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Canada Canada

EVALUATION DOCUMENT

1995 FIREARMS LEGISLATION

Evaluation Framework

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**Evaluation Division
Policy integration and Coordination Section**

Canada 

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1. INTRODUCTION

This report presents a framework for the evaluation of the Canadian Firearms Program and related measures introduced as part of the 1995 firearms legislation (the *Firearms Act* and amendments to the *Criminal Code*, formerly Bill C-68). It includes a description of, and background to the key elements of the legislation, and identifies evaluation issues and methodologies which will assess the extent to which the operational elements of the legislation and associated program have been implemented, and whether the objectives are being achieved.

1.1 Background

Private ownership of firearms by private citizens in Canada is widespread. Survey estimates suggest that Canadians own at least seven million firearms¹. Approximately one household in four in Canada owns at least one firearm. Of these seven million firearms, over three million are rifles, over two million are shotguns, over one million are handguns and approximately 200,000 are other registered restricted firearms (typically centrefire semi-automatic or short-barrelled rifles) in Canada.

According to RCMP records, as of the end of 1995 there was a cumulative total of 79,062 firearms reported as being missing, lost or stolen in Canada since 1974. About 80 per cent of these were reported as stolen. Approximately one half of the missing, lost or stolen firearms were handguns.

In 1994, Statistics Canada's Causes of Death statistics indicated that there were 1,199 firearms-related deaths in Canada. About 81 per cent of these deaths were suicides, 14 per cent were homicides, three per cent were accidents and less than one per cent were a result of "legal intervention" (i.e., shot by police) and one per cent were undetermined. Firearms were used in about one in three homicides and one in four suicides in 1994. At least 1,300 individuals were hospitalised as a result of firearms injuries (latest information is from 1991/92) with nearly one half of these injuries being sustained as a result of accidental shootings. It has been estimated that, each year, there are almost 10,000 firearm-related violent crimes in Canada - the majority involving robberies, of which there were 6,692 in 1995.

Government efforts to restrict public access to, and use of firearms have a long history in Canada, dating back almost to the time of Confederation. In 1877, Justices of the Peace were allowed to jail persons in possession of a handgun who did not have reasonable cause to fear assault to life or property. The first permit system for small arms was introduced in Canada in 1892. Registration of handguns was first required in 1934. The present system of registration of restricted firearms was introduced in 1969.

¹ Angus Reid. *Firearm Ownership in Canada* (Technical Report), Report to the Department of Justice Canada, March 1991.

The most recent series of major amendments to the federal legislation governing firearms were introduced in 1977, 1991 and 1995. Three basic principles have traditionally underlied firearms control measures in Canada. Each of these sets of amendments has generally strengthened these principles:

- deterrence of the misuse of firearms;
- general controls on persons given access to firearms;
- controls placed on the availability of specific types of firearms.

The 1977 firearms control legislation established the first general screening process for prospective firearms owners through the introduction of the statutory requirement that anyone who wishes to acquire a firearm must first obtain a Firearms Acquisition Certificate (FAC). Possession of a valid FAC entitled its holder to legally purchase and possess any unrestricted firearm. An FAC could be refused if the applicant had a criminal record for any violent offence within the previous five years, had been treated for a mental disorder involving violence, or had a history of any other violent behaviour. The 1977 amendments also introduced mandatory and discretionary judicial prohibition orders which could be applied to an individual, provided for wider police search and seizure powers, established basic rules for gun collectors, required the licensing of firearms businesses, established regulations for safe handling and storage for businesses, broadened the definition of a prohibited weapon, and established a range of new firearms-related criminal offences along with more severe penalties (including section 85 of the Criminal Code).

The 1991 firearms control legislation largely strengthened many of the 1977 measures including:

- More stringent FAC screening procedures, including implementation of the unproclaimed 1977 FAC requirement that a safety course or test had to be passed, imposition of a mandatory minimum 28 day “cooling off” period before a new FAC could be issued and requiring that an applicant complete a detailed personal history questionnaire submitted with the signatures of two references and a photograph.
- Longer and more extensive use of prohibition orders were mandated.
- Safe handling and storage regulations were extended to include individuals and not just businesses.
- Prohibition was extended to converted automatic firearms and (through the regulations) large capacity magazines, with existing owners of converted automatics being “grandfathered”, or allowed to keep them but not to transfer them to someone who is not similarly grandfathered.

The impact of stricter firearms controls on public safety is a contentious issue from both empirical and philosophical perspectives. Partly because previous studies and evaluations have not been able

to demonstrate conclusive results, much of the debate reflects differences in ideology and the appropriate role for government in regulating the availability of firearms. In the wake of the 1991 legislation, reports of the Auditor General have emphasised the importance of evaluating federal firearms programs. Both the 1977 and 1991 legislation have been the subject of evaluative analysis. These evaluations have emphasised the need for early planning for any future evaluations to ensure the necessary data are available.

1.2 Overview of the 1995 Legislation

The 1995 firearms legislation consisting of the *Firearms Act* and related amendments to the *Criminal Code* (formerly known as Bill C-68), was passed by Parliament and received Royal Assent in December 1995. The legislation was one of the main outcomes of the federal government's 1993 initiative, "Safe Homes, Safe Streets" and provides for a significant strengthening of previous controls (most recently in 1977 and 1991) on firearms in Canada. The overall policy objectives of the Canadian Firearms Program are to:

- Maintain the non-violent character of Canada.
- Preserve the health and personal safety of Canadians.
- Prevent the criminal misuse of firearms.
- Reduce firearm suicides and accidents.
- Improve cost-recovery and cost-effectiveness.

Legislative Component

There are four key elements of the legislative components of the Canadian Firearms Program:

- Tougher Penalties for Criminal Firearms Use

Amendments to Part III of the *Criminal Code* impose a mandatory minimum sentence of four years in prison in addition to a mandatory lifetime prohibition against possession of a firearm or restricted or prohibited weapon upon conviction of any of ten violent offences with a firearm. The ten offences are: criminal negligence causing death, manslaughter, attempted murder, causing bodily harm with intent, sexual assault with a weapon, aggravated sexual assault, kidnapping, hostage taking, robbery and extortion. Use of a firearm in the commission of any other indictable offence (Section 85) continues to carry a mandatory minimum term of one year in prison for a first offence but has been expanded to include imitation firearms. Numerous other *Criminal Code* provisions have been amended, including trafficking and unauthorised possession of firearms and ammunition, and punishments generally have been made more severe.

In addition to mandatory lifetime prohibition order against individuals convicted or released on bail for the most serious violent offences, mandatory prohibitions are to be imposed for various other offences including drug smuggling and criminal harassment. Proactive prohibition orders may also be made for any cohabitant of a prohibited individual where that individual may otherwise have access to firearms.

- Enhanced Border Controls

Every firearm that enters or leaves Canada will require either an import/export authorisation for commercial use or a Customs declaration for personal use so that the movement of all firearms across the border can be tracked through the automated firearms registry. Non-residents are to be issued renewable authorisations valid for 60 days. New *Criminal Code* provisions for knowingly importing or exporting a firearm without authorisation now carry a mandatory minimum one year prison term.

- Prohibition of a Wider Range of Firearms

The statutory definition of a prohibited weapon has been expanded to include all .25 and .32 calibre handguns as well as all handguns with a barrel length of 105mm (4.14”) or less. As a result, over one half of the handguns currently registered in Canada have been reclassified from restricted to prohibited firearms. This redefinition is intended to prohibit those handguns which are compact, easily concealed, often cheaply made and without a recognised legitimate sporting purpose. Owners in possession of these firearms with a valid registration certificate on February 14, 1995 have been “grandfathered”, allowing them to keep these firearms.

- Firearms Licensing and Registration

A central component of the Canadian Firearms Program is the introduction of universal licensing and registration of all firearms and all firearm owners in Canada. The Canadian Firearms Registration System (CFRS) will replace the previous Firearms Acquisition Certificate (FAC) system of licensing the acquisition of firearms. The new licensing system will screen applicants who wish to acquire firearms as well as the owners of existing firearms. Anyone who wishes to acquire a first or additional firearm will be required to pass the Canadian Firearm Safety Course or alternative courses prescribed by Regulation and will involve mandatory spousal notification prior to the issuance of an acquisition license. The CFRS will also replace the Restricted Weapons Registration System and will require the registration and tracking of all firearms in Canada as they are imported, exported and transferred from one owner to another.

The development of the CFRS, which will be linked on-line to the Canadian Police Information Centre (CPIC) and other police indices, is a major technical undertaking which is expected to be ready for implementation in 1998. It is estimated that it will involve the registration of about

7 million existing firearms together with their approximately 3 million owners during the implementation phase and then subsequently handle 500,000 “transactions” per year.

Regulatory Component

Section 117 of the *Firearms Act* establishes the specific areas enabling the Governor in Council to make regulations which supplement or more precisely define the terms and administrative procedures of the legislation itself. A set of eleven draft regulations were tabled in Parliament in November 1996 and an additional set of six regulations were tabled in October 1997, which will allow for the initiation of licensing and registration in 1998. The regulations were finalized on March 24, 1998.

Program Component

The Canadian Firearms Centre (CFC) was established within the Department of Justice in 1996 and is responsible for the overall implementation of the Canadian Firearms Program. Staff have been drawn on an exchange basis from each of the federal partner departments (Revenue Canada and the RCMP), provincial and municipal policy departments, and from the private sector. Much of the current work of the CFC is centred upon the development of the Canadian Firearms Registration System which is being co-ordinated with Revenue Canada and the RCMP. The CFC is also working to complete the regulatory development process, and has been carrying out consultations with provinces, territories, police agencies, gun users, Aboriginal peoples, and other international authorities. Important program activities are also planned or underway to address training and communications requirements targeted to key delivery personnel and the general public.

1.3 Objectives of the Framework Study

Previous evaluations of firearms control programs, both in Canada and elsewhere, have generally been hindered by shortcomings in the availability of comprehensive and consistent data. For example the recent Department of Justice evaluation of the 1977 legislation was only able to establish tentative conclusions on program impacts due largely to the reliance on aggregate data.

By establishing a detailed evaluation framework at the *outset* of the program, thereby building required data collection and performance indicators directly into the program itself, it is expected that more conclusive and rigorous evaluation results can be derived in the future. For example, the later evaluation of the Canadian Firearms Program can be greatly facilitated by incorporating data elements specifically geared to performance measurement into the Canadian Firearm Registration System. The use of the Revised Uniform Crime Reporting Survey (UCR2), rather than the aggregated UCR1, would further provide greater detail on specific firearm incidents (although UCR2 is still not universally collected throughout Canada).

The overall objectives of the evaluation framework study of the Canadian Firearms Program are to:

- Identify all of the relevant evaluation issues which should be addressed in later interdepartmental evaluations of the entire program as well as for the Department of Justice component.
- Develop clear methodologies and performance indicators for addressing evaluation issues.
- Identify and critically review possible data sources for addressing evaluation issues with particular attention to the CFRS as well as longitudinal data requirements for assessing societal benefits.
- Establish specific phases for conducting a formative evaluation of the initial implementation and development of the Canadian Firearms Program as well as later summative evaluations of the legislative, regulatory and program components and provide a preliminary schedule for conducting the work.

As an interdepartmental initiative under the leadership of the Department of Justice, the evaluation framework study is structured to take into account departmental components relating to the specific legislative and program activities of the Department of Justice, as well as an interdepartmental component relating to the overall initiative.

The evaluation framework conforms to Treasury Board Secretariat guidelines on program evaluation and will be subject to approval by the Firearms Evaluation Group² and respective departmental authorities.

The scope of the Evaluation Framework includes both the extent to which the infrastructure has been installed and functions effectively, as well as the overall achievement of program objectives.

² The Firearms Evaluation Group was established in 1997 to provide interdepartmental oversight and coordination of evaluation activities related to the Canadian Firearms Program.

2. COMPONENT PROFILE

2.1 Introduction

The 1995 firearms legislation was one of the main outcomes of the federal government's 1993 initiative, "Safe Homes, Safe Streets" and provides for a significant strengthening of controls introduced previously (most recently in 1977 and 1991) on firearms in Canada. Following consultations by the Minister of Justice in 1994, the government announced its legislative intentions with respect to gun control by releasing a document entitled "The Government's Action Plan on Firearms Control" in November of 1994. Bill C-68, *An Act Respecting Firearms and Other Weapons* was tabled in Parliament and given first reading in February of 1995. The Bill was passed by Parliament and received Royal Assent in December 1995.

As noted above, the provisions of the Canadian Firearms Program can be conceptualised as falling into three components: legislative, regulatory and program.

Legislative Component

The legislative component of the Canadian Firearms Program refers to the overall legislative framework for the program as enacted by Parliament and embodied in the 1995 firearms legislation (formerly known as Bill C-68). The four key parts of the legislative component of the Canadian Firearms Program are: an amended *Criminal Code* containing tougher penalties for crimes involving firearms; more restrictive border controls on the import and export of firearms; a prohibition of a wider range of firearms, and; the establishment of a system for the universal licensing of individuals and registration of firearms.

Regulatory Component

As in previous firearms control legislation, Section 117 of the *Firearms Act* establishes the specific areas enabling the Governor in Council to make regulations which supplement or more precisely define the terms and administrative procedures of the legislation itself. Five of the draft regulations were tabled in Parliament in May 1996, but these were subsequently withdrawn to allow for more comprehensive consultation. A revised set of eleven draft regulations was tabled on November 27, 1996. These regulations were the result of over ten months of consultations with key stakeholders, including businesses, police, Chief Firearms Officers, victims of violence, health professionals, women's organisations, Aboriginal groups, industry groups and firearms users, including the User

Group on Firearms³. A second set of six draft regulations, also the subject of consultation, were tabled in Parliament on October 30, 1997. Following the required 30 day period in Parliament, during which time they underwent committee review, the full set of regulations were finalised on March 24, 1998. Because of the integrated nature of the firearms legislation and regulations, the provisions of both are integrated in the discussion of the component profile in this report.

Program Component

The program component consists primarily of the activities of the Canadian Firearms Centre (CFC) which was established within the Department of Justice in 1996 and is responsible for the overall implementation of the Canadian Firearms Program. Many staff have been drawn on an exchange basis from federal partner departments (Revenue Canada and the RCMP), provincial and municipal police departments, and from the private sector. Much of the work of the CFC is centred upon the development of the Canadian Firearms Registration System which is being co-ordinated with Revenue Canada and the RCMP. The CFC is also working to complete the regulatory development process, carrying out extensive stakeholder consultations, as well as implementing legal support, public affairs, communications and legislative training programs. A more detailed description of the structure and ongoing work of the CFC and its partners is provided later in this report.

The 1995 firearms legislation introduced a wide range of changes which can be categorised into two broad areas. These are:

- Enhanced measures to control access to firearms for individuals and businesses.
- Measures intended to deter criminal users of firearms and other non-criminal users who may pose a threat to themselves or to others.

The next section of this component profile describes those elements of the Canadian Firearms Program which are intended to deter the misuse of firearms. This is followed by a description of program elements intended to control access to firearms by individual users and businesses. Each of these sections includes legislative and regulatory measures introduced as part of the program.

³ The User Group on Firearms was set up in late 1995 to advise the government on the development and implementation of the Canadian Firearms Program and to ensure that it will reflect the interests and needs of various firearm users.

2.2 Legislative and Regulatory Component

2.2.1 Measures to Deter the Misuse of Firearms

A part of the 1995 firearms legislation amends the *Criminal Code*, defining a wider range of offences and imposing generally harsher penalties for firearms-related offences. Minimum prison terms, as well as broadening many offences to include all firearms rather than only restricted/prohibited firearms are two of the prominent features of the 1995 legislation.

2.2.1.1 Use Offences

Criminal Code offences relating specifically to the use of firearms predate the 1995 firearms legislation. However a number of amendments were made to the existing offences to provide a stronger deterrence to the use of a firearm in a criminal offence, the most important changes relating to Section 85 of the *Criminal Code*.

Section 85

The few provisions of the 1995 firearms legislation which came into effect on January 1, 1996 included amendments to the *Criminal Code* relating to Section 85 originally passed in 1977 as part of Bill C-51, the *Criminal Law Amendment Act*. Section 85 of the *Criminal Code* defines the derivative offence of using a firearm while committing, attempting to commit, or during flight after committing an indictable offence. It is separate from the original offence and is one of the few offences for which there is a mandatory minimum prison term. Punishment for a first offence under Section 85 is up to 14 years in prison with a statutory minimum of one year. The minimum rises to three years on second and subsequent convictions. In addition to minimum prison terms, Section 85 sentences are to be served consecutively to any other sentence.

A major change to Section 85 as part of the 1995 legislation involves the replacement of Section 85 with separate offences involving the imposition of a mandatory minimum sentence of four years in prison in addition to a mandatory lifetime prohibition against possession of a restricted or prohibited weapon upon conviction of any one of ten violent offences with a firearm. The ten offences are: criminal negligence causing death, manslaughter, attempted murder, causing bodily harm with intent, sexual assault with a weapon, aggravated sexual assault, kidnapping, hostage taking, robbery and extortion. This measure was intended to address the large proportion (about two thirds) of Section 85 charges which were not proceeding to conviction largely as a result of plea negotiations to secure a guilty plea on the principal offence. Plea negotiations are expected to be reduced with this change since Section 85 as a separate charge has been eliminated for these ten serious crimes and a minimum punishment is specified for the principal offence itself when committed with a firearm.

The use of a firearm in the commission of any other indictable offence under Section 85 continues to carry a mandatory minimum term of one year in prison (and up to 14 years) for a first offence but has been expanded to include the use of an imitation firearm. This expansion of Section 85 is partly intended to address those cases where the use of a real firearm cannot be conclusively proven (where the physical evidence is not found and the apparent firearm was not discharged).⁴

Other Use Offences

Other firearms use offences remain largely unchanged, including careless use, pointing a firearm, and contravening Regulations on the safe handling, storage and transportation of firearms. However, the maximum punishment for second and subsequent convictions for the latter offence has been increased from two to five years, making it equivalent to careless use.

2.2.1.2 Possession Offences

The 1995 firearms legislation includes a number of significant changes and additions to the types of offences and associated penalties related to firearms possession. Some offences which previously applied only to restricted and prohibited weapons have been broadened to include any firearm in recognition of the new licensing and registration requirements for all firearms. Offences expanded to unrestricted firearms include offences relating to unauthorised possession (without a valid license or registration), possession at an unauthorised place, and knowingly being an occupant of a motor vehicle where there is an unauthorised firearm. The maximum penalty for this latter offence has also been increased from five to ten years. Unauthorised possession of a long gun which results from the first inadvertent failure to register is to be prosecuted under Section 112 of the *Firearms Act* which is not a *Criminal Code* offence and is dealt with by summary procedure only.

A new offence has been defined for possession of a restricted or prohibited firearm with accessible ammunition at an unauthorised place which, if convicted on indictment, provides for a maximum penalty of 10 years and a minimum one year prison term.

Two other serious offences have also been created for situations where criminal intent can be proven. Unauthorised possession of a firearm knowing that its possession is unauthorised can proceed only on indictment and provides for a maximum 10 year prison term, with a minimum one year sentence on second conviction and a minimum of two years less a day on third and subsequent convictions. Possession of a firearm (or other weapon) knowingly obtained by the commission of an offence provides for a maximum 10 year prison term and a minimum one year term if proceeded on indictment. A new offence has also been created involving the transfer of a crossbow to an unlicensed individual.

⁴ Department of Justice Canada, *The Government's Action Plan on Firearms Control*, 1994.

Other possession offences remain largely unchanged including possession of a weapon for a dangerous purpose (a summary option is added), carrying a weapon to or at a public meeting, carrying a concealed weapon and possession of a firearm while under a judicial prohibition order.

2.2.1.3 Trafficking and Import/Export Offences

New categories of offences have been defined within the *Criminal Code* to cover trafficking and unauthorised importing or exporting of firearms. Trafficking refers to the unauthorised transfer of a firearm or ammunition within Canada and includes three offences. The offence of simply transferring a firearm to an unauthorised person replaces a number of previous offences including transfer of a firearm to a person under 18 years of age, to someone of unsound mind, impaired or prohibited from possessing a firearm, transferring a restricted weapon to someone without a permit, transfer of a prohibited weapon and transferring a firearm to someone without a FAC. Two more serious offences are established where criminal intent can be proven: for the unauthorised transfer of a firearm knowing that its transfer is illegal, as well as possession for the purposes of trafficking. These latter two offences may proceed only on indictment and carry prison terms of up to 10 years with a minimum one year sentence on conviction.

Penalties for unauthorised importing or exporting of a firearm have been made considerably more severe and the various offences applying to different types of firearms and weapons are replaced by two basic offences: unauthorised import/export of a firearm with a maximum five years in prison, and unauthorised import/export of a firearm knowing that it is unauthorised. The latter offence involves a maximum 10 year prison term with a one year minimum penalty with no option for summary prosecution.

2.2.1.4 Lost, Destroyed and Defaced Firearms

The set of *Criminal Code* offences relating to the reporting of lost, stolen or found firearms has been expanded in several ways. The offence of not reporting the theft or loss of a restricted weapon is expanded to include any firearm. Further, two new offences have been established. Not reporting a destroyed firearm as well as knowingly making a false statement regarding the loss, theft or destruction of a firearm both become criminal offences. These measures are put in place partly to enhance the effectiveness of the registration system. Other existing offences relating to the non-reporting of a found firearm as well as tampering with the serial number of a firearm remain unchanged as criminal offences.

2.2.1.5 Assembling an Automatic Firearm

Assembling or manufacturing an automatic firearm without authorisation continues to be a criminal offence. The penalty on indictment has been substantially upgraded from a maximum five years in prison, to 10 years with a minimum one year prison term.

2.2.1.6 Enhanced Border Controls and Smuggling

The 1995 firearms legislation contains a number of measures to more effectively control the flow of firearms into and out of Canada. These measures, to a large extent, reflect the 1995 recommendations of the Firearms Smuggling Work Group.

First, as outlined above, the *Criminal Code* is amended to provide for substantially tougher criminal penalties for illegal importation, exportation and other smuggling and trafficking in firearms. Proof of criminal intent generally provides for a minimum one year prison term for these offences. New *Criminal Code* provisions for knowingly importing or exporting a firearm without authorisation now carry a mandatory minimum one year prison term. These measures are to be accompanied by increased levels of inspections by customs officers to ensure that imported and exported firearms are properly registered.

The 1995 firearms legislation also provides that the power to seize and forfeit conveyances (such as vehicles and/or shipments) used for smuggling is to be expanded to include trafficking in Canada and not just across international borders. This is intended to provide a strong incentive for complying with registration requirements since any conveyance used to transport unregistered firearms would be subject to seizure.

Indirectly supporting these measures, the Departments of Justice, Revenue and Solicitor General have agreed to work in co-operation to establish an enforcement unit specially targeted at the illegal movement of firearms as part of a renewed Anti-Smuggling Initiative (ASI), although the ASI is not a direct part of the Canadian Firearms Program.

2.2.1.7 Prohibition of a Wider Range of Firearms

The statutory definition of a prohibited weapon has been expanded to include all .25 and .32 calibre handguns as well as all handguns with a barrel length of 105mm (4.14 inches) or less. As a result, an estimated 58 per cent of the handguns currently registered in Canada have been reclassified from restricted status to that of a prohibited firearm. This redefinition is intended to prohibit those handguns which are not deemed to have a legitimate sporting purpose⁵. Existing owners (who had

⁵ Additionally, these firearms can be easily concealed and are often cheaply manufactured.

registered this class of restricted firearm before February 14, 1995) have been “grandfathered” in that they are permitted to keep and acquire this class of firearm, but only among themselves.

Other types of prohibited firearms remain unchanged from the previous legislation including automatic firearms (whether or not they have been “converted” to semi-automatic), shortened (e.g. sawed-off) rifles and shotguns (barrel less than 457mm or overall length less than 660mm), and large-capacity magazines. However, the legislation empowers the prohibition by regulation of any firearm or other weapon not deemed by Cabinet to be appropriate for hunting or sporting purposes in Canada.⁶

Within the scope of the previous (pre-1995) legislation, Orders-in-Council were issued effective January 1, 1995 which prohibited a variety of military and paramilitary firearms. This was done at the time the government’s legislative intentions relating to the 1995 firearms legislation were announced but prior to the introduction of the new legislation. Prohibited and confiscated with compensation were a number of newer models of assault pistols, combat shotguns and several models of paramilitary rifles and carbines of which few existed in Canada (less than 100 such firearms were estimated to exist based on Restricted Weapon Registration System data). Twenty-one other models of assault rifles and carbines which had previously been restricted were also prohibited (such as the AK-47) but existing owners were allowed to keep these firearms for life. Over 13,000 firearms in this latter category were registered as restricted firearms when the ban came into effect. A number of other firearms models were reclassified from unrestricted to prohibited and while the number of affected firearms is unknown, it is believed to be under 100,000.

2.2.1.8 Prohibition Orders

With the introduction of the 1995 firearms legislation, the *Criminal Code* continues to provide for three distinct types of firearms prohibition orders to be made against an individual and further includes crossbows. The three types of prohibition orders are:

- Mandatory prohibition orders where a court *shall* prohibit an offender from possessing firearms.
- Discretionary prohibition orders where a court *shall consider* prohibiting an offender from possessing firearms.
- Proactive prohibition orders where an offence has not necessarily been committed but application is made by a peace officer or firearms officer where there is some concern about the safety of the individual or someone else.

⁶ The previous legislation did not permit the regulatory prohibition of a firearm actually used for hunting or sporting purposes and this was seen as a potential loophole for owners of military and paramilitary firearms.

The *Criminal Code* amendments arising from the 1995 firearms legislation continue to require a court to impose a mandatory prohibition order against individuals possessing firearms if convicted or discharged of a violent indictable offence where the sentence can be at least 10 years, or if convicted of a Section 85 offence. However, the amended *Criminal Code* will further impose mandatory prohibition on anyone convicted or discharged of any serious firearms offence such as firearms trafficking as well as for drug trafficking, criminal harassment (stalking) or possession of a firearm while under a prohibition order. As before, the order is to prohibit possession of a firearm for a minimum of 10 years for a first offence but will now require a lifetime prohibition against possession of a restricted or prohibited firearm with the 10 year minimum applying only to unrestricted firearms. As before, a second offence will involve a mandatory lifetime prohibition relating to any firearm.

Remaining unchanged, a maximum 10 year discretionary prohibition order against possession of any firearm may be made upon conviction or discharge for any other firearms related offence or an offence where violence was used, threatened or attempted. However, the court will now be required to provide the reason for not imposing a full prohibition in such cases. Such offences require the court to “consider whether it is desirable, in the interests of the safety of the offender or any other person”. Discretionary prohibition is no longer an option for drug trafficking or criminal harassment as prohibition is now mandatory for these offences.

Proactive prohibition orders can be sought by a peace officer or firearms officer against an individual if there is reason to believe that the safety of the individual or anyone else is at risk, whether or not a criminal offence has been committed. Such a prohibition order can be made by a provincial court for up to five years. The major change under the 1995 firearms legislation is that such a prohibition order may now be made against any cohabitant of a prohibited individual where that individual may otherwise have access to firearms. The court is also now required to provide the reasons for not applying a full prohibition.

A perceived shortcoming with the previous legislation relating to prohibition orders was that they were to be either fully applied or not at all applied and so recognition of an individual’s need for a firearm for sustenance or employment required that a court not apply a prohibition order against an individual. The 1995 firearms legislation now permits a judge to apply a partial mandatory, discretionary or proactive prohibition against an individual, allowing for the possession of a firearm only when and where required for sustenance or employment.

The 1995 firearms legislation also amends the *National Defence Act* as well as the *Young Offenders Act* which cover the application of firearms prohibition orders, bringing them in line with the *Criminal Code* amendments.

2.2.2 Measures to Control Access to Firearms

2.2.2.1 Licensing and Registration

A central component of the Canadian Firearms Program is the introduction of universal registration of all firearms and all firearm owners in Canada. The Canadian Firearms Registration System (CFRS) will replace the previous system which required licensing only the acquisition of a firearm and which registered only restricted firearms. It will now establish a licensing system for all firearms owners as well as the registration and tracking of all firearms in Canada as they are imported, exported and transferred from one owner to another.

The Firearms Acquisition Certificate screening process which previously applied to anyone wishing to acquire firearms is being replaced by a licensing system which will in much the same way screen applicants who wish to acquire firearms. Anyone who wishes to acquire a first or additional firearm will be required to pass the Canadian Firearm Safety Course Test or any other course prescribed by regulation. As well, existing firearms owners who do not require acquisition privileges will now require a firearms possession license. Specific licensing procedures are set by regulation and are outlined in the following section.

Prior to the 1995 firearms legislation, only restricted and prohibited firearms had to be registered. As part of the new universal registration system, all firearms will now require a registration certificate by January 1, 2003.

The development of the CFRS, which will be linked on-line to the Canadian Police Information Centre (CPIC), is a major technical undertaking which was expected to take about five years. It has been estimated that it will involve the registration of at least 7 million existing firearms by their approximately 3 million owners during the implementation phase and then subsequently handle 500,000 “transactions” per year.

As part of the licensing and registration system, the 1995 firearms legislation sets out the general requirements for authorisations to transport and authorisations to carry restricted and prohibited firearms. These replace the current requirements for obtaining permits to transport and permits to carry. The specific requirements for these authorisations are set out in the regulations and are described in further detail in later sections of this report.

In order to ensure that safe storage requirements are being met, the 1995 firearms legislation includes provisions for the inspection by firearms officers of any business or gun collection or any other premises where 10 or more firearms are kept or where a prohibited firearm may exist. The previous legislation had no provision for inspection, although regulations did prescribe inspection powers for businesses and for gun collectors with one or more restricted firearms in their collections.

The specific purposes of the Canadian Firearms Registration System and the associated licensing system are to:

- provide the administrative framework for recording and managing all information related to the licensing of firearm owners and the registration of firearms in Canada
- reduce the administrative burden on police agencies in the management and delivery of this program across Canada
- provide a consistent and continual level of screening of individuals who have firearms licenses in Canada
- increase accountability of gun owners by ensuring compliance with transfer and safe storage requirements;
- assist in police investigations by, for example, facilitating the tracing of firearms to their owners;
- enable police to prepare themselves for a situation where they know a firearm is present on the premises;
- enhance the enforcement of judicial prohibition orders;
- monitor firearms traffic through Canada, assisting international small-arms controls; and
- gather accurate statistical information about firearms numbers and ownership patterns, facilitating management of the program, research, evaluation and policy development.

2.2.2.1.1 Firearms Licenses

The regulations establish the specific eligibility requirements including fees for each type of license, describe the procedures that individuals and businesses must follow when they apply for a license, and set conditions attached to each type of license.

Licenses for Individuals

All firearms licenses are expected to become available on October 1, 1998, although the period in which the acquisition of a license is required will be phased in over several years. Current Firearms Acquisition Certificates (FAC) are valid as licenses until their expiry date. By January 1, 2001, everyone will require a license to possess or acquire a firearm. As with an FAC, applications for all but the temporary license must include a photograph that clearly identifies the applicant. Other

requirements for these types of license are indicated in Table 1. License holders must report any changes in their name or address to a Chief Firearms Officer within 30 days of the change.

The screening requirements for a license to acquire a firearm are somewhat more restrictive than for the previous FAC screening process. For example, one intent of the 1995 firearms legislation and the regulations is to help prevent an escalation in violence in already difficult or abusive domestic situations. Applicants will be required to report the names, addresses and telephone numbers of all current and former spouses and common-law partners with whom the applicant has cohabited within the previous two years. If a person identifies a current or former spouse or common-law partner on an application to acquire a firearm, a Chief Firearms Officer will be required to notify the spouse or partner about the application. This will enable them to raise any concerns about their own safety, or about the safety of others.

Screening for all firearms licenses will first involve automated primary screening (checking CPIC and local police files) and if necessary secondary and third-level screening will be carried out by firearms officers and police services.

The 1995 firearms legislation requires individuals to pass the Canadian Firearms Safety Course test to get a license to acquire a firearm.⁷ As an alternative, the regulations provide that individuals can:

- pass the test without taking the course;
- show a certificate stating that they have already completed the course and passed the test;
- show that they have taken an equivalent course approved by the Attorney General of Manitoba or Quebec in 1993 or 1994; or
- have a Chief Firearms Officer certify that they have adequate knowledge of safe handling and use of firearms, and of the laws relating to firearms.

⁷ The course itself is required for non-sustenance minors and for individuals who previously had a prohibition order against them.

Table 1
Firearms Licenses for Individuals

Type of License	Requirements	Fees
1. POSSESSION ONLY LICENSE	<ul style="list-style-type: none"> Applicant and one other person signs a statement confirming that the photograph accurately identifies the applicant. Other person must sign a statement confirming that they have known the applicant for at least three years. 	<ul style="list-style-type: none"> \$10 for 5 years from 1/10/98 to 30/9/99 \$45 for 5 years from 1/10/99 to 30/6/2000 \$60 for 5 years on or after 1/7/2000
2. POSSESSION AND ACQUISITION LICENSE	<ul style="list-style-type: none"> Applicant and one other person signs a statement confirming that the photograph accurately identifies the applicant. Two people (other than a spouse) must sign a statement confirming that, to the best of their knowledge the information in the application is true; the applicant poses no safety concerns and they have known the applicant for at least three years. The applicant must provide name, address and telephone number of every spouse or common-law partner with whom he or she has lived within previous two years. (If the applicant does not know the address or phone number, he or she must make a written statement to that effect). Safety test or alternative certification required. There is a 28-day waiting period unless the applicant has a valid FAC. 	<ul style="list-style-type: none"> \$60 for 5 years for non-restricted firearms \$80 for 5 years for restricted/prohibited firearms
3. POSSESSION LICENSE FOR MINORS	<ul style="list-style-type: none"> A parent or guardian must give written consent. The applicant and a parent or guardian must verify a statement confirming that the photograph accurately identifies the applicant. 	<ul style="list-style-type: none"> \$10 for up to 1 year \$20 for up to 2 years \$30 for up to 3 years
4. ACQUISITION LICENSE FOR A CROSSBOW	<ul style="list-style-type: none"> Applicant and one other person signs a statement confirming that the photograph accurately identifies the applicant. Two people (other than a spouse) who have known the applicant for at least three years must sign a statement confirming that, to the best of their knowledge the information in the application is true, the applicant poses no safety concerns and they have known the applicant for at least three years. 	<ul style="list-style-type: none"> \$60 for 5 years
5. TEMPORARY LICENSE FOR NON-RESIDENTS	<ul style="list-style-type: none"> License obtained from CFO to borrow a non-restricted firearm in Canada for hunting, target shooting, historical re-enactment or for protection from predatory animals in remote areas. A Canadian resident involved in one of these activities must sign a statement to that effect. Firearms declaration confirmed by Customs serves as a temporary license and registration certificate for visitors bringing their own firearm into Canada. 	<ul style="list-style-type: none"> \$30 for 60 days for borrowing firearm \$50 for one year for own firearm

Beginning on January 1, 2001, non-residents who wish to bring a firearm into the country will usually have to make a written Firearms Declaration at the border which is to be confirmed by Customs following a criminal background check. The confirmed Firearms Declaration, which must be renewed every 60 days for up to one year, serves as a temporary license and registration certificate while in Canada. Non-residents wishing to bring restricted firearms into Canada will also require an Authorisation to Transport issued by the CFO. Non-residents will not be able to import prohibited firearms. Visitors can also obtain a 60-day license that will allow them to borrow non-restricted firearms for one of the following purposes:

- to hunt with an outfitter, a similarly authorised hunting service or a Canadian resident who has a hunting license;
- to shoot at an approved club or range;
- to compete in a shooting competition;
- to participate in an historical re-enactment or display;
- to take part in business or scientific activities in remote areas, where firearms are needed to protect against wild animals;
- to participate in a parade or pageant; or,
- to use firearms for movie, TV, video or theatrical or publishing activities.

An application for a 60-day license to borrow firearms must include a statement signed by a person who is directly associated with one of the above activities. The statement must confirm that, to the best of that person's knowledge, the visitor will be using the firearm for the specified purpose.

In order to restrict the sale of ammunition to authorised persons, the 1995 firearms legislation requires that as of January 1, 2001, every individual who wishes to buy ammunition must have a firearms license. Until that date, the regulations will allow individuals who do not have a license to use another approved form of identification such as a driver's license. The sale or transfer of ammunition has not previously been subject to licensing controls.

Business Licenses

The regulations define purposes for which businesses and museums may have a license to possess prohibited firearms, weapons, devices or ammunition. They also provide for mandatory conditions for business licenses. For example, businesses must not depict or promote violence in any advertisements for a firearm or weapon; they must notify a Chief Firearms Officer if an employee

who is authorised to carry a firearm for employment purposes ceases to be an employee; they must keep records of all their transactions related to firearms; and they must keep an inventory of all firearms, restricted and prohibited weapons, prohibited devices and ammunition, and components or parts of automatic firearms.

2.2.2.1.2 Firearm Registration Procedures

The 1995 firearms legislation outlines the overall requirements for the registration of all firearms in Canada and the regulations prescribe the specific procedures and the fees associated with each type of registration certificate. For a registration certificate to be issued, a firearms owner must have an FAC or licence which covers the class of firearm being registered and the following information about the firearm will be requested and recorded⁸:

- make
- model (if present)
- calibre
- barrel length
- type
- action
- year of manufacture (if known)
- number of shots
- manufacturer (if different from make)
- serial number (if present)

Every registered firearm is to be assigned a unique Firearm Identification Number (FIN). If the firearm cannot be uniquely identified based on an existing serial number, the owner of a firearm manufactured after October 1998 will have 90 days to have the FIN permanently engraved or stamped onto the firearm. Owners of other (previously manufactured) firearms which require unique identification will have the option of having the firearm stamped or engraved within 90 days or affixing a sticker with the FIN, supplied by the Registrar, to the firearm within 30 days.

Registered owners of firearms must report any modification of the firearm which would change its class (unrestricted/restricted/prohibited) within 30 days of the modification. Where the firearm is registered as a frame or receiver only, any modification which makes it capable of discharging ammunition must be reported whether or not the class of the firearm is altered.

⁸ The information will be compared with the Firearms Reference Table (FRT) to ensure accuracy of the registration data. As an important part of the CFRS, the FRT is being developed by the RCMP as a comprehensive database identifying the known features of some 20,000 makes and models of firearms.

The regulations will allow individuals to pay a flat registration fee of \$10 for all previously acquired non-restricted firearms registered within one year of the initiation of registration, regardless of the number of firearms, if all firearms are registered at the same time. This fee will progressively rise to \$14 in the second year and \$18 thereafter for all previously acquired non-restricted firearms that an individual registers at the same time. There are no registration fees for restricted firearms legally owned before the regulations come into effect, since the previous system for registering restricted firearms involved no registration fee. Newly acquired or transferred firearms will involve a fee of \$25 per registration certificate for all classes of firearms. No registration fees will be charged to businesses under the 1995 firearms legislation.

In general, a registration certificate is valid for as long as an individual owns a firearm, and there are no renewal fees. Where an owner has modified a firearm to change its class, a new registration certificate will cost \$12.50. If a firearm is transferred, the new owner must register the firearm in their name and pay a \$25 transfer fee to obtain a new registration certificate.

2.2.2.1.3 Licensing and Registration Offences

A number of offences have been defined within the *Firearms Act*, and outside the *Criminal Code*, and are intended to preserve the integrity of the Canadian Firearms Registration System. These offences relate to improper use or failing to obtain required licenses or registration certificates. These types of offences were previously set out under section 113 of the *Criminal Code*. Licensing and registration offences include:

- Making false statements to procure licenses, customs confirmations or registration certificates (s.106);
- Tampering with licenses, customs confirmations or registration certificates (s.107);
- Unlicensed possession of ammunition by a business (s.108);
- Contravention of the terms of a license, customs confirmation or registration certificate (s.110);
- Inadvertent failure to register a non-restricted and non-prohibited firearm for a first offence only (s.112);
- Failure to show evidence of proper registration to an inspector when requested (s.113);
- Failure to deliver up a revoked license or registration certificate (s.114).

Offences under sections 106, 107, 110 and 114 of the Firearms Act are similar to offences which previously existed under section 113 of the Criminal Code relating to Firearm Acquisition

Certificates and registrations and permits for restricted weapons, although the maximum penalties have been increased from two to five years in prison for section 106 and 107 offences. Sections 108, 112 and 113 are new offences under the Firearms Act with the latter two (section 112 and 113) being summary offences only.

2.2.2.2 Transferring Firearms

The regulations specify the information that must be provided, and the steps that must be followed, when individuals or businesses sell, barter, loan or give away firearms. For most firearms sales or transfers, the parties will need to provide their names, addresses and firearms license numbers. For handguns and other restricted or prohibited firearms, the purpose of acquisition must be provided. Additional requirements will apply in the sale or transfer of restricted and prohibited firearms. When the transfer of a firearm takes place, a registration certificate for that firearm will be issued to the new owner.

The first time that a previously registered firearm is transferred on or after January 1, 2003 will include a requirement that the firearm be physically verified to confirm the accuracy of CFRS information about the firearm. Verification is expected to be carried out in most cases by a community volunteer knowledgeable about firearms⁹ who will inform the Registrar of the results. Businesses will be responsible for verifying all firearms they sell. There will be no charge to gun owners for verification.

2.2.2.3 Storing, Displaying and Transporting Firearms

Regulations for storing, displaying and transporting firearms have existed since 1977 for business and since 1993 for individuals. The regulations which are part of the 1995 firearms legislation strengthens these requirements, particularly for businesses.

Individuals

The current requirements for storing, displaying, transporting and handling firearms remain almost completely unchanged for individuals under the regulations. Under the current storage requirements, non-restricted firearms:

- must be stored unloaded;
- must be locked-up or deactivated (e.g. bolt removed or trigger lock); and
- must be stored separately from ammunition.

⁹ A firearm verifier might be, for example, a firearms dealer, gun club member or firearms safety instructor.

The new regulation includes provisions to recognize the communal ownership of firearms in certain cases and storage requirements will differ in remote wilderness areas, such as outpost camps.

Restricted or prohibited firearms:

- must be stored unloaded;
- must be locked with a trigger lock or other secure locking device and stored in a locked case, cupboard or room *or* locked in a vault or other place specifically designed for maximum security; and
- ammunition must be locked up separately *or* stored with the firearm in a vault or other locked place specially designed for maximum security.

Individuals transporting firearms must continue to keep them unloaded (except muzzle-loading firearms), and if the vehicle is unattended, the firearm must be locked in the trunk or hidden from view while locked in the vehicle. Restricted and prohibited firearms must have a locking device secured to the firearm and be locked in a container. The bolt or bolt carrier must be removed from an automatic firearm if possible.

Businesses

Storage, display and transportation requirements are to be significantly more rigorous for businesses (including museums). As before, all unrestricted, restricted and prohibited firearms must be stored in a locked cabinet, vault or safe, or in some other securely locked location or in a place only accessible to employees. However, an electronic burglar alarm will be required for all such businesses, as the current regulations required an alarm only for businesses storing restricted or prohibited firearms. The regulations also add the requirement that stored firearms be unloaded. Restricted and prohibited weapons (non-firearm), devices and parts will have to be stored in a vault, safe or room specifically designed for secure storage.

The regulations continue to require that displayed unrestricted firearms be securely chained or barred to the wall or displayed in a locked cabinet or some place accessible only to employees and in addition will require that the firearm be unloaded. However, if displayed in a cabinet or some other inaccessible location, the new regulations will require that the firearm be rendered inoperable with a secure locking device (such as a trigger lock). Display of a restricted firearm currently requires only that the firearm be in a locked cabinet or case and not in a store window. The regulations extend this requirement to prohibited firearms and will further require that they be unloaded and that a locking device be attached to the restricted/prohibited firearm.

Regulatory requirements to be followed by businesses in transporting unrestricted and restricted firearms will remain largely unchanged:

- All firearms are to be transported unloaded.

- All firearms are to be placed in an opaque container which can not be readily broken into or accidentally opened, and with no markings identifying its contents.
- If in an unattended vehicle, the container must be locked in a compartment or trunk or locked inside the vehicle and hidden from view.

Transportation of prohibited firearms will also require these precautions as well as requiring the container to be sealed, the bolt or bolt carrier removed if possible and shipped in a separate vehicle, accompanying employees must be able to have constant radio contact with the employer and detailed records about the shipment must be kept by the business.

2.2.2.4 Authorisations to Transport Firearms

Authorisations to transport restricted and prohibited firearms will replace the current “permit to transport” and “permit to carry” for target shooters. Such an authorisation will be required any time a restricted or prohibited firearm is transported from one location to another. The basic requirements and conditions set out in the regulations are not substantially different from the current permit to transport requirements, although it is expected that the process will be automated, intended to facilitate obtaining the authorisation to transport restricted firearms. As before, there will not be a fee for this authorisation, and no authorisation will be needed to transport non-restricted firearms. The basic requirements are:

- The CFO must be satisfied that the transportation will not pose a threat to the safety of anyone.
- The authorisation must state the locations between which transportation is authorised and contain the condition that the most direct route be followed.
- It must identify all firearms to which authorisation applies and the reasons for which transportation is required.
- The authorisation must contain an expiry date.

Under the legislation, the only prohibited firearms that may be transported for regular target shooting purposes will be grandfathered handguns with a barrel length of 105mm or less and handguns of .25 or .32 calibre. However, under the Special Authority to Possess Regulations, a person licensed to own other types of prohibited firearms may obtain a special authorisation to transport the prohibited firearm to a shooting range under certain specific circumstances.

2.2.2.5 Authorisations to Carry Restricted Firearms

The regulations establish the circumstances in which an individual can apply for an authorisation to carry¹⁰ a restricted firearm or a prohibited handgun which are not substantially different from the current regulations. Eligible individuals will include people who need firearms for their work such as armoured truck personnel, authorised trappers, and people who work in the remote wilderness.

In rare situations, individuals may be authorised to carry restricted firearms if their life or the life of someone in their care is in imminent danger from another person. However, a firearms officer, assisted by a police investigation, must carry out a threat assessment. Authorisation is only to be given if the police cannot provide adequate protection and if the applicant can justify possessing the firearm for protection from death or serious bodily harm.

The regulations also describe the procedures for applying for such authorisation; the mandatory conditions attached to the authorisation (such as requiring the firearm to be holstered and the carrier to have received proper training); the circumstances in which a notice of refusal or revocation must be given; and the fees for obtaining such authorizations.

2.2.2.6 Exporting and Importing Firearms

Individuals

Regulations concerning the import and export of firearms by individuals are not scheduled to come into effect until January 1, 2001. The regulations will require both residents and non-residents to declare their firearms when entering and leaving Canada and a confirmation number will be provided by the customs officer in each case. Declarations may be done orally if the traveller and the firearm can be sufficiently identified, the firearm is unrestricted and safety is not in question; otherwise a written declaration will be required. Non-residents importing firearms and residents exporting firearms will require a licence and registration certificate (the confirmed declaration serves this purpose for non-residents). Canadian residents importing a firearm into Canada for the first time will require an acquisition licence and approval by the CFO. Once exported by an individual, a replica firearm cannot be imported.

¹⁰ “Carry” generally means in a holster on the body which is distinct from “transport” which generally means the firearm must be in a locked box.

Businesses

Businesses and museums will be required to obtain an authorisation every time they import or export firearms of any type, components or parts of automatic firearms, prohibited devices, prohibited weapons, prohibited ammunition, or restricted weapons.

The regulations set out the procedures for applying for such authorisations. For example, they indicate what type of information businesses must provide in their application. They also stipulate how businesses must label the outer packaging of shipments to enable Customs officials to identify the nature and quantity of items in the shipment.

2.2.2.7 Aboriginal Communities

The Aboriginal Peoples of Canada Adaptations Regulations (Firearms) outline the adaptations of the *Firearms Act* and regulations as they are to be applied in Aboriginal communities. In general, the firearms regulations are to be implemented in a way that respects the Aboriginal way of life, and reflects existing constitutional and treaty rights. For the purpose of these regulations, an Aboriginal individual must be a member an Aboriginal community who engages in the traditional hunting practices of that community.

The adaptations addressed in these regulations primarily relate to adaptations of the licensing requirements found in the Firearms Licenses Regulations. Such adaptations include:

- Statements required as part of a license application can be made orally or through an interpreter where necessary.
- The CFO must take into account the importance of engaging in traditional hunting practices to the applicant based on the recommendations of an elder or Aboriginal community leader.
- Flexibility with regard to age restrictions for the licensing of individuals.
- Flexibility with regard to the criteria to be used in providing alternative certification requirements to the Canadian Firearms Safety Course.

All sustenance hunters and trappers, non-Aboriginal and Aboriginal, will be exempt from licensing and registration fees.

2.2.2.8 Enhanced Border Controls

The 1995 firearms legislation contains a number of measures to more effectively control the flow of firearms into and out of Canada. These measures, to a large extent, reflect the 1995 recommendations of the Firearms Smuggling Work Group¹¹.

As part of the Canadian Firearms Registration System, every firearm that enters or leaves Canada will require either an import/export authorisation for commercial use or a Customs declaration for personal use so that the movement of all firearms across the border can be tracked when they enter and leave the country. Detailed requirements and conditions for businesses wishing to obtain authorisations to import or export firearms are defined in the regulations. Such records will be entered into the registration system by customs officers. Non-residents entering Canada are to be issued renewable authorisations valid for 60 days. New *Criminal Code* provisions for knowingly importing or exporting a firearm without authorisation now carry a mandatory minimum one year prison term. These measures are to be accompanied by increased levels of inspections by customs officers to ensure that imported and exported firearms are properly registered.

2.2.2.9 Shooting Ranges and Clubs

Section 29 of the *Firearms Act* requires that both shooting ranges and shooting clubs obtain the approval of the Chief Firearms Officer in each province and territory. Regulations further sets out the specific requirements that shooting ranges and shooting clubs must comply with to obtain such approval. Shooting ranges used exclusively by public officers and those which are part of a licensed business used exclusively by owners or employees with restricted firearms acquisition licences are exempted from these regulations. The regulations prescribe:

- information which must be provided to the CFO by ranges and clubs in their applications for approval, with the requirement that shooting ranges provide updated information at least every five years;
- the establishment of standards for safe operation of ranges¹²;
- personal injury reporting requirements for ranges and clubs that result from a firearm discharge on the range; and,

¹¹ Department of Justice Canada. *The Illegal Movement of Firearms in Canada*, Report of the Firearms Smuggling Work Group, May 1995.

¹² Shooting ranges will be required to ensure that projectiles will be incapable of leaving the range if discharged in accordance with safety rules; create a system of warning individuals that they are entering a shooting range; ensure that the safety rules are appropriate in the specific circumstances; assign a range officer responsible for safety rules and to be on duty if more than one person is shooting; post safety rules where they will be visible.

- shooting club membership and record keeping requirements for users of restricted or prohibited firearms on a shooting range.

2.2.2.10 Gun Shows

Regulations tabled in Parliament in October 1997 will require the licensing of all gun shows in Canada¹³. Gun show sponsors will be required to apply to the Chief Firearms Officer at least 60 days prior to the show in order to obtain a one-time-only firearms business license for a fee of \$50. The regulations outline the specific information to be included in the application and require the sponsor to identify all exhibitors, notify police of the show, post the license at the show, as well as requiring exhibitors to follow safe handling and display of firearms and record keeping procedures.

2.2.2.11 Public Agents

A separate set of regulations has been developed to cover the specific requirements and responsibilities of public agents¹⁴ with respect to the acquisition, handling, storage, reporting and disposal of firearms. The main provisions of these regulations include:

- Public agents must store on-premises firearms that are not in use in a secure, locked container, vault, safe or room. Unless on standby, off-duty agents must follow the same safe storage regulations that apply to other non-public agent individuals.
- All public agents must receive appropriate training from their employer before they handle firearms.
- All public agencies will be required to report to the Canadian Firearms Registrar all firearms which come into its possession including agency-owned as well as “protected” (i.e. recovered) firearms and an FIN will be issued to those firearms previously unknown to the CFRS. Transferral and disposal of firearms must be similarly reported. Agency-owned firearms which cannot be uniquely identified will have the FIN stamped or engraved on the firearm while protected firearms which cannot be uniquely identified will have a sticker affixed.
- Firearms which are directly imported or exported by a public agency will not require authorisation but they must be reported to the Canadian Firearms Registrar.

¹³ The regulations will cover all gun shows where firearms may be sold as well as display gun shows unless the show is for educational purposes only and is part of a larger event.

¹⁴ A public agent is defined as anyone whose employment includes peace officers, persons in formal training to become peace officers, chief firearms officers, firearms officers, public officers prescribed by regulation and individuals acting on behalf of a police force or government agency.

- Public agencies will not be permitted to sell firearms to the public. Permissible methods of disposal will be transfer to another public agency, CFO or CFRS, or destruction.

2.2.2.12 Firearms Records

The regulations set out the responsibilities of the Canadian Firearms Registrar and Chief Firearms Officers with respect to maintaining, amending and destroying records. Information which must be retained within the CFRS are identified minimum retention periods for the various classes of information are established. Minimum retention periods range from 10 years to eternity, with some records eligible for destruction on the death of the individual for whom the information relates. Personal information is to be protected under the *Privacy Act*.

2.3 Program Component

The program component arising from 1995 firearms legislation consists primarily of the Canadian Firearms Centre (CFC) which was established within the Department of Justice in 1996 and is responsible for the overall implementation of the Canadian Firearms Program. Many of the staff have been drawn on an exchange basis from federal partner departments (Revenue Canada and the RCMP), provincial and municipal police departments. Much of the current work of the CFC is centred upon the development of the Canadian Firearms Registration System which is being co-ordinated with Revenue Canada and the RCMP. The CFC has also completed the regulatory development process, and has been carrying out consultations with provinces, territories, police agencies, gun users, Aboriginal peoples, and other international authorities. The remainder of this section provides a more detailed description of the program.

2.3.1 Roles and Responsibilities

The *Project Sponsor* for the Canadian Firearms Program is the Deputy Minister of Justice who acts as the primary promoter of the program and is responsible for liaising with Treasury Board, Deputy Ministers of program partners and the Minister of Justice regarding high level program and project issues.

The Canadian Firearms Program is directed by the *Project Leader* (Assistant Deputy Minister, Criminal Policy) who is responsible for the successful implementation of the 1995 firearms legislation. The Project Leader is responsible for all components of the program including development, implementation, program support as well high level co-ordination of the project and liaison with federal and provincial partners.

Reporting to the Project Leader are several key officials within the Canadian Firearms Centre including:

- The *Senior Project Manager* is head of the project management team.
- The *Director, Policy and Programs* is head of the program management team.
- The *Co-ordinator, International Issues* is head of the international issues management team.
- The *Director, Public Affairs* is head of the public affairs management team.

Following a reorganisation of the Canadian Firearms Centre in mid-1997, responsibilities were aligned to more clearly recognise the activities which are of a purely developmental nature (CFRS development, project planning, legislative training and communications) which are the responsibility of the Senior Project manager, as distinct from ongoing program and policy initiatives which are the responsibility of the Director, Policy and Programs. Section 2.3.3 describes these responsibilities in further detail.

2.3.2 Federal Partners

Led by the Department of Justice, the implementation of the Canadian Firearms Program involves the direct participation of several other federal departments and agencies. Those with a direct involvement include Revenue Canada (Customs), Solicitor General (Secretariat, RCMP and Correctional Service of Canada) and the Department of Foreign Affairs and International Trade (DFAIT).

Revenue Canada (Customs)

Revenue Canada will be required under the 1995 firearms legislation to ensure that all firearms entering or leaving Canada are registered in the CFRS. Customs activities will include separate procedures for firearms owned by individuals (Travellers) as well as commercial shipments by businesses (Commercial).

There is currently no requirement for the registration of any firearm entering or leaving Canada. Residents are only required to produce an FAC or Import Permit to import a non-restricted firearm while non-residents simply make a verbal declaration. CFO-issued permits are required for anyone wishing to import a restricted or prohibited firearm. Under the 1995 firearms legislation, all firearms imported or exported by individuals, resident and non-resident, will be entered at the point of entry into the CFRS by customs officers who will also verify the reported information and authorisations, inspect the firearm, process the payment of fees and process and issue certain types of authorisations (e.g. temporary licences for non-residents).

All commercial shipments of firearms are already required to be reported to Customs, who verify the documentation and examine each shipment. Under the 1995 firearms legislation, Customs will

continue to perform these functions including verifying authorisations to import or export, inspecting each shipment to verify its contents and recording all imports and exports on the CFRS. Inspections will increase in intensity but will continue to be done on a risk management basis.

RCMP

The RCMP is working closely with the Canadian Firearms Centre in a number of areas including systems development and the Firearms Reference Table (FRT). It is anticipated that once the Canadian Firearms Registration System is fully developed and operational, significant responsibility for ongoing administration of the system may be assumed by the RCMP. The RCMP will also assume jurisdictional administrative responsibilities of the Chief Firearms Officer in those provinces and territories which opt out of the Canadian Firearms Program.

Other Departments and Agencies

The creation of a mandatory minimum four year prison sentence for the use of a firearm in ten serious offences, as well as an amended Section 85 of the *Criminal Code*, may increase the penitentiary prison population due to an increase in convictions and longer prison terms. This would be expected to increase capital and operating costs for the Correctional Service of Canada.

The Department of Foreign Affairs and International Trade (DFAIT) will withdraw from its current role in controlling the importation of firearms but will retain a shared responsibility for the issuance of export authorisations. DFAIT will also continue to be responsible for maintaining a list of countries for which firearms transactions are prohibited. Responsibility for issuing import authorisations will be assumed by the Registrar of the CFRS.

2.3.3 Activities of the Canadian Firearms Centre (CFC)

Program activities associated with the Canadian Firearms Program are largely developmental in nature, with the objective of beginning the phased-in proclamation of the 1995 firearms legislation in October 1998. The key projects currently underway within the Canadian Firearms Centre for which the four senior CFC officials are responsible are:

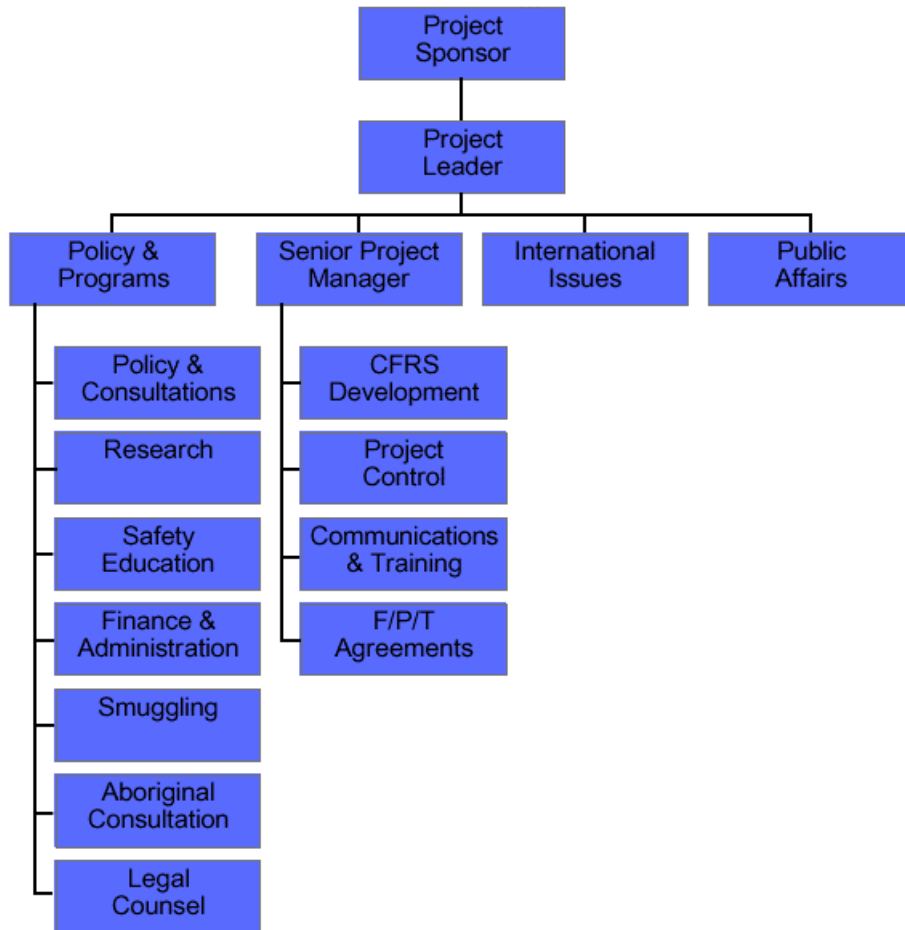
Partnerships and Transition Project

The initial phase has been to establish a framework for the negotiation of agreements with federal partner departments as well as with provinces and territories. Memoranda of Understanding (MOU's) have been signed between the Department of Justice and Revenue Canada, RCMP, Solicitor General, and Foreign Affairs and International Trade. Agreements cover financial issues, levels of service, quality standards and respective roles and responsibilities. The transition component refers to the transitional implementation of the new regulatory processes within each province, expected to occur in 1998. The Senior Project Manager is responsible for the Partnerships and Transition Project.

Communications Project

CFC's communications objectives are to provide information on the Program to all individuals and businesses that must comply and thereby foster compliance with the *Firearms Act*. This objective is to be addressed through a range of communications approaches including advertisements, brochures, fact sheets, exhibits and an '800' line for telephone enquiries. For example, a standardised presentation has been developed for delivery to local groups and associations interested in the issue of firearms control. As well, a series of biweekly bulletins are being sent out to about 30,000 subscribers to explain various components of the 1995 firearms legislation and regulations. The Senior Project manager has overall responsibility for the Communications Project.

Canadian Firearms Centre (CFC)



Public Affairs Project

The Public Affairs function of the Canadian Firearms Centre was introduced in the fall of 1997 with the mandate to support the public affairs aspects of the *Firearms Act* in a manner that facilitates implementation of the new legislation. It will:

- maintain knowledge of the public environment by analysing opinion poll reports, research material, media clippings, correspondence and 1-800 reports, and public discussions;
- develop stronger relationships with external interests by meeting and consulting with them on a regular basis;
- take on the duties of official spokesperson for the Canadian Firearms Centre;
- reinforce public support through the media to restate the benefits of the *Act* to the Canadian society, to eliminate a number of myths and to set the record straight by giving the facts;
- initiate a number of public relations initiatives, such as speaking engagements to Chambers of commerce and service clubs, involvement in workshops and on-site visits to rural communities;
- develop advertising approaches to encourage compliance with the *Act*;
- work closely with all the other components of the Canadian Firearms Centre to offer strategic communications advice and activities.
- The Director, Public Affairs has overall responsibility for the public affairs function.

Policy and Regulations Project

One of the key early deliverables of the Program is the development of Regulations and Orders in Council. Policy and program development is to occur in the areas of

- Policy Development—ongoing policy support for the legislative operating environment and ongoing support for the Deputy Minister and Minister.
- Research—the conducting of research and studies relating to firearms use, program implementation and international issues.
- Regulatory Framework—drafting and passage through parliament of the Regulations required for the implementation of the 1995 firearms legislation.

- **Aboriginal Consultation**—undertaking consultations with Aboriginal leaders and organisations in order to ensure that the 1995 firearms legislation respects Aboriginal treaties and traditional way of life.
- **Federal-Provincial Agreements**—conducting timely negotiations with the provinces/territories in order to identify the implications and responsibilities associated with the 1995 firearms legislation; and to enter into financial arrangements between the federal government and the provinces/territories whereby program costs are effectively shared commensurate with identified responsibilities.
- **Domestic Violence**—develop strategies, programs and products to address issue of domestic violence.
- **Trafficking/Smuggling**—preparation for, and participation on the National Working Group on the Illegal Movement of Firearms (NWGIMF).
- **Safety Education**—reviewing current training course and updating manual and materials to reflect the 1995 firearms legislation provisions. The Canadian Firearms Safety Course had originally been developed by the Department of Justice as part of previous legislation requiring FAC applicants to have passed a test on the safe handling of firearms. To reflect the 1995 firearms legislation, the course is being redeveloped to split the existing material into two separate courses: one for unrestricted firearms and a separate course for restricted firearms. This is in recognition that the large majority of firearm acquisitions are non-restricted.

The Director, Policy and Programs has overall responsibility for these activities, as well as for administration and finance functions for the Canadian Firearms Centre.

Legislative Training Project

Changes in the administration and enforcement of firearms policies and related *Criminal Code* amendments arising from the 1995 firearms legislation are substantial. In response, extensive training plans are being developed which will have to be implemented before the 1995 firearms legislation is proclaimed into force. Training materials, such as *the Canadian Firearms Manual*, are being designed and will be delivered to an estimated 75,000 people covering a range of CFC partners across Canada. Prominent among these partners are:

- Approximately 2,000 firearms officers, most of whom are police officers or civilian employees of police agencies or provincial governments.
- Approximately 52,000 police officers performing patrol duties, including aboriginal police.
- Approximately 4,000 customs officers and other Revenue Canada personnel.

- Approximately 3,000 provincial Crown Prosecutors.
- Approximately 4,000 federal and provincial non-police enforcement officers, including fishery and wildlife officers.
- Approximately 4,000 firearms dealers.

Training packages will be developed in response to the distinct information needs of each type of partner. Delivery of the training is to employ a train-the-trainer model. The timing of the planned training activities is intended to support those provisions of the legislation taking effect in 1998.

The Senior Project Manager has overall responsibility for the Legislative Training Project.

Business Process Engineering (BPE) Project

This project, now completed, is to ensure that the licensing and registration system (CFRS) will satisfy the overall policy objectives and business requirements of the federal government, the results of which are being used to design the detailed system. Phase I of the BPE project began in September 1995 with the development of the high level Conceptual Model for the CFRS, identifying the key business requirements of the 1995 firearms legislation. The development of a Functional Model as Phase II was completed in February, 1996. Phase III, the Structural Model for the CFRS was deemed completed on October 18, 1996 with the formal sign-off of the Chief Firearms Officers for the participating provinces and concluded the Information Engineering stage of the system development. The Systems Design stage is now underway. The Senior Project manager has overall responsibility for the BPE Project.

CFRS Project

The Canadian Firearms Registration System Project is to develop the centralised information system with Canada-wide access and is to include data, software, hardware, communication facilities, administration and operating personnel. The CFRS project development team includes representatives from the Department of Justice, RCMP and Revenue Canada. The CFRS will be released in multiple phases, to parallel the implementation of licensing and registration of the Canadian Firearms Program. The first release ("Release 1") is planned for 1998 to allow for the initial licensing of owners and firearm registration to begin. Subsequent releases of the computer application will be delivered through 1999. The CFRS is to be integrated with the information systems of the RCMP, Canada Customs and local police forces. The CFRS will be located in Mirimichi, New Brunswick.

The Senior Project Manager has overall responsibility for the CFRS Project.

Information Management Project

This project will address the production, storage, access, and dissemination of the information to be gathered as part of the licensing and registration system and to identify information requirements needed to fulfil other program objectives. The Senior Project Manager has overall responsibility for the this project.

Participation in International Firearms Initiatives

Canada has been a prominent participant in recent international consultations and negotiations on firearms issues. These activities have been bilateral (most importantly with the U.S. in relation to transborder shipments and smuggling of firearms), multilateral (within the G7/P8 and OAS on issues of transnational organised crime and trafficking in drugs and firearms) and globally (through U.N. initiatives on firearms regulation). CFC staff are playing a leadership role in advancing these efforts which are of both international significance and critical to Canada's success in achieving domestic objectives related to the illicit movement of firearms into and through Canada. At the most practical level, Canada's goals will be advanced through the development of common procedures and systems for information exchange, firearms identification, and import/export documentation, and through sharing of criminal intelligence on the illicit movement of firearms. The Co-ordinator, International Initiatives has overall responsibility for these activities.

Committees

There are several key committees which have been established to serve as either advisory or program management functions:

- The *Working Sub-committee to the Ministerial Committee* was established in October 1997 to oversee plan achievement of the firearms program. The Sub-committee is chaired by the Deputy Secretary to the Treasury Board and consists of ADMs and Chief Information Officers (CIOs) from Revenue Canada, RCMP, Solicitor General, the Department of Foreign Affairs and International Trade (DFAIT), Privy Council Office (PCO) and the Department of Justice. The Sub-committee reviews the monthly progress reports submitted by all partners. The Sub-committee replaced the Senior Project Advisory Committee (SPAC), dissolved in September 1997, which was chaired by the Project Leader and had been a steering committee of senior management responsible for ensuring the effective implementation of the 1995 firearms legislation.
- F/P/T Senior Officials Committee, chaired by the Project Leader, consists of government representatives from each province and territory. This committee addresses F/P/T jurisdictional matters, co-ordination of policy, implementation and communications issues at a general level.

- The Interdepartmental Management Forum (IMF) was established in mid-1997, replacing the previous Interdepartmental Management Committee. The IMF is chaired by the Senior Project Manager and consists of senior operational staff representing each of the federal program partners. The IMF meets on a monthly basis and provides a forum for the exchange of information and provides a certain amount of decision support on higher level project-specific issues.
- The Minister's User Group on Firearms (UGF) was established in November 1995 to provide advice on the development and implementation of the Canadian Firearms Registration System. It provides a forum for the expression of views, concerns and advice by firearms users. The committee is chaired by the Project Leader.
- Other working level committees include the Project Management Committee (PMC), CFC Management Committee (CMC) and the Plenary CFO Committee (PCC) and its sub-committees.

2.3.4 Financial Framework

The Canadian Firearms Program has a cost recovery objective associated with its development and ongoing management through the establishment of user fees for the licensing of owners and the registration of firearms. Recoverable costs are to include most of the costs associated with the development and ongoing management of the Canadian Firearms Program including the full costs associated with the CFRS.

Due to a number of factors including provincial and territorial roles in administering the program and the extent to which individuals will avail themselves of the reduced fees for early participation, there is still some of uncertainty associated with costs and revenues. When the 1995 firearms legislation was passed by Parliament, it was originally estimated that over a five year implementation period from 1996 to 2000, these costs would reach nearly \$120 million of which \$85 million would be the costs of developing the CFRS¹⁵. This would not include costs incurred by the corrections and parole systems for tougher penalties associated with the Canadian Firearms Program which are not subject to cost recovery. In order to amortise front-end development costs over a reasonable period of time, total cost recovery was originally expected to occur over 12 years (by the year 2006, which would have covered the seven year implementation and another five year renewal cycle).

These cost projections do not include provision for direct federal delivery in those provinces/territories where the federal government will have to assume local responsibility through

¹⁵ Department of Justice Canada. *Financial Framework for Bill C-68* (deck), April 24, 1995.

the RCMP, nor does it include several other provisions of the program later added, such as spousal notification. Due to the uncertainties and risk factors associated with implementation, the financial requirements and cost recovery plan will need to be reviewed on a regular basis.

3. ISSUES AND DATA SOURCES

3.1 Objectives of the Canadian Firearms Program

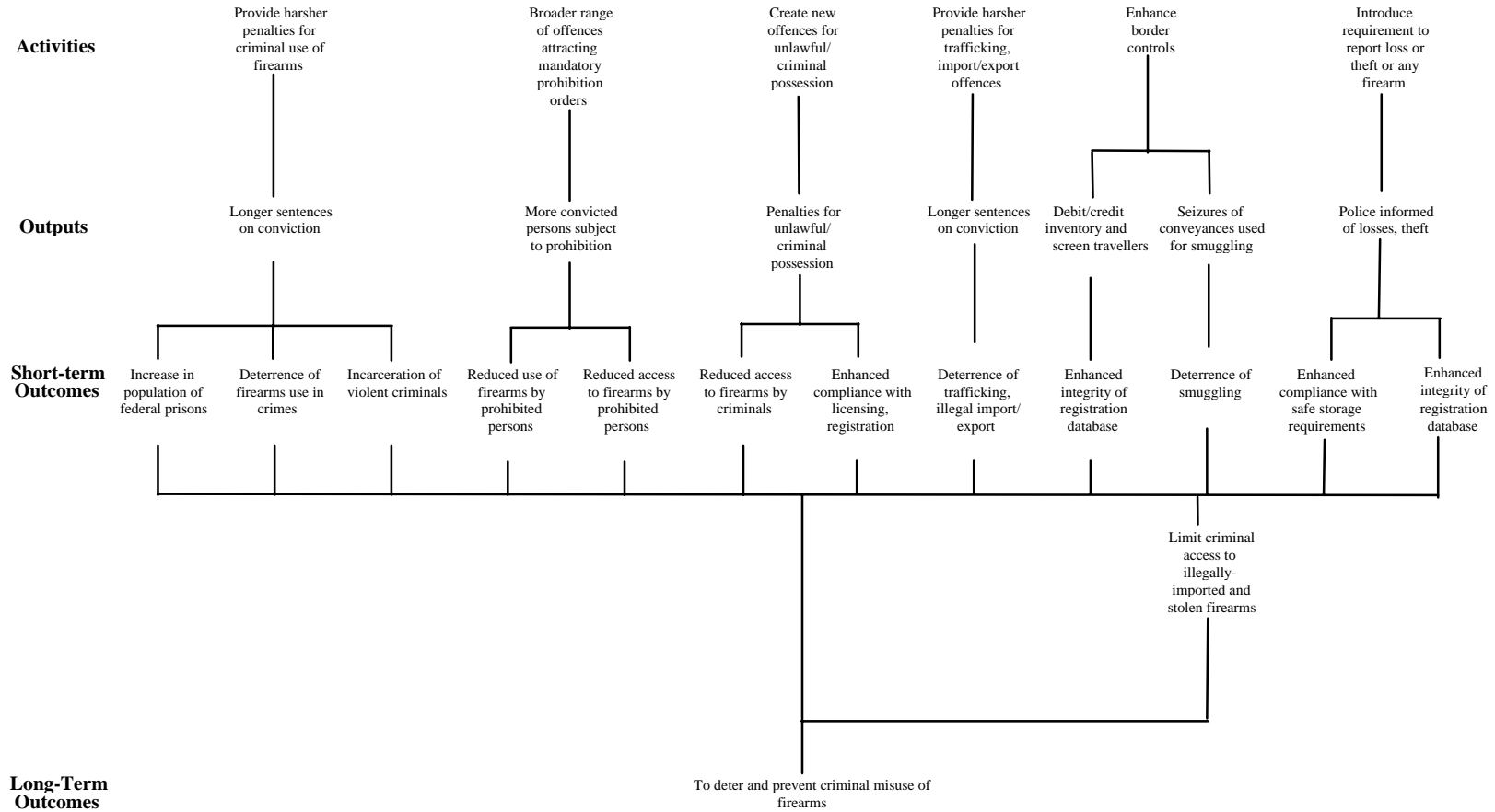
We begin our discussion of evaluation issues by restating the overall policy objectives of the Canadian Firearms Program, which are to:

- Maintain the non-violent character of Canada.
- Preserve the health and personal safety of Canadians.
- Reduce the criminal misuse of firearms.
- Reduce firearm suicides and accidents.
- Improve cost-recovery and cost-effectiveness

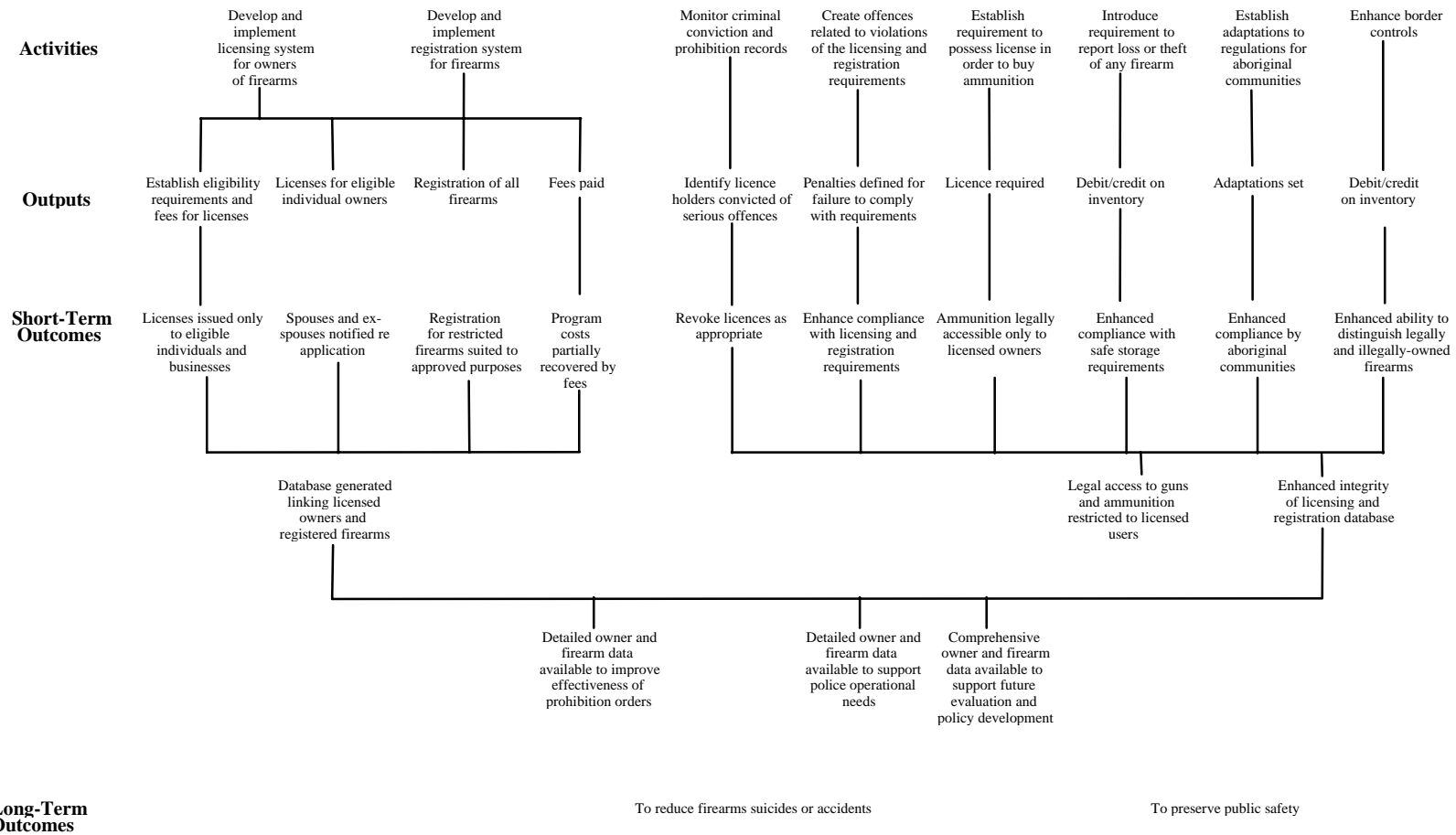
3.2 Logic model of the Canadian Firearms Program

In order to succinctly describe the logic linking the components of the firearms legislation and the objectives and outcomes of the program, two logic models were developed, one for those measures directed primarily at deterrence, another for those measures directed primarily controlling access to firearms. These logic models formed the basis for the identification of key evaluation issues and development of an evaluation design. The logic models are presented below as Exhibits III-1 and III-2. A third logic chart which follows the first two provides a higher level summary of the overall logic of the 1995 legislation.

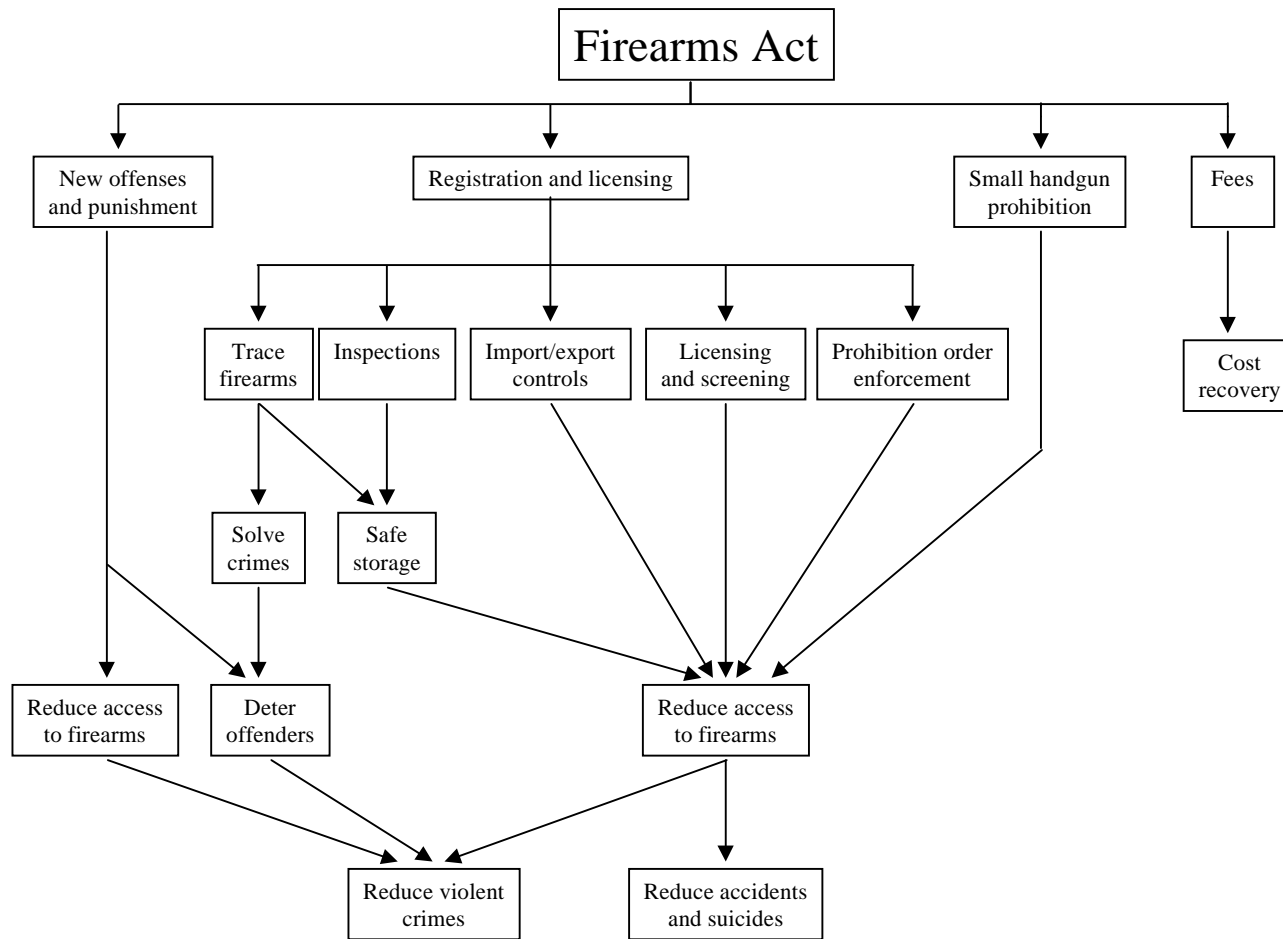
MEASURES TO DETER THE MISUSE OF FIREARMS



MEASURES TO CONTROL ACCESS TO FIREARMS



SUMMARY LOGIC MODEL OF THE 1995 FIREARMS LEGISLATION



3.3 Potential Evaluation Issues

The Canadian Firearms Program is a complex initiative involving legislative, regulatory and program elements and multiple partners at several levels of government. Its evaluation will similarly need to include both a legislative evaluation approach as well the more traditional “program” evaluation approach including a review of interdepartmental and intergovernmental program design and delivery issues.

Evaluation issues are structured to examine the broad areas of: program structure, program delivery, program results and program cost-effectiveness. The more specific evaluation research questions, indicators and data sources relating to individual program components and results associated with each issue are listed in Appendix B.

3.3.1 Program Structure

The Canadian Firearms Program is a major new program requiring the participation of a number of diverse agencies across different levels of government. It includes the development and implementation of a major new IT system as well as a large number of legislative changes to the *Criminal Code* and the establishment of the *Firearms Act*. The overall issue relating to program structure concerns the extent to which the organizational structure of the Canadian Firearms Centre has facilitated the efficient, accountable and successful implementation of the program. This issue includes the degree to which the various partners and stakeholders have participated in and been consulted on the program and the success of the planning and co-ordination across the federal, provincial and local partners. Specific issues relating to program structure will therefore include:

- To what extent has the organizational structure of the CFC contributed to efficient and accountable implementation of the program?
- To what extent have provinces and territories participated in the development and implementation of the program and are their perspectives addressed in the program design?
- How well was the work co-ordinated across the federal agencies responsible for designing and implementing the program?

3.3.2 Program Delivery

Issues related to program delivery of the Canadian Firearms Program address the success in implementing the various components of the program. The key components of the program which would be assessed from a delivery perspective would include licensing and registration, legislative

training and communications since the successful delivery of each of these components will have a major bearing on the overall success of the program.

Communications includes both the activities of the Communications group and the Public Affairs group within the CFC as well as communications activities of partner departments. Communications issues will include the extent to which individuals and businesses understand their specific obligations under the Act as well as the overall levels of public acceptance and support of the program among the general public.

Other components of the program which would be examined from a delivery perspective include redesign and delivery of the Canadian Firearms Safety Course and the delivery of the program in Aboriginal communities. Key specific issues to be examined as part of program delivery therefore include:

- Has the Canadian Firearms Registration System been successfully designed and implemented by federal agencies given the objectives of the program?
- To what extent have the communications and public affairs functions supported the successful delivery of the program and made firearms owners aware of their obligations under the *Firearms Act*?
- How well have police officers, firearms officers, customs officers and court officials been informed and trained in respect of their roles and responsibilities under the program?
- How well have the other components of the program been implemented by the CFC and partners?

3.3.3 Program Results

Program results relate to the extent to which the program has achieved its stated objectives and whether any other outcomes, positive or negative, can be attributed to the program. Program results include the *outcomes* associated with specific components as well as the whole of the Canadian Firearms Program. These issues address the extent to which the program will have successfully achieved its longer term objectives involving a reduction in the misuse of firearms. The identified issue areas include the specific contribution of individual components of the program and legislation toward achieving these longer term outcomes as well as the overall long term success of the program and legislation in reducing the misuse of firearms.

The specific issues being proposed which relate to the results of the Canadian Firearms Program are as follows:

- To what extent has the licensing and registration system successfully controlled access to firearms by unauthorised persons thereby contributing to community safety?
- To what extent have increased border controls contributed to the integrity of the licensing and registration system and reduced firearm smuggling?
- Have the new offences and penalties in the *Criminal Code* deterred offenders from engaging in criminal acts involving firearms?
- Has the prohibition of short-barrelled and .25/.32 calibre handguns led to a reduction in the criminal misuse of these firearms?
- To what extent are other individual components of the program (such as prohibition orders and international efforts) contributing to the reduction in the misuse of firearms?
- To what extent has the Firearms Program as a whole contributed to a decline in the rates of firearms misuse (crime, accidents and suicides) and increased overall public safety?

3.3.4 Program Cost-effectiveness

The cost-effectiveness of a program is the extent to which it represents the lowest cost and most appropriate and efficient means for achieving its objectives, relative to alternative design and delivery approaches. In the case of the Canadian Firearms Program, there are a number of related cost-effectiveness issues to be considered. For example, there is a cost recovery objective associated with the development and ongoing management of the program through the collection of user fees for licensing and registration. It is also an objective of the program to improve the overall cost-effectiveness of the licensing system through the automation of the primary screening process. The basic cost-effectiveness issue for the program is therefore as follows:

- What have been the overall costs of the Canadian Firearms Program and have these costs been recovered through fees?
- Has the program been delivered in a cost-effective manner compared to alternatives?

3.4 Data sources

3.4.1 Uniform Crime Reporting System (UCR)

Aggregate UCR

The Aggregate Uniform Crime Reporting (UCR) Survey became operational in Canada in 1961 as a joint effort by Statistics Canada and the Canadian Association of Chiefs of Police. Since then, it has provided an important framework for the measurement of crimes reported to the police and has provided a basis for comparing different jurisdictions as well as trends over time in Canada. Data elements collected by the Aggregate UCR are confined to three general categories: type of offences, offences cleared (by charge or otherwise) by type of offence, and numbers of persons charged (adults and young offenders by sex). For violent offences (except robbery), an offence is recorded for each victim although no information is available about the victim(s). UCR survey data reflect reported crime that has been substantiated through police investigation.

Advantages of the Aggregate UCR Survey include:

- The data cover all of Canada providing a comprehensive reporting of criminal incidents reported to the police.
- The Aggregate UCR Survey has been continuously used since 1961 providing a lengthy longitudinal indicator of crimes in Canada. Reliance on data from years prior to 1977 is not recommended, due to methodological inconsistencies in reporting practices.

The recognised limitations of the Aggregate UCR Survey include:

- The limited number of data elements collected precludes any analysis of the circumstances of the crime, or significant information about the victim(s) and offender(s).
- Limited data are collected on specific use of firearms in crimes. For example, firearm robberies are measured separately only from 1977 onward, and “offensive weapons” offences include firearms as well as other weapons.
- The data are collected in aggregate form from police departments on a monthly basis which further limits any analysis of the context of specific criminal incidents. Collection of the information in this way also separates the number of reported crimes from the clearance reports which delinks specific monthly crimes from clearances.
- The lack of contextual and circumstantial information relating to criminal incidents severely limits the ability to develop structural statistical models, reducing the explanatory power of an

impact analysis as it relates to gun control. This was one of the key challenges facing previous evaluations of gun control in Canada.

- The Aggregate UCR classifies incidents according to the most serious offence in the incident, although violent offences always take precedence over non-violent offences. Less serious offences are therefore under-reported.

Revised UCR

With the formation of the Canadian Centre for Justice Statistics (CCJS) within Statistics Canada in the early 1980's, development began on a revised UCR Survey in recognition of the limitations associated with Aggregate UCR. The Revised UCR Survey provides significantly more detailed information for analysing crime patterns in Canada since the data are submitted by police at the incident level rather than in aggregate form. The micro level data as part of the Revised UCR Survey capture information on the characteristics of incidents, victims and accused persons.

The Revised UCR Survey has undergone a phased implementation in that police have only gradually adopted the revised system, with the first two police forces submitting the incident-based data in 1988 (Fredericton and Niagara). Other police forces have gradually joined the Revised UCR to the point that in 1996, there were 154 police forces in six provinces included, representing 47 per cent of national criminal incidents. The RCMP and the OPP are still notably absent from the Revised UCR Survey which results in an under-representation of incident-based data for rural areas. To ensure continuity of the long term data, Aggregate UCR information is maintained by the CCJS through a conversion of incident-based data to aggregate counts each year.

The data collected by the Revised UCR on the incident record includes up to four of the most serious offences committed, clearance status, as well as the location and the type of firearm or other weapon used. The accused record includes date of birth, sex, race, whether alcohol or drugs were consumed and the specific charges laid. The victim record (for violent crimes only) includes date of birth, sex, race, use of alcohol or drugs, level of injury, type of firearms or other weapon and relationship to, and cohabitation with the perpetrator. Firearm type distinguishes between fully automatic, sawed off rifle/shotgun, handgun, rifle/shotgun and "other firearm-like weapons", as well as whether or not the firearm is real or a facsimile. The amended *Criminal Code* offences defined by the 1995 firearms legislation will be included in the Revised UCR Survey when the legislation is proclaimed.

The use of both Aggregate UCR and Revised UCR data will be important for the quantitative component of the impact evaluation. Aggregate UCR will provide the long term time series data necessary to extend previous evaluation work of gun control to assess the overall long term impacts of the 1995 legislation on the rate of certain firearm related criminal offences. The Revised UCR Survey will permit the evaluation to examine, for some jurisdictions in Canada, changes in the circumstances surrounding firearms related crimes following the introduction of the Canadian

Firearms Program as well as the rates of firearm related criminal offences not captured in the Aggregate UCR.

3.4.2 Homicide Survey

Statistics Canada has collected police-reported data on homicide incidents through the Homicide Survey since 1961. In Canada, homicide is classified as first degree murder, second degree murder, manslaughter or infanticide. Deaths caused by criminal negligence, suicide, accidental or justifiable homicide are not included in the definition of homicide or in the Homicide Survey. The data include information on victim characteristics, accused characteristics, cause of death, type of firearm or other weapon used and the location of the incident. The Homicide Survey was revised in 1991 to add data such as alcohol/drug use by the victim or accused and previous domestic violence in family-related homicides. Further enhancements were recently made to collect additional firearm-related data including registration information. The homicide count for each time period indicates when the incident was reported to police and not necessarily when it actually occurred.

3.4.3 Causes of Death Survey

Statistics Canada, through the Canadian Centre for Health Information, began collecting data on causes of death in eight provinces in 1921. Quebec entered the system in 1926, Newfoundland in 1949 and the territories in 1956. Deaths are categorised as due to one of accident, homicide, suicide, legal intervention, natural causes or undetermined causes. Since 1965, the database has included data on firearms as a cause of death.

3.4.4 Hospital Morbidity Survey

Provincial Ministries of Health are responsible for the collection of hospital morbidity statistics, including admissions resulting from firearms wounds. The database covers all provinces since 1983/4; the territories have not yet computerised these records. Counts are available of the numbers of cases of admissions resulting from firearms injuries caused by others, self, accidents, legal intervention and undetermined.

3.4.5 Adult Criminal Court Survey (ACCS) and Youth Court Survey (YCS)

The ACCS maintains a database of statistical information on appearances, charges and sentences in adult criminal courts. The data is derived from jurisdictional data bases covering about 80 per cent of the country. The YCS is the young offender counterpart to the ACCS. For both surveys, cases involving firearms can only be identified by the Criminal Code section and sub-section of charges

laid. Therefore, while some offences necessarily involve the use of a firearm, other offences such as robbery do not indicate whether a firearm was involved.

3.4.6 Canadian Firearms Registration System (CFRS)

The CFRS will provide a substantial amount of data required for the administration of the Canadian Firearms Program as well as for evaluation analysis and ongoing research and program monitoring.

The CFRS is still undergoing development with a number of details relating to its final structure and the content is still somewhat uncertain. As such, the future availability of specific data elements is still not definitively established. Basic information which is expected to be maintained by the CFRS and which will be necessary for evaluation purposes will include:

Firearms Licensing

Information specific to individuals who have applied for firearms licenses will be maintained including license information, their address, occupation, safety course data, marital status, date of birth, aboriginal status and other background information used for screening purposes (including results of background checks).

Firearms Registration

Information relating to all registered firearms in Canada as submitted by their owners at time of registration or as noted from a physical verification examination, including make, model, calibre, action, barrel length, serial number and class. Further information about each firearm will be available through the Firearms Reference Table. It is expected that each firearm will be able to be uniquely identified through the issuance of Firearm Identification Numbers. Each firearm will be associated with its current owner and previous owners (from the initiation of its registration history).

Firearms “Events”

Events refer to a variety of transactions within the CFRS which will trigger some type of action (such as the revocation of a license). In the longer term, it is expected that information relating to all recovered firearms will be entered into the CFRS for tracing or confirmation of ownership purposes. However, in the shorter term, a separate system is being developed specifically for the Recording and Tracing of Recovered Firearms. This parallel system is being developed for law enforcement and investigative purposes, in addition to serving the needs of research and evaluation.

Other Information

Other information will be retained within the CFRS including data on firearms inspections, authorisations, firearms prohibition orders, firearms businesses, fee revenues, safety training, shooting ranges and shooting clubs.

Historical information will be maintained in archive form to allow analysis over time.

CFRS Evaluation Data Requirements

In addition to the basic “tombstone” information on licenses and registrations, the following are specific CFRS evaluation data requirements which have been identified as part of this evaluation framework.

- System-generated data on errors detected in records
- Data on user errors (related to training)
- Numbers and types of offences relating to firearms’ owners obligations under the Act by license status of owner
- Numbers of license refusals and revocations by type of license by reason
- Numbers of firearms surrendered (turned in) by license status of individual and by firearm class
- Numbers of reports of loss and thefts
- Numbers of charges of unsafe storage
- Results of safe storage inspections
- Recovered firearm trace results (eg registration status, reported lost)
- Circumstance surrounding firearm recoveries (eg criminal incident type, type of safety concern, etc)
- Numbers of registered firearms by class by type of license
- Frequency of access by police of CFRS data at level of individual address when on calls
- Numbers of firearms seizures by reason (eg crime, prohibition, safety issue)
- Number of firearms incidents involving prohibited individuals
- Proportion of sentences for applicable offences which included prohibitions
- Numbers of prohibition orders issued, with indication of circumstances
- Time and effort required to process applications for licenses, registration certificates and authorisations
- Fees collected for licensing and registration
- UCR and police case number where applicable for linkage purposes

Most of the information identified for evaluation purposes will be collected as part of the CFRS/CPIC system. In some cases, for example criminal incidents involving firearms, the inclusion of a police case number and/or UCR link capability will enable the evaluator to link to much of the necessary data.

3.4.7 Other Qualitative Data

As set out in detail in the list of evaluation questions, great reliance will be made of a variety of qualitative data sources, particularly at the front end of the evaluation process when implementation issues are being addressed. These will include extensive file and documentation reviews, and interviews with all key participants in the firearms program at virtually all levels of government and other interest groups, including law enforcement officials, program managers, administrators and court officials.

4. EVALUATION PLAN

This section of the evaluation framework describes the evaluation activities and proposed schedule for both the short term and long term. The Canadian Firearms Program has not yet been implemented, with some of the final details yet to be established (expected in 1998). As well, the transition period toward full implementation will constitute a lengthy period of time with full implementation not scheduled until January 1, 2003 (the deadline for all guns to be registered). The evaluation plan set out in this section should therefore be considered tentative and subject to revision as full program details and the operating environment unfold.

4.1 Firearms Evaluation Group

The Firearms Evaluation Group is a working level committee of evaluators and program managers representing the key federal departments involved in the development of the Canadian Firearms Program (Revenue Canada, RCMP and Justice) and also includes Treasury Board Secretariat's Government Review and Quality Services Division. The group will provide a forum for the co-ordination of each department's evaluation activities and for participation in the development of those evaluation plans and products which have an interdepartmental perspective, led by the Department of Justice. The group will remain in place through the planning and evaluation stages of the Canadian Firearms Program.

As an interdepartmental program under the leadership of the Department of Justice, each of the key federal partner agencies will be responsible for conducting evaluation activities falling under their respective jurisdictions. Partners who will be carrying out evaluations include Revenue Canada, the Royal Canadian Mounted Police and the Department of Justice. All of these evaluation activities will be co-ordinated by an interdepartmental Firearms Evaluation Group which will also be responsible for approving the overall evaluation of the Canadian Firearms Program.

Specifically, the purpose of the Firearms Evaluation Group is to ensure that:

- There is neither duplication nor gaps in evaluation activities across departments;
- Evaluation activities and resources are properly allocated across partner departments by the Department of Justice;
- Timing of departmental evaluation activities are synchronised;
- Evaluation activities are synchronised with program development;

- Evaluation activities reflect the priorities and interests of all affected departments where appropriate.

The firearms evaluation group includes program manager representation from the key partner departments in order to provide expert advice to the program evaluators, to facilitate the consultation process with program management, to ensure full program management participation in the evaluation process and to ensure that partner departments and central agencies are able to fully participate in the evaluation.

4.2 Performance Measures

Performance measures are an important management tool that can be used as part of the planning and control processes. Essentially, performance measures assist managers to devote formal attention to results (and associated resources) and to describe the results to be achieved both in terms of the benefits and impacts on client groups as well as the more strategic outcomes anticipated. The implementation of performance measures has five primary objectives:

1. The process encourages priority setting based on program objectives and client needs. This can lead to better utilisation of resources than relying solely on priority setting based on past activities.
2. It encourages innovation by focusing on results rather than on work processes and would allow managers to manage their activities. In addition, performance measures provide a concrete sense to employees of how they contribute to the work of the organisation.
3. The process also changes the way that the organisation perceives its lines of business. Rather than focusing on activities *per se*, the process of developing performance indicators forces the organisation to focus on what results are produced.
4. The development and implementation of performance measures improves program performance by ensuring that activities are contributing to concrete results. As part of this process, performance is planned (i.e., targets are set), monitored and assessed. As a result, good performance is identified, maintained and copied while unsatisfactory performance is altered or terminated.
5. Performance monitoring strengthens accountability allowing a better understanding of program activities and results by senior managers, central agencies and Parliament. In this regard, the performance measures, once finalised, will be used to prepare annual reports to the Treasury Board Secretariat on the success of the program.

The methodology which would be employed for the development of performance measures would consist of contracting with a consultant who specialises in facilitating group sessions in the identification of performance measures. The consultant would first spend time becoming familiar with the program. Time would then be spent developing performance measures with each of the organisational work groups within the Canadian Firearms Centre.

4.3 Implementation Evaluation

In order to provide preliminary early results on the success of program implementation, an initial evaluation will be launched one year following the implementation of the legislation. This implementation evaluation will allow for corrections and improvements to be made to the program itself as well as to the performance information being collected as part of the program. Issues which will be addressed by the implementation evaluation will be largely operational in nature, dealing primarily with program structure and delivery. The focus of the enquiry will be on program activities and outputs including infrastructure, the extent to which they have been successfully implemented, the overall appropriateness and consistency of program design and the success of program co-ordination among federal partners and other levels of government. Most issues relating to program results or cost-effectiveness will not be directly addressed as part of this study given the lack of data which will be available at that time, as well as the fact that the transition toward the new regime will still not be completed. However, to the extent such information is available, some data on short term results and cost-effectiveness will be reviewed.

Issue areas to be addressed by the implementation evaluation will include:

Program Structure

- Extent to which the organizational structure of the CFC contributed to efficient and accountable implementation of the program
- Extent to which provinces and territories participated in the development and implementation of the program and whether their perspectives are addressed in the program design
- Whether the work was well co-ordinated across the federal agencies responsible for designing and implementing the program

Program Design

- Whether the Canadian Firearms Registration System been successfully designed and implemented by federal agencies given the objectives of the program

- Extent to which the communications and public affairs functions supported the successful delivery of the program and made firearms owners aware of their obligations under the *Firearms Act*
- How well police officers, firearms officers, customs officers and court officials have been informed and trained in respect of their roles and responsibilities under the program
- How well other components of the program been implemented by the CFC and partners

Much of the data required for the implementation evaluation will be qualitative in nature and based on interviews with key participants in the program as well as a review of program files. The other key source of data for the implementation evaluation will be the Canadian Firearms Registration System (CFRS) which will be able to provide a certain amount of initial administrative and performance-based information relating to the initial experience with licensing and registration.

Work on the implementation evaluation should begin one year following program launch and be completed with findings and recommendations one year thereafter (October 2000). Each of the three key federal partners will carry out implementation evaluations and these evaluation results will be consolidated with supplementary data collection on interdepartmental issues to form the overall implementation evaluation of the Canadian Firearms Program. The implementation evaluation will include conclusions and formal recommendations on potential modifications to the program as well as the adequacy of performance measurement information being collected for the program by the Department of Justice and partner agencies. The development of the overall implementation evaluation will be carried out by the Department of Justice in consultation with other federal partners.

4.4 Ongoing Monitoring

Following the implementation of the program and the subsequent implementation evaluation, an ongoing program of performance monitoring should be established to provide regular feedback to program management on the progress being made. This will be especially critical during the period of transition toward full mandatory licensing (year 2001) and registration (year 2003). Many of the quantitative performance indicators will be available from and generated by the CFRS and UCR data systems. Monitoring information which would be reported on an annual basis include all of the elements listed in the previous chapter under CFRS data requirements. Other qualitative information should also be gathered from interviews with key operational and law enforcement staff and integrated with the quantitative information.

This ongoing monitoring would update the results of the implementation evaluation and should be assembled, analysed and reported on an annual basis.

4.5 Cost-effectiveness Study

The Canadian Firearms Program represents a substantial initial financial investment by the federal government which is required, over the long term, to be subject to full cost recovery through user fees charged to individuals and businesses for specific licenses, registration and other transactions. These costs, as well as other private costs associated with compliance to the requirements of the program, are therefore expected to ultimately be borne by the private users of firearms. This study, which should be conducted on a summative basis following the implementation of the program, will be intended to provide both a descriptive accounting of program costs and revenues, as well as to review the appropriateness of the fee structure in light of actual program costs, and the extent to which unintended costs are being borne by other levels of government and the police. In addition to the analysis of quantitative financial and cost data, other qualitative information should also be gathered from interviews with key operational and law enforcement staff and integrated with the quantitative information. This work will be carried out by the Department of Justice in consultation with other federal partners.

4.6 Program Result Studies

The Canadian Firearms Program is expected to be initially implemented in October 1998 with an extended transition phase leading to full implementation in 2003 when all firearms in Canada will have to be registered. The FAC system for acquiring firearms will be replaced with acquisition licenses in 1998 while firearms owners who do not require acquisition privileges will have until 2001 to obtain non-acquisition licenses. This phased approach to implementation means that in all likelihood, the impacts of the program will also be gradually realised over time as part of a process toward 2003. Given the need for a sufficient period of post implementation experience and the inevitable lags required for collecting such data, the evaluation of the *full* impacts of the Canadian Firearms Program cannot be thoroughly completed until near the end of the next decade. The gradual manner in which implementation will occur will also pose methodological challenges from an evaluation standpoint since the usual “policy off/on” methodology frequently used for time series legislative evaluations will require adjustment and adaptation, requiring more than a simple pre-post comparison.

Despite the extended period of time necessary to evaluate full impacts, some preliminary work should be carried out prior to the end of the implementation phase-in period. In addition to providing an early indication of the preliminary impacts of the program, allowing for corrective action if necessary, it will also provide important baseline information for the final evaluation on program results.

Evaluation of Licensing and Registration

The key infrastructure underpinning the Canadian Firearms Program involves the development and implementation of the Canadian Firearms Registration System which provides for an enhanced level of screening for owners of firearms as well as the registration of all firearms. The system will also include a centralised process for the issuance of various authorisations including authorisations to transport and authorisations to carry for restricted and prohibited firearms.

This interdepartmental evaluation component study will cover a variety of primarily outcome-related issues concerning the issuance of firearms licenses for individuals and businesses including the efficiency and overall success of the screening process, spousal notification and refusals and revocations. As part of this study, a review will be made of the extent to which technological efficiencies and improved screening have been realised in the application and screening processes for acquisition licenses as compared to the previous Firearms Acquisition Certificate system, as well as the extent to which the introduction of non-acquisition licenses have facilitated the removal of firearms from unsafe situations.

Firearms registration will also be examined as part of this study. As one of the more controversial components of the Canadian Firearms Program, it will be important for the evaluation to bring as much objective empirical data as possible to issues concerning the outcomes associated with universal firearms registration. The study will therefore review the specific usages and outcomes of the firearms registry in order to provide estimates of the benefits of registration in terms of police and public safety, and the role registration plays in encouraging the accountability of firearms owners, the removal of firearms from unsafe situations and in facilitating police investigations.

A component of this study should be specifically devoted to evaluating the provisions of the program relating to restricted and prohibited firearms. For example, included in the design of the CFRS are functions providing for authorisations to transport and authorisations to carry restricted and prohibited firearms to individual applicants. The evaluation study will examine the efficiency of the centralised approach compared to the previously decentralised method of issuing such authorisations and examine its contribution in reducing the misuse of restricted and prohibited firearms. The study would also examine the outcomes associated with the statutory prohibition of small calibre and short barrelled handguns.

The main overall emphasis of this study will be on the direct impacts of licensing and registration on the misuse of firearms using data available through the CFRS and other related databases as well as through qualitative data including interviews with national, provincial, territorial and local law enforcement and firearms officers.

This study should be initially carried out prior to the end of the implementation phase-in period and then updated several years following the full implementation of the program. Each of the three key

federal partners would contribute to this interdepartmental evaluation through their departmental evaluations. The evaluation will be managed by the Department of Justice.

Impacts on Firearms-Related Criminal Behaviour

An evaluation study on the use of firearms in specific criminal offences is proposed. The intent of this study will be to track the incidence of reported criminal offences which involve the use of a firearm in selected jurisdictions based on the Statistics Canada's Revised Uniform Crime Reporting System. This will allow for a comparison of firearm-related criminal behaviour (such as Section 85 and unsafe storage) before and after the implementation of the Canadian Firearms Program to gain a clearer understanding of the effects of the program on the incidence of such crime. The contextual information available from UCR2 in conjunction with the CFRS will further allow for an examination of the extent to which the program has had an effect on the reporting of firearms crimes, the deterrence of these crimes, as well as on clearance rates for such crimes. It will also provide an indication of the extent to which new offences defined as part of the program are occurring and the trend direction. As UCR2 will be the key source of information for these studies, complete coverage across Canada will not be possible. This study should be initially carried out during the implementation phase-in period and then periodically updated every two years as part of ongoing monitoring. Other qualitative information should also be gathered from interviews with key operational and law enforcement staff and integrated with the quantitative information. This work will be carried out by the Department of Justice in consultation with other federal partners.

Firearms Prohibition Orders

Criminal Code amendments as part of the 1995 firearms legislation will enhance the requirements for the judicial imposition of firearms prohibition orders and defines circumstances where they are to be mandatory, discretionary and proactive. This study will address the issue of the effectiveness and extent to which these orders are being made including:

- the awareness of court officials about the requirements for prohibition orders
- the patterns of making prohibition orders including longitudinal and jurisdictional variations
- the processes by which the requirement is raised in court proceedings and is recorded and used by the courts and law enforcement officials
- the extent to which they are being made in accordance with the legislation
- the effectiveness of prohibition orders as measured by numbers of prohibited individuals found in illegal possession of a firearm

The study will include a review of a sample of records of court proceedings as well as the analysis of qualitative data including interviews with Crown Attorneys and other court officials and police to identify any potential barriers which may exist to the effective execution of prohibition orders. Various sources of information on the use of firearms by prohibited individuals will be utilised

including the CFRS, CPIC and UCR2. This work will be carried out by the Department of Justice in consultation with other federal partners.

Impacts on Firearm Smuggling and Trafficking

One important objective of the Canadian Firearms Program is to reduce the smuggling of firearms into Canada. This is expected to be accomplished through a variety of measures including deterrence through enhanced Criminal Code penalties for firearms smuggling and the ability to seize conveyances inside Canada, as well as the requirement to register all firearms entering Canada and other enhanced police and customs enforcement and investigative procedures associated with the Firearms program. It is not intended that the evaluation include an evaluation of the firearms component of the recently renewed Anti-Smuggling Initiative (ASI), and so a challenge for this component impact study will be to isolate and identify those impacts associated with the Canadian Firearms Program.

The major methodological challenge in measuring the impacts of the program on firearms smuggling is the general inability to accurately measure the true extent of the problem which by its very nature is hidden. While it is beyond the scope of the evaluation to broadly examine the nature and breadth of the problem, the issue will be examined from the perspective of a program outcome insofar as the available data will allow. The evaluation plan will therefore involve the establishment of indirect performance indicators based on, for example, the results of random secondary checks by Canada Customs at Ports of Entry and the measurement of other random or pseudo-random incidents of law enforcement recovery of firearms where smuggling is involved. Another possible component to this study will involve the replication of several previous studies which have sought to empirically measure the extent of the smuggling problem, including the 1995 report of the national Firearms Smuggling Work Group. The advantage of replicating pre-program studies is the comparative baseline information the earlier studies provide.

The need for CFRS-maintained data on recovered firearms cannot be emphasised enough for the evaluation to be able to adequately address the issue of firearms smuggling and trafficking. By including information in the CFRS on all recovered firearms as well as contextual information on circumstances leading to recovery, information can be generated on the previous registration status of the firearm data can be generated to provide critical time series indicators on the occurrence and consequences of smuggling and trafficking, as well as the extent to which it is being intercepted.

In any event, this study will be carried out by the Department of Justice and will require close collaboration with Revenue Canada, RCMP and the Core Group on Firearms Smuggling established within the auspices of the Canadian Firearms Centre.

Long Term Impacts of the Firearms Program on Public Safety

This will involve the development of time series statistical models to estimate the long term societal benefits of the legislation arising as assessed against long term reductions in the numbers of:

- deaths including those resulting from homicides, suicides and accidents
- injuries arising from criminal acts, accidental shootings and suicide attempts
- crimes including robbery

The analytical framework for this study will be built around previous evaluation work in this area including the most recent Department of Justice impact evaluation of the 1977 firearms control legislation completed in 1996. One area of unfinished business from this previous impact evaluation relates to the impacts of the 1991 firearms control program. Given the necessary time lag required for impacts to have occurred and which can be measured, no impact study was then possible for that earlier program. By 1999, however, a sufficient period of time will have elapsed to permit a statistical impact study to be carried out of the 1991 program based on an extension to the 1977 impact evaluation model. However, the fact that some provisions of the 1995 legislation came into effect in 1996 will have to be taken into account.

An important consideration in carrying out these analyses concerns the issue of displacement. Displacement occurs when a given reduction in the rate of firearms misuse is matched by a corresponding increase in non-firearms related incidents arising from a substitution of firearms by another weapon or method. For example, while the reduced access to firearms may reduce the rate of firearms robberies, the overall number of all robberies may not change if criminals who were predisposed to the use of firearms proceed to commit robbery in some other fashion. While on the one hand, no overall impact on the rate of robbery would be achieved, on the other, a more intimidating and lethal type of robbery may have been reduced. The same consideration applies to other forms of firearm misuse including homicides and suicides.

Because of the aggregate statistical nature of this analysis, it will, in general, be difficult to assign specific attribution of long term outcomes to individual components of the program. Instead, the focus of the analysis will be on the aggregate outcomes associated with the aggregate program. As this analysis will be based on some relatively sophisticated statistical modelling, an extensive review of the most up to date literature will be required. In order to try to isolate the program impact over time, other socio-economic factors with potentially confounding effects on public safety will need to be taken into account.

The phased approach to implementation of the Canadian Firearms Program means that in all likelihood, the impacts of the program will also be gradually realised over time as part of a process toward full implementation in 2003. Given the need for a sufficient period of post implementation experience and the inevitable lags required for collecting such data, the evaluation of the full impacts of the Canadian Firearms Program cannot be thoroughly completed until near the end of

the next decade. The gradual manner in which implementation will occur will also pose methodological challenges from an evaluation standpoint since the usual “policy off/on” methodology frequently used for time series legislative evaluations will require adjustment and adaptation, requiring more than a simple pre-post comparison.

This will be an interdepartmental study given the non-severability of the program components and the aggregate nature of the analysis. This work will be carried out by the Department of Justice in consultation with other federal partners.

4.7 Evaluation Schedule

The evaluation schedule for the Canadian Firearms Program is based on the implementation date of October 1, 1998. One year later, work will commence on an implementation evaluation of the program which will primarily address issues relating to program structure and program delivery up to that point and will allow for corrective action to be taken if required. The implementation evaluation including recommendations will be completed another year later, in October 2000, and it will include evaluation results of federal partners. This work will be carried out by the Department of Justice in consultation with other federal partners.

Consistent with the normal practice for major new programs, the first evaluation report on program results will be completed five years after program implementation in October 2003. This evaluation will examine the initial results of the program in its first five years and provide a baseline for the evaluation five years later. This work will be carried out by the Department of Justice in consultation with other federal partners.

In recognition that the extended period of program implementation will likely generate further longer term results not fully realised during the initial five year implementation period, a final summative evaluation of longer term program results and cost-effectiveness would be completed ten years after initial implementation in October 2008. This work will be carried out by the Department of Justice in consultation with other federal partners.

In addition to these major evaluation outputs, annual monitoring will be conducted in co-operation between the evaluators and program managers.

Key Evaluation Milestones and Deliverables

April 1998	Evaluation framework report
October 1998	Program implementation starts
October 2000	Evaluation report on implementation
January 2001	Licensing compulsory; Customs travellers component implementation
January 2003	Registration compulsory
October 2003	Evaluation report on initial results
October 2008	Evaluation report on longer term results

Detailed Schedule of Evaluation Activities

	97/98	98/99	99/00	00/01	01/02	02/03	03/04	04/05	05/06	06/07	07/08
Phase 1											
Evaluation Framework		X									
Development of Performance Measures			X								
Phase 2											
Implementation Evaluation				X							
Ongoing Monitoring Activities											
Collection and Updates of Criminal Justice Statistics		X		X		X		X		X	
CFRS-Based Monitoring		X	X	X	X	X	X	X	X	X	X
Phase 3											
Summative Evaluation						X					X
Licensing and Registration						X					X
Firearms Crimes (UCR2)						X					X
Prohibition Orders						X					X
Smuggling and Trafficking						X					X
Public Safety (UCR1)						X					X

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APPENDIX A

List of Regulations Under the *Firearms Act*

List of Regulations Under the *Firearms Act*

Tabled in Parliament November 27, 1996

- Firearms Licences Regulations
- Non-prohibited Ammunition Transfer Document Regulations
- Storage, Display, Transportation and Handling of Firearms by Individuals Regulations
- Storage, Display, Transportation and Handling of Firearms and Other Weapons by Businesses Regulations
- Authorisations to Transport Restricted Firearms and Prohibited Firearms Regulations
- Authorisations to Carry Restricted Firearms and Certain Handguns Regulations
- Authorisation to Export or Import Firearms Regulations (Businesses)
- Conditions of Transferring Firearms and Other Weapons Regulations
- Firearms Records Regulations
- Aboriginal Peoples of Canada Adaptations Regulations (Firearms)
- Firearms Fees Regulations

5. TABLED IN PARLIAMENT OCTOBER 30, 1997

- Firearms Registration Certificates Regulations
- Exportation and Importation of Firearms Regulations (Individuals)
- Shooting Clubs and Shooting Ranges Regulations
- Gun Shows Regulations
- Special Authority to Possess Regulations (*Firearms Act*)
- Public Agents Firearms Regulations

Final versions of all 17 regulations were made on March 24, 1998.

APPENDIX B

SPECIFIC RESEARCH QUESTIONS, INDICATORS AND DATA SOURCES

1. Program Structure

a) To what extent has the organizational structure of the CFC contributed to efficient and accountable implementation of the program?

Research Question	Indicators	Data Sources	Dept ¹⁶
To what extent has the organisational structure of the CFC facilitated effective decision-making and accountability?	Perceptions of senior officials in partner departments and provinces/territories. Expert opinion	Senior officials in partner departments and provinces/territories. Relevant literature on governance. Experts on models of organisational effectiveness.	JUS
To what extent did project and financial planning processes contribute to a program developed on time and within budget?	Comparison of performance against budgets and schedules. Perceptions of senior officials in CFC and Justice.	Budgets and schedules. File review. Senior officials in CFC and Justice.	JUS
What have been the costs associated with developing each component of the Canadian Firearms Program? How do these costs compare to the original budget and why did they deviate?	Comparison of actual and budgeted costs. Perceptions of senior officials in CFC and Justice.	Financial management systems and budgets Senior officials in CFC and Justice. File review.	JUS
To what extent have the committees facilitated information sharing, problem solving, decision-making, resource allocation, and overall planning and co-ordination?	Perceptions of committee members. Perceptions of senior officials. Examples of co-ordination.	Committee members Senior officials. File review.	JUS
Has the Users' Group been an effective forum for users to provide broadly based input into the program. How representative was the Users' Group and how were members selected?	Perceptions of Users' Group members. Composition of Users' Group and criteria used to select members.	Members of the Users' Group CFC documents on the Users' Group Senior officials.	JUS

¹⁶ Identified departments refer to those federal partners who will be responsible for collecting data required for analysis in the overall evaluation of the Canadian Firearms Program. The Department of Justice in consultation with other federal partners will be responsible for analysis and preparing the evaluation report.

1. Program Structure

b) To what extent have provinces and territories participated in the development and implementation of the program and are their perspectives addressed in the program design?

Research Question	Indicators	Data Sources	Dept
Has the federal government adequately involved the provinces and territories in the development of the Act and regulations?	Perceptions of federal/provincial/territorial officials. Examples of provincial and territorial involvement.	Federal/provincial/ territorial officials. Correspondence. Minutes of F/P/T meetings.	JUS
Have the federal government's goals and plans for the Act and regulations been communicated clearly to the provinces and territories?	Examples of communications with the provinces and territories Perceptions of federal/provincial/territorial officials.	Communications materials and correspondence Federal/provincial/territorial officials.	JUS
Have efforts to co-ordinate federal and provincial policy objectives on firearms been successful?	Perceptions of federal/provincial/territorial officials. Examples of co-ordinated objectives and gaps.	Federal/provincial/territorial officials. Statements of federal/provincial/territorial objectives for firearms policy.	JUS
Have federal-provincial agreements on revenue-sharing and cost recovery been satisfactorily developed?	Existence and coverage of agreements. Perceptions of federal and provincial officials, including central agencies.	Agreements on cost-sharing and cost-recovery Federal/provincial/territorial officials	JUS

1. Program Structure

c) How well was the work co-ordinated across the federal agencies responsible for designing and implementing the program?

Research Question	Indicators	Data Sources	Dept
Has the development of the Act and regulations involved productive inter-agency co-operation?	Perceptions of representatives of participating agencies. Examples of interagency co-ordination. Existence of co-ordinating mechanisms.	Representatives of participating agencies Projects Minutes of meetings	ALL
Have Justice's goals and plans for the Act and regulations been communicated clearly to the federal partners?	Existence and clarity of communications materials. Perceptions of representatives of participating agencies.	Communications materials and correspondence. Minutes of meetings. Representatives of participating agencies	ALL
Have efforts to co-ordinate policy objectives on firearms been successful?	Perceptions of representatives of participating agencies. Examples of co-ordinated policy objectives. Examples of gaps.	Representatives of participating agencies Statements of agency objectives for firearms policy. Key mandate documents. Minutes of meetings.	JUS
Have initiative resources been allocated appropriately among the participating agencies?	Perceptions of representatives of participating agencies. Evidence of funding surpluses or shortfalls.	Representatives of participating agencies Financial management systems	ALL
Is the model for managing the initiative which places overall authority and responsibility with one department an improvement over past efforts at interdepartmental initiatives?	Perceptions of representatives of central and participating agencies. Findings of previous evaluations of inter-departmental initiatives.	Representatives of participating and central agencies. Evaluations of previous inter-departmental initiatives.	JUS

2. Program Delivery

a) Has the Canadian Firearms Registration System been successfully designed and implemented by federal agencies given the objectives of the program?

Research Question	Indicators	Data Sources	Dept
To what extent does the CFRS contain or link to all of the information necessary to support the objectives set out for the Canadian Firearms Program?	Comparison of data available against objectives	Description of CFRS Interviewers with users and policy makers Statement of objectives of program	JUS
How successful is the interface between CFRS and other police and government operational information systems (e.g., CPIC)?	Perceptions of system administrators and users. Examples where manual systems are used Degree of coverage. Accessibility and reliability of data from operational systems used in CFRS.	System administrators and users Systems audits System administrators and users	ALL
How accurate and reliable are the data in the CFRS database? Does the system include adequate verification of data entered, especially in terms of identification of firearms, license holders and prohibited individuals?	Quality of data in the system. Perceptions of users and administrators. System-generated data on errors detected in records.	Checks on samples of records System administrators and users CFRS	JUS/RCMP
Do the established processes provide for more consistent and enhanced level screening for acquisition licenses?	Comparison of screening processes in CFRS against FAC process in selected jurisdictions.	System administrators and users Firearms officers	JUS
How user friendly is the CFRS?	Perceptions of users.	Systems administrators and users.	ALL

2. Program Delivery

b) To what extent have the communications and public affairs functions supported the successful delivery of the program and made firearms owners aware of their obligations under the *Firearms Act*?

Research Question	Indicators	Data Sources	Dept
How effectively have the provisions of the Firearms Act been communicated to the general public and firearms owners and businesses?	<p>Level of public understanding of key elements of the Canadian Firearms Program including licensing and registration requirements, import/export provisions, safe storage requirements and authorisations needed under the Firearms Act.</p> <p>Clarity, readability, accuracy and timeliness of communications.</p>	<p>Firearms officers and law enforcement officials CFC communications staff Public opinion surveys Firearms user groups</p> <p>CFC communications staff Expert review of materials Firearms user groups</p>	RC/JUS
To what extent has acceptance of the Firearms Act been generated among firearms owners? Has misinformation been effectively corrected?	<p>Trends in levels of misinformation among gun owners about the provisions of the Firearms Act.</p> <p>Levels of public acceptance of the Firearms Act.</p>	<p>Firearms officers Media reports CFC communications staff Firearms user groups Public opinion surveys Internet</p>	JUS

2. Program Delivery

c) How well have police officers, firearms officers, customs officers and court officials been informed and trained in respect of their roles and responsibilities under the program?

Research Question	Indicators	Data Sources	Dept
Did the train-the-trainers model lead to the right people receiving legislative training?	Profile of trainees relative to training needs identified.	Descriptive data on trainees P/T firearms officials Documentation of training needs.	ALL
Were the materials and instruction of good quality?	Expert review of materials and instruction. Perceptions of stakeholders	Training experts. P/T firearms officials Trainees	ALL
Was the content, duration and intensity of the training sufficient to impart the needed knowledge and skills?	Levels of knowledge and skills imparted to trainees. Perceptions of trainees. Trainees competent in operational use of system	Post-training assessments of/by trainees. Trainees. CFRS-generated data on user errors	ALL
Were trainees able to apply their newly-acquired skills and knowledge immediately on their return to their workplaces?	Access to system and need to do so on return to workplace.	Trainees. P/T firearms officials Interest groups/gun users	ALL
Does the training approach include provision for ongoing training requirements?	Extent to which training manuals and plans include such provisions. Perceptions of firearms officials.	Training manuals and plans CFC officials Provincial/territorial firearms officials	ALL

2. Program Delivery

d) How well have other components of the program been implemented by the CFC and partners?

Research Question	Indicators	Data Sources	Dept
Has there been an improvement in the regulatory development process since the previous (C-17) set of firearms regulations?	Perceptions of senior officials and interest groups. Existence and quality of RIAS'	Senior officials of CFC and Justice Interest groups RIAS' (Regulatory Impact Analysis Statements)	JUS
To what extent has the Canadian Firearms Safety Course been improved and what is the initial assessment of the restricted and unrestricted firearms courses?	Perceptions of course instructors, gun users, stakeholders and CFC officials.	Course instructors Gun users Stakeholders CFC officials	JUS
To what extent has the firearms research program supported the development and implementation of the CFP?	Perceptions of CFC officials. Perceptions of experts and NGOs. Examples of supporting or nonsupporting roles.	CFC officials Experts and NGOs Research materials, studies, notes, correspondence	JUS
Do the adaptations to the regulations respect the aboriginal way of life, and constitutional and treaty rights and at the same time respect the overall objectives of the program?	Extent to which adaptations are used and reflect aboriginal way of life. Compliance with the adapted regulations by aboriginals.	Aboriginal communities CFC officials	JUS
To what extent have appropriate program elements been built and integrated to support Revenue Canada and RCMP implementation of the program?	Congruence between adaptations and the objectives of the Act. Adequacy of regulations. Perceived adequacy of IT systems. Revenue Canada customer satisfaction levels and awareness. Perceived adequacy of Prov-Terr administration.	Partners CFO's/RCMP/CFC	ALL

3. Program Results

a) To what extent has the licensing and registration system successfully controlled access to firearms by unauthorised persons thereby contributing to community safety?

Research Question	Indicators	Data Sources	Dept
What is the estimated level of compliance with the licensing and registration requirements?	Comparison of license and registration applications relative to estimated number of gun owners and guns.	CFRS data on license applications and registration Survey data on gun ownership	JUS
How many current owners are denied licenses? For what reason(s)?	Numbers of refusals of current owners with reasons for refusal.	CFRS data	JUS
How many firearms owners voluntarily relinquish their firearms rather than go through the licensing and registration process?	Numbers of firearms turned over to police by individuals who do not hold licenses during transition phase.	CFRS for data on firearms turned in. License status of these individuals. Local police amnesty data.	JUS
Do registration and inspections contribute to increased compliance with the safe storage provisions? With the requirement to report losses and thefts?	Compliance with storage and reporting provisions. Number of reports of loss/theft. Charges of unsafe storage. Reduction in criminal use of stolen firearms. Results of inspections.	CFRS data on recovered firearms CPIC CFRS inspection results Firearms officers UCRII	JUS
Does the requirement to notify spouses and ex-spouses of applications for acquisition licenses reduce access to firearms in households with histories of spousal or other violence?	Number of refusals prompted by spouses' concerns. Number of incidents of domestic violence involving firearms.	CFRS data UCRII, CFRS	JUS
Does the system reliably identify current license holders convicted of serious offences? Are licenses held by these persons being refused and revoked?	Numbers of persons convicted of serious offences whose licenses were revoked. Numbers of refusals and revocations and reasons	CFRS data CFRS data	JUS
Are the police more able to identify the owners of recovered firearms?	Proportion of recovered firearms which are traced to registered owners.	CFRS data	JUS

3. Program Results

a) To what extent has the licensing and registration system successfully controlled access to firearms by unauthorised persons thereby contributing to community safety? (continued)

Research Question	Indicators	Data Sources	Dept
To what extent are the licensing requirements reducing the numbers of restricted firearms held by individuals for non-approved purposes?	Numbers of licenses revoked where owners cannot demonstrate that they are using their firearm(s) for an approved purpose e.g., target shooter. Numbers of restricted firearms turned in for destruction. Numbers of registered restricted firearms pre-C68 compared to post-C68.	CFRS data CFRS RWRS, CFRS	RCMP/JUS
Has the CFRS reduced the administrative burden on police in screening applications for acquisition licenses?	Time and effort required to process applications (compared to predecessor system).	Police and firearms administration staff CFRS	RCMP/JUS
Has the CFRS led to more consistent and better screening of applications for licenses?	Consistency of screening across jurisdictions. Analysis of characteristics of current owners refused license. Number of licensees charged with criminal offences.	Verifications of approval decisions Firearms officers	JUS
To what extent is the registration system successfully able to uniquely identify individual firearms?	Outcomes of criminal proceedings where unique firearm ID is at issue. Number of duplicate registration records.	Case law CFRS Crown attorneys	RCMP/JUS
Has access to information about the number and type of registered firearms at an address been used by police when responding to calls? Has this information increased officer and public safety?	Frequency of access by police of firearms data at level of individual addresses. Police behaviour on scene reflects new data. Reduced number of police shootings and shootings of police.	CFRS Police officers. Police data	RCMP/JUS

3. Program Results

a) To what extent has the licensing and registration system successfully controlled access to firearms by unauthorised persons thereby contributing to community safety? (continued)

Research Question	Indicators	Data Sources	Dept
Has information on the CFRS concerned with imports, exports and through transit of firearms assisted international efforts to control firearms?	Progress made towards international agreements and procedures related to firearms control. Number of international seizures attributable to CFRS.	CFC staff. DFAIT, Customs	RC/JUS
Has information on the CFRS been of use in policy, research and evaluation related to firearms?	Examples of use and availability of newly-available information in policy development and evaluation. Examples of gaps.	CFC, Justice and partner agency policy and evaluation officers	ALL
To what extent has registration allowed police to identify and recover all of an individual's firearms as a result of a prohibition or other safety concern?	Number of firearms seizures. Number of firearms crimes committed by prohibited individuals. Police perceptions.	CFRS CFRS Police and firearms officers	JUS

3. Program Results

b) To what extent have increased border controls contributed to the integrity of the licensing and registration system and reduced firearm smuggling?

Research Question	Indicators	Data Sources	Dept
Are the registration requirements and increased inspections at the border contributing to reduced smuggling of firearms into and through Canada?	<p>Trends in numbers of charges laid for smuggling.</p> <p>Trends in volume of firearms seized by RC Customs at the border.</p> <p>Trends in proportion of firearms recovered by police which had never been registered.</p>	<p>CFRS data</p> <p>RC data CFRS</p> <p>CFRS data</p>	RC/JUS
Is the requirement to register all firearms entering the country contributing to the integrity of the registration system?	Trends in proportion of firearms recovered by police which had never been registered (analysed separately for restricted and non-restricted firearms).	CFRS data	RC/JUS
Have the enhanced screening requirements for individuals bringing firearms into Canada supported the safety objectives of the program?	<p>Number of refusals at POE's</p> <p>Trends in numbers of incidents of firearms misuse by visitors to Canada</p>	<p>RC data</p> <p>CFRS data</p>	RC/JUS
Overall, has Revenue Canada's component of the program adequately contributed to the achievement of the federal government's objectives?	<p>Numbers and types of offences at POE's</p> <p>Pre and post CFP enforcement results</p> <p>Gap between numbers of imported firearms between CFAR, CFRS and CCS data</p>	<p>RC data</p> <p>CFRS</p>	RC

3. Program Results

c) Have the new offences and penalties in the *Criminal Code* deterred offenders from engaging in criminal acts involving firearms?

Research Question	Indicators	Data Sources	Dept
Have the harsher penalties in the Code been reflected in longer sentences for the 10 affected offences?	Trends in sentencing data for 10 offences plus contextual data for others.	Sentencing data	JUS
Are firearms being used less often in the commission of the 10 affected offences? Are other weapons replacing firearms in these offences?	Trends in counts of 10 offences committed with, and without firearms.	UCRII	JUS
	Reported use of other weapons.	UCRII	
Is Section 85 as a collateral charge being carried to conviction and sentence (with the one year minimum) more often?	Sentences for Section 85 convictions.	Sentencing data	JUS
Are Section 85 charges being applied to imitation firearms?	Counts of Section 85 charges applied to imitation firearms cases.	Court records	JUS
Have the harsher penalties (including conveyance seizures) led to a decrease in the volume of firearms trafficking?	Numbers of charges laid for trafficking.	CFRS UCR	JUS
	Proportion of firearms recovered by police which had never been registered.	CFRS	
	Perceptions of police, customs and justice officials.	Police, customs and justice officials	
	Number of conveyance seizures	CFRS	
What impact on the size and composition of the federal prison population have the revised mandatory minimum's had?	Counts of federal prison admissions broken down by the 10 offences with indications of whether or not firearms involved.	CSC admissions data Sentencing data—CPIC	JUS

3. Program Results

c) Have the new offences and penalties in the *Criminal Code* deterred offenders from engaging in criminal acts involving firearms? (continued)

Research Question	Indicators	Data Sources	Dept
To what extent has introduction of Firearms Act possession offences for unrestricted firearms contributed to increased compliance with the licensing and registration requirements and has it reduced criminal access to firearms?	Number of charges laid for possession offences (by type).	CFRS data Court data	JUS
	Level of compliance with licensing and registration requirements.	CFRS data on license applications Survey data on estimated population of gun owners.	
	Numbers of firearms seized by police for possession offences.	CFRS data	
	Perceptions of key stakeholders.	Crown attorneys, police and gun owners	
Has the requirement to report the loss or theft of a firearm led to an increase in the number of reports of loss or theft and increased safe storage?	Number of reports made.	CFRS data CPIC (pre/post)	RCMP/JUS
	Perceptions of key stakeholders.	Police	
	Numbers of charges laid for violations of the safe storage requirements.	CFRS data UCRII	
	Proportion of registered firearms recovered by police which had been reported lost or stolen by their owners.	CFRS	
	Inspection results of owners/businesses for compliance with the safe storage requirements	CFRS Firearms officers	

3. Program Results

d) Has the prohibition of short-barrelled and .25/.32 calibre handguns led to a reduction in the criminal misuse of these firearms?

Research Question	Indicators	Data Sources	Dept
Has the grandfathered prohibition of small calibre handguns resulted in current owners disposing of their firearms?	Number of prohibited firearms turned in to police for disposal. Perceptions of key stakeholders.	CFRS P/T Firearms officers Police, gun owners, gun clubs	JUS
Has the grandfathered prohibition of small calibre handguns led to a decrease in the misuse of these firearms?	Number of incidents reported which involved use of these firearms.	CFRS UCRII Homicide survey	JUS
What has been the impact of the grandfathered prohibition of small calibre handguns on legitimate target shooting sports?	Perceptions of target shooting sport representatives. Examples and trends of negative impacts (e.g. number of competitions).	Target shooting associations and organisations. Target shooting associations and organisations.	JUS
Have increased restrictions on the issuance of authorisation to transport firearms resulted in current owners disposing of their firearms?	Number of prohibited firearms turned in to police for disposal. Perceptions of key stakeholders.	CFRS P/T Firearms officers Police and target shooting associations and organisations	JUS
Have increased restrictions on the issuance of authorisation to transport firearms led to a decrease in the misuse of these firearms in crimes?	Number of crimes reported which involved use of these firearms. Number of suicides and accidents involving misuse of these firearms. Perceptions of key stakeholders	CFRS UCRII Homicide Survey Police files Police and target shooting associations and organisations	JUS

3. Program Results

e) To what extent are other individual components of the program (such as prohibition orders and international efforts) contributing to the reduction in the misuse of firearms?

Research Question	Indicators	Data Sources	Dept
Are mandatory prohibition orders being made for all applicable convictions?	Extent to which sentences for applicable offences include prohibitions.	Court records CFRS Crown attorneys	JUS
Is prohibition being considered in all criminal convictions where discretionary prohibition is mandated?	Extent to which discretionary prohibition is being utilised.	Crown attorneys. Case law	JUS
Are proactive orders being made more frequently? In what circumstances?	Counts of proactive orders with indication of the circumstances.	Crown attorneys Police Court records CFRS	JUS
Are prohibited persons less likely to use firearms in subsequent crimes? Whose firearms are they using?	Counts of prohibited persons using firearms in subsequent crimes. Indication of whether the prohibited person was the owner of the firearm. Registration status of the firearm	CFRS data UCR	JUS
Has Canada's participation in international efforts at firearms control contributed to the achievement of Canada's domestic and international objectives related to the illicit movement of firearms?	Imports and transit shipments of firearms identified and monitored by Canada. Numbers of charges laid for trafficking. Proportion of firearms recovered by police which had never been registered. Perceptions of key stakeholders. Success in international efforts to combat transnational crime and trafficking in firearms.	Customs data CFRS, police data CFRS data Police and other law enforcement officials Representatives of Canada's international partners Police and other law enforcement officials	JUS

3. Program Results

f) To what extent has the Firearms Program as a whole contributed to a decline in the rates of firearms misuse (crime, accidents and suicides) and increased overall public safety?

Research Question	Indicators	Data Sources	Dept
Have the measures implemented pursuant to the legislation contributed to a reduction in the occurrence of firearms homicides? Have these reductions (if any) been offset by increases in homicide by other means?	Trends in annual data on numbers of homicides using firearms compared to other means.	SC Homicide Survey	JUS
Have the measures implemented pursuant to the legislation contributed to a reduction in the occurrence of firearms suicides? Have these reductions (if any) been offset by increases in suicide by other means?	Trends in annual data on numbers of suicides using firearms compared to other means.	SC Causes of Death Survey	JUS
Have the measures implemented pursuant to the legislation contributed to a reduction in the occurrence of firearms uses in other criminal offences? Have these reductions (if any) been offset by increases in the use of other weapons?	Trends in annual data on firearms use in other criminal offences compared to total counts of these offences.	UCRII	JUS
Have the measures implemented pursuant to the legislation contributed to a reduction in the occurrence of accidental firearms deaths and injuries?	Trends in annual data on numbers of accidental firearms deaths and injuries.	SC Causes of Death Survey Hospital Morbidity Survey	JUS
Have the measures implemented pursuant to the legislation contributed to an increase in Canadians' sense of personal safety and security?	Trends in Canadians' perception of their society as safe and secure, particularly in terms of firearms as a risk factor.	Public opinion surveys	JUS
Have the measures implemented pursuant to the legislation imposed economic costs on the tourism, hunting and target shooting industries?	Trends in annual data on volumes of tourists and their expenditures, broken down by firearms users (hunters, target shooters) and non-users. Perceptions of industry representatives.	Tourism data Customs travellers data Industry representatives	RC/JUS

4. Program Cost-effectiveness

a) What have been the overall costs of the Canadian Firearms Program and have these costs been recovered through fees?

Research Question	Indicators	Data Sources	Dept
How were user fees established, what assumptions were made, how likely is it that they will lead to cost recovery?	Criteria used in establishing user fees including cost and revenue projections. Assumptions underlying cost and revenue projections in light of actual experience.	CFC documents CFC documents CFC staff	JUS
What were the increased costs associated with provinces opting out of the program?	Comparison of costs across provinces and territories.	CFC financial data system RCMP Provincial/territorial governments	RCMP/JUS
Will the fees generated by the licensing and registration requirements cover the costs of development and system-wide implementation of these systems?	Assessment of costs to develop and implement all aspects of the Act by police, firearms officers, courts, and system administrators. Data on fees collected.	Comprehensive costing models CFRS RCMP, RC and provincial/territorial firearms officials CFRS database	ALL

4. Program Cost-effectiveness

b) Has the program been delivered in a cost-effective manner compared to alternatives?

Research Question	Indicators	Data Sources	Dept
Are resources being diverted from “regular” policing activities?	Perceptions of police representatives, firearms officers. Examples of resources being diverted.	Police representatives Firearms officers	RCMP/JUS
What have been the cost savings to society resulting from a lower rate of death and injury?	Estimates of cost savings.	Literature review Statistics Canada data on health care costs	JUS
To what extent do the fees for specific transactions reflect the underlying costs for those transactions?	Comparison of fees charged against underlying costs.	CFRS RCMP, RC and provincial/territorial firearms officials	ALL