

# RCMP



ROYAL CANADIAN MOUNTED POLICE

PROTECTEDA  
File # 20131509123

## PROJECT SITKA

Serious Criminality Associated to Large Public Order Events with National Implications  
2015/03/16

### NATIONAL INTELLIGENCE COORDINATION CENTRE National Tactical Intelligence Priority (January 2014 - January 2015)



1 | Page

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ROYAL CANADIAN MOUNTED POLICE

## Table of Contents

Executive Summary.....	4
Key Findings.....	5
Background.....	6
National Overview.....	8
National Breakdown of Protestors by Province.....	9
Events Attended by Protestors/by Province.....	10
Protest Event Type.....	10
Protestor Networks.....	10
Social Media Usage.....	11
Core Subjects of Analysis.....	12
British Columbia.....	13
Subjects who Travelled to British Columbia to Attend Events.....	14
Organizations Associated to British Columbia Subjects.....	15
Alberta.....	16
Saskatchewan.....	16

2 | Page

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Manitoba.....	16
Most Active Individuals within the Province.....	16
Subjects who Travelled to Manitoba to Attend Events.....	17
Organizations Associated to Manitoba Protestors.....	17
Ontario.....	18
Most Active Individuals within the Province.....	18
Subjects who Travelled to Ontario to Attend Events.....	19
Organizations Associated to Ontario Protestors.....	19
Quebec.....	20
New Brunswick and Nova Scotia.....	20
Most Active Individuals within New Brunswick & Nova Scotia.....	21
Subjects who Travelled to travelled to New Brunswick & Nova Scotia.....	22
Organizations Associated to New Brunswick Subjects.....	22
Organizations Associated to Nova Scotia Subjects.....	23
Conclusion.....	23
Recommendations.....	24
Appendix A – Analytical Baseline.....	i
Appendix B – Protestor Profile Template.....	xiv
Appendix C – Organization Descriptive.....	xvi
Appendix D – Map of RCMP Divisions.....	xxx

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## EXECUTIVE SUMMARY

The year 2013 saw an increase across Canada in Aboriginal protests, ranging from lawful demonstrations to occupations conducted by peaceful protestors to raise awareness of the issues of concern to indigenous people; these included the "Idle No More" Movement, land claims settlements, missing and murdered Aboriginal women, and natural resource development. The primary objective of the Royal Canadian Mounted Police (RCMP), in such situations, is to maintain public order while ensuring public safety, regardless of the size and scope of any protest. To do so, the RCMP must be able to identify the small minority of individuals who have been known to utilize unlawful tactics at protests that pose a threat to public safety.

This report provides the analytical results for Project SITKA, following the methodology set out within the scope of the March 2014 Analytical Baseline - *Serious Criminality Associated to Large Public Order Events with National Implications* (See Appendix A - Analytical Baseline).

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## KEY FINDINGS

- Overall, 313 individuals were identified and reviewed within the scope of the project; of these, 89 individuals were found to meet the criteria for criminality associated to public order events, as defined within the methodology.
- The analysis established that a cohesive national network of protestors working towards a collective goal does not exist.
- A small "core" group of subjects was observed, forming a loose national network, with no apparent cohesion, structure or leadership. This core group was observed to have the following traits: attended a higher number of events; increased mobility locally and nationally; affiliated with several organizations; and social interaction with each-other or utilizing social media.
- Most Aboriginal public order events are local and draw local groups of protestors. However, a small group of external influencers will travel to areas to support local events, as well as represent their own agenda. This is demonstrated by the core group of protestors identified within this project, whom have been shown to travel to public order events outside of their communities.
- The events most attended by identified individuals within the scope of this project are those opposing natural resource development, particularly pipeline and shale gas expansion. Some of these individuals advocate unlawful, and at times, violent protest tactics and techniques, yet there is no known evidence that these individuals pose a direct threat to critical infrastructure.
- There is no apparent link between individuals and affiliated groups in providing criminal motivation, support or financing in association to Aboriginal public order events. There is also no indication of organized crime exploiting the loose network associated to Aboriginal protests to pursue a criminal agenda.

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- The overall nature of the protest culture associated to Aboriginal public order events in Canada is passive, with no intentional criminal nexus.

## BACKGROUND

Serious criminality associated to large public order events with national implications was designated a RCMP National Tactical Intelligence Priority (NTIP) in January 2014. The mandate of the NTIP was to assess the threat posed by individuals and/or groups (Aboriginal and non-Aboriginal) willing and capable of utilizing unlawful tactics in association with Aboriginal public order events in Canada.

The National Intelligence Coordination Centre (NICC) was the designated lead for Project SITKA, in coordination with Community and Aboriginal Policing (CAP), as part of the response to reducing the threat, incidence and prevalence of serious criminality associated to Aboriginal public order events as well as to protect and facilitate the right to lawful advocacy, protest and dissent.

An analytical baseline was created to identify the scope and methodology of the project, upon which the analysis within this report is based. The primary objective of the project was to:

- Provide a snapshot of individual threats associated to Aboriginal public order events for the year 2014;
- Illustrate the potential networks, including the strength and level of cohesion across Canada.
- Identify protestor networks and links to criminality;
- Breakdown of protestors and events attended by province, including external influencers;
- Provide final recommendations.

While the analysis excluded groups, this report identifies organizations which identified subjects affiliate with most frequently.

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This report is based on the contribution of all RCMP divisions, data contained within law enforcement data bank holdings, and open information. In Quebec and Ontario, Aboriginal protests and occupations fall under the jurisdiction of the provincial police. Numerous individuals were identified by RCMP, law enforcement partners, and the NICC. Overall, 313 individuals were identified and reviewed within the scope of the project. Of these, 89 individuals were found to meet the criteria for criminality associated to public order events, as defined within the baseline methodology. This methodology identified individuals associated to public order based on their background, motivation and rhetoric to have committed or commit criminal activities in association with Aboriginal public order events. These individuals were categorized based upon Dr. Sopow's criteria of protestor tactics and traits into Volatile, Disruptive, and Passive.<sup>1</sup> A criterion of criminality was then applied to determine whether the individuals were a Suspect, Person of Interest or Associate. Therefore, individuals were categorized as: *Suspect/Volatile* or *Suspect/Disruptive*; *Person of Interest/Volatile* or *Person of Interest/Disruptive*; *Associate/Volatile* or *Associate/Disruptive*. Those individuals who were determined to be Passive for any of the identified categories were excluded from the final analysis as they did not meet the established threshold.<sup>ii</sup>

The first request for assistance to the divisions and law enforcement partners was made in March 2014. Of the 313 individuals identified and reviewed within the scope of the project, 227 persons were identified as passive protestors. Once identified as such, they were excluded from any further analysis. The criterion was met based on Protected B level information and below – so as to ensure front-line officers would have access to the information during protest events. Protestor profiles were created for the remaining 89 individuals based on available information collected and collated between April and September of 2014. (See Appendix B -Protestor Profile Template) These protestor profiles were subsequently made available to front-line officers, divisional analysts and

<sup>1</sup> Dr. Eli Sopow, "Anticipating and managing civil disobedience through use of the Public Order profile scale," Presented to: National Session Critical Infrastructure Program Royal Canadian Mounted Police (29 March 2012)

He currently works for the Royal Canadian Mounted Police and provides training and advice on public order events.

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law enforcement partners through the Automated Criminal Intelligence Information System (ACIIS) and Police Reporting and Occurrence System/ Système d'incident et de rapports de police (PROS-SIRP) databases. The information collected for the creation of the profiles is also utilized as the base information for the final analysis.

Any further reference to protestors within this report denotes the identified 89 individuals, and hereafter, shall be referred to as subjects of analysis, protestors and/or individuals.

## NATIONAL OVERVIEW

This project has identified protestors nationally, who pose a criminal threat to Aboriginal public order events. These identified individuals are both Aboriginal and non-Aboriginal with links to organizations that support Aboriginal and non-Aboriginal issues. The involvement of external, non-Aboriginal influencers in Aboriginal events creates an added layer of complexity in understanding and responding to the systemic issues, as well as identifying those who may be facilitating and/or fueling the protest or occupation. External influencers do not necessarily need to be physically present: they can facilitate or influence via social media and/or financing. For this reason, it is necessary to categorize protestors who meet the criminal threshold based on their tactics and traits at protests, as well as to identify their background, motivation and rhetoric in regards to protest activity. This information provides frontline officers and analysts with a standardized methodology for assessing the threat posed by protestors, the dynamics between protestors and the alliances between groups of protestors.

This report does not analyze why public order events occur, or why some provinces have a higher concentration of disruptive and volatile protestors than other provinces. "Systemic issues are those that may lead Aboriginal people to mount protests or occupations in the first place."<sup>iii</sup> The environment and context of Aboriginal public order events is highly dynamic and fluid; a confluence of factors must exist and occur for events and individuals to escalate from peaceful to violent.

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Causation is beyond the scope of this study; however, the analysis revealed a correlation between issues, events and protestors within provinces.<sup>2</sup>

While Aboriginal protests occur nationally, the majority of RCMP divisions were not able to identify individuals who met the criteria of the project. For instance, according to RCMP "V" division, there have been no known violent protests/mass demonstrations since the inception of Nunavut in 1999, only peaceful rallies and marches. These protests have been against high northern food prices, in support of "Idle No More" and in solidarity for the shale gas protestors in New Brunswick. There have been notable special interest groups, but no individuals or groups known to resort to criminal activity to support their beliefs. The majority of RCMP divisions replied that they work with Aboriginal protestors to facilitate peaceful protests, and at the time of the request, could not provide information to meet the baseline of criminality.

While several divisions did not have information that met the criteria, three RCMP divisions - "E" (British Columbia), "D" (Manitoba) and "J" (New Brunswick) stood out as having a higher proportion of subjects. New Brunswick had the highest number of individuals due to events at the 2013 shale gas protests, which lasted six months; numerous people were arrested for incidents from mischief to more serious offences of forcible confinement, assault, and careless use of a firearm.

#### National Breakdown of Protestors by Province

Province	BC	SK	MB	ON	NB	NS	PEI	TOTAL
# Individuals	16	1	11	15	35	10	1	89

Assumptions can be made for the causal root of protests; but, without a clear holistic analysis of root causes within a community, this will remain unknown. The analysis of the 89 subjects in 2014,

<sup>2</sup> This project was completed with a national focus and therefore geographic analysis was kept at the provincial and national level, not at the municipal.

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as an alternative, identifies the types of events most attended in the past five years, providing a national picture of issues of relevance to Aboriginal protests in Canada.

#### 69 events within the last five years were attended by identified subjects

Province	BC	MB	ON	QC	NB	NS	National <sup>3</sup>	USA	TOTAL
Event	16	13	19	7	1	5	2	6	69

For the purpose of this analysis, "events" do not only refer to protests, but to events related to public order such as speaking tours, disruption of political proceedings, and direct action training camps. These events are not all Aboriginal-led; yet, Aboriginal grievances may be part of the topic. For example, the protests and related events against the Northern Gateway Pipeline in British Columbia are organized by Aboriginal individuals, environmentalists and local community members opposed to the project.

#### Protest Event Types

- **Natural Resource Development** – primarily pipeline and shale gas, across provinces.
- **Anti-capitalist protests** – G8/G20 and Occupy Movements (2010-2012), particularly British Columbia, Ontario and Halifax.
- **Demands for Missing and Murdered Women Inquiry** – particularly Saskatchewan, Manitoba and Ontario.
- **Land Claim issues** – across provinces, affecting a range of issues (on-going)
- **Idle No More** – across provinces, primarily 2013

#### PROTESTOR NETWORKS

<sup>3</sup> National events refer to events that are held in several locations on the same day, or a speaking tour with stops the majority of Canadian provinces.

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The analysis established that a cohesive national network of protestors working towards a collective goal does not exist. Individuals who participate in public order events are motivated by many factors, yet it was not the objective of this analysis to identify these factors. Therefore, it is relevant to note that individuals who have previously displayed criminality at past protests may not necessarily display disruptive or volatile tactics and traits at future protests. The majority of subjects of analysis may not attend another protest event or necessarily travel outside their own community or province. For instance it was observed in New Brunswick that the majority of Aboriginal protestors were from the local Maritime Mi'kmaq community, supporting the Aboriginal Mi'kmaq community in Elsipogtog, New Brunswick. Only a few of these individuals have been noted for their travel beyond the Maritimes to engage in other protest events. Several disruptive and volatile protestors from this area were noted for their previous criminal behavior during the Burnt Church, New Brunswick protests in 2000. Therefore, the link can be made that the mobilization for an event is dependent upon the localization of an issue.

### Social Media Usage

Social media affects the localization of issues, as real-time information on events is available across Canada and internationally. As demonstrated by the shale gas protests in New Brunswick, solidarity protests sprung-up across Canada. Social media allows small localized issues to draw regional, national and international support, and events can be coordinated from any location. The Ipperwash Inquiry report noted that Aboriginal protests often occur in areas far removed from urban centres.<sup>iv</sup> Social media allows protestors to facilitate, fundraise and organize protests virtually, within their communities or in urban centres where they may receive more media attention. This allows for the involvement of a variety of parties with interests in the protests and issue outcomes.

The use of social media makes it difficult to predict how popular an event will become. Law enforcement partners have reported that while several hundred people may support and "confirm" a physical presence at an event on social media, in reality only half or less will actually attend. Other times only a handful will "confirm" attendance, yet many more will show up on the date. As real-time information and the use of social media is adapted and leveraged by protestors, this can

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change the dynamics of protestor attendance. Networks are currently utilizing Facebook and other tools to create private chat restrictions, and allow limited viewing to posts without police detection. Protestors in other countries have utilized FireChat, an app that allows people to send messages offline, as well as more sophisticated PGP encryption technology to organize strategy meetings, protest venues and timings. However, the use of such advanced communication techniques has yet to be seen or reported in Canada.

One of the identified tactics utilized by volatile protestors is to provide misinformation, and wild accusations, particularly against police to provoke a crowd response. Volatile protestors rely heavily on the internet to spread their messaging, be vocal of peaceful protestors and incite violence. Disruptive protestors are also known to rely heavily on the internet to spread their messages and link to common fears. Several subjects are known to maintain a heavy online presence through the use of blogs to achieve this messaging.

#### Core Subjects of Analysis

Of the 89 subjects, a small "core" group of protestors was observed, forming a loose national network, with no apparent cohesion, structure or leadership. This core group was observed to:

- Attended a higher number of events;
- capable of mobility;
- Affiliated with several organizations;
- Interacting socially to each-other or via social media.

For the 2014 year, the primary common interest between these core subjects was natural resource development – particularly, pipelines, shale gas, and mining.

PROVINCE	CATEGORY OF PROTESTOR
BC	[REDACTED]
NS	[REDACTED]
BC	[REDACTED]

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BC	[REDACTED]
BC	[REDACTED]
BC	[REDACTED]
BC	[REDACTED]
NS	[REDACTED]
BC	[REDACTED]
BC	[REDACTED]
BC	[REDACTED]
MB	[REDACTED]
BC	[REDACTED]
BC	[REDACTED]
BC	[REDACTED]

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The overall nature of the protest culture associated to Aboriginal public order events in Canada is not stable, nor is there an intentional criminal nexus. The core subjects, however, demonstrate a certain stability within their networks, attending and organizing events. The commonality appears to be issue-driven, with a grassroots movement across Canada. Fundraising is an example of the grassroots nature of organization and cohesion amongst these individuals and groups, as many speaking tours, conferences and protests utilize crowdsourcing techniques for fundraising and boosting attendance. If the funds are not successfully raised, the event is likely to be postponed or cancelled.

Although there is no intentional nexus to criminality, there are subjects within the analysis who advocate criminal activities (direct action) and a small number who promote the use of violent criminal activity to achieve their objectives.

#### BRITISH COLUMBIA

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The year 2014 was an active year for Aboriginal protests in British Columbia. This includes protests on fisheries, elections/politics and land claim settlements, but the primary focus in British Columbia has been natural resource development – mining, natural gas and pipeline development.

A focal point of Aboriginal occupation and public order events in BC is the Unist'ot'en Action Camp, built in the proposed path of the Pacific Trails Pipeline (LNG) and the Northern Gateway Projects. The camp's purpose is, "building solidarity through campaign and action planning for communities who oppose the proposed and approved oil LNG pipelines in Northern BC." Currently, the camp is not the site of an active protest; however, it is a focal point for anti-pipeline protestors in BC and across Canada. The majority of subjects from BC are affiliated to the camp. Several of these individuals are noted for their travel to other provinces as representatives of the camp, attending events in Ontario, Manitoba and the United States.

#### Number of identified subjects in British Columbia by category

TYPE OF PROTESTOR	# of identified subjects in British Columbia
[REDACTED]	15
[REDACTED]	0

#### Subjects who travelled to British Columbia to attend events

The Unist'ot'en camp, which hosts both speaking events as well as several protest training camps a year, also draws individuals from other provinces with shared perspectives and objectives. In 2014, following the shale gas protests in New Brunswick, two individuals, both from Nova Scotia and who identified as part of the Mi'kmaq Warrior Society, participated in a national speaking tour. This speaking tour travelled to Victoria, Vancouver and the Unist'ot'en Camp. The tour was sponsored by the Council for Canadians and organized by a British Columbia subject, who is affiliated with the Unist'ot'en Camp.

While anti-pipeline protests represent a large portion of current events in British Columbia, in 2010 the focus was on anti-Olympic resistance which drew many external protestors.

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### Subjects who travelled to British Columbia for Events

SUBJECT	PROVINCE
[REDACTED]	ON
[REDACTED]	MB
[REDACTED]	ON
[REDACTED]	NS
[REDACTED]	NS

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### Organizations associated to British Columbia subjects in descending order as per the number of associations (Detailed information on organizations can be found in Appendix C)

BC Subjects Affiliated Organizations
Unist'ot'en
Defenders of the Land
American Indian Movement (AIM)
Idle no More
No One Is Illegal
Ancestral Pride
Council of Canadians
Native Youth Movement
Rising Tide
Deep Green Resistance
West Coast Warriors
VICFAN
Forest Action Network
Secwepemc Women Warriors
Olympic Resistance Network
Indigenous Environmental Network

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## ALBERTA

No individuals submitted from RCMP "K" Division met the project criteria. Only two individuals within the project were known to have travelled to Alberta for a continuation of the Mi'kmaq speaking tour that had travelled previously to British Columbia.

## SASKATCHEWAN

Only one individual was identified for the province of Saskatchewan.

## MANITOBA

Protests during 2014 in Manitoba were carried out peacefully, bringing media and public attention to numerous issues. The most protested issues included: demand for a National Inquiry/Royal Commission into the Missing and Murdered Indigenous Women; natural resources, primarily related to hydroelectric development; local disputes, elections/politics; youth and homelessness; and child/family services.

### Most active individuals within the province

The American Indian Movement (AIM) is the most influential organization within the province, with a number of its members organizing or attending events. Several members meet the criteria for this project, and are listed as either volatile or disruptive protestors. While AIM members wear the logo

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at these events, it cannot at this time be confirmed if AIM officially sponsors these events financially, or if it is only affiliated through its members who attend and/or organize these events.

#### Number of identified subjects in Manitoba by category

TYPE OF PROTESTOR	# of identified subjects in Manitoba
[REDACTED]	10
[REDACTED]	1

Several categorized individuals from Manitoba have travelled outside of the province to attend events. One individual travelled to New Brunswick to attend the shale gas protests in October 2013 and another travelled to British Columbia to the Unist'ot'en Camp.

#### Subjects who travelled to Manitoba for Events

SUBJECT	PROVINCE
[REDACTED]	BC
[REDACTED]	BC

#### Organizations associated to Manitoba subjects in descending order as per the number of associations

MB Affiliated Organizations
American Indian Movement
Unist'ot'en Camp
Mi'kmaq Warrior Society
Idle No More
Red Power Resistance
Deep Green Resistance

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Manitoba Warriors
Stop TransCanada Energy East Project
Boreal Forest Action Network
Crazy Indian Brotherhood
Tar Sands Blockade
Unfuck the World
Treaty One Youth
Youth 4 Lakes

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## ONTARIO

Aboriginal protests and occupations within Ontario fall under the jurisdiction of the Ontario Provincial Police (OPP). As a result, the RCMP has limited information on the types of protests and the individuals involved. The RCMP is aware of protest issues that will affect neighbouring jurisdictions, issues such as the Energy East pipeline project including the Line 9 reversal that will affect Manitoba, Ontario, Quebec and New Brunswick. This has been a focus for protestors identified within this project. Another focus for 2014 has been the demand for a National Inquiry/Royal Commission into the Missing and Murdered Indigenous Women, notably the illegal blockade that occurred in Tyendinaga, Ontario in March 2014 to garner attention to this cause.

Of the individuals identified by the OPP, 12 subjects meet the criteria for serious criminality as defined within the parameters of this project. Additional individuals were identified by the NICC.

### Number of identified subjects in Ontario by category

TYPE OF PROTESTOR	# of identified subjects in Ontario
[REDACTED]	10
[REDACTED]	5

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Several individuals from Ontario have travelled to other provinces and internationally to attend events. Two individuals originally from Ontario are currently suspected of living in Quebec, however, this is unconfirmed information. One of these individuals is linked to other individuals and events

. Another individual from Ontario is believed to have travelled  
(Person of Interest/Volatile).

has travelled extensively to attend protests, i

### Subjects who travelled to Ontario for Events

Over the last five years, several British Columbia subjects travelled to attend events in Ontario. These events included the G8/G20 protests, as well as anti-tar sand, fracking and pipeline events. The Unist'ot'en Camp is the top affiliated organization due to the frequent travel between affiliated individuals from British Columbia to Ontario.

### Subjects who travelled to Ontario for Events

SUBJECT	PROVINCE
[REDACTED]	BC
[REDACTED]	BC
[REDACTED]	BC
[REDACTED]	BC
[REDACTED]	BC
[REDACTED]	BC

### List of Organization associated to Ontario subjects in descending order as per the number of associations

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ON Affiliated Organizations
Unist'ot'en Camp
Idle No More
No One is Illegal
Council Of Canadians
Rising Tide
Red Power United
Dam Line 9
Ontario Coalition Against Poverty
Toronto Media Co-op
Toronto Community Mobilization Network
Southern Ontario Anarchist Resistance
Reclaim Turtle Island
Anti-war Laurier
Direct Action in Canada for Climate Justice
Guelph Anti-Pipeline Action Group
Occupy Toronto

## QUEBEC

Aboriginal protests and occupations in Quebec fall under the jurisdiction of the Sûreté du Québec. At this time, the RCMP has limited information on the type of protests and identified individuals. Two individuals, as stated during the Ontario overview, are thought to be currently living in the Montreal area; however, at the time of this analysis, this has not been validated.

## NEW BRUNSWICK AND NOVA SCOTIA

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In 2013, the province of New Brunswick saw an increase in shale gas demonstrations, involving some residents of the Aboriginal community of Elsipogtog. Shale gas production was already in underway in New Brunswick, but, in 2010, the province granted a license to Southwestern Energy Company (SWN) Resources Canada allowing them to conduct oil exploration. Protests against SWN subsequently began in 2011, organized by environmental organizations and community leaders. In May 2013, SWN began exploration of the KENT country area, including the community of Elsipogtog. Unlawful protests in this area resulted in 183 crime occurrences recorded in PROS-SIRP, involving 182 individuals. Of these occurrences, 33% (60) occurred on October 17, 2013 when the RCMP enforced a court injunction against protestors who had erected a blockade restricting access to SWN equipment.<sup>vi</sup> Thirty-five of these 182 individuals met the criteria for disruptive or volatile from the province of New Brunswick.

#### Number of identified subjects in New Brunswick by category

TYPE OF PROTESTOR	# of identified subjects in New Brunswick
██████████	23
██████████	12

#### Nova Scotia Individuals travelled to New Brunswick

The shale gas protests in 2013 are an example of an Aboriginal protest with outside influencers in attendance. Elsipogtog First Nation (Big Cove) within Kent County region is a Mi'kmaq First Nations band. Other Mi'kmaq bands are in New Brunswick, Prince Edward Island, Nova Scotia, and Newfoundland and Labrador. The community saw an influx of external Mi'kmaq protestors as protests against SWN persisted. Several protests camps were established for Mi'kmaq and non-Aboriginal individuals. Many of the Mi'kmaq subjects, including those from Nova Scotia and Prince Edward Island, did not consider themselves outside protestors as they saw themselves as part of the Mi'kmaq community, protesting Aboriginal rights to free, prior and informed consent. A smaller core group of these subjects identified themselves as being part of the Mi'kmaq Warrior Society.

#### Number of identified subjects in Nova Scotia by category

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TYPE OF PROTESTOR	# of identified subjects in New Brunswick
[REDACTED]	23
[REDACTED]	12

#### Subjects who travelled to New Brunswick and Nova Scotia for events

SUBJECT	PROVINCE
[REDACTED]	BC
[REDACTED]	BC
[REDACTED]	ON
[REDACTED]	ON
[REDACTED]	BC

Two external protestors arrived from British Columbia. No known New Brunswick subjects travelled outside of the Maritimes for events. Of interest is one individual from Manitoba who was investigated by RCMP "J" Division for uttering threats on social media, without having physically attended the protests.

Few events have occurred in Nova Scotia over the last several years. A solidarity event was held in support of the shale gas protests in New Brunswick in which several of the RCMP "J" division identified subjects attended. Two individuals were noted for their travel to Nova Scotia from other province to attend events.

#### Organization associated to New Brunswick subjects in descending order as per the number of associations

NB Affiliated Organizations
Mikmaq Warrior Society
Unist'ot'en Camp

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Defenders of the Land
Idle No More
Ban Hydraulic Fracturing in NB
Council for Canadians

**Organization associated to Nova Scotia subjects in descending order as per the number of associations**

NS Affiliated Organizations
Mi'kmaq Warrior Society
Unist'ot'en Camp
Defenders of the Land
Idle No More
No One is Illegal
Council for Canadians
Media Co-op
Native Youth Movement

**CONCLUSION**

The analysis established that there is a loose network of protestors with affiliated organizations with little national cohesion, structure or leadership. The commonality appears to be issue-driven, with a grassroots movement across Canada.

There are several influential individuals within the network, a core group that demonstrated a level of stability in their networks, attendance and organization of events; however, the overall nature of the protest culture associated to Aboriginal public order events in Canada is passive, with no intentional criminal nexus. The identified subjects displayed criminal activities at previous protests events; however, their role and influence within the network is variable. This can depend on life

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circumstances, funding, the geographic location of an event and the type of an event, amongst other factors. It should also be noted that the majority of the more active individuals within each province have been active within the Aboriginal protest and occupation sphere for more than several years in varying capacities and not always carrying out criminal activities. Criminality is not the driving force behind protestor participation associated with Aboriginal protests.

While there are several individuals and groups who advocate violent direct action, the organization of such action has not been identified within the analysis. There is no apparent linked criminality between the individuals and affiliated groups in providing motivation, support or financing. There is also no indication of organized crime exploiting the loose network associated to Aboriginal protests to pursue a criminal agenda.

In conclusion, the analysis further demonstrated that there is a causation between Aboriginal protests and issues - a commonality of spontaneous and grassroots movements across Canada.

## RECOMMENDATIONS

- It is recommended that the RCMP move away from utilizing terrorism/extremism language to identify protest tactics that are specifically criminal in nature. Terminology such as militant and extremist that are not defined with the Canadian Criminal Code and do not accurately portray these types of protestors. Nationally, the RCMP should move towards adopting a categorization of protestors based upon levels of criminality (background, motivation and rhetoric) as well as their tactics and traits utilized at events as outlined with the March 2014 analytical baseline: Serious Criminality Associated to Large Public Order Events with National Implications. This will ensure that peaceful and law-abiding individuals engaged in acts of legitimate dissent will not be investigated or analyzed for the purpose of identifying serious criminality.
- A process for the maintenance of the protestor profiles should be developed so that the information retained in law enforcement databases remains relevant for supporting front-

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line operations responding to public order events and for other threat assessments. There should also be a process in place for the identification of new subjects within this structure.

- It should be noted that within PROS-SIRS, there is not a UCR code to reflect protests that include criminality. The current Public Order/Demonstration UCR code is - 8600.0060 Criminal Acts by Terrorists. For the purpose of this project, collating information for Serious Criminality Associated to Large Public Order Events was not possible. As part of updating the language associated to protestors, it is recommended that the UCR codes be re-evaluated.
  - ACIIS also currently utilizes terminology such as extremism linked to criminality. Therefore, a recommendation would be to address the labelling and language within all current databases utilized by the RCMP that would include public order information.
  - Also noted within the course of this project is the use of bulk files in PROS-SIRS to maintain and store information pertaining to Aboriginal protests. Several files were identified that consisted of numerous events linked within one file. It is the recommendation of this project that a standard be set for the completion of a file following every event/incident. This will allow consistency for all Divisions as well as create ease for the collation of data for these types of occurrences.
- While protestor profiles will assist in the operational response to Aboriginal protests and occupations, as per the Ipperwash Report (2007), law enforcement can improve upon the analysis of systemic issues – those issues that lead Aboriginal people to mount protests or occupations in the first place.<sup>vii</sup> Currently, assumptions can be made for the causal root of protests; however, without a clear holistic analysis of root causes within a community, this will remain unknown. Therefore, it is recommended that a holistic Community Analysis methodology be implemented in Aboriginal communities where the RCMP has a policing presence. This community analysis will not only provide information on where the next potential protest would occur, but follows the basic principles of Community Policing Problem Solving Model (CAPRA). It also enables communities to actively engage, communicate and cooperate with police on a spectrum of topics and issues that have the potential to lead to grievances or miscommunications. A community analysis not only can

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highlight negative influencers, but positive indicators, so that police can continue to advance programs and relationships that have a positive effect within a community.

<sup>i</sup> RCMP photo, Rexton, 2013/10/19; "RCMP help keep sacred fire burning on Burnaby Mountain: Officers working with elders to bring in firewood," The Vancouver Sun, November 24, 2014, <http://www.vancouversun.com/news/RCMP+help+keep+sacred+fire+burning+Burnaby+Mountain/10407634/story.html>

<sup>ii</sup> Analytical baseline – Serious Criminality Associated to Large Public Order Events with National Implications, Royal Canadian Mounted Police, National Intelligence Coordination Centre, March 2014.

<sup>iii</sup> Ibid.

<sup>iv</sup> Ibid.

<sup>v</sup> RCMP "E" Division Aboriginal Policing Services Strategic Outlook Report November 2014.

<sup>vi</sup> RCMP "J" Division Submission to National Intelligence Coordination Centre in response to initial NTIP request, received May 09, 2014.

<sup>vii</sup> Report of the Ipperwash Inquiry, 2007

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## APPENDIX A

### Project SITKA Serious Criminality Associated to Large Public Order Events with National Implications 2014-06-06

#### ANALYTICAL BASELINE

##### Background

In the last year (2013), there has been an increase across Canada in Aboriginal protests and occupations conducted by peaceful protestors in order to raise awareness of issues of concern; including, the "Idle No More" movement, land claim settlements, missing and murdered Aboriginal women, and natural resource development. Aboriginal protests and occupations can be intra-band and localized, or large occupations directed at mainstream governments or institutions. Regardless of the size and scope of the protest, the primary objective of the RCMP is to protect and facilitate the right to lawful advocacy, protest, and dissent.

The majority of protestors utilize peaceful protest tactics to gain media and public attention, such as slowing down traffic, handing out pamphlets and cultural ceremonies. In these instances, the RCMP and law enforcement will consult and assist protestors in facilitating peaceful assembly, working with community members to ensure public safety for all those involved. In rarer instances, a minority of individuals and groups have been known to utilize unlawful tactics that threaten public safety, including unlawful blockades, as well as long term occupation of restricted sites, and threats made against individuals and general public safety. These criminal tactics are carried out by those acting outside the spectrum of peaceful and lawful demonstration. As such, protests and occupations in the past have required consultation, monitoring, and/or mediation by the RCMP and other law enforcement agencies in order to respect individual and collective rights for peaceful expression and assembly.

## **National Tactical Intelligence Priority – Project Sitka**

Serious Criminality Associated to Large Public Order Events with National Implications was designated a RCMP National Tactical Intelligence Priority (NTIP) in January 2014. The NTIP falls under the National Intelligence Coordination Centre (NICC), in consultation with Contract and Aboriginal Policing (CAP). The identified focus for the 2014 year is Aboriginal public order events – specifically individuals and groups (Aboriginal and non-Aboriginal) with links to these types of public order events who pose a threat to the maintenance of peace and public order.

### **Mandate**

The mandate of the National Tactical Intelligence Priority is to assess the threat posed by individuals and/or groups (Aboriginal and non-Aboriginal) who are willing and capable of utilizing unlawful tactics in association with Aboriginal public order events in Canada. The NICC fulfills this mandate by collecting operational information from Divisions and law enforcement partners, analyzing the information through the use of threat attributes, developing accurate intelligence and disseminating it to RCMP internal/external stakeholders in a timely manner. This ensures that the RCMP and other law enforcement agencies are fully apprised of the potential criminal threats to public safety during Aboriginal protests for the 2014 year, and therefore can become more informed of various options they could exercise to deescalate tensions.

In order to be intelligence-led, the NICC strives to collect all available intelligence and information related to known or anticipated threats. This information is to be acquired through a wide variety of sources, including open source information, a review of police occurrence reports, and other investigative techniques. It is the intention of the NICC to acquire an accurate, comprehensive list of individuals related to these threats: *Suspects, Persons of Interest, and Associates* in relation to the ongoing and anticipated criminal activity. These persons will then be categorized utilizing, RCMP public order expert, Dr. Sopow's profile of public protest participants and supports: *Passive,*

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*Disruptive, and Volatile.*<sup>1</sup> The definitions of these categories are provided herein, as is the methodology for establishing this categorization.

### Research parameters for the identification of protest threat

This document will provide the following:

1. A description of Aboriginal public order events, recognizing that Aboriginal people have unique constitutional rights and claims on land in this country that set them apart from non-Aboriginal protestors.
2. Identify the analytical threshold for the categorization of individuals according to threat attributes.
3. Identify the analytical methodology for the evaluation of protest groups.

It should be noted that this analytical foundation is not intended to provide a complete predictive assessment for the 2014 year. It should be utilized to provide a snapshot of threats for the 2014 year, including the protest group networks across Canada - understanding that the environment and context of these public order events is dynamic and fluid; a confluence of factors must occur for public order events to escalate from peaceful to violent.

### METHODOLOGY

This baseline was created utilizing such sources as the *Ipperwash Inquiry*; a background paper prepared for the *Ipperwash Inquiry - For the NONCE: Policing Aboriginal Occupations and Protests*; *Royal Commission Report on Aboriginal Peoples*; documentation from the 2010 G8 Joint Intelligence Group; and the Vancouver 2010 Joint Intelligence Group (JIG).<sup>2</sup>

<sup>1</sup> Dr. Eli Sopow, "Anticipating and managing civil disobedience through use of the Public Order profile scale," Presented to: National Session Critical Infrastructure Program Royal Canadian Mounted Police (29 March 2012). Dr. Sopow has been directly involved with observing, studying, analyzing and intervening in public protests for over 40 years. He has advised the Government of British Columbia, many resource corporations, financial institutions and the U.S. Department of Homeland Security. He currently works for the Royal Canadian Mounted Police and provides training and advice on public order events.

<sup>2</sup> Don Clairmont and Jim Potts, "For the NONCE: Policing and Aboriginal Occupations and Protests," A background paper prepared for the *Ipperwash Inquiry*, May 2006, [http://www.attorneygeneral.jus.gov.on.ca/inquiries/ipperwash/policy\\_part/research/pdf/Policing\\_and\\_Aboriginal\\_Occupations\\_May\\_2006.pdf](http://www.attorneygeneral.jus.gov.on.ca/inquiries/ipperwash/policy_part/research/pdf/Policing_and_Aboriginal_Occupations_May_2006.pdf); The Hon. Sidney B. Linden, "The Ipperwash Inquiry," Attorney General of Ontario, 31 May 2006.

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By the very nature of public order, associated serious criminality is challenging to measure. The Canadian Criminal Code does not define serious criminality, nor is there a standard law enforcement definition for activism, militancy/militant(s), criminal militant(s), moderate(s), extremist/extremism or criminal extremism. These terms have all been utilized by various law enforcement organizations, including the RCMP, to describe person(s) or group(s) associated to or involved in public order events. For the purpose of the analysis, these terms are too ambiguous and subjective; therefore, these terms will not be applied for the purpose of the project.

Protests occur as an act to express a grievance, and a conviction of a wrong or injustice.<sup>3</sup> This baseline covers public order events of protests and occupations, and does not include riots. Public protests can occur with, or without passive civil disobedience, and a public protest can also begin peacefully and turn violent. These are all separate events, requiring different responses and policing strategies.<sup>4</sup> Public order policing is defined as: "the use of police authority and capacity to establish a legitimate equilibrium between governmental and societal, collective and individual, rights and interests in a mass demonstration of grievances."<sup>5</sup> Aboriginal public order and occupations have many similarities to other public order events; however, there are certain aspects that distinguish them as highly complex and unique.

### Aboriginal Public Order

Aboriginal people have unique constitutional rights and claims on land in this country that set them apart from non-Aboriginal protesters. Information and intelligence obtained during the course of this analysis will help law enforcement decision-makers form a strategic plan and develop approaches for responding to Aboriginal protests, recognizing historical context and dynamics.

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2007, <http://www.attorneygeneral.jus.gov.on.ca/inquiries/ipperwash/index.html>; "Royal Commission Report on Aboriginal People," Aboriginal and Northern Development Canada, 1996, <https://www.aadnc-aandc.gc.ca/eng/1307458586498/1307458751962>

<sup>3</sup> William de Lint, "Public Order Policing in Canada: An analysis of Operations in Recent High Stakes Events," Attorney General Report Ipperwash Inquiry, Department of Justice Ontario, December 2004, [http://www.attorneygeneral.jus.gov.on.ca/inquiries/ipperwash/policy\\_part/research/pdf/deLint.pdf](http://www.attorneygeneral.jus.gov.on.ca/inquiries/ipperwash/policy_part/research/pdf/deLint.pdf)

<sup>4</sup> Dr. Eli Sopow, "Anticipating and managing civil disobedience through use of the Public Order profile scale," Presented to: National Session Critical Infrastructure Program Royal Canadian Mounted Police, 29 March 2012.

<sup>5</sup> de Lint, Op. cit

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The focus on Aboriginal public order events stems from observations and recommendations following the Ipperwash Inquiry. This documents notes that while the report is dated (released May 31, 2007), the fundamental observation is applicable; that while Aboriginal protests and occupations "share many of the characteristics and dynamics of other public order events [...] the law and context applicable to Aboriginal protests are fundamentally different, and they therefore form a unique and discrete category." The Ipperwash Inquiry was the first systemic study of the causes, prevention and policing related to Aboriginal protests and occupations. The inquiry found several immediate catalysts for major occupations and protest, including: resource development, harvesting, fishing rights, hunting, women's issues, education, etc. It determined, however, that the fundamental conflict is land – the (real or perceived) control, use and ownership of land.<sup>6</sup> It is the history, law, dynamics and complexity of Aboriginal protests that identify them as unique from other protests and occupations, and therefore require dedicated and unique police resources, strategies, and responses.<sup>7</sup>

Aboriginal protests may be stand-alone, in conjunction with, and/or part of larger Aboriginal and non-Aboriginal protest movements. This can be seen particularly within the anti-petroleum movement as the development of Canada's natural resources is a primary concern within Aboriginal communities due to the potential and perceived impact on lands that are subject to ongoing legal disputes arising from unresolved treaty issues. The "Idle No More" movement that spread through Canada in 2012 and continues today, which advocates for "peaceful revolution to honour Indigenous sovereignty and protection of land and water", is an example of the complexity of Aboriginal protests.<sup>8</sup> The movement's key strategy is to promote solidarity amongst Aboriginal people across Canada, and to build relationships with national and international allies – these include Aboriginal and non-Aboriginal supporters, who have a mutual interest in protecting human rights, democracy and the environment. The "Idle No More" movement has been a peaceful

<sup>6</sup> Hon. Sidney B. Linden, Commissioner, "Chapter 2: Primer on Aboriginal Occupations," Report of the Ipperwash Inquiry, Attorney General, Government of Ontario, 31 May, 2007, (pp.15), <http://www.attorneygeneral.jus.gov.on.ca/inquiries/ipperwash/index.html>

<sup>7</sup> Ibid.

<sup>8</sup> Idle No More, May 2014, <http://www.idlenomore.ca/>

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movement, facilitated by social media, allowing thousands of people to attend marches and rallies across Canada and internationally.

Outside individuals and organizations can also draw Aboriginal communities and/or members into external protests, events or conflicts. For instance, a non-Aboriginal group with little legal standing may seek to involve an Aboriginal community or persons due to their legal rights and historical dynamics. Individuals, Aboriginal and non-Aboriginal, can also involve themselves in internal Aboriginal community disputes and conflicts, escalating tensions. The involvement of these external influencers creates an added layer of complexity in understanding what the issue is, and who may be facilitating/fueling the protest or occupation. External influencers do not necessarily need to be physically present, they can facilitate or influence via social media and/or financing. This can result in communication difficulties for mediators due to a small faction of outsiders that may reject the police role and work counter to a resolution.

The Ipperwash Inquiry noted that a unique feature of Aboriginal protests and occupations is their remote location and duration, as they can last weeks, months and years. Since the inquiry, social media has become increasingly a standard tool/method for protestors and "virtual" protests can now instantly garner attention to issues that would have even a few years ago remained a remote and local issue. A large number of protestors with the same interests can now organize themselves in hours; the focus of the protests can also change through the use of social media and mobile phones.

According to the Ipperwash Inquiry, the most frequent type of Aboriginal protest and occupation were intra-band. These types of occupations are small and localized. Larger protests are less frequent, however they can have a more regional and national impact as communities can join in solidarity protests.<sup>9</sup> Another consideration in discussing the dynamics of Aboriginal protests and occupations nationally must be the reserve-off-reserve distinction; "the meaning of urban/non-urban distinction can also be problematic among many FN (First Nations) people where frequent

<sup>9</sup> "Chapter 2: Primer on Aboriginal Occupations," Ipperwash Inquiry, Attorney General of Ontario (pp.20)  
[http://www.attorneygeneral.ius.gov.on.ca/inquiries/ipperwash/report/vol\\_2/pdf/E\\_Vol\\_2\\_CH02.pdf](http://www.attorneygeneral.ius.gov.on.ca/inquiries/ipperwash/report/vol_2/pdf/E_Vol_2_CH02.pdf) (2007)

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movement by individuals from and back to the reserve is commonplace.”<sup>10</sup> This creates an added dynamic to Aboriginal protests and occupations as individuals may be external to a community in that they are no longer living in that community, but their roots are there. Coupled with the utilization of social media to influence and fuel protests, external community members also have the ability to promote remote-based issues in an urban setting.

### Public Order Events – Protestors

Public order events range from well-organized with strong leadership to spontaneous with little to no leadership, or combinations thereof. Unlike a riot, where “crowd contagion” can spread rapidly, organized public order events are not likely to dissolve into large scale violence. This is due to the make-up of the protestors and the level of organization for successful protests to occur. “Gaining publicity through traditional news media coverage and the Internet (social media) is a top priority for protest groups.”<sup>11</sup> The protest as a whole can lose public support if violence is perceived to have occurred, especially violence that may result in a high economic impact not only for the municipality, but for the province and a national level – jobs, reputation and productivity. Therefore, the use of violence does not generally meet the goals of the majority group of protestors.

A small scale outbreak of violence however, can occur at organized public order events due to the premeditation or escalation efforts of a minority group whose aim is to create a negative economic impact and attack police.<sup>12</sup> According to Dr. Sopow, “85% of property damage and physical injury caused during a large scale public order events is caused by 5% of protest participants, who require 90% of police attention and resources.” Dr. Sopow categorizes protestors into Volatile (3-5%), Disruptive (10-15%), and Passive (70-80%). These personalities and their applied tactics are described below:

<sup>10</sup> Don Clairmont and Jim Potts, “For the NONCE: Policing and Aboriginal Occupations and Protest,” A background paper prepared for the Ipperwash Inquiry (May 2006) pp.17

<sup>11</sup> Sopow, Op. cit

<sup>12</sup> de Lint, Op. cit; Sopow, Op. cit

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### Personalities and Tactics of Individual Protestors

Passive	Disruptive	Volatile
<ul style="list-style-type: none"> <li>Law abiding, 70-80% of protesters, more women than men, 25-54 years of age, middle income, above average education, soft commitment, commonly-shared values, emerging networks. Peaceful protest.</li> <li>Seek media attention, emotional language, broad mix of tactics, linkages to common fears, solution oriented, and consultative, widespread use of Internet.</li> </ul>	<ul style="list-style-type: none"> <li>Law resisting, 10-15% of protesters, cause may have public sympathy, 18-24 and 35-54 years old, men and women, low to middle income, mid to above average education, very committed, established networks.</li> <li>Peaceful arrest, non-violent disruptions, dramatic words / symbols, staged media "stunts," broad mix of tactics, heavy use of Internet, link to common fears.</li> </ul>	<ul style="list-style-type: none"> <li>Violence prone, 3 - 5% of protesters, small fringe support, 18-24 years old, more men than women, mix of education, lower income, anarchist oriented, small, strong network.</li> <li>Violent, planned action, inflammatory language, provokes police reaction, video record of actions, critical of peaceful protesters, outrageous demands, wild accusations, heavy use of Internet.</li> </ul>

### INDIVIDUAL EVALUATION CRITERIA

The criteria below will be used to assess a minority of protesters in order to determine whether or not they will be considered as a Suspect, Persons of Interest or Associate. This list will then be further refined utilizing the socio-psychological profiles developed by Dr. Sopow to determine whether they meet the conditions of Passive, Disruptive, or Volatile. Therefore, individuals will be categorized as either: Suspect/Volatile or Suspect/Disruptive; Person of Interest/Volatile or Person of Interest/Disruptive; Associate/Volatile or Associate/Disruptive. Those individuals who are determined to be Passive for any of the identified categories will be excluded from the final product as they do not meet the established threshold.

This determination will be a continual process based upon assessment of incoming information.

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**Suspect:** A suspect is a person(s) whom investigators believe to have culpability in the commission of an offence or a conspiracy to commit offence(s) based on the intelligence or evidence received and processed.

- As a consistent definition of "serious criminality" does not exist under the Criminal Code of Canada (CCC) the criteria of "Serious Offence" as defined in the CCC will be applied to identify individuals who pose a serious criminal threat and subsequently deemed as a "Suspect".<sup>13</sup> The identification of suspects will therefore be based upon criminal predicate; the proven willingness, capacity and intention to commit criminal acts, and/or to create situations that pose a public safety concern.
- This will include proactively identifying individual(s) whom have been "arrested", "arrested and charged", "arrested/charged and convicted" of serious offences.
- Historical precedence of multiple "minor offences" shall also be weighed in the identification of suspects. These would include, but are not limited to: mischief, disobeying court orders, failure to comply with undertaking, and other offences that do not pose a significant threat in one time and place, however, such conduct in several public order events may demonstrate their proven willingness, capacity and intention to commit criminal acts and/or create situations that pose a public safety concern.

Individuals who meet the Suspect threshold will then be analyzed utilizing the personality and traits profile developed by Dr. Sopow to determine what type of Suspect they are - Disruptive or Volatile.

**Person of Interest:** A person whose background, motivation, relationship to the criminal act/suspect, or the opportunity to commit the offence(s), or conspire to commit the offence(s), warrants further investigation, but no evidence currently exists to determine culpability in the commission of the offence(s), or the conspiracy to commit the offence(s).

- Historical precedence of "minor offences" shall be included during the identification of Persons of Interest.<sup>14</sup> Individuals who meet this threshold will then be analyzed utilizing the socio-psychological profile developed by Dr. Sopow to determine what type of Person of Interest - Disruptive or Volatile. This will demonstrate background, motivation and relationship to the criminal act/suspect, or the opportunity to commit the offence(s).

<sup>13</sup> Serious Offence is defined in the Criminal Code of Canada as follows: "serious offence" has the same meaning as in subsection 467.1(1); Section 467.1(1) describes "serious offence" as: an indictable offence under this or any other Act of Parliament for which the maximum punishment is imprisonment for five years or more, or another offence that is prescribed by regulation. Note: This does not include offences as listed in Section 553 of the Criminal Code and/or the following offences: Section 433 (4) Mischief in relation to property that is a testamentary instrument or the value of which does exceed \$5000. Section 63 Unlawful assembly; and Section 64 Riot.

<sup>14</sup> These are considered offences which do not meet the "Serious Offence" criteria.

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- Individuals who are believed to facilitate, or conspire to serious criminality but may not have been caught yet committing an offence or minor offence in relation to public order events shall be examined for this category as well. In order to determine motivation, relationship to the criminal act/suspect, opportunity or conspiracy to commit the offence, analysis of personality and tactics following Dr. Sopow's criteria of *disruptive* and/or *volatile* will be utilized to determine this category and levels of tactics.

**Associate:** *An Associate is a person(s), who has a relationship with a Person of Interest or a Suspect, and/or appears to be aligned with that individual in terms of motivation and/or organizational affiliation, but there is no information to support further investigation into the activity of that individual.*

- An Associate will be determined by their links to Suspects or Person(s) of Interests. They will appear to be aligned with that individual in terms of motivation, and/or organizational affiliation.
- The determination of this category will be based on these links as well as the personality and traits of a Disruptive and/or Volatile protestor. This includes individuals who are on the fringe of Suspects and/or Persons of Interest networks, but have demonstrated tactics of a Disruptive or Volatile protestor.

#### GROUP EVALUATION CRITERIA

In order to assess the threats posed by individuals to Aboriginal occupations and protests, it is important to understand the protest group dynamics. As already reviewed, Aboriginal protests and occupations are extremely complex due to the historical and legal dynamics, as well as the multitude of external stakeholders that can be present. It is also imperative to understand the connectivity between Aboriginal issues and allied groups such as environmental groups, as well as Aboriginal community protest groups and other Aboriginal non-protesting community groups. As Dr. Sopow states, "it is important for police to appreciate that the longer a protest continues, the stronger and larger the web of interconnectivity grows and the more difficult it will be to disentangle." For the purpose of this project, Dr. Sopow's Public Order Profile Scale will be utilized to identify these networks; identify the risk potential and growth of a public protest; and identify the "fuelling factors" that are required for a successful protest to occur.<sup>15</sup>

<sup>15</sup> Ibid.

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**PUBLIC ORDER PROFILE SCALE**

Table X1. Definitions within the Public Order Profile Scale		
	Fuelling factor	Definition
1	The protest group is very well known and credible	Means the group has a high and publicly credible media profile.
2	The protest group has experience with protests	Means that leaders and members have been in protests before.
3	Members are strongly committed to their cause	Means that members are deeply passionate about the issue.
4	The group has access to human/financial resources	This means money, technology, people, and expertise.
5	The group has ability to gain news media attention	Means an expertise in media relations and media contacts.
6	The group is supported by many other groups	Means the group is connected to, or is supported by others.
7	The group is well organized	There is a clear structure, committees, meetings, goals.
8	The group has a credible, articulate leader	The leader is media-savvy, telegenic, sounds/looks good.
9	The group is highly proficient in social media/Internet	It has a strong presence on web sites, social media/Internet.
10	The group has high public support	Sources include polling, social and news media analysis.
11	The issue impacts public values	Basic public values such as fairness, honesty are at risk.
12	There are linkages from the main issue to others	The key issue spills over into many associated issues.
13	The issue addresses a lack of fairness	The issue protested is framed as being unfair to many people.
14	The issue is imminent (not in the future)	The impact of the issue protested can occur very soon.
15	The issue being protested creates uncertainty	The issue protested is creating much public uncertainty.
16	The issue being protested takes away control	The issue is framed as taking control away from people.
17	The issue being protested has a history of protest	The issue in question has been protested many times before.
18	The issue is very simple to understand	The issue seems very simple with an "obvious" answer.
19	The issue affects many people personally	Those hearing about the issue are very personally affected.
20	The issue evokes a strong emotional reaction	Those hearing about the issue have reactions of fear/outrage.

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### Using the Public Order Profile Scale

Use of the Public Order Profile Scale is simple but requires field intelligence and well researched open-source analysis by skilled practitioners. Each of the POPS Fuel Factors is assigned a weighting from one to five where 1=very low and 5=very high. The analyst weights each factor based on the best intelligence possible and totals up the score.

Table XII. The Public Order Profile Scale		
Group:	Location of protest:	
	Fuelling factor	Weighting
1	The protest group is very well known and credible	very low 1..2..3..4..5 very high
2	The protest group has experience with protests	very low 1..2..3..4..5 very high
3	Members are strongly committed to their cause	very low 1..2..3..4..5 very high
4	The group has access to human/financial resources	very low 1..2..3..4..5 very high
5	The group has ability to gain news media attention	very low 1..2..3..4..5 very high
6	The group is supported by many other groups	very low 1..2..3..4..5 very high
7	The group is well organized	very low 1..2..3..4..5 very high
8	The group has a credible, articulate leader	very low 1..2..3..4..5 very high
9	The group is highly proficient in social media/Internet	very low 1..2..3..4..5 very high
10	The group has high public support	very low 1..2..3..4..5 very high
11	The issue impacts public values	very low 1..2..3..4..5 very high
12	There are linkages from the main issue to others	very low 1..2..3..4..5 very high
13	The issue addresses a lack of fairness	very low 1..2..3..4..5 very high
14	The issue is imminent (not in the future)	very low 1..2..3..4..5 very high
15	The issue being protested creates uncertainty	very low 1..2..3..4..5 very high
16	The issue being protested takes away control	very low 1..2..3..4..5 very high
17	The issue being protested has a history of protest	very low 1..2..3..4..5 very high
18	The issue is very simple to understand	very low 1..2..3..4..5 very high
19	The issue affects many people personally	very low 1..2..3..4..5 very high
20	The issue evokes a strong emotional reaction	very low 1..2..3..4..5 very high
	Total POPS rating	
	POPS risk rating	20-30 Very low 31-50 Moderately low 51-75 Moderately high 76-100 Very high

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## CONCLUSION

As stated at the outset, the intention of this document is to provide an analytical foundation for Project Sitka. The intelligence obtained through the collation of information will assist RCMP internal and external stakeholders to develop a proactive and impartial policing response to Aboriginal public order events. As already reviewed, Aboriginal people have unique constitutional rights and claims on land in Canada that set them apart from non-Aboriginal protestors. Aboriginal public order events therefore are distinctive, and thus require a distinct policing response, recognizing historical context and dynamics. The primary objective of the RCMP is to protect and facilitate the right to lawful advocacy, protest and dissent. As such, Project Sitka will identify individuals and groups, Aboriginal and non-Aboriginal, with the potential to disrupt lawful protests and/or who pose a threat to public safety. The analysis will also aid in understanding the linkages between issues and groups.

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## APPENDIX B

### Protestor Target Profile - National Intelligence Coordination Centre

SUBJECT PROFILE				
<b>PROTECTED "B"</b> <b>RCMP USE ONLY</b>  <b>File/Project:</b> <b>SITKA</b>  <b>LAST UPDATE:</b> <b>2014-06-30</b>	<b>Insert photo(s)</b>			
<b>SURNAME:</b>	<b>G1:</b>	<b>G2:</b>	<b>ALIAS:</b>	
<b>DOB:</b>	<b>AGE:</b>	<b>HEIGHT:</b>	<b>WEIGHT:</b>	<b>FPS:</b>
<b>PHONE:</b>	<b>E-MAIL:</b>	<b>COMMENTS:</b>		
<b>AFFILIATION:</b>		<b>VEHICLES:</b>		
<b>Group -</b>  <b>Individuals -</b>				
<b>MOBILITY:</b>				
<b>CONDITIONS:</b>				
<b>NOTABLE FILES:</b>	<b>Involvement:</b>	<b>Offence Type:</b>	<b>Occurred on:</b>	
<b>CATEGORY OF PROTESTOR:</b>				

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# ANALYSIS & RATIONALE:

Personalities and Tactics of Individual Protestors Check List			
<b>COMMITMENT LEVEL</b>			
Soft Commitment (P)			
Very Committed (D)			
Anarchist Oriented (V)			
<b>LAWFULNESS</b>			
Law Abiding (P)			
Law Resisting (D)			
Violence Prone (V)			
<b>NETWORKS</b>			
Emerging Networks (P)			
Established Networks (D)			
Small, Strong Networks (V)			
<b>LANGUAGE/RHETORIC</b>			
Emotional Language (P)			
Dramatic Words/Symbols (D)			
Non-Violent Disruptions (D)			
Inflammatory Language (V)			
<b>LEVEL OF VIOLENCE</b>			
Peaceful Protest (P)			
Peaceful Arrests (D)			
Non-Violent Disruptions (D)			
Use of violence (V)			
Planned Action (V)			
<b>SOCIAL MEDIA/ MEDIA</b>			
Seek Media Attention (P)			
Wide spread use of internet (P)			
Dramatic Words/Symbols internet & media (D)			
Staged media "stunts" (D)			
Critical of peaceful protestors (V)			
Video record of actions (V)			
<b>OTHER PROTEST TACTICS</b>			
Broad mix of tactics (P)			
Linkages to common fears (P) (D)			
Solution oriented (P)			
Consultative (P)			
Provokes police reaction (V)			
Outrageous Demands (V)			
Wild Accusations (V)			

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## APPENDIX C

- These organizations are identified within the report, yet are not a part of the analysis. They were identified through the analysis of the subjects and their affiliations.
- There is no apparent linked criminality between the individuals and affiliated groups in providing motivation, support or financing.

### DESCRIPTION OF (SUBJECT) AFFILIATED ORGANIZATIONS

Organization	Description (Open Source)	Mission (Open Source)	Scope
Unist'ot'en Camp	Unist'ot'en is a splinter group of the Wet'suwet'en First Nations. They have a long history of opposing pipelines, mines and non-First Nations resource extraction in general. The camp was built in the direct path of the proposed Pacific Trail Pipeline and Northern Gateway Pipeline to impede the projects.	The camp's Facebook page states, "Unist'ot'en Camp is a resistance community whose purpose is to protect sovereign Wet'suwet'en territory from several proposed pipelines from the Tar Sands Gigaproject and shale gas Hydraulic Fracturing in the Peace River Region."	Largely British Columbia based.

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<b>Defenders of the Land</b>	Founded November 14th 2008, Defenders of the Land is a network of Indigenous communities and activists across Canada. It describes itself as being unique within Canada: "Indigenous-led, free of government or corporate funding, and dedicated to building a fundamental movement for Indigenous rights." [1] On March 18th of 2013 DotL entered into partnership with the populist Indigenous movement Idle No More to call for a "Solidarity Summer" and a "Sovereignty Summer" that would inspire action and facilitate resistance to perceived injustices.	Spokesperson Russell Diabo, has described Canada as being "at war" with the First Nations peoples. According to Defenders of the Land this war is being conducted through oppressive techniques such as privatization of native land, protection of corporate interests, destruction of indigenous freedoms and resources, etc. Much of the rhetoric found in the resources that DotL offer on their website or articles authored by persons associated to DotL are framed in this perspective and as such justify resistance to perceived cultural assimilation or annihilation.	As a loose network, participants in Defenders of the Land are Canada wide
<b>American Indian Movement</b>	The American Indian Movement (AIM) is a Native American advocacy group in the United States, founded in July 1968 in Minneapolis, Minnesota. AIM was initially formed to address American Indian sovereignty, treaty issues, spirituality, and leadership, while simultaneously addressing incidents of police harassment and racism against Native Americans. By 1993, AIM had split into two main factions, with the AIM-Grand Governing Council based in Minneapolis and	In the decades since AIM's founding, the group has led protests advocating indigenous American interests, inspired cultural renewal, monitored police activities, and coordinated employment programs in cities and in rural reservation communities across the United States. AIM has often supported indigenous interests outside the United States as well.	United States based, with ties to other Native advocacy groups in countries such as Canada

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	affirming its right to use the name and trademarks for affiliated chapters. The other faction is AIM-International Confederation of Autonomous Chapters, based in Denver		
<b>Idle No More</b>	Idle No More is a protest movement founded in December 2012. Operating primarily in Canada, it has organized events that include public performances (such as dances) and rail-line blockades. The organization aims to pressure government to protect the environment and advocate for Native sovereignty.	"Idle No More calls on all people to join in a peaceful revolution, to honour Indigenous sovereignty, and to protect the land and water"	Canada-wide
<b>No One is Illegal</b>	Founded in 1997 in Germany, No one is illegal is a loosely connected international network of antiracist groups and religious asylum initiatives that represents non-resident immigrants who stay illegally and are at risk of deportation. The network has started a campaign and held rallies to bring wider attention to the situation of refugees.	"As a movement for self-determination that challenges the ideology inherent to immigration controls, we believe that there are no illegal or undeserving human beings, only inhumane and immoral laws. We strive and struggle for the right to remain, the freedom to move, and the right to return." - No One is Illegal Vancouver	International network of local chapters
<b>Ancestral Pride</b>	Ancestral Pride works to support projects on housing, land protection, and feeding impoverished persons of the Asousant peoples. It is related to the Sovereign Housing Project.	"Our aim is to ensure the continuity of the land, by educating ourselves, and others as much as we can about the need to connect with our home land."	Flores Island, British Columbia

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<b>The Council of Canadians</b>	"Citizen's organization working to protect Canadian independence by promoting progressive policies on fair trade, clean water, energy security, public health care and other issues of social and economic concern to Canadians"	"The foundation of our work is the education and empowerment of people to fight for the values and policies we believe in. Our members, supporters and network of over seventy activist chapters create a powerful voice for social and environmental justice. We work to hold government accountable and challenge the unbalanced power of corporations, promoting positive social change in Canada and the world."	Canada
<b>Native Youth Movement</b>	Native Youth Movement (NYM) is made up of Native Youth from across Canada, seeking to empower young Native Canadians and resist perceived forms of cultural assimilation and oppression. The group first formed in Winnipeg in the 1990s in reaction to increase violence amongst Native youth. NYM engages in activism, local education engagement, and has organized two multi-provincial protest walks.	"Native Youth Movement is Native Peoples Liberation Movement, fighting for our People, our Land, and our way of Life. NYM is in opposition to all foreign and colonial forms of government. We will Defend our Land and Way of Life, by any means necessary." - NYM Winnipeg	Western and Central Canada

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<b>Rising Tide</b>	Rising Tide was formed in the Netherlands in 2000 by environmental and social justice activists attending the UN Conference of the Parties climate talks. Rising Tide now spans four continents, with activists in North and South America, the UK, Ecuador, and Australia. Rising Tide's North American network was founded in the spring of 2006. The organization advocates for initiatives that combat climate change and work to resist projects that will harm the environment.	"Vancouver Coast Salish Territories is a grassroots environmental justice group committed to fighting the root causes of climate change and the interconnected destruction of land, water and air" - Rising Tide Vancouver	International, with local chapters such as the Vancouver Coast Salish Territories
<b>Deep Green Resistance</b>	Founded in 2011, Deep Green Resistance advocates for a radical environmental justice ideology that believes that industrialization is actively harming the planet and must be resisted. The group engages in "direct action, education, and lobbying" to achieve these aims.	N/A	The group claims to be active in at least seven countries, including Canada
<b>West Coast Warriors</b>	Disbanded in 2005, this West-coast based organization advocated for Native self-determination. After several run-ins with RCMP law enforcement the group dissolved, maintaining its innocence in the face of anti-terrorism investigations and accusing police of being overzealous in their use of violence.	"We are rededicating ourselves today as warriors and we are committing to advance Indigenous people's cultural and political and social resurgence." West Coast Warriors Final Communique	British Columbia Coastal-based

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<b>VICFAN</b>	Vancouver Island Forestry Action Network is a registered non-profit society based in Victoria, Coast Salish Territory, BC. They resist pipeline developments and other threats to the environment through protest (such as pipeline blockades).	"On southern Vancouver Island, Wild Coast Action Teams are mapping old-growth forest and challenging unethical and illegal development, guided by members of the Pacheedaht First Nation."	Vancouver Island, British Columbia based
<b>Forest Action Network</b>	N/A	N/A	N/A
<b>Secwepemc Women Warriors</b>	This B.C. based organization organizes to resist and disrupt pipeline initiatives in their land. SWW has engaged primarily in non-violent protest though it was noted to have burned a bridge belonging Imperial Metals.	N/A	British Columbia based
<b>Olympic Environmental Network</b>	The Olympics Resistance Network is primarily based in Vancouver, Coast Salish Territories and existed as a space to coordinate anti-2010 Olympics efforts. The group organized protests of the Olympic "Spirit Train" as it made its way across Canada.	Anti-Olympics organizing through the Olympic Resistance Network was largely operating under the primary slogan and understanding of "No Olympics on Stolen Native Land"	British Columbia based
<b>Indigenous Environmental Network</b>	Established in 1990 within the United States, IEN was formed by grassroots Indigenous peoples and individuals to address environmental and economic justice issues (EJ). IEN's activities include building the capacity of Indigenous communities and tribal governments to develop mechanisms to protect our sacred sites, land, water, air, natural resources, health of	The Indigenous Peoples of the Americas have lived for over 500 years in confrontation with an immigrant society that holds an opposing world view. As a result we are now facing an environmental crisis which threatens the survival of all natural life.	United States based, with ties to other Native advocacy groups in countries such as Canada

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	both our people and all living things, and to build economically sustainable communities.		
<b>Media Co-op Vancouver</b>	Vancouver Media Co-op is a local, independent news co-op that is funded and collectively run by its readership. It hosts educational and skill training workshops for people interested in engaging in progressive, critical media.	N/A	Vancouver based
<b>Media Co-op Toronto</b>	Toronto Media Co-op is a local, independent news co-op that is funded and collectively run by its readership. It hosts educational and skill training workshops for people interested in engaging in progressive, critical media.	N/A	Toronto, Ontario based
<b>Media Co-op Halifax</b>	Halifax Media Co-op is a local, independent news co-op that is funded and collectively run by its readership. It hosts educational and skill training workshops for people interested in engaging in progressive, critical media.	N/A	Halifax, Nova Scotia based

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<b>Warrior Publications</b>	Warrior Publications is published in occupied Coast Salish territory (Vancouver, Canada). It has existed since the Spring of 2006, when the first issue of Warrior magazine was published. It has since expanded to an online presence and seeks to inform progressive communities of Native-related news as well as provide a platform for publication.	Its website claims that its "purpose is to promote warrior culture, fighting spirit, and resistance movements."	Vancouver, British Columbia based
<b>Mi'kmaq Warrior Society</b>	Several members of the Mi'kmaq Warrior Society were arrested in fall of 2013 in an anti-shale protest. Individuals from the Mi'kmaq First Nations who self-identify with the Warrior group. The group broadly stands in solidarity of Natives protesting land development they perceive to be encroaching on their lands or threatening their environment.	N/A	The society is based in the traditional lands of the Mi'qmak: Maritime Provinces and the Gaspé Peninsula of Quebec
<b>Red Power Resistance</b>	N/A	N/A	N/A
<b>Manitoba Warriors</b>	A traditional enemy of the Hells Angels, this 7000 member strong gang now has chapters in Alberta, Winnipeg, Ontario, and Regina. Manitoba is the original chapter, founded in 1992, and was initially constituted as a prison gang.	N/A	Manitoba based, with Chapters in other areas of Canada

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<b>Stop TransCanada Energy East Project</b>	This organization was formed in protest of TransCanada's diluted bitumen pipeline stretching across Canada. The group has staged nonviolent protest and demands increased community consultation as well as a broader pro-environmental agenda.	N/A	North Bay, Ontario
<b>Boreal Forest Action Network</b>	This organization focuses on environmental and social justice in the Canadian and International boreal. It also lends support to Native rights groups seeking control and management of their territory.	N/A	Work focuses on the Canadian and International Boreal
<b>Crazy Indian Brotherhood</b>	Founded in 2007, the CIB consider themselves less of a gang, but rather a support group for Aboriginal and Metis men looking to disassociate themselves from life in a gang. A reported connection with motorcycle gang Rock Machine has caused concern for police, who assigned extra forces to an Idle No More protest on Dec. 21 due to the presence of some group members. CIB has denied that this connection exists.	"It was done with the idea of basically helping ex-gang members get out of the gangs and start living a better life, like finding jobs" - a CIB member to Winnipeg Press	Winnipeg, Manitoba
<b>Tar Sands Blockade</b>	Tar Sands Blockade is an all-volunteer horizontal, consensus-based organizing collective dedicated to working in solidarity with frontline communities most impacted by tar sands mining, transportation, and	N/A	Houston, Texas based

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	refining. In the summer of 2012 Tar Sands Blockade began organizing non-violent protests.		
Unfuck the World	UTW focuses on homelessness, organizing events such as donation drives and fun days for kids who live on "Skid Row" as well building a center where they can provide showers and other hygeinic necessities.	Our mission is to empower and inspire people around the world to take positive actions in their communities.	Los Angeles, California
Treaty One Youth	Youth designed organization. Promoted awareness of treaties, elders teachings, history, and ojibwe language lessons.	N/A	Western Canada
Youth 4 Lakes	Small group of dedicated Teaty 3 Aboriginal youths. Noted for organizing a 2100 km trek from Winnipeg to Ottawa in summer 2013. The organization advocates for the protection of the environment, specifically water resources.	N/A	Manitoba based
Red Power United	Not Availabe	N/A	Not Available
Dam Line 9	A blockade movement beginning August 5th 2014 when activists walked into an Enbridge work site to indefinitely block work that was supposed to occur on part of Line 9, the Enbridge pipeline project that brings diluted bitumen from the tar sands eastward. The	N/A	Alberta based

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	blockade cost Enbridge four days work.		
Ontario Coalition Against Poverty	OCAP is a direct-action anti-poverty organization based in Toronto, Ontario. The organization advocates, lobbies, and protests for policies that help impoverished Canadian persons.	We mount campaigns against regressive government policies as they affect poor and working people. In addition, we provide direct-action advocacy for individuals against welfare and ODSP, public housing and others who deny poor people what they are entitled to. We believe in the power of people to organize themselves. We believe in the power of resistance.	Toronto, Ontario based
Toronto Community Mobilization Network	This Toronto-based network is made up of activists and community organizations and sought to protest the 2010 G8/G20 meetings. The organization aims to promote Indigenous Sovereignty and Self-Determination, Environmental and Climate Justice, Migrant Justice and an End to War and Occupation, Income Equity and Community Control over Resources, Gender Justice and Queer and disability rights.	With power and vision, people of colour, indigenous peoples, women, the poor, the working class, queer and trans people and disabled people will create and lead alternatives; will decide for themselves; will transcend the systems that oppress them and keep them from talking to one another.	Toronto, Ontario based

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Southern Ontario Anarchist Resistance	This Southern Ontario-based network is made up of activists and community organizations and sought to protest the 2010 G8/G20 meetings. The organization aims to promote an anarchist agenda.	N/A	Southern Ontario based
Reclaim Turtle Island	This organization promotes a broad anti-fracking, pro-environmental agenda that includes support for and organization of protests against the Enbridge Line 9 and the Tar Sands.	Defend our lands. Shut down the tar sands.	British Columbia based
Anti-war at Laurier	Student activist group at Laurier University in Kitchener-Waterloo, Ontario. The group has focused on anti-war protesting and education but also has been active in anti-nuclear proliferation.	The group calls itself a "community based	Laurier University, Kitchener-Waterloo, Ontario
Direct Action in Canada for Climate Justice	This organization promotes a broad anti-fracking, pro-environmental agenda. Its website offers tools for activists to educate themselves on how to protest as well as providing information on environmental degradation and climate change. The group has engaged in sit-ins and occupy style protests.	N/A	Canada-wide
Guelph Anti-Pipeline Action Group	This organization promotes a broad anti-fracking, pro-environmental agenda that includes support for and organization of protests against the Enbridge Line 9 and the Tar Sands. It has hosted educational workshops and organized	N/A	Guelph, Ontario

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	protests against Pipelines in Ontario (such as the Enbridge Line 9).		
Occupy Toronto	Born out of Occupy Wallstreet, Occupy Toronto focuses on income inequality in the developed and developing world, with a special focus on Canada. The Occupy protests were widely reported on in 2011-12 when they held large scale protests that resulted in some violence (though organizers by and large advocated a strategy of non-violence). Occupy Toronto maintains an active website and organizational structure.	N/A	Toronto, Ontario based
Occupy Halifax	Born out of Occupy Wallstreet, Occupy Halifax focuses on income inequality in the developed and developing world, with a special focus on Canada. The Occupy protests were widely reported on in 2011-12 when they held large scale protests that resulted in some violence (though organizers by and large advocated a strategy of non-violence). Occupy Halifax does not appear to maintain activity as of 2015.	N/A	Halifax, Nova Scotia based

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Ban Hydraulic Fracturing in New Brunswick	This group was formed in March 2011 to protest the perceived exploitation of New Brunswick and Canadian land. The Facebook page has not had significant activity in over a year and appears to have migrated to a page entitled "New Brunswick is NOT for sale"	"We must band together and stop the plan to allow shale gas exploitation on over 3,600 000 acres of our land. If we do nothing our beautiful "Picture Province" will be destroyed"	New Brunswick
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## APPENDIX D

### Divisions and Regions



#### Divisions

HQ - Headquarters, Ottawa, Ontario  
National Division - Ottawa, Ontario  
B - St. John's, Newfoundland  
C - Montreal, Quebec  
D - Winnipeg, Manitoba  
E - Surrey, British Columbia  
F - Regina, Saskatchewan  
G - Yellowknife, Northwest Territories

H - Halifax, Nova Scotia  
J - Fredericton, New Brunswick  
K - Edmonton, Alberta  
L - Charlottetown, Prince Edward Island  
M - Whitehorse, Yukon Territory  
O - London, Ontario  
I - Depot, Regina, Saskatchewan  
V - Iqaluit, Nunavut

#### Regions

North West

Pacific

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