



The National Inquiry into Missing and Murdered Indigenous Women and Girls



Institutional Hearing – Police Practices and Policies
Recruitment, Training and Policing in Indigenous
Communities Panel – June 25-26, 2018

Overview of the Testimony of Commissioner Brenda Lucki



A. Overview of the Delivery of Policing Services

1. Role and Mandate of the Royal Canadian Mounted Police

The Royal Canadian Mounted Police (the RCMP) is Canada's national police service. The RCMP's mandate, as outlined in section 18 of the *Royal Canadian Mounted Police Act*, is multi-faceted. It includes preventing and investigating crime; maintaining peace and order; enforcing laws; contributing to national security; ensuring the safety of state officials; visiting officials and foreign missions; and providing operational support services to other police and law enforcement agencies within Canada and abroad.

The RCMP is unique in the world since it is a national, federal, provincial and municipal policing body. It provides total federal policing services to all Canadians and policing services under contract to the three territories, eight provinces (except Ontario and Quebec), more than 150 municipalities, over 600 Indigenous communities and to three international airports.

2. Strategic Priorities

The RCMP has five strategic priorities:

1. *Serious and organized crime* – reducing the threat and impact of serious and organized crime;
2. *National security* – effectively responding to threats to the security of Canada;
3. *Economic integrity* – contributing to the confidence in Canada's economic integrity;
4. *Indigenous communities* – contributing to safer and healthier Indigenous communities; and,
5. *Youth* – preventing and reducing youth involvement in crime, both as victims and offenders.

3. Bias-Free Policing

Bias-free policing is a fundamental principle that governs the RCMP's delivery of policing services, as well as employment practices. All operational and administrative directives must comply with bias-free policing.

The *Bias-Free Policing Policy* was developed by the RCMP in 2006 to define bias-free policing and outline the roles and responsibilities involved. Pursuant to the policy, police officers must provide equitable policing services to all people, while respecting diversity. More particularly, the policy defines bias-free policing as "the equitable treatment of all persons by all RCMP employees in the performance of their duties, in accordance with the law and without abusing their authority regardless of an individual's race, national or



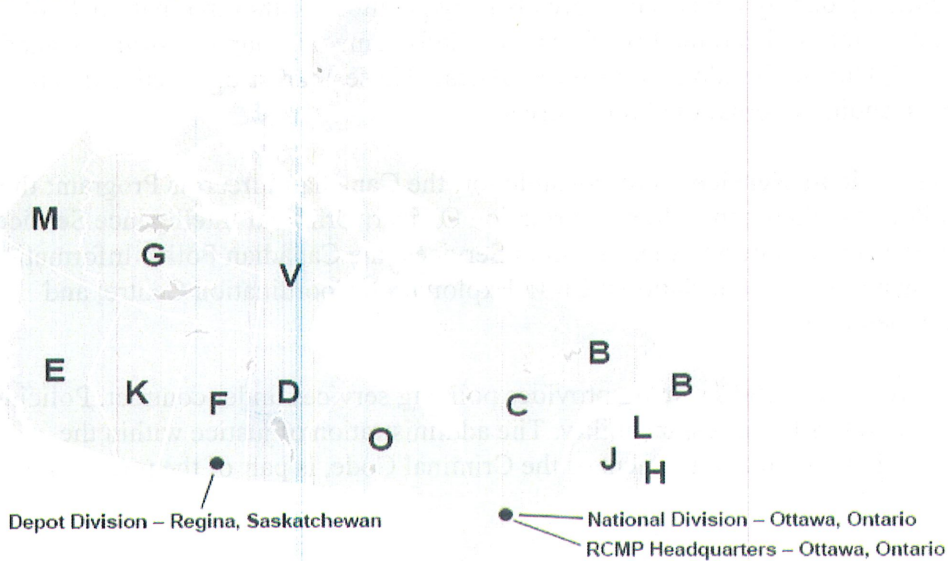
ethnic origin, colour, religion, gender, sexual orientation, marital status, age, mental or physical disability, citizenship, family status, socio-economic status, or a conviction for which a pardon has been granted”.

Bias-free policing must also be reflected in all employee relationships, as well as in recruitment and hiring, cadet field training and in-service training.

4. Organizational Structure

The RCMP is part of the Portfolio of the Minister of Public Safety and Emergency Preparedness. Its departmental head is the Commissioner. At National Headquarters, a Deputy Commissioner is responsible for each of the operational business lines (Federal Policing; Specialized Policing Services; and Contract and Aboriginal Policing), and another Deputy Commissioner or civilian equivalent for Human Resources, Strategic Policy and Planning, Professional Responsibility Sector, and Corporate Management and Comptrollership. There is also a Deputy Commissioner in British Columbia and in Alberta. The Commanding Officers in the other Divisions are at the rank of Assistant Commissioner or Chief Superintendent.

The RCMP is comprised of approximately 30,000 employees, of whom about 19,000 are police officers, referred to as “Regular Members” or “Members.” Employees of the RCMP are spread out in 16 divisions across Canada. Each province and territory has its own division which is delineated by a letter of the alphabet. Additionally, there is a separate division for: Depot, the RCMP training centre in Regina, Saskatchewan; National Division, which is located in Ottawa, Ontario; and National Headquarters, also located in Ottawa.



***Divisions and Locations***

HQ - Headquarters, Ottawa, Ontario
National Division - Ottawa, Ontario
Depot Division – Regina, Saskatchewan
B - St. John's, Newfoundland
C - Montreal, Quebec
D - Winnipeg, Manitoba
E - Surrey, British Columbia
F - Regina, Saskatchewan
G - Yellowknife, Northwest Territories
H - Halifax, Nova Scotia
J - Fredericton, New Brunswick
K - Edmonton, Alberta
L - Charlottetown, Prince Edward Island
M - Whitehorse, Yukon Territory
O - London, Ontario
V - Iqaluit, Nunavut

5. Business Lines

RCMP National Headquarters has three operational business lines: Federal Policing; Specialized Policing Services; and Contract and Aboriginal Policing.

Federal Policing is responsible for: Federal and International Operations; National Security Criminal Investigations; and Protective Policing. The RCMP operates internationally with liaison officers stationed in 30 countries, in peace keeping and capacity building deployments. There are also key positions within international policing bodies, such as Interpol and the Five Eyes Law Enforcement Group (Australia, Canada, New Zealand, United Kingdom and United States). These address criminal and cyber threats transcending international boundaries.

Specialized Policing Services is responsible for: the Canadian Firearms Program; the Canadian Police College; the Chief Information Officer; Criminal Intelligence Service Canada; Forensic Science and Identification Services; the Canadian Police Information Centre, known as CPIC; the National Child Exploitation Coordination Centre; and Technical Operations.

Contract and Aboriginal Policing provides policing services under contract. Policing is a provincial and territorial responsibility. The administration of justice within the provinces, including the enforcement of the Criminal Code, is part of the power and duty



delegated to provincial and territorial governments.¹ Thus, each jurisdiction decides how it wishes to institute policing services.

There are also five additional corporate business lines that provide essential support to the RCMP's operational activities: Audit and Evaluation; Corporate Management and Comptrollership; Human Resources; the Professional Responsibility Sector; and, the Strategic Policy and Planning Directorate.

6. Contract and Aboriginal Policing

For the purposes of the National Inquiry into Missing and Murdered Indigenous Women and Girls, Contract and Aboriginal Policing is the most relevant of the RCMP's operational business lines. The RCMP polices through the services of approximately 700 detachments, comprising 65% of the RCMP's operational workforce. The RCMP accounts for approximately 25% of Canadian police officers and polices 22% of the Canadian population and 78% of the Canadian land mass.

Through contract policing, most RCMP Regular Members acquire hands-on policing and investigative skills that serve them throughout their careers. The RCMP does have offices in Ontario and Quebec, but they are primarily focused on federal policing, with crime prevention and Indigenous liaison officers as well.

Contract policing accounts for 70% of the RCMP's operational capacity and 58% of its financial resources. The annual RCMP operating budget is approximately \$4.4 billion, of which about \$2.5 billion is directed to contract policing.

Through contract policing, a federal policing presence is maintained across the country. Contract policing members are deployable across jurisdictions when required and called upon to assist in major investigations, emergencies, and national or major events that are beyond the policing capacity of a province, territory, or municipality to address alone.

Contract policing allows for the seamless sharing of information and cooperation among all levels of policing. As Canada's national police force, the RCMP maintains national standards and policies across contract policing jurisdictions.

¹ Intergovernmental Affairs. The Constitutional Distribution of Legislative Powers:
<https://www.canada.ca/en/intergovernmental-affairs/services/federation/distribution-legislative-powers.html>



6.1 National Aboriginal Policing Services

As a strategic priority, the RCMP is committed to contributing to the health and safety of Indigenous communities. Policing Services for Indigenous communities across Canada is delivered through the National Aboriginal Policing Services (NAPS).

NAPS is responsible for planning, developing and managing the organization's Indigenous strategies and initiatives. In doing so, NAPS undertakes the following activities:

- Developing and evaluating practical and culturally competent policing services that are acceptable to Indigenous people;
- Consulting with Indigenous organizations to ensure policies and programs reflect their needs;
- Promoting and encouraging the recruitment of Indigenous people within the RCMP;
- Developing and delivering proactive and preventative programs specific to Indigenous communities;
- Promoting and using alternative/community justice initiatives for Indigenous people; and
- Using social development initiatives to build community capacity to prevent crime.

Community crime prevention strategies contribute to healthy and safe Indigenous communities. Through social development, ongoing delivery of culturally competent policing services and continual consultation, these collaborative efforts help the RCMP meet the needs of the community.

6.2 Police Service Agreements

The RCMP contracts policing services to jurisdictions under Police Service Agreements. The agreements are between Public Safety Canada and the provinces/territories and municipalities; the RCMP is the service provider and is not a signatory to the agreements. The agreements are for twenty years in duration (currently from 2012 to 2032) with a provision for a two-year notice of termination.

Police Service Agreements outline the duties and responsibilities of the RCMP in financial, operational and administrative areas within the provisions of provincial and municipal policing services. Provinces and municipalities establish the level of resources, budget and policing priorities in consultation with the RCMP. The RCMP is responsible for delivering on the policing priorities within the established budget.



The Police Service Agreements are based on a modernized relationship that includes strengthened accountability and governance, enhanced reporting, and meaningful consultation. The costs are shared: at the provincial/territorial level, provinces and territories pay 70% of RCMP costs, while the federal government pays 30%. Municipal agreements are based on different cost share formulas, depending on population size.

The Police Service Agreements address items such as authorities and responsibilities, guidelines for deployments, determination of policing priorities and budgets, and financial responsibilities.

7. Limited Duration and Isolated Posts

The province, in consultation with the RCMP, determines locations considered Limited Duration Posts. Each location will have a recommended tenure, generally between one and three years in duration. Isolated posts are determined by the federal Treasury Board. Isolated posts are found in all provinces and territories except “H”, “J” and “L” Division. Limited Duration Posts are found in “B”, “D”, “E”, “G”, “K”, “M”, “V” and National Divisions.

Limited Duration and Isolated Posts are established by assessing a number of factors:

- *Location:* The distance of the post from major centres;
- *Access:* The means of travel that must be used to gain access to communities having more goods, facilities, and services;
- *Population:* The relative size of the population in which a post is located;
- *Post Size:* The number of police personnel at the post, and the impact of that number on local working conditions;
- *Lack of Amenities:* The availability/lack of shopping, entertainment, and recreational facilities at or near the post;
- *Educational Facilities:* The availability of educational facilities to the families of Regular Members;
- *Medical Facilities:* The availability of medical facilities to the families of Regular Members; and
- *Quality of Life:* The general quality of life for Regular Members at the post in relation to other communities in the division.

Before being assigned, a Regular Member who serves in a remote location normally signs a pre-posting agreement. This agreement provides those who have completed their posting commitment in these locations a transfer out, according to the Regular Member's preferences and the RCMP's operational requirements. Conversely, many Regular Members enjoy these postings and request extensions to their assignments. Such approval requires mutual consent among the line officer, divisional human resources advisors and



the Regular Member. Many factors can influence these extensions, such as the Regular Member's performance, wellness, career development, and operational requirements.

8. The Importance of Collaboration and Partnerships

The RCMP is committed to achieving reconciliation with Indigenous Peoples through a renewed relationship built on recognition of rights, respect, cooperation and partnership. Through collaboration and partnerships with Indigenous organizations, police services, communities and Indigenous Peoples, the RCMP seeks to improve and enhance the delivery of culturally competent police services across the country.²

8.1 National Indigenous Organizations

For many years, the RCMP has had regular meetings with National Indigenous Organizations (NIOs) to maintain solid working relationships. More recently, in 2015 a formal committee called **The National Indigenous Advisory Committee** was established to provide the RCMP with advice and cultural perspective on how RCMP programs and services can be improved to support Indigenous people, with an emphasis on women and families who are working to end violence in their lives. This committee meets three to four times annually. The participating organizations include: the Assembly of First Nations (AFN), Native Women's Association of Canada (NWAC), the Congress of Aboriginal Peoples, Pauktuutit Inuit Women of Canada, Inuit Tapiriit Kanatami, the Métis National Council, the National Association of Friendship Centres, Women of the Métis Nation, and the First Nations Chiefs of Police.

The RCMP and NIOs have collaborated on a variety of joint initiatives. For instance:

- The RCMP worked with NWAC to share data between agencies on cases of missing and/or murdered Indigenous women where a police report was not made.
- The RCMP and NWAC focused on hitchhiking safety in a poster campaign. Interventions involved billboards and workshops aimed at educating Indigenous youth on the dangers of hitchhiking.
- The RCMP partnered with NWAC and AFN on a series of posters. Their purpose is to encourage victims of family violence to report incidents to police, encourage people to report cases of missing persons without delay, and to highlight that every detail associated with a missing person is important and should be reported.

² For some examples of Community Outreach and Partnership Initiatives see: *RCMP Members Employment Equity Annual Report 2016-2017*, September 2017, pp 25-28; *Working Together to End Violence Against Indigenous Women and Girls - National Scan of RCMP Initiatives*, May 2017, <http://www.rcmp-grc.gc.ca/en/working-together-end-violence-indigenous-women-and-girls-national-scan-rcmp-initiatives-may-2017>



In 2017, the RCMP created a new position at the executive level to liaise with the NIOs. The newly created position is called the **RCMP Liaison – National Indigenous Organizations** and is responsible for regular ongoing communication and relationship building with NIOs. The Liaison is also responsible for establishing and maintaining relations with other key partners, such as divisional colleagues and federal, provincial and territorial governments to collaborate on the advancement of public safety and security strategies that impact Indigenous peoples.

8.2 National and Divisional Indigenous Advisory Committees

Pursuant to the RCMP's Aboriginal Policing Policy, the **Commissioner's National Aboriginal Advisory Committee** was formed in 1990 to provide strategic advice and cultural perspective on matters pertaining to the delivery of Indigenous policing services. The Commissioner meets with the committee bi-annually. The Committee is comprised of approximately 13 members. Where possible, there is a member from each of the provinces/territories and reflects the diversity of Indigenous communities. Membership is normally for a period of four years.

Additionally, in each Division there is a **Commanding Officer's Aboriginal Advisory Committee** comprised of individuals from the Indigenous communities ie: elders, women, youth and band, hamlet or community councils. The purpose of these committees is to improve dialogue and social interaction between the police and the Indigenous communities through a formal communication structure. Issues and challenges specific to the communities are discussed and a collaborative effort towards resolution is achieved.

In the spirit of reconciliation and in response to the Truth and Reconciliation Commission of Canada's Calls to Action, the **Circle of Change Advisory Committee**, was created in 2015. The committee's mandate is to provide advice and guidance to the RCMP on resources, policies, training, police tools and communication to better enable the RCMP to investigate, prevent and address violence against Indigenous women and girls. Circle of Change members include Indigenous leaders, subject matter experts (ie: health, education, social service) and advocates. To date, the committee has provided valuable guidance on different issues, including the development of a Family Guide for Families of Missing Persons and Homicide Victims and the Missing Persons policy, forms and training. As an example, based on the committee's input on the RCMP's new Missing Persons Investigations, training now includes a module on Missing Indigenous Persons that examines specific Indigenous issues relevant to conducting investigations.



8.3 Agreements and Protocols

The RCMP has numerous agreements, protocols and Memorandums of Understandings (MOUs) with Indigenous organizations, at national, regional and local levels, as well as Indigenous communities and leadership and First Nations Police Forces. For example:

- **2016 Relationship Building Protocol between the RCMP and the AFN** - To promote relationship-building and cooperation in policing matters, including developing strategies to facilitate healing and reconciliation, appropriate recruiting strategies for First Nations individuals and the continued development of cultural awareness training and actions to address the safety and security of Indigenous women and girls.³
- **2018 MOU between the RCMP and the Métis National Council and the Manitoba Métis Federation** - Whereby the RCMP commits to repatriate certain artifacts with documented ownership to the Métis people.
- **Divisional Agreements** - Some divisions have agreements with Indigenous organizations on certain cases or concerns, communication protocols and joint initiatives. Protocols and MOUs might be specific to violence against Indigenous women and girls, or be more general in nature. For example: MOUs with band councils and hamlets on the use of equipment for search and rescue operations, and with Victim Services on information sharing and service delivery.
- **Partnerships with MMIWG organizations** - At the national, divisional and detachment levels, the RCMP has partnerships with MMIWG organizations for policy or program review or evaluation, attending or organizing memorial vigils or other events, operational or investigative assistance, or awareness initiatives.
- **Agreements with First Nations Police Forces** – The RCMP works in partnership with various municipal and Indigenous police services in Major Crime investigations, such as homicides or suspicious missing person investigations. For example, Divisions have entered into various agreements with Indigenous police services regarding the First Nations Organized Crime Initiative.

8.4 Initiatives Related to Violence Against Indigenous Women and Girls

The RCMP conducts and participates in initiatives related to violence against Indigenous women and girls at the national, divisional and detachment level across Canada.⁴ There are three broad types of initiatives: (1) policing, investigations or the justice system, ie: Community Constable program; Inter-Agency Family Violence Coordination;

³ *Relationship Building Protocol Between the Assembly of First Nations and the Royal Canadian Mounted Police*, July 12, 2016, <http://www.afn.ca/uploads/files/afn-rcmp.pdf>

⁴ See: *Working Together to End Violence Against Indigenous Women and Girls - National Scan of RCMP Initiatives*, May 2017, <http://www.rcmp-grc.gc.ca/en/working-together-end-violence-indigenous-women-and-girls-national-scan-rcmp-initiatives-may-2017>



Investigative Units; and Métis Liaison Officers; (2) outreach and prevention activities – ie: Aboriginal Shield Program; Aboriginal Pre-Cadet Training Program; training, workshops and outreach to communities; and (3) special initiatives – ie: Family Violence Initiative funded projects; Indigenous specific shelters.

B. Recruitment and Retention

In 2017-18, 11,335 individuals applied to join the RCMP as a Regular Member. Only those who met the Force's selection requirements were invited to attend the RCMP's Cadet Training Program at the RCMP Academy (Depot) in Regina, Saskatchewan.

For fiscal year 2017-18, the troop gate⁵ was 36 troops of 32 Cadets (or 1,152 cadets in total), an increase of 5.8% from 1,088 Cadets in fiscal year 2016-17.

1. Recruitment and Retention of Indigenous Members

The RCMP remains committed to ensuring diversity across the organization. The recruitment and retention of Indigenous employees remains a priority. In fiscal year 2017-18, Indigenous applicants increased to 3.9%, with 3.1% of Cadets being Indigenous.

As of April 1, 2018, there were 1,495 Indigenous Regular Members, representing 7.8% of all Regular Members.⁶ There were also 3.9% (140) Civilian Members and 5.9% (428) indeterminate Public Service employees who are Indigenous. As of May 30, 2018, 40 of the Indigenous Regular Members indicated⁷ that they were Inuit⁸. There are Inuit Regular Members in "B", "D", "E", "F", "G", "H", "J", "K", "O", "T", "V", and National Divisions and at NHQ.⁹

⁵ A troop gate is the maximum number of troops planned for intake in a fiscal year.

⁶ The Indigenous population of Canada in 2016 was 1,673,785, accounting for 4.9% of the population. Statistics Canada. *Aboriginal Peoples in Canada: Key Results from the 2016 Census* (October 25, 2017): <https://www150.statcan.gc.ca/n1/daily-quotidien/171025/dq171025a-eng.htm>

⁷ Please note that even if someone self-identified as Indigenous, they were not required to provide additional level of detail. A total of 6.1% of Regular Members (377 out of 1,447) who self-identified as Indigenous did not provide additional level of detail related to whether they were First Nations, Métis or Inuit.

⁸ This represents 0.21% of all Regular Members. The Inuit population of Canada in 2016 was 65,025, accounting for 0.18% of the population. Statistics Canada. *Aboriginal Peoples in Canada: Key Results from the 2016 Census* (October 25, 2017): <https://www150.statcan.gc.ca/n1/daily-quotidien/171025/dq171025a-eng.htm>

⁹ *Employment Equity Guidelines* prevent the RCMP from providing a breakdown by Division. When there are fewer than ten people in a given group, these counts cannot be provided.



Various RCMP programs and initiatives are aimed at targeting the recruitment of Indigenous Members. In addition, RCMP diversity and employment equity initiatives are important to both recruitment and retention of Indigenous Members.

1.1 Community Outreach

Community outreach is an important aspect of recruiting Indigenous individuals. In seeking potential candidates, RCMP recruiters integrate themselves into Indigenous communities to promote awareness, create interest, and offer information on a policing career, as well as the realities of police work. Youth engagement is very important to recruiting and venues for community presentations include junior and high schools and post-secondary career fairs. In addition, other recruitment opportunities within communities include participation at youth camps, school liaison programs, Powwows, and Treaty days.

Examples of specific activities that are aimed at promoting recruitment and increasing the representation of Indigenous RCMP Members include:¹⁰

- Career presentations which provide details on the recruiting process, including the requirements and expectations for applying and how to prepare for each stage;
- National Youth Leadership Workshop in which Indigenous youth attend a leadership workshop at Depot and identify community issues and work with an RCMP Member to develop and implement the program in their community;
- Workshops to prepare candidates for the RCMP's entrance exam;
- Hiring of Indigenous summer students in RCMP detachments;
- Presence at cultural events, such as: Nagar Kirtan Sikh Parade, Indigenous and Circum Polar Games; and,
- Working with the Aboriginal Policing Preparation Program at Saskatchewan Polytechnic and the Law Enforcement Preparation Program at Nicola Valley Institute of Technology.

1.2 Aboriginal Pre-Cadet Training Program

The Aboriginal Pre-Cadet Training Program (APTP) is a national program offering a real-life policing experience for Indigenous individuals between the ages of 19-29 who are considering a career in law enforcement.¹¹ The training program is held at Depot in

¹⁰ Other examples of recruitment and outreach activities can be found in *RCMP Members Employment Equity Annual Report 2016-17*, September 2017, pp 22-28; For a list of recruiting events currently offered see: <http://www.rcmp-grc.gc.ca/even/en/t/1/e?locale=en>

¹¹ *Working Together to End Violence Against Indigenous Women and Girls - National Scan of RCMP Initiatives*, May 2017, p 29 <http://www.rcmp-grc.gc.ca/en/working-together-end-violence-indigenous-women-and-girls-national-scan-rcmp-initiatives-may-2017>



Regina, Saskatchewan for three weeks. Learning focuses on collaborative problem-solving skills, applied police science, public speaking, cultural diversity and facilitating Safe Community Workshops in communities. Physical fitness and drills complement academic learning and provide exposure to team work and support for students.

Since its inception in 1994, 495 Indigenous candidates have graduated from APTP. Of those graduates, 52 individuals (10.5%) have become RCMP Regular Members and 22 are employed within the organization in other capacities.

After successful completion of the APTP, students may be posted to an RCMP detachment near their home community where they will work with RCMP officers for four weeks assisting police officers in various aspects of regular police duties. The extent of these duties varies and depends on the needs of the detachment, but often includes crime prevention and community policing initiatives.

1.3 Mentorship

Mentorship is key to enhancing both the recruitment and retention of Indigenous employees. Through the Aboriginal Applicant Mentorship Program, Indigenous applicants and cadets are mentored by an Indigenous Regular Member.¹²

The RCMP also mentors its Indigenous Regular Members, but geography may sometimes hamper face-to-face mentorship. “F” Division devised a solution in which the mentoring partnership begins by e-mail, where the mentor’s profile is available online and includes his or her training and career path. If a mentee is interested, he or she can contact the Regular Member by e-mail. This is followed by more in-depth conversations over the telephone and in-person, whenever possible.

2. Commitment to Diversity

The RCMP’s commitment to diversity and inclusion in the workplace is important to the recruitment and retention of employees. **The Workplace Culture and Employment Engagement Unit** was established in 2016 to provide greater coordination and oversight for gender, diversity and inclusion initiatives across the RCMP.¹³

There are currently five **National Employee Equity Advisory Committees**: RCMP Aboriginal Employee Council; National Advisory Committee for Visible Minorities; National Women’s Advisory Committee; National Advisory Committee for Persons with

¹² *Working Together to End Violence Against Indigenous Women and Girls - National Scan of RCMP Initiatives*, May 2017, p 29 <http://www.rcmp-grc.gc.ca/en/working-together-end-violence-indigenous-women-and-girls-national-scan-rcmp-initiatives-may-2017>

¹³ *RCMP Members Employment Equity Annual Report 2016-17*, September 2017, p 5



Disabilities; and the Lesbian, Gay, Bisexual, Trans/Two-Spirited National Advisory Committee.¹⁴ These committees not only offer employees a conduit to connect with colleagues of similar backgrounds, but they are also important tools for change. They provide recommendations to address employment equity issues and advocate on behalf of employees both at the national and divisional level.

New recruiting strategies and guidelines are being introduced to ensure that no one is dissuaded from becoming a police officer because of their background or culture. As a result of the *Relationship Building Protocol Between the Assembly of First Nations and the Royal Canadian Mounted Police*, the RCMP is working with the AFN to develop a First Nations recruiting strategy that will include consultation with the AFN's Youth Advisory Committee.

Newly created **National and Divisional Gender and Harassment Advisory Committees** will provide advice to the Commissioner and Commanding Officers on matters related to gender, sexual orientation, harassment, equity and inclusivity. An update on the progress of these committees will be released publicly before July 2018 along with the annual reports of the 17 gender and harassment advisory committees and the RCMP response to the National Committee recommendations.

Gender-based analysis plus (GBA+) is being implemented across the RCMP and will be applied to all policies and programs. In 2018-19, a GBA+ project will be undertaken on the RCMP recruiting process. It will include consultations with internal and external stakeholders. The objectives are to gather information on known barriers to the recruitment of diverse applicants, identifying both formal and informal gender-based diversity considerations at each stage of recruitment and where unintended bias and/or barriers may occur, and developing recommendations for future strategies.¹⁵

3. Employment Equity

To ensure there are sufficient Indigenous police officers to provide a responsive and culturally sensitive policing service, some positions are designated to be staffed only by Indigenous Regular Members. Section 16(1) of the *Canadian Human Rights Act* and section 5 of the *Employment Equity Act* allows for such a designation. Such positions are open to qualified Regular Members who are Indigenous.

From April 2013 to October 2016, two designated Indigenous positions were advertised for promotion at the Sergeant rank, and twelve at the Corporal rank. During these staffing

¹⁴ More information about these committees can be found in the *RCMP Members Employment Equity Annual Report 2016-17*, September 2017, pp 4, 14-19

¹⁵ For more information on GBA+ see: <http://www.rcmp-grc.gc.ca/en/gender-based-analysis-gba>



actions, 13 Regular Members self-identified for the Sergeant positions, and 24 for the Corporal positions.

4. Challenges in Recruiting

In meeting their recruiting goals, the RCMP and other Canadian police agencies are presented with a number of recruiting challenges, such as an aging population, unemployment rates, and attitudes toward policing as a career.

Competition: There is significant competition with other police agencies and government departments who draw from the same candidate pool. Comparisons are problematic between other police agencies, because none have the size, scope or mandate of the RCMP. Recently, however, public safety and security agencies (including the RCMP, Communications Security Intelligence Service, Department of National Defence, Canadian Security Establishment, Correctional Service of Canada, Canada Border Service Agency and Public Safety Canada) have undertaken joint recruiting events to maximize resources in an effort to attract new people to their ranks.

Demographics: In 2011, one in six Canadians was 65 or older, and the percentage is expected to increase. As veteran police officers reach retirement age, there will be a need to replace these experienced employees.

Unemployment Rates: In December 2016, the national unemployment rate was 6.9%, ranging from a high of 14.9% in Newfoundland and Labrador, to a low of 5.8% in British Columbia. This disparity in provincial labour market conditions poses significant challenges, including the RCMP's ability to meet Police Service Agreement obligations to ensure a proportionately representative workforce.

Attitudes: Policing is not a career of interest for much of Canada's population. Questions have been added to the 2016 Survey to Canadians in an effort to better gauge this lack of interest, in order to inform the development of a proactive recruiting strategy.

Personal Safety: Unlike other professions, police officers are regularly exposed to dangerous situations which put their personal safety at risk and continually subject their actions to professional and public scrutiny. These factors affect the number of Canadians wanting to become a police officer.

Mobility: As a Regular Member of the RCMP, a police officer agrees to serve anywhere in Canada. Although many embrace the opportunity to police Canada's North and remote locations, these postings may not be considered desirable by everyone.



In 2016, changes were introduced to the mobility policy wherein applicants from British Columbia, Alberta, Saskatchewan or Manitoba now have the opportunity to select their home province for their first post following graduation; however, posting to one's home province cannot be guaranteed. The RCMP's operational needs will continue to determine the exact location of a posting on a national basis.

To address mobility issues and, in particular, the service delivery requirements in the North, "V" Division (Nunavut) RCMP is trying to recruit more Inuit police officers. Through one-on-one mentorship, officers in communities reach out directly to prospective candidates. Language skills and education levels can be a hurdle for many interested in an RCMP career. Many people in Nunavut who graduate from secondary school and would be prospective RCMP recruits will also receive competing job offers from other government departments – some of which may offer better pay.

Compensation: The pay scale is another deterrent to employment with the RCMP. At one time, the RCMP's Pay Council had as its goal the positioning of the organization to be within the top three of the police universe pay scale. Currently, the total compensation gap between the RCMP and the top three of comparator police forces stands at 14.4%.

C. Training and Development

1. Cadet Training Program

Since 1885, the RCMP has been training Members at Depot. Once accepted as a Cadet with the RCMP, Cadets are assigned to a troop, where they begin an extensive 26-week training program at Depot.

1.1 Diversity and Inclusion at Depot

The **Commanding Officer's Diversity Committee** is composed of Cadets who meet monthly with the Commanding Officer to discuss issues as they relate to training, such as the effectiveness of the Cadet Training Program in addressing cultural sensitivity, and the inclusivity of Depot's infrastructure. Over the years, based on recommendations from this committee, infrastructure changes have been made such as: multi-faith and quiet prayer rooms, individual shower stalls in the physical and tactical training areas and the dormitory and gender-neutral shower/washroom facilities.

The RCMP accommodates cultural and religious considerations for different headwear and grooming, and provides multi-faith and Indigenous heritage rooms. These rooms house various Indigenous artifacts and provide Indigenous Cadets with a quiet space to reflect and engage in cultural practices such as smudging.



The Place of Reflection: A Project for Missing and Murdered Indigenous Peoples, is a partnership between the Commanding Officers of "F" Division and Depot. The first phase involved the creation of a Medicine Wheel where rocks that form the Wheel represent the missing and murdered Indigenous women and girls in Canada. The Place of Reflection Committee is now moving to the second phase, which will include placing a statue at the entrance to Depot and the Heritage Centre.

1.2 The Curriculum

Based on principles of adult-learning and community policing, training is delivered using a variety of methods, such as practical scenario training (problem-solving exercises), role play, lectures, panel discussions, research, presentations and community interaction. To a large extent, Cadets are responsible for their own learning and development, but they have significant support from trainers and troop mates. This requires them to seek out appropriate information, resolve problems in consultation with partners, and ensure continuous assessment and improvement of work practices.

Training consists of 841 hours, and includes:

1. Applied Police Sciences (376 hours);
2. Police Defensive Tactics/Immediate Action Rapid Deployment (94 hours);
3. Police Driving (67 hours);
4. Firearms (104 hours);
5. Fitness (46 hours);
6. Drill and Department (41 hours); and,
7. Detachment visits, exams (112 hours).

Cultural Awareness

Training integrates unbiased and respectful treatment of all people from the Cadet's orientation through to graduation. It mirrors the mission, vision and values of the RCMP with the objective to demonstrate sensitivity and respect for the diverse individuals and groups they will encounter. Cultural awareness is interwoven with the concepts of human rights, harassment, discrimination, ethics and bias-free policing throughout the training curriculum at Depot.

Recently a new module was added to the Applied Police Sciences component of the Cadet Training Program. This module focuses on a Missing Persons Investigation involving an eighteen-year-old Indigenous woman. In providing effective policing service in this scenario, Cadets learn why an awareness of Indigenous culture is important. Cadets participate in a Blanket Exercise co-led by a local Elder which is designed to convey the historic and contemporary relationship between Indigenous and



non-Indigenous peoples in Canada. Through this exercise they learn about topics such as: colonization, treaties, Residential Schools and the 60s scoop. In another session, Cadets learn about Truth and Reconciliation and how it influences contemporary policing. The National Missing and Murdered Indigenous Women and Girls Inquiry is also discussed.

Program Delivery

For the most part, facilitators are Regular Members whose policing experience helps Cadets relate their learning experience in an operational context. In some cases, facilitators may also be civilian employees. For example, the fitness program employs civilian facilitators hired for their background in kinesiology.

Teams of facilitators with varied expertise facilitate and integrate the learning. Facilitators are sometimes cross-trained in one or more skill areas and, therefore, participate in different aspects of Cadet training. Typically, more than one instructor facilitates discussions and participates in debriefing in a particular class at the same time. In addition, members from the community present certain sessions, as do individuals who work with, or are from, various vulnerable sectors of society. This allows Cadets to comprehend how their involvement in and with community groups will result in the delivery of efficient and quality service.

Assessment

The assessment process is ongoing and multi-faceted and includes written and oral demonstrations, as well as role-play methodologies. All methods assess the competencies defined as necessary to policing, covering both knowledge and performance. Additionally, conduct is assessed against the RCMP's core values. The professional standards of performance expected for each competency is defined in behavioural terms and are provided to Cadets at the outset of the Cadet Training Program. These professional standards (Criteria for Assessment Sheets) are included in the Cadet Assessment Procedures as they form the basis for self, peer and facilitator assessments.

Feedback on any competency including conduct may be provided at any time. Unacceptable behaviour, such as dishonesty, discrimination and failing to take responsibility, are assessed as part of the RCMP's core values and can result in the immediate termination of a Cadet's contract. Each session also specifically addresses the aspects of particular competencies, and feedback is provided through the use of Learning Feedback Sheets and Cadet Performance Feedback Sheets. Learning Feedback Sheets are used by peers and facilitators to provide comments on performance while a Cadet is learning a skill or knowledge. Cadet Performance Feedback sheets provide ratings and comments on performance once skills and knowledge have been applied. Cadets must achieve the "professional" level of performance in all competencies to graduate.



Based on the needs of the RCMP and the successful completion of the Cadet Training Program, Cadets are hired as Regular Members of the RCMP.

2. In-Service Training

Regular Members are required to take additional training throughout their career. Some courses are mandatory, whereas others are taken for specific operational needs or professional development. Training is available on-line and in classrooms. Training is developed internally through Depot, the Learning and Development Branch and the RCMP's Canadian Police College, including its Professional Development Centre for Aboriginal Policing (PDCAP).¹⁶

All RCMP staff, including Regular and Civilian Members and Public Service Employees, are required to take two courses related to violence and respect in the workplace. The courses are: *Violence Prevention in the Workplace* and *The Respectful Workplace*.

2.1 Indigenous Cultural Competency Training

Cultural competency of RCMP Members is enhanced through training to ensure a solid knowledge of cultural elements and the history of Indigenous Peoples. Training is offered at the National and Divisional level within the RCMP.

After leaving Cadet training and completing six months of “on the job” training, new constables are required to complete the *Aboriginal and First Nations Awareness* course. The on-line course provides information about the history, geography and contemporary issues pertaining to Indigenous lands, cultures, and communities. In addition, all three northern divisions have made this course mandatory for all employees.

Launched in 2017 as a national workshop available to all RCMP employees, the KAIROS Blanket Exercise provides participants with a learning opportunity that promotes a wider understanding of Indigenous history and culture. It is a learning activity delivered through role play. Participants trace the history of the relationship between settlers and Indigenous people in Canada, with a diminishing blanketed area representing the taking of the land and providing for an appreciation of the resilience and resistance of Indigenous people through colonialism. This workshop is part of the RCMP's efforts toward reconciliation “through skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism,” in response to Call to Action 57 of the Truth and Reconciliation Commission.

¹⁶ For some examples of training see: *Working Together to End Violence Against Indigenous Women and Girls - National Scan of RCMP Initiatives*, May 2017, pp 25-29, <http://www.rcmp-grc.gc.ca/en/working-together-end-violence-indigenous-women-and-girls-national-scan-rcmp-initiatives-may-2017>



The Native Spirituality Guide was produced to help RCMP Members gain an understanding of sacred ceremonies practiced and sacred items carried by many Indigenous people.¹⁷ The Guide is currently being updated to reflect Métis and Inuit ceremonies.

Some Divisions have created training specific to the Indigenous Peoples and cultures within their jurisdiction, such as the Labrador Innu and the Inuit of “B” Division, the Inuit of “V” Division, the Maliseet and Mi’qmaq of “J” and “H” Divisions. There are also courses specific to the Indigenous Peoples in the following Divisions: “E”, “G”, “D”, “F”, “K”, “L” and “M”. Several divisions provide an *Aboriginal Perceptions Training Workshop* tailored to reflect the Indigenous groups of their province or territory. In “V” Division, employees in Iqaluit were offered an opportunity to improve their Inuktitut language skills and there is an *Inuit Perceptions Training Workshop* offered.

2.2 Professional Development Centre for Aboriginal Policing (PDCAP)

In June 2006, the First Nations Chief of Police Association (FNCPA) commissioned the report *Peace Officer and Peacekeeper: An Examination of Training Needs*. In response, the Canadian Police College launched and implemented the PDCAP with a mandate to provide culturally appropriate and relevant training and leadership development to police officers who serve Indigenous communities.

The PDCAP offers courses in management, enforcement techniques, and crime prevention, and is designed to educate police officers on key social issues prevalent in many Indigenous communities. It is the only dedicated Indigenous training resource in Canada specifically targeted at First Nations and Indigenous Policing service lines.

PDCAP develops and delivers Indigenous-focused courses, workshops and modules that fit into other operational training courses (such as drugs, organized crime, domestic violence). PDCAP also explores unique Indigenous cultures in an effort to increase the effectiveness of Indigenous police operations.

Over the years, the training program has changed based on the needs identified in the field. The current PDCAP curriculum consists of three courses: *Aboriginal Gang Reduction Strategies*, *Integrated Approaches to Interpersonal Violence and Abuse*, and *The Indigenous Senior Police Administrator*.

¹⁷ <http://www.rcmp-grc.gc.ca/en/native-spirituality-guide>



2.3 Training Related to Specific Investigations

Training related to specific investigations is offered and, in some instances, required. Some examples relevant to the National Inquiry into Missing and Murdered Indigenous Women and Girls are as follows:¹⁸

Missing Persons Investigations

The Operational Policy and Compliance unit in Contract and Aboriginal Policing at National Headquarters, in partnership with the National Centre for Missing Persons and Unidentified Remains, created the *Missing Persons Investigations* course related to its new policy and intake form. This course was released on-line in 2017. It is mandatory for Regular Members who investigate missing persons cases, and those who supervise the investigations. One of the five modules involves investigations of missing Indigenous persons.¹⁹

Human Trafficking and Sexual Exploitation

The content of the *Human Trafficking and Sexual Exploitation* course includes identification of potential victims of human trafficking and/or sexual exploitation, legislation and charge requirements. It also highlights the role of victim services.

Major Case Management Training

There are five Major Case Management courses, which begins with an overview course, followed by specific training for Team Commanders, Primary Investigators and File Coordinators, and a document disclosure course.

2.4 Division-Specific Courses

There are Division-specific courses around family violence and violence against women that are geared specifically to the communities served. Courses include risk assessment and safety planning, forensic child interviewing, interagency case assessment training, or investigation training for child sexual abuse, elder abuse or sexual assault cases. National Division and “D” “H” “K” “V” and “E” Divisions have division-specific courses.

¹⁸ For further examples see: *Working Together to End Violence Against Indigenous Women and Girls - National Scan of RCMP Initiatives*, May 2017, pp 26-28, <http://www.rcmp-grc.gc.ca/en/working-together-end-violence-indigenous-women-and-girls-national-scan-rcmp-initiatives-may-2017>

¹⁹ *Working Together to End Violence Against Indigenous Women and Girls - National Scan of RCMP Initiatives*, May 2017, p 28 <http://www.rcmp-grc.gc.ca/en/working-together-end-violence-indigenous-women-and-girls-national-scan-rcmp-initiatives-may-2017>



The *Domestic Violence Investigation* Course was developed by several policing, justice, victim and social service providers in BC. The Canadian Police Knowledge Network has tailored the curriculum to meet the specific provincial needs in B.C., Manitoba, Saskatchewan, Alberta and New Brunswick.

2.5 Indigenous-Specific Courses

The RCMP offers several courses for Regular Members, including: *Family Homes on Reserves and Matrimonial Interests or Rights Act*, to help officers working on reserves navigate and apply the specific sections of the Act. Courses are also offered on *First Nations Corporate Governance and Financial Investigations*, and *Community Conflict Management*.

Exhibit: *National Inquiry into Missing and Murdered Indigenous Women and Girls*

Location/Phase: Part 2: Regina

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Intials

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