



BUILDING A SAFE AND RESILIENT CANADA



National Inquiry into Missing and Murdered Indigenous Women and Girls

Overview of Public Safety Canada's Programs and Policies to Enhance Safety in Indigenous Communities

Introduction

The Department of Public Safety and Emergency Preparedness (PS) plays a key role in discharging the Government's fundamental responsibility for the safety and security of its citizens. The Department's mandate is to keep Canada safe from a range of risks such as natural disasters, crime and terrorism. As such, PS collaborates with federal partners as well as other levels of government, non-government organizations, community groups, the private sector, foreign states, academia, communities and first responders on issues related to national and border security, emergency management, criminal justice, crime prevention and community safety.

Safer communities are at the heart of PS's mandate, supported by policy leadership, program support, and key research in the areas of crime prevention, policing, corrections, and the safe reintegration of offenders. Public Safety funds several key initiatives that work to support Indigenous communities to prevent crime, to create safe environments and to improve the reintegration outcomes of Indigenous offenders.

Programs and Policies - General

PS is responsible for several program and policy areas that are relevant to the mandate of the National Inquiry into Missing and Murdered Indigenous Women and Girls (the Inquiry) to look into and report on policies and practices to address violence, including those that are effective in reducing violence and increasing safety.

For many Indigenous women, the circumstances that resulted in their interaction with the criminal justice system as either a victim or offender are comprised of a complex set of life experiences marked with violence and poverty. The impacts of marginalization, residential schools, and fragmentation of family and community are additional contributing factors to Indigenous overrepresentation in the criminal justice system. With this knowledge in mind, the following programs and policies support the Department's overarching goal to keep Canadians safe and touch on issues affecting Indigenous people.

Crime Prevention

PS is responsible for implementing the National Crime Prevention Strategy ¹(NCPS). The NCPS provides national leadership on evidence based crime prevention programs that seek to prevent and/or reduce crime through targeted interventions which address risk factors before crime happens.

PS works closely with partners and stakeholders in the provinces and territories to develop and implement these crime prevention programs. The programs are primarily designed to target associated crime factors and offer individuals development and training on how to pursue more pro-social outcomes and behaviors. Through the NCPS, PS provides leadership, tools, knowledge and the funding support required to undertake crime prevention initiatives² in

¹ <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/strtg-en.aspx>

² <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/fndng-prgrms/index-en.aspx>

communities across Canada. This funding support can be accessed through regular calls for proposals where Canadian communities/organizations may submit a proposal(s) for a crime prevention program. The proposals are reviewed for feasibility and alignment with the National Strategy. Once selected, PS creates a funding agreement to partner with the community/organization to support the administration of the program.

Under the NCPS funding is available for organizations to apply for financial support for the implementation of crime prevention programs or initiatives in their communities. The Northern and Aboriginal Crime Prevention Fund (NACPF), more specifically, was created to directly support the adaptation, development and implementation of innovative and culturally sensitive crime prevention practices directed towards crime issues being faced in Indigenous communities. Moreover, PS recently published a ToolKit³ on adaption of evidence-based crime prevention programs to better suit local contexts and cultures, which is particularly important for effective prevention efforts within Indigenous communities⁴. In addition, PS released another paper on community readiness and mobilization strategies to help Indigenous and other unique communities to identify the criminal, social, and health issues affecting them, and tailor interventions to their particular needs, such as cultural and traditional learning.

Other funding streams such as the Crime Prevention Action Fund (CPAF) support evidence-based crime prevention interventions to address known risk factors associated with crime and enhance protective factors that are linked to reductions in offending among targeted at-risk populations. The current key priorities include vulnerable populations such as children, youth, young adults and Indigenous communities in both rural and urban settings. Funding under the CPAF also supports initiatives focused on drug use and drug related crimes, hate crimes, prostitution, bullying, and reoffending among high-risk groups.

The Youth Gang Prevention Fund (YGPF) is designed to directly address growing concerns about youth gangs and youth violence. Programs supported under YGPF focus on interventions in communities, both urban and remote, including Indigenous communities, where youth gangs and youth violence are an existing or emerging threat. More detailed information on the funding streams and the associated application process can be found on the PS website⁵. Funding under these streams can be accessed through submissions to regular calls for proposals launched by Public Safety. Indigenous community organizations seeking funding support for their crime prevention interventions are encouraged to submit their program proposals. In fact, the most recent call for proposals⁶ under the YGPF focused on youth violence, youth gangs, and youth bullying/cyberbullying in Indigenous and other vulnerable populations. Additional resources and program information are made available through PS's Crime Prevention Inventory⁷.

Selected interventions funded by the CPAF and YGPF are also invited to receive additional funding to conduct process and impact program evaluations. The evaluations last for the length of the program and are intended to shed light on what crime prevention techniques work for whom and under what conditions in the Canadian context, including what works for specific

³ <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/2017-h04-cp/index-en.aspx>

⁴ <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/2017-h02-cp/index-en.aspx>

⁵ <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/fndng-prgrms/index-en.aspx>

⁶ <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/fndng-prgrms/ntnl-crm-prvntn-strtg/index-en.aspx>

⁷ <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/nvntn/index-en.aspx>

Indigenous communities, and may have the potential for adaptation in others, as appropriate. In its quality control capacity for the evaluations, PS ensures that special consideration is given to Indigenous populations participating in the evaluation at all stages of the evaluation process. PS ensures all evaluations involving Indigenous communities seek the input of these communities during the evaluation design phase. Once the evaluation plan is established, PS conducts an ethical review of the proposed methodologies and looks to ensure Indigenous participants are engaged ethically in the evaluation in line with the interim guidance provided in Chapter 9 of the *Tri-Council Policy Statement: Ethical Conduct for Research Involving Human Participants*⁸, which speaks specifically to conducting research involving Indigenous participants in this period of transition to greater knowledge of Indigenous-specific research considerations. PS provides oversight for the length of the evaluation to ensure that all participants, including Indigenous participants, are treated ethically and in line with the approved evaluation plan and ethics report. The results of these evaluations are shared with Canadian communities in order to build the knowledge base around what crime prevention techniques work for specific Canadian communities, including Indigenous communities. This is a key objective of the National Crime Prevention Strategy.

Human Trafficking

In 2012, the Government of Canada launched the *National Action Plan to Combat Human Trafficking, 2012-2016*, (National Action Plan⁹), which was guided by the Trafficking in Persons Protocol and built upon existing federal policy responses to address human trafficking. The Human Trafficking Taskforce (HTT), which is led by PS and comprised of key federal departments, was responsible for overseeing the implementation of the National Action Plan commitments, coordinating the federal anti-human-trafficking response and publicly reporting annually on progress. The HTT works with provincial and territorial stakeholders to encourage, where authorized, information sharing and collaboration, recognizing that regular engagement and coordination are essential. While the National Action Plan expired in March 2016, the HTT continues to be the dedicated focal point for federal anti-human-trafficking efforts while a new strategy is developed.

The formal horizontal evaluation¹⁰ of Canada's 2012-2016 National Action Plan made five recommendations: develop and implement a coordinated approach to address the continued need to combat human trafficking; forge closer partnerships with other levels of government, Indigenous communities, civil society, the private sector and bilateral and multilateral partners; implement a mechanism to connect victims with access to dedicated services; improve capacity to collect national data on human trafficking; and implement a mechanism to collect relevant and reliable performance information.

PS undertook targeted consultations in September 2018 to gather stakeholder views to help inform the development of a new national strategy to counter human trafficking. Regional sessions took place in Vancouver (September 6), Winnipeg (September 10) and Montreal (September 13), culminating in a National Summit that was held in Toronto on September 27 and 28, attended by approximately 120 participants. Recognizing that Indigenous women are

⁸ <http://www.pre.ethics.gc.ca/eng/policy-politique/initiatives/tcps2-eptc2/chapter9-chapitre9/%20-%20toc09-1>

⁹ <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/ntnl-ctn-pln-cmbt/index-en.aspx>

¹⁰ <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/vltn-nap-ht/index-en.aspx>

more likely to be victims of trafficking because they are often disproportionately affected by poverty, racism and marginalization, increasing their vulnerability, 18 Indigenous organizations from across the country participated in the consultations, as well as many Indigenous victims/survivors. Indigenous victims/survivors were also represented at a separate survivor roundtable which took place on September 28. A full report on the consultations will be posted online when available.

In addition to views gathered during the consultations, the findings of the evaluation will be used to inform the Government of Canada on key elements for the new strategy.

Since the conclusion of National Action Plan evaluation, the Government of Canada announced in Budget 2018, \$14.51 million over five years, beginning in 2018-19 and \$2.89 million per year ongoing, to establish a National Human Trafficking Hotline. This Hotline will: receive calls, emails and texts related to human trafficking in Canada; refer victims to local referral services and law enforcement; develop and disseminate research, training and information for human trafficking victims/survivors, governments and the general public; and collect data on the incidence of human trafficking in Canada. An open call for applications was launched in July 2018, outlining specific assessment criteria for the administration and delivery of the National Human Trafficking Hotline. Once the call was closed and proposals were received, a selection committee evaluated each application against assessment criteria and the contribution program's terms and conditions. A successful applicant has been chosen and will be announced in October 2018. It is anticipated that the Hotline will be in operation in the first half of 2019.

In addition, PS administers the Contribution Program to Combat Serious and Organized Crime¹¹ (CPCSOC). The priorities under this contribution program are to increase knowledge, raise awareness and/or help advance efforts to prevent and combat organized crime, including human trafficking. Through the CPCSOC, PS provides funding for eligible projects that support public education and awareness, research, and targeted initiatives, such as the development and/or delivery of training to advance knowledge in the area of human trafficking. The contribution program is open to not-for-profit organizations, Indigenous governments, organizations and communities, provincial, municipal and regional governments, Canadian universities and educational institutions, provincial, municipal and Indigenous police services, and international not-for-profit organizations and/or non-governmental organizations. At this time, several human-trafficking initiatives are being supported through CPCSOC, including two emergency housing protocol initiatives for victims/survivors of human trafficking, as well as support for a series of Indigenous healing gatherings for victims/survivors of human trafficking and sexual exploitation.

First Nations Organized Crime Initiative

As part of the CPCSOC, PS provides funding to the Mohawk communities of Akwesasne and Kahnawake to support respective efforts to build capacity for specialized policing services to address organized crime activities in and around the communities. It enables sustained participation in multi-agency law enforcement teams and cooperation. It also provides training and opportunities for intelligence gathering and information sharing. The intended results are to:

¹¹ <https://www.publicsafety.gc.ca/cnt/cntrng-crm/chld-sxl-xplttn-ntrnt/cntrbtn-prgrm-cmbt-trms-en.aspx>

- Increase policing capacity in intelligence development and information sharing through enhanced partnerships between participating First Nations police, the RCMP and other Canadian and United States law enforcement partners;
- Build investigative capacity in participating First Nations communities to address organized crime through the acquisition of new skills and techniques used in complex organized crime investigations; and
- Disrupt organized crime in participating First Nations communities and surrounding areas.

While PS is responsible for funding and coordinating the initiative, the RCMP administers the initiative at the regional level.

As part of Budget 2018, the Government of Canada committed to renewing funding under the First Nations Organized Crime Initiative to ensure the continuity of policing activities in Akwesasne and Kahnawake.

Indigenous Community Corrections Initiative

To close the gaps in services for Indigenous Peoples in the criminal justice system, PS's Indigenous Community Corrections Initiative¹² (ICCI) supports projects focused on rehabilitation and reintegration of Indigenous offenders who are returning to their communities. This initiative works to help reverse the trend of Indigenous over-representation in Canada's criminal justice system by funding eligible recipients to develop projects that support the healing of Indigenous offenders. The two main objectives are to support organizations in the development of alternatives to incarceration and/or reintegration support projects. Projects funded under the ICCI include those that support offenders to prepare for release and carry out release plans, provide access to traditional and mainstream social services, offer traditional activities such as counselling with Elders, participation in ceremonies, and aiding with family reunification.

PS was allocated \$8.7M in contribution funding over five years in Budget 2017. A call for proposals was issued in October 2017 with successful projects receiving funding from 2018-19 to 2021-22 (see **Annex A** for examples of ICCI projects).

Programs and Policies Directed toward Enhancing the Safety of Indigenous Women and Girls

The following two program and policy areas are PS's key activities directed to increasing safety for Indigenous women and girls by enhancing safety within their communities.

First Nations and Inuit Policing

The First Nations Policing Policy (the Policy) (**Annex B**) was first introduced by the Government of Canada in 1991. Revised in 1996, the Policy provides a national framework for the provision of funding for professional, dedicated and culturally-responsive¹³ policing services to First Nation

¹² <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crretns/brgnl-crretns-en.aspx>

¹³ Policing services funded under the FNPP are expected to work directly with the Indigenous communities they serve to ensure that policing services are culturally responsive. The delivery of policing services that are culturally

and Inuit communities. The Policy is implemented through the First Nations Policing Program (FNPP), a program that provides support for the provision of policing services to First Nation and Inuit communities across Canada. Through agreements made under the FNPP, Canada provides a financial contribution toward 52% of eligible costs, with the province or territory contributing the balance of 48%. As of 2016, the FNPP funds 185 policing agreements covering a population of over 430,000. The FNPP currently serves approximately 60% of First Nation and Inuit communities in over 450 communities across Canada.¹⁴

There are two main types of policing agreements under the FNPP:

- Self-Administered Police Service Agreements, where a First Nation or Inuit community, or a group of communities, manages their own police service pursuant to provincial policing legislation and regulations. Financial support is provided to the self-administered police service through a contribution agreement with the First Nation or Inuit community or the group of communities, and the province or territory. These police services provide the day-to-day, local policing services to the First Nation or Inuit community (or communities) specified in the agreement but do not provide specialized services, such as Emergency Response Teams, Canine Units and Forensic Services. Such specialized services continue to be provided by the provincial or territorial police of jurisdiction on an as needed basis.
- Community Tripartite Agreements, where a First Nation or Inuit community is assigned a dedicated contingent of police officers, from the RCMP acting as the provincial police service. This is separate and distinct from, but in addition to, the level of policing services that the community would receive under the Provincial or Territorial Policing Service Agreements.

Prior to the establishment of the Policy and the FNPP, many Indigenous communities did not have access to dedicated community policing services, nor were the policing services provided always culturally relevant, despite higher crime and victimization rates.

The FNPP has had a positive, measurable impact on the safety of First Nation and Inuit communities funded under the program. Based on an analysis by Statistics Canada¹⁵ of FNPP-funded police detachments, there has been a 27% decrease in incidents of crime from 2004-2016, with a 26% reduction in incidents of violent crime. Additionally, data collected by the First Nations Information Governance Centre's (FNIGC) Regional Health Survey (RHS)¹⁶, Phase 2, revealed that FNPP communities are 1.7 times more likely to promote good police-community relations than non-FNPP communities. As well, FNPP communities are 2.7 times more likely to have a community policing advisory board as compared to non-FNPP communities. The purpose of these advisory boards, commonly referred to as Community Consultative Groups, is to identify

responsive will vary from community to community, given the tremendous cultural and linguistic diversity of First Nation and Inuit communities in Canada

¹⁴ There are FNPP agreements in every province and territory across Canada, with the exception of Nunavut

¹⁵ Statistics Canada. [Table 35-10-0178-01 through 35-10-0185-01 inclusively. Incident-based crime statistics, by detailed violations](#)

¹⁶ The FNIGC is Canada's primary source of information about First Nations people living on reserve and in northern communities. It conducts the RHS every few years to collect information about on reserve and northern First Nations communities based on both Western and traditional understandings of health and well-being. Public Safety Canada acquires some of this information for performance reporting purposes related to the FNPP.

and advocate for the community's policing priorities. Among other duties, it also promotes dialogue and good communication between the police service and members of the community. The RHS Survey collected information from 237 First Nation communities across Canada. Post stratification of the data revealed that 56% of the sample were communities receiving policing services through the FNPP, while 44% of the sample were not. These results are important because the FNPP is designed in a way as to promote increased engagement and relationship building between the community and the police service provider. Good police-community relations and the existence of a community policing advisory board help to increase community engagement, build stronger partnerships and improve the responsibility and accountability of FNPP funded police service providers.

On January 10, 2018, the Government of Canada announced a federal investment of up to \$291.2 million over five years, beginning in 2018-2019, for policing in Indigenous communities. This funding includes \$102 million approved in Budget 2017, \$144.4 million over five years for officer safety, salaries and equipment, starting in 2018-19, and \$44.8 million over five years to support up to an additional 110 officer positions, starting in 2019-2020. The entirety of this funding is intended to support First Nation and Inuit communities currently served under the FNPP and allows the program to continue to support professional, dedicated, and culturally responsive policing in Indigenous communities, while supporting Canada's commitment to reducing gaps in services to Indigenous Peoples. This additional funding was secured at a critical time for the FNPP, as agreements were approaching their expiration on March 31, 2018. With ongoing funding and an annual escalator, PS recognized that certain Indigenous communities could request that their new agreements be longer in duration. Based on discussions with provinces, territories and Indigenous communities, the Government of Canada supports longer-term agreements (up to 10 years).

While the additional funding announced on January 10, 2018 did not address policing infrastructure, departmental officials continue to engage with Indigenous Services Canada on accessing funding for policing infrastructure and are exploring options to enhance public safety in Indigenous communities across Canada.

PS recognizes the importance of Indigenous communities being meaningfully engaged as they are best positioned to understand the unique challenges of their communities. To that end, PS currently engages with provinces and territories, National Indigenous Organizations, communities and other relevant stakeholders to explore ways to enhance community safety. For example, on June 12th, 2017, the Government of Canada and the Assembly of First Nations signed a Memorandum of Understanding on Joint Priorities. Policing and community safety issues in First Nations were identified as one these joint priorities.

Aboriginal Community Safety Planning Initiative

The unique history of Indigenous Peoples and Canada's commitment to a renewed nation-to-nation relationship with Indigenous Peoples, based on recognition of rights, respect, co-operation and partnership, calls for PS to dedicate a focused effort to address safety and wellness challenges specific to Indigenous communities that emanate from their particular circumstances.

Intergenerational cycles of abuse and violence that are linked to historic trauma (such as residential schools), ongoing poverty and sub-standard living conditions, have contributed to a normalization of circumstances where Indigenous women too often find themselves vulnerable, without support networks and in a seemingly inescapable situation.

Indigenous women leave their communities for various reasons, some to escape an abusive relationship; others are seeking better opportunities, such as education or employment. Urban centres often extend greater risks for Indigenous women who are not acclimatized and who are therefore more vulnerable to crime and predators.

The Aboriginal Community Safety Planning Initiative (ACSPI) was included in 2010 as part of the direct government action to address the high number of missing and murdered Indigenous women. At that time, PS received \$5.7 million (over 5 years) to support the development of Community Safety Plans (CSPs) by Indigenous communities. The rationale for including the ACSPI was to support communities to identify their safety risks and develop integrated, comprehensive responses that can move them from fixing problems to building healthy and safe communities. This was expanded in 2014 under the Action Plan to Address Family Violence and Violent Crimes against Aboriginal Women and Girls¹⁷. At that time PS received \$8.6 million through 2015-2020 to continue to support CSP development.

Community safety planning is focused on building a community's capacity to create a safe living environment by providing support to communities to develop and implement a CSP. These plans reflect the safety priorities identified through this planning process, which is community-led and includes extensive community involvement and consultations. The goal of supporting Indigenous communities in developing and implementing Community Safety Plans (CSPs) is that all members of the community see themselves engaged on a path to a safer, healthier home and community life. Examples of the types of issues that may be identified for action include:

- Abuse of alcohol, illicit drugs, prescription drugs
- Crimes and violence related to alcohol and drug abuse
- Domestic physical and sexual violence, lack of safe shelters for women, children and men
- Parenting and family supports, child neglect, breakdown of traditional community values
- Youth programming, diversion from criminal / gang luring
- Respect for Elders
- Operations of restorative or community justice committee
- Lack of police presence in community or need for enhanced trust and relationship with police
- Mental health supports for historical and current day abuses and trauma
- Physical and nutritional health
- Programming for and reintegration of offenders
- Educating the people and finding employment within the community
- Re-establishing identity, (re)learning traditional ways, the community helping each other

¹⁷ <https://www.swc-cfc.gc.ca/violence/efforts/action-eng.html>

Aboriginal Community Safety Planning Process

Before a CSP process starts, it is important that the community leaders fully support the concept and demonstrate commitment. PS officials provide information and are available to answer questions but the process will not actually start without an invitation from the community, with the written endorsement from the community leadership.

Once the leadership has agreed to participate in this process, a key contact person is identified who will then form a Core Group of community members to engage in this process. The Core Group should be a cross section of people with a variety of backgrounds, dedicated and passionate in their work in the community, such as health workers, justice workers, educators, youth, Elders, etc. A firm commitment by the Core Group is crucial to success. In this uniquely grass-roots approach, the key community contact and the Core Group are supported by a PS official who works with them and who continues to support them through the many stages of the CSP. (See **Annex C**, an engagement document that is shared with communities at the engagement stage).

There are four phases to the process, the timing of which will vary according to the Core Group's needs. However, within each phase, there are many accomplishments or milestones to achieve. Each phase, except for the Virtual Outreach phase, is accomplished through a 2-3 day workshop.

1. Virtual engagement is the process of preparing the community to participate in the development of a CSP. A PS employee will work with the leadership-identified key contact to help identify the Core Group, provide information of what will be expected throughout the process, confirm the community is ready, and introduce the facilitator (a culturally-informed, trained facilitator funded through PS).
2. Relationship building happens throughout the process, however, when the facilitator meets the Core Group for the first time, focus will be on revisiting commitments from the community leadership, and creating the mandate and terms for the Core Group to work together. Core Group members will need to understand the process and its importance well, in order to engage the broader community throughout the process.
3. Action planning starts when the Core Group is working well and ready to start drafting components of the CSP, including a vision of the future. Through workshops, the facilitator will use "The PATH" exercise, through which the Core Group identifies the strengths of their community, the safety risks, and the resources within their community to help them. Through these workshops, community members build up their skills, capacity and readiness to develop a CSP. The facilitator then guides the Core Group in writing their CSP, which maps out their objectives and path to respond holistically to underlying issues specific to their community, such as violence, substance abuse, underemployment, and crime.
4. CSP development starts in the planning phase, however, through to the final workshop, the facilitator will focus on refining the components of the CSP and setting the Core Group in motion to inspire and motivate the broader community in delivering this plan.

With this community-driven safety plan, Indigenous communities are in a better position to coordinate within their community and to engage with federal and provincial governments to implement changes that are targeted at their risk factors. This process results in a CSP that is truly built by the community. It is customized from activities that examine historical factors and draw from the unique circumstances of the community, and lays out a pathway to a safer and

healthier community. (See **Annex D**, a presentation from Cowichan Tribe, with whom PS has been involved since 2014).

ACSPI Reach and Implementation

PS has engaged with over 150 Indigenous communities regarding the ACSPI. Due to the fact that the process asks the whole community to address difficult and often tragic circumstances (e.g., crises such as response to youth suicides, disclosure of sexual abuse, etc.), the pace of progress varies among communities and can take from approximately 8 to 18 months. To date, 44 have completed a CSP.

When the program was originally established in 2009, PS, in partnership with criminal justice system colleagues, identified communities that could benefit from this approach and contacted the leadership of these communities, seeking their interest in developing a CSP. Since that time, referrals and word of mouth have generated a demand to sustain a first-ready-first-serve system. Interest in accessing the process remains high and to date no communities have been turned away, but some are on a waiting list. These will be engaged when funds become available. PS is exploring opportunities not only to extend funding past 2020 but to enhance capacity to better meet demand.

Once a CSP has been completed, PS officials remain an important partner to provide advice on implementation. There are several ways in which PS provides support. The Aboriginal Community Safety Development Contribution Program¹⁸ (ACSDCP) is a component of the ACSPI and is a small fund of \$3.2 million over five years to support innovative implementation projects. Those that demonstrate that the community is continuing to work together to advance their safety objectives and finding innovative solutions to implement their safety plan are considered for funding. PS also plays a key role in engaging other federal departments and provincial/territorial ministries in the implementation of CSPs by building networks and sharing information.

Recently, PS conducted a pilot project with five communities that have completed plans, to engage other federal departments, including Correctional Services Canada, Crown Indigenous Relations and Northern Affairs, Employment and Social Development Canada, Fisheries and Oceans Canada, Health Canada, Indigenous Services Canada, Justice Canada, the Parole Board of Canada, the Public Health Agency of Canada, the RCMP, Status of Women, Western Economic Diversification Canada, and ministries in provincial governments that have a role to play in implementing components of CSPs. From these partners' perspectives, CSPs help to more effectively target funding and ensure they are supporting projects the community has identified as a priority.

Through this pilot project, and from experiences working with Indigenous communities on implementation, PS recognizes the important role Departmental officials play in providing ongoing liaison with the community, bringing the community's plan to the attention of federal government partners and leveraging government networks to support the community in its implementation efforts. A report on the pilot project will be available in January 2019.

¹⁸ <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crrctns/cmmnt-sft-cntrbntn-prgrm-en.aspx>

PS continues to work in partnership with Indigenous communities, provincial/territorial governments and other key stakeholders to support the ACSPI across the country.

The following are some examples of recent projects funded under the ACSDCP:

1. The "De-normalizing Violence" project (June 2017 - March 2019) focuses on rebuilding community knowledge and cultural skills to build healthy relationships for all sectors of the community. The project promotes and enhances cultural teachings of cooperation and collaboration to build individual, family and community safety.

2. The "community safety plan project" (February 2016- February 2019) promotes and enhances cultural teachings of cooperation and collaboration and builds individual, family and community safety through healing from trauma, teaching life skills, developing parenting skills, and reinstating traditional roles of Elders as teachers and mentors for all sectors of the community. To achieve these goals, the community will implement programs and deliver workshops and community cultural events focusing on individual and family relationships, and community health and safety. Through a building block approach, which simultaneously targets youth, young parents and community members, the community will build and strengthen community safety, addressing the root causes of violence as well as bringing awareness to community members.

3. The Wraparound Project (February 2016 - March 2019) is a foundational piece of four safety plans in nearby proximity. The model is premised on providing holistic safety and wellness responses based on shared cultural teachings, healing and collaborative integrated interagency service delivery. The Wraparound Project uses specific wellness plans based on the complex requirements of a client. These plans of care are determined according to a formalized agreement by service providers that have committed to supporting a client or family based on the unique circumstance of the individual or family. The process is entirely voluntary, as potential clients have the proposed model of intervention presented to them as an option of service delivery.

4. The Soaring Eagles Youth Wellness project (June 2017-November 2018) further implemented community-led innovative components of the safety plan. It continued to encourage the broader community to work towards a safer community by focusing on their youth. More specifically, this project provided the community with structured activities to improve youth self esteem to counter the impact of normalized violence and abuse in the community.

5. The Young Empowered Strong (YES) is an intervention project aimed at supporting women and children encountering family violence and covers 7 communities. (December 2016 - March 2020)

6. The Metis Men and Boys program (March 2018) was developed for men to learn and work on how to interact within their environment in a non-violent and positive way and to de-normalize the negative images of men in today's media, from machismo to gang affiliation, to physical and sexual violence and domination of others, etc. The intended outcome is to change attitudes among men and boys and/or reinforce the supportive role men have as an asset to the community.

The ACSPI supports community-driven efforts to respond to both targeted and overarching safety and wellness issues. Through this process, PS is demonstrating that an integrated, comprehensive response to the community's priority issues can replace a reactive approach to fixing problems, and lead to communities that are healthy and safe. By supporting Indigenous

communities in responding to and developing solutions to address their own community safety needs, there is a greater possibility for sustainability of longer term solutions that will improve the lives of Indigenous women and girls.

Research

PS conducts in-house research in support of policy development in priority areas and on many topics, including:

- High-risk/violent offenders
- Sexual offenders
- Community corrections
- Offender treatment and rehabilitation
- Restorative justice
- Indigenous corrections

The research helps establish sound, empirical information to provide strategic advice, support the development of evidence-based policy options, and the delivery of effective programs.

Links to summaries of the research conducted by PS Research Division that relate to the priority areas listed throughout this document are included below:

High-Risk Violent Offenders

1. How best to predict sexual reoffending among sex offenders – 2018
<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/2018-s002/index-en.aspx>
2. Assessing the Risk of Domestic Violence Offenders – 2011
<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/dmstc-ffndrs/index-en.aspx>

Human Trafficking

1. Trafficking of Aboriginal Women and Girls - 2014
http://publications.gc.ca/collections/collection_2015/sp-ps/PS18-8-2014-eng.pdf

Community Corrections

1. Cognitive-Behavioural Interventions in Community Supervision – 2012
<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/ntrvnts-sprvsn/index-en.aspx>
2. From Case Management to Change Agent: The Evolution of 'What Works' in Community Supervision – 2012
<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/2012-01-cmc/index-en.aspx>

Offender Treatment and Rehabilitation

1. Addressing the Needs of Offenders – 2011
<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/ddrssng-nds/index-en.aspx>
2. A Meta-Analysis of the Effectiveness of Treatment for Sexual Offenders: Risk, Need, and Responsivity – 2009
<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/2009-01-trt/index-en.aspx>
3. What to Do with Low risk Offenders? – 2009
<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/tdwth-lwrsk/index-en.aspx>

Restorative Justice

1. Restorative Justice's Impact on Participant Health – 2010
<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/rstrtv-nhlth/index-en.aspx>
2. Improving Restorative Justice Practices – 2009
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<https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/tls-rsrcs/index-en.aspx>.

MMIW&G Submission - Indigenous Community Corrections Initiative
Examples of Projects

1. The *Restoring Balance* program (October 2018 to March 2022) is an alternative justice/offender reintegration project that will work with high risk/high needs Indigenous offenders who require intensive support. Working in concert with the criminal justice system and local support services, project staff will utilize a wrap-around case management approach to develop strength-based culturally appropriate individualized service plans that will meet the reintegration needs of offenders and enhance community safety.
2. The *Indigenous Reintegration and Healing Program* (September 2018 to March 2022) is an offender reintegration program that will work with Indigenous offenders released from provincial and federal correctional facilities. Project staff will work with Elders at correctional facilities to ensure that cultural and spiritual work that was started inside the institution continues upon release. After release, offenders will participate in a circle process to identify their reintegration needs and develop a healing plan. As appropriate, the circle may be comprised of the offenders' support persons, the victim and victim support persons, community members, correctional facility staff, probation and parole officers, the police, and addiction counsellors. This project will build a sweat lodge and will rely on culturally appropriate community-based services to support the offenders healing journey. This project will develop a range of resource materials for dissemination to Indigenous communities interested in starting their own reintegration project.
3. The *Indigenous Reconciliation Program* (October 2018 to March 2022) is an offender reintegration support program that will offer services and supports to Indigenous offenders, their families, victims, and service providers in the community where the offenders will be returning. A curriculum that raises awareness on the connection between historic trauma and criminal behaviour will be delivered to families of offenders and community members so that communities can develop a trauma-informed approach to supporting reintegration. Offenders will be prepared for community reconciliation circles while they are still in custody and upon release they will attend a facilitated circle which will include the offender's family, community members and Elders resulting in a reintegration plan. Program staff will then utilize a case-management approach to support the offender's successful reintegration.
4. The *Indigenous Incarcerated Parents to Reintegration Initiative* (October 2018 to March 2022) is a combination program delivery/research reintegration project that will utilize an Indigenous lens to examine the incarcerated person as a 'parent first' and will look at how incarceration and the events leading up to incarceration created a disconnect between their role of parent, family, and community member. The research stream of this initiative will determine how many federally incarcerated Indigenous people are incarcerated in the province, whether or not there are existing relationships between the parents/children and the personal or systemic barriers to establishing/maintaining the family relationships. The research will inform the development of a pilot program in one male and one female federal institution that will help keep families connected during incarceration and aid in the preparation for reintegration back into the community. The resulting research will be disseminated to key stakeholders with a goal of enhancing policies and programs for Indigenous parents and their families in federal correctional facilities.
5. The *Indigenous Court Navigator* (September 2018 to March 2022) program is an alternative to custody project that will be instituted in a newly established First Nations Court. The purpose of this project is to work with offenders who have accepted responsibility for their crime(s) by entering a guilty plea and have agreed to have their case heard by a Judge and local Elders. In addition to a probation order, the First Nation Court will implement a healing plan that will provide restorative and culturally appropriate terms to an offender's sentence. Healing plans will be developed with input from the offender, the judge, a panel of Elders, crown and defense counsel, local social service providers, victims as well as family members. The healing plans will be designed to address the unique circumstances of each individual, incorporate traditional Indigenous

justice principles, provide reparation for harms committed and serve as an alternative to a custodial sentence.

6. The *Community Reintegration Peer Support Program* (October 2018 to March 2022) is an offender reintegration project that will provide the services of peer support workers and a traditional helper to Indigenous offenders prior to release from custody and after the offender has been released to the community. The peer support workers will work with the offender in the capacity of coach, educator, advocate, and knowledge broker and will facilitate access to a wide range of community-based and culturally appropriate programs and services in order to support successful reintegration.
7. *Supporting Successful Integration – A Cultural Approach* (October 2018 to March 2022) is an offender reintegration project that will support the successful and safe reintegration of offenders back into the community. The project will provide direct engagement and support to offenders within the local correctional facility and in the community through the provision of enhanced rehabilitative and reintegration services offered by an Indigenous Liaison and Project Manager, an Indigenous Trauma Counsellor and a Traditional Knowledge Specialist. This enhanced programming will include traditional knowledge acquisition, addressing trauma issues, and offender support in the areas of employment and social services upon release from the facility.
8. The *Aboriginal Wellness Reintegration Program* (September 2018 to March 2022) is an offender reintegration project that bridges offenders from the local correctional facility to the community. Within the correctional facility, an Indigenous Reintegration Coordinator will provide support and guidance to offenders, ensuring they are actively involved in cultural ceremonies as well as programming for spousal assault, substance abuse management, parenting, financial literacy, and programs to help obtain housing. Upon release, offenders will transition to work with a Community Reintegration Coordinator who will support the offender to successfully meet the conditions of release and access necessary services and supports necessary. Both positions will work closely with the local Integrated Offender Management Team (a team that works with high-risk offenders struggling with mental health and addiction challenges) to support offenders with the reintegration trajectory that was developed while they were in custody.
9. The *Coming Home to Stay: A Reintegration Support Program for Federal and Provincial Offenders* (October 2018 to March 2022) is an offender reintegration project that was developed to work with Indigenous offenders with a focus on five specific elements identified as necessary for successful reintegration. These include i) access to cultural resources; ii) family reunification; iii) mental health supports; iv) access to training, skills development and educational opportunities; and v) access to housing. Project staff will work with correctional facilities to facilitate assessments and identify supportive services and they will work with offenders upon release to ensure access to services and cultural programming.
10. The *Indigenous Reintegration Project* (October 2018 to March 2022) is an offender reintegration project for Indigenous offenders coming from provincial or federal custody. The program will utilize a Justice Committee who will assist in the development of reintegration plans for offenders and serve as an advisory body to the project. This project has identified housing, employment and education, cultural and social supports as well as the complex needs of offenders as priority areas to address in support of successful reintegration. In particular, this project will work with FASD-affected individuals and those with cognitive impairments to obtain a diagnosis which will lead to tailored and culturally appropriate responses. Simultaneous to working with offenders, the project will complete a community needs assessment that will identify challenges and gaps in services that Indigenous offenders face when attempting to reintegrate into the community and this tool will be used to support additional program development in the community that is responsive to the needs of Indigenous offenders.

11. The *Returning Home in a Good Way* project (September 2018 to March 2022) is an offender reintegration project that builds on an existing relationship with the local correctional facility that currently employs an in-custody Aboriginal Liaison Worker. In collaboration with the Aboriginal Liaison Worker and the correctional facility's Case Management Team, a Community Liaison Worker will connect with offenders while they are in custody to develop viable and culturally sensitive release plans. Using a case management approach, offenders will deal with issues such as trauma, shame, and addiction and they will be supported to understand traditional practices including healthy/respectful community and family protocols. As well, they will be given access to healing and ceremonial activities provided under the guidance of an Elder
12. The *Community Justice Program - Reintegration Support* program (September 2018 to March 2022) is an offender reintegration project that will provide individualized case management to offenders from the point of incarceration to successful reintegration into the community. Supportive services that will be offered to offenders include: healing/reintegration circles/ceremonies, traditional and Western counselling, parole hearing support, S. 84 support, release planning, referrals to local resources and liaison with the offender's family and victims when appropriate. In addition to promoting the healing of Indigenous offenders, this program also aims to address healing at the collective community level by training young adults to co-facilitate offender healing circles with band office staff and local Elders. This component of the program is to ensure that important teachings and practices are passed to the next generation.
13. The *Elder-Led Healing Programs in CSC Community Correctional Centres* (September 1, 2018 to March 2021) is an offender reintegration project that combines program delivery and research. This project places Elders in two parole offices where they will provide counselling and healing services to parolees who are at greatest risk of parole revocation and/or re-offence. The research component of this project will assess the Elder-led healing programs with an end result of i) developing a comprehensive understanding of policy, practice and theory of community-based Elder-led healing programs and how they can create the necessary conditions for accelerated transfer from custody to successful community reintegration; ii) showing that community based Elder-led healing programs can extend the time periods in the community for those individuals whose parole is revoked; iii) showing a reduction in the severity of offences for those individuals whose parole is revoked, and iv) proving an increase in the number of individuals who successfully reintegrate into the community.
14. The *Rebuilding the Circle – A Continuum of Caring* program (October 2018 to March 2022) is an offender reintegration project that will operate out of a CSC-supported community-based healing lodge for federal offenders. The objective of this project is to strengthen family and community supports for an offender's eventual return to their home community. The project will bring the families of offenders to the healing lodge to participate in an Indigenous family therapy program and they will work with Elders, Healers and members of the healing lodge team to understand the issues they have faced before and during the time that their family member was incarcerated. As well, this program will provide training to community workers from an offender's home community on reintegration issues such as offender/family support, therapeutic needs, and processes to enhance local supports and resources. Participants will be sensitized to the challenges of reintegration and will learn about anger management, conflict resolution, positive decision-making, healthy relationships, abstinence and sobriety, facilitating healing and conflict resolution circles, one-on-one therapy and how to develop strategies to help returning offenders with successful reintegration.
15. The *Reintegration Support Program (September 2018 to March 2022)* is an offender reintegration project that will provide culturally relevant reintegration support to local band members after their return from a correctional facility. The project will hire a Reintegration Coordinator who will establish contact with provincial and federal correctional facilities and liaise with local service providers to provide appropriate supports and services for offenders upon their return to the community. Upon return, offenders will participate in a circle of support attended by local Elders where a wellness plan will be developed. The Reintegration Coordinator will work directly with clients and their families in a holistic manner to address the

various and unique challenges they face. This project will arrange monthly traditional teaching workshops for offenders on subjects such as respect for women and children, positive decision-making and self-esteem.



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I

INTRODUCTION

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

The FNPP, administered by the Department of the Solicitor General since April 1992, operates on the principle of partnership. Under the Policy, the federal government, provincial and territorial governments and First Nations work together to negotiate tripartite agreements for police services that meet the particular needs of each community.

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

On the strength of this review, the federal government reaffirmed its ongoing commitment to the FNPP, and approved minor changes to the Policy in the Spring of 1996. The changes are intended to address suggestions raised in implementing the Policy and by the policy review.

While unchanged in most respects, the revisions to the FNPP highlight its public safety dimension, particularly for women, children and other vulnerable groups. The revisions also highlight a commitment to supporting First Nations to become self-sufficient and self-governing, and to maintaining partnerships with First Nations based on trust, mutual respect and participation in decision-making. In addition, flexibility has been added to certain areas of the FNPP to simplify its administration.

This guide reflects the changes approved by the government and replaces the earlier guide which was published in 1992.

II

PURPOSE AND SCOPE OF THE POLICY

The purpose of the First Nations Policing Policy is to contribute to the improvement of social order, public security and personal safety in First Nations communities, including that of women, children and other vulnerable groups.

The Policy provides a practical way to improve the administration of justice for First Nations through the establishment of First Nations police services that are professional, effective, and responsive to the particular needs of the community. This is accomplished through the provision of cost-shared funding of police services, and related support and assistance.

The Policy is also a practical means to support the federal policy on the implementation of the inherent right and the negotiation of self-government.

The Policy is implemented consistently across Canada through tripartite agreements negotiated among the federal government, provincial or territorial governments and First Nations.

It applies to all Indian reserves, to certain other Indian communities on Crown land and to Inuit communities.

III

OBJECTIVES OF THE POLICY

Strengthening Public Security and Personal Safety: To ensure that First Nations peoples enjoy their right to personal security and public safety. This will be achieved through access to policing services that are responsive to their particular needs and that meet acceptable standards with respect to the quality and level of service.

Increasing Responsibility and Accountability: To support First Nations in acquiring the tools to become self-sufficient and self-governing through the establishment of structures for the management, administration and accountability of First Nations police services. Such structures will also ensure police independence from partisan and inappropriate political influence.

Building a New Partnership: To implement and administer the First Nations Policing Policy in a manner that promotes partnerships with First Nations communities based on trust, mutual respect, and participation in decision-making.

IV

POLICY PRINCIPLES**Quality and Level of Service**

First Nations communities should have access to policing services which are responsive to their particular policing needs and which are equal in quality and level of service to policing services found in communities with similar conditions in the region. First Nations communities should have input in determining the level and quality of the police services they are provided.

Responsibilities and Authorities

Police officers serving First Nations communities should have the same responsibilities and authorities as other police officers in Canada. This means they should have the authority to enforce applicable provincial and federal laws (including the *Criminal Code*), as well as Band by-laws.

Responsiveness to First Nations Cultures and Needs

First Nations communities should be policed by such numbers of persons of a similar cultural and linguistic background as are necessary to ensure that police services will be effective and responsive to First Nations cultures and particular policing needs.

Police Service Options

First Nations communities should have access to at least the same police service models that are available to communities with similar conditions in the region. They should also have input in determining the model appropriate to their community.

Selection of Police Service Model

The selection of a particular model of police service should balance the need for cost-effectiveness and the particular policing needs of First Nations communities.

Implementation of New Arrangements

New First Nations administered police services should be phased in over a number of years to facilitate a successful transition.

Police Accountability and Independence

First Nations communities should have an effective and appropriate role in directing their policing service. Therefore, First Nations policing services should include police boards, commissions and advisory bodies that are representative of the communities they serve. In addition to police management and accountability, these bodies should ensure police independence from partisan and inappropriate political influences.

Police Oversight

Policing arrangements for First Nations communities should include: mechanisms for impartial and independent review of allegations of improper exercise of police powers and violations of codes of conduct; and mechanisms for grievance and redress on matters related to discipline and dismissal.

Legislative Framework

First Nations police services should be founded on a legislative framework that enables First Nations to establish, administer and regulate their police service and to appoint police officers, consistent with provincial norms and practices. The federal government will work with the provinces/territories and First Nations to promote legislation in support of First Nations policing where appropriate.

Cost-shared Arrangements

The federal and provincial governments, because they share jurisdiction, should share the cost of First Nations policing services. Within the funds available, the federal government should provide such funding support as is necessary to promote national standards and to support the aforementioned principles on the basis of consistent and equitable funding arrangements.

V

FUNDING

Funding for all types of First Nations police services is based on tripartite agreements between the federal and provincial/ territorial governments and First Nations. Tripartite agreements provide that the federal government pay 52 per cent and the provincial or territorial government 48 per cent of the government contribution toward the cost of First Nations policing services. First Nations communities will, where possible, be encouraged to help pay for the cost of maintaining their police service, particularly for enhanced services.

Police Service Options

The following are **examples** of police service models eligible for federal funding:

1. **First Nations Administered Police Service:** organized on a band, tribal, regional or provincial basis, including arrangements providing for one First Nation to contract for the policing services of another.
2. **Special Contingent of First Nations Officers:** within an existing police service, including:
 - (a) First Nations officers employed within a provincial or municipal police service with dedicated responsibilities to serve a First Nation community.
 - (b) A group of First Nations police officers employed through a contractual arrangement to provide a policing service to a First Nation community.
3. **Developmental Policing Arrangement:** designed to smooth the transition from one type of policing arrangement to another.

Assessment of Funding Requirements

Within the funds available, the federal and provincial/territorial governments and First Nations will determine the number of police officers and civilian staff to be supported by government funding on the basis of:

- the demographic characteristics of the population to be served (i.e. age and number of people)
- the size and nature of the geographic area to be covered
- the police workload in the community, based on crime statistics and crime prevention activities.

Calculating the costs of a policing arrangement for a community should be consistent with the calculation of costs for policing arrangements in other communities with similar conditions in the region.

Criteria for Funding

To qualify for funding, the following criteria must be met:

- All police officers in non-First Nations administered policing services must be First Nations people, except where the First Nation agrees to and participates in the staffing of a non-First Nation person. The duration of such staffing will be negotiated by the federal government, the relevant province/territory and the First Nation.
- The First Nations police service must meet the standards of the province or territory in which it operates.
- First Nations police officers must be properly appointed as peace officers, and empowered to enforce all applicable laws.
- The police service must consult with and be accountable to the community it serves through a police board, commission or advisory body.

Policing Costs Eligible for Funding

- **Program administration:** this includes First Nations police governance mechanisms (e.g. boards, commissions and advisory bodies), and other administrative services provided by the police service, Band Council and/or provincial/territorial departments.
- **Recruiting, training and education:** this includes pre-employment, on the job and formal in-service training.
- **Salaries and benefits:** this is for police officers and civilian staff.
- **Expenditures:** this includes operating, maintenance and minor capital expenditures.

Funding may also be provided to undertake policing needs analyses, research and development activities, evaluations and public education.

VI

PROGRAM MANAGEMENT

The Ministry of the Solicitor General of Canada was given responsibility for the First Nations Policing Policy on April 1, 1992.

The Aboriginal Policing Directorate is part of the Department of the Solicitor General in Ottawa and is responsible for the implementation and administration of the Policy.

Regional representatives ensure that First Nations communities have easy access to the assistance provided by the Ministry of the Solicitor General of Canada, especially in the development of policing proposals.

The Aboriginal Policing Directorate, in partnership with First Nations, provinces and territories, also undertakes both on- and off-reserve policy, research and program development work, with the overall goal of ensuring policing that is responsive to the needs of First Nations and other Aboriginal people living in rural and urban settings.

The Solicitor General of Canada will also help integrate the First Nations policing program with other related initiatives in areas such as family violence, substance abuse, aboriginal justice, and the federal policy on self-government.

For more information on the First Nations Policing Policy and application procedures, please contact the Aboriginal Policing Directorate, Solicitor General Canada, 340 Laurier Avenue West, Ottawa, Ontario K1A 0P8.

Tel: (613) 991-0241

Information on the activities of the Aboriginal Policing Directorate can also be found on Solicitor General Canada's Internet site at: <http://www.sgc.gc.ca>.

Community Safety Planning

for Indigenous Communities

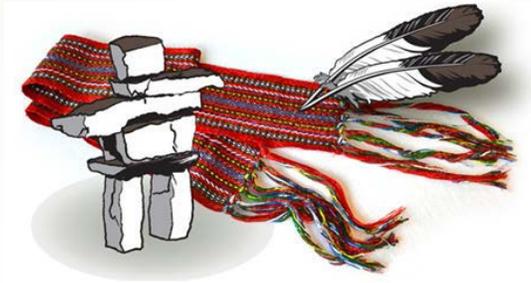


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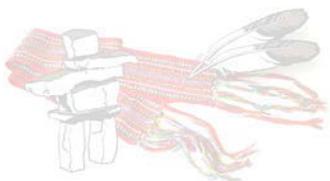
Priority for Indigenous Communities

Moving toward a healthier, safer home and community life

The identity and autonomy of Indigenous people has been harmed by colonialization, resulting negatively on safety and wellbeing. In particular, Indigenous people are over-represented in the criminal justice system, both as victims and offenders and Indigenous women and girls in Canada are disproportionately affected by all forms of violence.

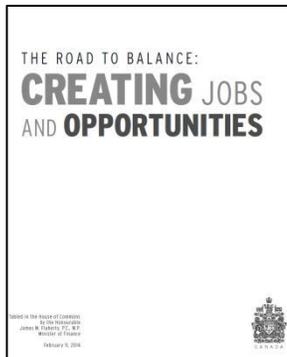
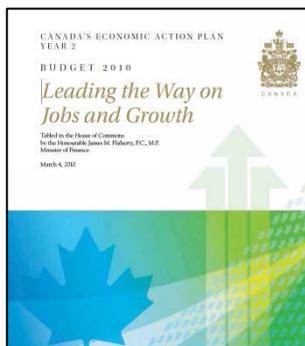
There have been over 40 studies or inquiries conducted by various parties over the last 30 years calling on governments to improve the circumstances for Indigenous people in Canada.

Community Safety Planning is one way for Indigenous communities to move toward a stronger and safer future.





Government of Canada Priority

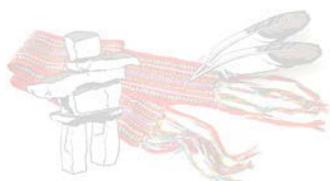
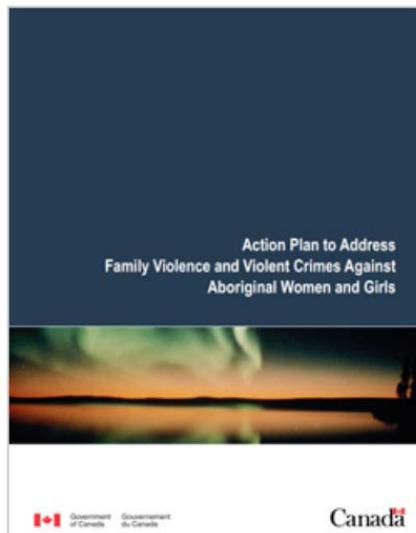


The Aboriginal Community Safety Planning Initiative

The Aboriginal Community Safety Planning Initiative was created in 2010 as component of the Government of Canada’s investment to address the disturbingly high number of missing and murdered Indigenous women. Public Safety Canada received \$5.7 million to provide support for the development of Community Safety Plans (CSPs) in Indigenous communities.

Since then, Public Safety Canada has been working with Indigenous communities across Canada, providing support for the development of Community Safety Plans (CSPs).

The Aboriginal Community Safety Planning Initiative was renewed in 2015 as part of the 2015 Government *Action Plan to Address Family Violence and Violent Crimes Against Aboriginal Women and Girls*.



What is Public Safety Canada's Community Safety Planning Initiative?

Holistic community safety and wellness

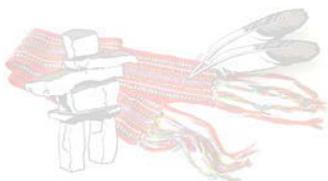
Through the Aboriginal Community Safety Planning Initiative, and at the request of the community, PS provides a trained facilitator to work with a Core Group, selected to represent the Indigenous community, in the development of a CSP.

Using a community-driven approach, the facilitator guides the Core Group through workshops, in which members identify safety challenges, community strengths, resources, goals, and ultimately develop their path to a safer community. The majority of the work is done by the Core Group, with the intent that these members consult with and represent the broader community. The facilitator is available to offer support by phone while the Core Group works independently outside of the workshops, however, the resulting CSP will be finalized by the Core Group with the community members.

With a community-driven safety plan reflective of the community's unique people and circumstances, Indigenous communities are in a better position to implement solutions targeted to the specific needs of the community.

Goal of Safety Planning

To support Indigenous community healing through a community-driven process that works to address multiple safety and wellness issues, as determined by the community.

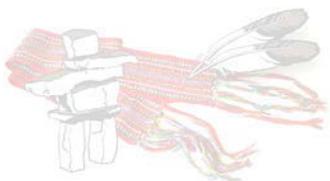


Guiding Principles

A strengths-based community development approach that works with Indigenous communities to tap into existing strengths and begin a process of positive change.

The Community Safety Planning process will:

- **Be holistic** - by encouraging the whole community to identify what the issues are in the community and to become active participants in the development of solutions.
- **Be culturally relevant** - the process should reflect each community's unique culture.
- **Encourage community involvement** - the people that live and work in the community need to be the ones identifying the issues and designing and implementing the solutions.
- **Recognize the gifts and strengths of individuals and the community** - the gifts and strengths already existing in the community are the ones they will need to draw on for the process to succeed.
- **Be respectful of each community's current state of development** – it is important to recognize that each community will be starting at different levels of readiness and capacity.
- **Be developed by and for Indigenous People** – it is important that the participants own the process.



Steps in the Process

Leadership commitment/support and creation of a Core Group

Before the process starts, it is important that the community leaders fully support the concept and demonstrate commitment. Public Safety Canada will provide information and be available to answer questions but will not actually start the process without having been invited, and having received written endorsement from the community leadership first.

Once the leadership has agreed to participate in this process, a key contact person should be identified, who will then form a core group of community members to engage in this process. Public Safety Canada can help with this process. The core group should be a good cross section of people with a variety of backgrounds, dedicated and passionate in their work in the community, i.e. mental health, safety providers, leadership, education, Youth, Elders, etc.

A firm commitment by the core group is crucial to the success of this file. Based on past experience, there is a time commitment of approximately 3 hours/month where the core group is required to attend meetings for the planning and implementing of the community development activities. The core group is also required to attend workshops that the external facilitator would deliver to help the process get started. Consistency of attendance and participation is crucial to help build, and maintain momentum. An investment of time and energy up front will lead to more integrated working relationships that will eventually make work easier in the long run.



Steps in the Process

Milestones

There are four phases to the process, the timing of which will vary according to the community's needs. However, within each phase, there are many accomplishments or milestones to achieve along the way. Each phase, except for the Virtual Outreach phase, is accomplished through a 2-3 day workshop.

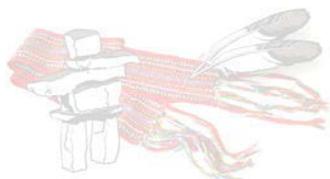


Virtual Engagement is the process of preparing the community to participate in the development of a CSP. A PS employee will work with the community to help identify the Core Group, provide information of what will be expected throughout the process, confirm the community is ready, and introduce the facilitator.

Relationship Building happens throughout the process, however, when the facilitator meets the community for the first time, focus will be on revisiting commitment from the community leadership, and creating the mandate and terms for the Core Group to work together. Core Group members will need to understand the process and its importance well, in order to engage their community throughout the process.

Action Planning starts when the Core Group is working well and ready to start working out components of the CSP, including a vision of the future. Through workshops, the facilitator will use "The PATH" exercise to help the Core Group develop short, medium and long-term objectives and goals for the community.

Safety Plan Development starts in the planning phase, however, through the final workshop, the facilitator will focus on refining the components of the CSP and setting the Core Group in motion to inspire and motivate their community in delivering this plan.



Challenges & Perseverance

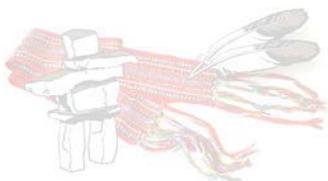
Completing the CSP and implementing the plan

Communities electing to work with PS to develop a CSP are often facing difficult challenges and are sometimes in a state of crisis.

Events can readily arise that impact the positive energy and hard work of the community, such as a severe accident or crime, reintegration of an offender or death or suicide, among other tragedies or challenges.

Elections also often result in leadership turnover, which requires the newly elected members to take time to review priorities before moving forward in their new mandate.

If a community process slows down, Public Safety Canada will encourage the community to maintain momentum but does not impose deadlines. Indeed, the goal for Public Safety Canada is for the community to arrive at a strong plan to guide efforts at enhancing safety and wellness of the community. However, it is the will and perseverance of the core group and the community at large, that will be the key to reaching that goal.



The Resulting Plan

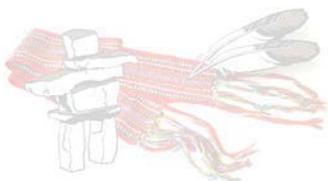
The eventual Community Safety Plan may include:

- An outline of the community's all-inclusive approach toward community healing
- A recognition of the community's strengths and weaknesses
- Agreed-upon community goals
- Activities to support each goal
- Timelines for the activities
- A group or person responsible for carrying out each activity
- Resources (human, financial, information, readiness, etc.) required to carry out the identified activities
- An Action plan to address community issues

Available Supports

Throughout the process, the community will have the guidance of a Public Safety Canada program manager, who will keep in touch and check-in on the process.

A facilitator under contract with Public Safety Canada, who has been trained in the Community Safety Planning process, will deliver workshops in the community - usually three 2-day workshops over several months. The same facilitator will provide coaching, research, mentorship and other training supports as requested by each respective community.



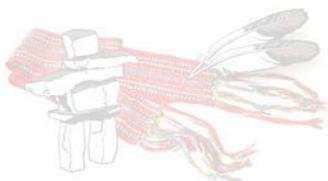
Is It Worth It?

Successes to date

To date, 31 Indigenous communities have completed a Community Safety Plan.

Evaluation of program findings suggest that:

- The Safety Planning process has helped communities see the potential of addressing safety issues through a collaborative approach using existing resources.
- Linkages have been made among different departments within First Nations government and Indigenous communities have benefited from becoming connected to other community networks.
- Community agencies are learning to work together as equal partners.
- Community engagement has improved.
- Communities have developed new programs (operated by volunteers) to respond to family violence or support addiction treatment.
- Communities are prepared to use other funding opportunities more effectively.
- One community is now delivering enhanced family counseling including parenting courses.
- Some communities have developed stronger roles for youth, which prepares them to take on a leadership role in affecting positive change.



Your Contact



To inquire further about the Aboriginal Community Safety Planning Initiative

Chantal Marion

Manager

Crime Prevention and Aboriginal Community Safety Division

Public Safety Canada

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chantal.marion2@canada.ca

Gabrielle Duschner

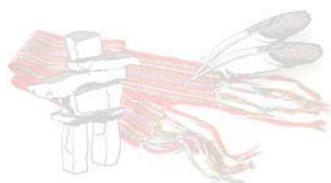
Director

Crime Prevention and Aboriginal Community Safety Division

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Cowichan Tribes Community Safety Planning

~Mobilization Team Development and Training~
~Community Engagement~

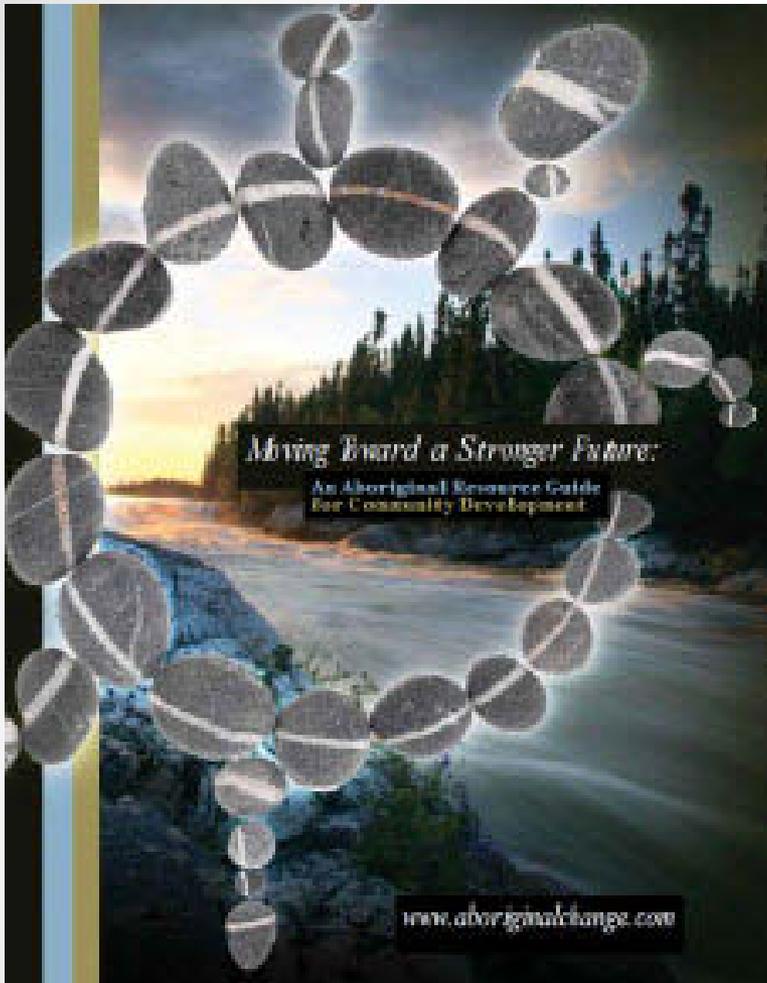
Community Safety Mobilization Training

Project 1 ~ Community Safety Mobilization Training:

Moving Towards a Stronger
Future ~ PATH ~ for community
planning (concept / tool)

Project 2 ~ Community Safety Mobilization:

~Community Safety **Planning**
~Series of **Workshops for Safety**
~ to promote safety measures
for the community, and to
involve the community to work
towards these steps



Community Safety Training

Community Safety Mobilization Training

In January 2014 the Community Safety Engagement Committee formed a Sub Committee Working Group to participate in the Mobilization Training funded by Public Safety.

Formation of Community Safety Mobilization Team sub committee:

~Cowichan Tribes Departments Embracing Life, Education, Health, Youth Centre, Lands, Justice, CCP, Administration

~CWAV

~First Nations Police

~CVRD

~The House of Friendship.

In March 2014 the sub committee participated in PATH community development and planning training developed by Little Black Bear Consulting.



Community Safety Planning

Annex 10

Community Safety Planning

In April 2014, the sub committee met regularly and developed a work plan around key community engagement events.

Community Safety Planning Events

May 14 ~ Clem Clem

May 21 ~ Somena

June 18 ~ Quamichan

July 30 ~ Youth Centre

To engage the community the committee developed 3 areas of focus:

1. **Community Safety Strengths and Needed Strengths**
2. **Community Safety Goals**
3. **Community Safety Vision**



Community Safety PATH Categories



The data gathered was then categorized, summarized and then applied to the PATH.

The PATH describes:

NOW – community resources programs in place now

SUPPORTS – community supports and needed supports

STRENGTHS – Strengths in the community

40 DAYS – Goals to work on in this time frame

1-2-3 Years – Goals to work on in this time frame

DREAMS – Vision for Community Safety



| Community answers to question on "Community Strengths and Needed Supports" | | | Community answers to questions on "Goals" | | Community answers to questions on "Vision" |
|--|---|---|--|--|---|
| Now | Supports | Strengths | 40 Days | 1-2-3 Years | Vision for Community Safety ~ Dreams the PATH |
| <p>Security Guardians Community Watch, Cameras – Khowutzun Way Patrols: Black Bridge, Trails, River Rd, Boys, Burning site</p> <p>Programs Cowichan Child and Family services Daycare Cowichan School teach language and culture Gym for sports and activities Health Centre, Elders Building Transportation to services (health, school, etc.) Incentive Programs (e.g. Bonus) Individual Opportunities Create jobs Life Skills: Prepare our youth for what they will face in their future. Canoe journeys School – Kindergarten to Grade 4</p> <p>Parenting Program</p> <p>Teachings of the Land</p> <p>Embracing Life</p> <p>Skill Building for members to learn business skill, Skill Building for parents and grandparents Need to learn how to save for our kids' education</p> <p>SUPPORT/WORKSHOPS. Important to know where to go for resources but important to know how to ask for what you need.</p> <p>Need More support, networks that people can go to for help Parent Support Groups Parents, family circles</p> <p>Bullying/Violence</p> <p>Ya Thuy Thut Elders teachings,</p> | <p>Existing Supports Centre Managers Chief and Council Administration Financial Support RCMP / FN Police Mobilization Team: Leon, Cal, Rock, Christy, Angie, Sybille, Dave, Joe, John, Terri, Larry, Stephanie, Michelle, Burt, Kelly, Rowena, Rob, Maureen Suicide response/spiritual guidance In Collaboration with the Ministry, City Council CVRD Municipality CWAV</p> <p>Needed Supports Collaboration of all centers and managers so they all work for the same goals with safety Delegate Community Members to action, committees <i>Communication</i> SAFETY Building a Safety Communication Network Making a Community safe Funding Cowichan tribes need a Child psychologist to work with children with trauma. Healthy nutrition needs to be strongly emphasized to our community. The importance of eating healthy. Men's Support Group and list organization that provide support to men. Resource List: contact names and telephone numbers listed for people who provide support, such as counselling and who to contact if needed. ie RCMP, Safety Coordinator, counsellors, crisis line, mental health, process to get counselling. Arts – Singing, Acting need to have singing lessons and acting lessons in our community.</p> | <p>Strength is the teaching around the importance of visiting family, grandparents and how this needs to be emphasized to our community.</p> <p>Community</p> <p>Family Days</p> <p>Healthy Relationships Program</p> <p>Drum nights</p> <p>Culture Cultural (long house, sweat lodges, prayers, canoe races, fishing, etc.) Gifts from elders (fishing, hunting, smoking fish, knitting, carving, how to take care of the tools and prepare ourselves for these activities) Community passage of rights Natural resources Elders, Elders luncheons, trips to other communities, Language Arts-Carvers, Weavers</p> <p>Gifted people include: Speakers, Hunters, Gatherers, Fisherman, Historians, Knowledge Holders for family names, traditions, Preserving traditional plants</p> <p>Getting Involved</p> | <p>Safety Programs Swim Night (Nov) – (Mar) Self Defense (Nov) – (Mar)</p> <p>Youth Violence/Gang Awareness Workshops (September) – arrange follow up</p> <p>Social Media – Internet Safety (September) – arrange follow up</p> <p>Community Action – Safety Promotion</p> <ul style="list-style-type: none"> Safety Planning Vision in Pictures to be developed and shared with Departments, Youth Council and Chief and Council, community newsletter Develop a "Saying" A motto that is a constant reminder to make our communities violence free areas <p>Add a space for members to gather to talk about community and safety. Share ideas and concerns.</p> | <p>Programs: "Goals for Programs to promote safety in all programs and create programs for all ages"</p> <p>Develop a Elders/Youth Safety committee</p> <p>Youth - Youth Programs "Teaching Our Youth Traditional Way of Knowing and Living" Elder Mentoring Youth program</p> <p>Youth Safety Workshops – Prevention 1. A Youth Prevention Workshop to Reduce Risk of Violence 2. More Youth Empowerment Workshops (like blueprint) 3. Youth violence/gang awareness workshops 4. Social Media – Internet Safety 5. Workshop to Support Young Girls 6. Workshop Street Safety</p> <p>Cultural Drop In Nights</p> <p>Life Skills</p> <p>Teen Program</p> <p>Cowichan's own Boys & Girls Club - Create a big brother/big sister program</p> <p>Personal Safety Program & Safety</p> <p>Teaching Youth and Adults of Values</p> <p>Build community awareness of Prevention, Intervention of Violence</p> <p>Safety Workshops, Safety Education</p> <p>Support from Leadership and Elders</p> <p>More gatherings - Youth and Elders come together</p> <p>Cowichan Tribes Pride</p> <p>Collaboration for Security Guardians - Protocols</p> <p>Neighborhood and homes</p> <p>Public Safety</p> <p>Healing Workshops Wellness -Workshops</p> <p>EVENTS Community Clean Up</p> <p>Committee to maintain and build playgrounds?</p> <p>Pedestrian and cycling safety</p> <p>Education Programs & Education Tutoring Support Education Curriculum - Training and Trades, A program for Drivers Education</p> <p>Traffic / vehicles / driving</p> | <p>Culture Teachings & Values Revival of Cultural Values reinforce the old teachings respected each other, work together, help each other</p> <p>Rebuilding Community Become a family again. Nutsamaat Squw'uluwun' One mind, one heart, Community members have the solutions - Build Community Pride through Media and advocate Positive Community Spirit</p> <p>Safety Programs for Youth, Families and Elders – Reinforcing Traditional Values and Teachings to provide guidance, nurturing and support to community members. Emergency Preparedness Workshops for Community Members</p> <p>Gatherings/Workshops/Skill Building Find out what the interests and gaps are, Build ground rules for community forums, Build Principles Teaching before each event, Community Building, Community involvement - Strength from the Community Continued workshops Community Wellness Harm reduction programming Addiction programming Crisis support and intervention Protocols for suicide, MH, critical incidents Drug and Alcohol ~ Develop By Laws ~ Policy Bylaw for public drinking and drug use Alcohol free events</p> <p>Youth Support:</p> <ul style="list-style-type: none"> Sport activities Youth Curfew Youth Centre – Better Location and More Resources Youth Engagement <p>Safe Places: Contact from Chief and Council to talk to for issues, Safe Houses in the community for crisis support elders or family.</p> <p>More Housing for small and large families, Elder Housing, plus elder support care and support for safe handrails, and alert buttons for safety – accidents.</p> <p>What does safety look like? And How can we support safety in the community?</p> |

Snuw'uy'ulh: Traditional Teachings and our Traditional way of knowing is embedded in all Cowichan Tribes governance, Health, Social Services, Lands and Justice system. Our teachings guide the development of creating a safe community for our Children, Youth, Elders and Family for today and tomorrow.

- Teachings of the Spirit in the Land - Walk the land

Community Members Prioritized the Data

| Programs, Workshops, Events Prioritized | |
|---|---|
| Teachings to Youth and Adults of Cowichan Values: | 9 |
| Healing Workshops / Wellness Workshops: | 8 |
| Neighbourhood and Homes: | 7 |
| Youth Programs - Mentoring Program | 6 |
| Youth Safety Workshops - Prevention including prevention of violence & gangs, internet safety, street safety and supporting girls | 6 |
| Cultural Drop In Nights: | 6 |
| Support from Leadership and Elders: | 6 |
| Suicide and Prevention: | 6 |
| Life Skills: | 5 |
| Safety Programs: including "drop in nights" ie swim night, self defence, etc | 5 |
| Community Awareness of Prevention, Intervention of Violence: | 5 |
| More Gatherings where community, youth and elders come together: | 5 |
| Cowichan Tribes Pride: | 4 |
| Elders/Youth Safety Committee: | 3 |
| Public Safety: | 3 |
| Events - Community Clean up: | 3 |
| Committee to maintain and build Playgrounds: | 3 |
| Pedestrian & Cycling Safety: | 3 |
| Education Programs & Education Tutoring Support: | 3 |
| Training and Trades: | 3 |
| Traffic / Vehicle / Driving | 3 |
| Community Spaces: to gather to talk about safety and community | 2 |
| Cowichan's Own Boys & Girls Programs: | 2 |
| Personal Safety Program: | 2 |
| Safety Workshops: | 2 |
| Collaboration for Security & Protocols: | 2 |
| Community Action: Safety Promotion through media & developing a motto that means violence free | 1 |

Snuw'yulh

Traditional teachings & our traditional way of knowing is embedded in all Cowichan Tribes' governance, health, social services, lands & justice system. Our teachings guide the development of a safe community for our children, youth, Elders & families for today & tomorrow

Culture, Teachings & Values

Cowichan Tribes
Lulumexun
Community Safety
September 2014

Safety Programs

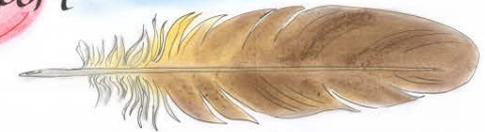
Gatherings, Workshops & Skill Building

Rebuilding Community

Youth Support

Housing & Elder Support

Safe Places



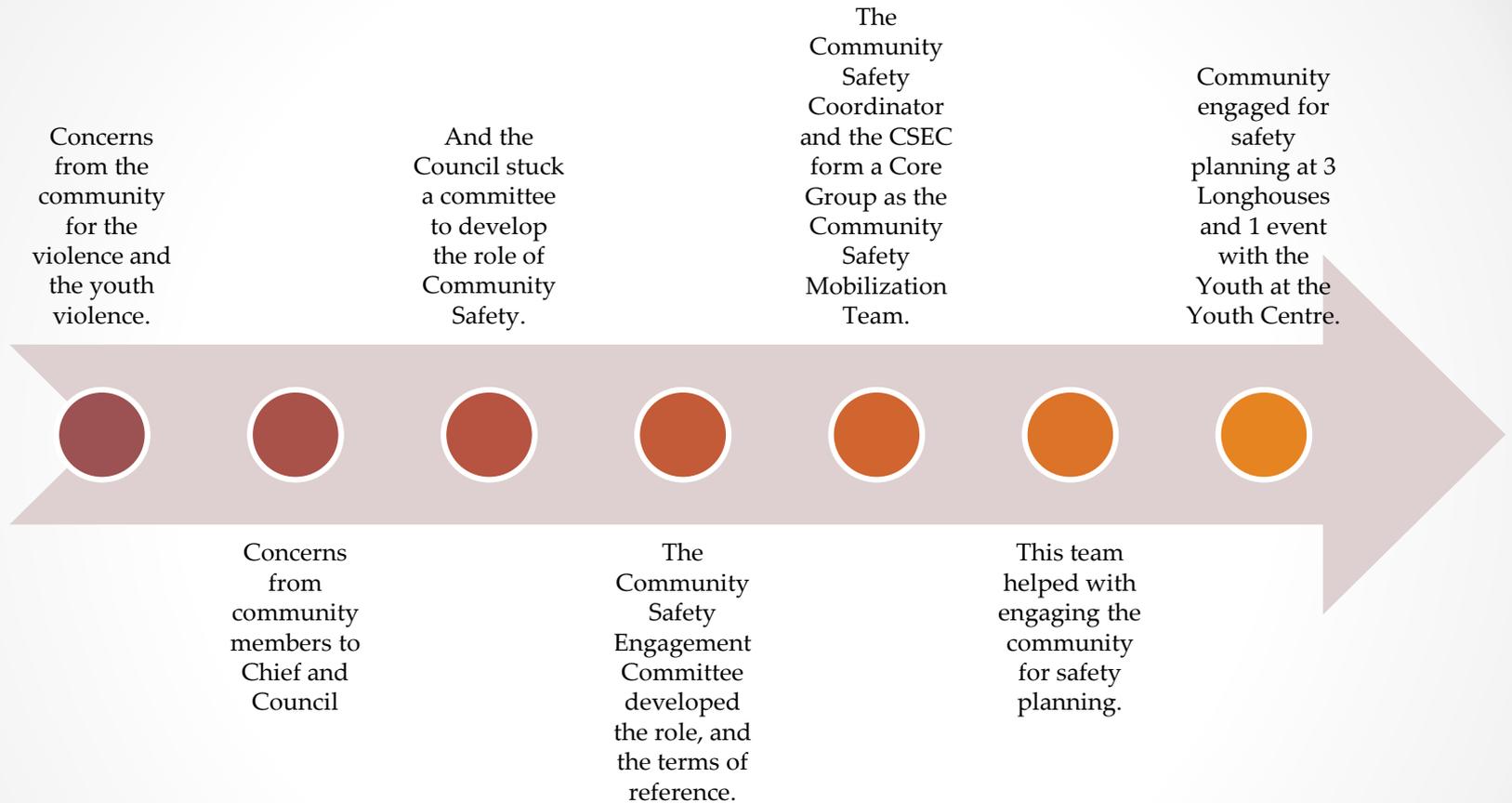
Collen Stevenson

Safety Implementation

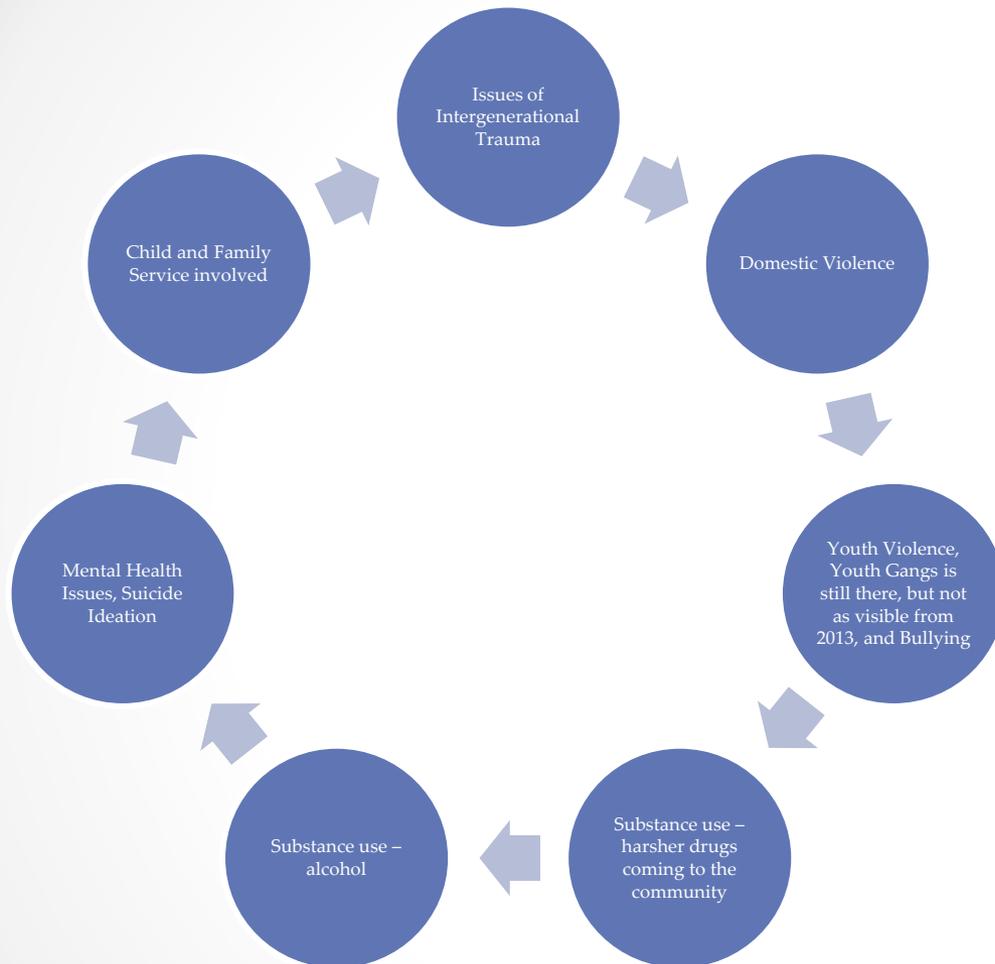


| |
|-----------|
| 2015-2016 |
| 2016-2017 |
| 2017-2018 |
| 2018-2019 |
| |
| |

Why and How Cowichan initiated a CSP process?



Issues most relevant to the community?

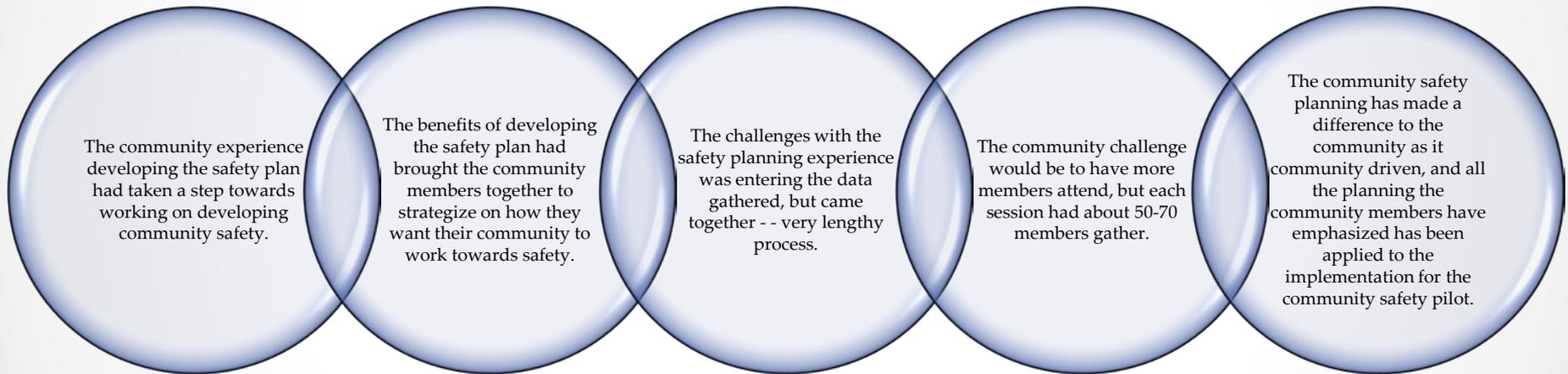


Gathered data from the Community Safety Planning:

Community Safety Needs/Problems

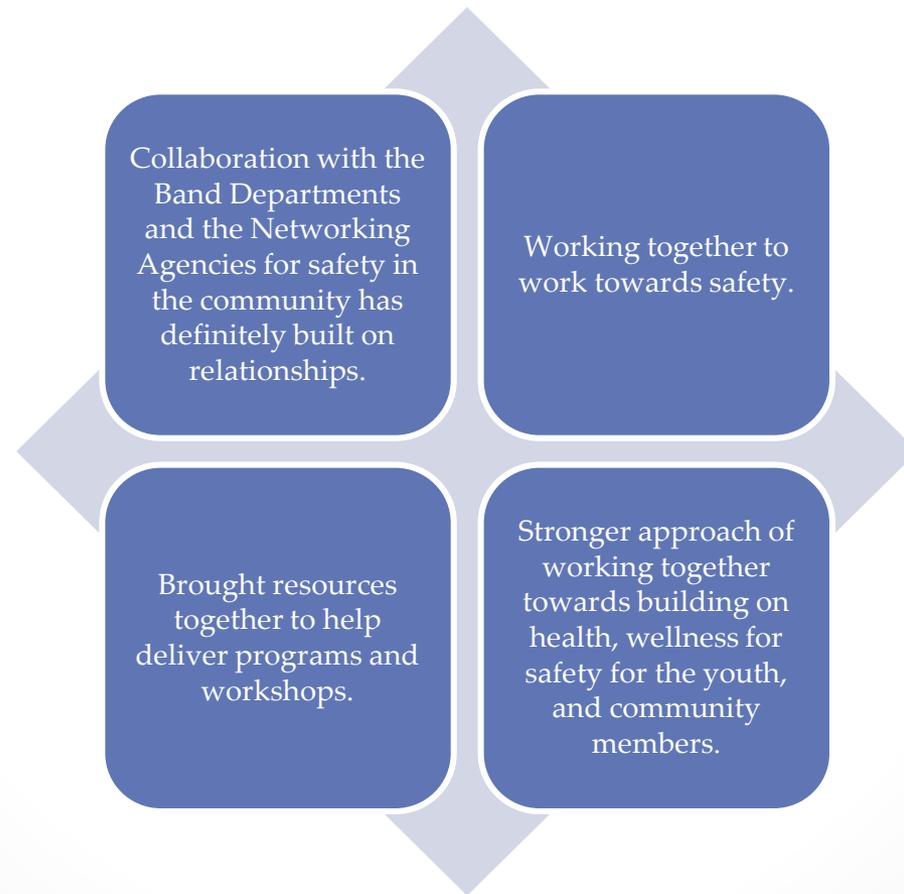
The Cowichan Tribes Community Safety plan describes the dire needs of the Cowichan Community and the required work to implement safety solutions within the community and the need to build strength where there are weaknesses around community safety.

Community's experience with developing the safety plan (e.g., what benefits and challenges did the community encounter during the planning process? What difference has having the plan made to the community?)



Experience with the Collaborative Approach pilot **Annex 10**

project?



Successes and challenges in implementing the safety plan?

Successes Implementing the Safety Plan?



- The attendance for programs and workshops are successful.
- Relationships between the youth and elders has become stronger.
- Knowledge from Elders is being transferred to youth and adults.
- Family building on safety for themselves, as a family and in the community.

Challenges implementing the safety plan?

- The need for an assistant to help the Community Safety Coordinator.
- Running programs in the summer months is challenging.

Cowichan Tribes, Community Safety

2012-2018