

2019 - 2023

UCCM APS Strategic Plan



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Community Based Research
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Acknowledgements

The UCCM Anishnaabe Police Service Commission and Staff are pleased to present its Strategic Plan for 2019 – 2021. The plan outlines our strategic goals and visions that have been identified to help the Police Service realize its full potential and better fulfill its mission to serve and protect the citizens of the First Nations communities on Manitoulin Island and Whitefish River.

By seeking input from all stakeholders, which included Police Service Staff and Commission and the First Nation communities, it provided an opportunity to take stock of our past successes and failures. This has helped to determine our visions and future goals in light of some of the challenges ahead, and to put forward strategies for our development in response to changing needs and community dynamics.

The UCCM Anishnaabe Police Service remains committed to its partnership in community wellness by providing proactive, culturally sensitive, and innovative service while respecting existing laws, customs, and traditions.

In Partnership



Peter Nahwegahbow
Chair, UCCM Police Commission



Rodney Nahwegahbow
Chief of Police

Introduction

The UCCM Anishnaabe Police Service (UCCM APS) provides policing services to six First Nation communities in the Manitoulin district. Every three to five years, the UCCM APS undergoes a strategic planning process that culminates in a plan for the next few years. Because the most recent strategic plan expired on March 31, 2018 the Police Commission sought to develop a new plan for the next three years. A comprehensive community engagement approach was taken for this planning process with input sought from staff, leadership, and community members. The purpose of this approach was to ensure that a broad cross-section of stakeholders had an opportunity to provide input into the strategic plan.

During the summer of 2018, interviews, focus groups, community sessions and an online survey were methods used to get input into this strategic plan (see Table 1 below for the schedule). The findings from that process were summarized in an *Interim Report*. Subsequently, a strategic planning session was held in Aundeck Omni Kaning First Nation on November 14, 2018. Stakeholders who were invited to the one-day session included: First Nation leadership (Chiefs), the UCCM APS Police Commission, and all UCCM APS staff including the Police Chief, sergeants, officers and administrative or civilian staff. Following this planning session a *Strategic Directions* report was prepared and presented to the Police Commission on December 14, 2018. Further development of a specific action plan was requested and two planning sessions took place on January 9 and 16, 2019 and included the Chair of the Police Commission, the Chief of Police, the Human Resources and Finance Coordinator, two Sergeants, a representative from the Police Association, and the Executive Assistant.

This report summarizes the key issues discussed throughout the entire planning process and provides an action plan for the next three years.

Table 1: Schedule of interviews, focus groups and community sessions

Date	Group	# of participants
June 20, 2019	Officers	5
June 20, 2019	Civilian staff	6
June 26, 2019	UCCMM Justice Program	9
June 26, 2019	Officers	6
June 26, 2019	Police Commission Chair	1
June 26, 2019	Offender Transport Unit	2
July 4, 2019	Chief of Police	1
July 4, 2019	Sergeants	2
July 4, 2019	Dennis Blake	1
July 10, 2019	Zhiibaahaasing	3
July 10, 2019	Police Commission	4
July 11, 2019	Aundeck Omni Kaning	13
July 16, 2019	Sheguiandah	18
August 1, 2019	Whitefish River	10
August 8, 2019	Sheshegwaning	30
Aug. 13 – Sept. 17, 2019	On-line survey	44

Background

Policing in First Nation communities has gone through many iterations. Traditionally, in Anishnaabe communities, members of the bear clan were tasked with protecting the community. As James Dumont (1993) wrote in his submission to the Royal Commission on Aboriginal Peoples:

“Where each clan holds as its responsibility the behaviour and good order of its own clan members, when such behaviour cannot be managed within the clans themselves, it becomes the responsibility of the Guardian Clan – in the clan system this responsibility falls to the Bear Clan.” (pg. 82).

The clan system was severely eroded through the process of colonization with the imposition of the reserve system and the introduction of the *Indian Act* in 1876. Although the First Nation communities on Manitoulin Island no longer govern themselves according to the clan system, traditional values remain important. In fact, the Seven Grandfather Teachings have been formally adopted by the UCCM APS as guidelines for behaviour. Following these teachings are important for maintaining good relationships, peace and order (Dumont, 1993).

Under the *British North America Act* in 1867, ‘Indians’ became a federal responsibility. This meant that law enforcement on reserves fell to the Royal Canadian Mounted Police (RCMP). First Nations people in Canada have had a traumatic history with external law enforcement as it was the RCMP who removed First Nations children from their families and took them to the residential schools and it was the RCMP who enforced the pass system so that no one could leave the reserve without permission. This has resulted in a strong distrust of law enforcement among First Nations people (Brine, 2015).

Due to several Supreme Court decisions in the 1960s and 1970s, the RCMP began withdrawing from policing reserves leaving a huge gap in law enforcement (Lithopoulos & Ruddell, 2013). The Indian Special Constable Program was an attempt to fill this gap and deployed Indigenous officers onto reserves in the late 1970’s. The next phase of First Nations policing developed as a result of tri-partite policing agreements in Canada signed between First Nations, the federal government and provincial governments (DIAND, 1982). On Manitoulin Island, policing services were provided either directly from the Ontario Provincial Police (OPP) or through the OPP First Nations Policing Program. A federal review of policing on reserves as well as numerous provincial inquiries, which made recommendations to improve policing on reserves, resulted in the First Nations Policing Program that was introduced in 1992.

The first tripartite agreement under the First Nations Policing Program was signed by the UCCM Tribal Council in October 1995 with 52% of the funding coming from the federal government and 48% from the provincial government. Under the current agreement, the UCCM APS is funded to:

“Provide effective, efficient, and culturally appropriate policing services in a manner consistent with Anishnaabe values, languages, traditions, customs, and culture throughout the U.C.C.M. Anishnaabe Police Service Area.”

Although it's a relatively 'young' police service, the UCCM APS has developed rapidly during its 23 years. In addition to the challenges of providing police services to six diverse First Nation communities that are spread out geographically, the UCCM APS must also contend with external pressures such as trying to negotiate better terms under the tripartite agreements, considering how the new provincial legislation (*Safer Ontario Act, 2018*) will impact services, and with Human Rights cases.

Understanding of the Vision Statement

During the engagement process it was found that there were different understandings of the phrases within the organization's vision statement. The UCCM APS vision statement is:

The UCCM Anishnaabe Police will partner in community wellness by providing proactive, culturally sensitive, and innovative service while respecting existing laws, customs, and traditions.

In order to build a common understanding of four of the phrases within the Vision Statement, participants were asked to define each phrase on their own and then share them with the group.

Community Wellness

Based on common themes shared during the community engagement process, community wellness could be defined as:

Healthy community members who respect one another and work together to support living a good life (mino bimaadziwin) in a safe community.

Further, the role of the UCCM APS in community wellness was commonly understood as:

Building positive relationships with community members and ensuring community safety.

Proactive Policing

When asked to define what proactive policing is, the common themes have been summarized into the following statement:

Building positive relationships with community members through participation in community events and establishing a visible presence throughout the community thereby deterring crime.

Excellent suggestions were provided on how to measure proactive policing including:

- 1) Tracking positive feedback from the public ie. increase in letters of commendation
- 2) Tracking participation in community events by all officers (not just the CSO)
- 3) Number of patrols, RIDE checks, and speeding checks
- 4) Reduction in complaints
- 5) Reduction in calls/occurrences
- 6) Reduction in warnings
- 7) Reduction in charges
- 8) Community satisfaction surveys
- 9) Program evaluation and follow-up with participants
- 10) Number of referrals to other organizations

Cultural Sensitivity

Based on the common themes shared by participants a definition of cultural sensitivity could be:

Understanding and respecting Anishnaabe beliefs, values, traditions, customs, and practices.

Many participants suggested that this should be done through education sessions that focus on Anishnaabe history, language and culture and the impacts of colonization on the UCCMM communities.

Existing law, customs and traditions

Most participants made the distinction between federal/provincial statutes and First Nation by-laws and Anishnaabe laws based on customs and traditions. The challenge is that Anishnaabe laws are not written down.

Recommendation to revise the Vision Statement:

The Police Commission could consider revising the Vision Statement to reflect the current terminology of 'cultural safety' and to reflect the distinction between the different types of laws. Suggested wording for the Vision Statement:

"The UCCM Anishnaabe Police will partner in community wellness by providing proactive, culturally **responsive, and innovative service while **enforcing federal and provincial laws and respecting Anishnaabe laws.**"**

See Table 2 for the distinctions in the terminology on culture.

Table 2: Differences between cultural sensitivity and related concepts¹:

Cultural awareness	An attitude that includes awareness about differences between cultures
Cultural sensitivity	An attitude that recognizes the differences between cultures and that these differences are important to acknowledge
Cultural competency	An approach that focuses on practitioners attaining skills, knowledge and attitudes to work in more effective and respectful ways
Cultural safety	An approach that considers how social and historical contexts, as well as structural and impersonal power interpersonal power imbalances, shape health and health care experiences. Practitioners are self-reflective/self-aware with regards to their position of power and the impact of this role in relation to patients. “Safety” is defined by how those who receive the service, not those who provide it.
Culturally responsive	The ability to learn from and relate respectfully with people of your own culture as well as those from other cultures

Strengths of the UCCM Anishnaabe Police Service

While this type of process tends to focus on deficiencies, there was a general feeling of satisfaction with and appreciation for the UCCM APS. During the community engagement sessions and in the on-line survey, community members described what they observed as strengths including:

- Having Anishnaabe police officers
- Officers have the same training as the OPP
- Officers who understand the history and culture of Anishnaabe
- Dedicated and compassionate police officers
- Police officers are approachable and courteous
- Training opportunities for staff
- Partnerships with OPP and Wikwemikong Police Service
- Part of the Maamwi Naadmadaa group
- Strong administrative team
- Programs like Walking the Path, Bike Safety, Stuff the Cruiser, fish fry

¹ Ward, C., Branch, C., & Fridkin, A. (2016). What is Indigenous cultural safety – and why should I care about it? *Visions*, 11(4), 29-32.

External Constraints Affecting the UCCM APS

The strategic action plan for the UCCM APS takes into consideration the external constraints facing the organization. The UCCM APS is a First Nations Policing Program that is funded under a tripartite agreement with 52% of the funding coming from the federal government and 48% from the provincial government. Under the current agreement, the UCCM APS is funded to:

“Provide effective, efficient, and culturally appropriate policing services in a manner consistent with Anishnaabe values, languages, traditions, customs, and culture throughout the U.C.C.M. Anishnaabe Police Service Area.”

In addition to the challenges of providing police services to six diverse First Nation communities that are spread out geographically, the UCCM APS must also contend with external pressures. These external constraints have an impact on how the UCCM APS is resourced, governed and managed. The external constraints result from systemic problems with the First Nations Police Program that have been identified in several reports². The challenges are as follows:

- Political vulnerability
- Agreements are presented to the First Nations with no room for negotiations
- Short-term 5-year agreements are inefficient and detract focus from issues. In comparison, provincial police agreements are generally 20 years.
- Inadequate, short-term funding
- Limited budget results in lower salary and advancement opportunities
- Lack of legislative framework to regulate First Nation police services and to appoint their own police officers
- Consideration of impacts of new provincial legislation (*Safer Ontario Act*, 2018)
- Population increase in First Nations
- High rates of unsolvable social issues
- High crime rates
- Demands that exceed the organizations ability to respond

External issues constrain which issues can be addressed in the strategic action plan.

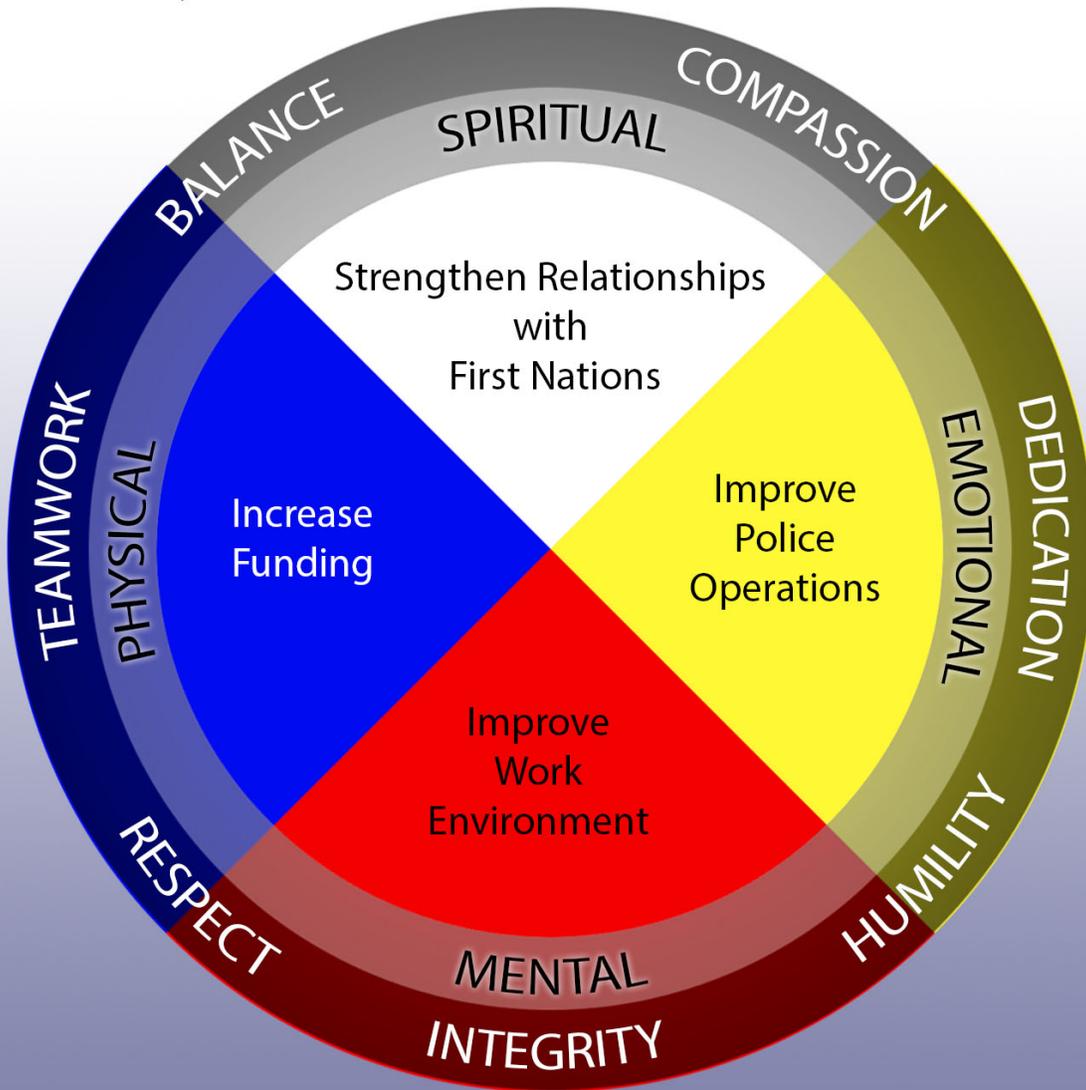
² Evaluation Directorate, Public Safety Canada. (2010) 2009-2010 Evaluation of the First Nations Policing Program. Available at: <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/vltn-frst-ntns-plcng-2009-10/index-en.aspx>

Kiedrowski, J., Jones, N. A., & Ruddell, R. (2017). ‘Set up to fail?’ An analysis of self-administered indigenous police services in Canada. *Police Practice and Research*, 18(6), 584-598.

Office of the Auditor General of Canada. (2014). 2014 Spring Report of the Auditor General of Canada. Chapter 5 – First Nations Policing Program – Public Safety Program. Available at: http://www.oag-bvg.gc.ca/internet/English/parl_oag_201405_05_e_39336.html



2019 - 2023 Strategic Directions



Summary of Strategic Directions for 2019 – 2023

Strategic Direction: Strengthen relationships with First Nations

- Goal 1: Gain political support
- Goal 2: Governance – Police Commission
- Goal 3: Respond to First Nation by-laws
- Goal 4: Strengthen linkage with UCCMM Justice Program
- Goal 5: Strengthen linkages with community programs

Strategic Direction: Improve police operations

- Goal 1: Enhance drug enforcement
- Goal 2: Reduce response times
- Goal 3: Reduce follow-up time
- Goal 4: Conduct more RIDE programs
- Goal 5: Reduce speeding in the communities
- Goal 6: Cultivate proactive policing
- Goal 7: Conduct cultural training for all staff

Strategic Direction: Improve work environment

- Goal 1: Improve staff morale
- Goal 2: Strengthen leadership
- Goal 3: Improve internal communications
- Goal 4: Policies and procedures development
- Goal 5: Support the development of a Police Association³

Strategic Direction: Increase funding⁴

- Goal 1: More officers and administrative staff
- Goal 2: Building expansion
- Goal 3: Computer infrastructure to support technology

³ Police Associations are independent organizations that are led by police officers and work on behalf of police officers. The development of a police association is included in this report as it was an issue identified during the engagement phase and in the planning session. The UCCM APS recognizes and supports the autonomy of the Police Association to continue its own development and develop its own action plan.

⁴ Specific action plans to address increasing funding were not developed as funding is severely constrained by the tri-partite agreement. However, it is included in this summary to demonstrate that there is a need for additional funding to address staffing, space needs and technology needs.

Strategic Direction: Strengthen relationships with First Nations

Activities	Person(s) responsible	Resources needed	Timeframe	Expected outcome (measurable)
Goal 1: Gain political support				
Meet with Chiefs and Councils to provide updates and inform new C&Cs about the scope of services	Chief of Police and respective Commission Member	Time	Annually	Fewer complaint calls and more calls for service
Communicate with C&Cs about the importance of having a representative on the Police Commission	Chair of the Police Commission	Time	Following elections	Full complement of representatives on the Police Commission
Community members to be informed about the incident reporting process	CSO, Social Navigator	Time	Ongoing	Fewer calls to Chief of Police to report incidents
Goal 2: Governance – Police Commission				
Formalize orientation for new Commission members	Director of Corporate Services, Commission & Executive Assistant		31/12/2019	Updated manual and plan
Training in police commission governance	Director of Corporate Services & Executive Assistant Chair	Identify free resources	31/12/2019	Training plan developed
Goal 3: Respond to First Nation by-laws				
Prepare an information letter on First Nation by-laws and share with the Chiefs	Chief of Police & Commission		31/01/2019	Letter is distributed to Chiefs and to all police officers
Goal 4: Strengthen linkage with UCCMM Justice Program				
Meeting to share information and to identify ways to work together effectively	Sergeants		30/06/2019	Establish regular meeting schedule

Activities	Person(s) responsible	Resources needed	Timeframe	Expected outcome (measurable)
Pre-charge diversion meetings	Sergeants		Monthly	Decrease in charges
Goal 5: Strengthen linkages with community programs				
Meetings with Health & Social Services Directors to identify partnership opportunities	CSO & Social Navigator		31/01/2019	Annual workplan with activities in each community

Strategic Direction: Improve police operations

Activities	Person(s) responsible	Resources needed	Timeframe	Expected outcome (measurable)
Goal 1: Enhance drug enforcement				
Use Highway Traffic Act and Controlled Drugs and Substances Act to intercept drugs	Sergeants		Ongoing	Increased drug charges; decreased trafficking
Submit application for funding for undercover projects	Chief of Police, Director of Corporate Services		Based on availability	Additional funding for undercover drug projects
Lunch and learn drug information sessions for officers	Sergeants & administrative assistant	Presenters, refreshments	Quarterly	Increased knowledge on current legislation
Community education sessions on drugs	CSO & drug officer	Refreshments	Once per year in each school and in each community	Students gain increased knowledge on impacts of drug use
Goal 2: Reduce response times				
Better communication with complainant to ensure they are aware of police officers ETA	Officers	Tracked in NICHE	Ongoing	Fewer complaints about response times

Activities	Person(s) responsible	Resources needed	Timeframe	Expected outcome (measurable)
Track response times taking into consideration distances needed to travel	Sergeants	GPS information obtained by the COP & Director of Corporate Services	Annually	Identify areas for improvement
Open satellite offices in remote communities to minimize travel time	Commission & Chief of Police	Office space, possible funding to pay for office space	30/04/2019	Increased police presence in west end communities
Goal 3: Reduce follow-up time				
Update NICHE in a timely manner	Officers		On-going	
Ensure follow-up is completed with complainant within 7 days	Sergeants & Officers		Monthly check on randomly selected files of each officer	Fewer complaints about follow-up
Educate public on priority sequence of investigations	CSO		Annually	Fewer complaints about follow-up
Goal 4: Conduct more RIDE programs				
Supervisors to develop a schedule so that RIDE occurs regularly	Sergeants		Monthly	Four RIDE checks per month
Media report following RIDE blitzes	CSO/media relations		Monthly	More drivers checked and fewer DUI charges

Activities	Person(s) responsible	Resources needed	Timeframe	Expected outcome (measurable)
Goal 5: Reduce speeding in the communities				
Permanent speed signs in every community	Commission, Chief of Police, Director of Corporate Services	Private sponsor	30/06/2020	Decrease in speeding within communities
Set quota for speeding tickets	Sergeants		Starting 01/04/2019	At least one speeding ticket issued by each officer per week
Inform Commission and C&Cs about MTO traffic sign regulations and speeding enforcement	Chief of Police			Regulation speed limit signs in communities that are enforceable under the HTA
Goal 6: Cultivate Proactive Policing				
Officers to drop in at community events and report in NICHE	Officers/Sergeants		Ongoing	Increase positive police presence in communities
Patrols in areas that historically have crime	Officers/Sergeants		Ongoing	Crime deterrence
Report on community engagement	CSO/media relations		Quarterly/ Annually	Increase community awareness

Activities	Person(s) responsible	Resources needed	Timeframe	Expected outcome (measurable)
Goal 7: Conduct cultural safety training for all staff				
Development of Culturally Safe Organization definition and standard.	Commission, Chief of Police		31/05/2019	Definition is passed and part of corporate policy statements
Schedule cultural safety training sessions that all staff must participate in	Director of Corporate Services, Human Resource and Finance Coordinator		Bi-Annually	Provision of culturally safe services

Activities	Person(s) responsible	Resources needed	Timeframe	Expected outcome (measurable)
Offer cultural awareness activities that are optional for staff to participate in	Director of Corporate Services, Human Resource and Finance Coordinator		Monthly	Increase cultural awareness and practice

Strategic Direction: Improve work environment

Activities	Person(s) responsible	Resources needed	Timeframe	Expected outcome (measurable)
Goal 1: Improve staff morale				
Workplace conflicts should be dealt with in a timely and consistent manner according to the Code of Conduct in the Policies and Procedures.	Supervisors		Ongoing	Improved staff morale
Recognition of accomplishments and years of service	Supervisors, Human Resources		Ongoing & annually	Verbal and written recognition; Years of Service awards at AGM; and In-Service Awards program created.
Team building activities	Supervisors and Human Resources		Annually	Improved staff morale
Team fitness challenges/shift challenges	All staff		Ongoing	Improved fitness
Conflict resolution training/Development of Psychologically Safe Workplace	Human Resources		30/06/2019	Fewer conflicts
Office emails should not indicate that staff are off sick but more generally that they are “off” – Schedule to reflect same.	Supervisors/All staff		Ongoing	The privacy of staff is protected.

Activities	Person(s) responsible	Resources needed	Timeframe	Expected outcome (measurable)
Goal 2: Strengthen leadership				
Operational decisions should include rationale for decisions in email	Chief of Police & Supervisors		Ongoing	Understanding and buy-in from all staff
Fair and consistent treatment of all staff – follow Code of Conduct and ensure all staff are abiding by it.	Supervisors		Ongoing	Staff feel that they're being treated fairly
Work should be distributed equally	Supervisors		Ongoing	Review workload in NICHE and distribute if needed to ensure follow up completed.
Create a psychologically safe place for staff to express concerns without fear of reprisal	Chief of Police and Supervisors		Ongoing	Meetings should be begin with a reminder to be respectful & positive

Activities	Person(s) Responsible	Resources needed	Timeframe	Expected outcome (measurable)
Goal 3: Improve internal communications				
All staff to receive media release prior to public distribution	Chief of Police/CSO/Media Relations	Email	Ongoing	Increase awareness among staff of new developments
Use social media ie. Wanted Wednesday	HR & Finance Coordinator in conjunction with Records Administrator		Immediately /ongoing	Increase public awareness of police activities
Re-establish major case management bulletin board in crime unit office and update weekly	Sergeant		Weekly	All officers are aware of the status of major cases
Slow down the media/information screen in officer's area	Social Navigator		Immediately	Put 4 slides of the same information. Reduce amount of text in each slide

Activities	Person(s) Responsible	Resources needed	Timeframe	Expected outcome (measurable)
Mandatory staff meetings	Chief of Police		Quarterly	All staff have the opportunity to be informed about new developments and to ask questions
Follow-up reports from Social Navigator & CSO of activities and event updates	Social Navigator & CSO		Quarterly	Monthly calendar of activities
Goal 4: Policies and procedures development				
Update Police Orders	Chief of Police & Supervisors		31/01/2019	Officers have up-to-date information
Establish committee of officers to provide input into policies	Chief of Police/Sergeants			Greater understanding and buy-in from officers
Develop a workplace harassment policy	Consultants/Commission/Director of Corporate Services		Reviewed annually to ensure updated policies and procedures.	Create a safe and respectful work environment for all
Internal job postings should follow recruitment policies	HR			Fair promotion and hiring practices