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Public Works and
Government Services
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2006-2007 Formative Evaluation First Nations Organized Crime Initiative (up to March 2005)

**PREPARED FOR
PUBLIC SAFETY AND EMERGENCY PREPAREDNESS CANADA**

Prepared by
Public Works and Government Services Canada
Project No.: 570-2611

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*[*] - IN ACCORDANCE WITH THE PRIVACY AND ACCESS TO INFORMATION ACTS, SOME INFORMATION
MAY HAVE BEEN SEVERED FROM THE ORIGINAL REPORTS.*

Canada

EXECUTIVE SUMMARY

BACKGROUND

Serious and organized crime poses a significant threat to every aspect of society's public safety and well-being. No community is immune from the effects of organized crime, as evidenced by the emergence of organized criminal activity in and around First Nations communities across the country. In particular, organized crime and the involvement of Aboriginal-based groups in illicit dealings is a growing issue in Ontario and Quebec, along the Canada/United States border.

The First Nations Organized Crime (FNOC) Initiative assists First Nations Police Services in combating the threat of organized crime and cross-border criminality in and around their communities. This is accomplished by enabling the sustained participation of First Nations Police Officers in criminal intelligence position, and/or in RCMP-led, multi-agency task forces and Integrated Border Enforcement Teams (IBETs). The objective of the FNOC Initiative is to provide First Nations Officers with training, opportunities for intelligence development and sharing, as well as practical experience working in multi-agency investigative units.

The Initiative intends to produce the immediate outcomes of enhanced intelligence and criminal investigations capacity among participating First Nations communities, and strengthened partnerships. This will ultimately contribute to the disruption and dismantling of organized criminal activities in and around First Nations communities.

The FNOC Initiative derives its funding from the Public Security and Anti-terrorism (PSAT) December 2001 budget. The FNOC Initiative has an annual budget of \$1.5 million, and received its first funding allocation in February 2002.

The Department of Public Safety and Emergency Preparedness Canada (PSEPC) is the funding department, and has the lead for policy coordination and general oversight of the Initiative. The RCMP administers the Initiative at the Divisional level – C Division in Quebec and O Division in Ontario. Each Division has taken a different approach to implementing the FNOC Initiative.

In Quebec, the FNOC Initiative was implemented beginning in February 2002. In this province, First Nations Officers have been placed in RCMP-led, multi-agency task forces. This occurred first through two joint forces operations based out of the RCMP Detachment at St-Jérôme, and then in the Aboriginal Combined Forces Special Enforcement Unit (CFSEU) – a special unit created to coordinate and centralize intelligence and investigative activities. In addition to First Nations Officers working within the CFSEU, some are assigned to regionally-based Joint Forces Operations (JFOs) with the RCMP's Quebec City Detachment. Since the Initiative began, fifteen First Nations Officers have held positions through FNOC, with seven officers still actively participating.

In Ontario, the Initiative was implemented in April 2003, following the conduct of a number of threat and risk assessments, in consultation with First Nations Police Chiefs, to determine the best locations in which to staff the First Nations officers. O Division has placed eight First Nations Police Officers, five of whom are still actively participating, in one of either two

capacities: criminal intelligence positions in their respective First Nations Police Service, or positions assigned to Integrated Border Enforcement Teams (IBETs).

EVALUATION METHODOLOGY

The evaluation of the FNOC Initiative was formative in nature and was designed to examine program design (i.e., management and implementation); relevance; and to the extent possible, program success. The evaluation recognized that because the Initiative is in its infancy, it is too early to examine some of the longer-term impacts. Again, due to the fact that the Initiative is relatively new and that it is a formative evaluation, cost-effectiveness and alternatives for delivery were not examined.

The evaluation was conducted using an evaluation framework developed by Consulting and Audit Canada (CAC) of Public Works and Government Services Canada in conjunction with FNOC Initiative stakeholders during a one-day workshop. The scope of the evaluation includes Initiative activities undertaken between February 2002 and March 2005.¹ In conducting the evaluation, CAC reviewed program documents, conducted 31 telephone and in-person interviews with program stakeholders (e.g., other police agencies, First Nations representatives) and reviewed quantitative program information (e.g., financial information, seizure statistics).

EVALUATION FINDINGS

Design and Delivery

The main elements of the intended design and delivery were set out in the funding approval process for the Initiative and, subsequently in the Memoranda of Understanding (MOUs) signed between PSEPC and the RCMP O and C Divisions each year. These expectations touch on a number of areas, including: what the Initiative funding is to cover; reporting requirements; the formalization of partnership arrangements and certain processes, such as selection and training of officers; co-location of First Nations Officers with other police; and, the maintenance of relationships between First Nations Officer and their home police services. It should be noted that currently there are no requirements for the RCMP to report non-financial program information (i.e., information concerning the performance of the Initiative) to PSEPC.

The evaluation found that the FNOC has been implemented as intended, with many of the requirements and commitments associated with funding approval fulfilled. However some exceptions were noted.

For C Division, some components of the Initiative were not formalized until the creation of the CFSEU in April 2004. However, since that time, there has been progress made in establishing more formal administrative and management processes. The decentralized approach in O Division has meant that some of the components have not been formalized. For example, there

¹ The evaluation fieldwork and related data gathering activities took place between January and March 2005.

is only one case where a selection process, including formal criteria, has been established and used to select a participant. Furthermore, the expectation, [*]

Another variation in implementation for both Divisions relates to the requirement for First Nations Officers to be integrated into an organized crime unit only after successfully completing prerequisite training and orientation. Currently, there is no formal training or orientation in which officers participate before being placed in an organized crime unit. Rather, formal and on-the-job training and orientation happens as part of an officer's participation in the CFSEU, regionally-based task forces or in an IBET.

In the examination of the Initiative design and delivery, the evaluation also considered operational and resource implications on key FNOC partners. Amongst the partners, operational and resource implications of the FNOC Initiative have been greatest on the RCMP's C Division's contribution has exceeded that of the FNOC Initiative contribution, namely for the creation of the CFSEU, RCMP salaries and other operational support and equipment. The Sûreté du Québec (SQ) matches the FNOC Initiative contribution each year to provide SQ members for the CFSEU and for related equipment expenses. First Nations Police Chiefs in Quebec indicated that the costs associated with participating in the FNOC Initiative have been very minimal (e.g., some training and equipment), mainly due to the fact that FNOC Initiative funds cover most of the necessary expenses. Although O Division reported some additional resource implications, mostly related to the provision of RCMP training courses, it has been minimal compared to that of the FNOC Initiative contribution.

Although there is no ideal time span for the participation of First Nations Officers in the FNOC Initiative, the findings indicate that operational positions can require a minimum commitment of one to three years, while criminal intelligence positions can demand up to five years.

Program Success

While the FNOC Initiative is still in the early stages of implementation, the evaluation did find evidence of success with respect to a number of outcomes.

The Initiative has contributed to the development of stronger relationships between the RCMP, SQ, and First Nations Police Services, which historically had not been strong and, at times, had been somewhat strained. Although varying levels of communication and contact between stakeholders prior to the initiative were reported, all agreed that the FNOC Initiative has helped improve and strengthen working relationships. The Initiative has also resulted in a number of other partnerships (additional partners: airlines, Canada Post, Société des alcools du Québec (SAQ), United States Immigration and Customs Enforcement and the Ontario Provincial Ministry of Finance) that have contributed to ongoing organized crime investigations in Ontario and Quebec.

Interviewees reported that, as a result of the FNOC Initiative, there is enhanced intelligence information available on organized crime in and around First Nations communities. Many interviewees indicated that they now have information about organized crime that was previously unknown. Interviewees also stated that intelligence information is now being shared among police agencies, due mainly to the improved working relationships between partners. It was

noted, however, that the First Nations Police Services in Ontario that have officers in IBETs do not play a large role in the sharing of intelligence information, as the FNOC officers are either posted in IBETs close enough to their community that they can carry out investigations independently, or are posted so far away from their communities that communication with the home police service is hindered.

The FNOC Initiative has provided opportunities for First Nations Officers to improve their skills and knowledge to undertake criminal and/or organized crime investigations, both through formal and informal training. While a formal training regime has not been thoroughly implemented, interviewees noted that participation in the FNOC Initiative had led to skills improvement in several areas, including: writing search warrants; note taking; development of case files; and, intelligence gathering. Notably, the participants in criminal intelligence positions remain in the First Nations Police Service and, therefore, seem to have had less opportunity to benefit from on-the-job training afforded to those working as part of a team.

First Nations Officers have been actively participating in organized crime and/or cross-border investigations². Although, there was no quantifiable information available to assess the extent of participants' involvement in investigations, officers interviewed indicated that they were involved in a variety of activities (e.g., gathering intelligence, surveillance, wire taps) and were satisfied with their experiences in the joint forces operations.

Little data was available to assess to what extent First Nations Officer involvement has led to the initiation of organized crime / cross-border investigations. Opinions vary on the extent to which the investigations would have taken place in the absence of the officers. Some interviewees were of the opinion that the investigations likely would have happened without First Nations Officer participation, but that they may have taken longer, been reduced in scope, and would have been based on limited information.

Although it is early in the evolution of the Initiative, there are some indications that the FNOC Initiative is having an impact on the disruption and dismantling of organized crime in and around First Nations communities. The Initiative appears to be having an impact on communities as evidenced by the volume and dollar value of seizures taking place as a result of the FNOC Initiative-related operations; reported changes in behaviour of organized crime groups (e.g., types of criminal activities); and, an overall increase in First Nations capacity to fight organized crime (i.e., better support, contacts, equipment).

The FNOC Initiative also seems to be impacting on First Nations Police Services' overall investigative and/or intelligence capacity in Quebec. Skills and knowledge being gained by First Nations Officers participating in the FNOC Initiative are reportedly being transferred to officers in their home police service, notably even before their participation in the FNOC Initiative ends. Skills and knowledge are also being transferred to First Nations Police Services in Quebec that are not officially participating in the FNOC Initiative. This occurs when participants are involved in special assignments in other communities and information on new tools or investigative techniques are shared with the officers in that community. Participants that are

² In the select instances where First Nations Officers have been assigned to criminal intelligence positions, they do not participate in organized crime/cross border investigations.

assigned to IBET positions in O Division seem to have limited contact with their Police Services; therefore, the capacity of the police service itself is not enhanced, until perhaps their return. Since the FNOC Initiative has also been used to create criminal intelligence positions in First Nations Police Services, the additional resources have, by default, helped enhance their intelligence capacity for combating organized crime.

Relevance

Documentary and interview information indicated that the Initiative is responding to the threat of organized crime activities in and around First Nations communities. Recent CISC reports and interviews with stakeholders showed that organized crime is a growing problem, particularly in First Nations communities close to the Canada/United States border. Interviewees indicated that First Nations communities have historically been unable to fight organized crime, mainly due to a lack of experience, skills, and resources and that the FNOC Initiative has provided the tools necessary (e.g., partnerships, equipment and technology, training, skills) to mitigate the problem.

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[*] - In accordance with the *Privacy and Access to Information Acts*, some information may have been severed from the original reports

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1.0 INTRODUCTION AND CONTEXT

1.1 BACKGROUND

Serious and organized crime poses a significant threat to every aspect of society's public safety and well-being. No community is immune from the effects of organized crime, as evidenced by the emergence of organized crime in and around First Nations communities across the country. In particular, organized crime and the involvement of Aboriginal-based groups in illicit dealings is a growing issue in Ontario and Quebec, and along the Canada/United States border.

The First Nations Organized Crime (FNOC) Initiative assists First Nations Police Services in combating the threat of organized crime and cross-border criminality in and around their communities. This is accomplished by enabling the sustained participation of First Nations Police Officers in criminal intelligence positions, and/or in RCMP-led, multi-agency task forces and Integrated Border Enforcement Teams (IBETs). The FNOC Initiative is based, in principle, on the Canada/Akwesasne Partnership Initiative, which is aimed at enabling the sustained participation of First Nations Police Officers in joint forces operations to combat organized crime and cross-border criminality.

The objective of the FNOC Initiative is to provide First Nations officers with training, opportunities for intelligence development and sharing, as well as practical experience working in multi-agency investigative units. Funding for the Initiative has been allocated to cover the salaries of participating First Nations Officers, relocation and travel expenses, and equipment (e.g. vehicles, computers, investigative tools).

The Initiative is intended to produce the immediate outcomes of enhanced intelligence and criminal investigations capacity among participating First Nations communities, and strengthened partnerships between First Nations Police Services, the RCMP and other Canadian and American law enforcement agencies. This will ultimately contribute to the disruption and dismantling of organized criminal activities in and around First Nations communities.

The FNOC Initiative derives its funding from the Public Safety and Anti-terrorism (PSAT) December 2001 budget. The FNOC Initiative has an annual budget of \$1.5 million, and received its first funding allocation in February 2002.

The Department of Public Safety and Emergency Preparedness Canada (PSEPC) is the funding department and has the lead for policy coordination and general oversight of the Initiative. The RCMP administers the Initiative at the Divisional level: - by "C" Division in Quebec and by "O" Division in Ontario. Each Division has taken a different approach to implementing the FNOC Initiative. In C Division, First Nations Officers have been placed in RCMP-led, multi-agency task forces. In O Division, the First Nations Police Officers have been placed in one of either two capacities: criminal intelligence positions in their respective First Nations Police Service, or positions assigned to Integrated Border Enforcement Teams (IBETs).

1.2 EVALUATION OBJECTIVES AND SCOPE

The evaluation of the FNOC Initiative was formative in nature and was designed to examine program design (i.e., management and implementation), relevance, and to the extent possible, program success³. Since the evaluation is formative in nature, it does not examine cost-effectiveness nor alternatives for delivery. The evaluation includes FNOC Initiative activities undertaken between February 2002 and March 2005.

1.3 EVALUATION METHODOLOGY

The evaluation was conducted using an evaluation framework developed by Consulting and Audit Canada (CAC) of Public Works and Government Services Canada in conjunction with FNOC Initiative stakeholders. A one-day working session was held on January 11, 2005, with representatives of PSEPC, RCMP (National Headquarters and O and C Divisions), the Ontario Provincial Police (OPP), and participating First Nations Police Chiefs. The purpose of the working session was to validate and update the logic model and to develop the specific evaluation questions, indicators, and data sources to be used for the evaluation (see Annex A for the logic model and Annex B for the evaluation framework).

The evaluation and related data collection activities were conducted between January and March 2005. Three key methodologies were used during the evaluation: document/file review, interviews, and quantitative analysis.

Document Review

CAC reviewed documentation related to the Initiative, including: [*]; the Memoranda of Understanding (MOUs) between PSEPC and the RCMP and between the RCMP and the participating First Nations Police Services; and appropriate meeting minutes and records of decision. CAC also reviewed documentation provided by First Nations Police Services, such as news releases and correspondence between stakeholders.

Interviews

A total of 31 stakeholders were interviewed during the evaluation. There were three key interview groups: partners [i.e., representatives from the RCMP, the OPP, and the Surêté du Québec (SQ)]; First Nations Officers; and First Nations Police Chiefs (see Table 1). In-person interviews were conducted in Montreal, Quebec and in London and Thunder Bay, Ontario. Interviewees not available in-person in these locations were interviewed by telephone.⁴

³ The evaluation recognized that because the Initiative is in its infancy, it is too early to examine some of the longer-term impacts.

⁴ Although PSEPC program staff were not formally interviewed as part of the evaluation, CAC consulted with PSEPC to obtain input on the evaluation methodology and the evaluation process, which included obtaining relevant documents and information.

Table 1. Number of Stakeholders Interviewed

Province	Partners	First Nations Police Officers	First Nations Police Chiefs	Total
Quebec	4	6 ⁵	4 ⁶	14
Ontario	9	5	3 ⁷	17
Total	13	11	7	31

Interview guides were prepared for each of the three stakeholder groups. The guides were sent to interviewees in advance of the interviews (see Annex C for the interview guides).

Quantitative Data Collection & Analysis

CAC conducted some quantitative analyses using data provided by program representatives. Some of the key pieces of data examined included: financial information, participant data (i.e., length of time in initiative, number of training courses taken), quantities and dollar value of seizures, search warrants executed, and convictions.

Constraints and Limitations of Methodology

For all evaluations it is important to note potential constraints and limitations with the methodology used for the evaluation. They were as follows:

Sample size for interviewees: Although interviewees included representatives from all three of the partner groups, not every partner involved in the FNOC Initiative was interviewed. Budget and timeframes for the evaluation required that the number of interviews be limited. Therefore, any evidence gathered from interviews cannot necessarily be considered representative of the entire partner population.

Qualitative-based evidence: The evidence for this evaluation is largely qualitative (N.B.: as is the case for most formative evaluations), due in part, to the challenges in quantifying the success of some of the activities being undertaken by the FNOC Initiative (e.g., enhanced intelligence, extent of First Nations Officer involvement in operations). Also, due to the small sample sizes of interviews and in efforts to ensure confidentiality of responses, it was not possible to quantify the results from interviews. Moreover, in the case of one RCMP Division, there was little quantitative data available to support the evaluation. A number of attempts were made to gather the data, however, it appears that statistical data related to the Initiative is not readily available.

⁵ One interviewee was not a ‘participant’ in the Initiative, but was the designated officer in his First Nation Police Service that liaises with the First Nations Police Officers participating in the Initiative.

⁶ One interviewee was an administrative officer.

⁷ One interviewee was not from a police service that was participating in the program, but has received support from First Nations Police Officers participating in the FNOC Initiative.

Attribution of results: In certain cases, and more so within RCMP O Division, it was difficult to determine whether the results were directly attributable to the FNOC Initiative. For example, First Nations Officers are part of Integrated Border Enforcement Teams (IBET) in Ontario. The extent of the contribution of these officers to operations and related results of the IBET is challenging to ascertain. For the purposes of this evaluation, it was assumed that because First Nations Officers are part of the IBET team, they have made a contribution to the IBET operations and related results.

2.0 FNOC PROFILE

PSEPC was provided \$1.5M from the December 2001 PSAT budget for the FNOC Initiative, and is, therefore, responsible for administering the Initiative’s funding. This funding is allocated through two MOUs with two RCMP Divisions. On-going funding levels for the Initiative were established at \$1.5 million per year (see Table 2 for a breakdown of annual funding received and expended).

FNOC funding was not fully expended in the first two years of implementation. In 2001-2002, funding was not transferred to PSEPC until February 2002 and therefore, only a limited amount of funding was expended by C Division. O Division did not begin implementation of the FNOC Initiative until April 2003, after conducting a number of threat and risk assessments, (N.B.: in consultation with First Nations Police Chiefs), to determine the best locations in which to staff the First Nations officers. Additionally, a government-wide reallocation exercise resulted in an FNOC budget reduction of \$500K for 2003-2004. The shortfall was addressed by PSEPC through an internal reallocation of \$325K*, resulting in a budget of \$1.325M. Full funding levels were restored for 2004-2005.

Table 2. FNOC Initiative Budget and Expenditures

Fiscal Year	Budget	Amount of Funding Expended			
		O Division	C Division	PSEPC Operational	Total Expended
2001-2002	\$ 300,000	--	\$ 38,000	--	\$ 38,000
2002-2003	\$ 1,500,000	--	\$ 670,000	--	\$ 670,000
2003-2004	\$ 1,000,000	\$ 845,000*	\$ 480,000	--	*\$ 1,325,000
2004-2005	\$ 1,500,000	\$ 738,400	\$681,600	\$ 50,000	\$ 1,470,000
Total	\$ 4,300,000	\$1,583,400	\$ 1,869,600	\$ 50,000	\$ 3,503,000

* Note that the funding shortfall for 2003-2004 was allocated to “O” Division only to address start-up costs.

The operation of the FNOC Initiative is led by the RCMP’s O Division in Ontario and C Division in Quebec. The initiative has been implemented using two different models in each of these Divisions; therefore, each Division’s model is described independent of each other in the two sections that follow.

2.1 THE FNOC INITIATIVE IN QUEBEC

Beginning in February 2002, two First Nations officers from the Kanesatake Mohawk Police were assigned to the RCMP Detachment at St-Jérôme, Quebec. They were assigned to work on *Project Charlemagne*, an RCMP-led, multi-agency Task Force at the detachment. The focus of *Project Charlemagne* was on the illegal cultivation and production of marijuana in the area, particularly within First Nations Communities. The Task Forces membership included five local police forces (municipal police services of St-Jérôme, Mirabel, Deux Montagnes, Blainville and Terre Bonne), the SQ, and the two Kanesatake officers. The costs associated with these First Nations police officers (e.g., salary, equipment costs, training) were funded through the FNOC.

In December 2002, the RCMP Detachment in St-Jérôme established a First Nations Organized Crime Task Force that led to a series of Joint Forces Operations (JFOs), referred to as *Project Cactus*. Specifically, *Project Cactus* targeted organized criminal activities in the territory of Kitigan Zibi Anishinabeg, an Algonquin community adjacent to Maniwaki, Quebec. Two First Nations Officers reassigned from *Project Charlemagne* were funded through the FNOC Initiative to participate in this Task Force.

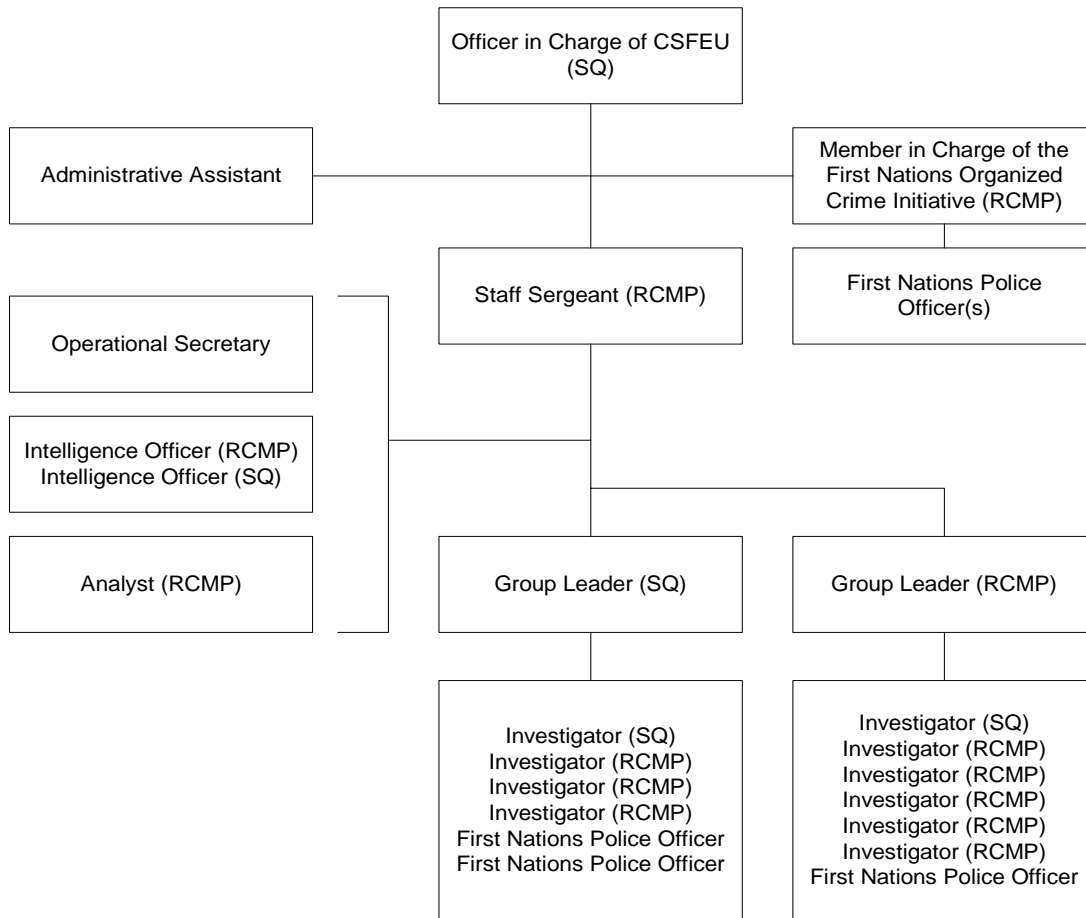
As time passed, the First Nations police community in Quebec was gaining more knowledge about the FNOC Initiative, through the Association of First Nations Chiefs of Police Quebec (ANCPQ). After some time, the RCMP determined, in consultation with the AFNCPQ that to be most effective it would be necessary to coordinate and centralize intelligence and investigative activities. Therefore, in 2004, the FNOC Initiative-related activities in St-Jérôme were relocated to a newly established Aboriginal Combined Forces Special Enforcement Unit (CFSEU). The Aboriginal CFSEU (hereinafter referred to as the CFSEU for the purpose of this report), was established by the RCMP C Division using internal funds, and was created to provide a centralized point for the coordination of criminal operations and intelligence development to more effectively combat organized crime in and around Quebec First Nations communities. The CFSEU was officially in place and operational by November 2004.

The CFSEU is a partnership between the RCMP, SQ and First Nations Police Chiefs that are represented on the AFNCPQ. A member of the SQ is the officer in charge of the CFSEU and reports to a senior RCMP officer. There are a total of 24 positions within the Unit, including: an RCMP member responsible for the FNOC Initiative; a staff sergeant (RCMP); administrative support; and, intelligence officers (one RCMP, one SQ). There are two teams within the Unit, one led by an RCMP member and the other led by an SQ member. Each team has a mix of officers from the RCMP, the SQ and First Nations Police Services (see Figure 1 for the organizational structure of the CFSEU). In addition to First Nations Officers working within the CFSEU, there are some First Nations officers assigned to regionally based JFOs with the RCMP's Quebec City Detachment.

C Division began using FNOC Initiative funding in February 2002, and since that time, has been allocated a total of \$1.58 million. C Division uses a 'reimbursement' funding model. First Nations Police Services involved in the Initiative are required to fund all expenses related to its participating officer (e.g., salary and overtime, travel, relocation expenses, training, and equipment). The expenses for the Initiative are then invoiced to the RCMP on a monthly basis

via a centralized financial comptroller, through the AFNCPQ.⁸ The comptroller verifies all charges to the FNOC Initiative to ensure they are eligible expenses before forwarding them to the RCMP. The RCMP then directly reimburses the First Nations Police Services for the eligible expenses.

Figure 1. Organizational Structure of the FNOC Initiative in Quebec (CFSEU)



⁸ The comptroller's salary is paid for by the FNOC Initiative.

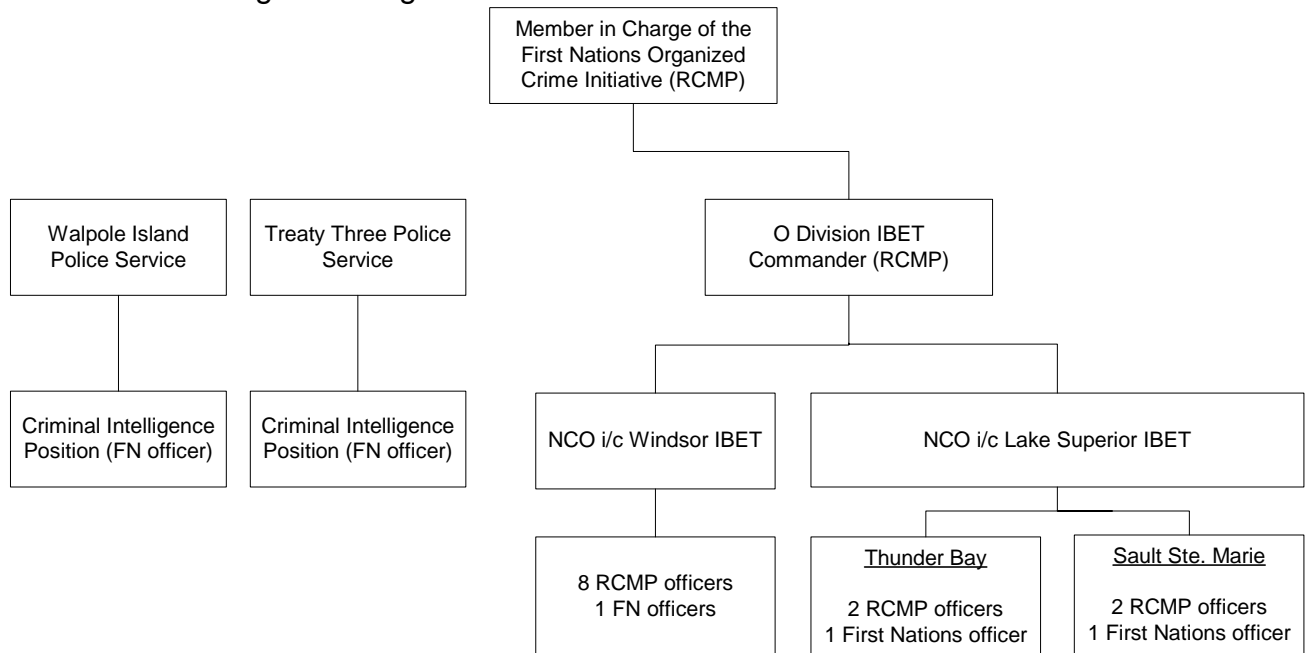
2.2 THE FNOC INITIATIVE IN ONTARIO

In 2002-2003, the RCMP in Ontario conducted a number of threat and risk assessments (N.B. in consultation with First Nations Police Chiefs), to determine the best locations in which to staff the First Nations Officers. As a result of these assessments, O Division determined that it would place First Nations Police Officers in one of either two capacities: criminal intelligence positions in their respective First Nations Police Service, or positions assigned to Integrated Border Enforcement Teams (IBETs). (IBETs are integrated bi-national law enforcement teams involving agencies from both Canada and the United States. These teams analyse and respond to information gathered from a collection of border agencies pertaining to illegal cross-border activity). The first officers were placed in April 2003.

There are MOUs in place between the RCMP O Division and the four First Nations Policing Services participating in the Initiative. They include Walpole Island Police, the Anishnabek Regional Police, Treaty Three Police Service and Six Nations of the Grand River Police. The latter three are self-administered police services, meaning the First Nations community is responsible for managing its own police service, which is staffed primarily by officers of First Nations descent. The Walpole Island Police Service is administered by the OPP. The MOUs provide for the placement of five First Nations Officers. Two have been placed in criminal intelligence positions (one in Treaty Three and one in Six Nations). Three officers have been placed in IBETs—one position in the Windsor IBET (Walpole Island Police) and two positions from the Anishnabek Police in the Lake Superior IBET (one in Thunder Bay and one in Sault Ste. Marie).

The First Nations Officers participating in the IBET positions have been relocated to the IBET offices and work as part of the IBET team with RCMP officers. Activities of the IBETs are overseen by two RCMP non-commissioned officers (NCOs) in charge of the IBETs. These two officers then report to the IBET commander, who reports to an RCMP member responsible for the overall implementation of the FNOC Initiative in Ontario. The funding for the criminal intelligence positions has been used to create positions within the First Nation Police Services. The participating First Nations Police Officers remain with his/her police service and report to his/her Police Chief. It is important to note that there is no operational reporting that occurs between the First Nations Police Chiefs and the RCMP (see Figure 2 for the organization of the FNOC Initiative in Ontario).

Figure 2. Organization of the FNOC Initiative in Ontario



O Division began using FNOC Initiative funding at the beginning of fiscal year 2003-2004 and since that time, has been allocated a total of \$1.6 million. O Division uses an ‘allocation’ funding model. At the beginning of each fiscal year, funds are transferred to each of the four First Nations Policing Services involved in the Initiative. The First Nations Police Services, as per the terms of the MOU, are required to provide a financial report to the RCMP at the end of each fiscal year and return any unused portion of the funding to the RCMP Division, which the Division then transfers back to PSEPC.

3.0 EVALUATION FINDINGS

This section of the report presents the findings from the evaluation. The findings are organized by three evaluation issues that form the basis of this formative evaluation, specifically: design and delivery, success, and relevance. Within each of these sections, the findings are presented by evaluation question.

As noted earlier, the RCMP’s O and C Divisions use two different implementation models for the FNOC Initiative. Therefore the findings related to each Division are presented separately. On this note, no attempts are made to compare the results of the two different models.

3.1 DESIGN AND DELIVERY

Two evaluation questions were examined with respect to program design and delivery:

- *Overall, has the FNOC Initiative been implemented as originally intended?*
- *What have been the operational and resource implications of this Initiative on First Nations Police Services and policing partners (RCMP, SQ)?*

3.1.1 Implementation of the FNOC Initiative

[*]. The objective of the FNOC Initiative, in that context, is to provide First Nations Officers with training, opportunities for intelligence development, and practical experience working in an investigations unit. Funding is intended to cover any expenses related to the participation of First Nations Officers, including: salaries and overtime; travel and relocation expenses; and equipment, (i.e., vehicles, cellular telephones, computers, and office furniture). Funding also provides for a one-time backfill for the officer seconded out of his/her home organization in order not to compromise the capacity of the participating First Nations Police Service. [*]:

[*]

An MOU is signed between PSEPC and the RCMP O and C Divisions each year. The MOUs are very general and the only requirement included in the terms and conditions is that the RCMP must provide annual financial reports to PSEPC and return any unused funds.

To examine whether the FNOC Initiative has been implemented as originally intended, the evaluation reviewed:

- administrative and management processes put in place – including partner-understanding of roles, responsibilities and accountabilities;
- budget expenditures;
- number of officers in place – including the selection and training process;
- implementation challenges; and
- best practices.

C Division

Management and Administrative Processes

As described in Section 2.1 (*The FNOC Initiative in Quebec*) of this report, the RCMP C Division first expended FNOC Initiative funds for the participation of two First Nations Officers, first in *Project Charlemagne*, and later in *Project Cactus*, at the St-Jérôme Detachment. With increasing investigative demands, the need for a more effective response resulted in the establishment of the CFSEU in 2004. This allowed for a coordinated, centralized focus of the RCMP, SQ and First Nations police to combat organized crime in and around First Nations communities.

At the start of the initiative in 2002, there were no formal management or administrative process in place (e.g., officer selection criteria), although MOUs were in place between the RCMP and participating First Nations Police Services. However, with the creation of the CFSEU in April 2004, management and administrative processes became more formalized and coordinated. There are now designated RCMP and SQ officers that have responsibility for operations, administration, and management. Formal policies and procedures have been or are under development (e.g., selection, officer assessment) since the creation of the Unit. All officers in the CFSEU report to the officer in charge of the CFSEU, an SQ member. Recently an MOU was established between the RCMP and the AFNCPQ, representing all First Nations Police Services in Quebec.⁹ The purpose of the MOU is to establish guidelines for the operation and management of the CFSEU and to allow for First Nation officer participation in the CFSEU.

For the purposes of reporting on the FNOC Initiative, the RCMP provides financial reports to PSEPC by May 31st for the previous fiscal year. There are no other formal reporting requirements (i.e., for program information or results) in place between RCMP and PSEPC. For its own record keeping purposes, C Division uses the RCMP MIS¹⁰ system to track the activities and related results of the CFSEU.

Interviewees indicated that, at the beginning of the initiative, roles, responsibilities, and accountabilities were not always clear, particularly because the RCMP, SQ and First Nations Police Services did not have a lot of experience working together. However, with the creation of the CFSEU, and the resulting evolution of the working partnerships, interviewees indicated that roles, responsibilities, and accountabilities became clearer.

The creation of the CFSEU and the additional placement of First Nations officers in regionally-based JFOs has provided First Nations Officers with first hand opportunities to participate in specialized investigations, in the context of a multi-agency task force environment. Interviewees indicated that they are satisfied with their involvement in operational assignments and have gained experience in gathering information/evidence, developing intelligence, conducting investigations, conducting surveillance, and assisting with undercover operations.

FNOC Initiative Budget and Expenditures

To date, the FNOC Initiative in Quebec has received a total of \$1,869,600 in funding. The breakdown by fiscal year is shown in Table 3.

Table 3. Quebec (“C” Division) FNOC Initiative Budget and Expenditures, by Fiscal Year

⁹ Note that the SQ is not a signatory to this MOU. For the purposes of the FNOC Initiative, the President of the AFNCPQ has been designated the representative for all First Nations Police Services in Quebec.

¹⁰ MIS is an RCMP management information system.

Fiscal Year	Budget	Expenditures	Variance
2001-2002	\$ 38,000	\$ 38,000	0
2002-2003	\$ 600,000	\$ 600,000	0
2003-2004	\$480,000	\$ 480,000	0
2004-2005	\$681,600	\$ 613,827	\$ 67,773
Total	\$ 1,799,600	\$ 1,732,600	\$ 67,000

According to the 2004-2005 financial records, FNOC Initiative funding has been spent as intended.¹¹ For 2004-2005, more than 80 percent, or approximately \$500,000 of the budget was expended on First Nations Officer salaries, with the remainder spent on operating expenses (e.g., telephone services, office expenses, computer equipment); vehicles; equipment (e.g., investigative, telecommunications, photographic); and, travel (see Table 4).

Table 4. Quebec FNOC Initiative Expenditures by Activity, Fiscal Year 2004-2005

Item	Dollar Amount	Proportion of Total
Salaries	\$ 537,300	84
Operational Expenses	\$ 69,500	11
Training	\$4,000	1
Vehicles	\$ 18,191	4
Equipment	\$ 8,875	1
Travel	\$25,952	4
Total	\$ 641,600	100

First Nations Officer Participation

Between February 2002 and March 2005, a total of fifteen First Nations Officers have participated in the FNOC Initiative in Quebec, with seven of the fifteen officers still actively participating. The other officers have returned to their home police services (or other policing services). Interviewees indicated that over time, First Nations communities are becoming more interested in having their police service participate in the FNOC Initiative. This has resulted in a growing increase in participation levels. In the first two years of operation, a total of three First Nations communities were involved in the FNOC Initiative. A total of ten First Nations communities in Quebec are now involved, five of which became involved in the past six months (see Table 5).¹²

To maximize the benefits to First Nations Officers and their communities, participation in the CFSEU and regionally-based JFOs are intended to be temporary. Interviewees indicated that although there is no ideal time span for participation, they believe that it should be a minimum of

¹¹ Financial records for previous years were not reviewed.

¹² Note that the current MOU between the RCMP C Division and the AFNCPQ include the names of all First Nations Police Services, which will facilitate further participation as desired and as possible.

one year and that up to two years is likely enough time for officers to become trained, work on intelligence files, and gain practical experience in organized crime investigations. Interviewees also indicated that, should it be beneficial for the officer, participation could extend beyond two years, particularly if the officer is working on a case that is not yet complete. Data provided by C Division shows that the length of participation in the FNOC Initiative ranges from as short as three months to as long as 27 months, with 12 months being the average length of time for officers that are no longer part of the Initiative.

Table 5. Quebec First Nations Communities Involved in the FNOC Initiative

Community	Start Date	Number of Participants
Kanesatake	February 2002	2
Listigush	January 2003	2
Kitigan Zibi	January 2003	2
Mashteuiatsh	March 2003	3
Wendake	March 2004	1
Kativik	November 2004	1
Uashat Mak Mani-Utenam	November 2004	1
Odanak	January 2005	1
Ouje-Bougoumou	January 2005	1
Manewan	February 2005	1

Officer Selection, Orientation, Training, and Assessment

Previous to the creation of the CFSEU, there was no formal process in place to select First Nations Officers for participation in the FNOC Initiative. At the time, the RCMP relied on recommendations from First Nations Police Chiefs and officers were selected largely based on their level of experience and relevant training received to date. Interviews with partners suggested that because the Initiative was in its infancy, the RCMP had to be more of a ‘recruiter’ and focused less on ‘selection.’ With the establishment of the CFSEU in 2004 and a growing interest of First Nations Police Services to participate in the program, the RCMP developed formal eligibility requirements and selection criteria, in consultation with the AFNCPQ. The eligibility requirements indicate that a candidate must:

- be a qualified police officer of a First Nations community in Quebec;
- complete an accredited police training program (preference is given to candidates that have completed investigative techniques and/or drug investigation courses);
- submit a detailed resume, including references outside their home community, preferably from a non-native police force;
- be capable of being released from their home police service; and
- accept the possibility of living away from their principal residence.

The selection process requires First Nations Officers to submit documentation and participate in an interview process. Final decisions on selection are made jointly between the RCMP, SQ, and

the President of the AFNCPQ. Interviewees indicated that the selection process could take anywhere between a few weeks to a month. In general, interviewees were satisfied with the selection process and did not have any suggestions for improvement.

First Nations Officers indicated that upon arrival at the CFSEU, they met with the officers in charge of CFSEU and received orientation to the RCMP systems (e.g., IT, filing, intelligence). Officers did not have any suggestions for improvements to the orientation received.

There is no formal training needs assessment in place, although First Nations Officers indicated that they have had opportunities to receive both formal and informal training. Officers have access to a list of available training courses and interviewees indicated that training courses are selected in discussion with CFSEU partners and are based on the needs of the individual officer. Data provided by C Division indicates that a wide variety of training has been provided to First Nations Officers in the areas of: human sources, surveillance, investigative interviewing, search warrants, operational intelligence, and drug investigations. The wide variety of courses provided is likely indicative of the fact that training is tailored to the needs of each officer.

To date, there is no formal performance assessment process in place for participating First Nations Officers. Interviewees indicated that officer performance may be discussed informally with members of the CFSEU and the Police Chief of their home police service. As part of the MOU between the RCMP and the AFNCPQ, a formal assessment process, based on the process used by the RCMP, will be implemented. All First Nations Officers in the CFSEU will be assessed using the new process for the fiscal year 2005-2006. Interviewees seemed supportive of a more formalized assessment process.

Implementation Challenges and Best Practices

Interviewees were asked to identify the main implementation challenges and any best practices in the management and administration of the FNOC Initiative. The challenge cited most often by interviewees was establishing and building relationships between partners. Historically, the RCMP, SQ and First Nations did not work together and there was reluctance on the part of partners to establish working relationships.

Another challenge cited by interviewees related to the actual creation of the CFSEU. Setting up the physical infrastructure and related policies and procedures has taken some time. One First Nations Officer indicated that there was a lag in operations during a transition period. Some interviewees also indicated that it was a challenge to balance community expectations with the reality that organized crime investigations take some time to conduct and therefore results were not going to be evident immediately.

Interviewees cited the creation of the CFSEU as a best practice for the FNOC Initiative. This Unit reportedly centralized and coordinated all First Nations/Aboriginal organized crime investigative and intelligence activities, thus becoming the single point of contact for Initiative operations in Quebec. Interviewees also believe that the establishment of the comptroller position has been beneficial and report that this position provides a single point of contact for First Nations Police Services and ensures accountability for the use of FNOC Initiative funds.

O Division

Management and Administrative Process

Each participating First Nations Police Service in Ontario has full administrative and financial accountability for funds received from O Division. According to the MOUs signed with O Division, First Nations Police Services are to provide a full financial accounting to the RCMP by April 30th of each year, at which time any unspent resources are returned to PSEPC. The RCMP provides an annual accounting of the expenditures of funds to PSEPC by May 31st. There are no other requirements and no special administrative, management or reporting processes that have been put in place by O Division for the implementation of the initiative.

In one IBET, participants are required to submit standard RCMP monthly MIS reports that indicate hours worked, files worked on and hours spent on training. This same report is provided to the home police service.

One First Nations Police Service that has used the FNOC Initiative funding to create a criminal intelligence position indicated that a number of new policies and procedures were adopted by the police service related to the intelligence position. However, it should be noted that this police service was in the process of applying for Criminal Intelligence Services Ontario (CISO) membership and the implementation of these strict policies was required to meet Common Service Delivery Standards of Criminal Intelligence Service Canada (CISC) for Level I membership.

FNOC Initiative Budget Expenditures

O Division began using FNOC Initiative funding at the beginning of fiscal year 2003-2004 and since that time, has been allocated a total of \$1.6 million. O Division uses an allocation funding model. At the beginning of each fiscal year, funds are transferred to the each of the four First Nations Policing Services involved in the Initiative. The funds available for the Initiative are divided equally among the participating First Nations Police Services. The latter have the responsibility to provide a full financial accounting by April 30th of each year, at which time any unspent resources are returned to PSEPC through the RCMP O Division. The breakdown of budget expenditures by fiscal year is shown in Table 6.

Table 6. Ontario FNOC Initiative Budget and Expenditures, by Fiscal Year¹³

Fiscal Year	Budget	Expenditures	Variance
2001-2002	--	--	--
2002-2003	--	--	--
2003-2004	\$ 845,000	Unknown	Unknown
2004-2005	\$ 738,400	\$ 716,863	\$ 22,289
Total	\$ 1,683,400		

According to the 2004-2005 financial records, the FNOC Initiative funding has been spent as intended. Note that the four participating First Nations Police Services provide financial reports in different formats and therefore, the breakdown of activity expenditures was inconsistent between Police Services. For the purposes of this evaluation, the expenditures for each Police Service were grouped under general categories and then overall totals (i.e., for all four Police Services) were calculated for each of these categories.

For 2004-2005, 75 percent, or approximately \$551,000 of the total budget for Ontario was expended on First Nations Officer salaries, with the remainder spent on operating expenses (e.g., telephone service, office expenses, computer equipment, office rental); vehicles; equipment (e.g., investigative, telecommunications, photographic); and training (see Table 7).

Table 7. Ontario FNOC Initiative Expenditures by Activity, Fiscal Year 2004-2005

Item	Dollar Amount	Proportion of Total
Salaries	\$ 551,957	75
Operational Expenses	\$ 80,610	11
Training	\$ 7,702	1
Vehicles	\$ 76,534	10
Equipment	\$ 21,631	3
Total	\$ 738,434	100

First Nations Officer Participation

Since April 2003, there have been eight First Nations Police Officers that have participated in the FNOC Initiative, five of whom are still actively participating. The four First Nations Police Services from which these officers originate have remained constant since the launch of the Initiative in Ontario in 2003 (see Table 8).

¹³ Financial records for 2003-2004 were unavailable, 2004 expenditures and variance are unknown.

Table 8. Ontario First Nations Police Services Involved in the FNOC Initiative

First Nations Police Services	Start Date	Number of Participants*
Six Nations	April 2003	2
Walpole Island	August 2003	1
Treaty Three	June 2003	2
Anishnabek	April 2003	3

* 'Number of participants' indicates the number of different people who have participated in the initiative, and not the number of positions allocated to the initiative.

Interviewees indicated that the minimum time span that an officer should be in an IBET position is two to three years. This is considered the minimal amount of time needed to receive the necessary formal training and gain practical experience to become fully productive as an integrated team member. Four years involvement was expressed as a sufficient length of time to yield benefits to justify participation. A maximum is dependent on individual officers' personal suitability and career aspirations.

For criminal intelligence positions, the ideal time span suggested by interviewees was generally in a higher range around the five-year mark. As with IBET positions, sufficient time for formal training and practical experience needs to be taken into consideration. However, for criminal intelligence, there is the added element of building one's intelligence network. It takes time to establish and maintain valuable contacts necessary for success in information gathering and intelligence development. It was also suggested by a few respondents that these positions should be considered permanent, as there were no perceived benefits of changing or rotating participants.

The length of participation of First Nations Officers in the FNOC Initiative has ranged from sixteen to twenty-two months for the three officers that are no longer part of the initiative. However, based on the above, it would seem that the assignment of an officer in a criminal intelligence position is intended to be for a longer duration than officers assigned to a position with an IBET.

Officer Selection, Orientation, Training, and Assessment

Officer selection for the FNOC Initiative in Ontario is, for the most part a decentralised function, in that the responsibility lies with each participating First Nations Police Service. Although there is no formalized selection process, First Nations Police Chiefs have selected candidates from their respective services based on various combinations of the following criteria:

- seniority of officer;
- level of experience as a police officer;
- level of experience in criminal intelligence;
- experience in drug investigations;
- proximity of detachment to IBET office in which officer would be co-located; and
- originates from community in question.

The RCMP does not provide selection criteria to First Nations Police Services except for the stipulation that potential participants must successfully attain secret security clearance. Some interviewees suggested that the Initiative would benefit from a more formal selection process with set criteria against which periodic assessments could be completed. Suggestions for criteria included those identified above with the addition of report writing and communications skills. It was also suggested that partners be involved in the selection process. This was deemed especially relevant in cases where First Nations Police Officers would be co-located, as is the case with IBETs.

The exception is the formal approach to participant selection in the Six Nations Police Service, which has recently designed and implemented a formal competition to replace an exiting participant in a criminal intelligence position. A job description and self-assessment form was developed by the First Nations Police Service, which then screened interested applicants. Potential candidates' names were forwarded for further consideration by an interview board. The board, which consisted of representatives from the RCMP, CISO and the OPP, was meant to reflect organizations, with whom a successful candidate would collaborate in the criminal intelligence position. A series of interview questions was developed by the board and each representative was allowed to pose two questions, which were scored by all board members. The board then made their recommendations to the Chief of Police. All involved were very satisfied with the selection process and noted they believed it to be impartial and fair. The process lasted approximately one month from initial advertisement to selection.

First Nations Officers participating in IBET positions indicated that they were provided with orientation to RCMP computer systems and reporting formats and were given an explanation of what was expected of them. Participants were also introduced to core agencies (i.e., partners). In at least one case, the participant was partnered with an RCMP member who could provide direction and respond to any questions. This "buddy" system seemed to have worked well and the officers involved were satisfied. No suggestions for improving orientation were provided.

Participants in criminal intelligence positions do not receive any orientation. Partners have however, provided advice and guidance when requested. There is one case where the officer job-shadowed his predecessor for two to three weeks. This provided the opportunity to be introduced to partners, have processes explained and to learn the format for intelligence reports.

There is no formal training needs assessment in place, although First Nations Officers indicated that they have had opportunities to receive both formal and informal training. All First Nations Police Officers participating in IBETs receive the same formal training that any new RCMP IBET member would receive. In addition, officers in IBETs and criminal intelligence positions indicated that training opportunities and their interest in particular courses are discussed on an ad hoc basis with their respective RCMP contacts such as the NCO in-charge RCMP Intelligence Section. Interviewees indicated a wide variety of training has been provided including human sources, surveillance, investigative interviewing and major case management.

Officer performance assessment is the responsibility of First Nations Police Services. Participants are therefore, assessed in accordance with their police service's existing process. Partners are not involved, but informal discussions between the RCMP and First Nations Police Chiefs would allow for input into the process for those participants in IBET positions.

Implementation Challenges and Best Practices

When asked to describe some of the challenges and best practices in implementing the FNOC Initiative in Ontario, very few respondents had any comments to offer. One challenge cited by a few interviewees was the unexpected shortfall in funding in 2003-2004, and the resulting strain on the established partnerships. Before the transfer of program funds had occurred, a 33 percent reduction in funding had occurred, due to a federal government-wide program reallocation exercise. At this point, multi-year MOUs had already been signed between O Division and the participating First Nations Police Services, and participants had already been in place for three months. This was a source of concern, and was perceived as potentially jeopardizing the very partnerships so critical to the success of the Initiative. However, PSEPC was able to address the shortfall through an internal reallocation of \$325K, resulting in a budget for 2003-2004 of \$1.32M, which met the needs for that fiscal year. Full funding was restored in the following fiscal years.

One challenge noted by the RCMP related to the IBET positions is the additional time required for reviewing and completing RCMP paperwork (e.g., surveillance reports). The paperwork required for IBETs is very different than that which exists in First Nations Police Services. Although there is a steep learning curve for First Nations officers in the completion of reports, participants are not expected to learn every aspect of RCMP paperwork. Therefore additional support from the RCMP in the completion and review of paperwork is required. However, alleviating some of the burden of paperwork does have the benefit of allowing more time to draw on the strengths of the First Nations officers.

Differing operational priorities was also noted as a challenge by one criminal intelligence unit. The operational priorities of the First Nations Police Service may differ from those of the RCMP. The First Nations Police Officer is not necessarily contributing to existing RCMP operations and conversely, not all of the RCMP priorities are related to the First Nations community involved in the initiative. For the RCMP, this results in time committed to the First Nations priorities in addition to their own operations. The challenge is in balancing the time required for both. No best practices were noted for the implementation of criminal intelligence positions.

3.1.2 Operational and Resource Implications

To examine the operational and resource implications of the FNOC Initiative on First Nations Police Services and partners, the evaluation identified and reviewed any incremental (i.e., additional) infrastructure been put in place to support the Initiative and any additional costs incurred by partners.¹⁴

¹⁴ This evaluation did not include a comprehensive costing exercise. Additional costs to stakeholders were reviewed only if readily available.

C Division

Incremental Infrastructure

One partner interviewed indicated that some additional infrastructure was required from the RCMP (e.g., ten RCMP officers, equipment) when the FNOC Initiative operations were located in St-Jérôme, however, no specific details were provided.

The RCMP put a new infrastructure in place for the FNOC Initiative by establishing the Aboriginal CFSEU. During 2004, the RCMP leased and furnished a building for members of the CFSEU, which included installing computers and telecommunications and security equipment. The RCMP and SQ also indicated that they provide training to First Nations Officers and additional support to FNOC Initiative operations when needed such as: air services, fuel, vehicle repairs, and investigative equipment (e.g., surveillance, telecommunications).

The RCMP and SQ also provide additional infrastructure in the form of human resources. The CFSEU is staffed by RCMP and SQ officers and all salaries, including overtime are covered by the respective police services. The RCMP also reported that they provide additional human resource support for: administrative services (e.g., financial, legal), physical and electronic surveillance teams, and other operational needs.

First Nations Police Chiefs indicated that, although some additional infrastructure has been required for the FNOC Initiative, it has been minimal. Interviews with First Nations Police Chiefs showed that the police services provide some equipment and training to officers and if an FNOC Initiative investigation is occurring within the community, officers from the community police service may provide operational support (e.g., surveillance). Financial and administrative officers from the police service also dedicate a portion of their time to manage the financial transactions for the Initiative.

Additional Costs Incurred¹⁵

The RCMP did not provide any cost estimates for the FNOC Initiative operations in the St-Jérôme Detachment. The RCMP did report that the initial costs associated with establishing the CFSEU (i.e., building and related equipment) was approximately \$560,000 and the RCMP anticipates that it will cost \$436,000 for annual operation and maintenance of the building (e.g., rental fees, travel, salary for the RCMP officer in charge of FNOC Initiative, computer and security equipment). The RCMP was not able to provide costs associated with the additional human resources that support the FNOC Initiative (i.e., RCMP officers, other administrative staff).

The SQ indicated that the salaries of the five officers working in the CFSEU, including overtime and related equipment expenses, costs its police service approximately \$600,000 per year.

¹⁵ The costs outlined below are “global” and as such, they do not reflect direct costs associated with the FNOC Initiative.

First Nations Police Services did not provide any figures related to the costs of additional infrastructure and support provided to the FNOC Initiative.

O Division

Incremental Infrastructure

There has been very little incremental infrastructure identified for the implementation of the Initiative in O Division. Two IBET offices reported some minimal renovation and furniture costs for office space. It should be noted that the entire IBET offices were being renovated, but that a portion of the renovations could be attributed to the addition of two First Nations Officer team members.

Additional Human Resource Capacity

At the outset of the initiative, the RCMP Aboriginal Policing Coordinator estimates having invested three months full time on implementation. At present, approximately three days per month are dedicated to implementing the Initiative.

Two First Nations Police Services indicated that a small portion of time is required from their respective financial officers for accounting.

Additional Costs Incurred

The apportioned cost of the above-mentioned renovations and furniture purchase was approximately \$40K in total plus an additional \$16K for furniture and workstations for participants in IBET positions.

In addition to a portion of the RCMP Aboriginal Policing Coordinator salary, any travel and associated costs for partnership development at the outset of the initiative were paid by the RCMP.

One criminal intelligence unit indicated that all RCMP training provided to First Nations participants in criminal intelligence positions and associated air travel is paid for by the RCMP Criminal Intelligence Branch.¹⁶ For two participants, it is estimated that \$5,540 has been expended for RCMP training.

Similarly, the RCMP also pays for RCMP courses provided to participants that are assigned to IBETs. If courses are deemed to potentially improve job function within an IBET, then all related travel and accommodation expenses are paid for by RCMP. If the course will mostly be of benefit to the officer when he/she returns to his/her respective police service, then these associated travel and accommodation expenses are covered by the FNOC Initiative funds.

Associated costs related to partnership development and training were not obtained during the course of the evaluation.

¹⁶ Related expenses (e.g., meals) and ground travel is paid for with FNOC funding.

3.2 SUCCESS

Seven evaluation questions were examined with respect to success:

- *What partnerships have been developed as a result of the Initiative? What have been some of the best practices and challenges in forming partnerships?*
- *As a result of the Initiative, is there enhanced intelligence available (intelligence analysis - threat assessments) on organized crime in and around First Nations communities?*
- *As a result of their involvement with the FNOC Initiative, do First Nations Officers have enhanced skills and knowledge to undertake criminal and/or organized crime investigations?*
- *Have First Nations Officers involved in the Initiative been actively participating in organized crime and/or in cross border investigations?*
- *Has the involvement of First Nations Officers resulted in the initiation of intelligence-led organized crime/cross border investigations?*
- *Is there evidence that the Initiative is making a contribution to disrupting and dismantling organized crime activities in and around First Nations communities?*
- *Has the Initiative enhanced First Nations Police Services' overall investigative and/or intelligence capacity needed to participate as full partners in the fight against organized crime?*

The FNOC Initiative is still considered to be in its infancy; therefore, this evaluation recognizes that it may be too early to measure success, particularly for some of the longer-term outcomes related to the disruption and dismantling of organized crime or in the area of improved capacity of First Nations Police Services. To the extent possible, the evaluation used what evidence was available to determine any early indications of success.

3.2.1 Partnership Development

To examine whether the FNOC Initiative has contributed to the development of partnerships, the evaluation examined the number and type of new partnerships formed, including the number of Joint Management Teams (JMTs) or Joint Intelligence Teams (JITs) in which First Nations officers participate and the number of new MOUs established; best practices and challenges of partnership development; and, the number of First Nations police members or services having memberships in external organizations.

C Division

Creation of New Partnerships

The most significant partnership formed as a result of the FNOC Initiative in Quebec is that among the RCMP, SQ and First Nations Police Services. Interviewees indicated that historically, working relationships between these groups had not been strong, and at times were somewhat strained, particularly between the SQ and First Nations. Interviewees indicated that since the start of FNOC Initiative, the relationships have gradually become stronger and the level of trust between partners has increased. Reportedly, the creation of the CFSEU has further strengthened the partnerships and demonstrates commitment of partners in working together. Interviewees suggested that an SQ member being in charge of the CFSEU has done a great deal to show that organizations' commitment to the Initiative. This partnership has recently been formalized through the signing of an MOU regarding the operation of the CFSEU and First Nation Officer participation in the CFSEU, although the SQ was not a signatory.

One interviewee suggested that the FNOC Initiative has also improved the relationships among First Nations communities in Quebec and First Nations Police Services. This is evident in the growing interest of communities in participating in the FNOC Initiative.

A Steering Committee (considered a Joint Management Team) has been formed for the CFSEU. The committee's mandate is directional in nature and is the mechanism for conflict resolution, if needed. The members of the Committee include the Officer-in-Charge (SQ) of the Aboriginal CFSEU, RCMP Criminal Operations Officer for C Division, and the President of the AFNCPQ. Meetings are not held on a regular basis and take place only when a situation requires it.

Interviewees cited a number of other partnerships that have been established as a result of the Initiative, for example, with United States Customs, Canada Post, the SAQ, hospitals and airlines. One First Nations Police Chief indicated that some of these partnerships have been particularly important for Northern communities because of the unique challenges associated with remoteness and isolation of these communities. [*]

Challenges in Developing Partnerships

Interviewees indicated that there were a number of challenges in developing partnerships between the RCMP, SQ and First Nations. First Nations Police Chiefs indicated that it was a challenge to convince other police agencies that organized crime was a growing problem in First Nations communities. Interviewees also indicated that in the past, First Nations Police Services lacked credibility, and it was a challenge to improve partners' perceptions. Historically, there was a lack of working relationships and a level of mistrust between the RCMP, SQ and First Nations and it was particularly challenging for partners to overcome this and develop stronger relationships.

External Memberships

The evaluation sought to identify the number of First Nations police members or services having memberships in external organizations (i.e., with other police agencies or groups). Interviewees

did not note any participation in external memberships as a result of their participation in the FNOC Initiative.

O Division

Creation of New Partnerships

The FNOC Initiative represents the first formal “operational” partnership between the RCMP and First Nations Police Services in Ontario. Although varying levels of communication and contact between stakeholders prior to the initiative were reported, all agreed that it has helped improve and strengthen their working relationship. There are currently four MOUs in place between the RCMP and each of the participating First Nations Police Services, which formalizes these partnerships.

First Nations Police Services also reported new partnerships with other stakeholders such as the OPP criminal intelligence units, US authorities and the Provincial Ministry of Finance, that have resulted from participation in the FNOC Initiative. One First Nations Police Service reported that they work with the latter on cigarette smuggling. On behalf of the Ministry, the First Nations Police Service performs the surveillance on target groups smuggling cigarettes out of the reserve. The Ministry then conducts the arrests and seizures once the smuggled items have been taken outside of the territory.

Challenges in Developing Partnerships

One of the challenges in developing partnerships and promoting interest in participation is balancing border enforcement with First Nations views of border rights. First Nations communities may see border enforcement as impinging on their rights, but at the same time, want to see criminal activities occurring in their communities addressed.

Establishing partnerships with non self-administered Police Services presented an additional challenge as the Police Services needed to first obtain Council approval and resolution. This is not required for self-administered Police Services.

External Memberships

One First Nations Police Service has gained membership with Criminal Intelligence Service Ontario (CISO). This is the first and only First Nations Police Service represented in the CISO. It should be noted that the process for membership application and review started prior to the implementation of the FNOC Initiative. However, it is reported that without the FNOC Initiative funding, which allowed for the creation of a criminal intelligence position, membership would not have been granted.

3.2.2 Availability of Intelligence Information

To examine whether the FNOC Initiative has resulted in enhanced intelligence information on organized crime in and around First Nations communities, the evaluation examined some quantitative data on intelligence (e.g., number of intelligence files created, number of threat assessments completed, number of information agents recruited) and the extent to which intelligence information is being communicated and shared among police services and used in investigations.

C Division

Gathering of Intelligence Information

Interviewees indicated that the amount of intelligence information has increased as a result of the FNOC Initiative. Information provided by partners suggested that they were previously unaware of the magnitude of the problem of organized crime in and around First Nations communities and that they are now aware of the issues and have been able to draw links between crime groups inside First Nations communities and larger organized crime groups outside of First Nations communities.

Information provided by the RCMP indicated that intelligence reports are reviewed on a regular basis and those having operational potential lead to the creation of operational files. Since the creation of the CFSEU in April 2004, a total of 40 new files have been opened and First Nations Officers have introduced the RCMP to five new human sources. The CFSEU does not conduct threat assessments because an analyst has not yet been fully trained. This activity is currently the responsibility of the Criminal Intelligence and Analysis Section of the RCMP.

Sharing of Intelligence Information

Most interviewees indicated that there has been an increase in the sharing of intelligence information between police agencies. This is due in part to a few factors. First Nations Officers indicated that pre-FNOC Initiative, they were not necessarily aware of what information should be recorded or how to best record it. First Nations Officers indicated that their involvement with the Initiative has helped them recognize when and how to record intelligence information and some First Nations Police Services have adopted RCMP forms and other tools for this purpose.

Interviewees also indicated that pre-FNOC Initiative, there were no established relationships between the partners to facilitate sharing of information. Many interviewees indicated that they would not have previously shared information with another police service, although this did not seem to be an issue among First Nations Police Services. The FNOC Initiative has helped to establish the links that enable the sharing of information between participating First Nations Police Services, the RCMP, and the SQ, even more so with the creation of the CFSEU, which reportedly provides a central mechanism to share information. Some First Nations Police Services noted that they were in daily contact with their participating officer.

Interviewees indicated that no formal tools exist for the sharing of intelligence information among partners and that they rely on more informal mechanisms (e.g., face-to-face meetings, telephone conversations, e-mail). One First Nations Police Service has reportedly modified their

PAMS¹⁷ to include new forms that can be used for recording information specific to FNOC Initiative operations. Almost all First Nations Police Services (estimated 80 percent by one interviewee) have this system, although they are not networked together. Interviewees indicated that the future plan is to have the systems networked together to make it easier for First Nations Police Services to share intelligence information.

O Division

Gathering of Intelligence Information

Although interviewees noted that the amount of intelligence information has increased as a result of First Nations Officer participation in IBETs, no quantitative evidence was provided for the evaluation. The most important benefit noted was access to intelligence information regarding criminal activity in and around First Nations communities, which would otherwise be lacking. It is assumed that by default, First Nations participants who are part of the IBETs are contributing to the constant pursuit of intelligence information.

The FNOC Initiative funding has facilitated the creation of criminal intelligence positions in First Nations Police Services who did not have the capacity to conduct this type of work. The very nature and scope of work of the participants in criminal intelligence positions would suggest an enhancement of intelligence information. Interviewees noted that their Police Services now have the ability to identify drug trafficker, criminal groups and eco-terrorists.

Sharing of Intelligence Information

The views provided regarding the extent to which intelligence information is now communicated to and shared among First Nations Police Services varies greatly from one Police Service to the next. As noted above, the participation of First Nations Officers in IBETs has increased the access to information regarding crime in and around First Nations communities. However, IBET participants interviewed indicated that there is little contact with their home police service. One participant indicated that proximity to their community plays an important factor. Close proximity to the community simply means that they can easily conduct surveillance or investigations first hand, rather than request the assistance of colleagues to collect and then share the information. Since joining the IBET, the participant has maintained prior contacts with other First Nations Police Services, which has increased the flow of information to the IBET. These First Nations Police Services had not been in contact with the IBET prior to the participation of the First Nations Officer. In another case, the participant noted the distance between the IBET office and his/her community had hindered the ability of conducting any work from within the community and that the community is no longer as forthcoming with information. Unfortunately, the participant also noted a lack of support from home police service to provide on the ground assistance for gathering intelligence information.

3.2.3 Enhanced Skills and Knowledge of First Nations Police Officers

¹⁷ This is an information management system used by First Nations Police Services.

To examine whether the FNOC Initiative has enhanced the skills and knowledge of First Nations Officers, the evaluation examined the number and type of training provided, participation in special assignments, and opinions of First Nations Officers on what skills and knowledge they have acquired.

C Division

Training Provided to First Nations Officers

As described in the section on implementation, First Nations Officers have had opportunities for both formal and informal training through the FNOC Initiative. All officers that previously participated in the FNOC Initiative and two of the seven officers currently participating in FNOC Initiative have received at least one formal training course. To date, a total of fifteen formal training courses have been provided to First Nations Officers in a wide variety of areas, including: field training, human source, surveillance, investigative interviewing, street gangs, operational intelligence, search warrants, drug investigation, dynamic entries, and French language training.

Five of the seven First Nations Officers currently participating in the FNOC Initiative have not yet received any formal training, as they have only been with the Initiative for the past five months. Formal training courses to be taken by these officers over the next year have already been identified and include courses on: operational intelligence, drug investigations, human sources, and criminal operations.

First Nation Officer Participation in Special Assignments

Three First Nations Officers indicated that they have been invited to participate in special assignments as a result of experience gained from their participation in the FNOC Initiative. These special assignments involved going to other First Nations communities, which were not formal participants of the FNOC Initiative, to either share skills (e.g., writing search warrants, investigative techniques) or to provide operational support for investigations. One officer noted that participation in special assignments can be difficult because of limited time and resources to do so.

Skills and Knowledge of First Nations Officers

All six First Nations Officers interviewed, including one that is not a formal participant in the FNOC Initiative, indicated that their skills and knowledge have increased as a result of the Initiative. One First Nations Police Chief, from a non-participating community, also indicated that one of his officers has improved skills as a result of working with officers participating in Initiative.

Interviewees indicated that the skills most improved as a result of their participation in the Initiative have been writing search warrants, note taking and documenting cases. Improvement in these skills has led to strengthened search warrants and case files that will stand up in court.

Interviewees also suggested that they have improved skills in investigative techniques, such as surveillance and wire-taps, and in gathering intelligence.

O Division

Training Provided to First Nations Officers

All First Nations Police Officers participating in IBETs receive the same training that any new RCMP IBET member would receive. This includes: IBET 1, IBET 2 and National Security Enforcement. In addition, other courses have been attended by officers in either an IBET or criminal intelligence position on an as needed basis and have included: Pipeline/Jetway/Convoy training, major case management, inland water transfers, interview techniques, source witness, Bill C-24, and an infrared course. This information was gathered solely from those First Nations Police Officers interviewed as part of the evaluation. The number of courses taken per officer or training provided to past participants was not provided.

First Nations Officer Participation in Special Assignments

None of the five First Nations Police Officers interviewed for the evaluation have participated in any special assignments.

Skills and Knowledge of First Nations Officers

All five First Nations Officers interviewed indicated that their skills and knowledge have increased as a result of the FNOC Initiative. Interviewees in IBET positions indicated that their skills and knowledge had increased due to both formal and on-the-job training. The skills most improved as a result of informal training include intelligence gathering and the development of case files. Working in an IBET has also provided the opportunity to see beyond the day-to-day street level patrolling and focus on the bigger picture. Officers are better able to ascertain criminal links to other communities beyond their own communities' border. It should be noted however, that one officer expressed a high level of frustration, as he/she did not feel that these improved skills have translated to enforcement in the community. The combination of a lack of First Nations police resources and minimal support from the home Police Service was noted as a likely cause of this perceived imbalance.

The increase in skills and knowledge noted by officers in criminal intelligence positions are directly attributable to the courses taken through the FNOC Initiative. The courses provided the foundation to improve skills necessary for the position. Since criminal intelligence positions remain within the participating First Nations Police Services, the benefits of hands on training accrued when working along-side experienced officers is not evidenced.

3.2.4 Participation of First Nations Officers in Organized Crime/Cross Border Investigations

To examine to what extent First Nations Officers are participating in organized crime and/or cross border investigations, the evaluation examined the number of investigations First Nation Officers have been involved in; the extent of their involvement; and, the extent to which their participation enhanced the investigations.

C Division

As discussed previously (*Section 3.1.1*), First Nations Officers in the CFSEU des Autochtones are actively participating in organized crime and/or cross border investigations and are satisfied with their level of involvement in intelligence gathering and investigations. Data provided by the RCMP shows that First Nations Officers have assisted in starting and participated in five organized crime and/or cross border investigations.¹⁸ The evaluation was not able to determine the extent of involvement (i.e., role) of First Nations Officers in these five investigations, as the RCMP data system does not track this kind of information.

Although not discussed by all interviewees, two partners and two First Nations Officers interviewed suggested that investigations have been enhanced by First Nations Officer participation, mainly because they are providing information about their communities to which the RCMP would not otherwise have access.

O Division

Respondents indicated that organized crime/cross border investigations were enhanced by the participation of First Nations Police Officers located in IBETs. Participants are not only able to provide intelligence that the RCMP would otherwise not have access to, but they also bring with them their own established contacts from the police community. The proximity of officers' location to their own communities also means that the officers can easily conduct surveillance within their community. This is of particular importance in communities where the presence of an outsider would compromise surveillance activities. The number of organized crime/cross border investigations that involve First Nations Officers was not obtained.

The focus of work for First Nations Officers in criminal intelligence positions is intelligence; therefore, they do not participate in organized crime/cross border investigations.

3.2.5 Contribution of First Nations Officers to Organized Crime/Cross Border Investigations

To examine the contribution of First Nations Officers to organized crime/cross border investigations, the evaluation examined the number of investigations started as a result of

¹⁸ Since the creation of the CFSEU in April 2004.

information provided by First Nations Officers and the extent to which the investigation would have not occurred or would have been delayed without First Nation participation.

C Division

Information provided by the RCMP indicated that, as a result of information provided by First Nations Officers, ten new organized crime/cross border investigations have been started.¹⁹ Opinions on the extent to which these investigations would have otherwise occurred varied. Three interviewees (two partners and one First Nations Officer) suggested that the investigations would have happened without the information provided by First Nations Officers, but that they likely would have been smaller in scope, taken longer, and been based on limited information. Three interviewees (one partner and two First Nations Officers) suggested that the investigations involving their communities would not have happened because of lack of resources and/or capacity to do so.

O Division

The number of investigations as a result of intelligence information provided by First Nations Officers was not obtained during the course of the evaluation. Respondents were, however, able to provide a few examples of cases in which investigations would not have occurred or would have been delayed in the absence of First Nations participation.

One significant case involved the disruption of human smuggling rings, which resulted in the apprehension of six smuggled persons in the United States and the arrests of two organizers/facilitators in Canada. Both of these offenders were found guilty and sentenced to seven and five years' incarceration. The human smuggling ring was operating from within a First Nations community. Apprehension would not have occurred as quickly had it not been for the participation of the First Nations Officer who was able to investigate from within the community and collect the intelligence information that led to enforcement. The disruption of a human smuggling ring was also noted as an example by another IBET. Similar to the first example, the First Nations Officer was able to conduct surveillance in the community. No quantitative data was provided for this example.

3.2.6 FNOC Initiative Contribution to Disruption and Dismantling of Organized Crime

To examine whether the FNOC Initiative is making a contribution to the disruption and dismantling of organized crime in and around First Nations communities, the evaluation gathered qualitative information from interviewees and examined quantitative information related to seizures (e.g., drugs, money), search warrants, "Jetway" interceptions (i.e., goods being transported via air), and organized crime convictions.

¹⁹ Since the creation of the CFSEU in April 2004.

As noted earlier in this report, it is important to recognize that at the time of the evaluation, this Initiative was in its third year of operation in Quebec and in its second year in Ontario. Therefore, it is not expected that there would yet be measurable outcomes related to the disruption and dismantling of organized crime in and around First Nations communities, particularly because investigations and prosecutions for organized crime cases could potentially take years. To the extent possible, this evaluation examined any available evidence of achievement of long-term outcomes.

C Division

Interviewees were asked whether they believed that the FNOC Initiative is helping or will help to disrupt and dismantle organized crime activities in and around First Nations communities. While four interviewees suggested that it was too early to see any concrete results, many interviewees indicated that the Initiative is having an impact on organized crime. The impacts are being seen by interviewees in a number of forms, particularly through the execution of search warrants and the seizure of goods within First Nations communities. A few interviewees also suggested that they have seen behavioural changes in organized crime groups such as a shift in the types of criminal activities being undertaken or changes to patterns of behaviour. Information from interviews also seems to suggest that the FNOC Initiative is making a contribution in combating organized crime because First Nations Officers now have more information about criminal activities and access to better contacts, tools and equipment to fight organized crime in their communities.

Data provided by the RCMP indicated that a total of 452 search warrants had been issued as a result of work done through operations involving First Nations Officers, originating out of St-Jérôme and the CFSEU (e.g., *Project Charlemagne*, *Cactus*, *Chinook*, and *Celestin*). Data showed that of the 408 warrants issued under *Project Charlemagne*, 386 were positive (i.e., resulted in seizures). These FNOC Initiative operations have also resulted in 38 “Jetway” interceptions, which has led to 13 seizures of drugs or money.

Aggregate data on seizures provided by the RCMP shows that as a result of the operations supported by the FNOC Initiative, there have been over 800 seizures made, worth a value of over \$300 million. A large proportion of this was a result of *Project Charlemagne*, an operation that was closed when activities were moved from St-Jérôme to the CFSEU. Table 9 highlights some of the seizures being made as a direct result of FNOC Initiative operations, and in which First Nations Officers are participating.

Investigations have resulted in a total of 572 people being charged for drug-related offences. Most of these charges are still pending court proceedings. To date, there has been one conviction as a result of these charges.

Table 9. Select Seizure Statistics as a Result of FNOC Initiative Operations

Number of Seizures	828
Marijuana	72,074 grams
Cocaine	4,366 grams
Hash	4,500 grams
MDA pills	4,131
Cash	\$341,242
Marijuana plants	245,536
Cars	10
Guns	7
Total dollar value of all seizures	\$308,680,480

O Division

Five interviewees indicated that they believed the FNOC Initiative is making a contribution in disrupting and dismantling organized crime activities in and around First Nations communities. The direct results of investigations have led to various drug seizures, cross-border interceptions and apprehensions. In addition, a few interviewees noted behavioural changes in organized crime groups. For example, in cases of human smuggling, a decrease in activity has been noted in some areas and suspected criminals have become much more cautious about their activities. Apprehensions and criminal charges have worked well as a deterrent to individuals in the community who may have acted as drivers for human smuggling in the past. Interviewees cautioned that even though some group's activities may be disrupted, there are always others ready to take their place. A few interviewees also noted that they were not sure of the extent to which some of them related to organized crime.

Two interviewees related to criminal intelligence positions noted that it is still too early to know whether the initiative is having an impact on organized crime in and around their respective communities. However, they noted that the availability of intelligence information, which simply did not exist before, is part of the puzzle that is required to fight organized crime.

Although some data was made available for the evaluation, it is important to note that it is limited. The evaluation was unable to determine the extent to which these results are attributable to the FNOC Initiative, particularly because the IBETs existed previous to the implementation of the Initiative. Because First Nations Officers are part of the IBET teams, it was assumed that they have made a contribution to the results. Table 10 highlights some of the results of investigations (e.g., seizures, interdictions) undertaken from April 2003 to March 2005 by two IBETs.

In addition to the statistics above, \$1 million worth of marijuana has also been seized as part of an investigation into marijuana grow operations. Investigations have resulted in 14 arrests (five of which were executed by United States authorities) and four convictions. Two offenders have been found guilty and sentenced to seven and five years' incarceration, and five arrests related to human smuggling are currently before the courts. The status of the remaining arrests was not reported.

Table 10. Select IBET Seizure Statistics

Marijuana	147,749 grams
Cefotaxime	136,079 grams
Heroin	4,536 grams
Cars	4
Interdictions (by US authorities)	96 subjects

One First Nations Police Service, which has a criminal intelligence position, reported that the intelligence provided by its participant has resulted in over 100 charges related to stolen vehicles.

3.2.7 Enhancements to Capacity of First Nations Police Services

The evaluation examined to what extent the FNOC Initiative has enhanced First Nations Police Services overall investigative and/or intelligence capacity by examining available statistical information (e.g., files opened, seizures made); new tools, practices or techniques implemented within First Nations Police Services; level of interoperability within First Nations Police Services; number of First Nations Police Services involved in organized crime/cross border investigations; and, opinions on improvements to investigative and intelligence capacity.

C Division

The three First Nations Police Chiefs interviewed indicated that their participation in the FNOC Initiative has enhanced the overall capacity of their police services. The largest impact has been an increase in the skills and knowledge of First Nations Officers. One First Nations Police Chief indicated that the police service has adopted a number of RCMP policies and can now better record and document information gathered. Another First Nations Police Chief indicated that his participating officer will pass along new forms, new ways of documenting information and other skills to the other officers in the police service. It is interesting to note that these two Police Chiefs have not yet had their participating officers return to the police service, and have still seen impacts on their police service.

Another First Nations Police Chief, whose police service is not formally a part of the Initiative, also suggested that his police service has benefited, because participating officers will often take part in special assignments within his community, and in the process, new skills and knowledge will be transferred to his police officers. This First Nations community, with the help of the CFSEU, recently completed an investigation that resulted in the seizure of marijuana plants and guns worth a value of \$100,000.

Interviewees cited a number of other benefits to First Nations Police Services as a result of the FNOC Initiative, including: better coordination with, and support from, other police services, enthusiasm within the police service and more support from the community because they see action is being taken against organized crime, and increased credibility of First Nations Police

Services with the policing community. No statistical data on organized crime files and/or cases was available from First Nations Police Services to further support this evaluation question.

O Division

Participants that are assigned to IBET positions seem to have limited contact with their police service; therefore, the capacity of the police service itself is not being enhanced, until perhaps an officer's return.

Since the FNOC Initiative has also been used to create criminal intelligence positions in First Nations Police Service, the additional resources have, by default, helped enhance their intelligence capacity for combating organized crime. Without the available financial resources provided by the Initiative, these positions would simply not exist. In one case, the work of the intelligence officer that had resulted in the creation of a JFO, has meant the dedication of another full-time police officer to work with partners in related investigations. No statistical data on organized crime files and/or cases was available from First Nations Police Services to further support this evaluation question.

3.3 RELEVANCE

One evaluation question was examined with respect to program relevance:

- *Is the Initiative responding to the threat of organized crime activities in and around First Nations communities?*

3.3.1 FNOC Initiative and the Threat of Organized Crime

To examine the extent to which the FNOC Initiative is responding to the threat of organized crime in and around First Nations communities, the evaluation reviewed relevant documentation related to the presence of organized crime in and around First Nations communities and asked stakeholders their opinions on how the Initiative was addressing the challenges historically faced in combating organized crime.

Annual reports from the Criminal Intelligence Service Canada (CISC) include Aboriginal Organized Crime (ABOC) as national intelligence priorities or as “national monitored” issues. In its 2003 Annual Report, CISC indicated that Aboriginal-based gangs are present “around many Aboriginal reserves nationally; even on smaller, more remote reserves” and that “gang members will continue to move fluidly on and off reserves, and be involved in criminal activities and recruitment of new gang members.”²⁰ The report also indicated that these Aboriginal-based gangs have been assessed as a low-level threat, but are involved in “street-level trafficking of

²⁰ Criminal Intelligence Service Canada. *2003 Annual Report on Organized Crime in Canada*. 2003.

marihuana, cocaine, crack cocaine and methamphetamine” and that they are often involved in enforcement for other organized crime groups, such as the Hells Angels. The CISC expects that this type of organized crime will continue to increase, particularly in cities, but also on reserves, even in smaller, more remote communities.

The 2004 CISC reports also indicated that organized crime, and more specifically Aboriginal-based groups, is a growing issue in Ontario and Quebec along the Canada/United States border.²¹ Because of the proximity of reserves to the Canada/United States border, they are targeted by other organized crime groups, which conduct criminal activities such as marihuana cultivation, vehicle thefts, firearms activities, illegal gaming, and drug trafficking. The report further indicated that Aboriginal-based groups often act as ‘brokers’ for other organized crime groups and participate in cross-border and inter- and intra-provincial distribution of contraband such as drugs (e.g., marihuana, cocaine and methamphetamine), currency and humans.

CISC reported that “organized criminal activities on reserves affect the residents’ quality of life, sense of community and social well-being” and “can pose a threat to public health and safety to those who live on and around the reserves.” CISC expects that the threat of organized crime involving First Nations will continue to increase and will continue to target Aboriginal youth for gang recruitment.

C Division

Interviews with stakeholders supported much of the information contained in the CISC reports. Partners, First Nations Officers, and First Nations Police Chiefs confirmed that, not only is organized crime in First Nations communities increasing, the type of activities have changed. Stakeholders are seeing an increase in the type, volume, and value of drugs within the community. Marijuana used to be the main concern, but First Nations Officers are now seeing harder drugs such as cocaine and ecstasy within their communities.

Historically, First Nations communities have not been able to deal with organized crime and interviewees offered a number of reasons for this. The limited resources of First Nations Police Services allows officers to focus only on fighting street-level crime and not on the ‘bigger picture’ (i.e., the source of the street-level crime). Interviewees also indicated that the support networks (i.e., from other police services) required to fight organized crime were either not strong or non-existent. Stakeholders reported that probably the largest obstacle that First Nations communities faced in fighting organized crime was a lack of experience, skills, knowledge, equipment, and technology. All of these factors have meant that organized crime groups have often gone unchecked in First Nations communities.

Many interviewees suggested that the FNOC Initiative has helped to address some of the historical challenges faced by First Nations communities in fighting organized crime. Interviewees reported that the Initiative has improved and/or created relationships between policing services, and First Nations Police Services now have better support (e.g., with

²¹ Criminal Intelligence Service Canada. *2004 Annual Report on Organized Crime in Canada*. 2004.

conducting investigations, working on intelligence files) and access to equipment (e.g., airplanes) and technology (e.g., surveillance) that they may not otherwise have. Also important to First Nations Officers has been the opportunity to gain the skills, knowledge, and experience necessary to carry out organized crime investigations.

Further evidence of how the Initiative is responding to the threat of organized crime can be seen in the types of seizures being made since the beginning of the Initiative. In Quebec, interviewees indicated that the main organized crime issue has been the cultivation and distribution of marijuana and increasingly other drugs such as cocaine. As noted earlier, data provided by the RCMP shows that a total of 72,074 grams marijuana and 245,536 marijuana plants have been seized from various locations in and around First Nations communities since implementation of the Initiative.

O Division

Findings from interviews largely corroborate the information from CISC reports noted above. For the most part, interviewees have noticed a general increase in crime related to drugs and human smuggling, but had not necessarily known the extent of association with organized crime. The increases are due to jurisdictional issues. Criminals have identified policing "no go zones" in which they believe they can and may go undetected. Some of the criminal activity may have started with tobacco and alcohol smuggling. However, organized crime groups have used these established routes to expand to smuggling drugs, people or anything else that is deemed profitable. Several interviewees noted that border communities are implicated since they are ideally placed as an easy access point for cross-border transportation. Related increases in drug use in these communities have not yet become a concern. However, the situation in northern communities is quite different, where involvement in criminal activities of individuals from the communities themselves is on the rise. Criminals have infiltrated the communities and are recruiting youth and creating associations with Aboriginal gangs.

From a partner perspective, the biggest challenge in combating organized crime in and around First Nations communities has been related to community access. Not only were they not able to collect information or conduct surveillances effectively prior to the FNOC Initiative, the information flow between First Nations Police Services and the RCMP was minimal or non-existent. The Initiative has meant that RCMP can respect the boundaries of physical access to communities all while having access to the information necessary for the development of intelligence and later enforcement.

Both First Nations Police Chiefs and First Nations participants interviewed, indicated various challenges to combating organized crime in and around First Nations communities. Most noted was a lack of resources to allow any First Nations Officers to do more than patrol work. In some of the more remote areas, such as in Northwestern Ontario, there is also little police presence in relation to the size of the region in question. Resources are however, only part of the challenge. Interviewees also noted a lack of knowledge, skills, experience and technology necessary for involvement in fighting organized crime. And finally, since organized crime is not a localized issue and spans various communities/territories, mechanisms to share information with other police services are crucial.

Many interviewees suggested that the FNOC Initiative has helped to address some of the historical challenges faced by stakeholders in fighting organized crime. First and foremost, the Initiative has provided funds for additional human resources complements to focus on gathering intelligence information in and around the participating First Nations communities. This intelligence information has and will continue to help target criminal activity. Respondents also emphasised the value of increased skills, knowledge and experience in combating organized crime.

4.0 CONCLUSIONS

This section of the report presents the conclusions for the FNOC Initiative evaluation. The conclusions are organized by evaluation issue and question. Overall conclusions related to O and C Division have been summarized in the same section. It is important to highlight once again, that this initiative is still in its infancy and therefore, in some cases, it may be too early to see any measurable outcomes.

4.1 DESIGN AND DELIVERY

4.1.1 Implementation

Evaluation Question: Overall, has the FNOC Initiative been implemented as originally intended?

Conclusion: Based on a review of documentation, data on First Nations Officer participation, and interviews with stakeholders, the evaluation found that the Initiative has been implemented as intended with many of the requirements, [*] and the MOU between PSEPC and the RCMP, fulfilled. It should be noted that currently there are no requirements for the RCMP to report non-financial program information, including impacts, to PSEPC.

For C Division, some components of the Initiative were not formalized until the creation of the CFSEU in April 2004. Since the creation of the CFSEU, there has been much progress made in establishing more formal administrative and management processes.

The decentralized approach in O Division has meant that some of the components have not been formalized. For example, there is only one case where a selection process, including formal criteria, has been established and used to select a participant. [*], which has not been the case with participants in criminal intelligence positions.

Another variation in implementation for both Divisions relates to the requirement for First Nations Officers to be integrated into an organized crime unit only after successfully completing prerequisite training and orientation. There is no formal training or orientation in which officers participate before being placed in an organized crime unit. Rather, formal and on-the-job

training and orientation happens as part of an officer's participation in the CFSEU, regionally-based task forces or in an IBET. While a formal training regime has not been thoroughly implemented, interviewees noted that participation in FNOC had led to skills improvement in several areas, including: writing search warrants; note taking; development of case files; and, intelligence gathering.

4.1.2 Operational and Resource Implications

Evaluation Question: What have been the operational and resource implications of this Initiative on First Nations Police Services and federal partners (RCMP, SQ)?

Interviews with partners and a review of available cost information showed that operational and resource implications of the Initiative has been greatest for the RCMP's C Division. C Division's contribution has exceeded that of the FNOC Initiative contribution, namely for the creation of the CFSEU, RCMP salaries and other operational support and equipment. The SQ matches the FNOC contribution each year to provide SQ members for the CFSEU and for related equipment. First Nations Police Chiefs in Quebec indicated that the costs associated with participating in the Initiative have been very minimal (e.g., some training and equipment), mainly due to the fact that funds cover most of the necessary expenses.

Although O Division has reported some additional resource implications, mostly related to the provision of RCMP training courses, it has been minimal compared to that of the FNOC Initiative contribution. This is due primarily to the fact that the approach used in O Division places participants into existing IBETs, or they simply remain at their police service, as is the case with criminal intelligence positions.

4.2 PROGRAM SUCCESS

4.2.1 Partnership Development

Evaluation Question: What partnerships have been developed as a result of the Initiative? What have been some of the best practices and challenges in forming partnerships?

Information from interviews showed that the Initiative has contributed to the development of stronger relationships, between the RCMP, SQ, and First Nations Police Services, which historically had not been strong and, at times, had been somewhat strained. In Ontario, the Initiative represents the first formal operational partnership between the RCMP and First Nations Police Services. Although varying levels of communication and contact between stakeholders prior to the Initiative were reported, all agreed that it has helped improve and strengthen their working relationships. The Initiative has also resulted in a number of other partnerships that have contributed to the ongoing organized crime investigations in both Ontario and Quebec, including such partners as: airlines, Canada Post, SAQ, United States Customs and the Ontario Provincial Ministry of Finance.

Interviewees indicated that the biggest challenges in developing partnerships in Quebec related to: 1) demonstrating to police agencies that there was an organized crime problem in First Nations communities; and, 2) building trust and credibility between the police agencies. In Ontario, one of the challenges in developing partnerships and promoting interest in participation was balancing border enforcement with First Nations views of border rights.

4.2.2 Availability of Intelligence Information

Evaluation Question: As a result of the Initiative, is there enhanced intelligence available (intelligence analysis - threat assessments) on organized crime in and around First Nations communities?

Information from interviewees indicated that as a result of the FNOC Initiative, there is enhanced intelligence information available on organized crime in and around First Nations communities and many indicated that they now have information about organized crime that did not previously exist. Some statistical data was provided by C Division on the number of new operational files and new human sources recruited; however, it was not possible to access the existing intelligence information to assess enhancements to that information as a result of the FNOC Initiative.

Interviewees indicated that intelligence information is now being shared among police agencies, due mainly to the improved working relationships between partners. Partners rely on informal methods to share intelligence information. The exception to this would be the formal reporting completed by the First Nations Police Services that is a member of CISO. Information submitted to CISO is accessible to all member police services throughout Canada.

It is important to note that First Nations Police Services in Ontario that have officers positioned in IBETs do not play a large role in sharing of intelligence information. Two factors come into play. The proximity of the home police force allows participants to conduct investigations independently. However, where the distance to travel is too great, the level of support from the home police service to provide on the ground assistance for gathering intelligence information is crucial, and this support has not always been provided.

4.2.3 Enhanced Skills and Knowledge of First Nations Police Officers

Evaluation Question: As a result of their involvement with the FNOC Initiative, do First Nations officers have enhanced skills and knowledge to undertake criminal and/or organized crime investigations?

Training records and interviews with participants show that the FNOC Initiative has provided opportunities for officers to improve their skills and knowledge to undertake criminal and/or organized crime investigations. Officers receive both formal and informal (i.e., on-the-job) training, which has been customized to individual officer needs. Participants in criminal

intelligence positions remain in the First Nations Police Service and therefore have had less opportunity to benefit from on-the-job training afforded to those working as part of a team.

While there is no ideal time span for the participation of First Nations Officers in the FNOC Initiative, the findings indicate that operational positions can require a minimum commitment of one to three years, while criminal intelligence positions can demand up to five years.

4.2.4 Participation of First Nations Officers in Organized Crime / Cross Border Investigations

Evaluation Question: Have FN police officers involved in the initiative been actively participating in organized crime and/or in cross border investigations?

First Nations Officers have been actively involved in participating in organized crime and/or cross-border investigations. The RMCP-led task force in St-Jérôme, the CFSEU, regionally-based task forces and IBETs have allowed for First Nations Officer participation in organized crime investigations involving their communities. There was no quantifiable information available to assess the extent of participants' involvement in investigations, although the officers interviewed indicated that they were involved in a variety of activities (e.g., gathering intelligence, surveillance, wire taps) and were satisfied with their experiences in the joint forces operations.

The focus of work for First Nations Officers in criminal intelligence positions is intelligence; therefore, they do not participate in organized crime/cross border investigations.

4.2.5 Contribution of First Nations Officers to Organized Crime / Cross Border Investigations

Evaluation Question: Has the involvement of First Nations Police Officers resulted in the initiation of intelligence-led organized crime/cross border investigations?

Data provided by C Division indicated that First Nations officer involvement has lead to the initiation of organized crime / cross-border investigations. Opinions on the extent to which the investigations would have taken place in the absence of participants vary. Some interviewees felt that the investigations likely would have happened without First Nations Officer participation, but that they may have taken longer, been reduced in scope, and would have been based on limited information. Although data for Ontario was not obtained, respondents were able to provide a few examples of cases in which investigations would not have occurred or would have been delayed in the absence of First Nations Officer participation.

4.2.6 FNOC Initiative Contribution to Disruption and Dismantling of Organized Crime

Evaluation Question: Is there evidence that the initiative is making a contribution to disrupting and dismantling organized crime activities in and around First Nations communities?

Although it is early in the life of the Initiative, there are some indications that it is having an impact on the disruption and dismantling of organized crime in and around First Nations communities. The Initiative seems to be having an impact on communities as evidenced by the volume and dollar value of seizures taking place as a result of the Initiative operations; reported changes in behaviour of organized crime groups (e.g., types of criminal activities); and an overall increase in First Nations capacity to fight organized crime (i.e., better support, contacts, equipment).

Within Quebec First Nations communities, the Initiative seems to have impacted more on street-level crime. The evaluation did not attempt to establish to what extent the Initiative is having an impact on the larger organized crime activities outside of communities. A much longer period of time will have to elapse in order to see whether impacts are being seen in this respect.

4.2.7 Enhancements to Capacity of First Nations Police Services

Evaluation Question: Has the Initiative enhanced First Nations Police Services' overall investigative and/or intelligence capacity needed to participate as full partners in the fight against organized crime?

Information from interviews suggested that the Initiative has enhanced First Nations Police Services' overall investigative and/or intelligence capacity in Quebec. Evidence of success in this respect is based largely on qualitative information, as no data was provided by First Nations Police Services. Interviewees reported that the skills and knowledge being gained by First Nations officers participating in the FNOC Initiative are being transferred to officers in their home police service, even before their participation ends. This is happening because participants in Quebec are staying in contact with their home police service and often return to their community to assist with police operations. Skills and knowledge are also being transferred to First Nations Police Services in Quebec that are not officially participating in the FNOC Initiative. This occurs when participants are involved in special assignments in other communities, and information on new tools or investigative techniques are shared with the officers in that community.

Participants that are assigned to IBET positions in O Division seem to have limited contact with their police services; therefore the capacity of the police service itself is not enhanced, until perhaps their return. Since the Initiative has also been used to create criminal intelligence positions in First Nations Police Services, the additional resources have, by default, helped enhance their intelligence capacity for combating organized crime. Without the available financial resources provided by the FNOC Initiative, these positions would simply not exist.

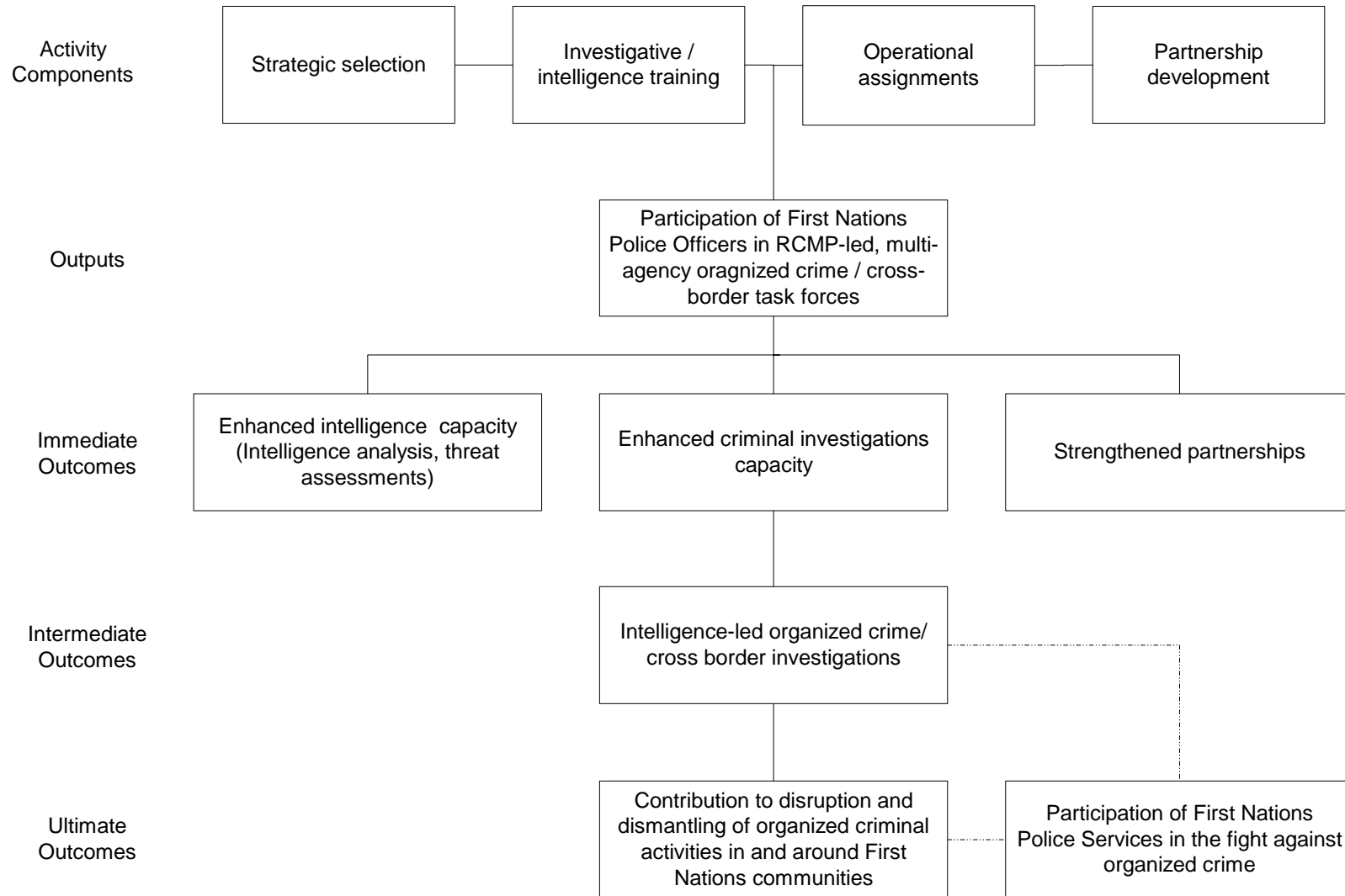
4.3 RELEVANCE

4.3.1 FNOC Initiative and the Threat of Organized Crime

Evaluation Question: Is the Initiative responding to the threat of organized crime activities in and around FN communities?

Documentary and interview information indicated that the FNOC Initiative is responding to the threat of organized crime activities in and around First Nations communities. Recent CISC reports and interviews with stakeholders showed that organized crime is a growing problem, particularly in First Nations communities close to the Canada/United States border. Interviewees indicated that First Nations communities have historically been unable to fight organized crime, mainly due to a lack of experience, skills, and resources and that the FNOC Initiative has reportedly provided the tools necessary to mitigate the problem, primarily in the form of strengthened partnerships, better access to equipment and technology, and better training opportunities.

ANNEX A. LOGIC MODEL FOR THE FNOC INITIATIVE



ANNEX B. EVALUATION FRAMEWORK, FIRST NATIONS ORGANIZED CRIME (FNOC) INITIATIVE

Evaluation Questions	Indicator	Data Sources and Collection Methods
Relevance		
Is the Initiative responding to the threat of organized crime activities in and around FN communities?	<ul style="list-style-type: none"> extent to which the initiative is responding to the threat of organized crime activities in and around FN communities 	<ul style="list-style-type: none"> interviews with FN police officers and police chiefs, RCMP stakeholders, provincial police agencies intelligence reports
Design and Delivery		
Overall, has the Initiative been implemented as originally intended?	<ul style="list-style-type: none"> administrative, management processes are in place the extent to which roles, responsibilities, and accountabilities are clearly defined and implemented variation from initial planning documents 	<ul style="list-style-type: none"> review of program documents (specifically MOUs) interviews with FN police officers and police chiefs, RCMP stakeholders, provincial police agencies
	<ul style="list-style-type: none"> funding allocated versus expenditures (planned and actual) including equipment 	<ul style="list-style-type: none"> financial records
	<ul style="list-style-type: none"> existence of and application of selection process length of selection process number of FN officers in place number of FN officers that have been involved in the initiative to date 	<ul style="list-style-type: none"> officer selection records
	<ul style="list-style-type: none"> extent to which selection process is timely 	<ul style="list-style-type: none"> interviews with RCMP stakeholders, FN police chiefs
	<ul style="list-style-type: none"> frequency and type of training provided level of satisfaction of FN officers with <ul style="list-style-type: none"> selection and orientation processes training received operational assignments 	<ul style="list-style-type: none"> interviews with FN police officers and police chiefs
	<ul style="list-style-type: none"> implementation challenges and best practices 	<ul style="list-style-type: none"> interviews with FN police officers and police chiefs, RCMP stakeholders, provincial police services
	<ul style="list-style-type: none"> existence of incremental infrastructure to support initiative 	<ul style="list-style-type: none"> interviews with RCMP stakeholders, FN police chiefs, and provincial police services
What have been the operational and resource implications of this Initiative on: <ul style="list-style-type: none"> FNs police services; and federal partners (RCMP)? 	<ul style="list-style-type: none"> additional costs incurred by stakeholders (if readily available), i.e., FN Police Services, federal partners and provincial partners average amount of time a FN officers remains with the Initiative 	<ul style="list-style-type: none"> interviews with FN police chiefs, federal stakeholders and provincial police services
Success – Immediate Outcomes		
What partnerships have been developed as a result of the Initiative? What have been	<ul style="list-style-type: none"> number, type and diversity of partnerships (police agency/law enforcement, international groups) 	<ul style="list-style-type: none"> interviews with RCMP stakeholders, FN police officers and police chiefs, and provincial police services

some of the best practices and challenges in forming partnerships?	<ul style="list-style-type: none"> • number of Joint Management Teams (JMTs) / Joint Intelligence Groups (JIGs) developed in which FN participate 	<ul style="list-style-type: none"> • administrative file review • interviews with FN police officers, RCMP stakeholders, and provincial police services
	<ul style="list-style-type: none"> • number of MOUs established 	
	<ul style="list-style-type: none"> • number of FN in external memberships (i.e., with other police services) 	
	<ul style="list-style-type: none"> • best practices and challenges of partnership development 	<ul style="list-style-type: none"> • interviews with FN police officers and police chiefs, RCMP stakeholders, provincial police services
As a result of the Initiative, is there enhanced intelligence available (intelligence analysis - threat assessments) on organized crime in and around FN communities?	<ul style="list-style-type: none"> • number of intelligence files/cells on organized crime groups • number of threat assessments completed • number of informants/agents recruited 	<ul style="list-style-type: none"> • administrative file review • interviews with FN police officers and police chiefs, RCMP stakeholders
	<ul style="list-style-type: none"> • the extent to which intelligence information is now communicated to and shared among FN Police Services and other police services (use of databases, in-person, etc.) • the extent to which intelligence information is used in initiating investigations 	<ul style="list-style-type: none"> • interviews with FN police officers and police chiefs, RCMP stakeholders
As a result of their involvement with the FNOIC Initiative, do FN officers have enhanced skills and knowledge to undertake criminal and/or organized crime investigations?	<ul style="list-style-type: none"> • number and type of training provided to FN police officers • FN police officer participation in special assignments 	<ul style="list-style-type: none"> • administrative file review • interviews with FN police officers, RCMP stakeholders
	<ul style="list-style-type: none"> • the extent to which FN officers' skills and knowledge have been enhanced 	<ul style="list-style-type: none"> • interviews with FN police officers and police chiefs (in cases where FN police officer has returned)
Success – Intermediate Outcomes		
Have FN police officers involved in the Initiative been actively participating in organized crime and/or in cross border investigations?	<ul style="list-style-type: none"> • number of organized crime /cross border investigations that involve FN police officers • the extent to which criminal investigations have been enhanced by the participation of FN police officers 	<ul style="list-style-type: none"> • review of MIS output • interviews with FN police officers, RCMP stakeholders, provincial police services
	<ul style="list-style-type: none"> • the extent of FN police officers' involvement in organized crime/cross border investigations 	<ul style="list-style-type: none"> • interviews with FN police officers
Has the involvement of FN police officers resulted in the initiation of intelligence-led organized crime/cross border investigations?	<ul style="list-style-type: none"> • number of investigations as a result of intelligence information provided by FN police officers • the extent to which investigations would not have occurred or would have been delayed in the absence of FN police officer participation 	<ul style="list-style-type: none"> • interviews with FN police officers and police chiefs, RCMP stakeholders, provincial police services

Success – Ultimate Outcomes		
Is there evidence that the initiative is making a contribution to disrupting and dismantling organized crime activities in and around FN communities?	<ul style="list-style-type: none"> the extent to which initiative is contributing to the disruption and dismantling organized crime activities in and around FN communities extent of behavioural changes/trends in organized crime groups 	<ul style="list-style-type: none"> interviews with FN police officers and police chiefs, RCMP stakeholders, provincial police services
	<ul style="list-style-type: none"> number and \$ value of seizures number of search warrants issued number of “Jetway” interceptions number of organized crime convictions 	<ul style="list-style-type: none"> review of MIS output / administrative file review interviews with FN police officers, RCMP stakeholders, provincial police services
Has the Initiative enhanced First Nations Police Services’ overall investigative and/or intelligence capacity needed to participate as full partners in the fight against organized crime?	<ul style="list-style-type: none"> the extent to which initiative has enhanced FN police services’ overall investigative and/or intelligence capacity for combating organized crime level of interoperability within FN police services (formal/informal communications) number of FN police services involved in organized crime/cross border investigations number of new tools, practices, techniques identified and implemented in FN police services number of new files opened, interventions, suspects identified, seizures that may not have otherwise occurred 	<ul style="list-style-type: none"> interviews with FN police chiefs review of FN data

ANNEX C. INTERVIEW GUIDES

Partners

Public Safety and Emergency Preparedness Canada (PSEPC) is undertaking an evaluation of the First Nations Organized Crime (FNOC) Initiative. As the FNOC is nearing its 3rd year of funding, there is a requirement for a formative evaluation to be conducted in 2005. The evaluation is focused on documenting program design and delivery (including implementation) and identifying program results to date. Consulting and Audit Canada (CAC) has been contracted by PSEPC to assist in conducting the evaluation. As part of the evaluation, CAC is conducting interviews with key stakeholders and partners in order to identify key activities, successes, challenges and impacts related to the FNOC Initiative.

Please note that your responses during this interview will be confidential. The evaluation results will be reported at an aggregate level only. Not all questions will necessarily apply to you. We will focus only on those questions that are most appropriate.

Background

1. Please provide a brief description of your role and responsibilities with regard to the First Nations Organized Crime (FNOC) Initiative?
 - How long have you been involved in this initiative?

Design and Delivery of FNOC

2. How would you characterize the respective roles and responsibilities of stakeholders involved in implementing this initiative?
 - Are they clearly defined?
 - Is there a shared understanding?
 - Do you see any overlap?
 - Have the roles and responsibilities changed overtime? If so, please describe.
 - Are there areas where roles and responsibilities need to be more clear?
3. Could you please describe the administrative and management processes that are in place to implement the FNOC? In particular, please describe the following processes:
 - administrative and financial management and reporting.
4. Can you confirm how many FN officers are currently in place through the FNOC and how many have been involved since the initiative began in your province?
 - Can you please describe the officer selection process?
 - On average, how long is the selection process? Is this length of time reasonable?
 - What opportunities, if any, are there to improve the selection process?
 - How are the training needs of FN officers assessed? Are training plans developed for each FN officer?
 - FN officer performance assessment.

- On average, how long should each FN police officer participate in the Initiative in order to yield the best possible impact?
5. Have there been any operational or resource implications in implementing this initiative?
 - Please describe any incremental (i.e. not funded through the FNOC) infrastructure (pre-existing or newly purchased) being used to support the initiative (office space, equipment, etc.)
 - Can you estimate and provide the cost of the additional infrastructure (only if readily available)?
 - Can you estimate the additional human resource capacity needed to implement the FNOC?
 6. What have been some of the challenges in implementing the FNOC Initiative?
 7. Are there any best practices? What has worked particularly well in terms of the administration and management of the FNOC?

Success

8. Please describe the new partnerships developed during implementation of this initiative.
 - What have been some of the best practices and challenges in forming these partnerships?
9. How have organized crime/cross-border investigations been enhanced by the participation of FN police officers?
 - Are there any cases in which the investigation would not have occurred or would have been delayed in the absence of FN police officer participation?
10. As a result of the initiative, has there been an increase in communication of intelligence information among FN Police Services and other police services?
 - Have any new communication tools been developed or new procedures implemented (databases) by your police service as a result of participating in this initiative?
 - To what extent has this intelligence information been used in initiating investigations?
11. To what extent do you believe the initiative is contributing to the disruption and dismantling of organized crime activities in and around FN communities?
 - Is this evidenced by any behavioral changes/trends in organized crime groups?
 - What other evidence would support this?
12. Overall, what have been the main benefits of this Initiative?
 - To partners involved (e.g., RCMP)?
 - To FN police services?
 - To FN officers?

Relevance

13. Have organized crime activities in and around FN communities increased in the last ten years?
14. Historically, what have been the key challenges and barriers to combating organized crime in and around FN communities?
15. How does the FNOC Initiative help address these challenges?

First Nations Police Chiefs

Public Safety and Emergency Preparedness Canada (PSEPC) is undertaking an evaluation of the First Nations Organized Crime (FNOC) Initiative. As the FNOC is nearing its 3rd year of funding, there is a requirement for an evaluation to be conducted in 2005. The evaluation is focused on documenting program design and delivery (including implementation) and identifying program results to date. Consulting and Audit Canada (CAC) has been contracted by PSEPC to assist in conducting the evaluation. As part of the evaluation, CAC is conducting interviews with key stakeholders and partners in order to identify key activities, successes, challenges and impacts related to the FNOC Initiative.

Please note that your responses during this interview will be confidential. Individual responses will not be reported in the evaluation. Not all questions will necessarily apply to you. We will focus only on those questions that are most appropriate.

Background

1. Please provide a brief description of your role and responsibilities with regard to the First Nations Organized Crime (FNOC) Initiative?
 - How long has your Police Service been involved in this initiative?

Design and Delivery of FNOC

2. How would you characterize the respective roles and responsibilities of stakeholders involved in implementing this initiative?
 - Are they clearly defined?
 - Is there a shared understanding?
 - Do you see any overlap?
 - Have the roles and responsibilities changed overtime? If so, please describe.
 - Are there areas where roles and responsibilities need to be clarified?
3. Could you please describe any administrative and management processes that your police service has put in place to participate in the FNOC? For example, administrative, financial management and reporting.
4. Can you please confirm how many FN officers from your police service are participating in the Initiative and how many have participated since the Initiative began?
 - Can you please describe the officer selection process?
 - On average, how long is the selection process? Is this length of time reasonable?
 - What opportunities, if any, are there to improve the selection process?
 - Are you involved in assessing the training needs of FN officers?
 - Are you involved in assessing FN officer performance?
 - On average, how long should each FN police officer participate in the Initiative in order to yield the best possible impact?

5. Have there been any operational or resource implications as a result of participating in this Initiative?
 - Please describe any additional infrastructure (i.e. not paid for by FNOC funding) being used to support the initiative (office space, equipment, etc)
 - Can you estimate and provide the cost of this additional infrastructure (only if readily available)?
 - Can you estimate the additional human resource capacity needed to participate in the FNOC?
6. What have been some of the challenges in participating in the FNOC Initiative?
7. Are there any best practices? What has worked particularly well in terms of the administration and management of the FNOC?

Success

8. Please describe the new partnerships developed during implementation of this initiative.
 - What have been some of the best practices and challenges in forming these partnerships?
9. As a result of the initiative, has there been an increase in communication of intelligence information among FN Police Services and other police services?
 - Have any new communication tools been developed or new procedures implemented (databases) by your police service as a result of participating in this initiative?
 - To what extent has this intelligence information been used in initiating investigations?
10. Do you believe the Initiative is contributing to the disruption and dismantling of organized crime activities in and around FN communities?
 - Is this evidenced by any behavioral changes/trends in organized crime groups?
 - What other evidence would support this?
11. Has this Initiative enhanced your Police Service's overall investigative and/or intelligence capacity?
 - Has the level of interoperability within FN Police Services (formal/informal communications) improved?
 - Has there been an increase in the number of FN police services involved in organized crime/cross border investigations?
 - Have any new tools, practices, techniques have been implemented in your police service?
 - Has your police service initiated any organized crime / cross-border investigations as a result of participating in the Initiative?
12. Overall, what have been the main benefits of participating in this Initiative?
 - To your police service?
 - To partners involved (e.g., RCMP)

Relevance

13. Have organized crime activities in and around FN communities increased in the last ten years?
14. Historically, what have been the key challenges and barriers to combating organized crime in and around FN communities?
15. How does the FNOC Initiative help address these challenges?

First Nations Police Officers

Public Safety and Emergency Preparedness Canada (PSEPC) is undertaking an evaluation of the First Nations Organized Crime (FNOC) Initiative. As the FNOC is nearing its 3rd year of funding, there is a requirement for an evaluation to be conducted in 2005. The evaluation is focused on documenting program design and delivery (including implementation) and identifying program results to date. Consulting and Audit Canada (CAC) has been contracted by PSEPC to assist in conducting the evaluation. As part of the evaluation, CAC is conducting interviews with key stakeholders and partners in order to identify key activities, successes, challenges and impacts related to the FNOC Initiative.

Please note that your responses during this interview will be confidential. Individual responses will not be reported in the evaluation. Not all questions will necessarily apply to you. We will focus only on those questions that are most appropriate.

Background

1. How long have you / have you been involved in the FNOC Initiative?
 - When did you / do you expect to return to your Police Service?
 - Do you feel this will be/was a sufficient length of time to fully participate in and benefit from the Initiative?
 - On average, how long should each FN police officer participate in the Initiative in order to yield the best possible impact?

Design and Delivery of FNOC

2. Can you describe the selection and orientation process?
 - How long was the selection process? Was this reasonable?
 - Were you satisfied with the selection process?
 - Were you satisfied with the orientation?
 - What opportunities, if any, are there to improve the selection and orientation processes?
3. How were your training needs determined?
 - What formal and informal training has been provided to you through the FNOC Initiative?
 - Are you satisfied with the type and amount of formal vs. informal training you received/will receive?
 - What additional training would be beneficial?
4. Can you describe the type of operational assignments in which you participate (intelligence analysis, threat assessments, investigations, etc.)
 - Are you satisfied with the type of operational assignments in which you are participating through this initiative.
 - Do you feel your skills and knowledge are being used to their fullest capacity?

Success

5. As a result of participating in this Initiative and in various operational assignments, can you describe if/how your skills and knowledge to undertake criminal and/or organized crime investigations have improved?
 - Discuss any particular skills gained
 - Have you participated in any special assignments (i.e., with other FN police services or other partners) as a result of any new skills, knowledge you have gained?
6. Since participating in this Initiative, have you gained membership in any associations, organization, etc?
7. How has your participation in this initiative impacted organized crime / cross-border investigations?
 - Have investigations increased, are they more effective, etc?
 - Are there any cases in which the investigation would not have occurred or would have been delayed without your participation?
8. As a result of the initiative, has there been an increase in communication of intelligence information among FN Police Services and other police services?
 - Have any new communication tools been developed or new procedures implemented (databases) by your police service as a result of participating in this initiative?
 - To what extent has this intelligence information been used in initiating investigations? (Aside from investigations as part of the FNOC)
9. Do you believe the initiative is contributing to the disruption and dismantling of organized crime activities in and around FN communities?
 - Is this evidenced by any behavioral changes/trends in organized crime groups?
 - What other evidence would support this?
10. Overall, what have been the main benefits of participating in this Initiative?
 - To you as a FN police officer
 - To your police service?
 - To partners involved (e.g., RCMP)

Relevance

11. Have organized crime activities in and around FN communities increased in the last ten years?
12. Historically, what have been the key challenges and barriers to combating organized crime in and around FN communities?
13. How does the FNOC Initiative help address these challenges?