

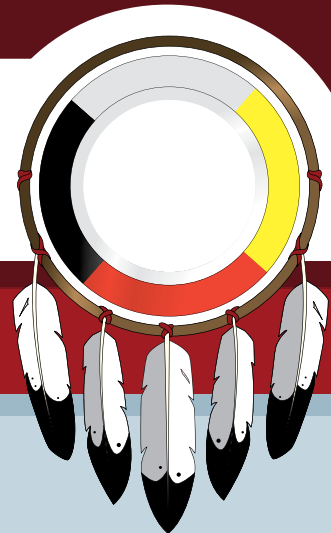


# ABORIGINAL POLICING

2007, Vol. 1, No. 2

## UPDATE

**SPECIAL EDITION**  
POLICY AND PROGRAM OVERVIEW 2007



## ON THE INSIDE



### **INTERVIEW: HARLEY K. CROWSHOE . . . . . 19**

The Aboriginal Policing Directorate's new Regional Manager for Alberta speaks of his long career with the RCMP, the evolution of Aboriginal policing, his new job and provides some valuable advice for young officers.

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### **LOUIS BULL POLICE SERVICE 20<sup>th</sup> ANNIVERSARY . . . . . 21**

One of the first self-administered services in Alberta celebrates its past and looks to the future.

## ABORIGINAL POLICING DIRECTORATE

The Aboriginal Policing Directorate is a division of Public Safety Canada. The Directorate works with Aboriginal communities, provincial/territorial governments and other law enforcement partners to implement the First Nations Policing Policy and Program. The Policy was developed in 1991 to provide Aboriginal communities with policing arrangements that respect their cultures and ways of life.

There are now 356 Aboriginal communities in Canada with dedicated police services employing 1,352 officers. Some of the services are self-administered, while others are managed through the RCMP.

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## ABORIGINAL POLICING UPDATE

The Aboriginal Policing Update is intended to inform readers of recent developments in Aboriginal policing, innovative programs, success stories, research and funding.

## SUBMISSIONS ARE WELCOME

We encourage readers to contribute articles about their innovative community projects and success stories related to Aboriginal policing. Please contact us to discuss your ideas and deadlines for the next issue.

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## POLICY AND PROGRAM OVERVIEW 2007

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### PREAMBLE

The Aboriginal Policing Directorate (APD) is pleased to present the first in what is expected to be an annual overview of the First Nations Policing Policy (FNPP) and its associated program. This overview includes data on Aboriginal policing in Canada. As well, it provides an update on the state of the relevant resources and associated statistics. We will be contacting a selection of people on our mailing list a few weeks after this issue has been released to gauge the effectiveness and interest in this special issue.

By conducting this annual overview we will be able to collectively track the progress and status of the FNPP and related Aboriginal policing programs.

Please note that, although the FNPP covers the Inuit Policing Program and Nunavut Community Constable Program, there is currently insufficient data on these programs. Therefore, this year's overview only examines policing services in First Nations communities as well as programs such as the Aboriginal Community Constable Program, and the Band Constable Program.

### INTRODUCTION

The research on Aboriginal peoples and the criminal justice system has often identified and attempted to explain why Aboriginal peoples are over-represented in every level of the Canadian criminal justice system<sup>1</sup>. This observation has led to theories regarding the over-policing and potentially inappropriate policing of Aboriginal communities.

### OBJECTIVES OF THE POLICY AND PROGRAM

The APD is responsible for administering the FNPP. There are two complementary divisions within the APD: Operations and Policy and Coordination. The Operations Division negotiates and manages the contribution agreements. The Policy and Coordination Division develops policy, conducts research and evaluations, initiates provincial/territorial discussions, coordinates administration, and manages communication activities. The provinces are responsible for delivering the police services on-reserve, either through the RCMP, or through First Nation police forces.

The combined objectives of the APD and FNPP are to strengthen public security and personal safety, provide access to professional and culturally appropriate policing services, increase responsibility and accountability and to build partnerships with on-reserve Aboriginal communities.

The purpose is to contribute to the improvement of social order in Aboriginal communities, while also enhancing the safety for women, children and other vulnerable groups.

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1. Harding, J. (1991). Policing and Aboriginal Justice, *Canadian Journal of Criminology*, 22, 3-4.

## STAKEHOLDERS AND PARTNERS

The APD has long-standing relationships with several organizations that also play an important role in the creation, evolution and implementation of the FNPP. These organizations include:

- Community Contract and Aboriginal Policing Services
- First Nations Chiefs of Police Association
- First Nations Police Governance Authorities;
- Ontario Provincial Police;
- Provincial and territorial ministries;
- Quebec First Nations Chiefs of Police Association; and
- Sureté du Québec

## FIRST NATIONS DEMOGRAPHICS AND POPULATION

According to the 2001 National Census of Canada<sup>2</sup> there are approximately 946,230 self-identified Aboriginal people living in Canada. Of this total, 608,850 are First Nations (64%), 293,310 are Métis (31%) and 45,070 are Inuit (5%). Table 1 outlines the distribution of First Nations peoples by each province and is listed according by the highest proportion of First Nations peoples per province to the lowest proportion – with the territories listed last.

**Table 1: First Nations demographics and population<sup>3</sup>**

Province/ Territory	General Population	% of all First Nations in Canada	First Nations	% of First Nations in Province/Territory
Saskatchewan	963,155	3%	83,745	9%
Manitoba	1,103,700	4%	90,340	8%
British Columbia	3,868,875	13%	118,295	3%
New Brunswick	719,710	2%	11,495	2%
Alberta	2,941,150	10%	84,995	3%
Ontario	11,285,545	38%	131,560	1%
Quebec	7,125,580	24%	51,125	1%
Nova Scotia	897,565	3%	12,920	1%
Newfoundland	508,080	2%	7,040	1%
Prince Edward Island	133,385	0%	1,035	1%
NWT	37,100	0%	10,615	29%
Yukon	28,520	0%	5,600	20%
Nunavut	26,665	0%	95	0%
<b>TOTAL</b>	<b>29,639,030</b>	<b>100%</b>	<b>608,850</b>	<b>2%</b>

## COMMON QUESTIONS ABOUT THE FNPP

### What types of policing services are provided under the FNPP?

The FNPP provides for several forms of policing services, including:

- **Self-Administered Agreement (SA)** – Self-Administered policing agreements involve an arrangement between the federal government and a respective province as well as a First Nation community. This form of policing agreement allows for First Nations communities to directly manage and administer their police service under a respective province's police act. SAs are cost shared between Canada and the province at a rate of 52-48%.

2. Statistics Canada (2001). National Census of Canada. Government of Canada, Ottawa: Canada.  
3. Ibid.

- **Community Tripartite Agreement (CTA)** – Community Tripartite Agreements involve an arrangement between the federal government, respective province, and a First Nations community. However, the key difference between a CTA and a SA is that rather than the First Nation administering its own policing service, under a CTA agreement the Royal Canadian Mounted Police (RCMP) provides policing services to the First Nations community. CTAs are cost shared between Canada and the province at a rate of 52-48%.
- **Band Constable Program (BCP)** – The Band Constable Program is an historical program pre-dating the inception of FNPP and is primarily administered in Manitoba. A Band Constable is an unarmed officer who supplements and assists existing policing services. A Band Constable is not meant to replace a police officer. Under the BCP, the federal government assumes 100% of the costs associated with this form of policing.
- **First Nations Community Policing Service Framework Agreements (FNCPS)** - First Nations Community Policing Service Framework Agreements are bilateral agreements between Canada and a province or territory that allow for the future signing of individual CTA that will provide for policing services within the province or territory
- **Nunavut Community Constable Program (NCCP) and Inuit Policing Program (IPP)** – The NCCP and IPP are developmental initiatives. The IPP was created in 1999 and the officers are part of the RCMP and provide culturally enhanced policing for Inuit communities in Nunavut. These programs are cost shared 50-50% between the respective province/territory and the Government of Canada.
- **Aboriginal Community Constable Program (ACCP)** – The ACCP is similar to the BCP and is cost shared between Canada and the province/territory at a rate of 46-54%.

**There are 154 FNPP agreements covering a total of 356 communities.**

#### **How many FNPP policing agreements are there, and how many First Nations people are covered under these agreements?**

There are 154 FNPP agreements (SA, CTA and Framework) covering a total of 356 First Nations communities across Canada. These agreements provide policing services for an on-reserve population of 274,427 people. Additionally, there are 142 communities being policed by ACCP officers (78 communities) and band constables (59 communities).

**These agreements provide policing services to an on-reserve population of 274,427.**

Comparatively, there are 644 First Nations and Inuit communities across Canada, with a total on-reserve population of 413,801.

See Table 4 for a complete provincial breakdown of FNPP policing agreements.

#### **What is the provincial/territorial breakdown of all FNPP specific agreements?**

##### ***Self-Administered Agreements (SAs)***

As shown in Table 2, Quebec has the largest number of SAs (28) covering 49 communities, while Ontario covers the largest number of communities (114) with the second largest number of SAs (10).

**Table 2: Self Administered Agreements**

Region	Agreements <sup>4</sup> (#)	%	Communities Covered <sup>5</sup> (#)	Population Covered <sup>6</sup> (#)
Quebec	28	60%	49	54,928
Ontario	10	21%	114	74,828
Alberta	4	9%	5	13,758
British Columbia	2	4%	11	2,940
Saskatchewan	1	2%	5	2,051
Manitoba	1	2%	5	6,418
N.B.	1*	2%	1	667
<b>TOTAL</b>	<b>47</b>	<b>100%</b>	<b>190</b>	<b>155,590</b>

\* This agreement is unique in that it is a municipal policing agreement with the city of Fredericton.

There are no SAs in Nova Scotia, Prince Edward Island, Newfoundland, Yukon, Northwest Territories, and Nunavut.

### *Community Tripartite Agreements (CTAs)*

The distribution of CTAs is significantly different to that of SAs. For instance, Table 3 shows that the majority of CTAs are in British Columbia (38) covering 85 separate First Nations communities, followed by Saskatchewan (33) and Nova Scotia (8).

**Table 3: Community Tripartite Agreements**

Region	Agreements <sup>7</sup> (#)	%	Communities Covered*(#)	Population Covered <sup>8</sup> (#)
British Columbia	38	39%	85	26,376
Saskatchewan	33	34%	44	44,363
Nova Scotia	8	8%	8	7,774
Manitoba	7	7%	9	15,565
Alberta	6	6%	8	14,544
New Brunswick	3	3%	3	3,538
Yukon	1	1%	1	418
Prince Edward Island	1	1%	1	363
<b>TOTAL</b>	<b>97</b>	<b>100%</b>	<b>159</b>	<b>112,941</b>

There are no CTAs in Ontario, Quebec, Newfoundland, Northwest Territories, or Nunavut.

### *Framework Agreements*

A Framework Agreement entails a provincial police service that is contracted to provide dedicated policing services to an Aboriginal community. While the majority of provinces and one territory have Framework Agreements, they are significantly fewer in number than other FNPP agreements. For instance, of those provinces and territories with a Framework Agreement, only Manitoba has more than one.

There are no Framework Agreements in the Northwest Territories, Nunavut, Quebec or Ontario.

In total, there are 154 FNPP specific policing agreements operating in every province, and the Yukon territory<sup>9</sup>.

4. Internal Aboriginal Policing Directorate Database, Snap shot January 29, 2007.

5. Ibid.

6. Indian and Northern Affairs Canada.

7. See Reference 3.

8. See Reference 5.

9. FNPP specific policing agreements refer only to SAs and CTAs – and excludes ACCP, BCP, IPP and NCCP agreements.

**Table 4: All FNPP Specific Agreements (including Framework Agreements)**

Region	Agreements <sup>10</sup> (#)	%	Communities Covered <sup>11</sup> (#)	Population Covered <sup>12</sup> (#)
British Columbia	41	27%	96	29,316
Saskatchewan	35	23%	56	52,310
Quebec	28	18%	49	54,928
Alberta	11	7%	13	28,302
Ontario	10	6%	114	74,828
Manitoba	10	6%	14	21,983
Nova Scotia	9	6%	8	7,774
New Brunswick	5	3%	4	4,205
Prince Edward Island	2	1%	1	363
Yukon	2	1%	1	418
Newfoundland	1	1%	NA	NA
<b>TOTAL</b>	<b>154</b>	<b>100%</b>	<b>356</b>	<b>274,427</b>

The Northwest Territories and Nunavut are the only regions that do not have an FNPP agreement.

In addition to FNPP specific policing agreements (SA, CTA and Framework agreements) there are other policing service models that are provided through the APD, such as the ACCP and the BCP.

Table 5 shows that Manitoba and Alberta have the largest number of ACCP detachments – 22 and 21 respectively, followed by British Columbia (17). There are no ACCP detachments in Saskatchewan, Ontario, Quebec, New Brunswick, Prince Edward Island and Nunavut.

**Table 5: ACCP Detachments**

Region	Detachments <sup>13</sup> (#)	%	Communities Covered <sup>14</sup> (#)	Population Covered <sup>15</sup> (#)
Manitoba	22	28%	42	53,576
Alberta	21	27%	26	32,390
British Columbia	17	22%	51	17,576
Yukon	12	15%	11	2,860
Northwest Territories	4	5%	10	4,924
Nova Scotia	1	1%	1	80
Newfoundland	1	1%	1	1,050
<b>TOTAL</b>	<b>78</b>	<b>100%</b>	<b>142</b>	<b>11,456</b>

#### How many officers have been put into FNPP policing positions?

Since there are many different types of policing agreements offered through the APD, the numbers of active officers or personal staffed through each agreement type varies.

For instance, since SA services cover the largest population (155,590) it should come as no surprise that SA services have the largest number of officers (809), followed by CTAs (308) (reflected in Table 6). In fact, SA officers compose 60% of all officers under APD policing arrangements. The BCP has

10. See Reference 3.

11. *ibid.*

12. See Reference 5.

13. See Reference 3.

14. *Ibid.*

15. See Reference 5.



the third largest number of officers (118) followed by the ACCP (98) and 19 officers under Framework agreements. In total, under FNPP specific policing services, there are a total of 1,136 officers working under SA, CTA or Framework agreements – and 1,352 covering all APD policing programs.

**Table 6: Officers by Agreement Type**

Agreement Type	Number of Officers <sup>16</sup>	
	#	%
Self-Administered	809	60%
Community Tripartite Agreement	308	23%
Band Constable Program	118	9%
Aboriginal Community Constable Program	98	7%
Framework Agreement	19	1%
<b>TOTAL</b>	<b>1352</b>	<b>100%</b>

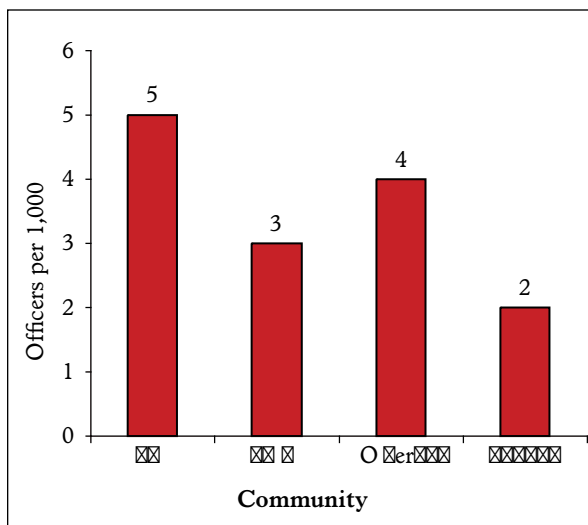
### What are the ratios of officers per 1,000 people for SA and CTA services?

Upon closer inspection, on a per capita level SA policing services have more police officers (5 officers per 1,000 people) than CTA communities (3 officers per 1,000 people). Combined, the average police officer count, per capita in both SA and CTA communities is 4 officers per 1,000 people<sup>17</sup>.

This can be compared with the overall Canadian average, which is significantly lower than SA and CTA policing services – with approximately 2 officers policing an average of 1,000 people<sup>18</sup>.

Explanations for the increased number of officers in SA and CTA communities may include the fact that First Nations often experience significantly higher crime rates than the general Canadian population<sup>19</sup>, as well as the nature of policing rural communities.

**Figure 1: Number of officers per 1,000 people**



For instance, while there is a significantly smaller population in First Nations communities than in the general Canadian population, it is required to have equal police services in First Nations communities. Due to the nature of policing large geographic locations with small population bases, as well as the need to have sufficient staff to police such an area, it is possible that more officers are required to provide policing services in those communities. Other issues such as shift work, officer replacement, etc. may also be at play.

Figure 1 illustrates the variation in policing services for FNPP programs, as well as a comparison with the general Canadian population.

16. See Reference 3.

17. See Reference 3.

18. Statistics Canada (2004). CANSIM, Table 051-0001, Centre for Criminal Justice Statistics, Ottawa: Canada; and Statistics Canada (2004 a), CANSIM, table 254-0002. Ottawa: Canada.

19. Quann, N. & Trevelyan, S. (2000). Police-Reported Aboriginal Crime in Saskatchewan. Catalogue no. 85F0031-XIE Canadian Centre for Justice Statistics. Ottawa: Statistics Canada.

### What is the crime rate on-reserve?

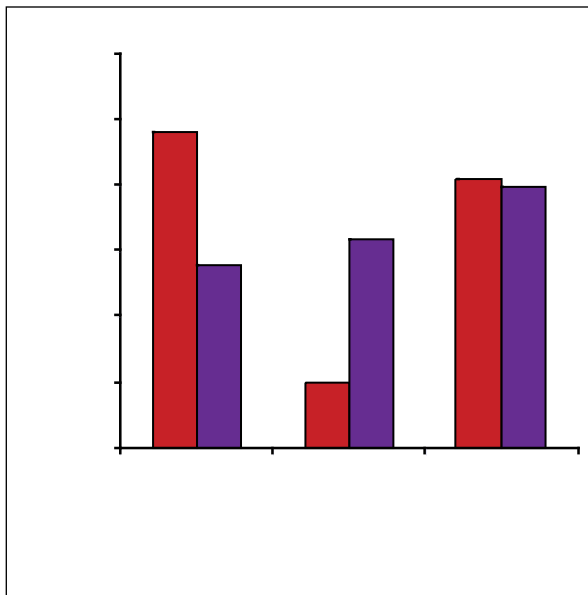
The crime rate on-reserve is significantly higher than off-reserve<sup>20</sup>. In fact, the crime rate on-reserve was 28,900 offences per 100,000 people<sup>21</sup>, compared with 8,500 per 100,000 off-reserve. This includes all violent, property and “other” offences, as well as impaired driving, and other traffic criminal code offences, drug and other federal statute offences.

Offences on reserve can generally be grouped into three main groups:

- Violent crimes<sup>22</sup>
- Property crimes<sup>23</sup>
- Other offences<sup>24</sup>

These types of offences can be compared to off-reserve Canadian communities, where the most common offences are not violent crime, but property offences. In fact, violent crime is the third most common offence group off-reserve.

Figure 2: Crime rate comparison<sup>25</sup>



### What is the youth crime rate on-reserve?

About 9,800 youths (defined as those between, and including, the ages 12 -17) were accused of a criminal offence on-reserve, 44% were accused and formally charged, while the remaining 56% were dealt with using alternative justice measures<sup>26</sup>.

While youth crime is significantly higher on-reserve than off, the elevated rate is most noticeable regarding homicide with 15 per 100,000 on-reserve youths charged with homicide, compared with 1 per 100,000 off-reserve youths. This means that in fact, on-reserve youths were accused of committing homicides at a rate 11 times higher than off-reserve youths.

### What experiences do Aboriginal peoples have with the police?

While for most issues Aboriginal and non-Aboriginal peoples have similar contact with their police forces, for some issues this is not the case. For

instance, Aboriginal people are more likely to come into contact with police as victims (13% compared with 7%), witnesses to a crime (11% compared with 6%) and by being arrested (5% compared with 1%)<sup>27</sup>.

20. Ibid.

21. Brzozowski, J., Taylor-Butts, A. & Johnson, S. (2005). Victimization and offending among the Aboriginal population in Canada. Catalogue no. 85-002-XIE, 26(3). Canadian Centre for Justice Statistics, Ottawa: Statistics Canada.

22. Violent crime includes: Homicide (first and second degree and manslaughter; attempted murder; robbery; assault; sexual assault; other sexual offences; and abduction).

23. Property crime includes: Breaking and entering; motor vehicle theft; theft over \$5 000, theft \$5 000 and under; possession of stolen goods; and fraud.

24. Other offences include: Prostitution; gaming and betting; offensive weapons; arson; bail violations; counterfeiting currency; disturbing the peace; mischief \$5 000 and over and under; and “other”.

25. See Reference 20.

26. On-reserve data for Ontario and Québec largely comprise data from self-policed reserves in, as on-reserve crimes reported to the Ontario Provincial Police and Sûreté du Québec could not be distinguished from incidents committed off-reserve. Therefore, nationally, on-reserve crimes may be slightly under-counted as crime data for a small proportion of reserves (less than 25%) in Ontario and Québec were included among non-reserve crime figures.

27. See Reference 22.

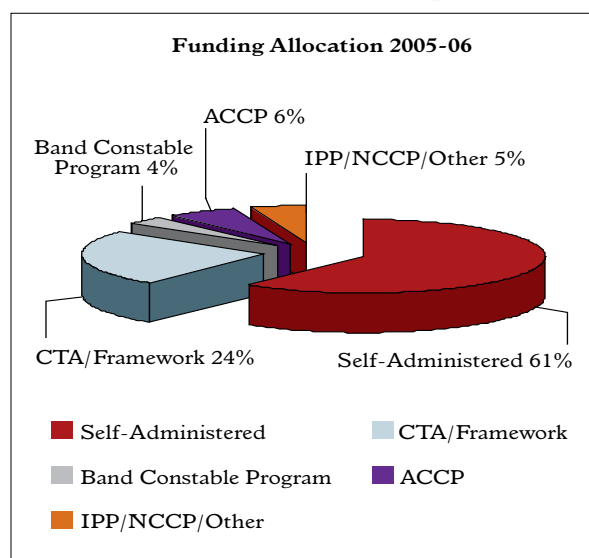
Aboriginal peoples are also less likely to rate the police as doing a good job when it comes to ensuring the safety of citizens (50% compared with 62%), treating people fairly (49% compared with 60%), enforcing the laws (48% compared with 60%), supplying information to the public on ways to reduce crime (45% compared with 51%) and responding promptly to calls (45% compared with 52%)<sup>28</sup>.

## How much is spent annually on FNPP and related APD policing programs? Where does the money go?

In 2005-06, the allocated budget for the APD totaled approximately \$97,000,000<sup>29</sup>. As illustrated in Figure 2, the majority of funds were distributed to SA policing services (61%), followed by CTA and Framework agreement services (24%), and the ACCP (6%). The IPP/NCCP and BCP composed 5% and 4% respectively, of the 2005-06 budget allocation.

The information in this article is to provide a brief and concise description of the FNPP and related APD policing programs, as well as the resource allocation devoted to operating the program and policy – both financially and through human resources. Subsequent editions of this overview will also provide an analysis of the changes that have occurred in the program on an annual basis.

**Figure 3: Funding allocation by program**



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28. Statistics Canada (2004). The General Social Survey, Statistics Canada: Ottawa, Canada.

29. This figure includes both operating costs and program costs and has been rounded to the closest millionth dollar.

## EVALUATION AND ACTION PLAN: FIRST NATIONS POLICING POLICY

George McBeth, Senior Analyst, FPT Relations, FTP Relations Unit,  
Aboriginal Policing Directorate, Public Safety Canada

In 2005, a thorough evaluation was conducted of the First Nations Policing Policy (FNPP) and its associated program. It entailed the evaluation of two different, yet interrelated entities, each with its own objectives.

The objectives of the FNPP are to provide policing services:

- equal in quality to those provided in non-First Nations communities; and
- suited to First Nations needs, while respecting First Nations' culture and beliefs.

The program objectives are to:

- provide 80% of the on-reserve First Nations population with access to on-reserve First Nations policing services;
- provide on-reserve First Nations communities, nationally and regionally, with access to a level of service that is comparable to similar non-First Nations communities in the region; and
- increase on-reserve First Nations community satisfaction with the policing services they are provided.

The evaluation looked at program successes, relevance, impact and cost-effectiveness, as well as unintended outcomes.

One of the most frequently cited unintended outcomes was that the policy raised the expectations of communities to an unrealistic level. Some said that the members of the communities expected to see dramatic reductions in crime once the police were present in their communities. Unfortunately, this rarely happened.

Site visit interviewees recounted several unexpected outcomes of the FNPP, including greater police involvement with alternative justice measures, and an increased demand for police services driven by higher community expectations. The evaluation of policy and program indicated that, in many cases, FNPP is a victim of its own success.

**In many cases, FNPP is the victim of its own success.**

The evaluation states, "The FNPP remains highly relevant to the safety and security of First Nation communities. It is an example of how a public policy area with a complex jurisdiction, shared financial responsibilities and a range of stakeholders can be addressed. Although the evaluation has found difficulties with various aspects of the FNPP, its merits are also noteworthy.

This high degree of relevance underlines the need to redesign the FNPP to overcome these difficulties and establish the foundation for further advancing policing in First Nation and other Aboriginal communities."

The evaluation made 27 separate recommendations to enhance and improve the FNPP. Many of the conclusions and recommendations contained in the evaluation have a direct impact on provincial, First Nation and policing partners and will require collaboration for implementation to occur. Many of the recommendations are closely related to each other hence, individual recommendations should not be considered in isolation.

Upon receiving the evaluation, the Aboriginal Policing Directorate (APD) constructed a Management Action Plan (MAP) to address each and every recommendation. This MAP has been

approved by Senior Management and forms a large part of the work APD will be conducting over the next couple of years. The recommendations range from developing a communication strategy, research papers, and policy position papers to conducting in-depth consultations with all of our partners.

The work is well under way and discussions have already started in all regions. Consultations arising from the MAP recommendations will commence later this spring and in many instances will continue throughout the year. Research is underway and communication vehicles are being improved and refined. All of the recommendations in the MAP have been assigned a critical path to completion and the APD will report on its progress.

The following items in the action plan stem from the evaluation's recommendations:

### MANAGEMENT ACTION PLAN

#### **Produce six preliminary policy position papers on the following topics (September 2007):**

- Review policy and program objectives
- Policing off-reserve communities
- Adequate infrastructure
- Explore opportunities for Auxiliary Officers i.e. Band Constables etc.
- Clarify the original policy intent
- Explore alternatives to contribution program funding method

#### **Consult stakeholders on the following issues**

##### **(June – December 2007):**

- Policy and program objectives
- Policing off reserve
- Infrastructure
- Auxiliary officers
- Clarify original policy intent
- Alternatives to contribution agreements
- On-going performance measurement approaches
- Culturally appropriate policing (community definitions)
- Begin consultation process with INAC, Justice and the provinces on status and enforcement of band by-laws
- Territorial options

#### **Produce the following research papers/reports (October 2007):**

- Review other potential police models that may deliver on program objectives
- Options for transition of legacy programs
- Factors that lead to successful integration at the community level
- Research and analysis on co-location of services in the community

#### **Develop a communication strategy (June 2007)**

#### **Standardize the agreements (Sept 2007)**

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# EVOLUTION OF THE BAND CONSTABLE PROGRAM

George McBeth, Senior Analyst, FPT Relations, FTP Relations Unit,  
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Until 1965, First Nation people living on reserves were policed by the RCMP or provincial police services from a variety of on-reserve and off-reserve detachments. In western Canada the RCMP had historically worked with “band scouts” to assist with language interpretation and observation. By 1965, as a result of the bands being encouraged to take on more of the management of their own affairs, there was a growing demand by band councils to hire their own constables.

In addition, First Nations were requesting new arrangements with law enforcement agencies. They sought to eliminate the shortcomings and complexities of the old policing system, while also allowing enough flexibility to meet special situations and needs. This was the beginning of the Band Constable Program (BCP).

The first band constables were hired in 1965-66. By 1968-69 there were 21 band constables in Canada. It evolved quickly and by 1971 there were three categories of constables:

- **Band Constables**  
Appointed under RCMP warrant and paid for from band funds, they provided local police services as village or town constables, under the direction of band councils and the guidance of the RCMP or provincial police, to whom they turned over any cases involving the Criminal Code or offences under other federal or provincial legislation.
- **Part-time Supernumerary Constables**  
Employed by what is now called the Department of Indian and Northern Affairs Canada (INAC), they were part-time constables responsible for handling liquor offences and various

“the objective...  
is to supplement  
locally the senior  
police forces but  
not to supplant  
them.”

related matters, such as the prevention of disorderly conduct and enforcement of band curfew by-laws, etc. They were paid from the Indian Act liquor fine revenue account.

## Special RCMP Constables

Members of RCMP detachments, they were involved in enforcing liquor provisions of the Indian Act and assisting senior police in the enforcement of federal and provincial legislation on the reserves. Band councils did not have any jurisdiction over these special constables, who took their direction exclusively from the RCMP.

Circular 55, issued in September 1971, clarified that “the objective of a Band constabulary, over and above the matters of band jurisdiction, is to supplement locally the senior police forces but not to supplant them.”

The cost of the program was borne entirely by the federal government via INAC, but band councils were free to provide additional funding if they chose to do so. By this time, Supernumerary Constables were no longer paid by INAC; instead they would become members of the band staff and be paid by the band council. The new directives did not affect special constables, since they were members of RCMP detachments and not under band council jurisdiction.

A further expansion and development of the BCP was proposed in 1973 in “Report of the Task Force: Policing on Reserves”. Included in the report was a recommendation option to propose “the development of an Aboriginal Special Constable program within existing police services.”

The Indian Special Constable Program was subsequently created, also known as the RCMP 3(b) program. This program was administered by the RCMP with a 60/40 cost sharing by the federal



government and the provinces and had a number of objectives that were similar to those established later in the First Nations Policing Policy (FNPP).

In 1991, after the introduction of the FNPP, the RCMP “changed the status of the ‘Indian Special Constables’ by making them full members” and the name of the program was changed to the Aboriginal Community Constables Program (ACCP).

The FNPP was launched in June 1991 following a 1990 federal review of policies on policing in First Nations communities. Initially implemented by INAC, the FNPP and the BCP were transferred to the Solicitor General of Canada in April 1992, under the Aboriginal Policing Directorate (APD). Public Safety Canada was created in December 2003, and the APD was transferred from the Solicitor General to the new department.

With the introduction of the FNPP, it was expected that BCP and ACCP constables would be phased out and replaced by new policing arrangements that would be negotiated under the FNPP.

Various evaluations of the Circular 55 Program discovered that there were significant problems. The general consensus of the evaluations was that band constables operated without the benefit of structured management and organizational support, lacked adequate direction and supervision, faced political interference, lacked effective training (many received little to no training) to perform their duties and working conditions were often very poor. Recognizing the problems that had been identified with the BCP and the fact the program was inconsistent with the FNPP, funding for the BCP was frozen at 1992 levels.

Most of the First Nations and provinces that were interested in replacing the BCP with FNPP agreements did so early on. For various reasons, some First Nations and provinces have been reluctant to negotiate policing agreements under the FNPP. The BCP continues to operate in Alberta, Manitoba, New Brunswick, and Prince Edward Island.

For all the above reasons and more, a full evaluation of the existing BCP was conducted to identify benefits, challenges and options for the future and was completed in 2005.

## BENEFITS

While facing numerous challenges and issues, band constables provide a calming effect in many First Nations communities. Key informant and site visit interviewees said that because the community knows there is some representation of the law through band constables, crime and disorder are deterred. When asked if there were alternatives to the presence of band constables to achieve the same benefits in First Nations communities, a majority of key informants and site visit interviewees said that the only alternative was to place an RCMP detachment in each community.

## CHALLENGES

The challenges mentioned above persist and in many cases have escalated. Demand for services has increased, yet the training and resources still remain insufficient to meet the demand. The liability issues alone are daunting and unacceptable. There are other issues that also remain unaddressed.

## OPTIONS

Clearly, the time to do something is now. The APD has entered into discussions with the provinces and the RCMP to identify options for the BCP, and once a basic framework has been assembled, the APD will ask for input and guidance from First Nations communities.

This is an opportunity to create something new, something bold, something innovative and effective. It will provide the best available response to First Nations communities with a direct link to RCMP detachments.

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# RESEARCH AND EVALUATION UNIT: INITIATIVES FOR 2007

Maryanne Pearce, Manager, Research and Evaluation,  
Aboriginal Policing Directorate, Public Safety Canada

The Research and Evaluation Unit of the Aboriginal Policing Directorate (APD) has a wide range of activities. The goal is to disseminate knowledge on policing, public safety and related Aboriginal issues. We conduct research projects and opinion polls. We evaluate policies, programs and pilot projects. Additionally, we are responsible for communications initiatives, including the Aboriginal Policing Update and the coordination of conferences.

In 2007, Research and Evaluation will focus on supporting policy objectives and the Management Action Plan (MAP) which was developed from the recommendations in the 2005 evaluation of the First Nations Policing Policy (FNPP) (see page 10).

In addition to this focus, there will be research projects on major themes such as trends and models of policing. The goal is to find ways to improve existing programs, enhance the FNPP and increase understanding of related Aboriginal issues.

Our research and evaluation projects are conducted by APD staff, independent consultants and academics. Our unit has also begun an annotated bibliography on sources related to Aboriginal policing, restorative justice, national and international policing trends in indigenous justice, and other related topics, spanning from 1990 to the present.

In 2007, we will begin publishing our research, and selected pieces of past research, so that partners, stakeholders and academics can have access to research conducted by or for the APD. This is the beginning of APD's movement towards creating a centre of excellence in Aboriginal policing and related issues. As such, the Research and Evaluation Unit will be expanding in the upcoming year. (including positions open to the public on [www.jobs.gc.ca](http://www.jobs.gc.ca)).

## PLANNED RESEARCH FOR 2007

The following is a selection of planned research for 2007. Please note that these are subject to change due to funding, availability of researchers, internal resources, etc. For more information on a given project, please contact the research officer.

## TRENDS AND MODELS OF POLICING

This project has five separate research papers on trends and models of policing.

- Tiered policing  
An examination of varying degrees of police professionalism, such as armed security guards, casino security, private security guards, etc. This research paper will be written by an academic, overseen by Savvas Lithopoulos.
- Comparative models of policing  
Following up on previous work on indigenous policing models in Canada, the United States, Australia and New Zealand, Savvas Lithopoulos will expand his research and analysis of best practices and lessons learned from around the world, and their potential application for the FNPP.
- Trends in policing  
A critical overview and analysis of the key global and national policing trends and issues that are or could have an impact on Aboriginal policing and policing policy. In addition, it will also identify current Aboriginal policing policy and policing challenges and possibilities. This research paper will be written by Dr. Christopher Murphy, overseen by Savvas Lithopoulos.



- **Regionalization**  
For the past 30 years, regionalized policing has become a mantra for provincial governments seeking to rationalize policing in their jurisdictions. Research will be conducted by Savvas Lithopoulos to ascertain its relevance for Aboriginal policing in Canada.
- **International models of community policing**  
Countries around the world have experimented with models of community policing to address specific communities, cultures and needs. This project will look at international best practices in community policing and how they may be applied to Aboriginal policing. Maryanne Pearce will be overseeing the research and writing of this research paper.

## ORGANIZED CRIME

There has been considerable focus and anecdotal evidence regarding the presence and impact of organized crime on-reserve and of “leaky borders” resulting from reserves at or close to the Canada-United States border.

This project will involve liaison with interested key government departments and agencies and First Nation communities, will focus on three main issues: “Leaky borders”, an overview of organized crime on-reserve, including a profile of the Aboriginal organized crime member), and youth gangs. Savvas Lithopoulos, Christopher J. Rastin and Dr. Alison White will be conducting research for this project, and writing separate research papers.

## SOCIO-DEMOGRAPHIC SURVEY - TRENDS IN THE FUTURE

Current demographic trends in First Nation communities in relation to crime statistics and trends provide a view of future needs for Aboriginal policing. This research paper will be written by Dr. Richard Loretto, overseen by Christopher J. Rastin.

## INDIGENOUS IDEAS OF PUBLIC SAFETY, POLICING AND JUSTICE

This paper will explore the differences between western and Aboriginal concepts of public safety, policing and justice from a philosophical perspective, and provide observations of how these differing world views can benefit public safety in Aboriginal communities. This research paper will be written by Dr. Brendan Myers, overseen by Maryanne Pearce.

## PUBLIC OPINION POLLS

The APD will be contracting two public opinion polls in 2007. The first poll will be a joint initiative with other federal departments and agencies. It will ask questions to a survey group that is demographically representative of the general Canadian public. The APD questions in the poll will centre on the public’s knowledge of the FNPP, governance and accountability of differing models of policing, and emergency preparedness.

The second poll will be a revamping of a previous study, conducted on-reserve. The questions will centre on access to culturally appropriate policing, and emergency preparedness.

These two opinion polls will be conducted by EKOS, overseen by Christopher J. Rastin, who will also analyze the data and produce any reports from the raw data collection.

## INTEROPERABILITY

This paper will explore two areas regarding the interoperability of the RCMP and First Nations Self-Administered (SA) police forces. The first is related to the relationships between the RCMP and SA forces. The second issue will cover situations where the RCMP detachments are asked to assist a SA police force, the frequency and cost of charge-backs to SA for RCMP assistance, and how and when RCMP backup is requested. Savvas Lithopoulos will be conducting the research for this project, and writing the research paper.

## **ACCOUNTABILITY AND GOVERNANCE**

Governance and accountability of SA police forces is an important issue for APD, the provinces and our First Nation partners administering police forces. Where weak governance or a lack of accountability exists – or is perceived to exist by community members – there is an increased sense of lawlessness and concern for personal safety and property in First Nations communities. Dr. Alison White will be conducting the research for this project, and writing the research paper. For information on this research project, please contact Maryanne Pearce.

## **PUBLIC SAFETY AS A HEALTH DETERMINANT**

The population health approach utilizes health determinants such as age, gender, income, family support, etc. to evaluate, analyze, forecast trends, and determine gaps in service and policy and program options for health and public safety. This paper will expand on this theory to include public safety, and a discussion of the need for infrastructure (houses, buildings, etc.) in order to create a healthy, safe community.

This research paper will be written by Dr. Bradford Morse and Ms. Yvonne Boyer, overseen by Maryanne Pearce.

## **DEFINING ABORIGINAL POLICING AND CULTURALLY APPROPRIATE POLICING**

The FNPP program, established in 1991, aims to provide culturally appropriate policing. This paper will explore what this means in today's context. Christopher J. Rastin will be conducting the research for this project, and writing the research paper.

## **FIRST NATIONS POLICE OFFICER SURVEY**

As a follow up to the 1995 survey of 417 First Nations police officers, the APD will be conducting a national survey of First Nations police officers. The responses are not anonymous but will be confidential; the researchers will know the respondents but this information will not be divulged to any person or organization. This survey and analysis will be written by Alderson-Gill and Associates, overseen by Savvas Lithopoulos.

For more information on specific research projects, contact the appropriate officer, using the contact list on the inside cover. For general information on research and evaluation, please contact:

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## NEWS FROM THE REGIONS

Mark Stephens, Ontario Regional Manager, Operations Unit,  
Aboriginal Policing Directorate, Public Safety Canada

The Aboriginal Policing Directorate's (APD) Operations Unit maintains regional offices. The Unit and its regional managers are responsible for negotiating tripartite policing agreements with First Nations communities and provincial and territorial governments, monitoring the agreements to ensure the compliance and effectiveness programs and services, and building and maintaining effective working relationships between the federal government, First Nations and provincial and territorial governments. Here are some regional examples of what the Operations Unit has accomplished over the past year.

### ATLANTIC

The cell area of the RCMP detachment in Eskasoni First Nation (Nova Scotia) re-opened on January 17, 2006, after undergoing a retrofit to enhance its safety and security features. The project was completed with the aid of minor capital funding under the First Nations Policing Program, cost-shared 52 per cent by the federal government and 48 per cent by the provincial government, and with funding from the RCMP and Eskasoni First Nation.

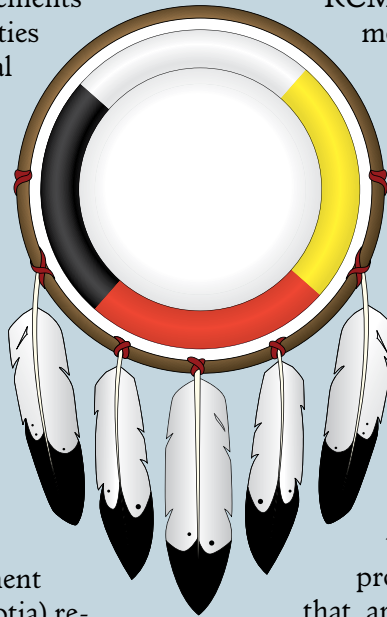
### BRITISH COLUMBIA

In 2006, a new five-year Framework Agreement was signed between the federal government and the Province of British Columbia. The

Framework Agreement significantly changes the way the First Nations Policing Policy (FNPP) operates in the province, and ensures that RCMP members are able to function more seamlessly with the larger police community. The Community Tripartite Agreement (CTA) process also underwent a major change in an effort to simplify and streamline it.

In partnership with the province, First Nations, and the RCMP, a significant start was made to implement a Letters of Expectation initiative. These letters establish an important link between the community and the RCMP. They describe the community's expectations and provide a blueprint for police services that are responsive to community needs and accountable to the communities they serve.

"The 3rd Joint Conference on First Nations CTA Policing in British Columbia was held in Kelowna, February 27 to Mar 01, 2007. The conference, entitled Together – Walking One Path, brought together more than 100 First Nations delegates and officials from Canada, the Province of British Columbia as well as the RCMP Commissioner and the Commanding Officer for the Pacific Region (a detailed report will appear in the next issue of this publication)."



## QUEBEC

Starting in July 2005, the Aboriginal Policing Directorate (APD) helped Mr. Raymond Chrétien's Negotiation Team (assisted by Indian and Northern Affairs Canada) negotiate with the Cree to reach a long-term, bilateral funding agreement and to renegotiate several chapters of the James Bay Northern Quebec Agreement (JBNQA), including Chapter 19 on policing in Cree communities.

The APD provided expertise to help clarify Canada's Aboriginal policing roles and responsibilities related to the JBNQA and to Public Safety Canada's mandate to implement the First Nations Policing Program (FNPP).

In the near future, the Chrétien-Namagoose negotiation parties will announce a bilateral funding agreement with the Cree as well as

changes to several chapters of the JBNQA following tripartite discussions between Canada, the Cree and Quebec. With regard to policing issues, Chapter 19 is brand-new, contemporary and well adapted to the implementation of the FNPP in Cree communities.

As well, in December 2006, the APD's Quebec staff was co-located in a new regional office in Wendake First Nation.

### YOUR REGIONAL CONTACTS

For more information on Aboriginal policing in your region, contact the appropriate regional manager listed on the inside cover.



## INTERVIEW: HARLEY K. CROWSHOE

Kirk Finken, Editor, Communications, Public Safety Canada

Photo by Deborah Crowshoe.



**How have on-reserve policing services evolved during your career?**

I've had a 20-plus-year career of service with RCMP in Alberta and BC. When I first started, the services were reactive. In other words, we just responded to calls. It has definitely evolved. You have officers being more involved in conflict resolution and restorative justice. It's moving toward a community policing model which is positive.

There's still room for improvement. As much as we talk about the services and detachments currently meeting standards of service, there are still improvements to be made. It still needs to evolve.

**What first inspired you to become involved in policing?**

I was always interested in policing. My grandmother would tell me of a great-grandfather who was in the Northwest Mounted Police. So I was intrigued. Then I had an opportunity when I was young. I jumped at it.

**You have been involved in some of the first cultural awareness training programs in Canada. How did that come about?**

In my early days in the force, in training, there wasn't much awareness or cultural sensitivity. The RCMP gave me the opportunity to work with K Division [Alberta] to develop this camp concept. We established a program where people could live with the First Nations people, where both parties could develop respect and express themselves from the heart. To fully understand a culture you have to be immersed in it.

The program was very successful. I also set one up at the University of Victoria. That one is still running too. At one of the sessions, a judge from BC attended. She approached me a year later and told me how it had changed her approach. It gave her a better understanding of the Aboriginal communities and made her more willing to look at other options for justice.

It's not just about educating the RCMP or government. It's the First Nations people as well.



### **What are you looking to achieve as the regional manager in Alberta?**

To be part of the community. I want to develop an S.A. model or another transition model for the Lesser Slave Lake police. I would like to apply this to other communities, working with the First Nations and the provinces.

### **What are some of the fondest memories you've had in your career?**

There are many. Most important was the opportunity I had to return to my community to develop a policing model that works. It gave me the chance to revisit my culture and spirituality, and develop a model of policing with these values.

There are little things, too. For example, when I was working in Port Hardy, I was feeling homesick, I missed the prairies. In talking with the Elders there, I told them how I was feeling. They told me that my home was there in the big-house, too, and that I was welcome.

### **Any words of wisdom for new recruits or young officers?**

Start by knowing that you have to work with the community, wherever it is that you are. Don't think about being the kind of police officer that just goes to a call and has no other contact with the people. Become part of the community. Get to know them by listening, but not just to one group. Take the time to know the Elders, the ceremonial people, everyone and the ones who are having troubles. It enriches you so much. Let them know you.

The way I was raised through my grandparents, the traditions and values were to respect, to respect all people and their differences.

I have enjoyed every community where I have worked, everyone.

I remember one time where I was invited by the Elders to dance on the west coast, you know with

the button blankets. I did the dance. Afterward one of the Elders came to me and said, "That was good. You danced well. But you seemed to have a special step. It looked like the Blackfoot two-step or something (laughs)."

You know you have to do those things, accept the invitation. You can't say no. In that community, the Katzie Band, they presented me with a stick game set. Once a year they play the game. And the Elder said that there are teachings that go with the stick game, and that I had to return each year to get the teachings. So, I do go back.

You can't police from afar.

Harley Crowshoe's ancestry is Blackfoot and he has resided on the Peigan Nation Reserve in southern Alberta intermittently throughout his life. In 1997 he was instated as an Honorary Chief of the Piikani Nation. He is deeply involved with his culture and is a leader in the Sundance and sweat lodge ceremonies. He is also a member of the Blackfoot Brave Dog Society.

Harley has extensive Aboriginal policing experience in Alberta and British Columbia. He has held supervisory positions as a detachment commander in "K" and "E" [Alberta and British Columbia] divisions, as well as investigating serious crimes in specialized sections. He produced a booklet on cultural sensitivity for police officers and was the first to develop Aboriginal Cultural Awareness camps for the RCMP.

After more than 20 years of service with the RCMP he retired at the rank of Staff Sergeant. In late 2006, Harley joined the Aboriginal Policing Directorate as Regional Manager for Alberta. Outside of his professional life, Harley enjoys hunting, reading, creating ceremonial items, and working with his horse. He is married with two adult children.



## LOUIS BULL POLICE SERVICES 20<sup>TH</sup> ANNIVERSARY

Kirk Finken, Editor, Communications, Public Safety Canada

In May, Louis Bull Police Services will be marking a remarkable and hard fought achievement – its 20<sup>th</sup> anniversary of operations.

The 1980s was a very different period in the history of Aboriginal policing. To establish a dedicated police service it took a bold and visionary Chief, Band Council and police commission. It took determined officers and support staff. It even took defiance.

In 1981, late Chief Peter Bull was moved by a hit-and-run incident where a young person lost his life. As well, there were response time issues. The RCMP service often took an hour to arrive at the scene of an incident. Sometimes it took them as much as three days. Chief Bull wanted to improve the safety on Louis Bull Reserve. He followed the traditional protocol of consulting the community. It was unanimous: the community wanted its own police service. Therefore, the Elders issued a mandate to Chief and Council to establish a police service.

With the revenues that the community had amassed from oil reserves on its land, the council established a service with unarmed Special Constables. It started in 1983 by working in collaboration with the RCMP detachment off-reserve.

The success was limited. Connie Bull explains, “Our officers would still have to wait for RCMP to attend to each call. Again, the response time was not appropriate. This is not to diminish the service of the RCMP, but the need for better



Chief Simon Threefingers attends the inauguration with a brand new team of officers in 1987.

response time is the principle.

“We had three or four people who were Special Constables, but who also had full officer status. We were equipped and had the knowledge. We just didn’t have the authority and couldn’t carry firearms,” explains Bull. “So we lobbied the government to obtain full status as a police service. We were told to wait.”

A few months later, the community leaders had had enough waiting.

“We decided that we needed to make a statement to Alberta’s Solicitor General. We sent him a letter saying we were going to put the firearms on. We said they could send in the RCMP to arrest our officers if they wanted. That would be the statement,” Bull says with a pause. “It got their attention. The demonstration didn’t take place. Instead we had a meeting and came to an agreement. Louis Bull Police would get their training and full authority.”

When the telecom training was delivered for dispatchers, it was open to Band members. According to Bull, who attended, “It was a real eye-opener. In the training we listened to recordings of real events that had taken place, from the perspective of dispatch and officers. We listened to the famous Macdonalds restaurant massacre that happened in 1984 in California and other incidents. We really learned to appreciate what policing was all about.”

On May 1, 1987, there was a big ceremony at the Chief Peter Bull Memorial Centre for its police service. "The training was completed. All officers and civilian staff received their certificates. Representatives from the province signed the agreement. There was our Chief and Council, government people, media, neighbouring Chiefs and Councils. It was a pow wow, a very good celebration," explains Bull.

To start, the police service was entirely self-supported. Then only a few years later, there were more challenges. The oil revenues were decreasing. The community approached the provincial and federal governments in 1993/94. Since that time, the service has existed under a Community Tripartite Agreement with the Band contributing for one officer annually.

Bull says proudly, "I hold the Louis Bull Police Service in the highest esteem. They were the first of their kind. We started with our little cabin on the top of the hill. It's still the station. It's small, but the quality is excellent."

Looking forward, the current Police Chief, Alf Rudd, points to a new era for the service that will start this year. The service was approached by the RCMP to join with its new district approach. Although the past experience in the 1980s didn't work, the context is quite different now and the negotiations have been promising.

The Louis Bull Police Service will still maintain its autonomy in governance and authority; however, it will work in greater collaboration with the RCMP on operations and investigations.

**"I hold the Louis Bull  
Police Service in the  
highest esteem.  
They were the first of  
their kind."**

Rudd sees some important benefits for the Louis Bull community. He explained that, "It will add to our capabilities while also reducing some of our costs. It will help us deal better with some of the major problems of youth gangs and drugs. Budget realignments will also allow us to be more proactive

in our services and solidify a more culturally-appropriate service. We look forward to investing in three areas: establishing a full time officer who will be more involved in the schools, community and the very successful Hobbema Cadet Corps program; acquiring the services of a staff Elder to strengthen the very important cultural relationship, and; providing more opportunities to involve interested community members in an auxiliary policing program."

The challenges and context have changed since 1987, but the same level of determination and vision remains in the community. Rudd believes the continued support of the Band Council and commission has been key in getting this far, through many challenges. He is very optimistic for the future.

On May 18, 2007, there's going to be another ceremony. This one is to mark the 20<sup>th</sup> anniversary of the Louis Bull Police Service. Congratulations to all who have worked hard to make it happen.

*The Louis Bull Police Service consists of a police chief, five officers, six support staff, and it serves a population of approximately 1,800.*

