishment of CCG's, Review participants requested training to be delivered relative to establishing CCGs along with the CCG member's duties and responsibilities.

The role of a dedicated liaison between the FNC and the RCMP FNCPS is critical to building relationships, creating effective lines of communication, developing policing priorities and assisting the community to

address its issues and concerns. However, whether the CCG is the right vehicle for this role, in every case, is another question altogether.

Given the flexibility in the FNCPS to meet *each* FNCs specific needs and the acknowledgement that *each* FNC is different, that same flexibility needs to be applied to the concept of Community Consultative Groups.

Most, if not all, communities have council members who hold the justice or police portfolio, or have justice or public safety committees that could take on the role of the CCG and in some communities this is actually what has occurred. Other communities have identified and appointed a dedicated police liaison coordinator to work directly with the FNCPS. Seeking out existing official bodies and enhancing their role may be a viable option to the creation of an entirely new committee such as the CCG.

**ISSUE:            The creation and maintenance of CCGs or alternate FNC police liaison with the FNCPS.**

**SUGGESTED APPROACHES:**

- a. Review each FNCs capacity to establish a CCG as described in the CTA.
- b. Identify and provide alternate options to establish a police liaison for FNCs that lack the capacity to establish a CCG as described in the CTA.
- c. Develop and provide training on the intended role of the CCG (or alternate police liaison body), their duties and responsibilities.

***Letter of Expectations (LOE)***

The Letter of Expectation is a key component of the CTA that is intended to define and promote positive and cooperative working relationships between the FNC and the FNCPS. *The goal of the LOE is to ensure that FNCs receive community policing services by the FNCPS that are culturally sensitive and responsive to the particular needs of the FNC and that enhance the level of policing services normally provided by the RCMP under the PPSA.*

The LOE could/should, at a minimum, address the following:

- The expectations of the FNC concerning policing priorities and working relationships
- The agreed upon commitments regarding the level and quality of police service to be provided
- A description of how the RCMP members could actively participate/be involved in the life of the FNC
- Identify how this links to the planning process at the community level in support of community based strategic planning and integrated response to community issues; and
- A dispute mechanism for concerns or complaints from both parties

Contents of the LOE should be clear, specific and have measureable goals. If not written in such a way, the LOE becomes a meaningless document through which little will be accomplished.

During an examination of LOE's and associated material, a variation on the sample Letter of Expectation was located that outlined five (5) *First Nation and Detachment Joint Responsibilities* that included the following:

1. Meeting and reporting requirements between the FNC and RCMP
2. Joint development by the FNC and RCMP Detachment of a cultural orientation package
3. The establishment of a CCG within 60 days of signing the LOE
4. FNCPS member time commitment to FNC policing issues; and
5. General provision regarding interpretation of the LOE

These 'Joint Responsibilities' were classified as mandatory and reportedly requested by the British Columbia First Nations Leadership.

In reviewing the 27 available LOE's, 19 had listed clear policing priorities, and in many cases a related action plan and measurable goals. However, 8 of the 27 LOE's listed only the *First Nation and Detachment Joint Responsibilities* with no reference to agreeable and measurable policing priorities.

Further, it would appear that the standard template included as a sample LOE in Schedule "C" to the CTA was not used, resulting in various forms of the LOE being produced. The LOE template, however, is not as important as the content, but following a sample guide would ensure that all necessary components would be included in the finished document.

As with the CCG process, there appeared to be some confusion over the intention and development of LOE's. In discussion with the focus groups a number of participants (both FNC and RCMP) indicated that they were unaware of the intended contents of an LOE and some admitted that they had never heard of an LOE.

Where LOE's are in place, it is vital that those groups or individuals directly related to the development of policing priorities and expectations share this information with those responsible for the delivery of the FNCPS. This is not happening in all cases at present.

It is important to ensure that the FNC plays an active role in the development of the LOE, especially in the development of policing priorities. Within the *Framework Agreement* the LOE is clearly identified as the component that makes the CTA work. If there is limited or no involvement by the FNC in the LOE development it will become a futile process.

There appears to be a belief that the LOE, when signed, was a locked document without the ability to be revisited should community priorities change and many were surprised to hear differently. Included in the *CTA General Provisions, Schedule "B" to the CTA*, section 14.2 allows for the LOE to be amended by agreement in writing of the parties to the LOE. Those participants aware of the potential to amend the LOE rightfully referred to the LOE as a 'living document' that requires to be revised as the FN Community's policing priorities changed.

During several of the focus group dialogue sessions, it was stated by several Detachment Commanders that the LOE was linked with the Detachment's Annual Performance Plan (APP).

In one or two examples cited, the APP was attached to the LOE to provide a description of the policing priorities agreed to between the FNC and the RCMP. It goes without saying that there must be a link between the Detachment's APP and the LOE, however, it is in the opinion of this Review that in using the APP to state the FNC's policing priorities dilutes the value and intended use of the LOE.

The LOE is a unique document that was designed and intended to be the tool to identify the FNCs policing priorities, objectives, goals and expectations, to be developed collaboratively between the FNC and the RCMP. By injecting an RCMP internal procedure into the process defeats the intended purpose of the LOE. The LOE is agreed to and signed by both Parties, the APP is not.

Although the APP should reflect the policing priorities cited in the LOE, the LOE should be developed as a unique stand alone agreement between the FNC and the RCMP with no internal RCMP documentation attached. By doing so will provide a meaningful document that outlines the jointly agreed to policing priorities and expectations for the FNC.

Much of the confusion and misunderstanding around the LOE process could have potentially been avoided through training seminars or training guides for both parties.

**ISSUE: To ensure the proper development of the LOE in a collaborative manner between the FNC and the RCMP, as outlined in the CTA.**

**SUGGESTED APPROACHES:**

- a. Ensure that the intent and goals of the LOE are clearly understood by all parties through a formal training process.
- b. Provide an LOE guide to simplify the development process that can be used by FNCs and the RCMP.
- c. Ensure the FNC's policing priorities, objectives, goals and expectations are clearly defined in the LOE and are realistic and measurable.
- d. The LOE should be developed as a unique stand alone agreement between the FNC and the RCMP, and the Detachment Annual Performance Plan should not be appended.
- e. The LOE should be reviewed by the parties on a regular basis and at least annually, for revision and correction, if necessary.

***First Nations Community Police Service (FNCPS)***

Under the *Framework Agreement* FNCPS members are to devote 100% of their on-duty time to the policing needs of the FNC and that *most* of this time is spent within the FNCPS policing jurisdiction.

During focus group discussions on this issue it was learned that while the FNCPS officer attempts to meet these requirements, they were at times redirected to other duties that impacted their ability to dedicate 100% of their time to FNC policing needs and the majority of that time within the FNCPS policing jurisdiction.

In general, FNCPS members reported spending anywhere from 70% - 90% of their on-duty time on FNCPS policing needs and the majority of that time within the FNC jurisdiction.

In reviewing the deployment of FNCPS members in BC (refer to Appendix 'E') there appears to be some disparity in the number of communities policed per FNCPS member. In most cases the distribution is one FNCPS member per community, however, there are a few instances where one FNCPS member is providing police services to 2, 3 and in some cases 4 FNCs.

Conversely, there are several examples where 2, 3 and 4 FNCPS members are providing police services to one FNC. This may be justified due to population, crime rate and other related factors, but to the casual observer this appears as an anomaly in the deployment distribution. Further, it may be difficult to accept by FNCs who are sharing an FNCPS member with other communities, and those communities in remote and isolated areas where FNCPS presence is limited.

From a positive perspective, this matter has not been overlooked and is under consideration for potential expansion of FNC policing services in the foreseeable future.

During the past year, six (6) dedicated RCMP Corporal positions have been introduced to the FNCPS to provide more focused management and support at the detachment level for the FNCPS members delivering the policing services.

The FNCPS Corporal's position increases focus and accountability for the delivery of a dedicated First Nations policing service.

Given the initial positive results since the inclusion of the FNCPS Corporal positions, it is clearly a value added component to the FNCPS. The expansion of FNCPS Corporal positions should be considered, if warranted.

It is not news that recruiting and retention is an issue for police agencies across Canada and the RCMP is no exception. As an organization, the RCMP is planning to hire and train approximately 2,000 cadets annually, for each of the next 5 years.

As a result, many frontline general duty members in the FNCPS have limited years of service. This was obvious with several members attending the focus group sessions who had less than one year of service, and in one case the member had graduated from training 9 weeks previously.

Given the complex nature of FNCPS work and the commitment to collaborate with the community to address their concerns and issues, RCMP members with several years experience are likely the best candidates for the position. However, the reality is that this is not always a viable option given resource issues and with the appropriate support and field training, cadets can fill these roles successfully.

Another challenge is that FNCPS positions are Limited Duration Postings that can limit the member's term in the FNC to two years. It has been voiced in several of the focus group sessions that *the member is just getting to be proficient at the job when they have to leave*. Further the opportunity for overlap in

these positions is limited, so the task of continuing to build relationships between new members and the FNC is always a work in progress.

Recruiting of FNCPS members is the domain of the RCMP, however, FNC representatives throughout this review indicated that they would like to be involved, in some way, in that process. The CTA does give the FNC an opportunity to be involved in the recruiting process with the responsibility of identifying 'desirable attributes' for FNCPS members policing their community and their input should be sought in this regard.

From a service perspective, isolated and remote communities present possibly the greatest challenge for the FNCPS and creative initiatives will be required to find a resolution in support of the provision of enhanced policing services as required under the CTA. One such initiative could be the introduction of the Community Safety Officer program – unarmed, appointed members under the *RCMP Act* who are from the community.

Further, the FNCPS is to *provide community policing services that are culturally sensitive and responsive to the particular needs of the FNCs and that enhance the level of policing services normally provided under the PPSA*. Nowhere in the documentation does it define 'community policing services', 'culturally sensitive' or 'enhanced policing'. However, the specific use of those words indicate a policing service that is community centered and significantly beyond the base policing previously provided to FNCs through the PPSA.

These expectations will only be met if FNCPS members are afforded the ability to be a *dedicated* resource to the FNC they work with. In locations where they serve multiple communities, or are redirected to other duties, the reality of providing enhanced policing services is limited.

In support of the FNCPS providing a *dedicated policing service* to FNCs, the FNCPS and provincial police service members need to collaborate in the delivery of their respective services. This needs to be addressed internally within the RCMP through an information and educational training component at the detachment level.

Ultimately, the vision for the FNCPS program and the provincial police service members is to work seamlessly in the delivery of enhanced policing services to FNCs and non FNCs alike, as it does in some North District Detachments.

Detachment Commanders and Supervisors play a critical role in the success of the delivery of the FNCPS and without their ongoing support and buy-in the FNCPS would have a difficult time providing the services required under the CTA.

Detachment Commanders are also responsible for developing meaningful relationships with the FNC leadership, through which they can collaborate on identifying the Community's policing priorities and expectations upon which they must agree to be reasonable in the circumstances.

The Detachment Commander and Supervisors play such a key role in the delivery of the FNCPS and their acceptance and support of First Nations policing sets the tone for how other detachment members view the FNCPS.

There are currently three (3) Aboriginal Advisory NCOs located in Northern BC, the Interior and Vancouver Island. Their role is to provide advice and support on First Nations policing issues to the District Officer, Detachment Commanders, Supervisors, FNCPS Corporals and members.

Even though the NCOs play a key advisory role to the FNCPS, they are not included in the funding or organizational structure of the FNCPS. From an organizational perspective they report directly to their respective District Officer and indirectly to the OIC Aboriginal Policing Services and are funded through the Provincial Police Service Agreement (PPSA).

Given the scope of duties each Aboriginal Advisory NCO has, they are in a position to significantly contribute to the development and implementation of best practices in First Nations policing by working collaboratively with the RCMP Aboriginal Policing Services and the FNCPS.

Including the Aboriginal Advisory NCOs as a seamless part of the FNCPS by virtue of funding and lines of reporting, is worthy of consideration.

Additionally, the OIC Aboriginal Policing Services is also funded under the PPSA and has no line authority over the FNCPS. The APS provides guidance and service to the FNCPS but has no authority over the members delivering the FN policing services, who are direct reports to their respective detachments.

With consideration for the APS, Aboriginal Advisory NCOs, Detachment Commanders and FNCPS members, this fractured organizational, reporting, and funding structure, creates an environment for competing interests to diminish the ability of the FNCPS to meet its mandate under the CTAs.

With respect to the OIC Aboriginal Policing Services, consideration should be given to including that position within the funding envelop for the FNCPS and providing some measure of authority over the Aboriginal Advisory NCOs, the FNCPS Corporals and the FNCPS members.

By realigning the FNCPS under the OIC APS would be a step to creating a more cohesive and seamless First Nations policing service within the RCMP that could be more prepared to respond effectively to the unique challenges of First Nations policing.

In relation to how responsive the policing services have been since the introduction of the FNCPS, both the RCMP and FNCs agree that the service provides better response than in the past. However, when asked if they are satisfied with the police service they are delivering, in the case of the RCMP, or receiving, in the case of the FNC, there is mixed response with a significant percentage on both sides indicating that they are not satisfied.

During the focus group sessions when the issue of satisfaction with the police service was discussed, those who were not satisfied were from remote or isolated communities or detachments policing those communities, or those impacted by a lack of resources.

Lastly, in relation to whether the FNCPS is working or not, in the opinion of the participants to this Review, there was general agreement that the Service is working at an 'acceptable' level, and certainly better than previously experienced.

The FNCPS is moving in the right direction, but not without its challenges as previously noted. It is still very much in its infancy and a work in progress in many areas and will continue to require the persistence and dedication of the FNCPS members and the FNC representatives to build a workable, sustainable and equitable police service for all FNCs.

**ISSUE: To ensure that the FNCPS meets its service requirements under the CTAs.**

**SUGGESTED APPROACHES:**

- a. Ensure that all FNCPS members and Detachment Commanders are aware of the FNCPS service commitments outlined in the *Framework Agreement*.
- b. The RCMP Aboriginal Police Services, in collaboration with the Detachment Commanders, to conduct an annual review of the FNCPS to ensure the mandated service commitments under the *Framework Agreement* are met.
- c. Canada, the province of BC and the RCMP conduct a review of the deployment model to FNCPS communities to ensure adequate and acceptable service is available to all FNCs subject to a CTA, including remote and isolated communities.
- d. Ensure that the FNC identified 'desirable attributes' for the FNCPS members are included in the selection criteria for new members.
- e. Assign experienced RCMP members to the FNCPS, where possible, and if deploying cadets to the FNCPS ensure they are assigned a seasoned and experienced FNCPS field trainer and provide overlap with the outgoing member, if practical.
- f. Ensure all RCMP general duty members are aware of the *dedicated* policing role delivered by the FNCPS and how both the FNCPS and general duty members are to collaborate in the delivery of policing services.
- g. Review the feasibility to increase the number of dedicated FNCPS Corporals within the FNCPS, where applicable.
- h. Review the organizational and reporting structure of the RCMP Aboriginal Policing Services with consideration to include the Aboriginal Advisory NCOs and a measure of authority over FNCPS Corporals and Members.
- i. Review the funding structure of the FNCPS with consideration to include the OIC Aboriginal Policing Services and the Aboriginal Advisory NCOs within the funding delegation.

- j. The RCMP Aboriginal Policing Services to explore the feasibility of other options to enhance the FNCPS through the introduction of a summer student program and/or Community Safety Officers, etc.
- k. The RCMP Aboriginal Policing Services in collaboration with the CTA Steering Committee and the COACC develop and make available a compendium of best practices in First Nations policing initiatives.

### *Integrated Solutions to Community Concerns and Issues*

Of significant interest to both Canada and the province is the matter of integrated solutions to FNC concerns and issues. From a front line social service perspective, policing plays a significant role in that they are often the first response to a multitude of reported or self generated incidents. However, law enforcement is not always the appropriate response to the vast majority of these contacts with FN community members, especially where there are other available resources within, or adjacent to, the FNC.

An example of this was provided during one of the focus groups where an FNC was experiencing a significant number of break and enter offences. On closer inspection, the stolen item in all cases was food. After some time the individuals responsible were identified and from a strictly law enforcement perspective, the file would have been concluded upon arrest and the laying of charges. However, through further diligence on behalf of the FNCPS member and the FNC, it was revealed there was a serious issue of hunger in the case of some families in the community. Through collaborating with other agencies related to health, restorative justice and education, a school meals program was launched. Shortly thereafter the criminal offences were dramatically reduced. This incident resulted in a positive lesson and outcome for the individuals involved and more so for the community at large.

In certain circumstances the law will have to be enforced without question, however, in many incidents collaboration with other public safety related agencies to jointly resolve community issues will have more beneficial and lasting outcomes for the FNC.

It was revealed through the focus group dialogue and the FNCPS survey that there was a significant amount of activity occurring in relation to the delivery of police related prevention and education programs. The top five programs being delivered were: DARE; Restorative Justice; Ageless Wisdom; Bike Rodeo/Traffic Safety; and Safer Communities.

Once again isolated and remote communities are those most likely to experience the limited opportunity for the delivery of preventative programming that is available in other areas.

A number of other public safety and human service programs were identified as being available in a number of FN Communities and that these agencies or representatives, for the most part, had a collaborative relationship with the FNCPS.

The agencies and/or services listed as being present in many of the FNCs were as follows: Health Services; Ministry of Children and Family Development; Social Services; Justice; Victim Services; and Friendship Centers.

It needs to be stated that although the above services were available in many communities, there are FNC's with very limited community resources. As a result, the potential exists for the FNCPS to be available to fill the gap created by the lack of services.

It was reported during the Review that significant collaboration is occurring between the agencies in over 50% of the cases. However, if there is concern in the response it is that in excess of 25% of all respondents report they 'don't know' whether collaboration is taking place between the parties, or not.

Providing integrated solutions to community issues and concerns is taking collaboration to the next level. In one example cited during a focus group session, the FNCPS member(s) meet on a monthly basis with all other front line workers to review community issues and identify and implement joint solutions to the issues, where practical.

These horizontal relationships between public safety and human resource service providers to seek solutions to complex community issues are critical to the health of the FNC.

Integrated solutions are being embraced in over 60% of the cases as experienced by the survey respondents, and where no integrated solutions are currently being provided there appears to be ample opportunity to introduce jointly developed solutions to address community issues.

Clearly, these are not simple issues to deal with and they will need a more in depth study, not on a broad scale as with this Review, but more specific on a community by community basis to truly meet the needs of each FNC.

**ISSUE: To identify, implement and maintain opportunities for integrated solutions between the FNCPS and other service providers to address FNC issues and concerns.**

**SUGGESTED APPROACHES:**

- a. Ensure that the development and maintenance of collaborative and effective relationships between the FNCPS and other available resources is an annual priority and included in the Letter of Expectation between the RCMP and the FNC.
- b. The FNCPS members and other service providers establish a regular schedule to meet, address and identify potential areas in which they can jointly develop integrated solutions to community issues and concerns.
- c. Where other resources are not available, the FNC and FNCPS identify those resources and to jointly develop a business case to the respective authority for the expansion of resources to the FNC.

- d. The RCMP Aboriginal Policing Services conduct a review of, and make available, best practices in integrated solutions to FNCs involving public safety and human resource services.

### ***CTA-FNCPS Orientation and FNCPS Evaluation Tool***

Before the FNCPS can properly be evaluated, it is critical that those involved in the development and delivery of the FNCPS are aware of their responsibilities and what they are being evaluated on.

Feedback from the focus group dialogue sessions and the FNCPS survey indicates a reasonable amount of confusion and/or lack of knowledge in one or more parts of the CTA process. For example, some FNC representatives were unaware of the role of the Community Consultative Group and the requirement to develop Terms of Reference. From an RCMP perspective, some FNCPS members indicated that they had never seen or, in some cases, heard of a Letter of Expectation.

Additionally, there have been numerous requests for simple training and/or orientation on the CTA process and its components. There would appear to be no CTA training or orientation material available province wide. The limited training that was reportedly received, in this regard, seems to have been developed and delivered locally.

Orientation and evaluation must go hand in hand to enhance the implementation and sustainability of the FNCPS, and to ensure the accuracy of the evaluation. One without the other has the potential to increase the problems currently experienced.

In pursuit of the request for simplified training and/or orientation materials, they need to be just that; condensed, simple, specific and clear. The following information should be included in any orientation material:

- The CTA process
- Government, RCMP, FNC and individual responsibilities
- Establishing a CCG or alternate police liaison
- CCG terms of reference
- LOE development; and
- Monitoring, reporting and program evaluation

An example of simplified orientation material is included as Appendix 'F' to this report.

Orientation can be self taught through the provision of a CTA orientation guide and complimentary training resource material available through a FNCPS web site. In this regard, [www.fncps.ca](http://www.fncps.ca) is available. The development of any web site would require funding from both Canada and the province and managed by the CTA Steering Committee for content and applicability.

Additional information and/or training sessions could be made available through existing resources such as the RCMP Aboriginal Policing Services, Aboriginal Advisory NCOs and government representatives from the provincial Police Services Division and the federal Aboriginal Policing Directorate. Training

materials in the form of multimedia presentations, hand outs and brochures could also be available for downloading from the website.

Further, the FNCPS web site could also host the FNCPS evaluation tool.

Evaluation is an important factor in measuring success and identifying barriers to progress. Given the feedback and lessons learned during this Review, two things will drive the development of any evaluation tool and that is:

1. Keep it brief, and;
2. Do not add anything to the CTA that does not already exist.

Already built in to the CTA is an annual reporting requirement for FNCs (Schedule "D" to the CTA). In its current format it is not sufficient, however, with some refinement and addition to the existing questions, more specific and appropriate information could be reported on to annually evaluate the FNCPS.

Further, evaluations should have the ability to be analyzed by individual FNC, Region (RCMP Districts), and provincially. Survey questions need to be specific and cover the critical components of the CTA in support of the FNCPS. A sample of survey questions are attached as Appendix 'G' to this report.

For ease of access, submission and analysis, the evaluation tool should be available on-line. Existing on-line survey and analysis tools are available and can easily be customized for annual evaluation of the FNCPS and at a minimal cost. If agreed to by Canada, the province of BC and the CTA Steering Committee, such an evaluation tool could be in place and operating before the end of 2008.

**ISSUES: To ensure all stakeholders in the CTA FNCPS process fully understand the program and its integral parts; AND**

**Ensure the FNCPS program is being delivered as intended through regular and effective evaluation.**

**SUGGESTED APPROACHES:**

- a. Develop and make available to all stakeholders, orientation and training materials that fully address CTAs and the FNCPS.
- b. Create a British Columbia FNCPS website through which all stakeholders can review and access orientation and training materials.
- c. Utilize the FNCPS website as a communication and information tool between the FNCs and the RCMP FNCPS members to identify, report and post 'best practices' in First Nations Policing initiatives, among other things.
- d. Consider the development of a FNCPS BC quarterly newsletter for distribution through the FNCPS website.

- e. Develop a short, focused on-line survey for annual evaluation of the FNCPS by each FNC.
- f. Develop a complimentary on-line survey for annual evaluation of the FNCPS by RCMP members and Detachment Commanders.
- g. On-line evaluation surveys to be accessed via a link on the FNCPS website.

In conclusion, a number of gaps and challenges have been identified in many components of the CTA and the FNCPS. Some of the issues have resulted from confusion about the establishment of Community Consultative Groups (CCGs) and the development of Letters of Expectation (LOE). Much of this can be attributed to a lack of training and orientation for the parties involved.

Adequate and equitable resourcing of FNCPS members has also been identified as a challenge, as has servicing remote and isolated communities. Further, in some FNCs it has been a challenge to get community members interested and involved to participate in the role of police liaison.

Having stated the foregoing, there is general agreement between the FNCs and RCMP participants involved in this Review that the police service they are receiving or delivering, respectively, is more responsive than it has been historically.

One important factor is that the FNCPS needs to be seen as a dedicated policing service to FNCs. This is not clearly defined at present. In support of a dedicated service to FNCs, the FNCPS needs to strengthen its working relationships with other RCMP provincial and municipal resources.

None of the identified barriers to progress are insurmountable. Where the components of the CTA and the FNCPS are in place, they are working. Where there are issues there are solutions and through the commitment of all stakeholders those issues will be overcome.

This Review clearly states the issues to be addressed and provides potential remedies for consideration of the stakeholders for approval and implementation.

It is the opinion of this Review that the implementation and delivery of the First Nations Community Police Service is a success despite the challenges identified herein. Relationships have improved and the policing services to FNCs have been enhanced over historic norms. The FNCPS, as it currently exists, has built a good foundation to move forward with a view to strengthening the policing services, bolstering resources and refining the delivery mechanism.

Partnerships are being built with other public safety and human services providers to ensure more effective, efficient and lasting solutions are provided to FNCs that will make their communities safer.

It has been the observations of this Review that the RCMP FNCPS has been openly welcomed into First Nation Communities throughout BC. Although there may have been initial hesitation due to historic experiences, those First Nation Communities are now asking for more FNCPS presence and visibility, and for RCMP members to actively participate in community events.

The FNCPS provides a professional and effective *community policing service* in support of safer and healthier First Nation Communities and is well positioned to assist FNCs to positively move forward into the future.

# RCMP FNCPS Review

## 1.0 Introduction

First Nations policing is a complex issue and one that has been recognized as deserving a dedicated community policing service that is *culturally sensitive and responsive* to the particular needs of *each* First Nations Community (FNC).

As a result, in British Columbia a *Framework Agreement for the RCMP First Nations Community Policing Service*<sup>1</sup> was entered into by Canada, the province and the RCMP, effective April 1, 2006. The *Framework Agreement* addresses funding, provides guidance and direction, and assigns responsibilities to both governments and the RCMP in pursuit of the successful implementation and delivery of enhanced policing services to First Nation Communities. Appended to the *Framework Agreement* is Schedule "C" (*Sample Community Tripartite Agreement (CTA)*) that identifies the specific components of a CTA and further assigns responsibilities to all parties to the CTA, including First Nations Communities.

Prior to the introduction of the *Framework Agreement* creating the First Nations Community Policing Service (FNCPS), First Nations Communities (FNCs) received policing services under the *Provincial Police Service Agreement (PPSA)*<sup>2</sup> by the RCMP as the provincial police service.

It is the desire of Canada and the province of BC to harmonize, where possible, the operation and administration of the First Nations Community Police Service (FNCPS) under the *Framework Agreement* with the *Provincial Police Service Agreement* while preserving the unique requirements and enhanced policing service to First Nations Communities under Community Tripartite Agreements as required by the federal *First Nations Policing Policy (FNPP)*.

Both the federal and provincial governments cost share the delivery of the FNCPS in British Columbia through a number of Community Tripartite Agreements (CTAs) at 52% and 48% respectively. Currently in British Columbia the RCMP deliver the FNCPS to 101 First Nation Communities, who are party to a CTA.

Providing leadership, guidance and advice on the implementation and maintenance of CTAs and the FNCPS is the provincial CTA Steering Committee made up of representatives from First Nation Communities, the RCMP, Canada and the province of BC. At the organizational level the RCMP 'E' Division Commanding Officer's Aboriginal Advisory Committee (COAAC) plays a similar role and provides guidance and advice on policy development and other relevant First Nation issues.

A unique aspect of CTAs is the active involvement of each FNC in determining their policing objectives and priorities, in collaboration with the RCMP FNCPS, through the creation of a Community Consultative Group (CCG) and the development of a Letter of Expectation (LOE).

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<sup>1</sup> *Framework Agreement for the RCMP FNCPS in the Province of British Columbia (April 1, 2006)*

<sup>2</sup> PPSA refers to the agreement between Canada and the province entitled the *Province of British Columbia Provincial Police Service Agreement* dated April 1, 1992.

Community Tripartite Agreements in place since April 1, 2006, their specific requirements and intended outcomes, are the focus of this Review and have been analyzed and evaluated as to their application and effectiveness in the delivery of the FNCPS.

This Review is authorized by virtue of Article 8.2 and 9.2 of the *Framework Agreement*, whereby Canada and the province, respectively, will conduct monitoring to ensure that FNCs, who are a party to a CTA, are receiving policing services that are culturally sensitive and responsive to the particular needs of FNCs and that enhance the level of policing services normally provided under the PPSA.

The findings of this Review are based on an examination of the following topics related to CTAs:

- RCMP-FNC relationships
- RCMP-FNC communications
- Cultural sensitivity and awareness
- Community Consultative Group (CCG)
- Letter of Expectation (LOE)
- FNCPS service requirements
- FNCPS staffing and deployment
- Integrated solutions to FNC concerns and issues; and
- Orientation and training on CTAs to the RCMP, FNCPS and FNCs

This report reviews the application and implementation of a CTA and the delivery of the FNCPS, and identifies success factors and challenges to the continued delivery and sustainability of the FNCPS. Where such barriers are identified, *suggested approaches* are provided for the consideration of the parties to the CTAs.

Additionally, a program evaluation tool and process for review of the RCMP FNCPS, on a regular basis, has been developed and included for consideration by Canada and the province.

## 2.0 Background

The First Nations Policing Policy (FNPP) was introduced by the federal government in June 1991 to provide First Nation Communities across Canada with access to police services that are professional, effective, culturally appropriate and accountable to the communities they serve.

The FNPP, administered by the Department of the Solicitor General (now known as Public Safety Canada) since April 1992, operates on the principle of partnership. Under the Policy, the federal government, provincial and territorial governments and First Nations work together to negotiate tripartite agreements for FN police services that meet the particular needs of each FNC.

An independent review of the first five years of operation of the FNPP found the policy framework to be "relevant, sound and on-track". The review also found that provincial, territorial and most First Nations partners believe the tripartite process is the most effective way to address First Nations policing at this time.

On the strength of this review, the federal government reaffirmed its ongoing commitment to the FNPP and approved minor changes to the policy in the spring of 1996. The changes are intended to address suggestions raised in implementing the policy and by the policy review.<sup>3</sup>

### 2.1 FNPP - Objectives

The following program objectives are cited in the federal government's First Nations Policing Policy:

- **Strengthening public security and personal safety**  
To ensure that First Nations peoples enjoy their right to personal security and public safety; this will be achieved through access to policing services that are responsive to their particular needs and that meet acceptable standards with respect to the quality and level of service.
- **Increasing responsibility and accountability**  
To support First Nations in acquiring the tools to become self-sufficient and self-governing through the establishment of structures for the management, administration and accountability of First Nations police services. Such structures will also ensure police independence from partisan and inappropriate political influence.
- **Building a new partnership**  
To implement and administer the First Nations Policing Policy in a manner that promotes partnerships and First Nations communities based on trust, mutual respect, and participation in decision-making.

### 2.2 Legal Responsibility of Canada and British Columbia

Canada and the province jointly recognize the need to provide First Nation Communities with policing services that are professional, effective, efficient and responsive to the uniqueness of these communities in accordance with the federal *First Nations Policing Policy* (FNPP). Further, the delivery of policing services to First Nation Communities is provided within a legal and administrative framework that recognizes Canada's jurisdiction over First Nations and lands reserved for First Nations, and British Columbia's jurisdiction over the administration of justice including policing in the province.

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<sup>3</sup> Public Safety Canada, First Nations Policing Policy. <http://www.sp-ps.gc.ca/pol/le/fnpp-eng.aspx>

The Aboriginal Policing Directorate, Public Safety Canada, is responsible for the implementation and administration of the FNPP.

In British Columbia, the Police Service Division of the Ministry of Public Safety and Solicitor General is responsible for superintending policing pursuant to the provincial *Police Act*.

### **3.0 Methodology**

The information required for the FNCPS Review was obtained through the use of regional focus groups, surveys and a document review. The following provides a brief outline of how each component was conducted.

#### **3.1 Regional Focus Groups**

Six regional focus groups were held throughout the province at the following locations:

- Nanaimo (February 11, 2008)
- Richmond (February 14, 2008)
- Williams Lake (February 15, 2008)
- Merritt (February 21, 2008)
- Prince George (March 5, 2008); and
- Prince Rupert (March 11, 2008)

In total, 98 participants (50 FNC representatives and 48 RCMP members) attended the six dialogue sessions. In addition, a representative of Canada, the province of BC and the RCMP 'E' Division Aboriginal Policing Services (APS) attended each focus group session. An attendance list for each focus group is included in this report as Appendix 'A'.

Each focus group was conducted as a facilitated dialogue session and based on a list of predetermined questions that addressed the CTA process and its components. A sample of the questions used is included in this report as Appendix 'B'.

The intent of the focus groups was to identify and record the general trends that were emerging from the dialogue. With few exceptions, the general trends identified in the first focus group surfaced in each subsequent focus group that was held. Although it was impossible to capture every comment made at each session, notes were taken and transcribed into a brief format and subsequently distributed to each participant for their information and records.

Further, each participant was given the opportunity and encouraged to submit further commentary, if desired.

The focus group dialogue was respectful, thoughtful, transparent and frank and forms the basis for the content of this report.

#### **3.2 RCMP FNCPS Survey**

The FNCPS survey was conducted to confirm or rebut, in more detail, the general trends arising from the dialogue sessions. The focus group questions served as the foundation for the survey questions, most of which called for multiple choice responses along with a few opportunities for commentary, where necessary.

Two forms of the survey were developed, one hard copy for written response and one electronic copy for on-line response.

A total of 101 surveys were returned, 25 from FNC representatives and 76 from RCMP members. The significantly higher return rate from the RCMP was due to attending a training conference for the RCMP FNCPS members in Abbotsford on February 19, 2008. Approximately 50 of the 76 RCMP completed surveys were obtained at the training conference.

The survey results were collated by FNC response and RCMP response. Upon comparative review, the vast majority of responses were complimentary rather than contradictory, and also support the general trends that were identified during the focus group sessions.

Details from the survey results are used throughout this report to emphasize specific issues.

A copy of the FNCPS survey is included in this report as Appendix 'C'.

### **3.3 Document Review**

A number of available documents were reviewed as part of this project, including the federal government's *First Nation Policing Policy*, the *Framework Agreement for the RCMP FNCPS in the Province of British Columbia (April 1, 2006)*, *Schedule 'C' to the Framework Agreement on CTAs* and its component parts, the *Report on the 3<sup>rd</sup> Joint Conference on First Nations CTA Policing in BC*, among others. A full list of the review documents is included in this report as Appendix 'D'.

#### 4.0 Community Tripartite Agreements (CTAs) in BC

At the time of writing this report, there are 44 CTAs in place in British Columbia covering 101 First Nation Communities. Currently, there are 91 RCMP positions assigned to provide the FNCPS under the 44 CTAs. Of the 91 FNCPS positions, 82.5 are actively deployed while the remaining 8.5 are either vacant or off duty for other reasons.

Funding in support of the CTA process and delivery of the FNCPS program for the 2007-2008 fiscal year is projected to be \$17,111,691 and is cost shared by Canada and the province at 52% and 48% respectively.<sup>4</sup>

Additionally, 35 FNCs are provided policing services through the RCMP's Aboriginal Community Constable Program (ACCP) that is also a jointly funded program between Canada and the province. Currently, 13 RCMP positions, one of which is vacant, are assigned to the ACCP. By virtue of the FNCPS *Framework Agreement*, all ACCP positions providing police services to FNCs will be converted to FNCPS positions in due course and continue to provide community policing services to the same FNCs.

First Nation Communities in the province not under a CTA or served through the ACCP are provided policing services by the RCMP through the PPSA.

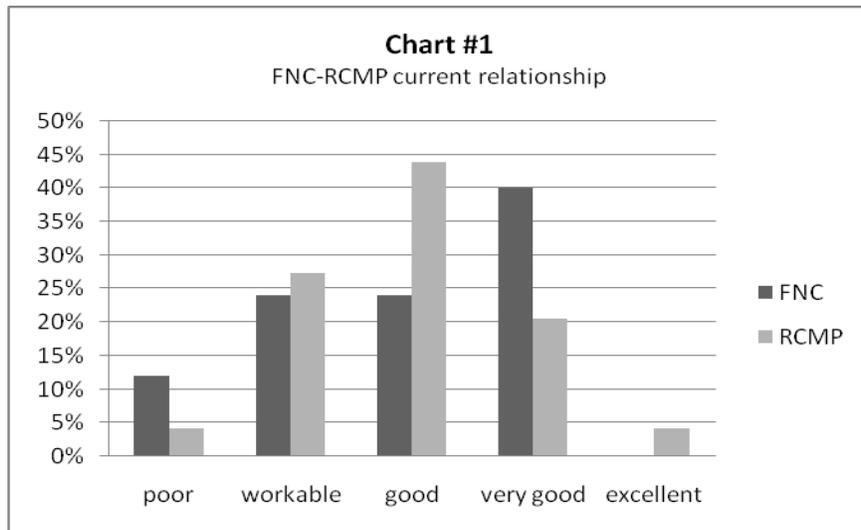
Although there are 44 CTAs in place in British Columbia, it has been a lengthy and frustrating process negotiating many of the Agreements and was raised on a number of occasions by FNC representatives during the focus group sessions conducted around the province. Although the negotiation and signing of a CTA is the first step in the implementation of the FNCPS to an FNC, a negative experience at this early stage has the potential to reduce the opportunity to develop meaningful relationships and to support the smooth implementation of the FNCPS into the community.

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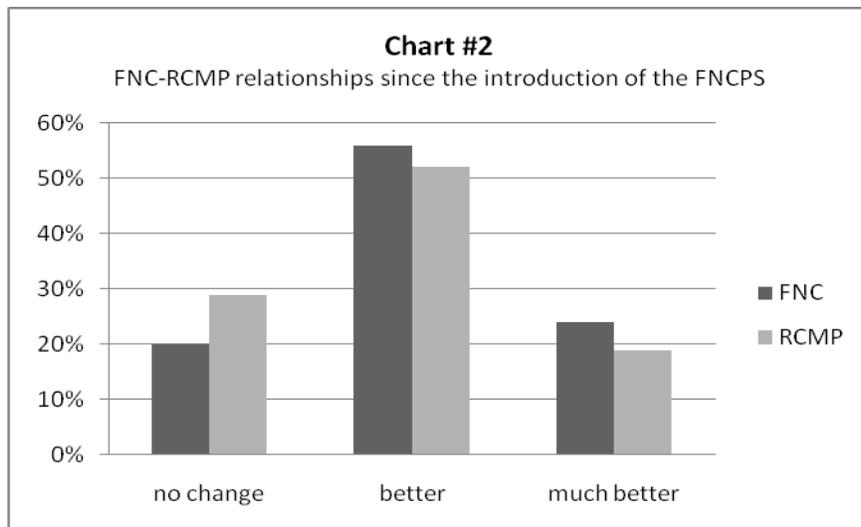
<sup>4</sup> Schedule 'A' to the *Framework Agreement for the RCMP FNCPS in the Province of British Columbia* dated April 1, 2006.

## 5.0 RCMP-FNC Relationships, Past and Present

Historically, the relationship between First Nations Communities and the RCMP has been negative and many First Nation people still maintain that view. Stories of RCMP members attending FNCs in the past was for one of two things, to arrest someone or deliver bad news. However, due to the commitment of a number of individuals, both First Nations and RCMP, relationships have improved for the better over historic norms (See chart #1 - based on the FNCPS survey response). One FNC representative commented that residents “...used to hide when the RCMP member arrived, now the young people in our community greet the officers.”



Further, it would appear that the introduction of the FNCPS to provide dedicated policing services to FNCs, has positively impacted this relationship. (See chart #2 - based on the FNCPS survey response)



Effective relationships are a key element of success in most, if not all, collaborative initiatives and the FNCPS program is no exception. The FNCPS program creates an opportunity for relationship building

between the Parties to a CTA, in pursuit of jointly developed solutions to address the FNC policing issues and concerns.

Although relationships have improved there are still challenges and the level of relationships can vary widely from community to community. The challenges to building better relationships are no more difficult than in the remote and isolated FNCs that are hours away by often impassable roads, or only accessible by air and/or sea and then only in good weather.

What also emerged from the Review is that the RCMP-FNC relationships are strongest between the FNCPS member and individuals from the FNC, rather than at the detachment level.

As one Detachment Commander put it;

*“The FNCPS member has an excellent rapport with the First Nation Community – however, the rest of the detachment members do not.”*

It would appear that relationships are being built on individual personal experiences and not at the organizational and/or the community level. However, change has to come from somewhere and starting from the ground up provides a good basis to continue building broader relationships at the organizational level.

To that end, Detachment Commanders and supervisors need to be more engaged in developing relationships with FNCs, as do the FNC leadership.

In order to continue the development of meaningful relationships between the parties, they need to be present at multiple levels on both sides. Although the FNCPS member clearly plays a key role in the day to day policing services and is the face of the RCMP in the FN community, Detachment Commanders and the FNC leadership have defined responsibilities under the CTA that without a healthy relationship will be meaningless.

*“Although the relationships are good and better than they were in the past, they are fragile and could be one incident away from collapsing, in some cases – we need to work continuously at strengthening the relationships.”*  
*RCMP member,  
Merritt focus group*

Another fact that emerged from the focus group dialogue is that the positive relationship between the FNCPS member and the FNC seems to be standard across the province. However, the relationship between Detachment Commanders, supervisors and the FNC appears stronger and more meaningful in the North District, than that in the remainder of the province. This may well be the case and can possibly be attributed to the fact that much of the North District policing is primarily to FNCs, whereas in the more populated areas of the province Detachment Commanders have other non FNC demands on their time.

Further, significant turnover in both the RCMP FNCPS positions and FNC leadership creates an additional challenge to building long term and sustainable relationships that are a constant work in progress. RCMP transfers and Band elections, respectively, occur approximately every two years, with some exceptions to the rule. Given this short time frame, it is not unrealistic to have up to 50% of RCMP

members and FNC leadership annually, as new resources to the FNCPS program. This volume of turnover does not support the building of meaningful relationships and will remain an ongoing challenge to the delivery of the FNCPS.

Regardless, continued time and effort by those involved needs to be directed to the development of RCMP-FNC relationships, province wide, to ensure the sustainability and continued success of the FNCPS program.

### **5.1 Issue and Suggested Approaches**

**ISSUE: Building, maintaining and strengthening transparent, stronger and sustainable relationships between the RCMP and FNCs.**

#### **SUGGESTED APPROACHES:**

- a. RCMP Detachment Commanders responsible for the delivery of policing services to First Nation Communities ensure increased RCMP presence, visibility and involvement in the First Nation Community, including attending cultural and traditional events.
- b. The RCMP Aboriginal Policing Services (APS) continue working with Detachment Commanders and Supervisors, Aboriginal Advisory NCOs and the FNCPS members to ensure that RCMP-FNC relationships are being developed and maintained *at all levels* within the detachment.
- c. The RCMP Aboriginal Policing Services identify and elaborate on various methods of communication between the RCMP and the FNC and to monitor for application and accountability at the detachment level.
- d. Individual FNC leadership review and communicate their continuing desire and support for increased presence, communication and involvement of RCMP members in the community, on a regular basis.
- e. The FNC Chief and Council consider implementing a Band Council Resolution to ensure the continuity and sustainability of the community's police liaison (CCG or alternate) through the period of Band elections.
- f. The RCMP consider an increase in the length of Limited Duration Postings for FNCPS members to any one FNC in support of developing longer term and meaningful relationships.
- g. The provincial CTA Steering Committee and the Commanding Officer's Aboriginal Advisory Committee (COAAC) provide leadership and guidance on the application of policy, processes and communication initiatives to support the continued development and maintenance of RCMP-FNC relationships.

- h. The 4<sup>th</sup> *Joint Conference on First Nations CTA Policing in BC*, scheduled for Kelowna in late 2008, provide an opportunity for dialogue and cataloguing of best practices in relationship building between the RCMP and FNCs.

## 6.0 RCMP-FNC Communications

It was stressed at the dialogue sessions that successful communications lead to stronger relationships, and clear, effective and transparent communications can also avoid false perceptions between the parties.

The CTA includes several components that require communications between the RCMP and the FNC, as follows:

- Development of a Letter of Expectation (LOE) to define policing priorities and the frequency and nature of *regular* meetings between the Detachment Commander and the FNC leadership, among other issues – requires consultation by the parties
- RCMP to provide status reports to the FNC – recommended monthly; and
- The FNC to provide annual reports on the FNCPS to Canada and the province (and the RCMP)

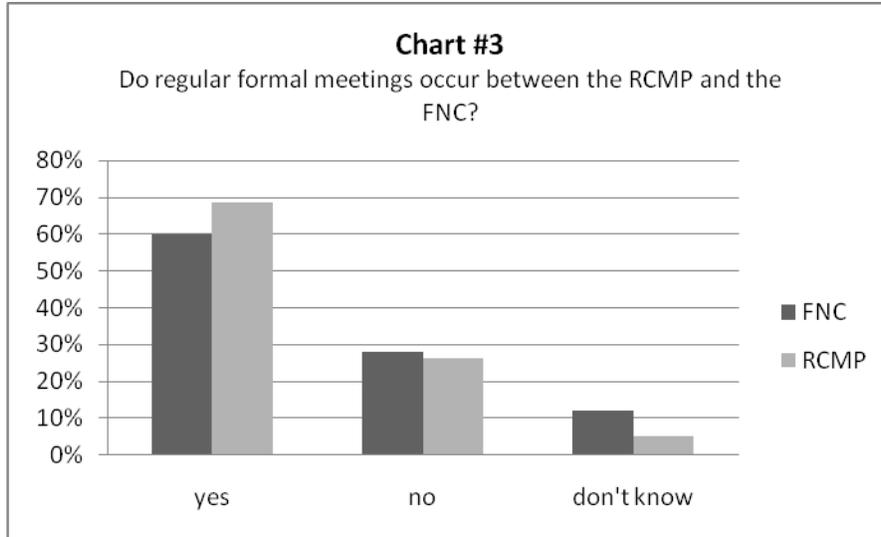
It was on the basis of these CTA requirements that this Review was focused, in terms of meetings, reporting, frequency and effectiveness of communication.

### 6.1 Formal Meetings

Feedback from the focus groups ranged widely when it came to the issue of holding formal meetings, although, in the majority of examples cited meetings were held on a regular basis. Comments that were offered included:

- Yes, we meet monthly and receive monthly reports
- We meet only when there is an issue to be addressed
- We have never met formally; and
- The FNC has had little contact with the Detachment Commander

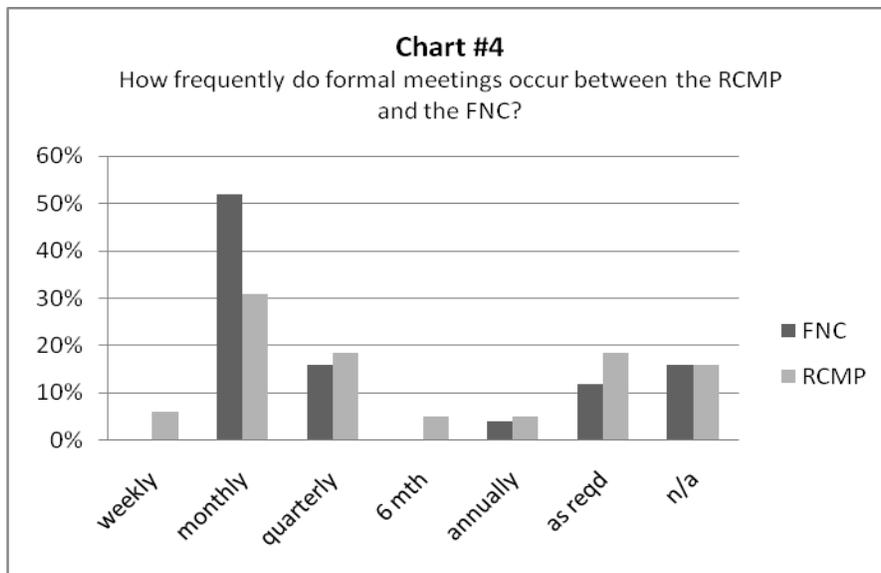
The follow-up survey supported the comments that, in fact, regular formal meetings were experienced by the majority of the participants in the Review process (see Chart # 3 – based on the FNCPS survey response).



Of concern in both the focus groups and the FNCPS survey response, was the number of participants who indicated that they did not know whether formal meetings took place between the parties and is an indicator of the lack of effective communication.

### 6.2 Frequency of Meetings

Although formal meetings were taking place the frequency of the meetings varied from weekly to annually, to not at all (see Chart #4 – based on the FNCPS survey response).

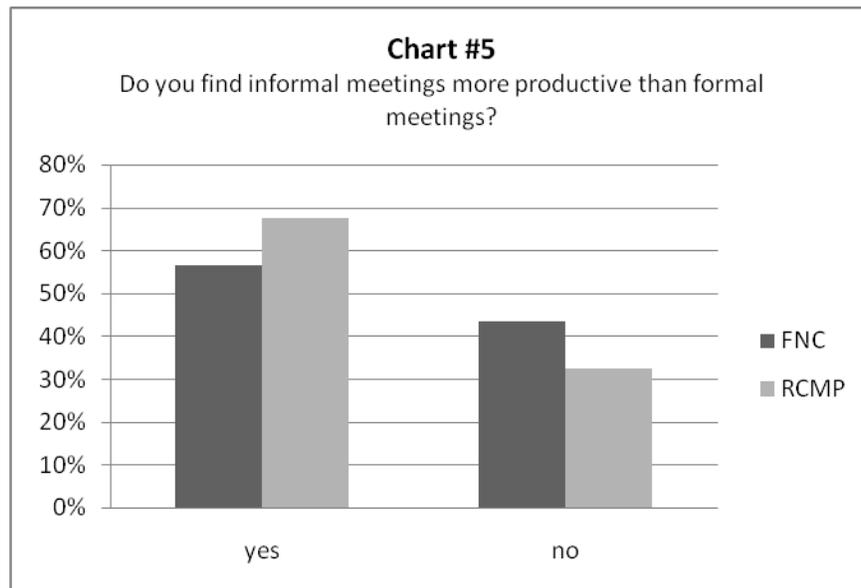


In reviewing the frequency of formal meetings reported in the FNCPS survey response, the majority of these occurred *monthly*, followed by *quarterly*, and *as required*. In the latter category these appear to be ‘issue driven’ meetings and reactive at best, thereby reducing the capacity to deal with community issues in a proactive manner.

The last category reported in Chart #4 is *n/a*, in reference to the frequency of formal meetings. In all, 16% of both FNC and RCMP responses reported as *n/a*, that could be construed as the respondent was not aware of the frequency of formal meetings, or formal meetings were not held in their experience. Either way, this raises a flag that effective communication may not be occurring in these cases.

### 6.3 Informal Meetings

There was significant consensus around the fact that when formal meetings were held they were productive and in many cases “very” productive. However, when asked to compare the productivity of formal meetings versus informal meetings, the latter was seen as more productive by both parties, but more so from an RCMP perspective (see Chart #5 – based on response to the FNCPS survey).



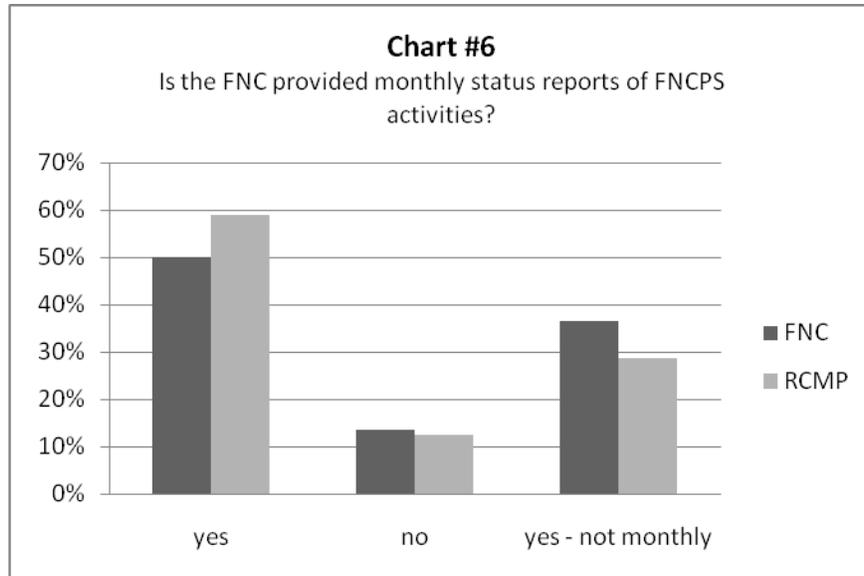
Although informal meetings are vital to maintaining and strengthening relationships, they must complement and support formal communications in attaining the overall goals of the FNCPS and cannot become the default standard for face to face communications between the RCMP and the FNC.

Collectively, face to face meetings between the parties, whether formal or informal, are an important component of building respect, trust and developing relationships and require a commitment on both sides to be meaningful and effective. Without question, both the RCMP and the FNC participants in this Review realize the value and importance of such meetings, regardless of the level of formality.

### 6.4 FNCPS Status Reports

When reviewing the issue of the FNC receiving (monthly) status reports on the FNCPS from the RCMP, the feedback varied from written reports being provided on a regular basis, to no reports being provided at all. In one example provided during a focus group session, it was reported that oral reports were given as there was no time for written reports to be prepared.

Chart #6 provides the results from the FNCPS survey when asked if monthly status reports were provided to the FNC.



For those survey responses that indicated that reports were provided, but not monthly – the preferred reporting cycle was quarterly, while a small number of responses indicated reporting on a semi-annual or annual cycle.

### 6.5 FNC Reporting Requirement

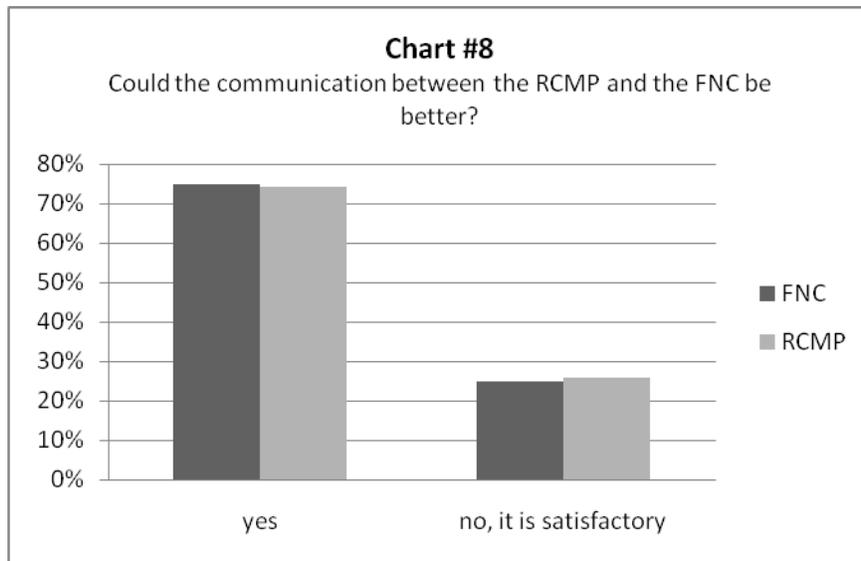
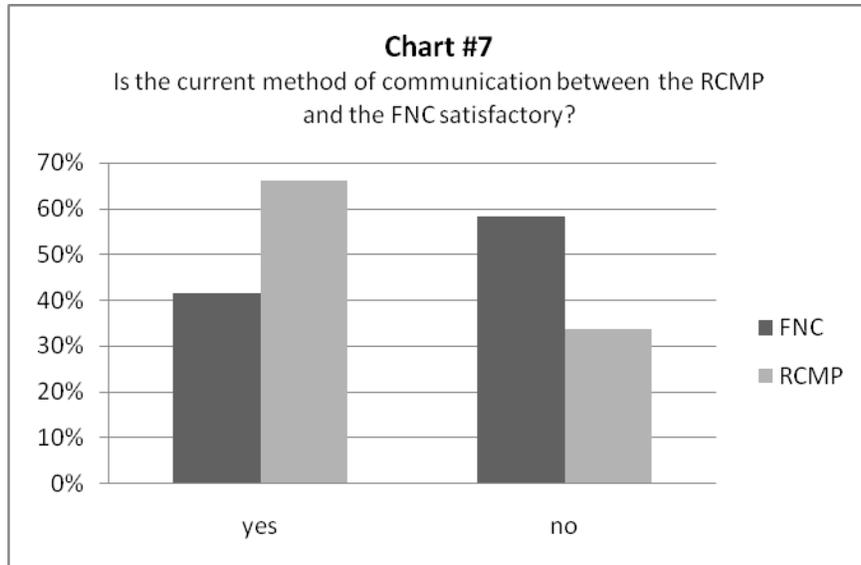
With regard to the FNC requirement to provide annual reports on the FNCPS, it is premature to assess the results as most CTAs were only signed in the past 6 - 18 months. As a result, the first meaningful FNC reporting cycle is scheduled no later than June 30, 2008<sup>5</sup>.

### 6.6 Current Communications

With regard to the overall satisfaction of current communications between the RCMP and the FNCs, there is some disparity between the survey responses. 58% of FNC respondents reported they were not satisfied with the current method of communication, while 66% of RCMP respondents were satisfied with current communications.

However, when it came to stating their opinion on whether the communications between the parties could be better, approximately 75% of both RCMP and FNC respondents agreed (see Chart #7 and Chart #8 – based on response to the FNCPS survey).

<sup>5</sup> The reporting requirement for FNC(s) is laid out in Section 2.1, Roles and Responsibilities, Schedule “A” to the CTA of Schedule “C” (Sample Community Tripartite Agreement (CTA)) of the 2006 *Framework Agreement*.



Communications between the RCMP and FNCs are productive and effective where they are occurring, however, this is not the experience in every case around the province. Remote and isolated communities, and FNCs with weaker relationships with the RCMP, are likely those who experience less than desirable communications.

Good communications and meaningful relationships are inextricably linked and pursuing one will enhance the other. Although the focus group dialogue and survey results indicated a preference for informal communication, the CTA requirements for more formal communication are not onerous and an acceptable cycle for more formal face to face meetings will increase the value of communication, in general, between the RCMP and the FNC.

The availability of alternate methods of communication was also explored and many participants reported using newsletters, email distribution lists and phone conference as supplementary to formal and informal meetings. In each of these examples, it appeared that this additional level of communication enhanced the relationship between the RCMP and the FNC. Additionally, the use of newsletters and email distribution lists allow the communication to be dispersed throughout the community, whereas it was raised that communication between the parties was often not distributed appropriately to the community upon receipt.

In pursuit of better communications between the parties it is necessary for the RCMP and the FNC leadership to collaborate on establishing a regular schedule for formal face to face meetings while increasing the opportunity for informal communications and the use of other modes by which to communicate.

### **6.7 Issue and Suggested Approaches**

**ISSUE:** To enhance the level of communication between the RCMP and FNCs.

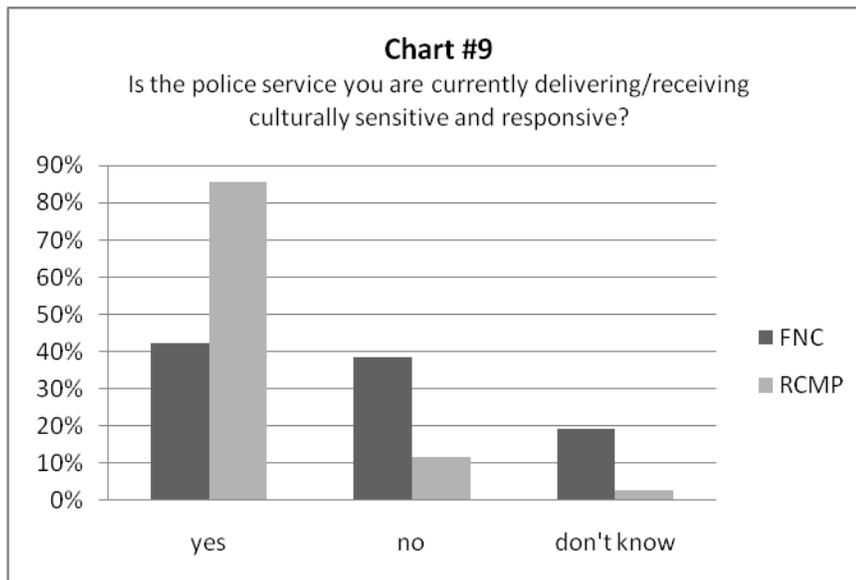
**SUGGESTED APPROACHES:**

- a. Ensure the frequency and nature of meetings is agreed to and included in the LOE and adhered to by the parties.
- b. Ensure that records are maintained and distributed in all formal meetings for review and follow-up, if necessary.
- c. Explore the use of additional methods of communication such as newsletters, email, briefings and town hall meetings, to advise the FNC members and RCMP detachment members of FNCPS activities.
- d. The RCMP and the FNC to ensure there is a balance between formal and informal methods of communication.
- e. The RCMP Aboriginal Policing Services track, record and share best practices in RCMP-FNC communications with all RCMP detachments and FNCs.

## 7.0 Cultural Sensitivity and Awareness

The FNCPS is intended to deliver enhanced policing services beyond the base policing provided by the provincial police service, and in a manner that is *culturally sensitive and responsive* to the FNC being served. The element of cultural sensitivity in the delivery of the police service and the Community expectations, in this regard, need to be aligned if this is to be achieved.

When asked in the focus groups if they believed they were delivering, in the case of the RCMP, or receiving, in the case of the FNC, a culturally sensitive and responsive police service there was mixed response. Similarly, in response to the same question in the FNCPS survey the response was equally divided with approximately 85% of RCMP respondents reporting that they believed they were delivering a culturally sensitive and responsive police service, while approximately 43% of FNCs believed they were receiving such a service (see Chart # 9 – based on response for the FNCPS survey).



Given that each First Nation has slightly different culture and traditions, the delivery of a culturally sensitive police service is no easy task. There is no one standard approach that will ensure the inclusion of cultural sensitivity in the delivery of a police service. Having stated the foregoing, starting the relationship on a basis of mutual respect, an open mind, acceptance and a willingness to learn, allows for a good foundation to build on.

There are limitations to what one can learn about First Nations culture from reading or attending training sessions. The real learning takes place through personal experience in a hands-on environment. This issue was raised in a number of focus group discussions with examples of RCMP members actively participating in FN cultural and traditional events, often on their own time. However, in other communities no such interaction was taking place and in many cases it was due to poor relationships and a lack of effective communication.

Hands on learning is a time consuming process and not practical in all cases, however, it would be beneficial for all FNCPS members and Detachment Commanders, and has the added advantage of strengthening and building relationships and lines of communication with First Nation Community members.

Under the CTA there is opportunity for inclusion in the sample Letter of Expectation (LOE) a clause that addresses this issue by describing *how RCMP members could actively participate and/or be involved in the life of the FNCs*. Pursuing this approach may not be easy, but it does have the added benefits as noted above.

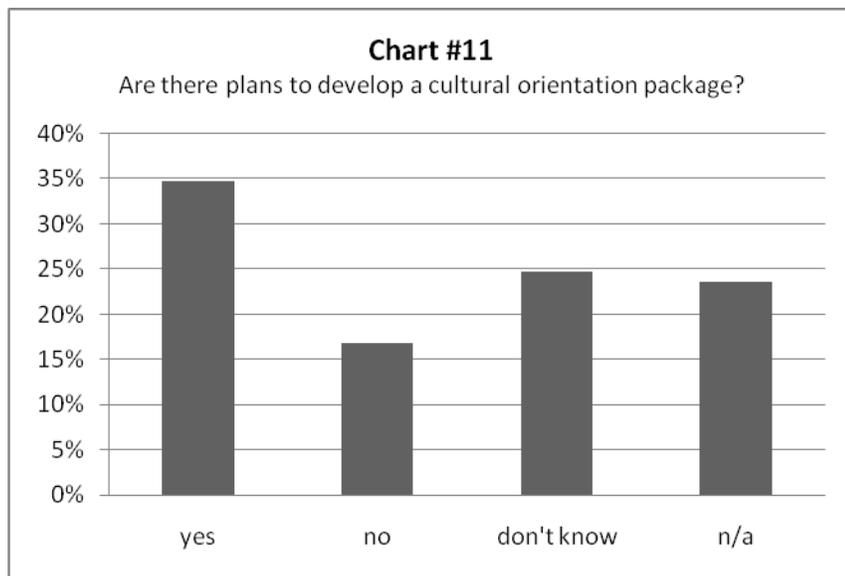
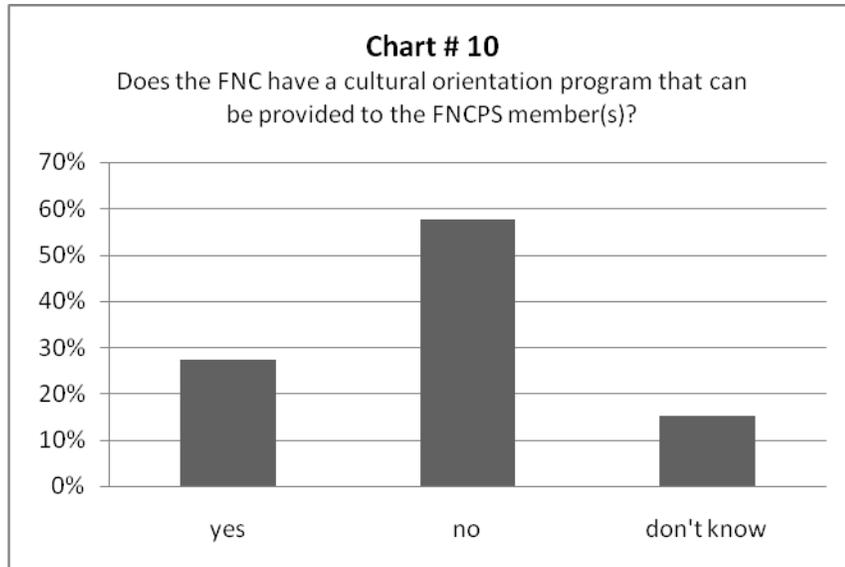
Just as important as the RCMP members learning about FN culture and tradition, is that the FNCs need to learn and value the RCMP member's culture and tradition, both personal and organizational. This was raised at several focus group sessions by FNC representatives that they had a responsibility to learn about the FNCPS member and the RCMP as an organization as they have a joint responsibility to support the success of the FNCPS and initiate change in a positive manner.

### **7.1 Cultural Orientation Training**

As an initial step to learning about First Nations culture and tradition is the development and delivery of cultural orientation training. During the focus group sessions it became clear that few FN orientation packages exist or are in the planning stage and this is supported by the FNCPS survey results (see Chart #10 and #11 for details). If there is an expectation that the FNC is to develop a cultural training package it is somewhat counter to their culture and tradition.

In Western terms, a training or orientation package is a written document, whereas FN culture and tradition dictates passing down their history by word of mouth and through their elders. This needs to be taken into consideration when planning to develop any cultural orientation training.

Additionally, given the difference in cultural and tradition from community to community, each FNC will likely be required to have a unique orientation and training package specific to their needs. The value in cultural orientation training at this introductory level is beneficial for new FNCPS members and a detachment's regular members to increase their knowledge and understanding of the FNC they work with.



Those responding n/a in Chart #11 would indicate that there is a cultural orientation package currently available for the FNC.

Encouragingly, there are plans underway to enhance cultural sensitivity and understanding that will support the strengthening of relationships and sustain the FNCPS in a constructive way.

## 7.2 *Issue and Suggested Approaches*

**ISSUE:** Enhance the level of cultural sensitivity by the RCMP and the FNC.

**SUGGESTED APPROACHES:**

- a. Jointly develop a FN cultural orientation information package on a community by community basis.
- b. The FNC to be involved in the development and delivery of cultural orientation training to the RCMP.
- c. Create opportunities and encourage participation by all RCMP detachment members to actively participate and be involved in the life of the FNC – and ensure that this component forms part of the LOE.
- d. Develop and provide the FNC with an orientation package on the RCMP as an organization and a bio sheet on the FNCPS member(s).
- e. Detachment Commanders to conduct an annual review and report on the involvement of RCMP members in FNC cultural and traditional events.

## 8.0 Community Consultative Groups (CCG)

The establishment and maintenance of Community Consultative Groups is the responsibility of the First Nation Community as part of the CTA. The intent of the CCG in the FNC is two-fold:

1. To promote the participation of community members that is clearly representative of the FNC; and
2. To ensure there is no political influence exerted by Chief or Council in any manner over the CCG or the FNCPS.

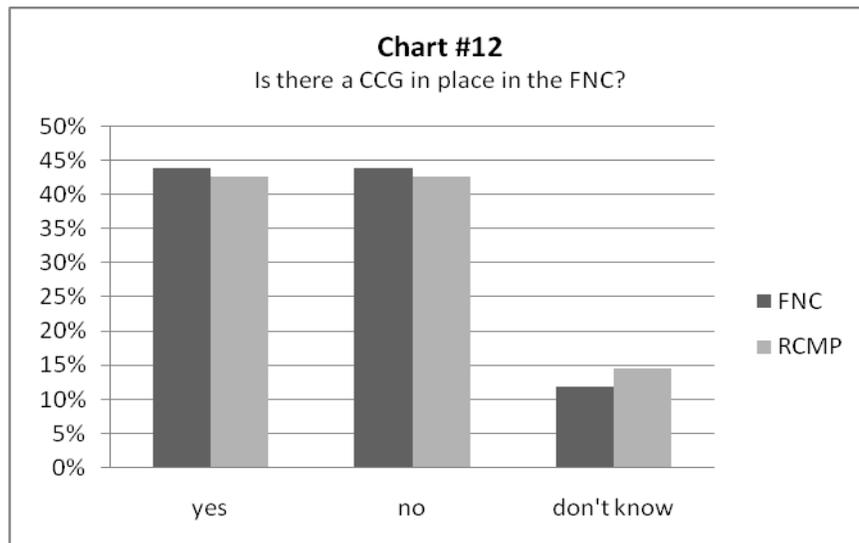
The role of the CCG upon being established is to be the principal liaison with the FNCPS and to assist in determining the policing priorities of the FNC and to collaboratively seek potential solutions to community issues and concerns, among other things.

In addition to establishing the CCG, the FNC is required to prepare Terms of Reference (TOR) within 60 days of signing the CTA and to provide a copy of the completed TOR to Canada and the province. At the time of writing neither Canada nor the province are in receipt of any CCG Terms of Reference.

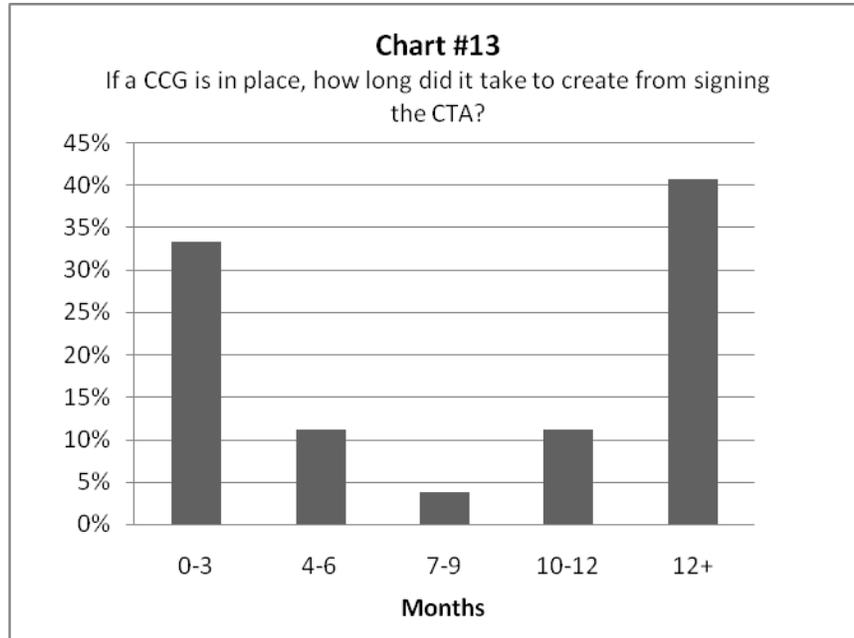
Although the intent and the role of CCGs are clearly explained and would be a meaningful part of the CTA, if established, yet they appear to have been one of the most difficult components to put in place.

During the focus group sessions there was mixed response as to whether CCG's were in place or not and in some cases individuals commented that they were not aware that a CCG was required. It did appear that some confusion existed around the creation and the role of CCG's.

The FNCPS survey results supported the foregoing with approximately 43% of all respondents reporting that a CCG was in place while 43% reported that the CCG had not been established (refer to Chart #12 – based on response from the FNCPS survey).



With reference to the timeline requirement of 60 days to develop the CCG Terms of Reference (TOR) upon signing the CTA, where a CCG was established, it took considerably longer to create the CCG itself making the development of the TOR unrealistic within the required time period (see Chart # 13 – based on response from the FNCPS survey).

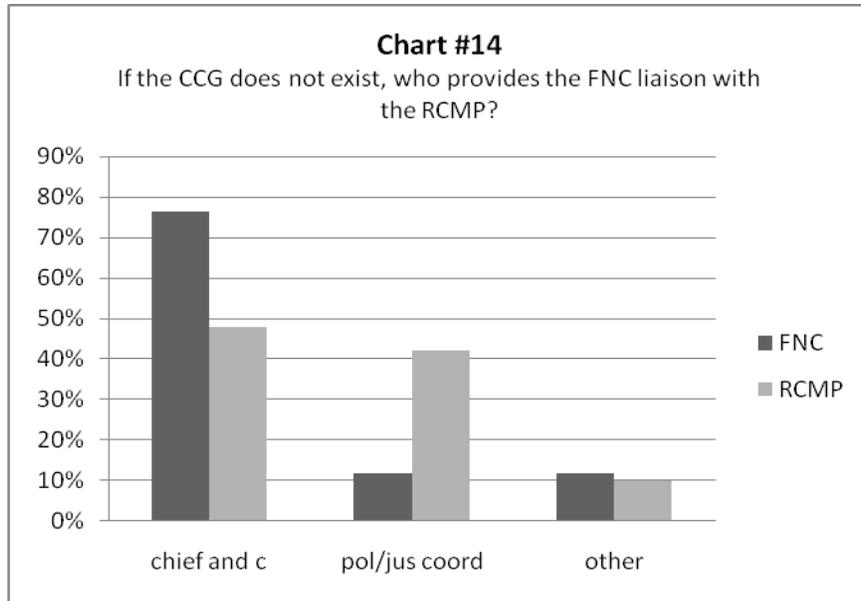


The recommended size of a CCG is 3 to 5 members who are representative of the community, and may include elders, women and youth. Feedback from the focus groups and survey results indicate that where a CCG was established, the size varied from 2 to 12 members and included elders and women, and in some cases the Chief and Councilors. The most difficult group to get involved were youth and a few FNCs reported that they were taking steps to address that gap.

### **8.1 CCG and Community Involvement**

The greater challenge in most FNCs was to get community members interested in participating in the CCG from the outset. This was especially so in small communities where the same individuals volunteered on multiple committees and were stretched beyond their capacity. Some FNCs reported the initial establishment of a CCG but the interest and desire of some community members to attend meetings waned shortly thereafter. As a result, in some cases the CCG was abandoned, in other cases regular meetings gave way to only meeting when there was a crisis.

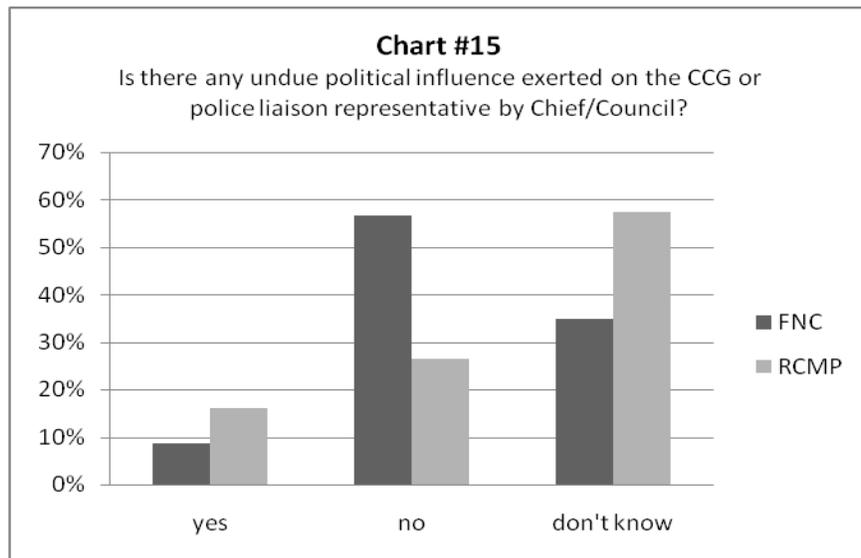
Where a CCG did not exist, the default liaison for the FNCPS was Chief and Council or the Police/Justice Coordinator who, more often than not was a member of Council (see Chart #14 - based on response to the FNCPS survey).



## 8.2 CCG and Political Interference

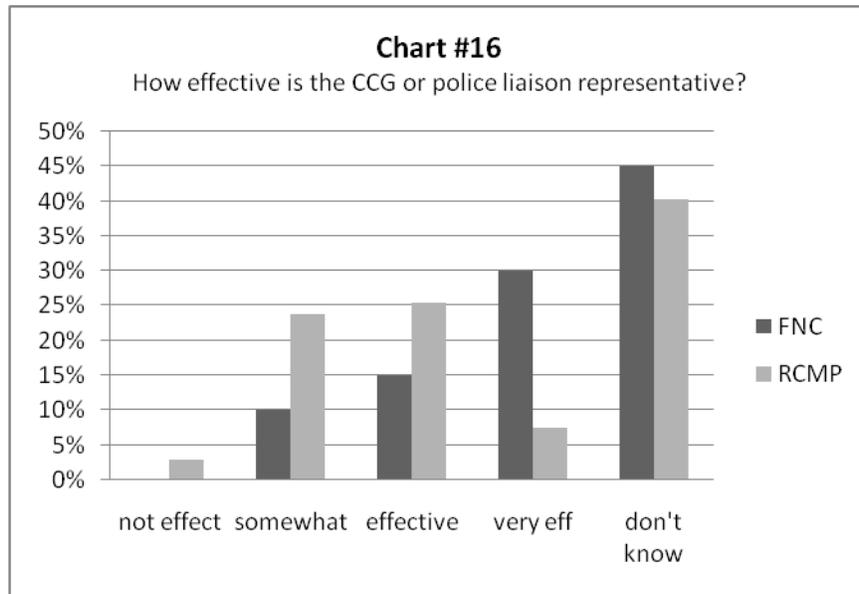
With respect to undue political interference being asserted on FNCPS by Chief and Council that may be a reality in some cases, the CCG or the alternate FNCPS liaison in the absence of a CCG, will likely take direction from Chief and Council in any event. Given the size of many FNCs, the reality is that Chief and Council will have a role, official or not, in any significant decision making process, such as the development of policing priorities and solutions to related community concerns and issues.

When asked if such political influence was exerted on the CCG or alternate police liaison the focus group and survey participants response was 'No', however a greater number responded that they did not know (see Chart #15 – based on response from the FNCPS survey).



### 8.3 CCG or Police Liaison Effectiveness

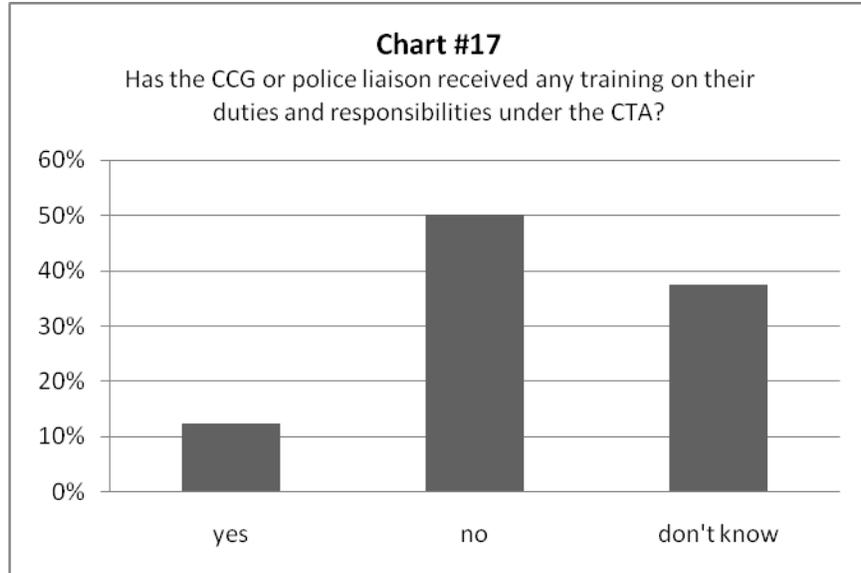
When it came to the question of the effectiveness of CCG’s or police liaison representatives, there was mixed response with many respondents indicating they didn’t know. However, where CCG’s or police liaison representatives exist, some measure of success and effectiveness seems to have been achieved (see Chart #16 – based on response from the FNCPS survey).



Given the confusion and the potential complexity of the establishment of CCG’s, Review participants often asked for the CTA process and its components to be explained in plain language. To that end there is a component in the CTA process that provides for training to be delivered relative to establishing CCGs along with the CCG member’s duties and responsibilities.

### 8.4 CCG Training

When asked if the FNC or CCG members had received any training in this regard the response was generally negative, however, all participants were very interested in receiving any form of training on the CTA process and especially so in regard to Community Consultative Groups, their duties and responsibilities, and Letters of Expectation (see Chart #17 – based on response to the FNCPS survey)



The role of a dedicated liaison between the FNC and the RCMP FNCPS is critical to building relationships, creating effective lines of communication, developing policing priorities and assisting the community to address its issues and concerns. However, whether the CCG is the right vehicle for this role, in every case, is another question altogether.

Although the FNCPS is still in development, the challenges experienced in many communities to establish a CCG will be difficult, if not impossible, to overcome. It is reasonably clear that this component of the process has *not worked in the manner it was intended* to and alternative measures or variations to the CCG need to be explored. Given the flexibility in the FNCPS to meet *each* FNCs specific needs and the acknowledgement that *each* FNC is different, that same flexibility needs to be applied to the concept of Community Consultative Groups.

Most, if not all, communities have council members who hold the justice or police portfolio, or have justice or public safety committees that could take on the role of the CCG and in some communities this is actually what has occurred. Other communities have identified and appointed a dedicated police liaison coordinator to work directly with the FNCPS. Seeking out existing official bodies and enhancing their role may be a viable option to the creation of an entirely new committee such as the CCG.

### 8.5 Issue and Suggested Approaches

**ISSUE:** The creation and maintenance of CCGs or alternate FNC police liaison with the FNCPS.

**SUGGESTED APPROACHES:**

- a. Review each FNCs capacity to establish a CCG as described in the CTA.
- b. Identify and provide alternate options to establish a police liaison for FNCs that lack the capacity to establish a CCG as described in the CTA.

- c. Develop and provide training on the intended role of the CCG (or alternate police liaison body), their duties and responsibilities.

## 9.0 Letter of Expectations (LOE)

The Letter of Expectation is a key component of the CTA that is intended to define and promote positive and cooperative working relationships between the FNC and the FNCPS. *The goal of the LOE is to ensure that FNCs receive community policing services by the FNCPS that are culturally sensitive and responsive to the particular needs of the FNC and that enhance the level of policing services normally provided by the RCMP under the PPSA.*<sup>6</sup>

The LOE could/should, at a minimum, address the following:

- The expectations of the FNC concerning policing priorities and working relationships
- The agreed upon commitments regarding the level and quality of police service to be provided
- A description of how the RCMP members could actively participate/be involved in the life of the FNC
- Identify how this links to the planning process at the community level in support of community based strategic planning and integrated response to community issues; and
- A dispute mechanism for concerns or complaints from both parties

Contents of the LOE should be clear, specific and have measureable goals. If not written in such a way, the LOE becomes a meaningless document through which little will be accomplished. A sample Letter of Expectation is included in Schedule “C” to the CTA for review.

During an examination of LOE’s and associated material, a variation on the sample Letter of Expectation was located that outlined five (5) *First Nation and Detachment Joint Responsibilities* that included the following:

1. Meeting and reporting requirements between the FNC and RCMP
2. Joint development by the FNC and RCMP Detachment of a cultural orientation package
3. The establishment of a CCG within 60 days of signing the LOE
4. FNCPS member time commitment to FNC policing issues; and
5. General provision regarding interpretation of the LOE

These ‘Joint Responsibilities’ were classified as mandatory and reportedly requested by the British Columbia First Nations Leadership.

In a review of all available LOE’s, 27 in total, for content and clarity, the above noted ‘Joint Responsibilities’ were included in the majority of documents and referred to as noted above (‘Joint Responsibilities’) or as a ‘Framework to this Agreement’.

Upon closer review, the inclusion of joint responsibility # 3 potentially adds confusion to the LOE process as the establishment of the CCG is specifically addressed in the CTA itself. Logically, upon signing the

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<sup>6</sup> In reference to the language used in the *Sample Letter of Expectation (LOE)*, in Schedule “C” to the CTA.

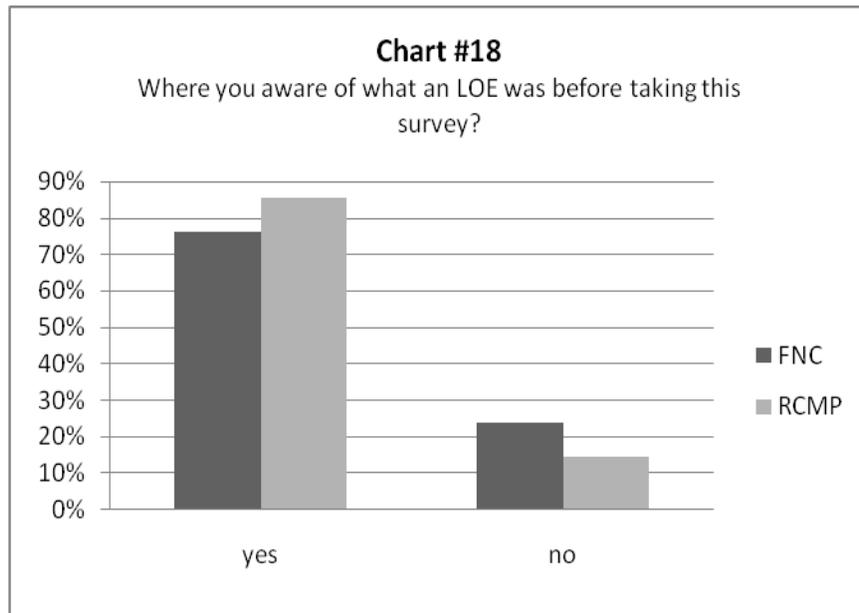
CTA, the FNC is required to establish a CCG and part of the CCGs responsibility would be to create the LOE in collaboration with the RCMP Detachment Commander and FNCPS member. If no CCG is in place then it becomes the responsibility of whoever holds the police liaison position. By including the establishment of the CCG in the LOE, reverses the intended development of the CTA and its requirements.

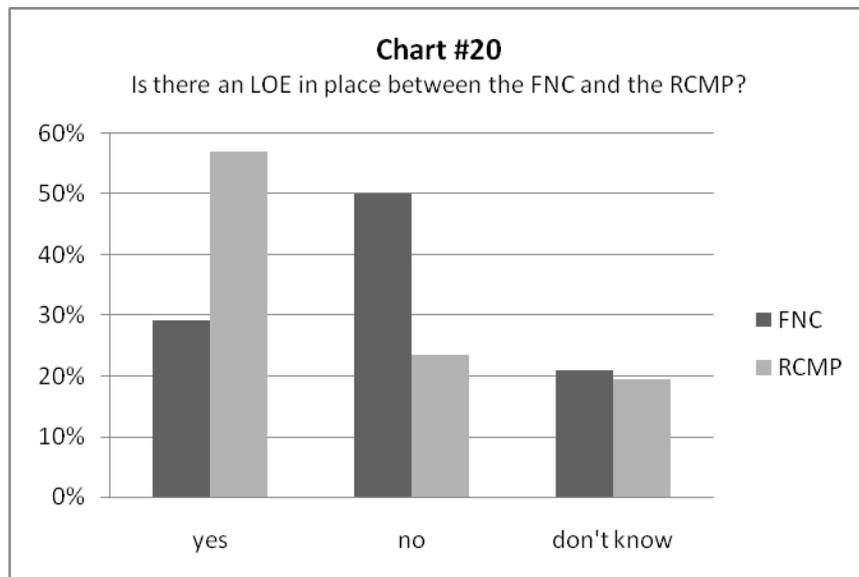
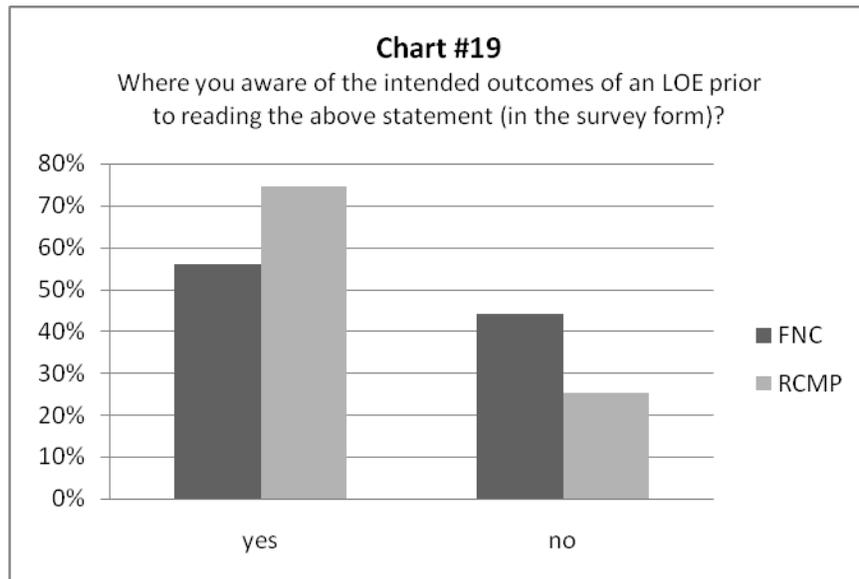
Further, by including these mandatory Joint Responsibilities, some of which are included in the *Framework Agreement* and the CTA, they somewhat shift the focus from the primary role of the LOE in defining the FNCs expectations concerning policing priorities and working relationships, and the level and quality of service to be provided.

In reviewing the 27 available LOE's, 19 had listed clear policing priorities, and in many cases a related action plan and measurable goals. However, 8 of the 27 LOE's listed only the *First Nation and Detachment Joint Responsibilities* with no reference to agreeable and measurable policing priorities.

Further, it would appear that the standard template included as a sample LOE in Schedule "C" to the CTA was not used, resulting in various forms of the LOE being produced. The LOE template, however, is not as important as the content, but following a sample guide would ensure that all necessary components would be included in the finished document.

As with the CCG process, there appeared to be some confusion over the intention and development of LOE's. In discussion with the focus groups a number of participants (both FNC and RCMP) indicated that they were unaware of the intended contents of an LOE and some admitted that they had never heard of an LOE (see Chart #18, #19 and #20 - based on response to the FNCPS survey).





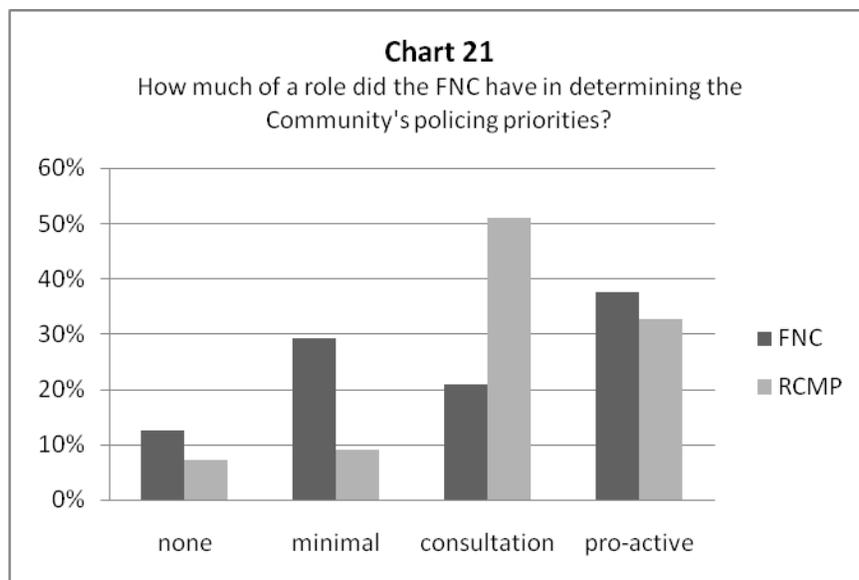
Where LOE's are in place, it is vital that those groups or individuals directly related to the development of policing priorities and expectations share this information with those responsible for the delivery of the FNCPS. This is not happening in all cases at present.

### 9.1 *Developing the LOE - Time Line and FNC Involvement*

In those FNC's where an LOE has been developed it has taken anywhere from 2 months to over 9 months to accomplish. Reasons cited for the delay in developing LOE's was a lack of communication, lack of understanding, availability of participants, isolation of the community and a lack of willingness by one party.

Time line expectations in the CTA appear to be unrealistic as the parties, in many cases, are still building relationships, dealing with a new CTA and its requirements, and for the first time being actively involved in the development of a policing service to meet their community’s specific needs. Patience, persistence and commitment are required achieve these targets.

It is important to ensure that the FNC plays an active role in the development of the LOE, especially in the development of policing priorities. Within the *Framework Agreement* the LOE is clearly identified as the component that makes the CTA work. If there is limited or no involvement by the FNC in the LOE development it will become a futile process. Most FNC’s and RCMP who participated in the focus groups and the FNCPS survey report that the FNC played a consultation or pro-active role in developing policing priorities, however, some identified the FNC role as minimal or having no involvement at all (see Chart #21 - based on response from the FNCPS survey).



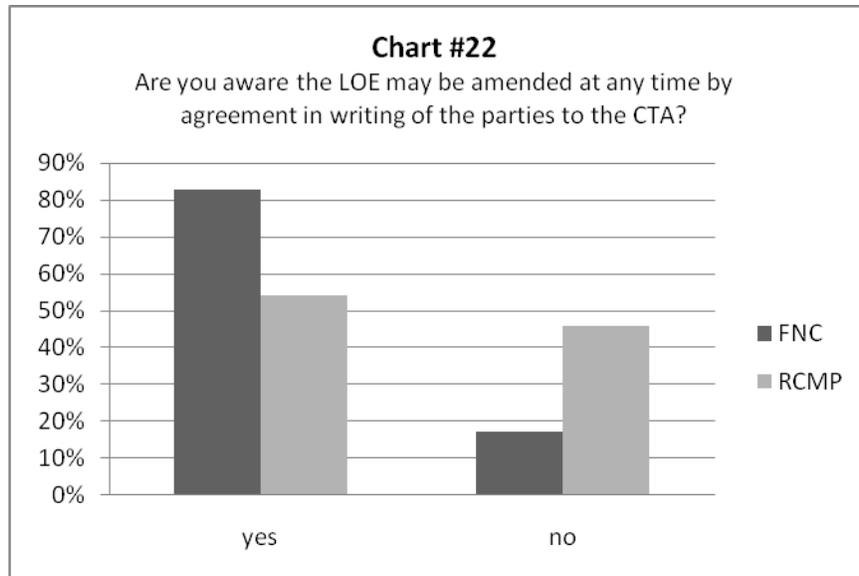
The issue of FNC involvement is essential to success of the FNCPS and needs to be assured when developing the Letter of Expectation.

## 9.2 Revising the LOE

There appears to be a belief that the LOE, when signed, was a locked document without the ability to be revisited should community priorities change and many were surprised to hear differently. Included in the *CTA General Provisions, Schedule “B” to the CTA*, section 14.2 allows for the LOE to be amended by agreement in writing of the parties to the LOE.

This misconception may very well have driven the delay in the creation of CCGs and the development of LOE’s. Chart #22 displays the percentage of survey participants who were aware, or not, of this amendment clause.

Those participants aware of the potential to amend the LOE rightfully referred to the LOE as a ‘living document’ that requires to be revised as the FN Community’s policing priorities changed.



### 9.3 LOE and the Detachment Annual Performance Plan

During several of the focus group dialogue sessions, it was stated by several Detachment Commanders that the LOE was linked with the Detachment's Annual Performance Plan (APP). In fact, each Detachment Commander must include at least one aboriginal priority in their APP.

In one or two examples cited, the APP was attached to the LOE to provide a description of the policing priorities agreed to between the FNC and the RCMP. It goes without saying that there must be a link between the Detachment's APP and the LOE, however, it is in the opinion of this Review that in using the APP to state the FNC's policing priorities dilutes the value and intended use of the LOE.

The LOE is a unique document that was designed and intended to be the tool to identify the FNCs policing priorities, objectives, goals and expectations, to be developed collaboratively between the FNC and the RCMP. By injecting an RCMP internal procedure into the process defeats the intended purpose of the LOE. The LOE is agreed to and signed by both Parties, the APP is not.

Although the APP should reflect the policing priorities cited in the LOE, the LOE should be developed as a unique stand alone agreement between the FNC and the RCMP with no internal RCMP documentation attached for any reason. By doing so will provide a meaningful document that outlines the jointly agreed to policing priorities and expectations for the FNC.

### 9.4 LOE and Training

Much of the confusion and misunderstanding around the LOE process, noted above, could have potentially been avoided through training seminars or training guides for parties to the LOE. Most participants in the focus groups voiced an interest in receiving training in this regard to allow them to move forward more effectively and efficiently in implementing and maintaining the FNCPS and fulfilling their responsibilities under the CTA.

## 9.5 *Issue and Suggested Approaches*

**ISSUE:** To ensure the proper development of the LOE in a collaborative manner between the FNC and the RCMP, as outlined in the CTA.

**SUGGESTED APPROACHES:**

- a. Ensure that the intent and goals of the LOE are clearly understood by all parties through a formal training process.
- b. Provide an LOE guide to simplify the development process that can be used by FNCs and the RCMP.
- c. Ensure the FNC's policing priorities, objectives, goals and expectations are clearly defined in the LOE and are realistic and measurable.
- d. The LOE should be developed as a unique stand alone agreement between the FNC and the RCMP, and the Detachment Annual Performance Plan should not be appended.
- e. The LOE should be reviewed by the parties on a regular basis and at least annually, for revision and correction, if necessary.

## 10.0 First Nations Community Police Service (FNCPS)

### 10.1 Service Requirements

The *Framework Agreement* expressly specifies service requirements for all FNCPS members, as follows:

- FNCPS members to devote 100% of their on-duty time to the policing needs of the FNC; and
- that *most* of this time is spent within the FNCPS policing jurisdiction

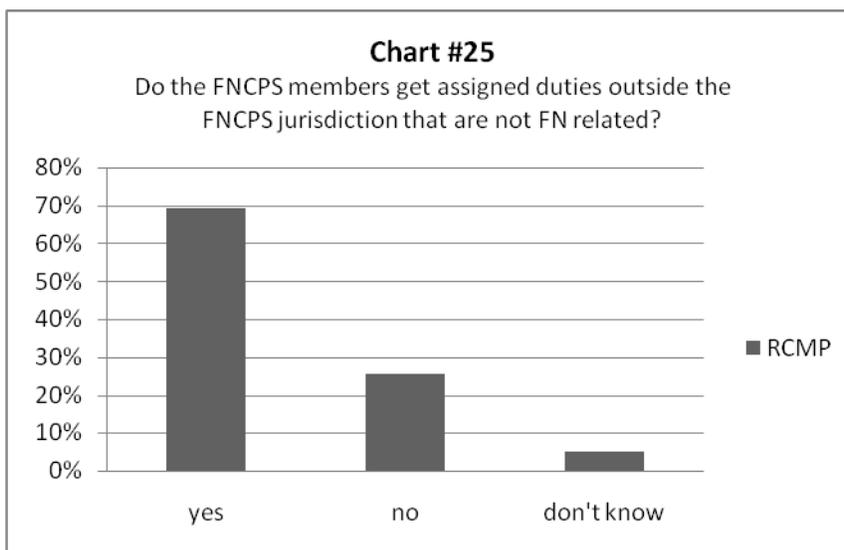
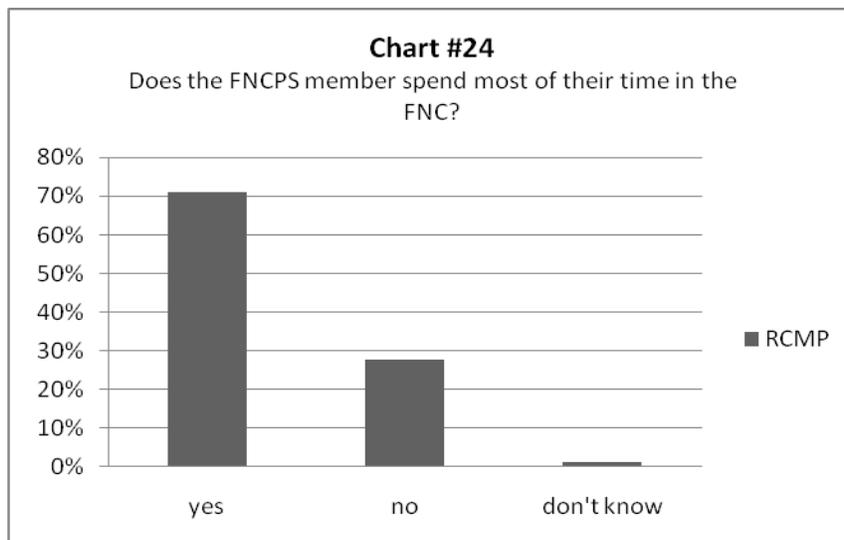
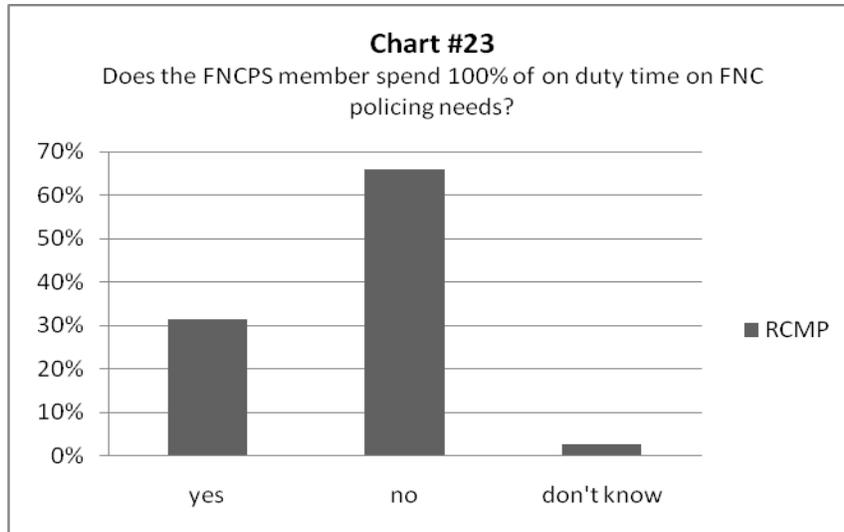
During focus group discussions on this issue it was learned that while the FNCPS officer attempts to meet these requirements, they were at times redirected to other duties that impacted their ability to dedicate 100% of their time to FNC policing needs and the majority of that time within the FNCPS policing jurisdiction.

In general, FNCPS members reported spending anywhere from 70% - 90% of their on-duty time on FNCPS policing needs and the majority of that time within the FNC jurisdiction.

Some factors cited were:

- Called away to support other members – as dictated by the revised back-up policy
- To support non FNC detachment response when short staffed or during emergencies
- Depending on the location members are often pulled between the urban centre and the FNC
- PRIME resources are in the detachment office and limits what we can accomplish (administratively) in our vehicles or in the FNC; and
- Travel time and distance to some FNCs limit the amount of time spent within the FNCPS policing jurisdiction

The FNCPS survey responses supported the comments made during the focus group dialogue and are included below in Charts # 23, 24 and 25, for review.



## 10.2 FNCPS Staffing and Deployment

As noted in the introduction to this report, there are 44 CTAs in British Columbia covering 101 First Nation Communities. Under the FNCPS 91 RCMP members are assigned to provide policing services to the 101 FNCs. Of the 91 FNCPS funded positions, 82.5 are actively deployed while the remaining 8.5 are either vacant or off duty for other reasons.

The initial deployment of personnel to the FNCPS was based on consultation and between the federal and provincial governments, the RCMP and FNCs showing a specific interest in receiving enhanced policing services, along with specific criteria, as noted below:

- Demonstration of need for enhanced policing and public safety;
- Demographics of populations served, and size and nature of geographic isolations served;
- Economic and social conditions including crime rate, unemployment rate, justice activities including restorative justice approaches in the communities, as well as related indicators of community well-being;
- Availability of capital infrastructure (office space and housing for officers); and
- Existing provincial police resources and deployment of RCMP positions in geographic area.

In reviewing the deployment of FNCPS members in BC (refer to Appendix 'E') there appears to be some disparity in the number of communities policed per FNCPS member. In most cases the distribution is one FNCPS member per community, however, there are a few instances where one FNCPS member is providing police services to 2, 3 and in some cases 4 FNCs.

Conversely, there are several examples where 2, 3 and 4 FNCPS members are providing police services to one FNC. This may very well be justified due to population, crime rate and other related factors, but to the casual observer this appears as an anomaly in the deployment distribution. Further, it may be difficult to accept by FNCs who are sharing an FNCPS member with other communities, and those communities in remote and isolated areas where FNCPS presence is limited, at best.

From a positive perspective, this matter has not been overlooked and is under consideration for potential expansion of FNC policing services in the foreseeable future.

## 10.3 FNCPS Members

Throughout this Review it was refreshing to observe the professionalism, dedication and commitment to FNC policing by the FNCPS members present at the focus groups and the FNCPS Conference in Abbotsford. Although a number of these members are First Nations, the vast majority are not.

*"Aboriginal heritage is not as important as having the right person there who has the desire and is willing to work with First Nation Communities and become part of the Community through relationship building."*

*FNC representative,  
Prince George focus group*

One role the FNC has under the CTA is to identify 'desirable attributes' for RCMP members who are being considered for deployment to the FNCPS. Although aboriginal heritage was seen as a desirable attribute, it was not as important as ensuring the member wanted to be in the position and work with First Nations people and become involved in the community.

Other attributes identified were: respect for FN culture; knowledge of local FN traditions and beliefs; willingness to participate in cultural events; be open minded; have a willingness to learn; be patient and flexible; be a good communicator; and a good listener.

The FNCPS members that participated in this Review, in one way or another, displayed the desirable attributes as identified above. This provides a significant level of comfort that, in the light of limited resources, the right people are providing valuable services to FNCs through the FNCPS.

#### ***10.4 FNCPS Corporal/Supervisors***

During the past year, six (6) dedicated RCMP Corporal positions have been approved and created to support the FNCPS to provide more focused management and support at the detachment level for the FNCPS members delivering the policing services. The creation of the FNCPS Corporal position is dependent on a minimum number of FNCPS members to be managed.

The FNCPS Corporal position increases focus and accountability for the delivery of a dedicated First Nations policing service. The position also enhances the organizational structure in larger detachments by creating a clearer line of reporting and accountability for the FNCPS through to the Detachment Commander.

Additionally, the FNCPS Corporal can also share workload and responsibility and assist with FNCPS issues in collaboration with the Detachment Commander, especially so in regions where Detachment Commanders are conflicted with non FNC responsibilities.

Given the initial positive results since the inclusion of the FNCPS Corporal positions, it is clearly a value added component to the FNCPS. The expansion of FNCPS Corporal positions should be considered, if warranted.

#### ***10.5 FNCPS – Cadet Assignment***

It is not news that recruiting and retention is an issue for police agencies across Canada and the RCMP is no exception. As an organization, the RCMP is planning to hire and train approximately 2,000 cadets annually, for each of the next 5 years.

As a result, many frontline general duty members in the RCMP have limited years of service and this is also the case in a number of FNCPS positions. Several FNCPS members attending the focus group sessions had less than one year of service, and in one case the member had graduated from training 9 weeks previously.

There are pros and cons to assigning a recently graduated cadet to a FNCPS position. Given they are at the stage of learning how to be a police officer, dealing with the complexity of FN policing seems to be

an unrealistic challenge. However, they do enter this position untainted by other influences and their capacity to learn and be open to change is likely at its best.

Given the complex nature of FNCPS work and the commitment to collaborate with the community to address their concerns and issues, RCMP members with several years experience are likely the best candidates for the position. However, the reality is that this is not always a viable option given resource issues and with the appropriate support and field training, cadets can fill these roles successfully.

### **10.6 FNCPS Recruiting**

Seeking members for FNCPS positions can be a challenge as many postings are in remote communities and it is a policing role with significant challenges. In addition, as noted above, there are certain desirable attributes that are required for the job, but more so a willingness to work with First Nation Communities is a necessity.

Adding to the challenge is the fact that the turnover is considerably high as FNCPS positions are Limited Duration Postings that can limit the member's term in the FNC to two years. It has been voiced in several of the focus group sessions that *the member is just getting to be proficient at the job when they have to leave*. Further the opportunity for overlap in these positions is limited, so the task of continuing to build relationships between new members and the FNC is always a work in progress. Overlap between the outgoing and incoming FNCPS members can effectively enhance relationship building and communications with the FNC.

Recruiting of FNCPS members is the domain of the RCMP, however, FNC representatives throughout this review indicated that they would like to be involved, in some way, in that process. In fact, a few FNCs have been included in the recruiting process by reviewing member profiles, involvement in a community interview panel, or input to the Detachment Commander. Ultimately, the final decision will rest with the RCMP.

Collaborating on the FNCPS member recruiting process can be a value added component of the program and gives the new member an instant connection with the FNC and a place to start relationship building. The CTA does give the FNC an opportunity to be involved in the recruiting process with the responsibility of identifying 'desirable attributes' for FNCPS members policing their community, and their input should be sought in this regard.

Although RCMP Staffing is responsible for the recruiting, transfer and assignment of members, the RCMP's Aboriginal Policing Unit assigns a member in the position of the FNCPS recruiting officer. The recruiting officer is in a position to identify members interested in FN policing and to work with staffing, the detachments and the FNCs to design a recruiting process that will meet the RCMP needs and compliment the desirable attributes identified by the FNCs. Identifying and sharing best practices in this regard would greatly assist in identifying the right members for placement in FNCPS positions.

### **10.7 FNCPS – Policing Isolated Communities**

There is no question that the greatest frustration with the program lies with FNCs who are located in remote and isolated locations, and those sharing single FNCPS resources with multiple communities. This is a significant issue that if not addressed will continue into the future with little hope of resolution.

Both the federal and provincial governments, as program funders, the RCMP and the specific FNCs in question, need to address this issue to ensure all FNCs who fall under a CTA are provided reasonable access to acceptable levels of policing to meet their specific needs.

Isolated and remote communities present possibly the greatest challenge for the FNCPS and creative initiatives will be required to find a resolution. One such initiative could be the introduction of the Community Safety Officer program – unarmed, appointed members under the *RCMP Act* who are from the community.

### **10.8 FNCPS – a Dedicated Policing Service**

The FNCPS is a separately funded program from other provincial policing services. As such, the FNCPS members are to provide a *dedicated* policing service to FNCs under the Community Tripartite Agreements.

Additionally, the FNCPS is to *provide community policing services that are culturally sensitive and responsive to the particular needs of the FNCs and that enhance the level of policing services normally provided under the PPSA.*<sup>7</sup>

Nowhere in the documentation does it define ‘community policing services’, ‘culturally sensitive’ or ‘enhanced policing’, however, the specific use of those words indicate a policing service that is community centered and significantly beyond the base policing previously provided to FNCs through the PPSA.

Further, inclusion of the active involvement of FNCs in collaboratively determining their policing needs with the RCMP and jointly seeking solutions to community issues and concerns, raises the service delivery responsibilities and expectations to a higher level. Even though service delivery will be affected by resourcing from community to community, the FNCs expectations remain.

These expectations will only be met if FNCPS members are afforded the ability to be a dedicated resource to the FNC they work with. In locations where they serve multiple communities, or are redirected to other duties, the reality of providing enhanced policing services is limited.

Provincial and municipal police resources, depending on the location, do provide support and services to FNCPS members as part of their responsibility, and in some cases they expect the same in return from the FNCPS member. This has reportedly caused friction between the FNCPS member and other RCMP general duty officers, in some cases.

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<sup>7</sup> Article 3.2, *Framework Agreement for the RCMP FNCPS in the province of British Columbia*.

This appears to be the result of a lack of understanding of the FNCPS as a *dedicated policing resource* to FNCs and how the FNCPS and provincial police service members need to collaborate in the delivery of their respective services. This can be resolved internally within the RCMP through an information and educational training component at the detachment level.

Ultimately, the vision for the FNCPS program and the provincial police service members is to work seamlessly in the delivery of enhanced policing services to FNCs and non FNCs alike, as it does in some North District Detachments.

### **10.9 Detachment Commanders and Supervisors**

Detachment Commanders and Supervisors play a critical role in the success of the delivery of the FNCPS. Without their ongoing support and buy-in the FNCPS would have a difficult time providing the services required under the CTA.

Under the current organizational structure, Detachment Commanders and Supervisors have the ability to deploy the FNCPS members at their discretion and without their full support the FNCPS member can be redirected to non FNC duties in contradiction to the requirements outlined in the *Framework Agreement*. As Chart #25 indicates, almost 70% of RCMP survey respondents report that they are assigned duties outside the FNCPS jurisdiction that are not FN related.

During the focus group discussions on this issue, being assigned duties not related to the FNCPS function is more likely to happen where the FNC is close to, or adjacent to, an urban center. Although this happens for a variety of compelling reasons, it does reduce the ability of the FNCPS member to meet their responsibilities under the CTA. However, with the full support of Detachment Commanders and Supervisors this can be avoided, barring exceptional and exigent circumstances.

Detachment Commanders are also responsible for developing meaningful relationships with the FNC leadership, through which they can collaborate on identifying the Community's policing priorities and expectations upon which they must agree to be reasonable in the circumstances.

The Detachment Commander and Supervisors play such a key role in the delivery of the FNCPS and their acceptance and support of First Nations policing sets the tone for how other detachment members view the FNCPS.

### **10.10 Aboriginal Advisory NCOs**

There are currently three (3) Aboriginal Advisory NCOs located in Northern BC, the Interior and Vancouver Island. Their role is to provide advice and support on First Nations policing issues to the District Officer, Detachment Commanders, Supervisors, FNCPS Corporals and FNCPS members. Each of these NCOs have considerable First Nations policing experience and are a valuable resource to all involved in the delivery of the FNCPS.

Even though they play a key advisory role to the FNCPS, they are not included in the funding or organizational structure of the FNCPS. From an organizational perspective they report directly to their

respective District Officer and indirectly to the OIC Aboriginal Policing Services and are funded through the Provincial Police Service Agreement (PPSA).

Given the scope of work each Aboriginal Advisory NCO has, they are in a position to significantly contribute to the development and implementation of best practices in First Nations policing by working collaboratively with the RCMP Aboriginal Policing Services and the FNCPS.

Including the Aboriginal Advisory NCOs as a seamless part of the FNCPS by virtue of funding and lines of reporting, is worthy of consideration.

### ***10.11 RCMP Aboriginal Policing Services (APS)***

The RCMP Aboriginal Policing Services (APS) provide the following services:

- Guidance, advice and support to FNCPS members
- Guidance, advice and support to Detachment Commanders, Supervisors and Aboriginal Advisory NCOs on First Nations policing matters
- Policy development and advice on First Nations policing matters to the RCMP 'E' Division
- Involvement in the Commanding Officer's Aboriginal Advisory Committee (COAAC)
- Recruiting of new FNCPS members
- Negotiation, implementation and maintenance of CTAs
- Presentations to Chief and Council on CTAs and the FNCPS
- Provides training on CTAs and the FNCPS; and
- Provides guidance, advice and support to other First Nations policing services such as the Aboriginal Community Constable Program (ACCP)

The APS is located at RCMP 'E' Div Headquarters in Vancouver and includes three main positions; the Officer in Charge (OIC) APS, the CTA Coordinator, and the FNCPS Recruiting Officer.

Of the three positions, only the CTA Coordinator and the Recruiting Officer are funded through the FNCPS and both positions report to the OIC APS, who is funded under the PPSA.

In terms of span of control over the FNCPS members, there appears to be none. The APS provides guidance and service to the FNCPS but has no authority over the members delivering the FN policing services, who are direct reports to their respective detachments.

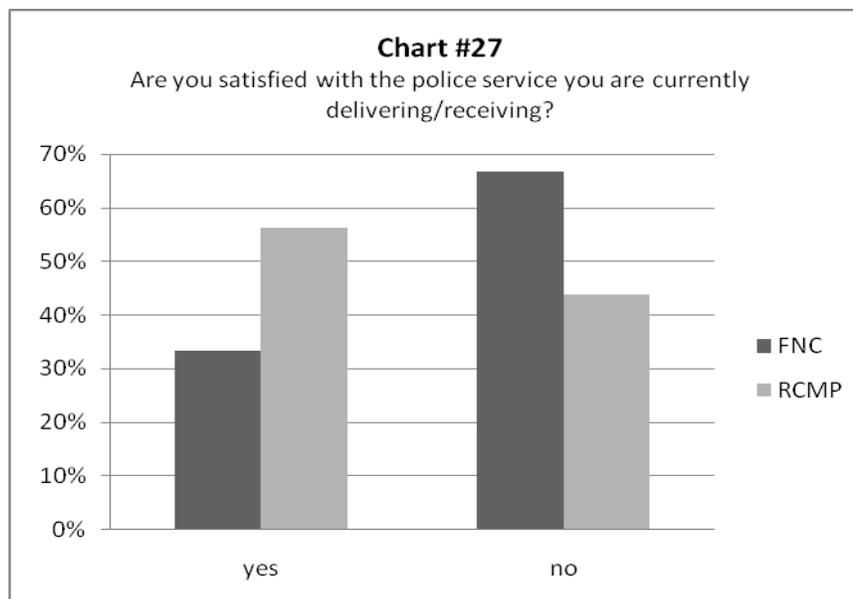
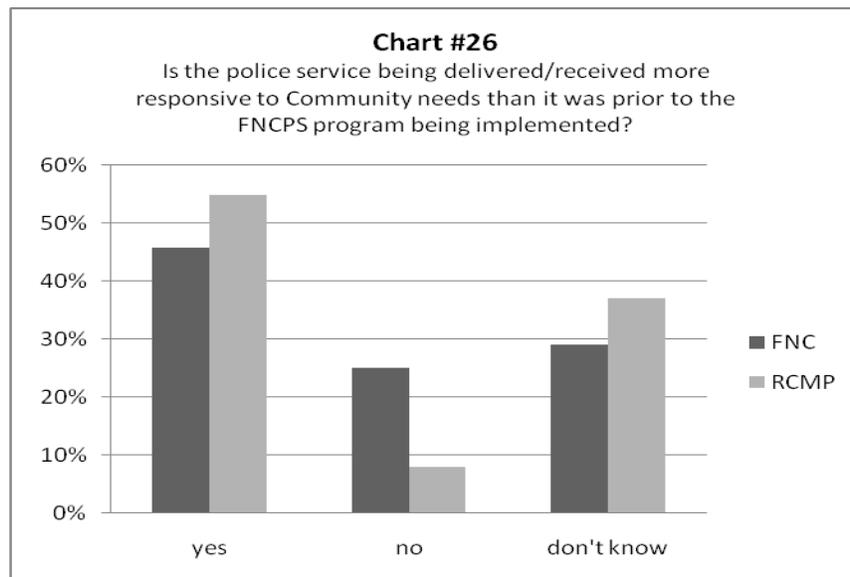
With consideration for the APS, Aboriginal Advisory NCOs, Detachment Commanders and FNCPS members, this fractured organizational, reporting, and funding structure, creates an environment for competing interests to diminish the ability of the FNCPS to meet its mandate under the CTAs.

With respect to the OIC Aboriginal Policing Services, consideration should be given to including that position within the funding envelop for the FNCPS and providing some measure of authority over the Aboriginal Advisory NCOs, the FNCPS Corporals and the FNCPS members.

By realigning the FNCPS under the OIC APS would be a step to creating a more cohesive and seamless First Nations policing service within the RCMP that could be more prepared to respond effectively to the unique challenges of First Nations policing.

### 10.12 FNCPS Response and Satisfaction

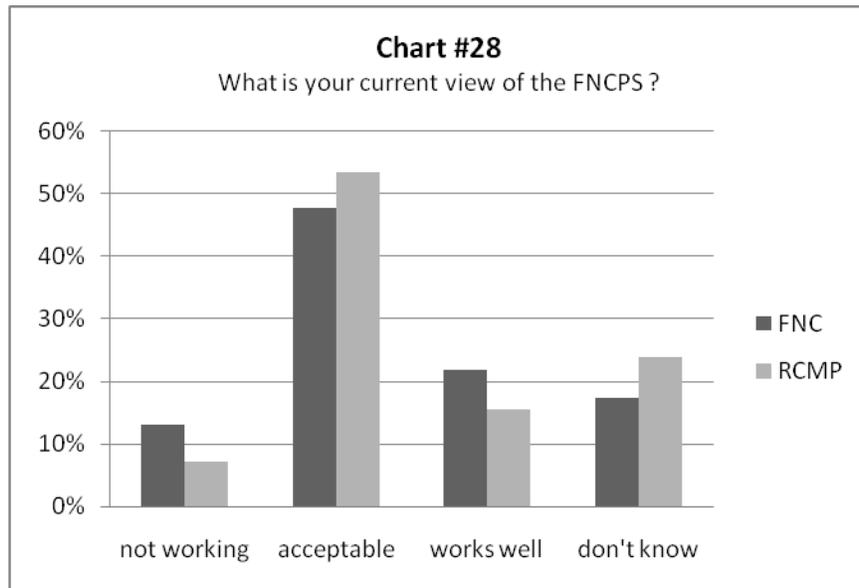
In relation to how responsive the policing services have been since the introduction of the FNCPS, both the RCMP and FNCs agree that the service provides better response than in the past. However, when asked if they are satisfied with the police service they are delivering, in the case of the RCMP, or receiving, in the case of the FNC, there is mixed response with a significant percentage on both sides indicating that they are not satisfied (see Chart #26 and #27 – based on response from the FNCPS survey).



During the focus group sessions when the issue of satisfaction with the police service was discussed, those who were not satisfied were from remote or isolated communities or detachments policing those communities, or those impacted by a lack of resources.

In one example cited during a focus group, the FNC representative indicated that they rarely saw the FNCPS member(s) as they were deemed to be a 'good' community with no significant policing issues and the member's time was being consumed with the other two FNCs being served. This would appear to be a resourcing issue, however, the result is a weakened relationship with the 'good' community and a lost opportunity to introduce educational and preventative programming to the community's membership.

Lastly, in relation to whether the FNCPS is working or not, in the opinion of the participants to this Review, there was general agreement that the Service is working at an 'acceptable' level, and certainly better than previously experienced (see Chart #28 – based on response to the FNCPS survey).



In reviewing the results above, the FNCPS is moving in the right direction, but not without its challenges as previously noted. It is still very much in its infancy and a work in progress in many areas and will continue to require the persistence and dedication of the FNCPS members and the FNC representatives to build a workable, sustainable and equitable police service for all FNCs.

### 10.13 Issue and Suggested Approaches

**ISSUE:** To ensure that the FNCPS meets its service requirements under the CTAs.

**SUGGESTED APPROACHES:**

- a. Ensure that all FNCPS members and Detachment Commanders are aware of the FNCPS service commitments outlined in the *Framework Agreement*.
- b. The RCMP Aboriginal Police Services, in collaboration with the Detachment Commanders, to conduct an annual review of the FNCPS to ensure the mandated service commitments under the *Framework Agreement* are met.
- c. Canada, the province of BC and the RCMP conduct a review of the deployment model to FNCPS communities to ensure adequate and acceptable service is available to all FNCs subject to a CTA, including remote and isolated communities.
- d. Ensure that the FNC identified 'desirable attributes' for the FNCPS members are included in the selection criteria for new members.
- e. Assign experienced RCMP members to the FNCPS, where possible, and if deploying cadets to the FNCPS ensure they are assigned a seasoned and experienced FNCPS field trainer and provide overlap with the outgoing member, if practical.
- f. Ensure all RCMP general duty members are aware of the *dedicated* policing role delivered by the FNCPS and how both the FNCPS and general duty members are to collaborate in the delivery of policing services.
- g. Review the feasibility to increase the number of dedicated FNCPS Corporals within the FNCPS, where applicable.
- h. Review the organizational and reporting structure of the RCMP Aboriginal Policing Services with consideration to include the Aboriginal Advisory NCOs and a measure of authority over FNCPS Corporals and Members.
- i. Review the funding structure of the FNCPS with consideration to include the OIC Aboriginal Policing Services and the Aboriginal Advisory NCOs within the funding delegation.
- j. The RCMP Aboriginal Policing Services to explore the feasibility of other options to enhance the FNCPS through the introduction of a summer student program and/or Community Safety Officers, etc.
- k. The RCMP Aboriginal Policing Services in collaboration with the CTA Steering Committee and the COACC develop and make available a compendium of best practices in First Nations policing initiatives.

## **11.0 Integrated Solutions to Community Concerns and Issues**

Of significant interest to both Canada and the province is the matter of integrated solutions to FNC concerns and issues. From a front line social service perspective, policing plays a significant role in that they are often the first response to a multitude of reported or self generated incidents. However, law enforcement is not always the appropriate response to the vast majority of these contacts with FN community members, especially where there are other available resources within, or adjacent to, the FNC.

An example of this was provided during one of the focus groups where an FNC was experiencing a significant number of break and enter offences. On closer inspection, the stolen item in all cases was food. After some time the individuals responsible were identified and from a strictly law enforcement perspective, the file would have been concluded upon arrest and the laying of charges. However, through further diligence on behalf of the FNCPS member and the FNC, it was revealed there was a serious issue of hunger in the case of some families in the community. Through collaborating with other agencies related to health, restorative justice and education, a school meals program was launched. Shortly thereafter the criminal offences were dramatically reduced. This incident resulted in a positive lesson and outcome for the individuals involved and more so for the community at large.

In certain circumstances the law will have to be enforced without question, however, in many incidents collaboration with other public safety related agencies to jointly resolve community issues will have more beneficial and lasting outcomes for the FNC.

In this regard, this Review focused on four main questions:

1. What police related prevention or education programs were being delivered to the FNC?
2. What other public safety and/or human service agencies are available in the FNCs?
3. Do the FNCPS and these other agencies have collaborative relationships through which they provide integrated solutions to the FNC?
4. If no integrated solutions are currently provided, are there opportunities to develop such integrated solutions to address community concerns and issues within the FNC?

### **11.1 Police Related Preventative and Educational Programming**

It was revealed through the focus group dialogue and the FNCPS survey that there was a significant amount of activity occurring in relation to the delivery of police related prevention and education programs. The top five programs being delivered were:

1. DARE
2. Restorative Justice
3. Ageless Wisdom
4. Bike Rodeo/Traffic Safety; and
5. Safer Communities

Although these programs, among others, are being delivered to FNCs in specific regions in the province, it is not the case in all FNCs and in some, limited or no preventative programs are being delivered.

Once again isolated and remote communities are those most likely to experience the limited opportunity for the delivery of preventative programming that is available in other areas. However, in a contrasting example provided where the FNC is adjacent to an urban centre, DARE was being delivered to the urban schools but not to the aboriginal school in the FNC. Available time and resources were cited as a reason in this case.

The provision of equitable policing to FNCs in BC, to which the FNCPS is focused, will continue to be a challenge and concern and will not be resolved in the short term. Long term strategy for the growth of the FNCPS in BC will need to consider creative solutions to ensure effective and acceptable levels of service to all FNCs.

### ***11.2 FNC Additional Resources and FNCPS Collaboration***

A number of other public safety and human service programs were identified as being available in a number of FN Communities and also that these agencies or representatives, for the most part, had a collaborative relationship with the FNCPS.

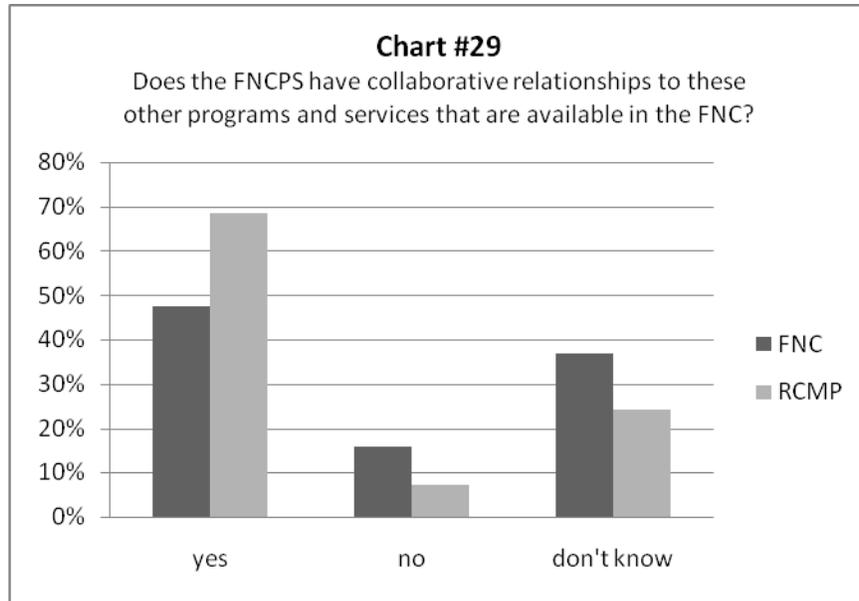
The agencies and/or services listed as being present in many of the FNCs were as follows:

- Health Services
- Ministry of Children and Family Development
- Social Services
- Justice
- Victim Services; and
- Friendship Centers

It needs to be stated that although the above services were available in many communities, there are FNC's with very limited community resources. As a result, the potential exists for the FNCPS to be available to fill the gap created by the lack of services.

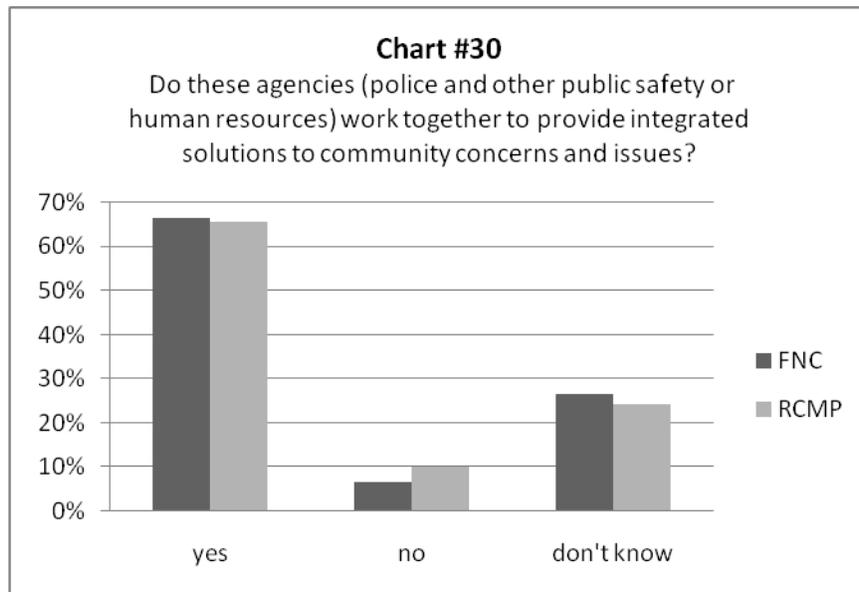
Chart #29 below (based on response to the FNCPS survey), identifies the amount of collaboration between the FNCPS and additional public safety services available in the FNC.

It is obvious from the results that collaboration is occurring, in the experience of the respondents, in over 50% of the cases, however, if there is concern in the response it is that in excess of 25% of all respondents report they 'don't know' whether collaboration is taking place between the parties, or not.



### 11.3 Integrated Solutions

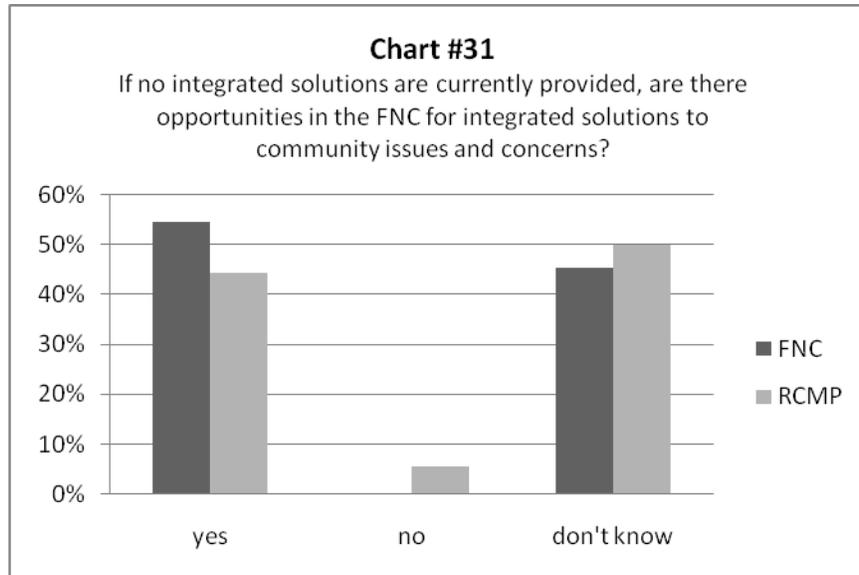
Providing integrated solutions to community issues and concerns is taking collaboration to the next level. Chart #30 provides an insight, in the experience of the survey respondents, as to how much collaboration is leading to the development on integrated solutions to FNCs served by the FNCPS.



In one example cited during a focus group session, the FNCPS member(s) meet on a monthly basis with all other front line workers to review community issues and identify and implement joint solutions to the issues, where practical.

These horizontal relationships between public safety and human resource service providers to seek solutions to complex community issues are critical to the health of the FNC.

However, given the reality that limited services are available in some FNC's, the question of whether opportunities are available for the creation of integrated solutions, in the experience of the FNCPS survey respondents, was posed and the following chart (#31) provides the results.



Integrated solutions are being embraced in over 60% of the cases as experienced by the survey respondents, and where no integrated solutions are currently being provided there appears to be ample opportunity to introduce jointly developed solutions to address community issues.

Once again the responses labeled 'don't know' raise a flag about the level of services available to some FNCs and possibly the level of communication and collaboration between all stakeholders.

Clearly, these are not simple issues to deal with and they will need a more in depth study, not on a broad scale as with this Review, but more specific on a community by community basis to truly meet the needs of each FNC.

### 11.4 Issue and Suggested Approaches

**ISSUE:** To identify, implement and maintain opportunities for integrated solutions between the FNCPS and other service providers to address FNC issues and concerns.

**SUGGESTED APPROACHES:**

- a. Ensure that the development and maintenance of collaborative and effective relationships between the FNCPS and other available resources is an annual priority and included in the Letter of Expectation between the RCMP and the FNC.
- b. The FNCPS members and other service providers establish a regular schedule to meet, address and identify potential areas in which they can jointly develop integrated solutions to community issues and concerns.

- c. Where other resources are not available, the FNC and FNCPS identify those resources and to jointly develop a business case to the respective authority for the expansion of resources to the FNC.
- d. The RCMP Aboriginal Policing Services conduct a review of, and make available, best practices in integrated solutions to FNCs involving public safety and human resource services.

## 12.0 CTA-FNCPS Orientation and FNCPS Evaluation Tool

Before the FNCPS can properly be evaluated, it is critical that those involved in the development and delivery of the FNCPS are aware of their responsibilities and what they are being evaluated on.

### 12.1 Orientation and Training

Feedback from the focus group dialogue sessions and supported by the FNCPS survey indicates a reasonable amount of confusion and/or lack of knowledge in one or more parts of the CTA process. For example, some FNC representatives were unaware of the role of the Community Consultative Group and the requirement to develop Terms of Reference. From an RCMP perspective, some FNCPS members indicated that they had never seen or, in some cases, heard of a Letter of Expectation (that should identify their policing priorities in the FNC), yet they are specifically tasked with delivering the enhanced policing services under the CTA.

Additionally, there have been numerous requests for simple training and/or orientation on the CTA process and its components. There would appear to be no CTA training or orientation material available province wide and the limited training that was reportedly received, in this regard, seems to have been developed and delivered locally. The danger in this case is that if the training and orientation material is not standardized, it is left up to individual interpretation that can result in the delivery of misinformation.

Orientation and evaluation must go hand in hand to enhance the implementation and sustainability of the FNCPS, and to ensure the accuracy of the evaluation. One without the other has the potential to increase the problems currently experienced.

Further, given that the FNCPS is wrought with a 40% to 50% annual turnover of FNC representatives and RCMP members involved in the program, it must embrace a continuous learning environment in support of new resources on a regular basis. Also, given that these resources enter and leave on an irregular cycle and have little opportunity for overlap, training and orientation materials need to be constantly available and up to date.

In pursuit of the request for simplified training and/or orientation materials, they need to be condensed, simple, specific and clear. The following information should be included in any orientation material:

- The CTA process
- Government, RCMP, FNC and individual responsibilities
- Establishing a CCG or alternate police liaison
- CCG terms of reference
- LOE development; and
- Monitoring, reporting and program evaluation

An example of simplified orientation material is included as Appendix 'F' to this report.

Orientation can be self taught through the provision of a CTA orientation guide and complimentary training resource material available through a FNCPS web site. In this regard, [www.fncps.ca](http://www.fncps.ca) is available. The development of any web site would require funding from both Canada and the province and managed by the CTA Steering Committee for content and applicability.

Additional information and/or training sessions could be made available through existing resources such as the RCMP Aboriginal Policing Services, Aboriginal Advisory NCOs and government representatives from the provincial Police Services Division and the federal Aboriginal Policing Directorate. Training materials in the form of multimedia presentations, hand outs and brochures could also be available for downloading from the website.

Further, the FNCPS web site could also host the FNCPS evaluation tool.

## ***12.2 FNCPS Evaluation Tool***

Evaluation is an important factor in measuring success and identifying barriers to progress. Given the feedback and lessons learned during this Review, two things will drive the development of any evaluation tool:

1. Keep it brief; and
2. Do not add anything to the CTA that does not already exist.

Already built in to the CTA is an annual reporting requirement for FNCs that is currently in hard copy format (Schedule "D" to the CTA). In its current format it is not sufficient, however, with some refinement and addition to the existing questions, more specific and appropriate information could be reported on to annually evaluate the FNCPS.

Further, evaluations should have the ability to be analyzed by individual FNC, Region (RCMP Districts), and provincially.

Survey questions need to be specific and cover the following components:

- Identity of the FNC reporting
- FNCPS staffing levels, service commitments and effectiveness
- FNCPS – RCMP relationship
- FNC police liaison (CCG or alternate) in place
- Letter of Expectation (LOE) in place
- FNC agreed to policing priorities and measurable (enhanced) policing goals
- Enhanced policing achievements during the previous 12 months; and
- Overall satisfaction with the FNCPS during the past year

A sample of survey questions are attached as Appendix 'G' to this report.

For ease of access, submission and analysis, the evaluation tool should be available on-line. Existing on-line survey and analysis tools are available and can easily be customized for annual evaluation of the

FNCPS and at a minimal cost. If agreed to by Canada, the province of BC and the CTA Steering Committee, such an evaluation tool could be in place and operating before the end of 2008.

### ***12.3 Issues and Suggested Approaches***

**ISSUES:**           **To ensure all stakeholders in the CTA FNCPS process fully understand the program and its integral parts; AND**

**Ensure the FNCPS program is being delivered as intended through regular and effective evaluation.**

**SUGGESTED APPROACHES:**

- a. Develop and make available to all stakeholders, orientation and training materials that fully address CTAs and the FNCPS.
- b. Create a British Columbia FNCPS website through which all stakeholders can review and access orientation and training materials.
- c. Utilize the FNCPS website as a communication and information tool between the FNCs and the RCMP FNCPS members to identify, report and post 'best practices' in First Nations Policing initiatives, among other things.
- d. Consider the development of a FNCPS BC quarterly newsletter for distribution through the FNCPS website.
- e. Develop a short, focused on-line survey for annual evaluation of the FNCPS by each FNC.
- f. Develop a complimentary on-line survey for annual evaluation of the FNCPS by RCMP members and Detachment Commanders.
- g. On-line evaluation surveys to be accessed via a link on the FNCPS website.

## 13.0 Concluding Commentary

The FNCPS, in general terms, is working and in some cases, working very well. However, this is not the case in every First Nations Community in the province. Although many positive factors have arisen throughout this Review the FNCPS is still a work in progress with a number of issues to be resolved, if it is to meet its intended goals.

From a success standpoint, the RCMP and FNCs are experiencing better relationships and more effective communication than ever before and this Review indicates that is can be directly attributed to the introduction of the FNCPS.

The FNCPS is providing, for the first time, a *dedicated* policing service that is mandated to be *culturally sensitive and responsive* to each FNC's specific needs and one in which the FNC has collaborative opportunity to design and develop the services they receive. The collaboration between the FNC and the RCMP is leading to more effective and sustainable solutions to community problems, in many reported cases, with long term goal of creating a safe and secure environment for all FNCs.

In contrast, barriers to progress have also been identified in many components of the CTA and the FNCPS. Some of this has resulted from confusion about CCGs and LOEs due to poor communication, lack of understanding, and a lack of training and orientation. Adequate and equitable resourcing has also been identified as a challenge, as has servicing remote and isolated communities, and in some FNCs it has been a challenge to get community members involved in the process.

However, none of the identified barriers to progress are insurmountable. Where the components of the CTA and the FNCPS are in place, they are working. Where there are issues there are solutions and through the commitment of all stakeholders those issues will be overcome.

This Review clearly states the *issues* to be addressed and provides *suggested approaches* for consideration of the stakeholders for approval and implementation.

It must be remembered that this Review has taken a broad look at the FNCPS program across the province and identified general themes and issues that arose in the process. Any further study of the FNCPS through regular annual evaluation should be conducted at the Community level to identify local issues for analysis and resolution that will increase the effectiveness and efficiency of the program to meet its intended goals. This can be accomplished through the on-line evaluation tool described in chapter 12.2 of this report.

It is the opinion of this Review that the implementation and delivery of the First Nations Community Police Service is a success despite the challenges identified herein. Relationships have improved and the policing services to FNCs have been enhanced over historic norms. The FNCPS, as it currently exists, has built a good foundation to move forward with a view to strengthening the policing services, bolstering resources and refining the delivery mechanism.

Partnerships are being built with other public safety and human services providers to ensure more effective, efficient and lasting solutions are provided to FNCs that will make their communities safer.

It has been the observations of this Review that the RCMP FNCPS has been openly welcomed into First Nation Communities throughout BC. Although there may have been initial hesitation due to historic experiences, those First Nation Communities are now asking for more FNCPS presence and visibility, and for RCMP members to actively participate in community events.

The FNCPS provides a professional and effective *community policing service* in support of safer and healthier First Nation Communities and is well positioned to assist FNCs to positively move forward into the future.

## Appendix 'A'

### Focus Group Attendance Records

#### Nanaimo Focus Group, February 11, 2008

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Chemainus FN	Dallas Brock	Comm. Development Mgr	<a href="mailto:dallas.brock@cfnation.com">dallas.brock@cfnation.com</a>
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## Richmond Focus Group, February 14, 2008

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Lax Kw'alaams FN	Ed Alexcee	Chair – Safety and by-laws	Lax Kw'alaams Band Council
Lax Kw'alaams FN	Ted White	Safety and by-laws	Lax Kw'alaams Band Council
Lisims/Nass Valley RCMP	Lane Jumaga	Det. Commander	<a href="mailto:Lane.jumaga@rcmp-grc.gc.ca">Lane.jumaga@rcmp-grc.gc.ca</a>
Masset RCMP	Alfy Vince	FNCPS Constable	<a href="mailto:000100305@rcmp-grc.gc.ca">000100305@rcmp-grc.gc.ca</a>
Masset RCMP	Chad Chamberlain	FNCPS Const/Acting NCO	<a href="mailto:000058659@rcmp-grc.gc.ca">000058659@rcmp-grc.gc.ca</a>
New Hazelton RCMP	Warren Brown	Sgt – Det. Commander	<a href="mailto:Warren.brown@rcmp-grc.gc.ca">Warren.brown@rcmp-grc.gc.ca</a>
Nisga'a Lisims Gov't/Chief Gitwinksihlkw	Ron T. Nyce	Chief Councillor	<a href="mailto:ronandbnyce@telus.net">ronandbnyce@telus.net</a>
Nisga'a Lisims Gov't	Angela D'Elia	In-house legal counsel	<a href="mailto:angelad@nisgaa.net">angelad@nisgaa.net</a>
Police Services Division, BC	Peggy Macleod	Program Manager	<a href="mailto:peggy.macleod@gov.bc.ca">peggy.macleod@gov.bc.ca</a>
Police Services Division, BC	Linette Logie	Program Analyst	<a href="mailto:linette.logie@gov.bc.ca">linette.logie@gov.bc.ca</a>
Prince Rupert RCMP	Bob Killbery	Insp. – Det. Commander	<a href="mailto:Bob.killbery@rcmp-grc.gc.ca">Bob.killbery@rcmp-grc.gc.ca</a>
Public Safety Canada (APD)	Dennis Flewelling	Regional Manager	<a href="mailto:Dennis.Flewelling@ps-sp.gc.ca">Dennis.Flewelling@ps-sp.gc.ca</a>
Public Safety Canada (APD)	Terry Bedard	Program Manager	<a href="mailto:terry.bedard@ps-sp.gc.ca">terry.bedard@ps-sp.gc.ca</a>
Queen Charlotte RCMP	Ken Dean	FNCPS Constable	<a href="mailto:Kenneth.dean@rcmp-grc.gc.ca">Kenneth.dean@rcmp-grc.gc.ca</a>
RCMP North District	Rod Holland	S/Sgt - Advisory NCO	<a href="mailto:000036989@rcmp-grc.gc.ca">000036989@rcmp-grc.gc.ca</a>
RCMP North District	Jerry Anderson	Advisory NCO	<a href="mailto:Jerry.anderson@rcmp-grc.gc.ca">Jerry.anderson@rcmp-grc.gc.ca</a>
	Steve Watt	Project Consultant	<a href="mailto:swatt@cmlsglobal.ca">swatt@cmlsglobal.ca</a>

## Appendix 'B'

### Sample Focus Group Questions

#### Part 1 - Communications/Relationships/Perceptions

*Collaborative and effective relationships are a key element of success in most, if not all, strategic initiatives and the FNCPS is no exception. The FNCPS program creates an opportunity for dialogue between the Parties to a CTA, in pursuit of jointly developed solutions to address the FNC policing issues and concerns. Successful communications lead to stronger relationships and in the absence of clear, transparent communications, false perceptions can be created leading to greater challenges to be overcome. The following questions address this issue.*

1. Through your experience, how would you describe the current relationship between the RCMP and the FNCs?
2. Since the introduction of the FNCPS program have you seen any difference in the relationship between the RCMP and the FNC?
3. Do regular *formal* meetings occur between the RCMP and FNC representatives on community related policing issues and concerns?
  - a. **If YES**, who is involved in these meetings?
  - b. How frequently do these formal meetings take place?
  - c. Are records kept, such as minutes and are they distributed to those involved?
  - d. Who takes the lead in these meetings?
  - e. How productive are these meetings, when held?
  - f. **If NO**, what are the problems?
  - g. Do you find informal meetings more productive than the formal meetings discussed above?
  - h. Do you feel that these meetings (formal or informal) are valuable to building better relationships between the RCMP and the FNC?
4. In addition to the meetings previously described, are there other channels of communication between the FNC and the RCMP?
  - a. **If YES** to Q. 11, please describe?
  - b. **If NO**, are there opportunities for other channels of communication?
5. Is the FNC provided monthly status reports (of FNCPS activities) by the local RCMP Detachment?
  - a. **If NO**, what are the issues?
6. Do you feel the current method of communication between the RCMP and the FNC is satisfactory?
7. Could the communication be better between the parties? If yes, how?

## Part 2 - Culturally Sensitive and Responsive Police Service

*The FNCPS is intended to deliver enhanced policing services beyond the base policing provided by the provincial police service, and in a manner that is **culturally sensitive and responsive** to the FNC being served. The element of cultural sensitivity in the delivery of the police service and the Community expectations is part of this review process.*

1. What does culturally sensitive mean to you?
2. Do you believe the police service you are currently delivering/receiving is culturally sensitive and responsive?
3. What are the 'desirable attributes' an FNCPS member should have to work in an FNC?
4. Was the FNC involved in the recruitment of the FNCPS member?
  - a. **If YES**, how?
5. Does the FNC have a cultural orientation program that can be provided to the FNCPS member(s)?
6. Has an FN cultural orientation package been developed in collaboration between the RCMP and FNC?
7. If not, are there plans to develop a cultural orientation package?
8. Does the FNCPS member spend 100% of on duty time on FNC policing needs?
  - a. **If NO**, what are the issues?
9. Does the FNCPS member spend most of their time in the FNCs?
  - a. **If NO**, what are the issues?
10. Do FNCPS members get assigned duties outside the FNC jurisdiction that are not FN related?
  - a. **If YES**, can you describe the duties you get assigned?
11. Are the necessary resources available to deliver the FNCPS as intended by the CTA?
  - a. **If NO**, please explain further
12. Are the FNCPS positions in your jurisdiction/FN Community, fully staffed?
13. If there are vacancies, are they being filled in a timely manner in support of a sustainable police service to the FNC?
14. Is the police service being delivered/received, more 'responsive' to Community needs than it was prior to the CTA-FNCPS program being implemented?
15. Are you satisfied with the police service you are currently delivering/receiving?
16. What is your current view on the CTA FNCPS program?
17. If you had an opportunity to enhance the policing service you deliver/receive, what would you recommend?

### Part 3 - Community Consultative Group (CCG)

*Community Consultative Groups (CCG) are the link between the FNC and the RCMP, who, through a consultation process jointly determine the objectives, priorities, goals, strategies and special projects to address specific Community issues and concerns. The establishing of a CCG is one of the roles and responsibilities of each First Nation Community. The formation, involvement and effectiveness of the CCG's are being reviewed as part of this project and the following questions address these issues.*

1. As a FN party to a CTA, are you aware of your role and responsibilities under the CTA?
2. Is there a CCG in place in the FNC?
  - a. **If NO**, can you explain why not?
  - b. Who provides the FNC liaison with the RCMP in place of the CCG?
  - c. **If YES**, what is the make-up of the CCG (# of members, gender, age, youth involvement, etc.)?
  - d. How long did it take to create the CCG from the time of signing the CTA?
3. Have Terms of Reference been developed for your CCG or police liaison representative(s)?
  - a. **If YES**, how were the Terms of Reference determined?
  - b. Do you know what should/or can be included in the CCG Terms of Reference?
  - c. How long did the Terms of Reference take to develop?
4. If the CTA covers multiple FNCs, how is that addressed with the CCG (or police liaison representative)?  
For example: Is the CCG made up of members from each FNC, or does each FNC have their own CCG?
5. Is there any undue political influence exerted on the CCG or police/justice liaison representative by Chief/Council?
6. How effective is the CCG or police liaison representative?
7. Has the CCG or FNC received any training on their duties and responsibilities under the CTA?
  - a. **If YES**, has the training been adequate?
  - b. **If NO**, would you want training on this part of the process?
8. If you could change this part of the part of the process (CCG's), what would you recommend?

## Part 4 - Letter of Expectation (LOE)

*The Letter of Expectation (LOE), as a key component to implementing and achieving the goals of each CTA, is intended to define and promote a positive and cooperative working relationship between the First Nations Community(ies) and RCMP Detachments. The LOE could/should address the following: the Community's policing priorities, the formal method of meeting and communication between the parties, level and quality of service, RCMP member participation in Community activities and a complaint process, among other things.*

1. Where you aware of the intended contents of an LOE prior to reading the above statement?
2. Is there an LOE in place between the FNC and the RCMP?
  - a. **If YES**, how long did it take to develop the LOE?
  - b. **If NO** and/or the LOE is still being developed, when did the process start?
  - c. What were/are the most significant issues that caused delays in the development of the LOE?
3. How were the policing priorities and expectations determined for the FNC?
4. Are the FNC's policing priorities clearly outlined in the LOE, if one exists?
5. How much of a role did the FNC have in determining the Community's policing priorities?
6. What are the policing priorities in the FNC?
7. Where the CTA covers multiple FNCs, are there LOE's for each community, or, are all communities covered under one LOE?
8. Is there a mechanism clearly laid out in the LOE to address any concerns or complaints by the police service or the FNC?
9. Are you aware that the LOE may be amended (at any time) by agreement in writing of the parties to the LOE?
10. If you could change the LOE process, what would you recommend?

## Part 5 - Integrated Solutions to Community Concerns and Issues

*Law enforcement is not necessarily the sole solution to a Community's policing issues and concerns and therefore integrated solutions in collaboration with other human services need to be explored and implemented to support lasting and effective solutions. These can include drug education, youth mentoring, elder abuse, asset building, or other prevention, crime reduction and victim assistance programs. The existence of, or potential implementation and application of integrated solutions as an integral part of the FNCPS is being reviewed and the following questions address this issue.*

1. What 'police' related prevention or education programs are currently delivered to the FNC?
2. Are there other public safety and/or human service programs available in the FNC through other ministries or agencies? If so, what are they?
3. Does the FNCPS have collaborative relationships to these other programs and services that are available in the FNC?
4. Do these agencies (police and other public safety or human resources) work together to provide *integrated solutions* to community concerns and issues?
  - a. **If YES**, can you provide examples of the integrated services?
  - b. **If NO** integrated solutions currently are provided, are there opportunities in the FNC for *integrated solutions* to community issues and concerns, and can you describe them?
5. If other 'resources' are needed to provide *integrated solutions* to issues in the FNC, what resources do you need?



## Appendix 'C'

### *First Nations Community Police Service (FNCPS) Survey*

This survey is part of a review process to gauge the effectiveness of the Community Tripartite Agreements (CTAs) between Canada, the Province of British Columbia and First Nation Communities (FNC's) that define the First Nations Community Police Service and its component parts. As the Provincial Police Service in BC, the RCMP is tasked with the responsibility of providing police services to First Nation Communities pursuant to the CTA process, or under the Provincial Police Service Agreement.

Under the Community Tripartite Agreement there are a number of key elements in the process that are aimed at ensuring First Nations Communities receive an enhanced police service that is culturally sensitive and responsive, that Community policing priorities are effectively addressed, and that the police service is at arm's length from any political interference.

The survey is divided into five components, as follows:

1. Communications/Relationships/Perceptions
2. Culturally Sensitive and Responsive Police Service
3. Community Consultative Groups
4. Letters of Expectation
5. Integrated Solutions to Community Concerns and Issues

A brief overview is provided for each of the above noted components and the related questions are designed to provide responses through which we can identify success factors of the program, challenges that have been encountered, issues that need to be addressed, and potential solutions to ensure the First Nations Community Police Service program is operating as intended under the CTA.

All survey responses will remain anonymous.

The following acronyms are used throughout this survey document:

CTA	Community Tripartite Agreement
CCG	Community Consultative Group
FN	First Nations
FNC	First Nations Community
FNCPS	First Nations Community Police Service
LOE	Letter of Expectation

Thank you for taking the time to participate in this survey. Please return the completed survey to:

**Steve Watt**  
441 Evergreen Place  
North Vancouver, BC  
V7N 2Z1

Email: [swatt@cmlsglobal.ca](mailto:swatt@cmlsglobal.ca)  
Ph: 604 988 0391  
Fax: 604 988 0351  
Cell: 778 988 3075

## FNCPS Survey

### Survey Respondent

1. I am:  FNC representative  RCMP member
2. My position is:
- Chief  Councillor  Band manager  CCG member
- Police/justice liaison  Cultural advisor  other
- Detachment Commander  FNCPS Supervisor  FNCPS member  other

### Part 1 - Communications/Relationships/Perceptions

*Collaborative and effective relationships are a key element of success in most, if not all, strategic initiatives and the FNCPS is no exception. The FNCPS program creates an opportunity for dialogue between the Parties to a CTA, in pursuit of jointly developed solutions to address the FNC policing issues and concerns. Successful communications lead to stronger relationships and in the absence of clear, transparent communications, false perceptions can be created leading to greater challenges to be overcome. The following questions address this issue.*

1. Through your experience, how would you describe the current relationship between the RCMP and the FNCs?  
 poor  workable  good  very good  excellent
2. Since the introduction of the FNCPS program have you seen any difference in the relationship between the RCMP and the FNC?  
 no change  better  much better
3. Do regular *formal* meetings occur between the RCMP and FNC representatives on community related policing issues and concerns?  
 yes  no  don't know
4. If yes to Q.3, who is involved in these meetings? (check all that apply)  
 Chief and Council  Police/justice liaison  CCG  other  
 Detachment Commander  FNCPS Supervisor  FNCPS member
5. How frequently do these formal meetings take place?  
 weekly  monthly  quarterly  every 6 months  annually  as required  n/a
6. Are records kept, such as minutes and are they distributed to those involved?  
 yes  no  don't know  n/a
7. Who takes the lead in these formal meetings?  
 RCMP  FNC  RCMP/FNC has equal roles  party who requests the meeting  n/a
8. In your opinion, how productive are these formal meetings, when held?  
 not productive  productive  very productive  n/a
9. Do you find informal meetings more productive than the formal meetings discussed above?  
 yes  no
10. Do you feel that these meetings (formal or informal) are valuable to building better relationships between the RCMP and the FNC?  
 yes  no

11. In addition to the meetings previously described, are there other channels of communication between the FNC and the RCMP?  
 yes             no
12. If yes to Q. 11, please describe?  
 newsletter     email distribution lists     other (explain) \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
13. Is the FNC provided monthly status reports (of FNCPS activities) by the local RCMP Detachment?  
 yes             no             yes, but not on a monthly basis
14. If status reports are provided, but not on a monthly basis, how often are the reports provided to/received by the FNC?  
 every 2 months     every quarter     every 6 months     annually     n/a
15. Do you feel the current method of communication between the RCMP and the FNC is satisfactory?  
 yes             no
16. Could the communication be better between the parties? If yes, how?  
 yes             no, it is satisfactory as it is  
 if yes, how? \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

## Part 2 - Culturally Sensitive and Responsive Police Service

The FNCPS is intended to deliver enhanced policing services beyond the base policing provided by the provincial police service, and in a manner that is **culturally sensitive and responsive** to the FNC being served. The element of cultural sensitivity in the delivery of the police service and the Community expectations is part of this review process.

1. What does culturally sensitive mean to you? (check all that apply)
- |  |   |
|--|---|
| <input type="checkbox"/> respect of FN culture                           | <input type="checkbox"/> familiar with FN values          |
| <input type="checkbox"/> knowledge of local traditions/beliefs           | <input type="checkbox"/> participation in cultural events |
| <input type="checkbox"/> recognize the difference between FN communities | <input type="checkbox"/> acknowledge past issues          |
| <input type="checkbox"/> recognition of FN rights                        | <input type="checkbox"/> demonstrate respect              |
| <input type="checkbox"/> other, describe _____                           |   |
- 
2. Do you believe the police service you are currently delivering/receiving is culturally sensitive and responsive?  
 yes             no             don't know
3. What are the 'desirable attributes' an FNCPS member should have to work in an FNC? (check all that apply)
- |  |  |   |
|--|--|---|
| <input type="checkbox"/> enthusiastic          | <input type="checkbox"/> FN heritage     | <input type="checkbox"/> genuine interest in aboriginal culture |
| <input type="checkbox"/> good communicator     | <input type="checkbox"/> knowledge of FN | <input type="checkbox"/> desire to work with FN people          |
| <input type="checkbox"/> competent             | <input type="checkbox"/> sense of humour | <input type="checkbox"/> passionate about the work              |
| <input type="checkbox"/> respectful            | <input type="checkbox"/> flexibility     | <input type="checkbox"/> patience                               |
| <input type="checkbox"/> other, describe _____ |  |   |
- 
4. Was the FNC involved in the recruitment of the FNCPS member?  
 yes             no             don't know

5. If yes to Q.4, how? (check all that apply)

- review of member profile                       participate on Community interview panel  
 provide input to Detachment Commander     other (explain) \_\_\_\_\_
- 

6. Does the FNC have a cultural orientation program that can be provided to the FNCPS member(s)?

- yes                       no                       don't know

7. Has an FN cultural orientation package been developed in collaboration between the RCMP and FNC?

- yes                       no                       don't know

8. If not, are there plans to develop a cultural orientation package?

- yes                       no                       don't know     n/a

9. Does the FNCPS member spend 100% of on duty time on FNC policing needs?

- yes                       no                       don't know

10. Does the FNCPS member spend most of their time in the FNCs?

- yes                       no                       don't know

11. Do FNCPS members get assigned duties outside the FNC jurisdiction that are not FN related?

- yes                       no                       don't know

12. Are the necessary resources available to deliver the FNCPS as intended by the CTA?

- yes                       no                       don't know

13. Are the FNCPS positions in your jurisdiction/FN Community, fully staffed?

- yes                       no                       don't know

14. If there are vacancies, are they being filled in a timely manner in support of a sustainable police service to the FNC?

- yes                       no                       don't know

15. Is the police service being delivered/received, more 'responsive' to Community needs than it was prior to the CTA-FNCPS program being implemented?

- yes                       no                       don't know

16. Are you satisfied with the police service you are currently delivering/receiving?

- yes                       no

17. What is your current view on the CTA FNCPS program?

- not working     working at an acceptable level     working well     don't know

18. If you had an opportunity to enhance the policing service you deliver/receive, what would you recommend?

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### Part 3 - Community Consultative Group (CCG)

Community Consultative Groups (CCG) are the link between the FNC and the RCMP, who, through a consultation process jointly determine the objectives, priorities, goals, strategies and special projects to address specific Community issues and concerns. The establishing of a CCG is one of the roles and responsibilities of each First Nation Community. The formation, involvement and effectiveness of the CCG's are being reviewed as part of this project and the following questions address these issues.

**1. Is there a CCG in place in the FNC?**

yes       no       don't know

**2. If the CCG is not in place, can you explain why?**

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**3. As a FN party to a CTA, are you aware of your role and responsibilities under the CTA?**

yes       no       n/a

**4. If the CCG does not exist, who provides the FNC liaison with the RCMP?**

Chief and Council       Police/justice coordinator       other \_\_\_\_\_

**5. If the CCG is in place, what is the make-up of the CCG (# of members, gender, age, youth involvement, etc.)?**

# of members: 1 2 3 4 5 (please circle the appropriate number)       n/a

(please check all that apply below)

male       female       youth       elder       community member  
 Chief       Council member       n/a

**6. If a CCG is in place, how long did it take to create from signing the CTA?**

0-3 months       4-6 months       7-9 months       9-12 months       more than 12 months       n/a

**7. If the CTA covers multiple FNCs, how is that addressed with the CCG (or police liaison representative)? For example: Is the CCG made up of members from each FNC, or does each FNC have their own CCG?**

there is one CCG for each Community       one CCG covers all Communities under the CTA       don't know       n/a

**8. Have Terms of Reference been developed for your CCG or police liaison representative(s)?**

yes       no       don't know       n/a

**9. If yes to Q.8, how were the Terms of Reference determined?**

by the CCG or other FNC resource       with assistance from the RCMP       don't know       n/a

**10. Do you know what should/or can be included in the CCG Terms of Reference?**

yes       no

**11. If the CCG Terms of Reference have been developed, how long did it take?**

0-3 months       4-6 months       7-9 months       longer than 9 months       don't know       n/a

**12. Is there any undue political influence exerted on the CCG or police/justice liaison representative by Chief/Council?**

yes       no       don't know

**13. How effective is the CCG or police liaison representative?**

not effective       somewhat effective       effective       very effective       don't know

14. Has the CCG or FNC received any training on their duties and responsibilities under the CTA?

- yes       no       don't know

15. If yes to Q.14, has the training been adequate?

- yes       no       don't know       n/a

16. If you could change this part of the part of the process (CCG's), what would you recommend?

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## Part 4 - Letter of Expectation (LOE)

*The Letter of Expectation (LOE), as a key component to implementing and achieving the goals of each CTA, is intended to define and promote a positive and cooperative working relationship between the First Nations Community(ies) and RCMP Detachments. The LOE could/should address the following: the Community's policing priorities, the formal method of meeting and communication between the parties, level and quality of service, RCMP member participation in Community activities and a complaint process, among other things.*

1. Where you aware of what an LOE was before taking this survey?

- yes       no

2. Where you aware of the intended contents of an LOE prior to reading the above statement?

- yes       no

3. Is there an LOE in place between the FNC and the RCMP?

- yes       no       don't know

4. If an LOE is in place, how long did it take to develop the LOE?

- 0-3 months       4-6 months       7-9 months       9-12 months       more than 12 months       n/a

5. If the LOE is still being developed, when did the process start?

- 0-3 months ago       4-6 months ago       7-9 months ago       more than 9 months       n/a

6. What were/are the most significant issues that caused delays in the development of the LOE? (check all that apply)

- lack of communication       lack of understanding       availability of the parties  
 isolated community       lack of willingness of one party to meet  
 other – explain \_\_\_\_\_

7. How were the policing priorities and expectations determined for the FNC?

- FNC alone       RCMP alone       FNC/RCMP in collaboration       don't know

8. Are the FNC's policing priorities clearly outlined in the LOE, if one exists?

- yes       no       n/a

9. How much of a role did the FNC have in determining the Community's policing priorities?

- none       minimal       consultation       pro-active involvement

10. What are the policing priorities in the FNC? (check all that apply)

- drugs       alcohol       youth       violence       elders       driving  
 gangs       other, describe \_\_\_\_\_

11. Where the CTA covers multiple FNCs, are there LOE's for each community, or, are all communities covered under one LOE?

LOE for each Community       all Communities on one LOE       LOE not in place

12. Is there a mechanism clearly laid out in the LOE to address any concerns or complaints by the police service or the FNC?

yes       no       don't know       n/a

13. Are you aware that the LOE may be amended (at any time) by agreement in writing of the parties to the LOE?

yes       no

14. If you could change the LOE process, what would you recommend?

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## Part 5 - Integrated Solutions to Community Concerns and Issues

*Law enforcement is not necessarily the sole solution to a Community's policing issues and concerns and therefore integrated solutions in collaboration with other human services need to be explored and implemented to support lasting and effective solutions. These can include drug education, youth mentoring, elder abuse, asset building, or other prevention, crime reduction and victim assistance programs. The existence of, or potential implementation and application of integrated solutions as an integral part of the FNCPS is being reviewed and the following questions address this issue.*

1. What 'police' related prevention or education programs are currently delivered to the FNC? (check all that apply)

DARE       Restorative Justice       Safer Communities  
 Rollover simulator       Neighbourhood watch       Car seat safety  
 Meth workshop       Kid's camps       Youth mentorship  
 Top cop reading program       Ageless wisdom       Bike rodeo  
 other - describe \_\_\_\_\_

2. Are there other public safety and/or human service programs available in the FNC through other ministries or agencies? If so, what are they? (check all that apply)

Justice       Victim services       MCFD  
 Friendship centers       Health       Social services  
 other - describe \_\_\_\_\_

3. Does the FNCPS have collaborative relationships to these other programs and services that are available in the FNC?

yes       no       don't know

4. Do these agencies (police and other public safety or human resources) work together to provide *integrated solutions* to community concerns and issues?

yes       no       don't know

5. If yes to Q.4, can you provide examples of the integrated services?

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6. If no integrated solutions currently are provided, are there opportunities in the FNC for *integrated solutions* to community issues and concerns?

yes       no       don't know

7. If yes to Q. 6, can you describe them?

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8. If other 'resources' are needed to provide *integrated solutions* to issues in the FNC, what resources do you need?

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**Thank you for taking the time to complete this survey.**

## Appendix 'D'

### *Document Review*

The following documents were reviewed as part of the research for the development of this report.

*Auditor General of Canada, Report on the RCMP – Contract Policing, November 2005*

*Community Tripartite Agreements in place in BC on or before March 31, 2008*

*First Nations Policing Policy, Solicitor General, Canada*

*Framework Agreement for the Royal Canadian Mounted Police (RCMP) First Nations Community Police Service (FNCPS) in the Province of British Columbia, April 1, 2006*

*Letters of Expectation between the RCMP and FNC in BC, 28 in all*

*Results-Based Management and Accountability Framework, First Nations Policing Policy and Program, Government of Canada*

*Risk-Based Audit Framework, First Nations Policing Policy and Program, Government of Canada*

*Schedule "A" to the Framework Agreement, Infrastructure*

*Schedule "B" to the Framework Agreement, Budget Projections*

*Schedule "C" to the Framework Agreement, Sample Community Tripartite Agreement*

*Status Report on the ACCP and FNCPS, April 1, 2006*

*Together – Walking One Path, Report from the 3<sup>rd</sup> Joint Conference on First Nations Police in BC, February 28 – March 1, 2007*

*Training Guide (DRAFT) – Letter of Expectation, RCMP 'E' Division Aboriginal Policing*

## Appendix 'E'

### CTA FNCPS Deployment Table

Detachment	CTA Communities	Number of Communities	RCMP Members per CTA	Actual RCMP #s
100 Mile House	Canim Lake	1	1	1
Agassiz	Sto:lo, Chehalis	8	6	5
Ahousaht	Ahousaht - Agreement sent out Jan 4/07	4	4	4
Alexis Creek	Alexis Creek, Xeni Gwet'in, Stone	3	3	2
Burns Lake	Burns Lake, Cheslatta, Lake Babine, Nee-Tahi-Buhn, Skin Tyee, Wet'suwet'en	6	3	3
Campbell River	Cape Mudge, Campbell River, Homalco	3	1	1
Chetwynd	West Moberly	1	0.5	0.5
Chetwynd	Saulteau	1	0.5	0.5
Cranbrook	Akisk'nuk, Lower Kootenay, St. Mary's Tobacco Plains	4	1	1
Dease Lake	Tahltan, Iskut, Dease River	3	2	1
Enderby	Spallumcheen	1	1	1
Fort Nelson	Fort Nelson, Prophet River	2	2	2
Fort St. James	Tl'azt'en, Nak'azdli	2	4	4
Fort St. John	Blueberry, Doig River, Halfway River	3	2	2
Kamloops	Kamloops, Whispering Pines/Clinton, Skeetchestn	3	4	3
Kelowna	Westbank	1	3	1
Kitimat	Kitimaat	1	1	1
Ladysmith	Chemainus First	2	1	1
Lake Cowichan	Ditidaht	1	1	1
Lax Kw'alaams	Lax Kw'alaams	1	3	3
Lisims/Nass Valley	Gitwinksihlkw, Laxqalts'ap, New Aiyansh, Nisga'a	4	3	3
Masset	Old Massett	1	2	2
Merritt	Coldwater, Nooaitch, Upper Nicola, Lower Nicola, Shackan amended 12/27	5	4	4
Nanaimo	Nanaimo (Snyneymuxw)	1	1.5	1.5
Nanaimo	Nanoose	1	0.5	0.5
North Cow/Duncan	Cowichan	1	4	4
Oliver	Lower Similkameen, Osoyoos	2	1	1
Penticton	Penticton Indian Band		2	2
Port Alberni	Huu-ay-aht, Hupacasath, Tseshah, Uckucklesaht	4	4	4
Port Hardy	Kwakiutl, Gwa'Sala-Nakwaxda'xw, Quatsino	3	2	2
Port McNeill	Ka:'Yu:'K'T'H , Zeballos (?)	2	1	1

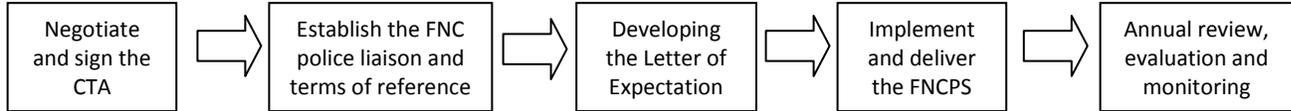
RCMP FNCPS Review

Detachment	CTA Communities	Number of Communities	RCMP Members per CTA	Actual RCMP #s
Powell River	Sli'ammon	1	1	1
Prince Rupert	Gitxaala, Hartley Bay	2	3	3
Queen Charlotte	Skidegate	1	2	1
Quesnel	Red Bluff, Nazko, Alexandria, Kluskus	4	1	1
Sidney/North Saanich	Pauguachin, Tsartlip, Tsawout, Tseycum	4	2	2
Sunshine Coast	Sechelt	1	2	2
Surrey	Tsawwassen, Semiahmoo	2	1	0.5
Talkl Landing	Takla Lake	1	2	1
Terrace	Kitsumkalum, Kitselas	2	1	1
Tsay Keh	Tsay Keh Dene, Kwadacha	2	2	2
Williams Lake	Canoe Creek, Esketemc	2	2	2
Williams Lake	Williams Lake, Soda Creek	2	2	2
Westshore	Songhees, Esquimalt	2	1	1
<b>TOTAL CTAs</b>		<b>101</b>	<b>91</b>	<b>82.5</b>
	CTA Coordinator Position		1	1
	Recruiting Position		1	1
<b>TOTAL</b>		<b>101</b>	<b>93</b>	<b>84.5</b>

## Appendix 'F'

### Sample CTA Orientation Information

#### The CTA Step by Step:



#### The CTA defined:

- CTA:** A negotiated agreement between Canada, the province and the FNC, acknowledged by the RCMP, to provide enhanced police services that are culturally sensitive and responsive to the FNC specific needs.
- CCG:** The Community Consultative Group made up of FNC members at large who are representative of the general FNC population and act as the principal liaison between the FNC and the RCMP.
- Terms of Reference:** The Terms of Reference define the CCG’s responsibilities and include, in collaboration with the RCMP, the development of policing priorities, identifying and seeking solutions to day-to-day policing issues and concerns and their involvement in FNCPS member selection.
- LOE:** The Letter of Expectation (LOE) defines the working relationship and expectations between the RCMP and the FNC including agreed upon service commitments and the involvement of the FNCPS member in the life of the FNC, the cycle of formal meetings between the parties and how it links to the community planning process.
- FNCPS member:** RCMP member deployed to provide dedicated enhanced policing services to the FNC.
- Enhanced policing:** A policing service that is a level beyond call driven response, is community centered and engages in collaborative crime prevention and educational initiatives to address the FNC’s issues and concerns.

#### Roles and Responsibilities:

<p><b>FNC (leadership):</b></p> <ul style="list-style-type: none"> <li>Establish a CCG</li> <li>Promote the participation of FNC members in the CCG</li> <li>Ensure no political influence is exerted on the CCG or FNCPS</li> <li>Hold regular meetings with the RCMP Detachment Commander and FNCPS members</li> <li>Provide, where agreed to, policing facilities and residences to the FNCPS and its members; and</li> <li>Report annually to Canada and the province on the FNCPS</li> </ul>	<p><b>CCG (police liaison):</b></p> <ul style="list-style-type: none"> <li>Develop the CCG terms of reference within 60 days of the CTA being signed (or as soon as possible thereafter) and submit to Canada and the province</li> <li>Develop, in collaboration with the FNC leadership and the RCMP, the Letter of Expectation (LOE)</li> <li>Meet on a regular basis with the FNCPS member(s) to discuss the FNC’s policing issues and concerns; and</li> <li>Maintain a liaison role between the FNC and the RCMP</li> </ul>	<p><b>Detachment Commander and/or FNCPS Supervisor:</b></p> <ul style="list-style-type: none"> <li>Build and strengthen relationships between the FNC and the RCMP</li> <li>Hold regular meetings with the FNC leadership and the FNCPS member(s)</li> <li>Include aboriginal policing priorities in the detachment’s Annual Performance Plan</li> <li>Ensure the FNCPS member meets their service commitments to the FNC as outlined in the CTA; and</li> <li>Ensure that members assigned to the FNCPS are compatible to the program</li> </ul>	<p><b>FNCPS member:</b></p> <ul style="list-style-type: none"> <li>Provide FNCPS enhanced policing to the FNC</li> <li>Spend 100% of their time on FNP duties and spend most of that time in the FNC jurisdiction</li> <li>Build and strengthen relationships between the FNC and the RCMP</li> <li>Engage in the development of joint solutions with other public safety agencies to address the FNC’s concerns and issues; and</li> <li>Provide monthly reports on FNCPS activities to the FNC</li> </ul>
<p><b>Canada and the province of BC:</b></p> <ul style="list-style-type: none"> <li>Negotiate the CTA; provide funding for the FNCPS; provide training and instruction on the CTA process where necessary; and engage in program monitoring to ensure the FNCPS is providing a culturally sensitive and responsive police service</li> </ul>		<p><b>RCMP:</b></p> <ul style="list-style-type: none"> <li>Ensure that the objectives, priorities and goals of the CTA process are implemented; that service commitments outlined in the Framework Agreement are adhered to; perform and report on program monitoring</li> </ul>	

## Appendix 'G'

### *Program Evaluation Survey - Sample Questions*

The following sample questions would be constructed as an on-line survey with multiple choice answers and limited opportunity for additional comment.

1. What First Nation Community (FNC) are you reporting for?
2. What position do you hold in the FNC?
3. How many FNCPS members are assigned to provide police services to your FNC?
4. Do you share the FNCPS member(s) with other FNCs?
5. Where the FNCPS positions fully staffed throughout the past 12 months?
6. If you answered 'NO' to Q. 5, how long did the position remain unfilled?
7. In your opinion, how much of their on duty time does the FNCPS member spend within the FNCPS policing jurisdiction?
8. In your opinion, is the police service provided by the FNCPS member(s) culturally sensitive and responsive to the needs of your FNC?
9. What preventative and/or education programs are provided to your FNC by the FNCPS?
10. In your opinion, how would you describe the relationship between your FNC and:
  - i. The FNCPS member(s)
  - ii. The RCMP Detachment Commander
  - iii. The other RCMP detachment members
11. Is there a Community Consultative Group (CCG) in place in your FNC?
12. If you answered 'NO' to question 11, can you provide a reason?
13. In the absence of a CCG or alternate police liaison person or committee, who acts as the liaison between the FNC and the RCMP?
14. How often does your CCG or alternate police liaison meet with the RCMP Detachment Commander?
15. Is the CCG or alternate police liaison effective?
16. Is there a Letter of Expectation (LOE) in place between the FNC and the RCMP?
17. If there is a LOE in place, does it clearly identify the agreed to FNC's policing priorities?
18. What are the top three policing priorities in your FNC?
19. In your opinion, does the FNCPS member work to seek joint solutions to the agreed to policing priorities with other social and public safety services available to the Community?
20. Overall, how satisfied are you with the policing services provided by the FNCPS?