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User Report

**ABORIGINAL POLICING:
CONSULTING YOUR COMMUNITY
AND PREPARING A POLICING
PROPOSAL**

NO. 1995-05

Aboriginal Policing Series

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Solicitor General Canada
Ministry Secretariat

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This document has been compiled by officials in the Ministry of the Solicitor General of Canada.

Cat: JS4-1/1995-5
ISBN: 0-662-61818-1

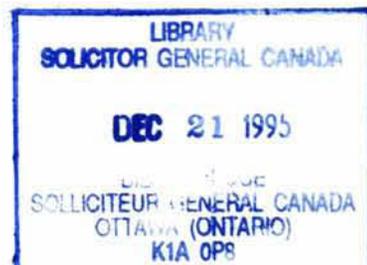


Table of Contents

Introduction	1
First Nations Police Services	1
Before You Begin	2
More Information	3
Available Policing Options	4
Stage 1: Consulting Your Community	5
Who Should You Consult?	5
Who Should Conduct the Consultations?	5
What Information Should Be Collected?	6
Consulting Your Community	7
Send Out a Questionnaire	7
Hold a Forum	8
Hold a Referendum	8
Form Focus Groups	9
Other Options	9
Stage 2: Preparing a Policing Proposal	10
Needs Assessment	10
Contents of the Policing Proposal	11
Appendix A: Aboriginal Policing Directorate Offices	A-1
Appendix B: Questions To Use in Your Assessment	B-1

Introduction

Many First Nations in Canada want to establish First Nations police services in their communities. They also want these services changed to better meet the needs of their communities. The federal government supports these goals. The first step is to give First Nations tools they can use to identify their policing needs and to help them propose ways to meet them.

First Nations Police Services

The Aboriginal Policing Directorate of the Solicitor General of Canada is currently focusing on negotiating tripartite (three-party) policing agreements between the federal and provincial governments and First Nations communities. These agreements are designed to give these communities access to First Nations police services that:

- are professional and effective;
- respond to the cultural, linguistic and special needs of First Nations communities; and
- meet acceptable standards of quality and service compared with similar services in the region.

There are four stages to establishing new policing arrangements:

- 1. Consulting your community.**
Communities are consulted find out their views and expectations.
- 2. Developing a policing proposal.**
As a general rule, when the consultations are over you would develop a proposal for new police services and send it in to the Directorate and provincial/territorial authorities.
- 3. Negotiating a tripartite agreement.**
Once the policing proposal is received by the Directorate, tripartite negotiations are usually started to work out an agreement on how to provide First Nations police services to the community.

4. Implementing the First Nations police service.

When negotiations are finished, the implementation of the First Nations police service can begin. This includes tasks such as finding a location for the service, equipping the service and training officers.

First Nations peoples play a key role in *all* stages of this process.

This guide describes stages 1 and 2. It provides ideas about how to consult your community and lists the information you will need to gather for your proposal.

Finding out the needs of your community will help in the negotiations used to set up the new police service. Remember that the federal government cannot guarantee it will meet all community expectations; its goal is to support realistic proposals that will help your community.

Before You Begin

Before you begin, you may want to:

- **Prepare a proposal for funding from the Aboriginal Policing Directorate.**
In addition to this document, the Directorate has published *Funding Guidelines* which provide information on how to prepare a funding proposal. For the address and phone number of the office nearest you, see Appendix A.
- **Contact your regional representative.**
Funding and the process for submitting your proposal may vary from province to province. To find out what rules apply to your community, contact your regional Directorate office. Our representatives can give you information specific to your region and on what similar communities have accomplished.
- **Set up an advisory committee.**
An advisory committee can divide up the work of:
 - requesting funding;
 - organizing and performing consultations;
 - preparing a community profile;
 - preparing a needs assessment; and

- researching and writing the policing proposal.

The advisory committee should include members of your community (for instance, the Chief, several councillors and other interested members). You may also want to include people who are familiar with the community, such as education or social services staff. However, the committee must represent your community and maintain direct relations with it.

The advisory committee might also include local police personnel who can provide valuable advice and assistance.

More Information

For more information on how to assess policing requirements, develop a policing proposal, contact the nearest regional office of the Aboriginal Policing Directorate or National Headquarters. Directorate offices are listed in Appendix A.

Available Policing Options

Under the First Nations Policing Policy, three types of policing options are available.

- **A First Nations administered police service** organized on a community, tribal, regional or provincial basis.
- **A special contingent of First Nations officers** within an existing police service, including:
 - First Nations officers working in a provincial or municipal police service with dedicated responsibilities to serve a First Nations community; and
 - a group of First Nations police officers hired on contract to provide police services to an on-reserve community.
- **A developmental policing arrangement** designed to smooth the transition from one type of policing arrangement to another. For example, this could include a joint policing operation leading to the establishment of a First Nations administered police service.

Stage 1: Consulting Your Community

Developmental work entails community involvement in selecting a First Nations police service. This section includes suggestions on how to find out what your community needs and expects from police services. It also describes how to prepare a report of their concerns and expectations.

There are several steps to follow when consulting your community:

1. deciding who to consult
2. deciding who should conduct the consultations
3. determining what information should be collected
4. performing the consultations
5. preparing a community profile

Who Should You Consult?

Consult the members of your community (or at least a representative sample) first. You may also want to consult:

- council members;
- police officers who currently serve your community;
- social services and education staff; and
- other community representatives (for example, elders, women's groups, and youth).

Who Should Conduct the Consultations?

There are several ways you can assign this responsibility. Choose the one that will work best in your community, but make sure your community plays a key role in deciding how this is done. Three options are listed below, but your community may suggest others that they feel are better.

- **Hire an experienced and qualified consultant.**
A consultant can be an individual or firm hired by your community. The federal government can help out communities that would like to use this approach. For more information, contact your nearest Directorate office or National Headquarters (see Appendix A).

Before hiring, clearly define your schedule, budget and the consultant's role. This role can include one or more of the following:

- consulting the community;
- reporting on the results; and
- seeing that a policing proposal is prepared.

What Information Should Be Collected?

When consulting your community, ask the following questions:

- **How satisfied is your community with the police services they have now?**
Find out the pros and cons of the service from your community's point of view. If your community is unhappy, include the reasons.
- **What changes do they want?**
Pinpoint your community's main concerns and make sure they are clearly reflected when you prepare your report.
- **What are their views on the available policing options?**
This information is critical because it gives you an idea of whether a consensus will be possible.
- **Which option do they prefer and what are their reasons?**
This is the final goal of the consultation.

Appendix B includes a list of detailed questions you can use in the consultations.

Consulting Your Community

There are several methods you can use to consult your community. Some examples, including their advantages and disadvantages, are described below. You may want to combine several for the best results. For example, you may want to use a forum to gather information and a referendum to allow your community to choose a policing option. But make sure you choose a method that:

- makes the most of opportunities to talk face-to-face with the people involved;
- allows you to get information from the entire community; and
- is the best way to find out your community's concerns and expectations.

For all of these methods, make sure you tell participants why they are being consulted and that the available policing options are clearly described.

Send Out a Questionnaire

A questionnaire should be filled out by members of your community. Select questions carefully so that the answers will clearly describe the desired type of police service. Avoid leading questions that might influence the answers. Be sure to include a section for people to fill in their sex and age so that you can identify areas of concern to specific groups, such as women or the elderly.

- Advantages*
- People's views remain confidential. For many reasons, people may not want to talk about their personal opinions. A confidential questionnaire should make them feel comfortable about expressing them.
 - Many people can be reached at the same time. This reduces the time and cost involved.
 - People have more time to think about their answers.
- Disadvantages*
- You can't meet people face to face. A questionnaire is impersonal, and some people find it more difficult to write down how they feel.

- Questionnaires are one sided. They don't encourage a free flow of ideas or give people an opportunity to bring up concerns that you didn't think of. One way around this would be to include a comments section where additional concerns can be described.

Hold a Forum

At a public forum, you can invite interested people to debate current policing concerns and the pros and cons of the available policing options.

Regional representatives of the Directorate are available to participate in community meetings to answer questions. See Appendix A for a list of regional Directorate offices.

Advantages • A forum gives people the chance to openly express their views and concerns through debate.

- Disadvantages*
- Some preparation is needed to bring people together and create an atmosphere that will encourage them to be open.
 - People may feel political pressure not to express their views openly. Be sure to hold the meeting in a neutral place.
 - One group may dominate the meeting at the expense of others; make sure this doesn't happen by appointing a mediator.

Hold a Referendum

A referendum would allow your community to vote on the available policing options. Questions must be clear and precise to avoid confusion.

Advantages • A referendum gives community members a democratic and confidential way to choose a policing option.

- Disadvantages*
- A referendum doesn't allow you to listen to the community's concerns or problems or meet people face to face. As a result, the information that you can gather is limited.
 - A referendum requires a lot of organization.

Form Focus Groups

Focus groups would include community members who represent different groups such as women or the elderly.

- Advantages*
- You can meet with the people from specific groups who can best answer questions about how changes to the police service will affect them.
 - They encourage discussion that may shed light on people's concerns and expectations.

- Disadvantages*
- Focus groups require a lot of organization and administration, including:
 - organizing several meetings with different groups in your community;
 - monitoring each group to ensure they discuss the same questions and don't get off topic; and
 - compiling the results.

Other Options

Other options may also prove worthwhile. If you are interested in another option, make sure it will get results that will reflect your community's views.

Stage 2: Preparing a Policing Proposal

Before you begin your policing proposal for the negotiation of a Tripartite Policing Agreement, you should perform a needs assessment.

You will then be ready to prepare your policing proposal. The proposal will state the policing option preferred by your community, including reasons. The policing proposal should be supported by a Council resolution and Directorate, federal and provincial or territorial officials.

Needs Assessment

The needs assessment will describe what your community wants from its police service. The assessment should include a summary of the discussions and any conclusions, including people's views on the available policing options.

The assessment should include the following sections:

1. Goal.

The goal of the assessment should be to provide information that will help you prepare a policing proposal and negotiate a tripartite agreement to set up the new police service.

2. Objectives.

The objectives of the assessment should be to report the concerns and expectations of your community gathered during consultations and to explore, in detail, the stated and actual policing needs of your community.

3. Scope.

Clearly indicate the territory covered by the assessment. Assessments should be limited to your community, unless there has been a request from several communities for a combined assessment.

4. Research method.

Describe how you conducted your consultations.

5. Results.

Based on the information gathered during the consultations, describe your conclusions concerning the needs and expectations of your community.

6. Documentation and consultation sources.

Include books or articles you used, as well as the names of individuals or companies whose expertise contributed to the process, to back up your research.

Contents of the Policing Proposal

The policing proposal should include the following sections:

1.0 Administrative information.

Include your name and address, and the name and address of your community. Also include general information about your community and the results of the community consultations. This section should be organized as follows:

1.1 Geographic and demographic factors.

Consider where your community is located, its territorial organization and its population and area. Is it near a city or in a remote area? How easy is it for members to access other social services? What characteristics are unique to the people and the region?

1.1.1 Geographic location

1.1.2 Territorial organization

(a) Number of residences

(b) Community structure

1.1.3 Population

(a) Men

(b) Women

(c) Youth

(d) On-reserve

(e) Off-reserve

1.2 Cultural factors.

Which Nation does your community belong to? What language is used by its members? What percentage of the community uses the original First Nations language? Include any other related information.

1.2.1 Type of Nation

1.2.2 Languages

1.3 Socio-Economic factors.

How is your community run? What is the employment situation? List any other related considerations.

1.3.1 Community administration

1.3.2 Education level of community members

1.3.3 Employment level of community members

1.4 Community consultations.

1.4.1 Method used

1.4.2 Results

2.0 Background.

Describe the current police service and related details. This section should be organized as follows:

2.1 Special factors that affect policing.

2.1.1 Remoteness/isolation

2.1.2 Absence of social services

2.1.3 Political divisions

2.2 Existing police service.

How is it run, who runs it and how much does it cost? How is it set up? List any other related details.

2.2.1 Type of police service

2.2.2 Cost of police service

(a) Total cost

(b) Cost per individual

2.2.3 Human resources

(a) Number of police officers

(b) Police:population ratio

(c) Staff categories and roles

(d) Training

2.2.4 Infrastructure

(a) Building

(b) Equipment

(c) Transportation

2.2.5 Police assistance available

(a) Federal

(b) Provincial

(c) Municipal

(d) Other

2.3 Policing-related problems.

What are the special problems of your community and what specific needs should the police service address?

How much crime is there in your community? What is the nature of the crime? Are there special problems such as youth, substance abuse, or family violence?

2.3.1 Crime rate

2.3.2 Number of calls requiring police intervention

2.3.3 Types of crimes and offences

(a) Against persons

(b) Against property

(c) Traffic

2.3.4 Assistance to the public and other police services

2.3.5 Level of community insecurity (for example, do members or groups in your community feel threatened or vulnerable?)

3.0 Policing option.

Describe the proposed new police service. This section should include the following details:

- how local and provincial standards for police services (training, quality of service, police officers:population ratio, etc.) will be met;
- how the proposed police service will meet your community's needs while respecting its culture and beliefs;
- the estimated cost of the new police service;
- the number of officers needed to ensure the police service operates effectively;
- how the service will be organized, managed, and administered, including financial administration;
- how your community will be given more control over policing through greater involvement in the administration and management of the service;
- how complaints by the public against the proposed service will be dealt with;

- what level of training will be needed by police officers;
- what equipment (patrol cars, communications equipment, weapons, etc.) will be required; and
- what the accommodation requirements (for example, police station or satellite office) will be.

This section should be organized as follows:

3.1 Proposed first Nations police service.

- 3.1.1 Type
- 3.1.2 Human resources requirements
 - (a) Number of officers
 - (b) Number of civilians
- 3.1.3 Infrastructure requirements
 - (a) Building
 - (b) Equipment
 - (c) Transportation
- 3.1.4 Budget estimates
 - (a) Salary and benefits
 - (b) Operating
 - (c) Capital
- 3.1.5 Accountability and oversight structures (e.g., police commission, public complaints).

4.0 Implementation.

Summarize how the First Nations police service will be implemented, including anticipated timeframes. This section should be organized as follows:

4.1 Proposed Implementation Plan.

- 4.1.1 Timeframe for key events
 - (a) Establish police commission
 - (b) Hire Chief of Police
 - (c) Recruit candidates
 - (d) Training
- 4.1.2 Assistance/support from existing police services
- 4.1.3 Transition period

Appendix A: Solicitor General of Canada Aboriginal Policing Directorate Offices

National Headquarters

340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8
Telephone: 613-991-0241
Fax: 613-991-0961

Ontario

Regional Office - Toronto
1 Front Street, 2nd Floor
Toronto, Ontario
M5J 1A5
Telephone: 416-973-1256
Fax: 416-973-0826

Offices of Regional Representatives

British Columbia and Yukon

800 Burrard Street
Suite 1320
Vancouver, British Columbia
V6Z 2J5
Telephone: 604-666-5308
Fax: 604-666-1498

Quebec

606 Cathcart Street
2nd Floor
Montreal, Quebec
H3B 1K9
Telephone: 514-283-4087
Fax: 514-496-1720

Alberta and Northwest Territories

476-220 4th Avenue S.E.
Calgary, Alberta
T2P 3K3
Telephone: 403-292-8858
Fax: 403-292-6903

Atlantic Canada

340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8
Telephone: 613-990-2744
Fax: 613-991-0961

Saskatchewan and Manitoba

Avord Tower
Suite 950-2002 Victoria Avenue
Regina, Saskatchewan
S4P 0R7
Telephone: 306-780-7350
Fax: 306-780-5403

Appendix B: Questions To Use in Your Community Consultations

The following questions will help you identify the concerns and expectations of your community. Add to or tailor these questions to address the unique characteristics of your community.

Interview with the Community

The following questions could be used in a questionnaire sent out to your community or at a public forum.

Current policing: facts and perceptions

1. Do you believe this community is a safe place to live? Why or why not?
2. What are the social problems in this community. How do they affect policing?
3. What are the main differences between ideological or "political" (in the broadest sense of the term) opinions in your community? How do these differences show? Do police tend to "take sides"?
4. What groups (for example, youth, unemployed males) cause the most policing problems? What are these problems? Why?
5. Do police use any special methods to handle certain incidents such as violence against women, child abuse, or suicide?
6. Do crimes go unreported? What types of crime? How often?
7. What is your opinion of the quality of the policing currently provided by officers?
8. In your opinion, do police officers currently have good relations with your community? If not, why?
9. With which community leaders do police officers have working relationships?
10. Do police currently run any community relations or crime prevention programs in your community?

11. Have complaints ever been made against officers? If so, what usually happens?
12. How would you compare policing in your community with other non-Aboriginal and Aboriginal communities in this part of the province or territory?

Future policing needs and expectations

1. In general, what kinds of police services would you like to see in your community?
2. What responsibilities and authority should police working in the community have?
3. What kind of organization should be in charge of policing in the community?
4. What should be the make-up of the police force serving the community?
5. How should officers be recruited?
6. What should be the basic hiring requirements for officers?
7. How should officers be trained?
8. What kind of relationship should police in the community have with other police forces (for example, municipal, RCMP)?
9. What kind of relationship should the community's police have with other professionals such as social workers and lawyers on and off the reserve?
10. Should your community play a greater role in policing the community? If so, what role should it play? How could this be achieved?
11. Who should be responsible for looking into the complaints against officers serving in the community? How should these complaints be handled?
12. You have talked about your ideas for the police service in this community: how it should be organized and administered, what its make-up should be, what it should do and what kind of relations it should have with community members and others. What type of police service do you think is needed? Why?

Focus groups

Insert the target of the focus group (youth, unemployed, women, etc.) in the blank spaces below. For example, if it's a focus group of women insert "women".

1. In general, how would you describe conditions for _____ in this community?
2. How have _____ in this community been involved with police?
3. How do police generally treat _____ when they are involved in incidents as:
 - victims;
 - suspects; or
 - witnesses?
4. Are _____ treated differently by police officers? If there is a difference, how does it show up and why?
5. To your knowledge, are crimes ever committed by or against _____ that are not reported to police? If so, why?
6. Are there any organizations or commonly recognized spokespersons for _____ in this community? If so, what is their relationship with police?
7. Is there any organization, such as a committee of police officers and citizens, in which _____ and their interests are represented?
8. If you could change policing in this community to make it work better for _____, what would you do? Would you make changes in:
 - a) the make-up of the police force;
 - b) the training given to police;
 - c) police qualifications;
 - d) the powers of police officers;
 - e) the relations between police and _____; or
 - f) other matters?
9. Would you be interested in being a police officer in this community or one like it? Why or why not?

