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# User Report

**POLICING OPTIONS AVAILABLE TO  
FIRST NATIONS IN CANADA**

**No. 1995-06**

## Aboriginal Policing Series

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1995

Solicitor General Canada  
Ministry Secretariat

Canada

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Yves Dubé

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**POLICING OPTIONS AVAILABLE TO  
FIRST NATIONS IN CANADA**

**No. 1995-06**

The views expressed in this working paper are those of the author and not necessarily those of the Ministry of the Solicitor General of Canada.

Please note that in this document, the masculine gender includes women and is used only to facilitate reading.

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<b>INTRODUCTION</b>	1
<b>1. COMMUNITY CONSTABLES (NORTHWEST TERRITORIES)</b>	2
1.1 Purpose and context	2
1.2 Current status	3
1.3 Role and responsibilities of personnel	3
1.4 Jurisdiction and authority of personnel	5
1.5 Recruitment and selection of candidates	5
1.6 Training of personnel	6
1.7 Employment conditions	7
1.8 Accountability structure and process	7
<b>2. SUPERNUMERARY POLICE OFFICERS (QUEBEC)</b>	8
2.1 Purpose and context	8
2.2 Current status	8
2.3 Role and responsibilities of personnel	9
2.4 Jurisdiction and authority of personnel	10
2.5 Recruitment and selection of candidates	11
2.6 Training of personnel	12
2.7 Employment conditions	13
2.8 Accountability structure and process	13
<b>3. PUBLIC SAFETY OFFICERS (BRITISH COLUMBIA)</b>	14
3.1 Purpose and context	14
3.2 Current status	14
3.3 Role and responsibilities of personnel	15
3.4 Jurisdiction and authority of personnel	17
3.5 Recruitment and selection of candidates	17
3.6 Training of personnel	18
3.7 Employment conditions	18
3.8 Accountability structure and process	19
<b>4. VILLAGE PUBLIC SAFETY OFFICERS (ALASKA)</b>	20
4.1 Purpose and context	20
4.2 Current status	21
4.3 Role and responsibilities of personnel	21
4.4 Jurisdiction and authority of personnel	22
4.5 Recruitment and selection of candidates	22
4.6 Training of personnel	23
4.7 Employment conditions	23
4.8 Accountability structure and process	24
4.9 Program evaluation	24

**5. ABORIGINAL POLICE AIDES (AUSTRALIA) . . . . . 26**  
5.1 Purpose and context . . . . . 26  
5.2 Current status . . . . . 27  
5.3 Role and responsibilities of personnel . . . . . 27  
5.4 Jurisdiction and authority of personnel . . . . . 28  
5.5 Recruitment and selection of candidates . . . . . 29  
5.6 Training of personnel . . . . . 29  
5.7 Employment conditions . . . . . 30  
5.8 Accountability structure and process . . . . . 31  
5.9 Program evaluation . . . . . 31

**CONCLUSION . . . . . 32**

**BIBLIOGRAPHY . . . . . 33**

## **INTRODUCTION**

The purpose of this document is to outline the policing options available to First Nations in Canada and other parts of the world. The exercise aim is to present various new policing alternatives for aboriginal communities in Canada.

The document presents five auxiliary policing models and approaches to serve aboriginal communities in Canada: 1) the Northwest Territories community police officers, a pilot project under which community police officers help the Royal Canadian Mounted Police (RCMP) in its work with the communities involved; 2) the Quebec supernumerary police officers provide support for regular members of aboriginal police services; 3) the British Columbia public safety officers help the RCMP in its work with the Kitasoo-Xaixais aboriginal community; 4) the Alaska village public safety officers manage public safety services and have a broader mandate than conventional police services; and 5) the Australia Aboriginal police aides serve as prevention officers and ensure liaison between the police services and the aboriginal communities.

Each option is described and analyzed on the basis of various essential criteria in order to understand these policing (or public safety) models or approaches. The document objectives:

1. to inform on the purpose and context of the various policing models and approaches;
2. to describe the proposed options current status;
3. to describe the police officers role and responsibilities associated with each option;
4. to describe the police officers jurisdiction based on considerations relating to their appointment, the laws they can enforce, their powers and limits, their jurisdiction territory and the weapons they can or cannot carry;
5. to describe the police officer recruitment process and selection criteria;
6. to describe the type of training received by the police officers (eg, program length, subjects covered and specialized training);
7. to describe the employment conditions; and
8. to describe the accountability structure and process (eg, monitoring and supervision).

# **1. COMMUNITY CONSTABLES (NORTHWEST TERRITORIES)**

On February 4, 1994, the governments of Canada and the Northwest Territories signed an agreement to carry out a community constables pilot project in two small aboriginal communities, Fort Good Hope and Coral Harbour. Under the agreement, the cost of setting up and running the project is to be shared by the federal government (52%) and the Northwest Territories (48%). The initiative, which is not in the form of a reserve program, will see the creation of an auxiliary service for the local RCMP detachment (G Division).

Candidates employed and appointed as temporary civilian employees within the RCMP may eventually apply to become regular members. In other words, the pilot project is aimed not only at providing assistance to a local RCMP detachment and promoting better relations between the detachment and Aboriginals but also at providing more career opportunities for Aboriginals within the police services.

## **1.1 Purpose and context**

The RCMP G Division comprises 45 detachments and four sub-divisions in the Northwest Territories but the aboriginal communities of Fort Good Hope and Coral Harbour were not served by RCMP resident constables (Decision Paper, Community Policing Pilot Projects). Living conditions, transportation costs, employee allowances and lack of conveniences in these areas also drive up the cost of policing.

The RCMP could not always count on the support of local people in case of emergency because they lacked the skills, training or mandate to carry out tasks related to police services work. The RCMP detachments have only a small staff (one or two officers), often not enough to adequately meet the policing needs of remote communities. Constables are frequently unable to provide services because of lengthy travel to reach remote communities so far from the detachment. It can sometimes take more than 10 hours to reach a remote community. In addition, police officers sometimes have to be away for training or other reasons, leaving communities without police services.

The pilot project primary aim is therefore to create a core of individuals - Aboriginal residents of the two remote communities (Fort Good Hope and Coral Harbour) - who can provide (civilian) policing and are available to assist the local RCMP detachment in case of emergency or when RCMP officers are unable to respond immediately to particular policing needs. More specifically, the project has four objectives:

1. to increase the level of policing in small communities without increasing considerably the related costs (RCMP budget);
2. to encourage participation by Aboriginals in community policing and raise aboriginal cultural awareness of police services;

3. to keep an appropriate link with the summer student and the cadet programs already proposed to support police duties; and
4. to increase career opportunities for candidates interested in regular employment (full time) in the RCMP.

## **1.2 Current status**

The three-year pilot project currently aims to solve the RCMP problems in serving two small, remote aboriginal communities in the Northwest Territories, Fort Good Hope and Coral Harbour. Under the terms of the agreement between the federal government and the Northwest Territories, the RCMP, in consultation with the participating communities, was required to submit a series of progress reports on the project in terms of preparation, implementation and evaluation of its effectiveness.

The first report, due on March 15, 1994, dealt with the recruitment of candidates and the development of training standards. The second report, due on June 15, 1994, dealt with candidates training and standard operating procedures issues. A series of four other reports is tracking progress in implementing and evaluating the project<sup>1</sup>. A final report will give a full account of the pilot project.

The pilot project is also subject to independent evaluation; the final report on that evaluation is to be submitted within six weeks following the end of the pilot project. The results to date are quite encouraging, but the future will tell whether the project holds promise for the aboriginal communities involved (Coral Harbour and Fort Good Hope) and whether it should be extended to other aboriginal communities.

## **1.3 Role and responsibilities of personnel**

Community constables in the two communities have more or less the same mandate as regular RCMP constables, although they work under the detachment members supervision and assist them on a part-time basis. They may be called in by the local RCMP detachment commander (G Division) to assist regular personnel with a wide range of general and specific community policing tasks.

More specifically, when they are called in, they carry out tasks related to local needs. They work 16 to 30 hours a month (predetermined hours), acting as liaison officers between Band Councils and the RCMP and carrying out the following duties:

1. preventive patrols within and outside the communities being served;
2. administrative tasks;

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<sup>1</sup> Two of these reports have already been completed; the next two are due on September 15, 1995, and March 15, 1996.



3. crime prevention programs;
4. crowd control;
5. search and rescue;
6. work that do not require direct RCMP supervision or involvement in investigations (eg, protection of crime scenes and evidence);
7. prisoner escorts, accompanied by an RCMP member; and
8. other routine tasks authorized by the commander or his representative, if so requested.

The RCMP shall, in consultation with the participating communities:

1. recruit candidates suitable to do community constable tasks;
2. employ the chosen community constables as temporary civilian employees under the authority provided by section 10(2) of the Royal Canadian Mounted Police Act<sup>2</sup> and in accordance with Treasury Board Minute 810263 on the remuneration and terms and conditions of employment of temporary civilian employees, approved on March 9, 1989;
3. train the community constables to standards sufficient for the duties that they will be required to perform;
4. appoint the community constables as peace officers under the authority provided by section 7(1) of the Royal Canadian Mounted Police Act<sup>3</sup>;
5. establish and maintain policy and procedures for the management of the community constables;
6. provide ongoing supervision, support and field training to the community constables;
7. provide periodic assessments of the pilot project effectiveness in both host communities; and
8. provide all reports required under the agreement between the federal government and the Northwest Territories.

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<sup>2</sup> **10(2) Royal Canadian Mounted Police Act:**

The Commissioner may employ such number of temporary civilian employees at such remuneration and on such other terms and conditions as are prescribed by the Treasury Board, and may at any time dismiss or discharge any such employee.

<sup>3</sup> **7(1) Royal Canadian Mounted Police Act:**

(d) designate any member, any supernumerary special constable appointed under this subsection or any temporary employee employed under subsection 10(2) as a peace officer.

#### **1.4 Jurisdiction and authority of personnel**

Community constables are selected by the RCMP in consultation with Band Councils to be temporary civilian employees pursuant to section 10(2) of the Royal Canadian Mounted Police Act<sup>4</sup> and in accordance with Treasury Board Minute 810263 on the remuneration and terms and conditions of employment of temporary civilian employees, approved on March 9, 1989. They are then appointed by the RCMP as peace officers under section 7(1) of the Royal Canadian Mounted Police Act<sup>5</sup>.

These auxiliary RCMP employees are thus able to enforce all federal laws, including the Criminal Code, and all Northwest Territories laws, although their tasks and responsibilities are subject to the limits established at the time they are hired. In other words, community constables have the same powers as regular RCMP members but cannot intervene unless they are called in or authorized by the local RCMP detachment commander; their role is to assist regular local detachment members of the police services.

They work under the direct local RCMP members supervision, wear the RCMP uniform and are subject to all rules and regulations applicable to all RCMP members on duty. Their jurisdiction territory is limited to the two communities involved as stipulated in the agreement between the federal government and the Northwest Territories.

Finally, community constables do not usually carry firearms but can use available RCMP-issue shotguns and .308 calibre rifles provided that:

1. they have successfully completed the RCMP-approved training in the use of those firearms;
2. authorization has been granted by the G Division commander, who considers such protection to be warranted for the duty being performed;
3. they qualify annually in the use of those firearms;
4. they guarantee that they will secure the firearms; and
5. they are performing duties as community constables.

#### **1.5 Recruitment and selection of candidates**

The candidate selection process basic principle required that the pilot project host communities be directly involved. In the Fort Good Hope community, a selection committee made up of five members representing the Band Council, the community as a whole and the local RCMP detachment commander was created to ensure that

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<sup>4</sup> Ibid, p. 5.

<sup>5</sup> Ibid, p. 6.

the process would be more impartial. The committee members began by developing and distributing an application form for candidates interested in taking part in the pilot project. They then developed selection interview questions and interviewed the 19 listed candidates. Following the interviews, six applicants were selected and three others were placed on a stand-by list in case any of the chosen candidates were unable to continue in the program.

In Coral Harbour, the same information was distributed to community members, and six applications were received. However, the Band Council (Hamlet Council) decided that it would make the initial candidates selection and that it was up to the local RCMP detachment to give final approval after conducting appropriate safety checks on the chosen candidates.

A maximum of six candidates are thus chosen by the RCMP and each of the participating aboriginal communities. Applicants - citizens interested in a part-time career in the RCMP - must meet the following predetermined selection criteria:

- be between the ages of 19 and 60;
- be in good health;
- be of good character;
- be a Canadian citizen;
- be mature and responsible;
- reside in the community where the program is taking place; and
- meet the basic reliability clearance required by the RCMP.

## **1.6 Training of personnel**

The first candidates in the Community Constable Program were trained over a period of 19 days at the RCMP Training Academy in Regina, Saskatchewan. More specifically, the training consists of 127 45-minute instruction periods on various aspects of their work. While in training, candidates are paid an amount equal to the amount normally paid for an eight-hour work day.

The training includes courses in law and other subjects, such as arrest procedures, record keeping, driving, firearm safety and other aspects of community constable work:

- laws (seven periods);
- physical fitness and self-defence (44 periods);
- operational activities (20 periods);
- communications (six periods);
- firearms and the use of force (21 periods);
- legal identification (eight periods);
- human relations (seven periods); and

- other (14 periods).

Bear in mind also that the RCMP is responsible for providing community constables with the ongoing field supervision, support and training needed to ensure the efficient operation and effectiveness of the pilot project.

### **1.7 Employment conditions**

All selected candidates are expected to meet the federal government safety requirements. They wear the RCMP uniform and abide by the RCMP rules and regulations, but are not regular members of the police services; rather, they are temporary civilian employees. They are supervised by the local RCMP detachment members and paid for the hours they work (16 to 30 hours a month) at the salary rate of regular entry-level RCMP constables.

### **1.8 Accountability structure and process**

Community constables work under the direct supervision of the RCMP and are accountable for their activities as are regular members of the police services.

## **2. SUPERNUMERARY POLICE OFFICERS (QUEBEC)**

The policing agreements between the governments of Canada and Quebec and Band Councils provide for the hiring of supernumerary police officers by native police services. This approach, which has been in use for many years (even before the tripartite agreements) makes it possible to provide temporary replacement and assistance to regular police officers in maintaining order and public safety.

Native police services generally have enough regular police officers to operate on a continuous basis, but steps had to be taken to prevent the problems that arise when they are away for various reasons (eg, leave, training, illness, etc) and to consider situations requiring additional assistance.

The tripartite agreements provide for the hiring of supernumerary police officers and stipulate that the cost of establishing and operating native police services in Quebec is shared by the federal government (52%) and Quebec (48%). Payments are generally made directly to the Band Councils if the police services are fully autonomous.

### **2.1 Purpose and context**

Supernumerary police officers are hired by native police services in Quebec not as a specific program, but rather as a way of improving the quality of those services. If there is a staff shortage because the regular police officers are away for some reason (eg, illness, leave, training, etc) or when another need has arisen, supernumerary police officers are called in to replace or assist regular police officers. This ensures greater flexibility in planning work schedules.

This approach, which native police services in Quebec have been using for years, remains the best known solution to the problems created when regular police officers are away. In addition to providing greater local autonomy for native communities in the area of policing, the approach makes for more effective and less costly management of police services. Supernumerary police officers are not bound to determined schedules and are therefore able to meet immediate needs (eg, emergencies, special operations, police officers replacement, etc), and their basic training is less costly.

### **2.2 Current status**

The approach is simple and has not really changed since the first supernumerary police officers were hired by native police services in Quebec. On February 2, 1995, however, the Quebec legislature passed An Act to amend the Police Act and the Act respecting police organization as regards Native police (Bill 57). It is currently anticipated that the Act will come into force as native communities opt to use it in

renewing the tripartite policing agreements. The Act makes substantial changes in the status of Native police officers in Quebec (including supernumerary officers).

The police services of the Kitigan Zibi Anishinabeg Reserve, the first native community to express a desire to sign a new tripartite agreement based on the new Bill, will soon be granted status similar to that of municipal police services in Quebec. Native police officers will also be recognized as having the status of peace officers within the meaning of the Quebec Police Act.

### **2.3 Role and responsibilities of personnel**

Supernumerary police officers generally have the same responsibilities as regular police officers as defined in the tripartite agreements: 1) relations with the community being served; 2) preservation of order and public safety in their territory; 3) enforcement of laws under their authority in their territory; and 4) assistance for the Sûreté du Québec (SQ) if the officer in charge specifically requests such assistance from the chief of police and if the chief authorizes intervention. These responsibilities must be in accordance with the legislation as a whole in effect in Quebec. Their role is specific, however, because they have a mandate to basically provide support (additional assistance) and relief (temporary replacement) for regular Native police officers.

The police services of the Uashat Mak Mani-Utenam Band have seven regular Native police officers responsible for policing the Band territory; one of them acts as chief of police. However, the tripartite agreement also provides for the hiring of three supernumerary police officers to assist or replace regular Native police officers.

When regular police officers are away for any reason (eg, leave, training, other valid reasons), supernumerary police officers are responsible for taking over their duties on a part-time basis. They are on call to assist native police services in the event of emergencies, special operations and staff shortages. Because they generally work 15 to 20 hours a week (part time) with open (variable) schedules, supernumerary police officers make for more effective (flexible) and less costly management of native police services.

To restrict sufficiently shifts rotation and keep the police officers motivated, the number of supernumerary police officers of the police services is limited. Supernumerary police officers who do not get enough regular opportunities to work may not learn police work properly and may lose interest.

The Sûreté du Québec, under this approach retains all its powers and responsibilities under the Quebec Police Act and support native police services. The tripartite agreements stipulate that the Sûreté must co-operate with communities and native police services through the following:

1. expertise and technical support needed to administer the funds allocated for policing;
2. policies and policing manuals available to Councils; and
3. operational support needed to ensure effective police services.

#### **2.4 Jurisdiction and authority of personnel**

All Native police officers (regular and supernumerary) are appointed and sworn in as special police officers pursuant to sections 80 and 83 of the Quebec Police Act (RSQ, c P-13)<sup>6</sup>. The tripartite agreements stipulate that Band Councils are responsible for passing a resolution requesting the Minister of Public Safety to recommend the appointment and swearing in of the selected persons as Native police officers for a period to be determined.

What makes supernumerary police officers different from other Native police officers in this regard is their supervision by Sûreté du Québec liaison officers, the chief of police or regular police officers of native police services. However, they have the same powers as regular Native police officers in their territory as they are defined in the tripartite agreements. Like regular Native police officers, they also retain their status throughout Quebec in specific cases:

1. transportation of an inmate accused of an offence committed in the territory of their jurisdiction;
2. execution of a valid arrest warrant duly signed by a justice of the peace;

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<sup>6</sup> **80.** Any judge of the Court of Appeal, of the Superior Court, of the Court of Québec or of a Municipal Court may, with the approval of the Minister of Public Security, appoint in writing and for a period which he determines persons called special constables, to maintain peace, order and public safety in the territory which he designates, prevent therein crime and infringements of the laws of Québec, and seek out the offenders; but no such special constable shall exercise his powers as a peace officer except to the restrictions indicated in the writing attesting his appointment.

**83.** Every special constable appointed under section 80 shall take the oaths or make the solemn affirmations prescribed in section 4 before the judge who appoints him.

Every special constable appointed by the mayor of a municipality shall take such oaths or make such solemn affirmations before him or before the clerk or secretary-treasurer of the municipality.

A writing attesting that the special constable has complied with this section shall be drawn up at once in duplicate and one of the duplicates shall be given to the special constable.

3. ongoing pursuit of offenders when begun in the territory served by the police services and if directed to do so; and
4. some investigations of crimes committed in their territory.

The powers and limits of Native police officers (including supernumerary police officers) come from two sources: 1) legislation; and 2) candidate's appointment certificates. At present, this authorizes them to enforce various laws:

1. the Criminal Code and other federal laws provided for in the tripartite agreements;
2. Band by-laws;
3. certain provincial statutes, such as the Highway Safety Code.

The control mechanisms apply to Native police officers as well as to other police officers in Quebec, that is, the courts and legislation on police services in Quebec: 1) the Code of Ethics of Quebec Police Officers; 2) The Act respecting police organization; and 3) the Quebec Police Act.

Finally, supernumerary police officers do not usually carry firearms. If they wish to be authorized to carry a firearm, Native police officers must meet certain rules:

1. the Band Council must pass a resolution specifically requesting such authorization;
2. the police officer must be sworn in accordance with the Quebec Police Act;
3. he must have completed the basic course at the Institut de police du Québec;
4. he must have successfully completed the firearms handling course;
5. he must qualify annually in the use of firearms;
6. he must comply with the rules for firearms handling, storage and maintenance applicable to the police services.

## **2.5 Recruitment and selection of candidates**

Supernumerary police officers are recruited in the same manner as regular police officers. The process consists of four specific steps:

1. candidates apply to have their files reviewed;
2. Council officials submit to Quebec in the form of a resolution a list of candidates selected in accordance with the council hiring policy. In the resolution, the Council asks Quebec to carry out character investigations of the candidates;
3. the character investigations are carried out by the Sûreté du Québec and the results are forwarded to the Council; and
4. if the number of candidates chosen following the character investigations exceeds the required number of Native police officers indicated in the agreement, the Council makes a final selection.



The selection criteria for candidates (regular and supernumerary) vary but generally include a good reputation (required of all police officers being sworn in), adequate education (variable), physical and psychological fitness, and successful completion of the courses and evaluations provided for during the recruitment process.

## 2.6 Training of personnel

Training for Native police officers varies depending on their duties. All regular police officers receive basic training in the various types of knowledge and skills required to perform their duties (two sessions totalling seven weeks). Chiefs of police also receive a 120-hour course in police management.

Basic training for regular Native police officers covers the main aspects of their mandate and powers. More specifically, the training deals with:

- review of known elements;
- mental and physical preparation;
- provincial statutes;
- municipal by-laws;
- articular control techniques;
- first aid;
- Criminal Code;
- drugs;
- searches:
  1. powers
  2. techniques:
    - a) personal searches
    - b) searches of premises;
- crisis intervention;
- criminal investigation;
- alcoholism and drug abuse; and
- fingerprinting.

To keep costs down, candidates hired on a part-time basis (supernumerary police officers) are given less training than other police officers. They are required to complete 40 hours of courses at the Institut de police du Québec in order to learn the minimum knowledge and skills needed to work as a police officer. The training for supernumerary police officers covers the following points:

- reception;
- physical intervention techniques;
- powers of arrest;
- rules of evidence;
- first aid;

- patrol techniques; and
- feedback.

Sûreté du Québec liaison officers and chiefs of police or their representatives also provide them with one to three months on-the-job training. Finally, although supernumerary police officers are not barred from specialized training courses, priority is given to regular police officers.

## **2.7 Employment conditions**

The agreements between the federal and Quebec governments and the Band Councils involved define Native police officer as "a person appointed and sworn as a special police officer under sections 80 and 83 of the Quebec Police Act (RS[Q], P-13)".<sup>7</sup>

Native police officers employment vary from one Band Council to another. Except in Inuit communities, where Native police officers are paid by the Sûreté du Québec, the variable criteria of the employers, that is, Band Council, prevail when Native police officers (regular and supernumerary) are hired.

## **2.8 Accountability structure and process**

Public safety committees are created by Band Councils to establish community aims and priorities for native police services. The committees also oversee the quality of policing in the territory served. If so requested, the Sûreté du Québec, through liaison officers, works with all the players (Band Councils, public safety committees, chiefs of police, police officers and civilian personnel) to advise and support them in planning, organizing, directing and monitoring administrative and operational police activities.

As well, Native police officers (regular and supernumerary) are subject not only to the manuals, policies, procedures and directives applicable to each police service, but also to the legislation (Code of Ethics of Québec Police Officers) and the control mechanisms established by Quebec in the area of police ethics (Police Ethics Commissioner and Police Ethics Committee).

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<sup>7</sup> Ibid, 6:

### **3. PUBLIC SAFETY OFFICERS (BRITISH COLUMBIA)**

Since April 1, 1994, a public safety pilot project has been established in the Klemtu native community in British Columbia. This project, in which the Kitasoo-Xaixais Public Safety Board and Public Safety Department are involved, is aimed at supporting the provincial police force (RCMP), which continues to serve the Klemtu community.

No evaluation of this project, which currently involves one part-time public safety officer, is as yet available. However, an evaluation is planned for the end of the current agreement. It will be used to determine whether the project is advantageous for the Kitasoo-Xaixais Band and whether it is a worthwhile model that should be applied in other native communities.

#### **3.1 Purpose and context**

The driving principle behind the pilot project is the creation of a mechanism to provide community policing and to respond to situations requiring quick front-line reaction in a native community, (the Klemtu village). The project, based on close co-operation between the Band Council, the Kitasoo-Xaixais Public Safety Board and the RCMP, supports the latter in its work with the Klemtu community.

The need to create this new Public Safety Department and the need for increased co-operation with the RCMP on the part of the community are the result of, among other things, the special and unusual circumstances that exist in the Klemtu community with respect to establishment and maintenance of a public safety service (eg, the community is geographically isolated). The village can be reached only by boat or seaplane and quick public safety intervention is therefore very difficult.

#### **3.2 Current status**

Under the current pilot project agreement, a 12 month program will run from the date of its implementation. An evaluation will then be done to determine the appropriateness of maintaining the program and specify any changes (if any) that are needed.

The current public safety officer is not an Aboriginal. He has the status of a special provincial police officer for 24 months<sup>8</sup> and then, another term is possible. The project agreement provides in this regard that the current public safety officer must be on duty long enough to train another recruit (eventually an Aboriginal).

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<sup>8</sup> Effective December 27, 1993, he has the status of Band by-law officer under the federal Indian Act.

If the Public Safety Board fails to meet the agreement requirements it is also mentioned that the Band Council should ensure that the current public safety officer is compensated for any pecuniary losses sustained.

### **3.3 Role and responsibilities of personnel**

In the pilot project, the RCMP retains primary responsibility for public safety services in the Klemtu community. However, the objective is to maintain close co-operation between the RCMP and the public safety officer to determine respective responsibilities. The role of the officer is to help the RCMP fulfil its mandate.

The only mandate of the public safety officer in the Klemtu community was to enforce the Band by-laws but he is now also responsible for enforcement of laws enacted by the governments of Canada and British Columbia. His responsibilities, assigned under the direction of the Kitasoo-Xaixais Public Safety Board can be summarized as follows (see Article 3 of the Protocol between the Kitasoo Band Council, the Kitasoo-Xaixais Public Safety Board and the Royal Canadian Mounted Police):

1. Investigate and process of all complaints and occurrences which arise under the Indian Act (1985) relative to the Klemtu community and following any violation of the Council by-laws adopted under the Indian Act (1985).
2. Provide preventive policing intervention, including assisting the RCMP in developing and maintaining police services community relation programs.
3. Investigate and process complaints, occurrences and offenses occurring in the Kitasoo-Xaixais community and relating to the following:
  - obstruction of special provincial police officers work,
  - disturbing the peace, causing damages and laying false charges;
  - non-injury or minor injury motor vehicle accidents;
  - land disputes involving residents of the Kitasoo-Xaixais community where the presence of a public safety officer is required;
  - enforcement of British Columbia statutes, except for matters under the Coroner's Act (1979);
  - Criminal Code driving offenses;
  - fail-to-appear charges;
  - execution of warrants and other legal documents;
  - theft under \$1,000 and related offenses;
  - common assaults; and
  - other Criminal Code offenses.
4. Prepare and submit reports in a form acceptable to Crown counsel and other Court documents.

5. Maintain police files available to the RCMP for copying in accordance with applicable federal and provincial laws.
6. Upon receipt of a complaint or information regarding a matter or offence not listed in point 3 which requires immediate intervention: 1) provide immediate response and investigate as required in the circumstances; 2) as soon as is practicable, inform the RCMP of the situation and follow its instructions; and 3) continue the investigation and legal action until such time as the investigation is completed, any charges have been processed through Court or the RCMP decides to assume responsibility for the investigation.
7. Execute Court orders, warrants and other Court documents in the community which it receives from the Office of the Court, the RCMP or a resident of the community.
8. Assist the RCMP in the investigation conducted in the Klemtu community.
9. Follow RCMP written instructions and policies to use occasionally its patrol cabin in the course of his work.

The RCMP works in co-operation with the Public Safety Board and Department by providing them with the necessary assistance and by sharing information. The following are its main duties:

1. it informs the public safety officer on everything regarding his responsibilities and the other aspects of his work;
2. it may investigate and take legal action in situations or events that are normally the responsibility of the public safety officer. However, except in emergency circumstances, it requests that the public safety officer be present;
3. it supports all decisions made to take action in accordance with the Kitasoo-Xaixais Band by-laws and customs in situations under the public safety officer authority;
4. it authorizes the public safety officer to use its patrol cabin in connection with his work;
5. it exchanges information with the Public Safety Board and Department. These exchanges must be in accordance with applicable federal and provincial laws;
6. if the Band Council or the Public Safety Board so requests, it provides training or specific advice to the public safety officer in connection with his work; and
7. It provides the public safety officer with any other support he may require in his work.

The role of the Kitasoo-Xaixais Public Safety Board is linked within the pilot project to maintaining and developing a public safety service effective and professional with

respect to public peace and order and front-line intervention. It ensures, among other things:

1. that the public safety officer keeps and updates operational registers and provides the information requested by the federal and provincial governments regarding these registers;
2. that the Public Safety Department respects the program spirit and primary intentions and that the public safety officer acts in the community interests; and
3. that appropriate facilities are available for welcoming the public, detaining people safely and holding private meetings between an individual and legal counsel, and that there is access to a telephone.

In addition, the Public Safety Board participates in the evaluation of the pilot project.

### **3.4 Jurisdiction and authority of personnel**

The public safety officer hired by the Public Safety Board has the status of special provincial police officer under the British Columbia Police Act:

9. (1) The minister may appoint persons he considers suitable as special provincial constables.

(2) A special provincial constable appointed under subsection (1) shall be appointed for the term the minister specifies in the appointment.

(3) Subject to the restrictions the minister specifies in the appointment, a special provincial constable has the powers, duties and immunities of a provincial constable.

According to the pilot project agreement, the public safety officer has the powers required to carry out his duties relating to the following: 1) maintaining the public peace; 2) offenses against the law and crime prevention; 3) assisting justice administration; 4) enforcing without limitation the laws in force in British Columbia and the Criminal Code of Canada; and 5) apprehension of criminals and offenders. Note also that the public safety officer is authorized to carry a service weapon.

### **3.5 Recruitment and selection of candidates**

The current officer was recruited on the basis of the selection criteria of the Aboriginal Nations Training Institute which is connected with the Justice Institute of British Columbia. This means that he had to meet criteria similar to those that must be met by candidates for British Columbia municipal police services during the selection process.

In the current case, selection of the candidate was done by the Public Safety Board mandated by the Kitasoo-Xaixais Band Council. The person chosen is a former

member of the RCMP who has the training and experience needed to work in the Klemtu community. The same selection criteria are to apply in the next selection process.

### **3.6 Training of personnel**

The current officer, a former RCMP member, has specialized training with respect to serving a native community. At the request of the Band Council or the Public Safety Board, the RCMP can also provide him training in the special aspects of his work.

### **3.7 Employment conditions**

The Kitasoo-Xaixais Public Safety Department is currently made up of a special provincial public safety officer appointed by the Attorney General of British Columbia. He is employed by the Kitasoo-Xaixais Public Safety Board made up of five community representatives.

The Public Safety Board established by the Band Council is responsible for managing the Public Safety Department. Under the creation and operation of the new public safety mechanism agreement, the federal government and the Government of British Columbia must share the implementation and maintenance costs of the pilot project. It is provided that Canada and British Columbia must cover respectively 52% and 48% of the costs incurred.

The organization and structure of the pilot project thus involves contribution by the following:

1. the Band Council, which has appointed five community members to serve as Public Safety Board representatives;
2. the Public Safety Board, which employs a public safety officer on a part-time basis and which oversees the police operations and the Kitasoo-Xaixais Public Safety Department administration; and
3. the Kitasoo-Xaixais Public Safety Department, the responsibilities of which remain under the direction of the Public Safety Board currently made up of one officer hired on a part-time basis.

The Public Safety Board must pay the RCMP for costs incurred when its patrol cabin is used by the public safety officer. The same is true of the other costs for use of the cells in the patrol cabin: salaries and related costs for guards and other costs for prisoners accommodations.

### **3.8 Accountability structure and process**

The public safety officer must account for his interventions to the Kitasoo-Xaixais Public Safety Board responsible for direction of the Public Safety Department established by the Kitasoo-Xaixais Band Council. Its responsibilities include preparing the written policies and procedures that will guide the public safety officer in carrying out his mandate.

The British Columbia Police Commission also plays a role in the program orientation. It interacts with the Kitasoo-Xaixais Public Safety Board and Department the same way it interacts with the municipal police boards and departments. Under British Columbia Police Act, it helps these organizations to maintain good quality policing services. Among other things, it supervises police boards and departments, advises them and does police services research.



## **4. VILLAGE PUBLIC SAFETY OFFICERS (ALASKA)**

For a few years now, there have been two types of police services in Alaska: 1) increasingly professional police services provided in urban areas by officers working for the State; and 2) services provided by auxiliary police officers controlled and supported if necessary by external law enforcement organizations. This second type of police services provided by locally recruited village public safety officers is intended as an alternative to the professional police services, the Alaska State Troopers (AST), that still occasionally serves rural areas in Alaska.

### **4.1 Purpose and context**

This public safety service program was initially established in a particular context. It was aimed at correcting a difficult situation:

In 1979, rural Alaska had the distinction of having the worst record for public safety of any of the 50 states. It had the highest per capita loss of property and death rate due to accidental fire in the entire Western hemisphere; suffered the highest death rate due to boating and water-related accidents of any state; is one of the most isolated areas of the country for obtaining emergency medical and law enforcement assistance; led the state, and possibly the country, in number of search and rescue missions; and had the fewest local government resources to deal with total public safety problems. (Trostle, 1991:8-9)

The solution to these problems was to establish a new public safety service that had a broader mandate than the other police services. The officials involved made available to the public safety officers the equipment required to properly carry out the mandate they were given.

The Village Public Safety Officers Program is innovative in relation to the previous police services since they are no longer imposed from outside. Instead, the services are generated within the native communities served. The program facilitate local initiatives and encourage the communities to determine their public safety needs. In other words, it makes possible a public safety service sufficiently tuned in to respond to the concerns and meet the expectations of the rural population with respect to its public safety needs.

## 4.2 Current status

The program in place since 1980<sup>9</sup> now provides a public safety service in a multicultural context and allows for a variety of political and legal agreements in remote rural areas of Alaska. To start with, it was aimed mainly at responding to the problems encountered with another alternative to police services, the village police officers, which was never able to adequately replace the Alaska State Troopers. Today, the program has approximately 125 members serving the isolated rural areas of Alaska (Marenin, 1992).

## 4.3 Role and responsibilities of personnel

The village Councils served have direct control over the program personnel who must meet the needs and reflect the priorities of these communities with respect to public safety. The personnel have a broader role than police officers usually do. In addition to the usual tasks, they carry out duties that are particular to the needs of a remote area. Essentially, their mandate sets out five main duties:

- 1. Firefighting:** People often use inflammable liquids in remote areas of Alaska. In addition, respect of the electrical systems safety code is often lax. These are two main factors behind the terrible number of fire related deaths in Alaska. Since there is not yet any agency responsible for developing real fire control mechanisms in Alaska, the Village Public Safety Officers Program is used to make people aware of the need to better protect themselves against fire. Consequently, the safety officers training includes fire control methods.
- 2. Law enforcement and public order:** There are violent incidents - related to alcohol abuse for example - that need quick intervention. The role of the village public safety officers is to provide increased crime prevention and control service. Because the public safety officers are nearby, they can respond more quickly to events requiring immediate intervention. If it becomes necessary for the Alaska State Troopers to take action because of the situation seriousness or for some other reasons, the public safety officers provide support to the State Troopers who must take over because they have more personnel and/or better equipment.
- 3. Duties related to medical emergencies:** In some situations, rapid medical intervention is required. Several villages have medical services (community health aides), but such services are not available everywhere and are day-to-day health services more than medical emergency. The village public safety officers therefore assist the medical personnel in place without replacing them. In some cases, the public safety officer is the only person able to provide medical emergency services.

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<sup>9</sup> However, the official introduction of the program in rural areas began in 1981.

In other cases, co-operation is maintained between the public safety officers and the medical services in place (community health aides) for the purpose of providing better emergency medical services.

**4. Search and rescue techniques:** In remote areas of Alaska, search and rescue needs are closely tied to the problems caused by difficult weather conditions, long distances and inhospitable land. The personnel members are therefore trained in search and rescue rudiments. Since the officers generally know the remote areas well, they are an important resource for the Alaska State Troopers.

**5. Water safety:** Action in response to boating accidents and water-related deaths is the responsibility of the Alaska State Troopers and the Coast Guard. The police officers actions are governed by the State Water Safety Act. The Coast Guard officers are responsible for federal water safety laws enforcement and programs. The role of the public safety officers is to assist the Coast Guard by constantly promoting water safety measures.

#### **4.4 Jurisdiction and authority of personnel**

In this program, personnel jurisdiction is limited to the villages they serve and the immediately surrounding area. Focusing on the communities public safety requests and needs, they work under the state legislation. Thus, they could almost be said to have the same powers as other police officers in Alaska. However, they wear a different uniform and generally do not carry firearms (unless the village Council makes a special provision to that effect and agrees to pay the necessary insurance premiums).

#### **4.5 Recruitment and selection of candidates**

The personnel members are hired and fired by non-profit corporations in close co-operation with the village Councils and the Alaska State Troopers. The selection process takes place in three steps, following announcement of a vacant position: 1) candidates are first interviewed by the members of the corporation responsible for managing the program; 2) the village Council involved considers the candidates chosen in the first step; and 3) the Alaska State Troopers and the Public Safety Department select, among the candidates chosen, those whom they deem best able to carry out the duties of the position. An employment offer is then made to the last candidates selected.

The hiring criteria specify that the candidates must be at least 21 years of age, be American citizens or have resident status, demonstrate good moral standards, have no physical or mental disabilities and no criminal record (unless the conviction was handed down in another jurisdiction and the offence is not considered a crime in Alaska). No level of education is specified. However, the State police services have

established a committee responsible for the program internal standards policies and direction.

#### **4.6 Training of personnel**

In the first year of service, the personnel training last six weeks at the Alaska State Troopers Academy in Sitka. The courses are similar to those the State troopers take, except: 1) the public safety officers do not receive training in the handling of firearms; 2) there are 60 hours of medical emergency training; 3) there are 90 hours of training in firefighting and guidelines are provided for the organization of a volunteer fire department; and 4) a few lessons are given on water safety and search and rescue.

In subsequent years, the program personnel have to go back annually for other training courses organized by the public safety program co-ordinators (non-profit corporations). Studies on this subject reveal that few women have been hired and trained so far under the program. Moreover, the same studies show that 25% of the village public safety officer positions are occupied by non-Aboriginals (Marenin and Copus, 1991).

#### **4.7 Employment conditions**

It is generally the non-profit regional corporations responsible for the public safety services management that hire and fire the personnel. However, they must act in close consultation with the village Councils involved and the Alaska State Troopers. The decision to terminate a public safety service contract is left to the discretion of the village Council served following discussion of the reasons for the decision with the co-ordinator of the corporation responsible and the Alaska State Troopers (Marenin and Copus, 1991).

In other words, the program personnel work for public organizations that have official power, with or without compensation, with respect to law enforcement and firefighting (Department of Justice, Office of Justice Assistance).

The money needed for setting up and running the program is allocated by the Alaska legislature, through the Alaska State Troopers budget, to the regional corporations, which manage the program on contract. These non-profit corporations respond to requests made by communities wishing to set up a public safety service.

It is therefore up to the regional corporations to apply to the State of Alaska for the funds needed to set up public safety services in the villages interested. Once the money has been received, it is also up to these corporations to choose, in co-operation with the Alaska State Troopers, the villages that will receive public safety services (Marenin and Copus, 1991).

The people hired are therefore working for a contractor - the regional corporation. The Alaska State Troopers play mostly a supervisory role in this program. As mentioned above, they have set up a standards committee responsible for the public safety program policies and directives.

#### **4.8 Accountability structure and process**

Under the program management and control, the personnel members are accountable to three authorities for their activities: 1) the Council of each village involved; 2) the Alaska State Troopers; and 3) the corporations responsible for the program.

Supervision in the field is provided by the Alaska State Troopers from a regional centre. In addition to training the personnel members and following up on their actions, the AST perform the following tasks, among others:

1. checking the work done by the public safety officers in the villages. This involves contacting them each week by telephone and visiting them in the field at least once every two (2) months;
2. ensuring that the officers submit their twice-weekly reports on time;
3. maintaining contact with the village Councils members; and
4. submitting personnel evaluation forms.

#### **4.9 Program evaluation**

It seems that no studies have been done regarding the program impact on public safety and crime rate. However, research has been done on the program effectiveness with respect to the following technical objectives: 1) decreasing the number of life and property losses; 2) increasing regional and local communities responsibility for public safety management; 3) developing a valid database on the public safety problem in rural Alaska; and 4) increasing the number of Native candidates for the Alaska State Troopers (Marenin et Copus, 1991).

Sellin (1981) concluded that the program was partially meeting the four objectives, but Hippler (1982) was more critical of the program effectiveness. His evaluation bore on two questions in particular: 1) Have the villages involved truly benefited from the program implementation? and 2) Would it have been possible to find a more economical way to provide the same level of service? He showed that the program had indeed benefited the villages, but that the cost was quite high.

He pointed out some positive aspects of the program: 1) reduction in certain forms of violence in a few villages; 2) creation of a useful way for the State police services to be warned of problems in the rural communities; 3) reduction in consumption and abuse of alcohol in a few villages; 4) creation of fire departments and medical

emergency services where none previously existed; and 5) image improvement that the village people have of the Alaska State Troopers once they accept the program.

However, he pointed out the main problems with the program: 1) poor profile of candidates hired and high rate of officers resignation; 2) program results much less satisfactory than the responsible authorities (Alaska State Troopers and responsible local organizations) would have one believe.

Hippler attributes these problems to: 1) officers pay inadequate; 2) candidates pool too small for proper recruitment; 3) inappropriate training; and 5) interventions difficult when friends and relatives are involved.

## **5. ABORIGINAL POLICE AIDES (AUSTRALIA)**

Several attempts made to attract Aboriginals in Australia State police services have been criticized as measures serving to ensure European domination over aboriginal communities (Beacroft, 1987). The latter have complained about the lack of police services accountability in their regard (Cunneen, 1990; Miller, 1991). They are calling for aboriginal police services that are sensitive to their situation and have real powers to maintain order.

However, aboriginal groups, courts, police services and law reform organizations efforts in Australia are improving justice administration with respect to aboriginal populations (especially in remote areas). One of the results is that police services vary depending on the aboriginal communities local needs; depending on the region, Aboriginals are appointed as regular or auxiliary police officers (trackers and aides).

Aboriginal police aides are found in various regions of Australia, including the Western Territory (eg, the Kimberleys, Pilbara and the Eastern Goldfields), the Northern Territory (particularly coastal communities) and the Queensland territory (Galvin, 1985). Currently, it seems that the Northern Territory Police Aide Scheme established in co-operation with the aboriginal communities is serving as a model for the other regions of Australia.

### **5.1 Purpose and context**

Liaison officers were the current Aboriginal Police Aides Scheme precursors. Essentially, they provided liaison between the police services and aboriginal communities. However, the purpose of the Aboriginal Police Aides Scheme is to create an aboriginal solution (that is, not a White people solution) to the problem of maintaining peace and order in aboriginal communities (Cunneen, 1990; Gunter, 1984).

The aforementioned efforts flow, in good part, from the problems that arise from the conflict between Australian laws enforcement and respect for aboriginal customs (Gunter, 1984; Moore, 1991; Palmer, 1989). Several problems arise when one attempts to integrate aboriginal traditions into conventional criminal law concepts and procedures. There are also police services problems specific to remote areas. Moore (1991) and Gunter (1984) point out, in this regard, the problems generally associated with police work in aboriginal communities:

- communication problems (eg, access to radio and telephone facilities only in case of evident emergency);
- language problem between Aboriginals and non-Aboriginals;
- Aboriginal police officers have difficulty to deal severely with their own people (eg, relatives);

- cultural conflict between Whites and Aboriginals;
- confrontation between aboriginal customs and Australian laws;
- conflicts between aboriginal communities;
- limited access regions (often leading to long waiting periods for essential services);
- substance abuse (eg, alcohol and gasoline); and
- resurgence of cultural identity.

Aboriginal communities in Australia want Aboriginal police officers. This means community members police officers who understand the community situation and their responsibilities, are hired by Band Councils to carry out police duties and are recognized by the European community (Gunter, 1984:92).

In this regard, the Aboriginal Police Aides Scheme gives the police aides a more flexible role:<sup>10</sup> 1) they continue to provide liaison between the police services and Aboriginals in order to help the police officers to be more effective by eliminating existing cultural barriers; and 2) they have also become crime prevention and public safety officers. A good part of their work consists in helping to maintain order and stability in the communities they serve. When necessary, they can however ask for police assistance (Moore, 1991; Pathe, 1985:45).

This use of police aides aims to make the police services more accountable to aboriginal communities. In some cases, the police aides are an integral part of the regular police services. They assist with police services administration; they make arrests in their communities; and they provide liaison between the police services and the communities served. In other cases, they play a less determining role in police services administration but still, they have the other duties to perform.

## **5.2 Current status**

The program has been very successful, particularly in the Northern Territory, and it seems that its application is becoming more widespread in aboriginal communities. The Aboriginal police aides who work in their home community have its trust and support. A trend is also developing toward increased training and responsibilities for the police aides.

## **5.3 Role and responsibilities of personnel**

The Aboriginal Police Aides Scheme serves many aboriginal communities in Australia and is generally used in places where there is other police services to provide tangible

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<sup>10</sup> The Northern Territory Police Aide Scheme often serves as a model for the other regions of Australia.



support. The police aides provide liaison between the police services and the community. They also enforce law and maintain order. Moreover, they are carrying out increasingly varied duties with respect to selective community policing and public safety (Moore, 1991:121).

Under the Northern Territory Police Aide Scheme, the police aides have a variety of duties: 1) monitoring the region coasts with particular attention to persons, animals and plants entering Australia illegally; 2) organizing operations to combat illegal fishing; 3) training Aboriginals to assist the police services in remote areas; 4) improving relations between the police services and aboriginal communities; and 5) performing duties of a more varied mandate today with respect to maintaining order (eg, dealing with intoxicated persons) (Harman, 1992; Moore, 1991; Palmer, 1989).

The police aides operate autonomously, but they can call the police services for assistance when necessary. Experience has shown that they rarely do so, only when the need is real (Moore, 1991:122; Palmer, 1989).

At the same time that there are police aides to provide liaison and participate in maintaining order, trackers facilitate criminal investigations and help identify and locate individuals when they are needed. They also help police services maintain their facilities and equipment (Palmer, 1989; Moore, 1991).

The role of the regular police officers is to remain available for discussions between the community Council and the police services on current problems. The communication quality depends greatly on the relationship between the police officers and the Council of each community served. (Complaints have been made in this regard by the aboriginal communities.) Regular visits to the communities also enable the police officers to check motor vehicle licenses and registrations, as well as gun permits (in a few areas), and to execute warrants for non-payment of fines (Gunter, 1991:91).

#### **5.4 Jurisdiction and authority of personnel**

As indicated in the instruments of appointment, the Aboriginal police aides generally have limited powers of arrest. Increasing these powers depends on the person potential for handling greater responsibility and on availability of regular police officers and facilities needed for prisoners accommodations (Moore, 1991:122).

The candidates are police services members proposed beforehand by the community Council, which has its own selection process. They are selected on the basis of investigations positive results by designated liaison officers to determine whether their appointment would be acceptable to the community (Moore, 1991; Palmer, 1989).

They enforce the community by-laws in which they work but also, depending on the case, various Australian laws relating to order and public safety maintenance. The situation in the Northern Territory is an example of Aboriginal police aides powers extension to enforce Australian laws. These powers apply to the Aboriginal Land Act, the Summary Offences Act, the Liquor Act, the Police Administration Act, the Firearms Act, the Traffic Act, the Disasters Act and the Fire Service Act (Palmer, 1989:30).

Although the police aides must meet the requirements of the Aboriginal communities involved in candidate selection, they must account for their activities to the police services to which they are assigned.

### **5.5 Recruitment and selection of candidates**

The Aboriginal communities have a significant control over the Aboriginal Police Aides Scheme but do not operate autonomously. It is their responsibility to submit a request stating that they wish to obtain police aides services. They prepare and conduct the interviews required for the recruitment of candidates but it is not their responsibility to determine acceptance of the candidates appointment.

The designated police aide liaison officers - generally officers with good working experience with Aboriginals - are responsible for the program smooth operation (Moore, 1991; Palmer, 1989; Pathe, 1985). Among other tasks, they determine whether the nominees are acceptable to the community and whether the nominees are suitable in light of the mandate they will be given and the community needs:

The police aide liaison officer has to ensure that all sections of the Aboriginal community have been consulted about the nominees for the aide position. Nominees must be acceptable within the traditional social structure and be acceptable to the whole community. The police aide liaison officer assesses the nominees and recommends a suitable candidate for selection from each community (Pathe, 1985:44).

Selection of a candidate is a process that demands much caution and energy; candidates are selected from their own community to maximize their acceptance by the population and take advantage of their knowledge of the environment (Harman, 1992:79).

### **5.6 Training of personnel**

The information available on the Aboriginal police aides training is scanty, so little can be said here about this program aspect. However, we know that the training reflects a desire to improve relations between the police services and the Aboriginals (Pathe, 1985:42).

The training principle is to provide maximum instruction, without putting pressure on the candidates. The strategy followed is based on traditional aboriginal learning methods. The candidates skills are assessed on the basis of their powers and their duties (Pathe, 1985:44).

The training programs include, among other things, direct contacts with Aboriginals, courses in aboriginal colleges and training centres and lectures given by Aboriginals. Legal aid lawyers, anthropologists and historians also participate in the training program (Galvin, 1985).

The police aides training program in the Northern Territory, for example, essentially involves a first phase (15 weeks training) and a third phase (9 weeks training). Subjects relating directly to aboriginal issues are covered in 67 hours courses over nine days training (Galvin, 1985:289). However, the police aides training varies from one region to another.

To maintain their skills and increase in their intervention powers, the police aides are also provided with annual training. The courses cover a wide variety of subjects in order to improve their administrative and practical knowledge (Moore, 1991). The student recruits are on permanent standby to serve as replacement for police aides participating in developmental courses.

Finally, the designated liaison officers also play a significant role in the police aides training. They work with them for the first year following their initial training in order to develop the acquired knowledge and ensure that they are doing their work properly (Pathe, 1985:45). They also inform the aboriginal communities that they must have realistic expectations with respect to the police aides appropriate role, abilities and limitations.

## **5.7 Employment conditions**

The police aides are integrated into the police services that have jurisdiction in the aboriginal communities. They return to their respective community following their training. To preserve the relationship of trust they have with the aboriginal community they are not transferred from one community to another (Moore, 1991:122).

Despite their status as aides, some of them have more or less the same privileges now as regular police officers. This is the case, for example, of the police aides working in the Northern Territory. They are now included under the Northern Territory Police Association Tribunal Determination and this means that they can have their own working conditions, salary scale and hierarchical structure (Moore, 1991:122).

The Aboriginal Police Aides Scheme also provides that the aboriginal community Council is responsible for the costs of local services establishment and equipment required by the police aides.

### **5.8 Accountability structure and process**

Under the scheme, in addition to accounting for their activities to the police services who employ them, the Australian State police services, the police aides must comply with the aboriginal communities requirements with respect to maintaining peace and order. State police services designated members make regular visits to supervise progress under the scheme, particularly in communities which do not have permanent police officers (Moore, 1991:121).

### **5.9 Program evaluation**

The program evaluations identify five success factors in aboriginal communities:

1. Since the police aides are selected by the communities involved, the program major benefit is the trust and support the communities give them.
2. The police aides receive an important training that takes their work context into account.
3. The police aides liaise between the police services and the aboriginal community Council.
4. The impact of the problem-solving and social-control mechanisms is sufficient to improve the service to maintain order.
5. As a rule, to preserve the relationship of trust between them and the community they serve, the police aides are not transferred.

## **CONCLUSION**

The objective of this document was to present a series of policing options for aboriginal communities in Canada. We believe we have effectively covered the models and approaches that deserve further study in the review of aboriginal communities policing services in Canada, especially those located in more remote and isolated areas.

We looked at different types (models and approaches) of auxiliary police services used in aboriginal communities in Canada and other parts of the world (Alaska, United States; Australia). Each type has unique features and offers various approaches to serving aboriginal communities in Canada. It is now up to Aboriginal policing officials to determine whether any of the five options can be considered for their needs.

The document includes options on which not a great deal of information is available, but we believe it is still useful to those interested in new ways of maintaining order and public safety in aboriginal communities in Canada and elsewhere.

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