



# Royal Canadian Mounted Police

## Performance Report

For the  
period ending  
March 31, 1996

Improved Reporting to Parliament –  
Pilot Document

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## Foreword

This document was prepared as phase two of the Improved Reporting to Parliament Project which has been established within the Treasury Board Secretariat to improve the Expenditure Management information provided to Parliament, and to update the processes used to prepare this information. This is part of a broader initiative known as “Getting Government Right” to increase the results orientation and increase the transparency of information provided to Parliament.

During the period from August 1995 to June 1996, extensive consultations were held with Members of Parliament and other key stakeholders to examine options to improve the information provided to Parliament. A clear requirement was identified to provide a focus on departmental performance and actual results achieved.

In June, 1996 the House of Commons gave its concurrence to tabling, on a pilot basis, separate performance reports from sixteen departments and agencies. These pilot documents will be evaluated, and if Parliament and others endorse the approach, Parliament will be asked to formally approve the introduction of separate performance reports for all departments and agencies beginning in the fall of 1997.

These documents are also available electronically from the Treasury Board Secretariat Internet site: <http://www.tbs-sct.gc.ca/tb/key.html>

Comments or questions about this document, or the Improved Reporting to Parliament Project, can be directed to the TBS Internet site, or to:

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Royal Canadian  
Mounted Police

Gendarmerie royale  
du Canada



1995/96

## Performance Report

# Royal Canadian Mounted Police

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The Honourable Herb Gray, P.C., Q.C., M.P.  
Solicitor General of Canada

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## The Minister's Message

*I am pleased to present the performance report of the Royal Canadian Mounted Police (RCMP) to the Parliament and people of Canada.*

*The RCMP has been in existence since 1873. It began with 300 members and a single mandate: to establish peace and order in the West. Today it has approximately 21,000 employees and numerous responsibilities in every region of Canada. The RCMP helps us to maintain Canadian sovereignty in the North, to fulfil Canadian foreign policy objectives abroad, to protect national security and to overcome problems of communication and of providing different but equal standards of policing to a diverse population scattered across a vast and geographically diverse country.*

*For individual members of the RCMP, these responsibilities translate into tasks that bring them frequently in contact with suffering, hostility or danger. They must intervene in situations from which most of us would shrink. Physical confrontations, domestic disputes, distressed victims of crime, the occasional violent death of a colleague, constant shift work or the loneliness of living in a small isolated community are personal realities for members of the RCMP. Much of their working life is concerned with defusing confrontation, making instant judgements and solving problems. Policing is a vocation which brings the challenge and reward of helping people. RCMP members are well trained, empowered and equipped for the task. However, their acceptance of near constant stress, and sometimes fear, means that they live under conditions which the rest of us avoid in order that we may enjoy a superior quality of life.*

*This is the human dimension behind this report on performance. The near 125-year history of competence, service and humanity of the RCMP is a composite of the performance of individual employees. Their achievements underlie the statistics, the financial tables and the reports of organizational change to meet the present-day challenges of providing quality service with fewer resources.*

*I therefore ask Parliament and the people of Canada, in reading this report, to recognize the achievement of the 21,000 individuals and their predecessors who have made the RCMP world-renowned for honour and service. Organizational performance depends upon them because it is measured in human deeds as well as in financial and management terms. I am proud to be the Minister who reports to Parliament for the RCMP and its employees.*

*The Honourable Herb Gray, P.C., Q.C., M.P.  
Solicitor General of Canada*



## Section I: Executive Summary

The prevention of crime and maintenance of a safe society are fundamental to the quality of life in Canada. As the national police force of Canada, the RCMP plays a key role and is at the front line in this pursuit through the adoption of its strategic priority of “safe homes, safe communities”. The prevention of crime and maintenance of peace, order and security is the legislated mandate of the RCMP. The accomplishment of this mandate is achieved through the implementation of the community policing philosophy which ensures an equal and culturally sensitive policing service across the nation. The RCMP’s commitment to quality service recognizes the importance of providing policing services which meet the needs of all Canadian communities.

Despite the downward trend in reported violent crime, the public perception is that violent crime is increasing. To address the concerns of the Canadian public, the RCMP has targeted violent crime as a strategic priority and will continue through community policing efforts to work towards its reduction. The RCMP has consistently maintained the highest clearance rate in the country (around 80 percent) demonstrating the continuing effectiveness of the RCMP to deal with violent crime cases within its jurisdictions.

The reduction of crime is not solely contingent upon law enforcement but also the need to target the roots of crime through partnerships between the police and the community. The RCMP’s community policing programs have achieved immeasurable gains in finding meaningful ways to reduce criminal activities before they happen through cooperative problem solving strategies. The RCMP is working together with educators, parents, social agencies, victims, youth-at-risk, visible minority groups, aboriginal peoples, and residents of remote communities to define problems and design appropriate solutions. The ultimate goal is to develop policing services which are specifically tailored to the needs of each particular group or geographic region.

The RCMP has experienced extensive organizational change in recent years as it evolves its service delivery methodology from the traditional to the community policing model. The recent interventions at Gustafsen Lake and Davis Inlet are testimony to the high standards of the RCMP in operational policing. Similarly, its proceeds of crime, drugs and transnational criminal investigations have yielded high success rates. During 1995, the RCMP:

- made seizures totalling almost \$50 million;
- investigated 683 organized illegal smuggling cases;
- investigated 31,556 drug enforcement cases;
- increased partnerships with Canadian and international law enforcement agencies; and
- implemented numerous crime prevention strategies and initiatives.



The RCMP continues to be a world leader in the development of technological applications which have significantly improved the ability of the police community to investigate and solve crimes. For example, much progress has been made in violent crime analysis, registration and identification of firearms, and DNA testing which provides the police with sophisticated response capabilities to violent crime.

The RCMP continues to make significant contributions in international peacekeeping missions and training initiatives. In Haiti, RCMP members are helping to break down traditional barriers between the police and the community, ensuring a safe and secure environment outside Canadian borders.

The RCMP is committed to remaining the police service of choice by offering competitively priced basic services and placing emphasis on client service. In order to meet new demands for services, the RCMP is developing a range of alternative funding approaches such as partnerships and joint ventures, and more cost-recovery or cost-sharing opportunities including cost-recovery of training services provided to other departments with law enforcement responsibilities.

The RCMP is tasked with an important and formidable challenge: the reduction and prevention of crime through the delivery of first class policing services within a difficult fiscal environment. The RCMP is prepared and committed to fully meet this challenge and work with all people to build a shared vision for a safe and secure future for all Canadians.

## **Section II: Departmental Overview**

### **A. Roles and Responsibilities**

The Royal Canadian Mounted Police, referred to in this document as the RCMP or the Force, is the national police service and an agency of the Ministry of the Solicitor General of Canada.

The RCMP was organized in 1873. The mandate of the RCMP is multi-faceted. It is to prevent and investigate crime, maintain order, enforce laws on matters as diverse as health and the protection of government revenues, to contribute to national security, ensure the safety of state officials, visiting dignitaries and foreign missions, and provide vital operational support services to other police and law enforcement agencies. This makes the RCMP unique in the world. It is at the same time a national, federal, provincial and municipal policing body which is separately accountable to the public at each of these four levels. This mandate is based on the authority and responsibility assigned under the *Royal Canadian Mounted Police Act*. This Act establishes the RCMP as a federal police service, provides the legislative basis for operation of the RCMP and





authorizes the Solicitor General of Canada to enter into policing agreements with provincial, territorial and municipal governments on a cost-sharing basis. Part IV of the *Canadian Security Intelligence Service Act* gives the RCMP primary responsibility for duties assigned to peace officers in respect of offences constituting a threat to the security of Canada, or where the victim is an Internationally Protected Person (IPP) within the meaning of Section 2 of the *Criminal Code of Canada*. In addition, a number of Cabinet directives and international agreements assign protective responsibilities, while a substantial number of agreements with other federal departments and police agencies further define RCMP enforcement responsibilities.

### Figure 1: Voted Appropriation

Spending Authorities				
A. Authorities for 1995/96 - Part II of the Estimates				
Financial Requirements by Authority				
Vote	(millions of dollars)	1995-96 Main Estimates	1995-96 Available for Use	1995-96 Actual
<b>Royal Canadian Mounted Police</b>				
35	Operating expenditures	839.7	892.2	873.4
40	Capital expenditures	140.5	182.9	177.3
(S)	Pensions and other employee benefits - Members of the Force	213.2	199.9	199.9
(S)	Spending of proceeds from disposal of surplus Crown assets	0.0	8.2	5.8
(S)	Contribution to employee benefit plans	14.0	14.7	14.7
Total		1,207.4	1,297.9	1,271.1
<b>Votes - Wording and Amounts</b>				
Vote	(millions of dollars)	1995-96 Main Estimates		
<b>Royal Canadian Mounted Police</b>				
<b>Law Enforcement Program</b>				
35	Law Enforcement - Operating expenditures, the grants listed in the Estimates, contributions, and authority to spend revenue received during the year	839.7		
40	Capital Expenditures	140.5		

## B. Organization and Program Composition

The authority and accountability for executing the requirements of the RCMP Act rest with the Commissioner. The Commissioner reports to the Solicitor General of Canada, who in turn is responsible to the Parliament of Canada. The Commissioner is supported by four deputy commissioners at Ottawa and 13 operational commanding officers in the divisions across the country and the Commanding Officer "Depot" Division at the RCMP training facilities in Regina,



Saskatchewan.

The RCMP is a service delivery agency. It has five service lines, as shown in Figure 2. The service lines of the RCMP are:

**Federal Policing Services:** The RCMP provides policing, law enforcement, investigative and protective services to the federal government, its departments and agencies and to the people of Canada to assist in the protection of public health and safety, the environment, trade and commerce, revenue collection, national security, foreign missions and state officials.

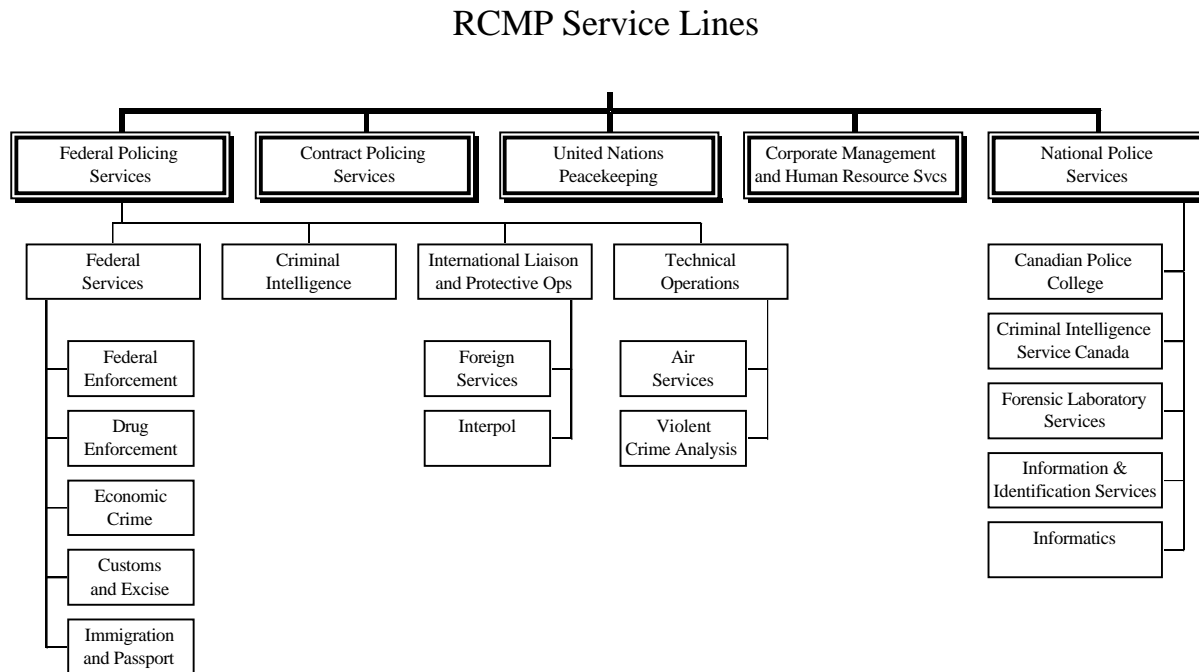
**National Police Services:** The RCMP provides forensic laboratory, identification, computerized police information, intelligence and advanced training services to the Canadian police community and some departmental law enforcement agencies. There is also some international sharing of services.

**Contract Policing Services:** Under 20-year agreements between the federal government and provincial, territorial and municipal governments, the RCMP provides community policing services to the populations of eight provinces, two territories and 200 municipalities. The wide range of services includes crime prevention, order maintenance, traffic enforcement, Criminal Code enforcement and the provision of emergency services. Contractual arrangements with First Nations communities are provided under tripartite agreements signed by the federal, provincial and individual band governments.

**United Nations Peacekeeping Services:** The RCMP is providing policing services and training through the United Nations to a number of countries in conflict.

**Corporate Management and Human Resource Services:** This is an internal service line which consists of finance and supply, public affairs and information, personnel, audit and evaluation, corporate policy and planning, and health services and training. A decision will be made during the next year whether this internal service line remains separate or is distributed throughout the respective service lines.



**Figure 2: RCMP Service Lines**

## C. Objectives and Priorities

The objective of the RCMP is derived from Section 18 of the *Royal Canadian Mounted Police Act*:

***To enforce laws, prevent crime and maintain peace, order and security.***

In striving to achieve this objective, the RCMP engages in a variety of activities, many of them related to service as well as enforcement purposes. The RCMP prevents, detects and investigates offences and enforces federal statutes through Treasury Board Circular 1987-6 by which it was tasked to coordinate the investigation of offences reported by other federal departments for illegal acts against the Crown. In addition to the federal responsibilities of the RCMP, policing services under contract are provided to the two territories and all provinces with the exception of Ontario and Quebec. This contracting of police services also extends to 200 municipalities and 36 First Nations communities. Contract policing, performed on a cost-sharing basis forms an integral part of the responsibilities of the RCMP.



The RCMP's key results commitments, are directly linked to the organization's strategic vision for "safe homes, safe streets". The RCMP is striving to achieve this vision by :

- providing protection against organized crime;
- reducing violent and youth crime;
- enhancing community policing; and
- developing innovative approaches to program delivery.

The attainment of the strategic vision will also require the development of centres of policy excellence, operations and service delivery and, before fiscal year 1997-1998, through the extension of community policing, there will be a complete review of the organization and a reduction in the cost of doing business so that the RCMP's high-quality services remain affordable.

The RCMP strategic plan for safe homes, safe communities is designed to meet present day crime and order problems. Specific initiatives are being designed to meet particular issues. New service delivery models may vary from division to division depending on local conditions. As in the New Brunswick district policing model, the emphasis will be on freeing members from administrative duties to increase the amount of time spent on operational front line police services. Common services across detachments, sub-divisions and divisions are being amalgamated or shared to achieve economies of scale. Standardized policies and procedures that have lost their usefulness and hinder the complete adoption of community policing practices are being eliminated. New information technology will continue to be introduced to promote decentralization, organizational flattening, community policing and the creation of an interactive, networked organization necessary for the achievement of all these objectives. The RCMP will be developing a national strategy against organized crime; developing violent crime reduction strategies as a community policing target; establishing a youth advisory committee to the Commissioner; developing a totally new police delivery service model for the new Inuit Territory of Nunavut; and is in the early stages of implementing an action plan for a unified vision and approach to federal policing. Human resource strategies will also ensure that employees are selected, trained, appraised and rewarded according to new directions. For example, training has been reoriented and based on approaches that emphasize problem-solving rather than passive learning.

The implementation of the strategic plan for safe homes, safe communities will involve the three major service lines of the RCMP. Services to aboriginal people, order maintenance, violent crime and youth crime will be largely met through the provision of contract policing services, while transnational organized crime will engage both contract and federal policing services. Programs such as firearms registration or enhanced information services for containing organized crime will involve National Police Services, since these are concerned with providing vital operational



support to other police and law enforcement agencies.

## D. Resource Plans - Net Cost of the Program by Business Line/Activity

Figure 3: Net Cost of the Program by Business Line/Activity

1995-96 Comparison of Main Estimates to Actuals							
(millions of dollars)							
Main Estimates	Human Resources (Full Time Equivalent)	Operating	Capital	Transfer payments	Gross Expenditures	Less Revenue credited to the Vote	Total Main Estimates
Federal Police Services	5,898	485.5	32.8	0.0	518.3	0.0	518.3
	<b>5,816</b>	<b>510.5</b>	<b>26.6</b>	<b>0.0</b>	<b>537.1</b>	<b>0.0</b>	<b>537.1</b>
Contract Police Services	9,613	735.6	51.1	0.0	786.7	709.3	77.4
	<b>9,081</b>	<b>714.9</b>	<b>62.8</b>	<b>0.0</b>	<b>777.7</b>	<b>730.0</b>	<b>47.7</b>
National Police Services	2,914	249.4	42.4	0.4	292.2	3.5	288.7
	<b>2,907</b>	<b>244.3</b>	<b>44.0</b>	<b>0.2</b>	<b>288.5</b>	<b>2.5</b>	<b>286.0</b>
UN Peacekeeping	0	8.0	0.0	0.0	8.0	0.0	8.0
	<b>89</b>	<b>9.1</b>	<b>0.0</b>	<b>0.0</b>	<b>9.1</b>	<b>0.0</b>	<b>9.1</b>
Corp. Mgt & Human Res. Svs	2,629	261.3	14.2	40.1	315.6	0.6	315.0
Other Revenue and Expenditures	<b>2,848</b>	<b>305.2</b>	<b>47.5</b>	<b>38.5</b>	<b>391.2</b>	<b>0.0</b>	<b>391.2</b>
	21,054	1,739.8	140.5	40.5	1,920.8	713.4	1,207.4
	<b>20,741</b>	<b>1,784.0</b>	<b>180.9</b>	<b>38.7</b>	<b>2,003.6</b>	<b>732.5</b>	<b>1,271.1</b>
<b>Other Revenue and Expenditures</b>							
Revenue credited to the Consolidated Fund							(18.0)
							<b>(18.9)</b>
Cost of services by other Department							204.1
							<b>204.1</b>
<b>Net Cost of the Program</b>							1,393.5
							<b>1,456.3</b>

Bold numbers are Actuals



## Section III: Business Line Performance

### A. Overview of the Environment

The RCMP provides services at each level of government, and is affected by a variety of approaches adopted by either federal, provincial or municipal governments. These approaches include expenditure reduction, avoiding spending on programs in other jurisdictions, restructuring and rationalization. Given this fiscal reality, the RCMP is developing a range of alternative funding approaches such as partnerships and joint ventures, and more cost-recovery or cost-sharing options. It will be important to ensure effective management of new crime control responsibilities and to offer services to aboriginal people that meet their cultural needs.

The Solicitor General of Canada is responsible for the federal government's operational role in the protection of the public and in the maintenance of a lawful, peaceful and safe society. As an agency of the Ministry of the Solicitor General of Canada, the RCMP plays a fundamental role in ensuring the fulfilment of the government's public safety agenda and Red Book commitments, particularly "safe homes, safe streets". The concerns of Canadian communities include: maintenance of order, violent crime including family violence and hate crime, crimes committed by youth and a recent growth in transnational organized crime. In addition to such direct operational responsibilities, the RCMP is also responsible and accountable for the success of such government initiatives as gun control, DNA testing and witness protection through its management of the programs resulting from the legislation. In addition, the RCMP continues to meet the special needs of aboriginal people to provide the most appropriate policing services to their communities.

### B. Key Results Commitments

The RCMP will continue to refine the framework for enhancing program effectiveness and accountability. Figure 4 outlines the results commitments for 1995/96.



**Figure 4: Key Results Commitments**

<b>ROYAL CANADIAN MOUNTED POLICE</b> <b>Safe homes, safe communities through community policing to be the police service of choice</b>	
<b>to provide Canadians with:</b>	<b>to be demonstrated by:</b>
<b>Protection against Organized Crime</b>	<ul style="list-style-type: none"> <li>• successful partnerships with other agencies engaged in combatting organized crime;</li> <li>• upward trend in value of assets/seizures under Integrated Proceeds of Crime, Proceeds of Crime and Anti-Smuggling Initiative (ASI);</li> <li>• downward trends in: organized illegal entries; alien smuggling organizations; suppliers of forged travel documents, and counterfeiters of currency and negotiable instruments; and</li> <li>• organized crime investigations successfully concluded.</li> </ul>
<b>Reduced frequency of Violent and Youth Crime</b>	<ul style="list-style-type: none"> <li>• successful partnerships with other agencies engaged in reducing violent and youth crime;</li> <li>• ViCLAS, Violent Crime Analysis Unit (accomplishments, statistics);</li> <li>• scheduled evaluation of the impact of youth programs, e.g. Commissioner's Youth Advisory Committee;</li> <li>• upward trends in clearance rates and enforcement of Criminal Code offences;</li> <li>• scheduled evaluation of the impact of forensic science analyses, e.g. DNA testing and Firearms Registration; and</li> <li>• downward crime trends and victimization survey results.</li> </ul>
<b>Enhanced Community Policing</b>	<ul style="list-style-type: none"> <li>• success of community policing initiatives including major pilot projects, e.g. Burnaby, Cole Harbour, Lethbridge, "J" Division District Policing, "F" Division Models of Policing;</li> <li>• client satisfaction survey results;</li> <li>• effective crime prevention initiatives, e.g. suicide prevention programs, drug awareness presentations, Family Violence Initiative;</li> <li>• successful aboriginal policing initiatives, e.g. Aboriginal Constable Development Program; cultural awareness, Nunavut and Aboriginal Justice Initiative;</li> <li>• effectiveness of client advisory groups, e.g. Aboriginal Youth Training Program; Commissioner's National Aboriginal Advisory Committee; Commissioner's Advisory Committee on Visible Minorities; and</li> <li>• successful preparation of RCMP Cadets for community policing.</li> </ul>
<b>Innovative approaches to program delivery</b>	<ul style="list-style-type: none"> <li>• successful transfer of airport security to other agencies;</li> <li>• RCMP community policing programs supported by corporate sponsorship of the Musical Ride and product licensing collected through the Mounted Police Foundation; and</li> <li>• successful development of alternative service delivery options for the Canadian Police College.</li> </ul>



## **C. Results Achieved**

The following discussion provides a summary of performance indicators which demonstrate the ability of the RCMP to achieve the key results commitments presented in Figure 4. While the RCMP has made significant inroads in such broad areas as the deterrent of organized criminal activities and reduction in violent crime, there are no clear correlations which can be articulated to demonstrate a causal relationship between the activities of the police and the reduction of criminal activities. Similarly, enhancements in community policing and the implementation of innovative approaches to program delivery can be shown to result in specific accomplishments, however it is not possible at this time to draw a link between these general program initiatives and achievement of results in terms of statistical correlations and analyses. The RCMP will be pursuing possible performance measurement systems which can provide a more meaningful indication of the achievement of key results commitments in future performance reports.

### **1. Protection Against Organized Crime**

#### **Introduction**

Combatting organized crime is an integral part of the government's Red Book commitment to "safe homes, safe streets". Organized criminal activities affect the health and safety of Canadians and have devastating effects on the economy of the country. The ongoing globalization of economies, ease of international communications and transportation, and international migration patterns all provide opportunities for criminal activity across provincial and national boundaries. The sophistication of many organized criminal groups, the large economic base that can be generated by criminal enterprises, the subsequent power and potential corrupting influence of organized criminals add to the complexity. Organized crime demands specific and focused responses with strong national arrangements needed to deal with the problem efficiently and effectively to make Canada a strong international partner.

A recent report on organized crime published by the Criminal Intelligence Service Canada (CISC) indicates that criminal groups are continuing to expand their influence in various activities within Canada such as white-collar crime, money laundering, illegal drugs, and the smuggling of commodities and people. There has been a trend to inter-group links as evidenced by the cooperation of Asian crime groups with Hells Angels and Outlaw Motorcycle gang members as well as with members of Italian and aboriginal organized crime. Effective strategies against the activities of criminal groups is dependent upon the continuing collaboration of law enforcement agencies, governments and the public.





## Proceeds of Crime

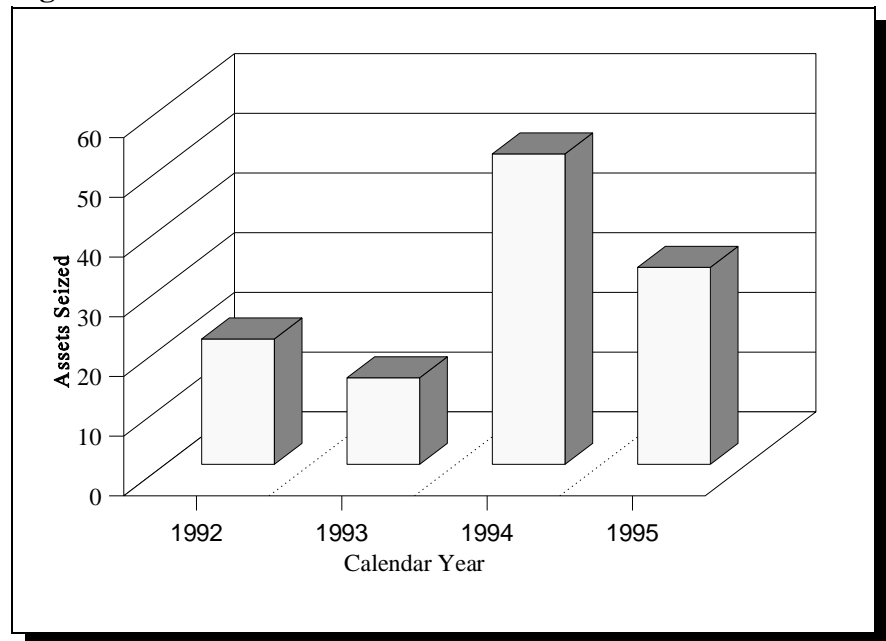
The objective of proceeds of crime investigations is to defeat the economic power of organized criminals, thereby handicapping their ability to engage in large-scale criminal enterprises. Proceeds of crime investigations and prosecutions are fundamental to the RCMP's overall response to combatting organized crime. Increased proceeds of crime enforcement is expected to deter corrupt business practices and support the government's crime prevention agenda.

Under Canada's Drug Strategy, funding was made available in 1992 for a pilot initiative creating three Integrated Anti-Drug Profiteering (IADP) units in Vancouver, Montreal and Toronto. The units include members of the RCMP, forensic accountants, federal crown counsel (in an advisory role), Canada Customs officers and members of provincial and municipal police services in teams which are better able to attack the designated targets, the upper echelons of organized crime. The work of these units

accounted for over \$100 million in seizures from 1992 to 1995, with an operating cost of approximately \$20 million and 86 FTEs during this period. The success of the integrated units can be measured not only by the amounts of seizures and forfeitures but also through the viability of a multi-jurisdictional approach to law enforcement. Rising levels of seizures reflect the increasing experience and growing efficiency of these units.

The importance of proceeds of crime investigations was also recognized by the development of the National Action Plan to Combat Smuggling, launched February 8, 1994. The Plan assigned new resources for the investigation and prosecution of both substantive smuggling offences and the proceeds of crime aspects of the smuggling problem.

**Figure 5: Proceeds of Crime - Assets Seized**



## Commercial Crime/Technological Crime

The RCMP has now in place a Technological Crime program to deal specifically with criminal activities associated with computer crime, telecommunications fraud and the counterfeiting of currency and payment cards, such as credit, debit and bank cards. This program is focusing on the formation of strategic partnerships with professional industry associations as well as with other law enforcement counterparts both nationally and internationally.

Through such partnerships the RCMP has contributed to the development of a number of successful initiatives which have resulted in legislative changes relating to counterfeit payment cards and reproductions of bank notes. A specific example is the recent formation of an ad hoc committee which was formed to address legislative shortcomings arising from the counterfeiting of payment cards. The committee comprised the RCMP Technological Section, Canadian Bankers Association, MasterCard International and Visa Canada. Through the involvement of the committee with the Department of Justice, Bill C-17 was subsequently introduced to Parliament. This Bill contains several proposed amendments to the *Criminal Code* relating to the counterfeiting of payment cards.

### Membership/Participation:

- Canadian Irregular Network Access Association (CINAA)
- Communications Fraud Control Association (CFCA)
- International Organization on Computer Evidence (IOCE)
- International Conference on Computer Crime
- Americas Working Group on Computer Crime
- Interpol Working Group to develop a classification system for counterfeit credit cards

The following are examples of the diversity of involvement by the RCMP in initiatives which demonstrate successful partnerships in reducing the incidence of commercial/technological organized crime:

- A partnership has been formed with Bell Mobility, Rogers Cantel, and the Technological Crime Section to produce and co-finance a training video for the law enforcement community concerning cellular fraud to be used by the Canadian Police College (CPC) for future sessions of the Telecommunications Fraud Investigative Techniques Course. Similar partnerships have been developed with the Bank of Canada and the Canadian Bankers Association to produce other training videos on counterfeit currency and payment card fraud.



- A close working relationship has been established between the RCMP and the provincial securities commissions as well as with professional associations such as the Investment Dealers Association and the stock exchanges.
- The RCMP is an active partner with private industry in the development of computer software that will greatly assist in monitoring criminal activity in the securities market area. In Vancouver, the RCMP has entered into a working arrangement with the British Columbia Securities Commission and the Attorney General's Department.
- The RCMP is participating in a partnership with the Ontario Provincial Police, Industry Canada, provincial consumer relations departments, better business bureaus and the Canadian Bankers Association, in the establishment of Project Phonebusters. This project has been successful in significantly diminishing tele-marketing fraud over the past few years.

### Immigration and Passport

International political and economic conditions have led to an increase in the number of refugees seeking sanctuary in countries governed by democratic values and demonstrating economic stability. This global phenomenon has influenced organized crime groups involved in traditional criminal activities to become involved in alien smuggling for profit. These organizations are known to utilize fraudulent travel documents and illegal immigrants to further facilitate other criminal activities, including without restriction, drug trafficking, extortion, prostitution and money laundering.

The reason for the proliferation of organized alien smuggling worldwide was recently presented in an article in Maclean's magazine (April, 1996) by Jonas Widgren, a former United Nations official and head of the Vienna-based International Centre for Migration Policy Development. He has indicated that "the smugglers are enriching themselves by as much as \$9.5 billion a year, which is twice the annual earnings of the notorious Medellin cocaine cartel at the peak of its power". The United Nations estimates that there are about 125 million migrants throughout the world, and according to Mr. Widgren, as many as 15 million were transported to their present countries by professional smugglers.

In 1995, the RCMP reported (as shown in Figure 6) 683 organized alien smuggling cases representing a significant (47 percent) increase from the previous year.

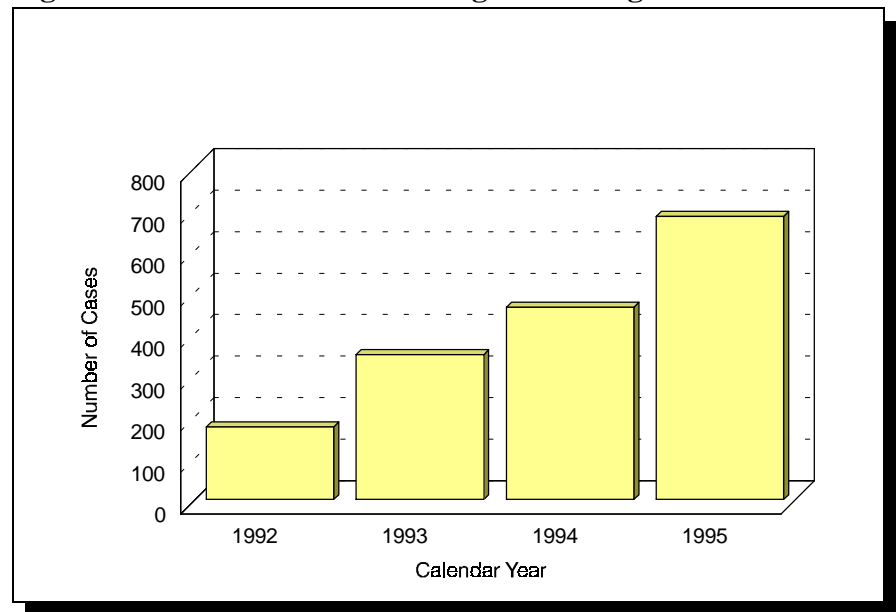
The following are examples of the type and extent of these investigations:

- In Bowmanville, Ontario, a Scarborough based smuggling organization with international



connections was targeted in a joint forces operation resulting in the arrest of ten people who were subsequently charged with smuggling related offences in the United States and Canada. Over the past two years, the organization had successfully smuggled between 30 to 40 Guyanese nationals into Canada per month.

**Figure 6: RCMP Criminal Investigation - Illegal Entries**



- In a joint forces operation in Newmarket, Ontario, RCMP arrested 11 persons following a lengthy alien smuggling investigation. The accused were involved in a conspiracy to smuggle 60 to 150 Chinese nationals to Canada under the guise of a false trade show. The investigation also revealed that the organization had intended to bring the illegal immigrants into Canada for the purpose of prostitution. The profits that could have been derived by this organization would have exceeded \$1.8 million.
- RCMP in Vancouver, British Columbia, with the assistance of the Turkish National Police, arrested three individuals involved in the fabrication and distribution of fraudulent Canadian passports which were connected to alien smuggling and major bank frauds. The group was also involved in trafficking opium.
- RCMP in Montreal, Quebec and Milton, Ontario, investigated a criminal organization which resulted in the arrest of five individuals involved in the sale and distribution of forged Canadian passports.

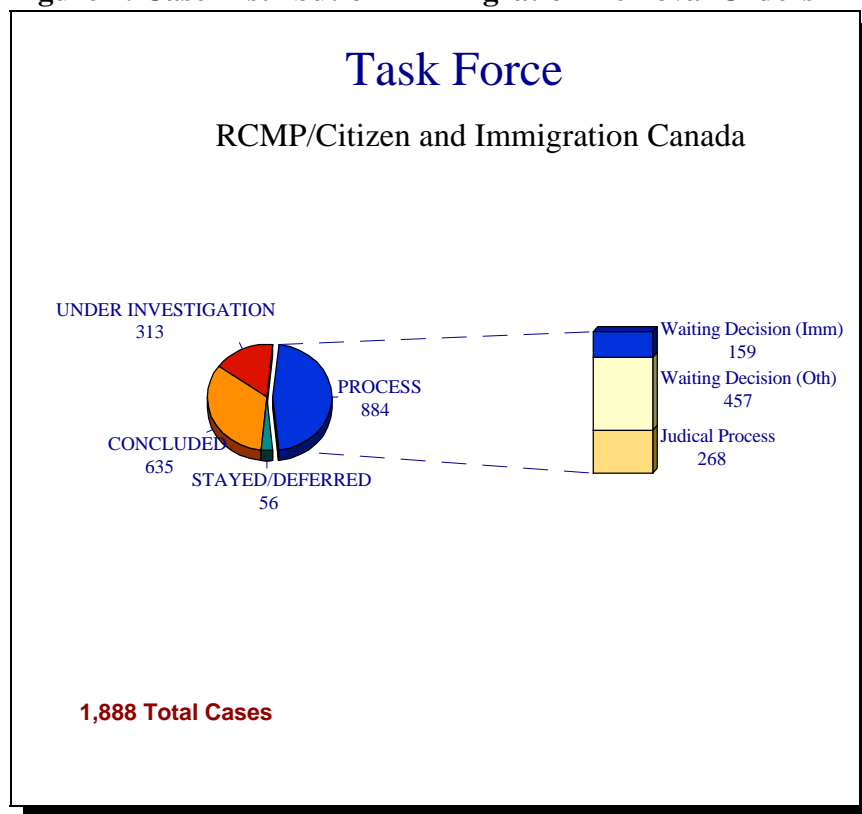
Criminal organizations routinely charge as much as \$35,000 per person for transportation, courier services and fraudulent documents required to transit countries en route to Canada. In the Bowmanville case, illegal aliens were charged a fee of \$10,000 for passage to Toronto whereas in



the Newmarket investigation, Chinese nationals had paid \$30,000 per visa. In recognition of the substantial profits which are gained by criminal organizations, the RCMP is preparing a proposal aimed at introducing “proceeds of crime” legislation, to combat organized alien smuggling. Targeting the proceeds of crime of alien smuggling organizations would defeat the economic power of these criminal groups and eliminate their ability to do business.

A joint task force was created in July 1994 involving the RCMP and Citizenship and Immigration Canada. The primary mandate of this task force is the coordination of the removal of foreign criminals having outstanding removal orders. Particular attention has been given to those cases involving violent offenders. Resources consisting of Canada Immigration, RCMP and in their respective provinces, Sureté du Quebec and Ontario Provincial Police, were established in Vancouver, Toronto and Montreal. As of August 1995, of the original 1,888 cases, over 80 percent had been dealt with, 268 were awaiting judicial proceedings, 159 were awaiting a decision by Citizenship and Immigration Canada, 457 were awaiting a decision by other government bodies such as the Immigration Refugee Board or the Federal Court, 56 cases had deportation orders stayed or deferred, and 635 had been removed from Canada. The balance of 313 cases continues to be under investigation.

**Figure 7: Case Distribution - Immigration Removal Orders**



As of August 1995, of the original 1,888 cases, over 80 percent had been dealt with, 268 were awaiting judicial proceedings, 159 were awaiting a decision by Citizenship and Immigration Canada, 457 were awaiting a decision by other government bodies such as the Immigration Refugee Board or the Federal Court, 56 cases had deportation orders stayed or deferred, and 635 had been removed from Canada. The balance of 313 cases continues to be under investigation. These outstanding cases have been entered on the Canadian Police Information Centre (CPIC) for the information of all police forces across Canada.



### Customs and Excise

The mandate of the RCMP's Customs and Excise program is to enforce laws within Canada and along the Canada/United States border. These activities include: the international movement of dutiable, taxable, controlled or prohibited goods; the manufacture, distribution or possession of contraband products including tobacco and spirits; the illicit traffic of critical high technology and strategic goods; and the enforcement of acts or regulations that impose non-tariff (permit) controls on the international movement of commodities.

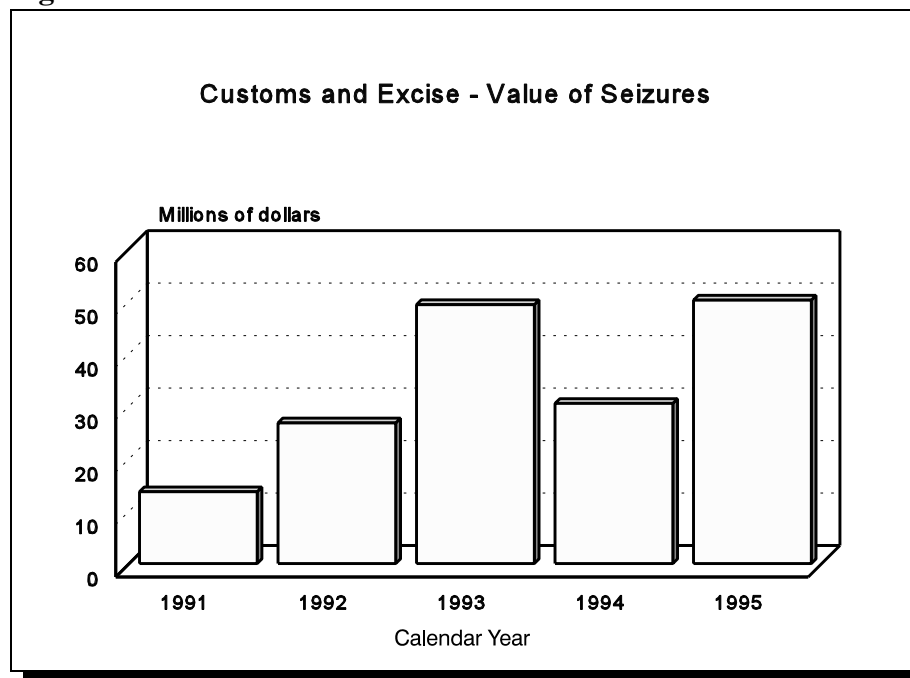
During the period 1991-1995 (as shown in Figure 8), the value of seizures by RCMP Customs and Excise personnel has increased by almost 400 percent from over \$13 million in 1991 to just over \$50 million in 1995. During this period, seizures increased every year (except 1993/94), with the largest increase (almost \$23 million) occurring between 1992 and 1993. The decline in 1994 is mainly due to a drop in tobacco smuggling resulting from the reduction of tobacco taxes in February 1994.

Since the introduction of the Anti-Smuggling Initiative (ASI) in February 1994, the RCMP has made significant

### Breakdown of 1995 Seizures

1995 SEIZURES	
Goods	Value
505,084 litres of alcohol	\$12,627,000
36,020 kilo cut tobacco 437,709 cartons of cigarettes 137,350 kilo raw leaf tobacco	\$13,596,206
cash and conveyances	\$ 7,434,593
tobacco and liquor ascertained forfeitures	\$ 6,054,647
jewellery	\$ 10,500,000
drugs	\$ 3,000,000

**Figure 8: Customs & Excise - Value of Seizures**



progress in disrupting the activities of organized smuggling rings. Through the ASI, 357 FTEs were funded for Customs and Excise and 116 for Proceeds of Crime investigations. These resources are in addition to the 314 resources already allocated to Customs and Excise investigations and have been essential in augmenting the RCMP's capability to sustain the inroads that have been made in anti-smuggling investigations and in ensuring that sufficient personnel are dedicated to this area of criminal activity. The ASI funding is scheduled to expire at the end of fiscal year 1996/97. The RCMP, in conjunction with its partners will be seeking the continuation of this initiative.

Significant seizures have taken place since the inception of ASI, such that the activities of mainstream criminal organizations are being curtailed. Smuggling investigations, from 1994 to 1996, have resulted in the laying of 7,134 charges and the assessment of over \$19 million in fines. The seizure of contraband by the RCMP has resulted in the removal of more than \$75 million (value for duty) in contraband goods from the underground economy. Ascertained forfeitures have totalled over \$22 million.

During 1995, the RCMP targeted some 90 criminal organizations involved in smuggling activities. There were 3,330 charges laid resulting in fines of over \$12 million.

The RCMP's Customs and Excise program is proactively involved in numerous initiatives which are aimed at enhancing and assisting in the fight against organized criminal smuggling activities. These include:

- The RCMP has established programs in partnership with concerned business groups and professional associations affected by smuggling operations. For example, the RCMP provides information on smuggling activities to associations such as Jewellers Vigilance Canada Ltd. and the Canadian Jewellers Association. In turn, these organizations offer training and investigative resources to the RCMP.
- The RCMP actively participates in joint forces operations (JFOs) with other federal, provincial, municipal and foreign authorities such as the Cornwall Task Force which comprises the Ontario Provincial Police, Cornwall City Police, Revenue Canada Customs and the RCMP.
- The United States Treasury Department has temporarily seconded to Canada a member of the Bureau of Alcohol, Tobacco and Firearms. This initiative facilitates a coordinated approach to investigations of an international nature while ensuring that the laws of both countries and the integrity of the evidence is maintained.



- Through the ASI, the RCMP has provided increased border protection which encompasses investigations of all manner of border intrusions and are not limited to Customs and Excise offences alone.

## Drug Enforcement

The RCMP targets high level drug traffickers and importers who generally belong to organized crime families or groups. During 1995, there were 31,556 active files related to drug enforcement. As can be seen by the chart on the right, these cases accounted for a dollar value of almost \$900 million in 1995/96.

### Drug Enforcement - Value of seizures

Drugs Seized	\$ 846,000,000
Penalties	\$ 3,388,052
Referrals	\$ 46,716,966

Fundamental to the fight against organized crime is the need for appropriate legislative measures to facilitate the enforcement activities of the police. New legislation was introduced and passed in the House of Commons replacing the *Narcotic Control Act* and the *Food and Drugs Act* consolidating both acts into the *Controlled Drugs and Substances Act* (Bill C-8). This legislation will enable the RCMP to honour its commitments to the United Nations in the international fight against drugs. Bill C-13, the *Witness Protection Program Act*, was proclaimed into law June 30, 1996. This Bill creates a statutory foundation for the RCMP Source/Witness Protection Program providing clear accountability for the operation of the program. The RCMP was extensively involved in the drafting of this legislation which is fundamental to the continuing success of the Drug Enforcement program. Without adequate witness protection strategies informants would not cooperate with the police and the entire law enforcement community would be handicapped in its ability to combat serious criminal activities such as drugs, customs and other organized crime offences.

The involvement and cooperation of international law enforcement agencies in organized crime operations is significantly enhanced through the provision of appropriate training programs which provide candidates with instruction and exposure to methods which will assist in their enforcement efforts and create an awareness of Canadian judicial requirements concerning cases with international connections. The RCMP provides numerous training opportunities to foreign law enforcement agencies through a variety of programs offering practical workshops. During 1995, 62 foreign police officers received training through workshops provided in association with the International Observer Attachment Program and the Inter-American Drug Abuse Control Commission (CICAD) of the Organization of American States.





## Criminal Intelligence

As organized crime operations are increasingly transnational in nature, the RCMP participates in a variety of partnerships and working groups to enhance criminal intelligence requirements having an international dimension. In June 1994, the RCMP became a member of the International Law Enforcement Group which includes counterparts from the United States, Germany, Italy, the United Kingdom, and Russia. This group fosters cooperation relative to Eastern European Based Organized Crime (EEBOC) and the development of common strategies to attack EEBOC criminal organizations and individuals. Together with the United States Federal Bureau of Investigation (FBI), the RCMP has established a working group on organized crime to initiate joint strategic and enforcement action against organized crime groups of mutual interest and to implement reciprocal training programs for investigational personnel.

The RCMP is also a member of an international working group known as Siderno II which represents an international investigative effort against the Siderno organized crime group. This crime syndicate is believed to be responsible for over 40 murders and is thought to be heavily involved in international drug trafficking. The Siderno II working group comprises Canadian, Italian, American and Australian law enforcement agencies which are committed to disseminating criminal intelligence obtained through investigations within their jurisdictions to each participating agency within the working group.

Criminal Intelligence Services Canada (CISC), in collaboration with the RCMP's Informatics Directorate, is providing an updated central data bank known as the Automated Criminal Intelligence Information System (ACIIS II). ACIIS II has been developed over a period of five years at an approximate cost of \$2 million. The system will allow the input and sharing of criminal intelligence information by the entire Canadian law enforcement community. Because of its comprehensiveness and user-friendly capabilities, ACIIS II is regarded by the police community as "*an absolutely vital information tool*". Representatives of both Canadian and international law enforcement agencies have expressed interest in installing ACIIS II within their jurisdictions.

## Conclusion

The challenge for the RCMP is to develop strategies which rival the sophistication of organized criminal operations. Combatting organized crime requires not only sophisticated technological efforts but extensive investigational time, expertise and the fostering of joint forces operations and other cooperative ventures. Strategies for countering transnational organized crime will involve the three major service lines of the RCMP, namely: federal policing, national police services, and contract policing services. The coordination of the three service approaches is expected to result



in an effective campaign against transnational organized crime and contribute to any national strategy that is instituted.

## **2. Reducing Violent and Youth Crime**

### **Introduction**

Violent crime is a quality of life issue which goes far beyond the statistics that describe it. It is an issue which affects most of society either directly, or through the fear of violence. It is therefore the social and psychological effects of violent crime as much as its incidence that make it a major concern of the public and of the clients of the RCMP, as well as a major policy focus for federal and provincial governments. While the incidence of violent crime has decreased over the past five years, there has continued to be an increase in the concern about violence in Canadian communities. The role of the police therefore is not only to provide a response to calls but to provide to the community education, communication and training programs which are designed to prevent and reduce acts of violence. It is true that violent crime is often spontaneous and therefore unpredictable but discernible patterns do exist and so planned intervention to reduce the number of incidents may be possible. In fact, reduction of violent crime is particularly accessible to the community policing approach. Joint problem solving with the owners of licensed premises, municipal officials, community, professional and other groups can yield a variety of strategies for reducing the incidence of more serious violent crimes. In its ongoing efforts to reduce violent and youth crime, the RCMP is involved in the development of a number of initiatives which are designed to enable the police to help communities become safer and to implement through the introduction of advanced technological systems, improved capabilities in the apprehension and detection of violent crime offences.

### **Crime Trends**

Violent crimes comprise Criminal Code persons offences such as homicide, assault, robbery and abduction. Figure 9 displays the violent crime trend which occurred in RCMP jurisdictions since 1991. As can be seen, there has been a steady and gradual increase (11.7 percent from 1991 to 1995) in the number of offences over this time period. In 1991, there were just under 80,000 violent crimes, while in 1995 this figure had risen to just below 89,000. Over the same time period, Statistics Canada (Canadian Centre for Justice Statistics) reported a nation-wide decline in violent crime of less than one percent (0.7 percent). The discrepancy between the RCMP and the national trend may be related to differences in reporting procedures and interpretation of policy. In 1991, there were almost 297,000 violent crimes. This figure increased marginally in 1992 and 1993, then decreased slightly in 1994 and 1995.



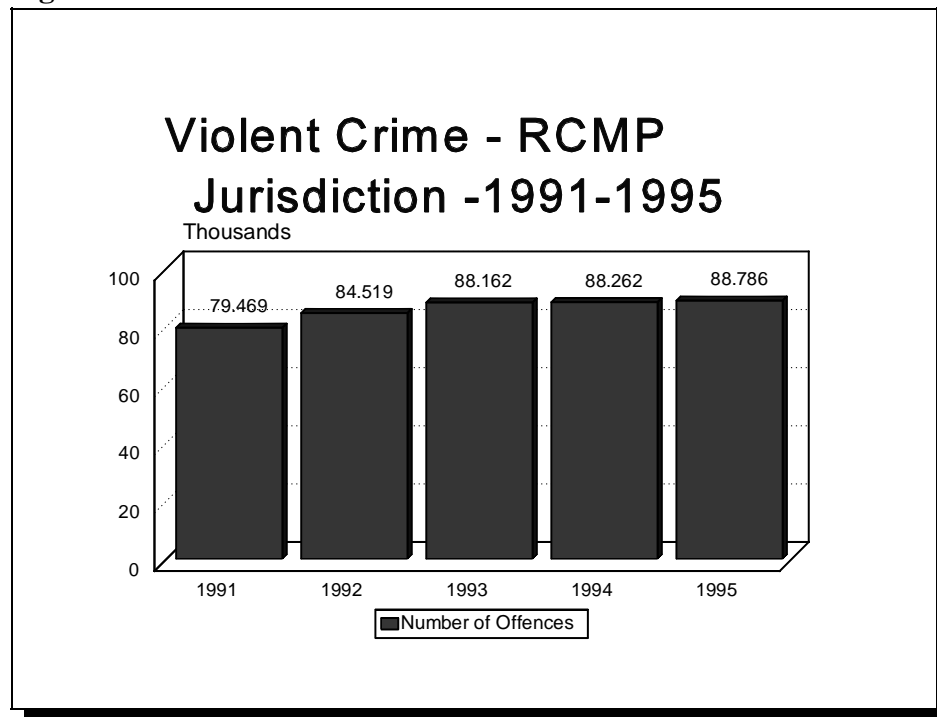
Historically, the effectiveness of a police organization has been evaluated in terms of its ability to dispose of reported offences. This measurement is expressed as a clearance rate which represents the ratio of the number of offences cleared to the number of actual offences. "Clearance rates" can be used to demonstrate how effectively the RCMP deals with the incidence of violent crime cases within its jurisdictions. Figure 10 displays the RCMP and national clearance rates for

violent crime for the period 1991 to 1995. Clearance rates include those cases in which an "actual" offence has been committed, where the offender is known, and sufficient evidence has been uncovered to support the laying of a charge. This includes "cleared by charge" or "otherwise".

As can be seen, the RCMP clearance rate for violent crimes is stabilized around 80 percent, with minimal variation over time. Comparatively, the Canadian clearance rate (which includes RCMP cases) is fairly stable at 75 percent. It can therefore be concluded that the RCMP clearance rate for violent crimes is slightly higher than the Canadian rate. It should also be noted that clearance rates for violent crime (persons offences) are significantly higher than for the other *Criminal Code* categories for two main reasons: these types of crime tend to be easier to solve because there is usually more evidence available; and more emphasis is placed on their investigation because they are more disturbing. While RCMP clearance rates for violent crime are generally higher or as high as those of other police organizations, some of the areas policed by the RCMP tend to be those where conditions encourage violent crime.

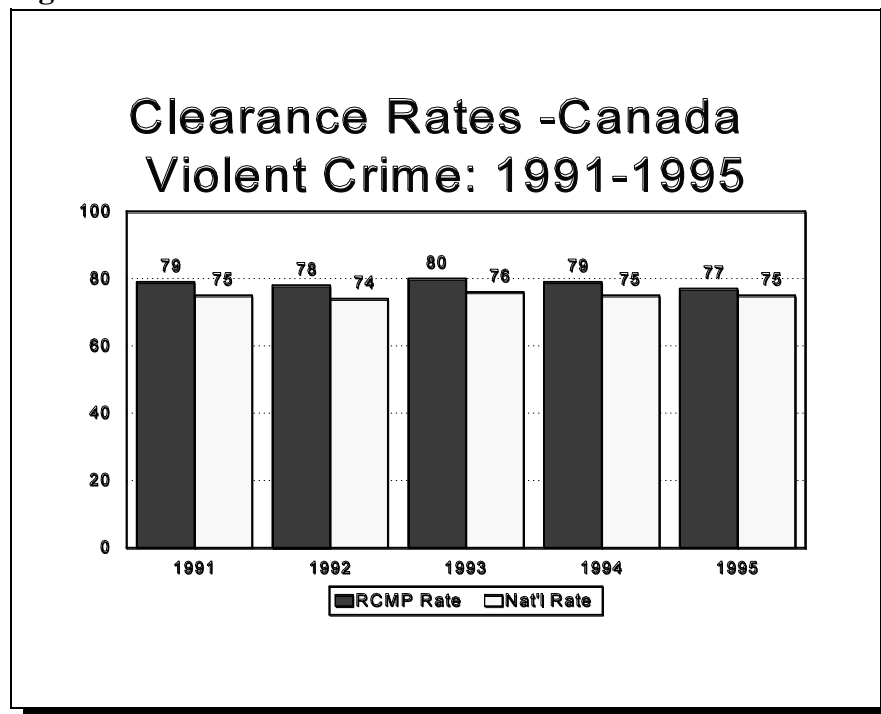
It is not possible at this time to draw a link between police activities and the increase or decrease

**Figure 9: Violent Crime - RCMP**



in crime rates. While it may be posited that a reduction in the crime rate may be attributable to an increased police presence and other crime prevention activities this correlation cannot be demonstrated. The slight increase in the incidence of violent crime which has been noted by the RCMP may be reflective only of variations in reporting procedures and other factors which have no relationship to police activities. The RCMP will be undertaking an examination of the feasibility of measuring the impact of policing activities on crime trends through performance indicators such as client surveys. Progress in the development of such measures will be reported in future performance reports.

**Figure 10: Violent Crime Clearance Rates**



### Crime Prevention Strategies

The reduction of violent crime begins with realistic crime prevention initiatives. It is the objective of the RCMP to participate fully in not only the apprehension and detection of crime but in working with the community towards effective strategies to prevent criminal activities before they happen and to develop an appreciation of the root causes of criminal activities. The RCMP's community policing and crime prevention programs have achieved significant gains in finding meaningful ways to reduce criminal activity through cooperative problem solving strategies.

In May 1994, the Cabinet Committee on Social Development approved the creation of the National Strategy on Community Safety and Crime Prevention to promote and unify crime prevention efforts across the country. The Council is supported through a secretariat which is composed of members from a variety of government departments including the RCMP. In addition to the provision of one full-time resource, the RCMP has also contributed \$50,000 in



Operating & Maintenance budget to assist the functions of the secretariat.

As a participant in the National Strategy on Community Safety and Crime Prevention, the RCMP was provided annual funding of \$750,000 of which \$250,000 annual was allocated for the development of the RCMP Community Suicide Prevention Program. This innovative program was developed to confront the problem of suicide which is impacting on aboriginal communities across Canada. Participants in this program learn to develop skills required to successfully deal with suicidal individuals at the community level. The program includes utilization of traditional aboriginal healing circles. Since 1994, over 700 persons have received training through the provision of 25 suicide prevention workshops. These workshops have focused on community intervention techniques and the utilization of community resources to act as caregivers.

Participants Speak about Suicide Prevention Workshops:

- “This workshop has been the experience of a lifetime - can’t say enough.”
- “When I leave here I am positive that I will be better equipped to deal with people who are suicidal.”
- “It gave me encouragement to help people in my community.”
- “I was quite impressed with the healing circle.”
- “I found the topic involving stress and coping mechanisms to be of great interest and benefit.”

As funding for a number of family violence initiatives was set to terminate in 1995, the Commissioner of the RCMP authorized the allocation of \$500,000 per year (1995 through 1999) for the continuation of projects and programs across Canada which deal with violence related issues. The following initiatives represent the diversity of programs which the RCMP has undertaken or is participating in to meet its commitments for community safety and crime prevention:

- The RCMP has formed partnerships with agencies such as the Canadian Association of Broadcasters for the production of “anti-violence” public service announcements for broadcast over television and radio networks across Canada.
- During the past year, the RCMP produced two CD-ROM programs addressing such topics as investigational issues surrounding domestic violence, child abuse, sexual assaults, and sexual assault awareness for children in grades three to six.
- The RCMP is introducing to the contracting provinces, an in-depth training course in



sexual assault investigations along with a sexual assault investigation manual which will be provided to police officers across the country.

- In cooperation with the Canadian Red Cross Society, the RCMP developed a dating violence resource manual and a related video to assist citizens, particularly youths to deal with the issue of violence in relationships. The RCMP has also produced videos dealing with violence and youth and violence against women.

## Violent Crime Analysis

ViCLAS is a national police service for the use of all Canadian law enforcement agencies. The success of the system is directly proportional to the level of compliance and quality of information submitted by contributing agencies. The greater the number of cases entered into the data base, the higher the probability of linkage and the earlier a serial offender may be identified and apprehended. In a recent report submitted to the Attorney General of Ontario, Justice Archie Campbell recommended mandatory ViCLAS reporting by all police departments in Ontario. Mr. Campbell observed that:

*“ViCLAS is recognized internationally as the most effective and useable automated violent crime linkage analysis system now available and is being introduced and considered for use in a number of American and European jurisdictions....It is likely that Bernardo would have been apprehended much sooner had ViCLAS been in place at the time and fully operational through centrally mandated reporting requirements”.*

### ViCLAS Achieves International Recognition:

- *“the Cadillac or premier system available worldwide” ...Mike Kryan, In Charge, FBI’s Violent Crime Apprehension Program (ViCAP)*
- *“after examining current available law enforcement systems, ViCLAS was chosen because of its recognition as the leading system of its type in the world, and has been adopted by European and North American law enforcement agencies”...Director, Australian Bureau of Criminal Intelligence*
- *“the Canadians have done to automated case linkage what the Japanese did with assembly line production. They have taken a good American idea and transformed it into the best in the world”... Dr. David Cavanaugh, Harvard University, Cambridge, Massachusetts.*

The RCMP’s ViCLAS program has earned international recognition and has been adopted by Australia, the Netherlands, Austria, Great Britain, Belgium and a number of American agencies. Many other foreign agencies are considering adopting ViCLAS including agencies in France, Italy, Germany, Sweden, Denmark and



New Zealand. International expansion of the system is expected to contribute to increased successes in the identification of serial criminals despite multi-jurisdictional circumstances. For years, these offenders have been able to avoid apprehension by moving from one location to another where law enforcement agencies are unaware of their previous criminal activities. ViCLAS provides a common system which can provide linkages beyond the jurisdictional boundaries of other provinces and countries.

In June of 1994, a 15 year old girl walking home from school was attacked in a public park and dragged to a wooded area where she was repeatedly sexually assaulted. The offender threatened to kill her or her father if she reported the attack to the police. On her return home the victim reported the offence immediately including the location and time of the assault. The case received widespread media attention resulting in over 700 tips provided by the public to the police. Police pursued all investigative leads including submission of the case details to the Violent Crime Linkage Analyses System, commonly known as ViCLAS. With the assistance of the ViCLAS analysis, the identification of a suspect from a community 800 kilometres north of the location of the assault was communicated to the investigating agency. A photograph of the suspect was provided to investigators and resulted in a positive identification by the victim. Upon arrest, the suspect admitted to the crime and has since been convicted and sentenced to eight years incarceration.

The foregoing case history is an illustration of the successful application of current technology in police investigations involving serious violent crime. The ViCLAS case linkage system was developed by the RCMP, to capture, collate and compare certain crimes of interpersonal violence in order to identify those of a serial nature. The system has been operational since 1994 and has 11 regional sites linked to a national data bank. As of June 1996, ViCLAS contained 12,510 cases nationally. Of these, 1,845 cases of sexual assaults and homicides were linked or identified to 612 series of cases.

### **Firearms Registration**

Since 1934, the RCMP has maintained a national registry of all restricted firearms in Canada, which is available to all law enforcement agencies. As of December, 1995, the data base contained information on over 1.25 million certificates. On December 5, 1995, the government passed Bill C-68, *An Act Respecting Firearms and other Weapons*, in an effort to increase control of firearms in Canada. This initiative represents significant implications for the RCMP including:

- the creation of a new Canadian Firearms Registry (CFR);
- the management of the CFR data base which is expected to increase from 1.25 million to 8

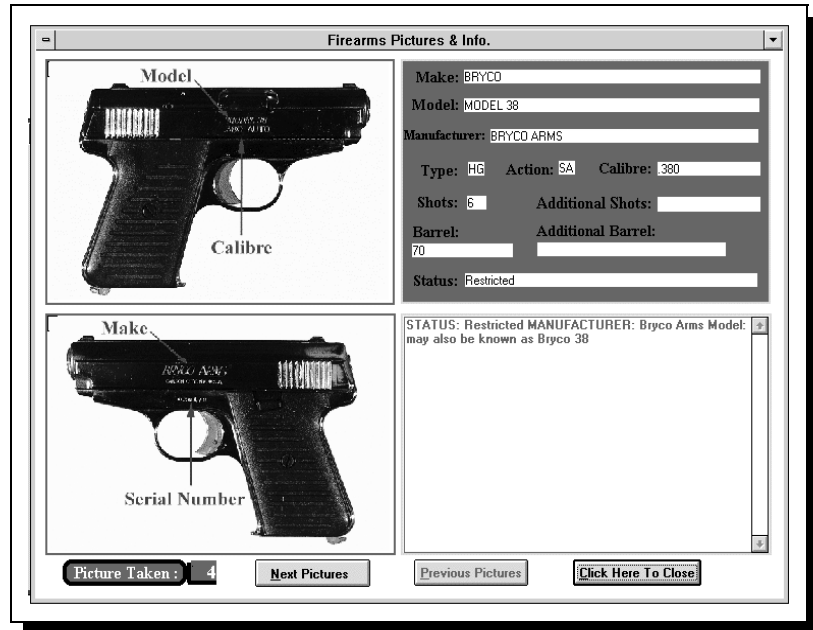


- to 10 million firearms certifications;
- the management of an Integrated Firearms Information Centre;
- responsibility for the issuance of permits to licence carriers to transport firearms; and
- responsibility for the control of firearms being imported or exported to Canada.

To achieve the objectives of the new legislation, the RCMP is working cooperatively with federal, provincial and municipal partners to enhance all systems used in firearms registration.

The RCMP and the Department of Justice are jointly developing an automated system for the direct entry by the law enforcement community of information for restricted weapon registration and permits to transport such weapons. To assist system users, a firearms identification system project is being developed which involves capturing images of over 6,000 firearms on CD-ROM. This system provides both textual and visual representation of the firearm (Figure 11) providing a comprehensive means to identify firearms for administrative, investigative and forensic purposes. When fully operational, the Firearms Identification System is expected to be the most sophisticated identification tool of its kind in the world.

**Figure 11: Firearms Identification System**



An assessment of the impact of the firearms legislation on reducing violent criminal acts will be addressed in future performance reports.

### Forensic Science Analyses - DNA Testing

DNA technology is of critical importance to the Canadian criminal justice system and is a key tool in deterring violent criminal offenders who can now be more easily identified and apprehended. The RCMP strives to remain at the forefront of forensic science research and the adoption of state of the art instrumentation and methodology. Active participation in internationally based technical



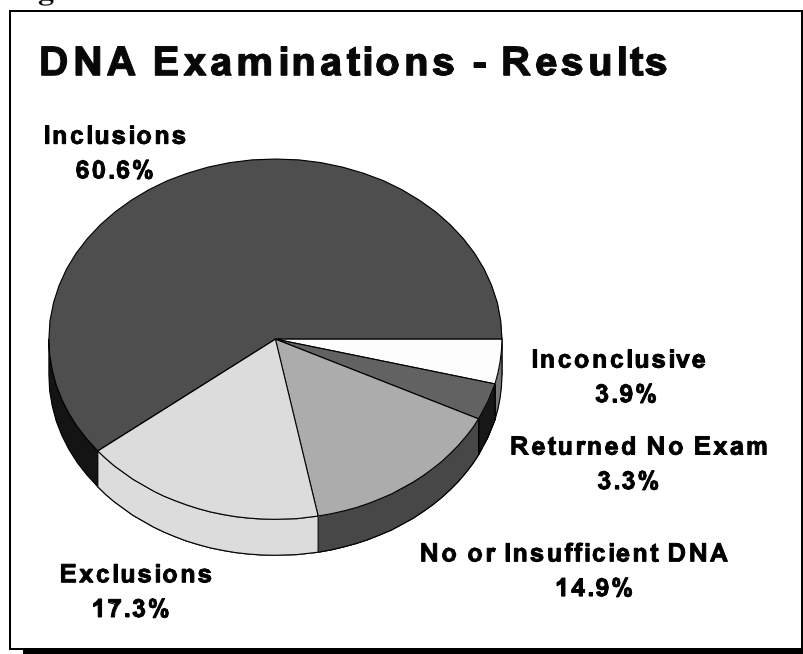


working groups enables forensic scientists to pursue and contribute to the achievement of quality standards and practices throughout the forensic science community. The RCMP is involved in a number of working groups including the Technical Working Group on DNA Analysis Methods, and the Technical Working Group for Materials Examination.

The Forensic Laboratory Services of the RCMP employ 323 scientists, technologists and administrative personnel operating in six regional laboratories across Canada. During 1995, Forensic Laboratory Services logged a total of 18,847 cases. Of this total, 2,049 cases involved violent crime, or “persons” offences. Forensic specialists employed in the Biology (DNA testing), Firearms, Toxicology, Alcohol and Chemistry disciplines examined exhibits from 722 murder and 1,289 assault investigations. The current capacity of the RCMP for DNA analysis provides a four to six month turnaround time.

As can be seen in Figure 12, over 60 percent of DNA cases resulted in “inclusions” indicating that there was sufficient DNA matching to indicate that the individual being tested could form part of the subset of the population that could have committed the crime. For example, in one case, there was only a one in 14 billion chance that the suspect did not commit the crime based on DNA evidence. The “exclusions” category, representing over 17 percent of cases tested, is equally important. This category includes those individuals who were found to have no possible connection to a criminal incident as there was no DNA matching. The ability to eliminate a suspect based on scientific evidence is far more conclusive than the determination to eliminate a suspect based on lack of evidence.

**Figure 12: DNA Examinations - Results**



Bill C-104 which is an amendment to the *Criminal Code*, was proclaimed in July, 1995. It provides for the collection of DNA samples by means of a warrant which allows the police to obtain biological samples from a suspect during the course of a criminal investigation. A parliamentary review of this legislation is scheduled to occur in the Fall of 1996. Following



completion of a successful public consultation process, the Department of the Solicitor General in consultation with the RCMP and the Department of Justice, has begun the process of preparing a memorandum to cabinet on proposed legislation that would establish a national DNA data bank for police investigational purposes. A source of funding has yet to be found for the data bank and several policy options concerning such matters as the size of the data bank are still to be determined. Annual operating costs for the data bank are currently estimated at between \$2.6 million and \$3.6 million, although the adoption of some policy options could result in much lower costs, while other factors could increase the annual operating costs to as much as \$6.5 million.

Start-up costs are expected to be approximately \$2.7 million, of which about \$2.2 million would be required for capital expenditures. Ongoing capital costs are expected to range from \$400,000 to \$600,000 annually.

The importance of DNA testing was underscored by Justice Archie Campbell in his report on the Paul Bernardo investigation in which he recommended a reasonable turnaround time for DNA testing in the range of 30 days. Mr. Campbell stated:

*“The necessary funds (to maintain the DNA program) are modest compared with the human and financial costs of failing to increase, to a more reasonable level, the systems of public protection against serial predators. It would be institutionally reckless to fail to do so”.*

Comments from the criminal justice community:

- *“DNA was invaluable in this case because the suspects set fire to the crime scene and most of the physical evidence was destroyed. Positive DNA also meant we could charge him with first degree murder.”*
- *“The ...murder would still be unsolved were DNA analysis not available. Over 200 suspects supplied blood samples to be eliminated as suspects. The culprit was eventually identified via hair and mucous samples. The time and money that have been saved are inestimable as the case would have continued to be investigated with every possibility of no successful conclusion being reached.”*
- *“A case that began with very little, gathered such momentum owing to forensic analysis that, in the end, the accused was compelled to take the unusual step of pleading guilty to murder. Of the forensic evidence available to the Crown, none was more powerful than that of DNA analysis.”*

## Youth Crime

Violence perpetrated by Canadian youth is increasing and is an issue of growing concern among Canadian communities, particularly the incidence of violent crimes where weapons are involved. The number of young offenders charged with homicide and assault is increasing. RCMP statistics indicate that youth crime is becoming more violent. It is this circumstance which is of concern for



the same quality of life reasons which apply to adult violent crime. Responses to RCMP divisional surveys show that violent youth crime is considered one of the most serious policing problems of the day by operational members and community groups alike. In the lower mainland of British Columbia, the crime associated with immigrant youth gangs can be exceptionally violent and difficult to contain. Increasing youth violence in the North is also worrisome and it can become a safety issue when police officers are working alone in a remote detachment. While implementing changes to the *Young Offenders Act* may offer one approach to resolving existing cases of youth crime, it does not address the issue of reduction. There is a general acknowledgement that young offenders are the product of a wide array of failures in the social system and that no one agency is able to remedy them all, least of all the police. Nonetheless, many agencies have responsibility for addressing some part of the young offender problem, including the police.

The RCMP takes this responsibility seriously. Such initiatives as the school liaison and drug awareness programs have been aimed at preventing youth crime. RCMP police officers devote many hours of voluntary overtime to working in a non-policing capacity, i.e.: coaching basketball, hockey, leaders within community groups associated towards young people. As with adult violent crime, community policing strategies are employed to reduce violent youth crime. The RCMP is involved in a number of problem-oriented community intervention programs which are aimed at teaching the police and the community to resolve incidents that are of mutual concern through their combined efforts.

The most significant initiative undertaken thus far has been the development of the Commissioner's Youth Advisory Committee designed to assist the police in determining the nature of problems among Canadian youth today. The Committee is organized through the efforts of "Encounters with Canada", a non-profit organization which brings together 130 youths at the Terry Fox Canadian Youth Centre in Ottawa, Ontario. Young people from across the country between the ages of 15 to 17 are provided an opportunity to learn about Canada and Canadian institutions. Students gain "hands-on" experiences through group discussions, simulations, presentations and role playing. Part of the program includes a one week session related to youth issues with the RCMP in a town hall style meeting attended by the Commissioner of the RCMP. Through this forum, Canadian youth will be offered an opportunity to articulate their ideas and thoughts concerning the problems they face in their communities. The RCMP will consider the comments developed by the committee in its youth crime programs. As this program has only been recently implemented it is not yet possible to provide a scheduled evaluation of the impact of this initiative. An assessment of the value of this program and its contribution towards the reduction of youth crime will be described in future performance reports.



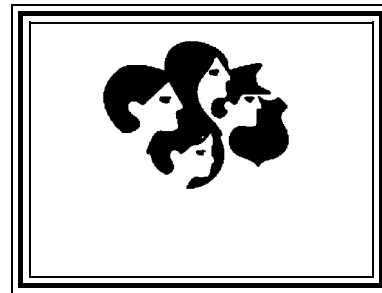
## Conclusion

The overall reduction in crime rates does not encourage complacency. They are still high compared to a number of other countries. Concentrating the debate on the rate of increase ignores the fact that there is, nevertheless, an enduring body of violent crime that resists reduction efforts. The statistics that provide the starting point for deciding the rate of increase represent reported violent crime, but surveys show that, much crime goes unreported. On this basis, it can be assumed that there is a much larger body of violent crime than is indicated by statistics alone. Such crime is not affected by police or other social intervention. While reducing crime is not the responsibility of the RCMP alone, the Force is committed to the development of community policing strategies and improved technologies which will reduce the policing problems that result in crime. Gun control, witness protection, the proposed DNA data bank and other federal legislative initiatives for reducing crime will depend on significant RCMP involvement for their success.

### 3. Enhanced Community Policing

#### Introduction

The philosophy of community policing has become the dominant ideology underlying progressive policing systems in the western world. The RCMP engages in community policing to fulfil its responsibilities and to achieve its strategic priority of "safe homes, safe communities". In effect, community policing is the application of modern management principles to policing. It involves decentralization, empowerment and decision-making at the service delivery level, risk management, client consultation and mobilization of community resources to supplement the role of the police.



#### Community Policing Demonstration Projects

The full implementation of a community policing demonstration project involves an examination of the police service delivery model within the community by both the RCMP detachment personnel and the community stakeholders. This may require an examination of models elsewhere in Canada or the United States in order to develop the most suitable model based on comparison to other similar environments. This model building is predicated on the belief that the strategies to deliver police services within the community need to be modified sometimes to a considerable



extent in order to successfully implement the community policing philosophy. Following the model building process, the detachment implementation team ensures that internal changes are undertaken to facilitate the achievement of the preferred external service delivery model. These changes often take the form of improved mechanisms for community consultation, increased use of problem-solving techniques, use of differential response strategies and client centred initiatives.

The continuous evaluation of the demonstration project over a three year period is an integral part of the process. A client survey is encouraged early in the transition and at key stages throughout the project to ensure that the service delivery model can be accurately and effectively measured. The following provides a description of some of the RCMP's current community policing demonstration projects:

### ❖ **Burnaby, British Columbia**

The policing model developed in Burnaby in 1993 represents the RCMP inaugural community policing demonstration project. Following the initial training period, the police officers of the Burnaby detachment concentrated on acquiring an extensive knowledge of their area of responsibility by identifying community needs and networking with citizens, businesses, and education and community groups. As a result, Burnaby was able to organize community advisory groups in all its districts and neighbourhoods. These groups involve all segments of the community working in partnership with the police to resolve policing issues of concern to their respective communities. The Burnaby model provides an illustration of how the police have moved from an enforcement posture to becoming an integral part of a "community action plan". Since the adoption of community policing in Burnaby, local businesses, service organizations and private citizens have provided outstanding support to the RCMP. The districts of Metrotown, Brentwood and the Lougheed Mall Association have provided office space and equipment for the district police offices. The Burnaby Rotary Clubs have donated in excess of \$40,000 to assist in the creation of citizens patrols in high crime areas. The Burnaby community policing model is a source of pride to both the community and the police.

Leadership, communication and a cooperative spirit shared by the community and the police combined to allow the Burnaby detachment to overcome the obstacles initially encountered in the transformation to

#### Burnaby Community Policing - A Source of Pride

*(Burnaby) ... went from a strictly reactive policing model to one today where we are interacting with the community and involving more people in solving policing problems. I am proud of the accomplishments of our police officers and support staff and I recognize the excellent citizen and business community support we have received in redefining the way we relate to people outside of our organization...* 1995 Annual Burnaby Municipal Policing Report:



community policing and move forward to become a model of policing that is attracting international attention.

### ❖ **Cole Harbour, Nova Scotia**

If Burnaby can be regarded as the western prototype then Cole Harbour represents a community policing success story in eastern Canada. Cole Harbour is a community of 50,000 people and was selected as a demonstration project site because of its unique characteristics spanning urban and rural areas having diverse and distinct communities. Most criminal activity involves youth from the various communities.

The Cole Harbour implementation team began the transition to community policing by visiting other sites and undertaking the measurement of the level of client satisfaction with the existing policing services. They also conducted an employee lead evaluation of the detachment's internal services. The first community policing office was established in the community of Eastern Passage. A town hall meeting was organized to introduce the community to the new model of policing. A core committee was subsequently established to develop partnerships at the community level through adoption of total quality principles. The vision of the Eastern Passage committee is to make their community the healthiest, safest and most caring community in Canada, where quality service means surpassing the expectations of the citizens of the community.

A second community office was opened at the Black Cultural Centre in Westphal. It has become a focal point for the total quality initiative for the communities of East and North Preston and Cherrybrook. As in Eastern Passage, a core committee has been established to oversee the community office and to act as an advisory body for the implementation of modern policing principles in the community. The success and progress in this district is particularly noteworthy considering the long and troublesome history of relations between the police and the black community. Recently, the community policing office introduced the Community Constable Program which was previously implemented in the Northwest Territories. The Community Constable Program is expected to provide these collective communities with an opportunity to have several RCMP trained local residents available to contribute to policing services.

Cole Harbour detachment has developed core mission and values statements which are prominently displayed in the detachment building and on the front licence plate of the police vehicles. The mission statement reads: *"to achieve safe homes and communities through quality problem solving with citizens as partners"*. The core value statement is *"quality, community, commitment"*.



## ❖ Dauphin, Manitoba

Although, still in the early stages of development, the community policing demonstration project initiated in Dauphin in October, 1995, has made significant progress towards changing the service delivery model at this RCMP detachment. The implementation team has studied the “district policing” model adopted in New Brunswick (“J” Division), as well as the Cole Harbour project. To date, there have been several internal changes undertaken to streamline operations in an effort to improve service delivery. For example, all supervisors, including the detachment commander work evening and weekend shifts to facilitate their new roles as coaches and mentors. Consequently, there is now less office supervision and more independent file and risk management practised by all personnel. Plans for the future include the development of client satisfaction surveys using the “J” Division model and the adoption of the total quality approach for the implementation of the new services.

The RCMP detachment at Dauphin enjoys good cooperation with the local Community Consultative Group which has been instrumental in organizing various initiatives such as the Drive Home Program designed to reduce the community problem associated with impaired drivers and traffic fatalities. The new RCMP detachment building, scheduled to open in the late fall of 1996 will provide office space for the Community Consultative Group.

“Family Group Conferencing” was recently introduced to the Canadian criminal justice system through the work of Judge David Arnot at the Aboriginal Justice Institute. This program is designed to provide an alternative to traditional trial and sentencing procedures by bringing together victims and offenders to negotiate restitution and reparation wherever possible. The emphasis is on making offenders aware of the impact of their actions and the responsibility they have to their victims. Originally developed in New Zealand and Australia, the Family Group Conferencing model can be readily implemented in Dauphin to augment the efforts of the already existing Dauphin Restitution Committee

### Community Policing in Federal Policing Operations

The community policing model is more appropriately suited to contract policing services and is therefore not as easily applied to federal policing services. There have nevertheless been significant efforts undertaken to introduce community policing principles to federal policing operations. For example, specific initiatives have been organized in St. Jerome Detachment in Quebec and at the “A” Division (Vanier, Ontario) Drug Section. The latter is a combined effort with the Ottawa-Carleton Regional Police to reduce the impact of drugs in the City of Vanier. Members of both forces work together from a satellite office in Vanier along with an extensive community coalition. Together, they have made significant progress in reducing the drug problem and associated fear within the community



Immigration and Passport Branch at RCMP Headquarters in Ottawa, Ontario have made significant advances towards the implementation of community policing principles in their program. Over the past two years this group has been creating partnerships and expanding and improving their services in order to enhance their image at the local, national and international levels. They have initiated several proactive strategies such as the distribution of a "border watch" pamphlet to address the problem of illegal immigrants arriving into Canada. As well, the Vancouver Immigration and Passport Section is involved in a Joint Forces Operation with the Vancouver City Police to address the amount of crime associated with more disadvantaged areas of the city. Additionally, RCMP federal policing personnel in Vancouver have initiated partnerships with the Chinese community, the ethnic media, and various community groups in an effort to improve service delivery to their clients.

### **Aboriginal Policing Programs**

Throughout its history, the RCMP has been involved in the delivery of policing services to aboriginal people and remains strongly committed to providing services which are designed to meet the special needs of aboriginal communities. The RCMP delivers community policing services to aboriginal peoples through the First Nations Policing Policy program. Aboriginal communities contract their policing services through community tripartite agreements which are negotiated between the federal and provincial governments and the First Nation community. Since the announcement of the First Nations Policing Policy in 1991, nine provinces and two territories have indicated support for the implementation of the policy. To date, 38 agreements have been signed and policing services implemented. Tripartite agreements have increased client satisfaction and the quality of policing service by providing a culturally sensitive policing service.

The RCMP is developing a new police service delivery model specifically for the Inuit residents of the new territory of Nunavut. The objective of this initiative is to establish a cost-effective policing service oriented towards the cultural and community needs of the people of both the Northwest and Nunavut territories. While the RCMP recognizes the importance of aboriginal members providing services to aboriginal clients, its policies ensure that non-aboriginal members are also able to respond sensitively and effectively to aboriginal needs.

To ensure appropriate policing strategies are administered to aboriginal communities, the RCMP has entered into partnership with the Department of Justice in support of the Aboriginal Justice Initiative which is designed to provide aboriginal people greater responsibility for the administration of justice in their communities. Beginning in fiscal year 1996/97, and continuing for the next five years, the RCMP will contribute a total of \$750,000 to the Aboriginal Justice Initiative. A successful indicator resulting from this initiative has been the development and implementation of the Family Group Conferencing program.





The recruitment of aboriginal members into the RCMP continues to be a priority which has prompted the introduction of a number of initiatives designed to increase aboriginal participation. Increasing aboriginal membership will ensure a responsive police service representative of the community it serves. Aboriginal membership within the RCMP is currently four percent. During 1995, 112 (or 18 percent) of all regular member cadets recruited into the RCMP were aboriginal.

In 1990, the RCMP implemented the Aboriginal Constable Development Program to increase the number of aboriginal candidates

entering the RCMP. This program focused on assisting the development of aboriginal candidates who were interested in joining the RCMP but who did not meet the basic entrance requirements. Due to funding restrictions this program was cancelled in 1993, however a modified program known as the

Aboriginal Cadet Training Program was introduced in 1995 in partnership with Human Resources Development Canada. This program is based on an internship approach which combines study with work-based training opportunities to help aboriginal youth bridge the gap between school and long-term employment. Currently, 165 individuals are actively upgrading their skills through the cadet training program. During 1995, the RCMP hired 14 candidates through this program.

Reinstatement of Aboriginal Constable Development Program

*"The proposed reinstatement of the Aboriginal Constable Development Program would be an important step in ensuring that all aboriginal people interested in a career in policing can meet the entrance standards and have an equal opportunity to become members of the RCMP." ... Mr. Dan Goodleaf, Deputy Minister, Indian Northern Affairs*

The RCMP also administers the Aboriginal Youth Training Program which was initiated in the summer of 1993 in conjunction with the Federation of Saskatchewan Indian Nations.

This Canada-wide project provides 17 weeks training including three weeks training at the RCMP Depot Division and a 14 week ride-along program at the detachment level. The aim of the program is to assist aboriginal students in developing discipline, confidence, and self respect. Students are taught team work

*"Since Lena's arrival at Taloyoak, there have been nothing but positive comments from the community. Having Lena on strength at this detachment has allowed the members of the detachment to become closer to the community through her interpretation of the local language and explanation of local customs. As well, many more people attend the detachment just for a visit. With the advent of community policing, Lena's presence has truly made a difference. This community is generally supportive of the RCMP to begin with, however, since they have seen one of their own people in uniform, their support has grown significantly." ... NCO I/C Taloyoak Detachment, N.W.T.*



concepts and are exposed to the non-aboriginal environment of RCMP recruit training. To date, 96 First Nations students have participated in the program. A great majority of the participants have expressed an interest in pursuing a career in the RCMP.

The Commissioner's National Aboriginal Advisory Committee was initiated in 1990. This Committee, continues to provide a forum for the continuing discussion of recruitment, training and community relations as they relate to the needs of aboriginal peoples. Meetings occur twice a year resulting in recommendations concerning aboriginal policing issues which are provided to the Commissioner of the RCMP. Examples of recommendations implemented include:

- cross cultural training moved from the classroom setting to rural cultural camps;
- traditional aboriginal culture taught by aboriginal instructors rather than non-aboriginals;
- lecture formats have been replaced with actual participatory training.

## Conclusion

While the RCMP strives to implement community policing principles throughout all its operations it recognizes the ongoing need to refine the process and to ensure that it continues to meet the needs of all Canadian communities. The successful implementation of the community policing concept can best be achieved through integration of the quality service management approach which focuses on client satisfaction and innovation. As noted earlier, the total quality management concept has been adopted in both Cole Harbour and Dauphin detachments as a vital component of the community policing demonstration projects. The RCMP's commitment to quality service is centred on the Quality Service initiative introduced by Treasury Board to ensure that services provided by government are relevant, respond to real needs, and are accessible and affordable. This approach dovetails with that of community policing which is concerned with improving the quality of police services within the community policing framework.

The first of a planned series of client surveys was conducted in "J" Division (New Brunswick) in late 1995. Randomly selected clients surveyed included complainants, witnesses, victims, and persons charged. The findings of the survey indicated a generally high level of satisfaction with RCMP services in the Province. Along with the client satisfaction survey, the RCMP also conducted a series of focus groups across the Division to obtain information about policing needs and services from a broad representation of individuals. The focus group discussions were well received and provided useful information relative to community concerns and needs. Key issues included: response time; residency of members in the community; and communications between the police and the community.



A new Cadet Training Program was developed and implemented in the fall of 1995 which offers a curriculum based on the principles of community policing and adult learning. It is problem-based and client-oriented. Community members participate in problem-solving sessions with cadets during their training period. The program includes situations where the needs, demands and expectations of clients may vary, for example: calls for assistance; calls to incidents in progress; calls to incidents after the fact; preventive problem-solving; and testimony in court. Issues of ethics and diversity are integrated into all learning situations while the importance of partnerships and continuous improvement are stressed throughout the program.

Another important vehicle used to ensure that the RCMP provides services equally to all communities through appropriate police-community relations is the Commissioner's Advisory Committee on Visible Minorities. This group was formed in 1988 to facilitate the RCMP's philosophy of community policing by seeking advice from representatives of the communities served. The Committee, comprising up to 12 visible minority members representing a variety of provinces and territories, meets semi-annually in different cities and provides a forum for the Commissioner and senior executive of the RCMP to discuss ongoing issues with the community representatives on the Committee. These issues pertain to recruiting, training, and community relations with respect to visible minorities, intercultural relations, and any other matters which may emerge from time to time.

Community policing continues to evolve as both the police and the community seek a multitude of innovative ways to provide better services. More and more, communities are taking responsibility for their crime and social order problems as volunteers staff community police offices, participate in auxiliary policing, citizens' patrols and the provision of victims services. The degree of collective and individual commitment to the principles of community policing is demonstrably greater every year. Quality service and community policing are synonymous because both put the client first. The RCMP recognizes that its continued place as the police service of choice depends upon its performance in serving its clients. Consequently, the RCMP will be examining the introduction of appropriate performance indicators for all services to assess the extent to which the quality of service has been improved. Progress relative to this initiative will be described in future performance reports.

#### **4. Innovative Approaches to Program Delivery**

##### **Introduction**

The Program Review proposals presented by the RCMP built upon its strategic vision of "safe homes, safe communities"; its organizational renewal initiative, particularly streamlining and efficiencies implemented to achieve expenditure reductions; and its commitment to community



policing. The view was also presented that RCMP programs help eliminate overlap and duplication in the justice field among the various levels of government. As a result, the RCMP was able to justify the retention of all its programs but reduced costs by \$34.1 million between 1995/96 and 1997/98 through the introduction of a number of efficiencies. The major efficiency initiatives under Program Review include:

### **Airport Security**

RCMP protective policing and security services at designated international airports were historically provided to Transport Canada as the airport operator. After a thorough review by the RCMP and Transport Canada, it was concluded that the withdrawal of RCMP security services was consistent with the commercialization of airport operations and would yield significant savings to the federal government without compromising airport security.

The RCMP Airport Protective Policing and Security Detail will be terminated by July 1, 1997, realizing net savings of \$38 million, to be advanced to meet Program Review II commitments. Approximately 600 full-time employees (FTEs) will be affected by the elimination of this program and workforce adjustment provisions will be made available to these employees.

The anticipated 1997/98 budget for Airport Policing being \$46.8 million, residual funds estimated at approximately \$8.8 million will enable the RCMP to enhance its federal law enforcement role at Canadian international airports in such areas as national security, drug enforcement, customs, immigration as well as the enforcement of other federal statutes.

### **Policy Review of National Police Services**

The RCMP has undertaken with the Solicitor General of Canada, a review of its National Police Services to develop options to improve client service, and to identify emerging needs and opportunities for cost-sharing partnerships. The services under review are Criminal Intelligence Service Canada, the Canadian Police College, the Criminal History/Fingerprint Repository, the Canadian Police Information Centre (CPIC), Forensic Laboratory Services, and the Fraudulent Cheque Section.

A report will be presented to the Solicitor General in March, 1997. This initiative is expected to lead to more cost effective services and a closer partnership between the federal and provincial governments in supporting and influencing the direction of these services which are used by all police services in combatting major, organized and multi-jurisdictional and transnational crime.



### **Establishment of the Mounted Police Foundation, the RCMP Product Licensing Program and the Sponsorship Program**

The RCMP Product Licensing Program was formally launched in January 1995, with an effective implementation date of April 1, 1995. This program was introduced to protect the integrity of the image of the RCMP and control its use in the commercial environment. It was developed with the assistance of a private sector volunteer organization incorporated as the Mounted Police Foundation (MPF). Pursuant to its mandate under the Master Licence Agreement, the MPF sub-contracted the management of the Licensing Program to the Walt Disney Company (Canada) Ltd. As an agent of the MPF, Walt Disney (Canada) has developed and is administering the licensee base for the program.

Royalty payments to the Foundation which have been generated from the program, are being directed in support of RCMP community policing, crime prevention and public relations programs across Canada. Since April 1995, approximately \$50,000 has been given to a total of seven communities from Davis Inlet, Labrador to Surrey, British Columbia.

The National Sponsorship Program was established to identify private sector sponsors for RCMP community relations, public relations, crime prevention and victim services initiatives. A major Canadian corporation was introduced as the flagship national sponsor of the RCMP Musical Ride on July 1, 1995. This partnership is for a period of three years and is expected to generate \$750,000 for the enhancement of the Musical Ride tour and the support of community policing initiatives. Revenues generated through this initiative are not intended to fund the base cost of the Musical Ride program.

### **Full Cost-Recovery of RCMP Participation in United Nations Peacekeeping Missions**

The RCMP has been involved in peacekeeping missions since 1989. Participation in these peacekeeping missions is in response to requests from the Government of Canada and specifically the Department of Foreign Affairs and International Trade. Traditionally, funding to cover the costs of these missions has been provided by the Canadian International Development Agency (CIDA). The roles of the RCMP members on these missions have been that of civilian police trainers and monitors, investigators, human rights supervisors, election supervisors and providers of humanitarian and refugee assistance.

The RCMP has served in the following missions:

- 240 RCMP members participated at the United Nations Protective Force in former Yugoslavia from May 22, 1992 to August 31, 1995;



- 207 RCMP members participated at the United Nations Mission in Haiti from October 1994 to June 1996; and
- one RCMP member was seconded to the United Nations International Commission Inquiry on the Rwanda Arms Supply from October 20, 1995 to March 8, 1996.

The 1995/96 United Nations mission in Haiti was funded through a cost recovery agreement with CIDA with total expenditures of \$9.1 million.

In order to ensure full cost recovery, the RCMP has undertaken the following measures:

- the salaries of four FTE's working in the United Nations Peacekeeping Missions Logistics Unit are paid through CIDA project funds;
- the RCMP is currently conducting an audit in order to identify all costs associated to United Nations missions; any costs associated to the RCMP participation in missions would be recovered from CIDA.

### **Canadian Police College**

The RCMP has embarked upon a review and organizational renewal of the Canadian Police College. As part of the exercise, the college will pursue alternative accountability structures within the Canadian and international police community. A mission statement, values, and strategic objectives have been developed. One strategic objective concerns the review of various options for service delivery and recommendations of an appropriate accountability structure aimed at improving the efficiency and effectiveness of its services.

### **Elimination of Overlap and Duplication in Federal Law Enforcement**

Criminal law enforcement requires peace officer status, professional training, demonstrable accountability and external review. In some cases, federal departments other than police services have assumed what are essentially police duties, leading to overlap and duplication of services. The 1995 Federal Budget directed the RCMP to explore with Treasury Board, the Privy Council Office, the Solicitor General of Canada and other federal departments, opportunities to consolidate federal criminal law enforcement activities in the RCMP to achieve efficiencies across departments. The first three federal departments identified for bilateral examination of criminal law enforcement activities common to the RCMP were: Revenue Canada (Customs), Citizenship and Immigration, and Canadian Heritage (Parks Canada). The following benefits are anticipated:

- shorter, cheaper and more effective investigations leading to government-wide savings;
- improved knowledge of, and control over, the amount spent on federal criminal law



- enforcement; and
- ability for the RCMP and other federal departments to set priorities, to plan and implement law enforcement strategies government-wide.

An interdepartmental advisory committee composed of assistant deputy ministers from the Department of the Solicitor General, the Privy Council Office, the Department of Justice and the Treasury Board Secretariat was created to act as an advisory body to the RCMP for this initiative.

#### Highlights:

- a joint RCMP/Canadian Heritage (Parks Canada) steering committee and working group was created to explore opportunities for developing the most efficient, practical and cost effective means of carrying out federal criminal law enforcement activities performed by the RCMP and Parks Canada;
- a joint RCMP/Revenue Canada (Customs) steering committee and working group was created to examine and evaluate the current division of relevant responsibilities, activities and working relationships;
- a joint RCMP/Citizenship and Immigration steering committee and working group was formed to define a more effective use of resources and a more efficient delivery of enforcement services; the RCMP is already conducting most federal criminal law enforcement on behalf of Citizenship and Immigration.

The working groups have developed and presented options and business cases to the steering committees for each bilateral study. The steering committees have asked for clarification on several issues in order to assist them in making a decision on which option will offer the federal government the most effective and efficient delivery of federal criminal law enforcement.

## Section IV: Change Management Summary

The RCMP has experienced extensive organizational change in recent years as it evolves its service delivery methodology from the traditional to the community policing model. In all its efforts, the RCMP is continuing to work towards the reduction and prevention of crime during challenging financial times. While the primary objective of the RCMP is to protect the integrity of the Force so that it may continue to serve the Canadian public, the need to maintain professional standards of service in the most cost-effective, efficient manner possible is also recognized. Given that the RCMP provides services at all levels of government, it is simultaneously included in the



expenditure reduction plans of federal, provincial, territorial and municipal governments. While some merging of reduction requirements can be achieved, the expenditure savings priorities of each government have different focuses thus the flexibility of the RCMP to shift activities and emphases to meet requirements is severely restricted. Moreover, the size and urgency of the reductions are such that they are likely to have lasting effects on the role and responsibilities of the RCMP and on the services that Canadians have traditionally enjoyed. The challenge now is to ensure that the services most crucial to the safety and the well-being of Canadian society are maintained and even strengthened and that the health and safety of RCMP members are protected despite the reduction in resources. Divisions have been encouraged to identify and eliminate redundant work, overlap and duplication, and policies and procedures which inhibit innovation. The RCMP organizational structure is being flattened further to promote decision-making at the service delivery level and encourage risk management. Streamlining and flattening will result in the removal of police personnel from administrative duties and reallocation of these resources to front-line operational service delivery.

In recent years, the RCMP has placed priority on reducing overhead costs and substantial efficiencies have been introduced in internal services. In 1995/96, the RCMP realized savings of \$34 million of which 60 percent was attributable to reductions in administration. These reductions have been accomplished through a number of strategies, including organizational renewal, the elimination of positions, workforce adjustments, the introduction of community policing, and the decentralization of authority which has led to empowerment and members being directly accountable for budgets and decision-making. The growing trend towards civilianization of positions not requiring peace officer status is also contributing significant savings in human resource costs while ensuring that the organization has the necessary mix of skills.

The RCMP is exploring and developing new models and approaches to policing. The “district policing” model, which has been implemented in New Brunswick (“J” Division), is based on an organizational arrangement which groups a number of detachments into a “district” and concentrates administrative functions in one location. This arrangement permits more efficient and effective delivery of provincial contract policing services by reducing the administrative burden on all operational personnel, including detachment commanders so that more time is available to engage in operational police work in the communities. The success of this model is dependent on appropriate information technology which provides electronic communication linkages among detachments in each district and the creation of a unified administrative support group to handle all administrative functions at the district command centre. Early evaluations have demonstrated that the district policing model provides a cost-effective service which allows for a more proactive and increased police presence in the community.

The RCMP undertook to develop a new policing model for the province of Saskatchewan which





would ultimately provide a more effective and cost-efficient service to the residents of the province. Principal objectives of the study included: commitment to the community policing philosophy; use of community consultations; provision of enhanced services to First Nations communities; reallocation of resources to areas of most need; reduction of administrative overhead; increased operational police time; fewer detachments and more satellite offices; and fewer sub-divisions. While consultations with contracting parties are ongoing, the results of this study have been applied to restructuring initiatives in other RCMP contract jurisdictions. This initiative is expected to result in an enhanced community policing program for RCMP clients in the province of Saskatchewan.

The projects being implemented in New Brunswick, Saskatchewan and other areas are based on the community policing methodology and illustrate the flexibility of the RCMP to tailor policing services to the communities it serves. Additional initiatives include:

- the development of approaches for regionalization of RCMP police services;
- sharing of common services across divisions;
- the introduction of differential response (an approach which recognizes that not all calls for service require dispatch of a mobile police unit);
- the development of minimum standards of police service;
- participating with the Solicitor General of Canada in the development of a federal review strategy for the 1997 five-year review of the contract policing agreements; and
- the institution of a transitional arrangement under the First Nations tripartite agreements, whereby the RCMP can gradually increase its aboriginal membership to as near 100 percent as considered necessary by aboriginal clients.

The Program Review exercise undertaken by the RCMP identified a number of opportunities for improved efficiencies, cost-sharing and cost-recovery. Joint strategies with partners are being developed for federal criminal law enforcement, airport security, the Canadian Police College, and the National Police Services. In order to meet new demands for services, the RCMP is developing a range of alternative funding approaches such as partnerships, joint ventures and cost-recovery or cost-sharing opportunities, including training services provided to other departments with law enforcement responsibilities. The recent establishment of the Mounted Police Foundation, as an independent body to raise funds for additional community policing activities of the RCMP, is an example of a highly successful innovative measure to generate additional revenues.



## Section V: Appendices

### A. Listing of Major Federal Statutes and Formal Agreements

In relation to the following Federal Statutes, the Royal Canadian Mounted Police has a wide variety of law enforcement and protective responsibilities. The major statutes are as follows:

Aeronautics Act  
Animal Pedigree Act  
Bank Act  
Bankruptcy Act  
Canada Elections Act  
Canada Grain Act  
Canada Pension Act  
Canada Shipping Act  
Canada Wheat Board Act  
Canadian Environmental Protection Act  
Canadian Human Rights Act (Sec. 59)  
Canadian Security Intelligence Service,  
Part IV of CSIS Act (Security Offences Act)  
Citizenship Act  
Controlled Drugs and Substances Act  
Copyright Act  
Criminal Code  
Criminal Records Act  
Cultural Property Export & Import Act  
Customs Act  
Excise Act  
Explosives Act  
Export & Import Permits Act  
Fisheries Act  
Food & Drug Act  
Game Export Act  
Government Property Traffic Act  
Immigration Act  
Immunities Act (Schedules I and II)  
Income Tax Act  
Migratory Birds Convention Act



National Parks Act  
National Parole Act  
National Transportation Act  
Official Secrets Act  
Old Age Security Act  
Petroleum Administration Act  
Radiocommunication Act  
Railways Act  
Small Business Loan Act  
Trade Marks Act  
Transportation of Dangerous Goods Act  
Weights and Measures Act  
Wild Animal and Plant Protection Act  
Young Offenders Act

### **Listing of Formal Agreements Between the RCMP and Federal Government Departments**

The RCMP has signed Memoranda of Understanding with the following federal government departments signifying a partnership role with each department or agency concerned. These agreements outline the purpose and the responsibility functions. Listed below are departments and agencies with which the RCMP has signed formal agreements:

Agriculture & Agri-Food Canada  
Atlantic Canada Opportunities Agency  
Atomic Energy Control Board  
Auditor General of Canada  
Bank of Canada  
Canada Communications Group  
Canada Mortgage and Housing Corporation  
Canada Ports Corporation  
Canada Post Corporation  
Canadian Coast Guard  
Canadian Heritage (Parks Canada)  
Canadian Human Rights Commission  
Canadian International Development Agency  
Canadian National  
Canadian Pacific Railway  
Canadian Radio-Television and Telecommunications Commission  
Canadian Security Intelligence Service



Citizenship and Immigration Canada  
Civil Aviation Tribunal  
Communications Security Establishment  
Correctional Service Canada  
Elections Canada  
Environment Canada  
Federal Court of Canada  
Finance Canada  
Fisheries & Oceans  
Foreign Affairs and International Trade  
Health Canada  
House of Commons  
Human Resources Development Canada  
Immigration and Refugee Board  
Indian & Northern Affairs Canada  
Industry Canada  
Justice Canada  
National Archives of Canada  
National Capital Commission  
National Defence  
National Energy Board  
National Film Board of Canada  
National Gallery of Canada  
National Museum of Science and Technology  
National Parole Board  
National Research Council Canada  
National Search and Rescue Program  
National Transportation Agency of Canada  
Natural Resources Canada  
Office of the Superintendent of Financial Institutions Canada  
Privy Council Office  
Public Service Commission of Canada  
Public Works & Government Services Canada  
Revenue Canada, Customs, Excise and Taxation  
Solicitor General Canada  
Statistics Canada  
Supreme Court of Canada  
Tax Court of Canada  
Transportation Safety Board of Canada



Transport Canada  
Treasury Board  
Veterans Affairs Canada

### **Listing of Formal Agreements Between the RCMP and Provincial Governments**

The RCMP has also signed formal agreements with the following Provincial Governments designating the RCMP as having the primary responsibility to investigate under the *Security Offences Act* within the province.

Attorney General of British Columbia  
Attorney General of Prince Edward Island  
Solicitor/Attorney General of Ontario  
Attorney General of Saskatchewan  
Attorney General of Alberta  
Attorney General of Nova Scotia  
Solicitor General of New Brunswick  
Attorney General of Newfoundland  
Attorney General of Manitoba

### **B. Contacts for Further Information**

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Assistant Commissioner Frank Richter  
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## C. Further Financial Information

(\$ millions)	Actuals 1993-94	Actuals 1994-95	Estimates 1995-96	Actuals 1995-96
<b>Business Lines</b>				
Federal Police Services	521.4	545.0	518.3	537.1
Contract Police Services	780.8	779.5	786.7	777.7
National Police Services	290.4	289.8	292.2	288.5
UN Peacekeeping	4.7	5.4	8.0	9.1
Corp. Mgt & Human Res. Svcs	356.9	384.5	315.6	391.2
Sub-total	1,954.2	2,004.2	1,920.8	2,003.6
Less Revenue	712.6	723.8	713.4	732.5
<b>NET EXPENDITURES</b>	<b>1,241.6</b>	<b>1,280.4</b>	<b>1,207.4</b>	<b>1,271.1</b>



## C. Further Financial Information (Cont'd)

### 2.2 Details of Revenues credited to the Vote by Business Line (\$ millions)

	Actuals 1993-94	Actuals 1994-95	Estimates 1995-96	Actuals 1995-96
<b>Contract Police Services</b>				
Community, Contract & Aboriginal Policing Services	705.8	719.9	709.3	730.0
<b>National Police Services</b>				
Informatics	6.2	3.8	3.5	2.5
<b>Corporate Mgmt &amp; Human Resources</b>				
Training	0.6	0.1	0.6	0.0
<b>Total Credited to the Vote</b>	712.6	723.8	713.4	732.5
<b>Credited to the Consolidated Revenue Fund</b>	18.6	18.2	18.0	18.9
<b>TOTAL PROGRAM REVENUES</b>	731.2	742.0	731.4	751.4



## C. Further Financial Information (Cont'd)

### 2.3 Capital Expenditures by Business Line (\$ millions)

	Actuals 1993-94	Actuals 1994-95	Estimates 1995-96	Actuals 1995-96
<b>Business Lines</b>				
A. Federal Police Services	22.3	32.1	32.8	26.6
B. Contract Police Services	57.9	52.8	51.1	62.8
C. National Police Services	45.4	50.8	42.4	44.0
D. UN Peacekeeping	0.0	0.1	0.0	0.0
E. Corp. Mgt & Human Res. Svcs	29.7	38.1	14.2	47.5
<b>TOTAL</b>	<b>155.3</b>	<b>173.9</b>	<b>140.5</b>	<b>180.9</b>





## C. Further Financial Information (Cont'd)

### 2.4 Transfer Payments by Business Line (000's)

<b>Grants by Business Lines</b>	<b>Actuals 1993-94</b>	<b>Actuals 1994-95</b>	<b>Estimates 1995-96</b>	<b>Actuals 1995-96</b>
<b>Corporate Mgmt &amp; Human Resources</b>				
RCMP Veterans Association	4	4	2	2
International Association of Chiefs of Police	2	0	2	0
Survivors of members killed on duty	621	614	1,000	625
 <b>Statutory</b>				
Pensions and Other Employee Benefits				
Pensions under the RCMP Pension Continuation Act	29,873	29,251	31,000	28,513
To compensate members of the RCMP for injuries received in the performance of duty	7,161	7,694	8,000	9,243
Pensions to families of members of the RCMP who have lost their lives while on duty	79	80	100	80
<b>Total Grants</b>	<b>37,740</b>	<b>37,643</b>	<b>40,104</b>	<b>38,463</b>
 <b>Contributions by Business Lines</b>				
<b>National Police Services</b>				
Contribution to Non-R.C.M.P. candidates attending Canadian Police College courses	325	307	410	291
<b>Total Contributions</b>	<b>325</b>	<b>307</b>	<b>410</b>	<b>291</b>
<b>Total Grants &amp; Contributions</b>	<b>38,065</b>	<b>37,950</b>	<b>40,514</b>	<b>38,754</b>



## C. Further Financial Information (Cont'd)

### 2.7 Details of Personnel Requirements by Business Lines

#### Subject to the Public Service Employment Act

Business Lines	Actual	Actual	Estimates	Actual
	1993-94	1994-95	1995-96	1995-96
Federal Police Services	354	480	535	485
Contract Police Services	946	883	964	871
National Police Services	756	725	694	707
UN Peacekeeping	0	2	0	0
Corp. Mgt & Human Res. Svcs	1,276	1,273	1,218	1,255
<b>TOTAL</b>	<b>3,332</b>	<b>3,363</b>	<b>3,411</b>	<b>3,318</b>

#### Subject to the RCMP Act

Business Lines	Actual	Actual	Estimates	Actual
	1993-94	1994-95	1995-96	1995-96
Federal Police Services	5,361	5,340	5,363	5,331
Contract Police Services	8,531	8,396	8,649	8,210
National Police Services	2,268	2,275	2,220	2,200
UN Peacekeeping	40	32	0	89
Corp. Mgt & Human Res. Svcs	1,829	1,468	1,411	1,593
<b>TOTAL</b>	<b>18,029</b>	<b>17,511</b>	<b>17,643</b>	<b>17,423</b>

Full-time equivalent (FTE) is a measure of human resource consumption based on average levels of employment.

Source: Director, Finance and Supply



## C. Further Financial Information (Cont'd)

### 2.7 Detail of Financial Requirements by Object

(millions of dollars)	Actual 1993-94	Actual 1994-95	Estimates 1995-96	Actual 1995-96
<b>Personnel</b>				
Salaries and Wages	1,180.9	1,198.3	1,159.0	1,161.8
Contributions to employee benefit plans	139.2	139.5	145.7	134.1
Other personnel costs	45.9	48.2	42.4	42.6
	1,366.0	1,386.0	1,347.1	1,338.5
<b>Goods and Services</b>				
Transportation and communications	112.1	109.7	112.7	120.2
Information	0.7	0.5	0.8	0.7
Professional and special services	91.3	99.4	87.8	119.7
Rentals	36.3	36.4	39.0	37.7
Purchased repair and upkeep	42.1	38.2	43.6	40.1
Utilities, materials and supplies	71.6	75.6	75.7	93.0
Other subsidies and payments	40.6	46.5	33.1	34.1
	394.7	406.3	392.7	445.5
<b>Total Operating</b>	1,760.7	1,792.3	1,739.8	1,784.0
<b>Capital</b>				
* Minor Capital	33.3	45.6	20.2	44.8
Controlled Capital	122.1	128.3	120.3	136.1
	155.4	173.9	140.5	180.9
<b>Transfer payments</b>	38.1	38.0	40.5	38.8
<b>Total expenditures</b>	1,954.2	2,004.2	1,920.8	2,003.7
<b>Less: Receipts and revenues credited to the vote</b>	712.6	723.8	713.4	732.6
<b>Total Program Expenditures</b>	1,241.6	1,280.4	1,207.4	1,271.1

\*Minor capital is the residual after the amount of controlled capital has been established. In accordance with the Operating Budget principles, these resources would be interchangeable with Personnel and Goods and Services expenditures.



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