

# FAIR COMPENSATION FOR THE RCMP

RCMP Pay Council



JANUARY 2015

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CAT. NO.: PS64-123/2015E-PDF  
ISBN: 978-1-100-25674-0

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## Foreword

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Throughout my career, I have had the opportunity to work with members of the Royal Canadian Mounted Police from many perspectives. My time as the Chair with the RCMP Pay Council has, however, opened my eyes to the breadth and depth of this organization and the people who work within it.

*“Fair Compensation for the RCMP”* is the Pay Council’s third Compensation Business Case. This Business Case was prepared in an environment of deficit reduction, court challenges, changing legislation and an unprecedented total compensation gap between the RCMP and the average of the top 3 comparator police services. Policing is more complex than ever, with difficult legal parameters and instant public accountability through video sharing and social media.

Many different surveys have suggested that the RCMP could be facing future recruiting challenges. This is occurring at a time when other police services are actively recruiting and offering more competitive compensation packages to their members.

The job requirements that used to make the RCMP the employer of choice seem to have turned against the organization. Research shows that the expectation of mobility is no longer attractive to this generation and the financial instability and other negative impacts of moving a family every few years are too great.

Since 2006, the total compensation gap between the RCMP and the average of the top three comparator police forces has steadily increased. The legitimacy of the pay determination process is being questioned by the membership and has diminished with the publication of each quarterly Police Compensation report.

This climate creates the potential for a crisis within Canada’s National Police Force, especially in light of the Supreme Court of Canada decision in the Mounted Police Association of Ontario et al. v. Attorney General of Canada case released on January 16, 2015, which will significantly change the labour relations landscape within the RCMP. Given the current economic situation, Canada is moving toward achieving a balanced budget. Canadians are recognizing the good work of police officers and placing a higher value on the role they have within their communities.

Over the next few years, the RCMP will be submitting to Treasury Board recommended compensation adjustments for regular members, up to the rank of Superintendent, and for some civilian members. The following report provides an overview of the RCMP’s long-term compensation vision, which sets forth the steps required to achieve the identified compensation goals by the year 2020. Although the Pay Council does represent some civilian member groups for certain aspects of pay, the present document focuses solely on regular member compensation.

The Pay Council is recommending that the RCMP remain within the average of the top three on a total compensation basis, with the flexibility to accept up to a three-year lag during difficult economic times. Further, we recommend that the governance of RCMP allowances for isolated and remote areas fall within RCMP authority and not the National Joint Council. Finally, the Pay Council recommends the creation of RCMP-specific regional allowances, as an essential component to alleviate the current resourcing challenges in some high cost areas.

Special recognition must be given to the Pay Research team, Manager, Stephanie Boyles, and researchers Rania Abi-Ghanem, Marc Laferrière, Kelly ten Holder and Kristine Mendes for their outstanding effort to produce this document. The Pay Council is grateful for a job well done.

Alain Jolicoeur, Chair  
RCMP Pay Council

## Executive Summary

Compensation, along with other key human resources management frameworks, serves to attract, retain, motivate and renew the workforce required to deliver results to Canadians.

The Treasury Board of Canada (TB) is the employer of the Royal Canadian Mounted Police (RCMP). The Board has the sole authority to determine the terms and conditions of employment within the Force, including all matters associated with compensation. The Treasury Board of Canada Secretariat (TBS) has developed a Policy Framework for the Management of Compensation. It sets out specific principles and an approach to managing the compensation of employees within the federal public administration, including members hired under the RCMP Act. Compensation decisions by the Treasury Board, in its various roles, are guided by the following four overarching principles<sup>1</sup>:

- **External Comparability** – Compensation should be competitive with, but not lead, that provided for similar work in relevant labour markets.
- **Internal Relativity** – Compensation should reflect the relative value to the employer of the work performed.
- **Individual/Group Performance** – Compensation should reward performance, where appropriate and practicable, based on individual or group contributions to business results.
- **Affordability** – The cost of compensation must be affordable within the context of the commitments to provide services to Canadians, the fiscal circumstances, and the state of the Canadian economy.

In the present Business Case, the RCMP Pay Council sets out to demonstrate how the RCMP pay determination process is in line with these principles. The Pay Council also delineates its total compensation vision for the RCMP, which it proposes to achieve by the year 2020.

The compensation principle that wages should be determined in relation to relevant labour markets is imperative. The work of a police officer is unlike the work of any other public service employee. The recognition of the distinction between the RCMP and other public service groups is critical. While they share the same employer, the RCMP and other departments within the Core Public Administration have fundamental differences that must be acknowledged, particularly within the context of compensation determination. Moreover, while the most compelling comparators are other police services, there is no perfect comparator for the RCMP. The RCMP is not only distinct from the rest of the federal public service; it is also unique among its peers.

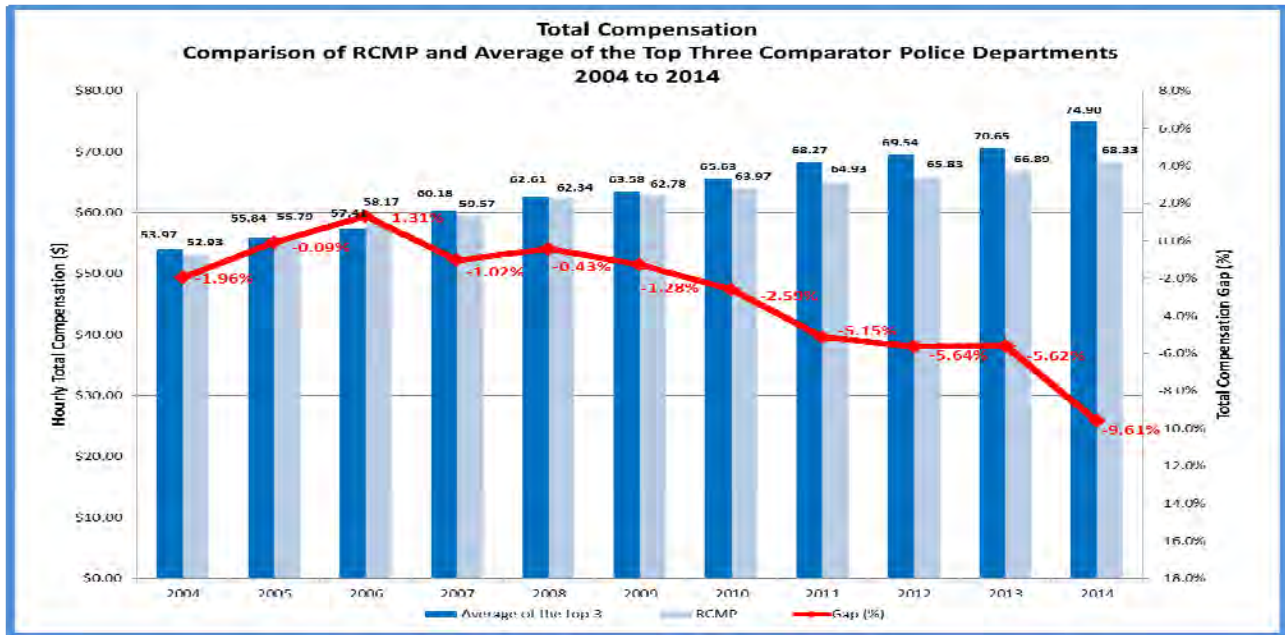
RCMP members contribute to the business of policing by working towards achieving the operational goals and strategic priorities of the organization. In order to recruit, retain and motivate the best workforce for the job, the RCMP must be able to offer a competitive and relevant compensation package to its members. Given various conditions that have led to fiscal restraint measures, both the total compensation and the first class constable rankings of the RCMP are becoming less competitive with those of other departments in the police universe.

On a total compensation basis, the RCMP currently ranks fifth out of nine comparator police forces, with its total compensation value falling 9.61%<sup>2</sup> behind that of the average of the top three services. The

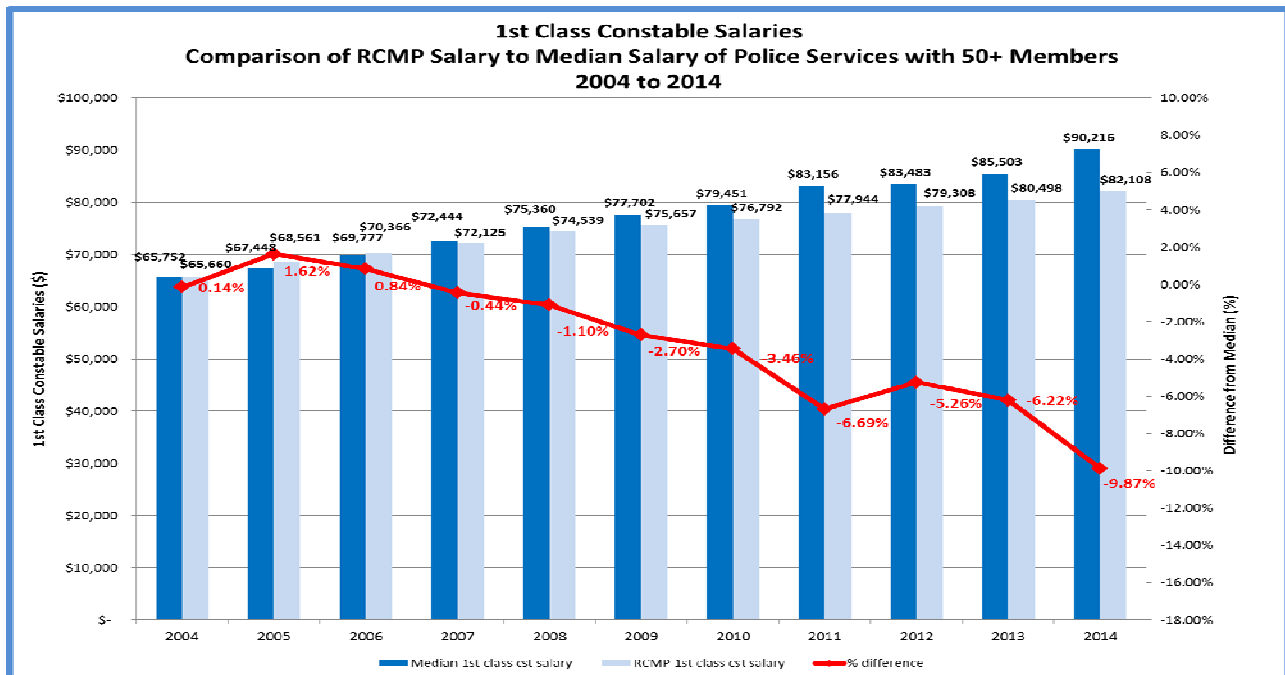
<sup>1</sup> Source: <http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=12084&section=text>

<sup>2</sup> Source: RCMP Pay Council, Police Compensation Tables, December 31, 2014.

chart below illustrates the dramatic decline in the RCMP's total compensation package, as compared to the average of the top three comparator police universe forces, over the past decade.



In terms of salary alone, **the RCMP first class constable salary ranks 57<sup>th</sup> out of the 82 Canadian police services with 50 members or more<sup>3</sup>**. In addition, **the RCMP first class constable salary is \$8,108 below the median salary, which is a lag of 9.87%**. The chart below illustrates a decline in RCMP salaries versus the median that is parallel to the total compensation decline over the past ten years.



<sup>3</sup> Ibid.



These trends have contributed to members no longer recommending the RCMP as an employer of choice, which could hamper any recruitment strategies that the Force is implementing.

Not only are members finding their basic compensation packages unattractive, they also find that allowances intended to offset certain hardships of the job are insufficient. Despite the current measures in place intended to attract members to isolated communities, these locations continue to experience staffing difficulties. The current practices to encourage members to transfer and remain mobile throughout their careers are not sufficient to offset the hardships that await them at these posts.

Other police forces have found it necessary to use incentives to attract and retain employees in remote locations. These premiums are intended to motivate employees and increase their interest in working and living in remote or isolated locations, not just to reimburse the extraordinary costs associated with living in these communities, which is inherently different from the intent of the Isolated Posts and Government Housing Directive.

Below is a comparison of two very similar remote communities, one policed by the RCMP and the other by the Ontario Provincial Police (OPP). Even with the higher workloads, the RCMP members are not compensated as well as the OPP members for these difficult working conditions, as the allowances that are available to each illustrate.

Wabowden, MB (RCMP)	Pickle Lake, ON (OPP)
<b>Posting Duration: 3 years</b> <b>Detachment Size: 3 regular members and one part-time public service employee</b>	<b>Posting Duration: 2 years</b> <b>Detachment Size: 12 (OPP members also work alongside Nishnawbe-Aski Police Service)</b>
<b>Community Profile:</b> <ul style="list-style-type: none"> <li>• Size: 550 residents</li> <li>• Access by road and rail</li> <li>• Amenities are scarce</li> <li>• Medical: nursing station and fully equipped ambulance</li> <li>• Education: one school, JK to grade 12</li> <li>• Recreation: campground, golf driving range, arena complex</li> <li>• Housing: government owned</li> <li>• Limited employment opportunities – unemployment rate 15.8%</li> </ul>	<b>Community Profile:</b> <ul style="list-style-type: none"> <li>• Size: 420 residents</li> <li>• Access by road and air</li> <li>• A few amenities</li> <li>• Medical: medical clinic, 24/7 ambulance service, airlift if required</li> <li>• Education: one school, JK to grade 10</li> <li>• Recreation: gym, arena, curling rink, bowling lanes</li> <li>• Housing: government owned</li> <li>• Abundant employment opportunities – unemployment rate 10.4%</li> </ul>
<b><u>Allowances/Incentives:</u></b> <b>Total allowances: \$0</b> <b>Wabowden does not meet TB requirements for classification as “isolated post”</b>  <b>Incentive: Not available</b>	<b><u>Allowances/Incentives:</u></b> <b>Total allowances: up to \$32,000 per 2 years</b> <ul style="list-style-type: none"> <li>- Attraction: \$30,000 (for first two years)</li> <li>- New Recruit: \$2,000 (if first posting upon engagement)</li> <li>- Renewal: \$23,600 per two-year period</li> </ul> <b>Incentive: Priority Posting – 1 of a minimum of 2 preferred areas upon completion of duration post</b>

These disparities in pay and allowances could aggravate any recruitment challenges faced by the RCMP. As the pool of possible new members is shrinking, the competition between police services for qualified applicants is rising. Successful organizations must offer rates of pay comparable to their competitors in the labour market.

Furthermore, as part of the Business Case, the Pay Council conducted detailed comparisons between the RCMP and other Canadian police services, including the comparator universe police forces, in the areas of productivity and efficiency. These comparisons demonstrate the collective productivity of RCMP members and are in keeping with the TBS compensation principle of rewarding productivity.

Based on Statistics Canada data, since 2008, on an aggregate basis, the RCMP showed substantially higher workloads and somewhat lower effectiveness in clearing crimes. However, once the data were disaggregated on a regional basis, the RCMP clearance rates proved to be generally comparable to their municipal counterparts, despite the RCMP's higher workloads. When directly adjusted for workload, the RCMP clearance rates were actually higher in every region examined. On balance, the RCMP's efficiency in fighting crime is at least as good as, if not better than, that of the police services it was compared to.

In terms of affordability, the Pay Council found that the RCMP is arguably the most affordable police force in Canada. When the cost and productivity comparisons are considered in light of the continued practice of uncompensated overtime, the RCMP represents an exceptional value for the federal government and the municipalities and provinces/territories in which it provides policing services. Without a fair and competitive compensation package to recruit and retain qualified individuals, there is an increased risk that the RCMP may be unable to comply with its contractual obligations and successfully fulfil its law enforcement and protective mandates for Canadians.

Pursuant to the various analyses produced in this report, the Pay Council presents its long term compensation objectives for the RCMP, which are to develop and maintain a sustainable approach to compensation that equally satisfies government objectives and assists the RCMP in meeting its goals.

The RCMP's total compensation goals include flexibility to be prepared for future exceptional circumstances. Achievement of the long-term vision of being at the average of the top three comparator police forces on a total compensation basis may be incremental during difficult economic times. However, closing the total compensation gap is imperative to ensuring the RCMP's ongoing competitiveness.

**Specifically, the RCMP Pay Council recommends that:**

- 1. Except in exceptional economic circumstances, the RCMP should be at the average of the top three comparator forces, on a total compensation basis;**
- 2. The RCMP should not fall below 4<sup>th</sup> position on a total compensation basis; and**
- 3. The RCMP should have jurisdiction over directives and policies that impact its operations.**

# 1 – Introduction

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## 1.1 Structure and Organization of the RCMP

Pursuant to Section 18 of the *Royal Canadian Mounted Police Act*, Canada's national police force has a complex and multifaceted mandate. This mandate provides the Royal Canadian Mounted Police (RCMP) with the authority and responsibility to prevent and investigate crime, maintain peace and order, enforce laws, uphold national security, ensure the safety of state officials, visiting dignitaries and foreign missions, and collaborate on vital operations with other police and law enforcement agencies within Canada and abroad.

In fulfilling the Force's mandate, RCMP members are routinely exposed to dangerous and life threatening situations. The daily work of police is very different from that of any other federal public servant. In addition, the RCMP's multifaceted mandate distinguishes it from any other Canadian police service.

In accordance with the *RCMP Act*, the Commissioner, under the direction of the Minister of Public Safety, is responsible for the control and management of the RCMP and all related matters. Consistent with the principle of "police independence", it is the RCMP's exclusive authority, subject to applicable laws and judicial review, to decide whom to investigate and how investigations shall be conducted.

In 2013/2014, with an annual operating budget of approximately \$4.7 billion and approximately \$1.7 billion in revenues coming from contract partners, the RCMP operates from nearly 800 service points across Canada and around the world. The RCMP responds to an average of 7,500 service calls each day, totaling more than 2.7 million calls per year.

The RCMP's ability to effectively execute its mandate and respond to Government priorities depends on the dedicated work of the organization's 28,650 employees. As of September 2014, there are 18,426 Regular Members<sup>4</sup> (sworn police officers) on strength. Many of these members serve in remote locations, including the northern regions of Canada, where they face unique and significant challenges. Operating in these areas requires communicating and traveling over long distances, coping with limited amenities, and delivering policing in an isolated environment where timely support and back-up are limited.

RCMP operations are also supported by 3,956 Civilian Members (CMs) and 6,269 Public Service Employees<sup>5</sup> (PSEs) providing technical, corporate, strategic policy, and administrative support. Additional assistance is provided by auxiliary constables, individuals employed by municipal governments, and more than 75,000 volunteers.

The RCMP's policing activities are conducted at four levels: international, federal, provincial/territorial and municipal. This policing model enables the organization to address crime in all its forms, provide integrated approaches to safety and security issues, contribute to consistent and cost-effective delivery of policing services across Canada, and provide a federal presence from coast-to-coast-to-coast. It also enables the RCMP to rapidly deploy and re-deploy resources to implement major pan-Canadian public safety initiatives and meet planned and unforeseen policing and security needs.

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<sup>4</sup> The on-strength establishment of the Force as of September 1, 2014. Source: <http://www.rcmp-grc.gc.ca/about-ausujet/organi-eng.htm>

<sup>5</sup> *Ibid.*

The RCMP is divided into 15 Divisions, in addition to National Headquarters in Ottawa. The RCMP's training academy, "Depot", is located in Regina.

## 1.2 Strategic Framework and Priorities

The RCMP's resources and activities are directed to achieving the goal of a "Safe and Secure Canada". Guided by its strategic framework, the RCMP strives to attain this objective by increasing public safety and providing excellence in service to partners and to communities across Canada. The RCMP's strategic priorities are:

- **National Security:** to effectively respond to threats to the security of Canada
- **Serious and Organized Crime:** to reduce the threat and impact of serious and organized crime
- **Economic Integrity:** to contribute to the confidence in Canada's economic integrity
- **Youth:** to prevent and reduce youth involvement in crime, as victims and offenders
- **Aboriginal Communities:** to contribute to safer and healthier Aboriginal communities

RCMP members contribute to the business of policing by working towards achieving the operational goals and strategic priorities of the organization. In order to recruit, retain and motivate the best workforce for the job, the RCMP must be able to offer a competitive and relevant compensation package to its members.

## 1.3 History of the RCMP Labour Relations Environment

Members of the RCMP, unlike the majority of public service groups and other police agencies, do not have the right to bargain collectively and have no recourse to arbitration or strike action. Members of the RCMP are, therefore, dependent upon the fairness of their employer, the Treasury Board of Canada, to recognize and appropriately reward their work and to set their terms and conditions of employment. This becomes even more important in the current context of a changing labour relations environment. Any perceived unfairness in the determination of member compensation could lead to employee discontent and militancy, as was the case in similar circumstances in the 1990s.

The Staff Relations Representative (SRR) Program is the official and only labour relations program for RCMP members, as provided for in Regulation 56 of the *RCMP Act*. While not a bargaining agent, the Program's goal is to provide members with representation on matters that impact work conditions, including pay and benefits, workplace safety, staffing, and training.

In 1996, the RCMP Pay Council, a joint labour-management forum, was established to assist the Commissioner in resolving issues of pay and benefits and to provide objective recommendations on member pay and working conditions in a consultative and consensual manner.

The five-member Pay Council is led by an impartial chairperson. There are also two management representatives (a serving senior officer appointed by the Commissioner and a compensation specialist selected by Senior Management) and two member representatives (a Staff Relations Representative who also chairs the SRR Pay & Benefits Committee and a labour economist selected by the SRR Caucus). Appendix 1 includes a list of the current members serving on the Pay Council.

The current mandate of the Pay Council is to make recommendations to the Commissioner on the appropriate pay and working conditions for regular members of the RCMP from the rank of Special Constable up to and including the rank of Superintendent, as well as certain Civilian Members.

Pay Council recommendations on member compensation, if accepted by the Commissioner, form the basis of a Treasury Board (TB) submission, which is subject to Cabinet confidences. The TB submission is then forwarded to the Minister of Public Safety for support, and then to TB, which has final authority on any compensation increases or adjustments.

## 1.4 Compensation Guiding Principles

The present business case is founded on the following guiding principles to direct compensation determination efforts:

- Compensation should relate to the actual value of the work done and provide and support a productive work environment. It must be flexible and able to respond to external and internal factors.
- Compensation must recognize and balance the benefit to employees and the cost to the employer. It should be examined and determined in relation to the overall cost of providing services to Canadians.
- Compensation must support and not impair the mission of the employer and must recognize any unique contributions required of employees regardless of assignment or posting.
- Compensation must recognize any constraints and limitations imposed on employees and their families by the employer. Extra-ordinary costs imposed on employees should be recognized and reimbursed outside of the compensation package.
- Compensation determination should be simple and transparent. Employees must be able to easily understand and to participate in the process to determine their compensation.
- Compensation should stimulate and not impair career progression and mobility. Artificial economic barriers or incentives must not be created.

## 1.5 An Environment in Flux

In June 2013, Bill C-42 (*Enhancing Royal Canadian Mounted Police Accountability Act*) received Royal Assent. This legislation was created in response to concerns raised by numerous stakeholders who have called for a more effective review of the RCMP and timelier handling of conduct issues. The *Enhancing Royal Canadian Mounted Police Accountability Act* includes a mechanism allowing Treasury Board, at a date yet to be determined, to deem the Civilian Member (CM) category to become Public Service Employees (PSEs). Within the scope of the present business case, the Pay Council is cognizant of this possibility and how the impending transition may affect any future compensation discussions.

The Pay Council is also aware that the release of two Supreme Court of Canada (SCC) decisions on January 16, 2015, will change the labour relations landscape within the RCMP. First, the *Meredith and Roach* case challenges the constitutionality of the 2009 rollback of planned pay increases as a result of the *Expenditure Restraint Act (ERA)*. This challenge was brought forward by the National Executive of the SRR Program on behalf of the membership. The SCC ruled that the rollback of wages was not unconstitutional. Second, the Mounted Police Association of Ontario (MPAO) brought forward a challenge to the constitutionality of the exclusion of RCMP members from the *Public Service Labour Relations Act (PSLRA)* and the constitutionality of the current labour relations regime in the RCMP (i.e., the SRR Program). In this case, the SCC agreed with the appellant, finding that both s. 56 of the RCMP Regulations (previously s. 96) and s. 2(1)(d) of the *PSLRA* are breaches of s. 2(d) of the *Charter*. This ruling will have wide-reaching impacts for RCMP labour relations.



## 2 – Strategic Landscape

### 2.1 Current Context

#### 2.1.1 Policy Framework for the Management of Compensation

The Treasury Board of Canada Secretariat (TBS) has developed a Policy Framework for the Management of Compensation. It sets out specific principles and an approach to managing the compensation of employees within the federal public administration, including members hired under the RCMP Act.

Compensation, along with other key human resources management frameworks, serves to attract, retain, motivate and renew the workforce required to deliver results to Canadians. Compensation decisions by the Treasury Board, as the Employer, will be guided by the following four overarching principles<sup>6</sup>:

- **External Comparability** – Compensation should be competitive with, but not lead, that provided for similar work in relevant labour markets.
- **Internal Relativity** – Compensation should reflect the relative value to the employer of the work performed.
- **Individual/Group Performance** – Compensation should reward performance, where appropriate and practicable, based on individual or group contributions to business results.
- **Affordability** – The cost of compensation must be affordable within the context of the commitments to provide services to Canadians, the fiscal circumstances, and the state of the Canadian economy.

Government compensation decisions are made by taking into account relevant laws and general public policy. Consequently, the above-mentioned principles are balanced against economic policy objectives, social policy objectives, and public expectations and pressures.

An effective compensation strategy will enable any employer to attract, retain and motivate employees. In addition to the aforementioned principles, an appropriate compensation package for RCMP members should take into consideration a number of the factors unique to the specialized mandate, including job responsibilities, effort, nature and conditions of work.

#### 2.1.2 Government Position for Negotiations

Treasury Board negotiates compensation for about 166,000 unionized employees directly with their respective bargaining agents and determines compensation for the non-unionized employees. In 2014, all 27 bargaining units in the Core Public Administration, with whom the Treasury Board negotiates, are in a legal position to bargain or serve notice to bargain.

Both the unions and Treasury Board are involved in very difficult negotiations. At the time of publication, the employer is proposing an increase of 0.5% for each of the next four years, while the unions are asking for annual increases of 3.25% for each of the next three years. In addition, TB has proposed a new “wellness and productivity strategy”, which includes a short-term disability plan to replace accumulated sick leave in the Public Service.

<sup>6</sup> Source: <http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=12084&section=text>

## 2.1.3 Police Labour Relations Environment

Police services within the RCMP comparator universe – exclusive of the RCMP – follow a process of collective bargaining that includes a provision for binding arbitration to determine the wages as well as the terms and conditions of work for their members. As of December 31, 2014, current agreements were in place for seven of the eight comparator police forces covering the period up to December 31, 2014. Three of these collective agreements expired on that date, while an additional two collective agreements are set to expire on March 31, 2015. At the time of publication, only Vancouver and Winnipeg had agreements covering 2015. In other words, 75% of the comparator universe police forces will be positioned for collective bargaining at that time (note that the Edmonton Police Service collective agreement has been expired since December 2013 and negotiations for a new agreement are ongoing).

According to the December 2014 *Police Compensation Tables*<sup>7</sup>, there are currently 82 police services in Canada with 50 or more police officers. Each of these police services, aside from the RCMP, follows a process of collective bargaining to determine their wages and terms and conditions of employment. As of December 31<sup>st</sup>, 2014, 50 police services (61%) had expired collective agreements. Including the two police services whose collective agreements will be expiring on March 31, 2015, a total of 52 police services (63%) are currently negotiating or will be negotiating new collective agreements in 2015.

## 2.2 Affordability Context

### 2.2.1 Contract Policing

Contract Policing addresses the law-enforcement needs of provinces/territories, municipalities and Aboriginal communities across Canada by providing policing services to eight of the ten provinces, three territories and municipal policing services to approximately 150 municipalities and some 600 Aboriginal communities. Approximately 65% of the RCMP workforce is involved in contract policing and contract policing covers approximately 75% of the geographic area of Canada, including much of rural Canada, all of the Canadian north, and many towns and large urban areas.

The RCMP provides its services under the terms of the Police Services Agreements (PSAs) between Public Safety Canada and the client governments. The PSAs consist of the Provincial Police Services Agreement (PPSA) and the Municipal Police Service Agreement (MPSA), where the costs of policing services are shared by the federal, provincial/territorial and municipal governments. These new agreements signal a shift in the relationship from client relationship to a partnership.

RCMP services include enforcement of the laws of Canada under various federal acts and provincial laws, including most notably the *Criminal Code of Canada*, the *Youth Criminal Justice Act*, various provincial statutes and several municipal bylaws. The RCMP contract policing model is an effective means to address the cross-jurisdictional and evolving nature of crime and provide consistent policing services to Canadian communities.

Contract policing costs are shared between the federal government and the contract jurisdictions on the basis of the mutual benefits derived by each party under the model. These mutual benefits include facilitating the flow of intelligence between all levels of policing; having a direct connection between the different orders of policing that is important to modern policing and the security of infrastructure and communities; promoting Canadian sovereignty through the RCMP presence across Canada including in isolated communities and at Canada's borders; having RCMP members available for redeployment;

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<sup>7</sup> RCMP Pay Council, *Police Compensation Tables*, December 31, 2014.

sharing the costs and use of common police and administrative services; and having a professional, efficient and effective police service that reflects reasonable expenses for operating and maintaining a police service.<sup>8</sup>

As such, the federal government pay 30% of the negotiated costs under provincial and territorial agreements, which include police services for municipalities with populations under 5,000. Larger municipalities with populations between 5,000 and 15,000 enter into their own PSAs with the federal government at the same cost-share ratio as the provincial and territorial agreements. In municipalities with populations greater than 15,000, the federal government disburses 10% of costs.

## 2.2.2 Federal Policing

Federal Policing is among the core activities of the RCMP and is carried out in every province and territory in Canada. This business line encompasses a broad range of responsibilities. RCMP Federal Policing has the primary responsibility for preventing, detecting, denying and responding to national security-related threats in Canada in partnership with intelligence and other law enforcement agencies. As such, the RCMP investigates criminal offences acts arising from terrorism, espionage, cyber-attacks, nuclear security risks, foreign influenced activities, incidents involving the security of an Internationally Protected Person, the unlawful release of national security information and terrorist financing.

The Federal Policing mandate also includes investigating serious and organized crime; securing Canada's borders; protecting Canada's economic integrity; conducting international capacity building, liaison and peacekeeping operations; and ensuring the safety of major events, state officials, dignitaries and foreign missions.<sup>9</sup>

This facet of the RCMP's mandate is 100% financed by the Government of Canada. In light of this, the RCMP continuously seeks to improve the way it delivers its services to ensure the most efficient and affordable service to Canadians.

In specific situations where circumstances necessitate additional capacity, Federal Policing has the ability to seek assistance from other program lines within the RCMP to support its mandate and ensure the public safety. The RCMP has quickly and successfully drawn upon this pool of highly qualified police officers to respond to emergencies (e.g., Moncton, NB shootings, June 2014; Parliament Hill shooting, October 2014) and to ensure the security of major events (e.g., 2010 Olympics, G8/G20 Summits).

## 2.2.3 Economics of Community Safety and Well-Being

In January 2012, the issue of economics of policing gained national attention following a meeting between the federal, provincial and territorial ministers responsible for justice and public safety. As a result of the meeting, a summit was held on this issue and a shared forward agenda was developed as a strategy for the future of policing in Canada. Furthermore, the *Index of Policing Initiatives* was established as a repository of innovative initiatives and approaches that contribute to police efficiency and effectiveness.<sup>10</sup>

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<sup>8</sup> Mutual Benefits, Article I of the Introduction, *Police Services Agreement*, p. 5.

<sup>9</sup> About Federal Policing, *RCMP Infoweb*, <http://infoweb.rcmp-grc.gc.ca/fp-pf/dcfp-scpf/index-eng.htm>

<sup>10</sup> Public Safety Canada, <http://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/cnmcs-plcng/index-eng.aspx>, 22 May 2014.

According to the Public Safety Canada website, “[t]he economics of policing is about the evolution and sustainability of policing. It is about keeping people safe in an environment where, regardless of the challenges, we are open to innovation and reform.”<sup>11</sup>

On May 12, 2014, the House of Commons Standing Committee on Public Safety and National Security (SECU) tabled a report entitled *Economics of Policing*, which enquired into the cost drivers and challenges permeating police work today and identifying ways of reducing the overall costs of service delivery without jeopardizing the high standard of policing in Canada.<sup>12</sup> Some of the key drivers identified pertained to the devolution of responsibilities that occurred as a result of reduction of services in other areas (e.g., health care) which has led to an increase in call volume and police sector compensation, as well as increases in demands placed by the criminal justice system on police resources. SECU put forth 13 recommendations, none of which directly applied to the pay and benefits of police officers.

## 2.3 Current RCMP Context

### 2.3.1 The RCMP's Multifaceted Mandate

The RCMP is organized under the authority of the *Royal Canadian Mounted Police Act*. In accordance with the *RCMP Act*, it is headed by the Commissioner, who, under the direction of the Minister of Public Safety Canada, has the control and management of the Force and all matters connected therewith. As mentioned earlier, the RCMP provides municipal and provincial police services under contract. In addition, the RCMP provides federal policing services to all Canadians, from coast to coast to coast.

Based on the authority and responsibility assigned under Section 18 of the *RCMP Act*, in its simplest form, the mandate of the RCMP is to enforce laws, prevent crime, and maintain peace, order and security. Organizationally, this multifaceted responsibility includes:

- Preventing and investigating crime and maintaining order;
- Enforcing laws on matters as diverse as health and the protection of government revenues;
- Contributing to national security;
- Ensuring the safety of state officials, visiting dignitaries and foreign missions; and,
- Providing vital operational support services to other police and law enforcement agencies.

Currently, there are a number of priorities identified by the Government that can only be accomplished with a strong and appropriately staffed National police force. The Government's stated priorities include:

- Cyber bullying;
- Crimes against children; and
- Missing and murdered Aboriginal women.

Through environmental scanning, the Senior Executive of the RCMP identifies strategic priorities and establishes measurable goals that each Division within the Force will work towards in order to fulfill the Government's stated priorities. Further, the RCMP continues to be an essential part of the fabric of

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<sup>11</sup> *Ibid.*

<sup>12</sup> Daryl Kramp (Chair), *Economics of Policing*, Report of the Standing Committee on Public Safety and National Security, May 2014.

Canada's Northern communities. The Government's priority of Northern sovereignty can best be achieved with the continued support of the RCMP: already working, living and thriving in the North.

The priorities identified through the Speech from the Throne cascade to the RCMP strategic goal of "safe homes and safe communities". The Commissioners' vision is to accomplish this through a collective focus on "primacy of operations"<sup>13</sup>.

### 2.3.2 The RCMP Human Resources Strategy 2014 to 2017

The *RCMP Human Resources (HR) Integrated Business Strategy* was created in December 2013, in consultation with all senior managers in Human Resources. The strategy provides a comprehensive strategic plan for achieving the identified priorities by the year 2017. This strategy is aligned with the Government's priorities (use of common approaches and partnerships) and is consistent with the Government's over-arching human resources objectives for Public Service Renewal, where HR planning, recruitment and employee development are key areas of focus.

The RCMP HR approach to recruiting will be modernized, including initiatives designed to reduce attrition, online career presentations, a proactive university/college initiative, and the reintroduction of bilingual troops, among others. In 2014, an employee referral program was launched and in 2015, a comprehensive demographic and labour market analysis will also be completed.

The National Recruiting Program is moving to the establishment of a 'steady state' (i.e., 800 cadets) for FY 2015/16 – not only to allow for a level of flexibility in times of growth, but also supporting periods where reductions may be warranted, including those of fiscal restraint. The RCMP Recruiting Program is also working to reduce the recruiting timeframe (i.e., from initial application to admittance to Depot) from 18 months to six months going forward.

### 2.3.3 Fiscal Restraint

After several years of a turbulent financial crisis and recession, Canada is making a strong recovery. "Canada is now among only a few countries in the world with a triple-A credit rating."<sup>14</sup> In fact, the Government of Canada committed in the Speech from the Throne that a balanced budget will be achieved by 2015.

To reach the 2015 goal of a balanced budget, all federal public sector departments, including the RCMP, have been subjected to fiscal restraints stipulated in the *Expenditures Restraint Act (ERA)* comprising but not limited to restrictions to pay raises. Further, any compensation enhancements had to be funded from within, as prescribed by the 2010 *Budget Implementation Act*. The freeze on departmental spending continues. In Budget 2014, the Government reintroduced a freeze on departmental operating budgets. "This freeze will apply for two years beginning in 2014/15. (...) The operating budget freeze is expected to generate savings of roughly \$550 million in 2014/15 and \$1.1 billion in 2015/16."<sup>15</sup>

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<sup>13</sup> Primacy of Operations is the Commissioner's desire for the RCMP to focus on success in its core business of policing (i.e., emphasis on law enforcement, detection and prevention of crime, etc.) through strong leadership that inspires strong results and success in operations. This would be achieved through leaders striving for excellence, maintaining respect, stimulating collaboration, developing efficient strategies, and maximizing information sharing.

<sup>14</sup> His Excellency The Right Honourable David Johnston, Governor General of Canada, Speech from the Throne, October 16, 2013.

<sup>15</sup> *The Road to Balance: Creating Jobs and Opportunities* (2014 Budget), pages 258 and 427.



These ongoing financial restrictions and salary controls have placed numerous pressures on the operation of the RCMP. In addition, they were the primary contributors to the RCMP falling significantly behind its comparators in terms of compensation.

**On a total compensation basis, the RCMP ranks fifth out of nine comparator police forces, with its total compensation value falling 9.61%<sup>16</sup> behind that of the average top three services. In terms of salary alone, the RCMP first class constable salary ranks 57<sup>th</sup> out of the 82 Canadian police services with 50 members or more. In addition, the RCMP first class constable salary is \$8,108 below the median salary, which is a lag of 9.87%. Both the total compensation and the first class constable rankings of the RCMP are no longer competitive with those of other departments in the police universe.**

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<sup>16</sup> Source: RCMP Pay Council, Police Compensation Tables, December 31, 2014.

## 3 – Current Picture

### 3.1 Comparator Police Universe

Since 1997, the Pay Council has employed a total compensation methodology based on comparing the elements of compensation and benefits of eight comparator universe police services to those of the RCMP. The total compensation comparability methodology reflects the Treasury Board Secretariat (TBS) principle of competitive compensation for similar work in relevant labour markets. The total compensation methodology was developed by the expert employee benefit and compensation consulting firm William M. Mercer – now Mercer (Canada) Limited – in close collaboration with the RCMP and TBS. In fact, TBS strongly encouraged the development of the total compensation methodology and viewed it as indispensable for pay determination.

A comparator universe is used in compensation evaluation and determination to ensure that compensation is in line with that paid by other comparable organizations. Unlike other public service groups, the appropriate comparators for the RCMP for compensation purposes are easily identified, making data collection on their compensation relatively straightforward. However, because the RCMP has a multi-faceted mandate that is broader than any other police service mandate in Canada, it must be emphasized that there is no exact comparator for all dimensions of the RCMP role.

In 1997, the Pay Council adopted the comparator universe that had been previously utilized by Treasury Board in RCMP compensation determination since 1987. This comparator universe included: Service de police de la Ville de Montréal; Sûreté du Québec (SQ); Toronto Police Service; Ontario Provincial Police (OPP); Winnipeg Police Service; Edmonton Police Service; Calgary Police Service; and Vancouver Police Department. The Pay Council agreed that these were the appropriate comparator police services for a number of reasons. As Canada's largest police force, comparisons with large police forces are appropriate and necessary. These were mainly the police services with whom the RCMP competed to attract new recruits as well as to whom the RCMP risked losing existing talent. Further, because the RCMP is a national police force with a presence across Canada, it was necessary to ensure the comparator universe included adequate representation of police services from across the country. The universe employed by Treasury Board was deemed to be sufficiently representative. In 1997, a comprehensive job match was conducted by the management consulting firm Watson Wyatt to ensure that the duties and responsibilities at the constable rank for all of the comparator police universe services were reasonably equivalent to those of the RCMP. Watson Wyatt confirmed that there was indeed a job match at the constable rank for front line/general duty. However, Watson Wyatt was unable to evaluate the federal role because it is unique to the RCMP – none of the provincial and municipal comparator police services have a federal policing mandate. Subsequently, at the request of TBS, the comparator universe was slightly altered. In 2000, Calgary Police Service was replaced by Halifax Regional Police to allow for greater regional representation of police salaries, since the original comparator police universe did not include any services from the Atlantic provinces.

Based on 2013 Statistics Canada data, **the present comparator universe, together with the RCMP, consists of 45,219 police officers, representing approximately 67% of the total national police officer population across Canada**<sup>17</sup>. The SQ and the OPP are large provincial police services while the six remaining comparators each represent the largest municipal police service within a particular region. It

<sup>17</sup> CANSIM Table 254-0004, Statistics Canada.

is important to note that the RCMP comparator universe police forces are not the highest paid police services in Canada.

The RCMP Pay Council continually monitors the pay, benefits and other working conditions of these eight police services, and maintains a detailed database on related provisions. Further, the Pay Council also examines the collective bargaining results of the broader external police market of Canadian police services with more than 50 officers, and reports on the first class constable salaries on a quarterly basis. These external market salary rates strengthen the link between the Force and its relevant labour market.

For almost two decades, the Pay Council has used a total compensation methodology to compare certain elements of the compensation and benefits provisions of the comparator police universe forces to those of the RCMP. The Pay Council employs a total compensation software package called TREflex, which enables the calculation of a value for each element of the Force's compensation and compares these values, consistently and objectively, across the comparator universe. This software is proprietary to Mercer (Canada) Limited. The TREflex software is updated each year to ensure that all elements of compensation in the RCMP and its eight comparator forces are accurately reflected. In addition, the cash, pension and group benefit components of the framework are thoroughly reviewed every three years in order to ensure that all elements of each module remain accurate. These reviews are conducted independently by Mercer, an expert in the areas of compensation, pensions and benefits.

Having information on total compensation (and each element within it) allows the RCMP to ensure that it is offering competitive compensation relative to the other police departments in its comparator universe on an overall basis. This does not mean that individual provisions do not vary in the universe but that, as a total picture, a valid consistent comparison is possible. Furthermore, with the various initiatives being undertaken by the RCMP, the results of this study provide a basis for discussion when recommending changes to cash compensation or benefits.

The use of the total compensation methodology also clearly distinguishes the RCMP from other public service groups. While salary comparisons between public service groups and private sector comparators can be done once appropriate comparators are identified, it may not be possible to precisely value other components of compensation such as benefits and pension. The total compensation methodology employed by the RCMP is an extremely valuable tool for making accurate and complete comparisons for all elements of compensation. Results are circulated on a quarterly basis to all stakeholders, including police services that have contributed to the compensation surveys. In fact, many police boards and police associations rely on these publications as undisputable data during their rounds of collective bargaining.

## 3.2 The Uniqueness of the RCMP

*I accept the uniqueness of policing. It is not an occupation or profession comparable to other public sector employees. Both the nature of the work and the nature of the public responsibilities are different. This has to do with their duties and powers and, as captured in past arbitral awards and academic literature, the necessity at some point to lay their "life on the line".*  
(Arbitrator Stan Lanyon, Q.C., 1997)<sup>18</sup>

<sup>18</sup> Arbitrator Stan Lanyon, Q.C. in *Vancouver Police Board v. Vancouver Police Union*, 1997 B.C.C.A.A.A. No. 621.

The compensation principle that wages should be determined in relation to appropriate labour markets is imperative to ensure a fair process. The work of a police officer is unlike the work of any other public service employee. The recognition of the distinction between the RCMP and other public service groups is critical. While they share the same employer, the RCMP and other departments within the Core Public Administration have fundamental differences that must be acknowledged, particularly within the context of compensation determination.

Moreover, while the most compelling comparators are other police services, there is no perfect comparator for the RCMP. The RCMP is not only distinct from the rest of the federal public service; it is also unique among its peers.

### 3.2.1 Distinction from the Broader Public Service

Unlike any other professionals, in fulfilling their duties, police officers and RCMP members are regularly exposed to dangerous situations and are authorized through the *Criminal Code* to temporarily suspend liberty and take life if necessary. They are obligated to take action when circumstances dictate. In a most recent example, on the morning of October 22, 2014, when a gunman ran right through the front doors of Parliament Hill's Centre Block while shooting carelessly, RCMP members were clearly seen running straight into the gunfire while everyone else's instinctive reaction was to run away. This example clearly illustrates the different responses expected from police officers in contrast to the responses expected from others in dangerous or violent situations.

RCMP officers are not just employees like others in the public service, but are designated as "constable" and "peace officer" and are the sole representatives of the Federal Government in many communities. Police officers are recognized as retaining this status at all times, whether on duty or off duty. Because of this special status, the public has greater expectations from this profession and police officers can undergo greater public scrutiny for every action or decision taken through the judiciary, the civilian oversight process and ongoing external accountability in service delivery.

As a consequence of this distinction, RCMP members are excluded from collective bargaining and are governed by different legislative provisions. The RCMP has its own system for grievances, discipline and discharge and demotion as set out in the *RCMP Act* and is not subject to the provisions that apply for other public service groups. Further, the *Criminal Code* offences against public order also distinguish the RCMP. The act of persuading a member of the RCMP to absent himself/herself without leave, as might happen if one were to counsel a strike, would be contrary to Section 56 of the *Criminal Code*.

Section 42 of the RCMP Regulations (Code of Conduct) pursuant to the *RCMP Act* states that a regular member "shall take appropriate police action to aid any person who is exposed to danger or who is in a situation where danger may be impending." This section reflects the essence of the difference between the RCMP and other public service groups. While RCMP members are obligated to deal with dangerous situation, other public servants have the right to refuse dangerous work, pursuant to the Canada Labour Code.<sup>19</sup> There is an inherent danger in policing; therefore the members' right to refuse dangerous work

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<sup>19</sup> Although members of the RCMP are not excluded from Part II of the *Canada Labour Code*, the right to refuse to perform dangerous work for regular members does not apply if the refusal puts the life, health or safety of others directly in danger. Members have the right to refuse dangerous work only if there is reasonable cause to believe that the danger in question is not part of their normal conditions of employment, such as in the case of defective equipment. However, members are trained and equipped in such a way to mitigate some of the risks that occur in the normal course of their employment and therefore must respond to and deal with most dangerous situations where others are not required to do so.

relies on a higher threshold. It should be emphasized that the obligation created by Section 42 of the Regulations applies whether a member is on duty or not as well as anywhere in Canada. The RCMP's quasi-military culture and the diminished control members have over their own private lives (due to the application of the Code of Conduct) further distinguish the RCMP from the rest of the Federal Public Service.

Regulations under the *Income Tax Act*, which provide for early retirement for members of public safety occupations (police, corrections officers, firefighters, air traffic controllers and commercial airline pilots), also serve to highlight the uniqueness of the RCMP and the policing function. The special income tax provisions for public safety occupations reflect the demands of these professions – the stressful nature of the work and/or the requirement to put oneself in harm's way in doing one's job, as is required in policing. It is therefore unmistakable that the police function is an indispensable service of government and is essential in a way that distinguishes it from any another government service.

To provide more insight on the fundamental differences between the work of RCMP members and the rest of the Public Service, it is useful to consider the activities in which members engage in order to fulfill the mandate of the RCMP to enforce laws, prevent crime, and maintain peace, order and security.

There are various ways in which RCMP members take action to assist those in danger or to prevent impending danger while, at times, putting themselves at risk. For example, every day, RCMP members are exposed to the most unsavoury elements of our society, often in confrontational situations and sometimes, at risk to themselves. RCMP members deal with child molesters, murderers, sexual offenders, drunk drivers and terrorists and do so in fulfillment of their duty and their obligation under Section 42 of the RCMP Regulation (Code of Conduct).

In addition, RCMP members are more prone to violent deaths in performing their duties than other public servants. According to the Officer Down Memorial Page, 22 RCMP members died in the line of duty over the past ten years. Of those deaths, 12 were caused by gunfire and one was due to a violent assault<sup>20</sup>. Although many public servants risk on-duty deaths, they are typically not exposed to the violence that RCMP members are faced with daily.

The Task Force on Governance and Cultural Change in the RCMP has recognized the unique characteristics of the RCMP that make it stand out from other public service occupational groups by recommending separate employer status, which would allow it to develop its own policies to meet its unique operational needs.

*As a statutory agency, the RCMP is subject to a wide array of rules and policies generally applicable across the broader public service. Some of these rules and policies are simply inappropriate for a national police service – many actually compromise the effectiveness of the Force.*<sup>21</sup>

It is clear that the daily work of the RCMP is fundamentally different than that of the rest of the Public Service. In fulfilling their duties, police are authorized through the *Criminal Code* to temporarily suspend liberty and take a human life if circumstances dictate. These decisions are often made in a split second. The responsibilities are onerous and serve to distinguish the RCMP.

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<sup>20</sup> Source: <http://canada.odmp.org/>.

<sup>21</sup> The Task Force on Governance and Cultural Change in the RCMP, "Rebuilding the Trust". December 14, 2007, page 1.



### 3.2.2 Distinction from other Police Services

Not only is it Canada's national police force, the RCMP has greater responsibilities and a broader mandate than any other Canadian police service. When RCMP members are sworn in, they automatically have federal policing power anywhere in Canada as well as provincial policing powers in all provinces and territories except Ontario and Quebec. Although policing authorities for officers of other municipal and provincial services can include federal powers, these are limited only to the jurisdiction in which they were sworn in and police.

Besides, many factors contribute to the uniqueness of the RCMP among its peers including the following:

- Its inability to have compensation disputes decided and other working conditions determined by independent interest arbitrators
- Its culture of uncompensated overtime
- Being the only federal government presence in many isolated areas
- The mobility requirements and likelihood of transfers, particularly to smaller and sometimes very isolated communities
- The potentially significant financial disadvantage of a diminished opportunity for spouses to work or even build a normal and stable career, due to frequent member transfers
- The financial disadvantage to members arising out of a diminished ability to build home equity and hence net worth, again due to mobility requirements
- The requirement that RCMP members learn and enforce laws and legislation for each of the new jurisdiction they are transferred to, since each province, territory, and municipality across Canada has different laws to uphold such as highway traffic acts, liquor control acts, gaming acts, mental health acts, etc. In some cases, different legislative requirements in a new jurisdiction result in additional training needs. For example, members newly transferred to British Columbia are required to complete the Crisis Intervention and De-escalation course to meet the province's minimum policing standards
- As will be demonstrated further on in this report, the RCMP provides services in more dangerous areas than other police services. Section 5.3 will present evidence based on crime severity statistics, that the work of the RCMP is arguably at least as dangerous as that of other police services.

Indeed, the RCMP is also unique in the world since it functions simultaneously as a national, federal, provincial and municipal policing body. Increasingly, RCMP members are also being called upon to provide services to foreign countries and assume peacekeeping functions around the globe to counter terrorism and to ensure national security.

### 3.3 Members' Perspective

To assess the current picture from the members' perspective, the Pay Council analyzed various sources of data. In addition, the Pay Council has conducted town halls across the country and met with members, and heard first hand their perspectives. Below, some observations are made on the members' satisfaction with their compensation package, their perception of a lack of resources and related uncompensated overtime, their perspective on the hardships and mobility issues they are faced with while doing their jobs, and their opinion with respect to the RCMP "brand".

In 2013, all RCMP employees were invited to participate in the Professional Climate Survey. Over 5,600 employees responded (a response rate of about 20%), including approximately 3,800 Regular Members. Subsequently, in 2014, all RCMP regular and civilian members were invited to participate in the SRR

Consultation on Pay to better understand their views in preparation for the upcoming pay deliberations with Treasury Board. A total of 7,507 members responded (a response rate of over 40%), including 6,608 Regular Members and 252 Civilian Members in the Law Enforcement Support (LES) group.

According to the Professional Climate Survey, the majority of respondents noted that the salary restraints and changes to benefits were significant areas of concern. In fact, this was the primary determining factor for those who would not recommend working for the RCMP. Further to this, some respondents indicated that the reduced benefits no longer outweigh the demands of constant transfers and the necessity to move away from family. The changes to benefits were also viewed by some respondents as creating serious challenges for recruiting and retaining the best and brightest.<sup>22</sup>

Providing more resources was one of the top two recommendations for improvement by respondents. Members mentioned that their jobs have been negatively impacted due to higher workloads, lack of work-life balance, stress, and burnout. In some instances, a lack of resources led to enhanced fears about greater risks associated with the job.<sup>23</sup>

These views are echoed in the SRR Consultation on Pay. In particular, “[m]embers are clearly concerned about their pay in comparison to other police departments especially since they see themselves as having to give more while being paid less. (...) RMs are least satisfied with their pay and that is especially true for those in mid-career and those working in federal (integrated teams) units.”<sup>24</sup>

As Figure 3.1 illustrates, both the Professional Climate Survey and the SRR Consultation on Pay established that RCMP members are dissatisfied with their pay. Those who have served between ten to fourteen years are the least satisfied. This is in contrast to previous findings prior to the implementation of the expenditure restraint measures, where members indicated that their pay package was one of the most appealing aspects of their job.

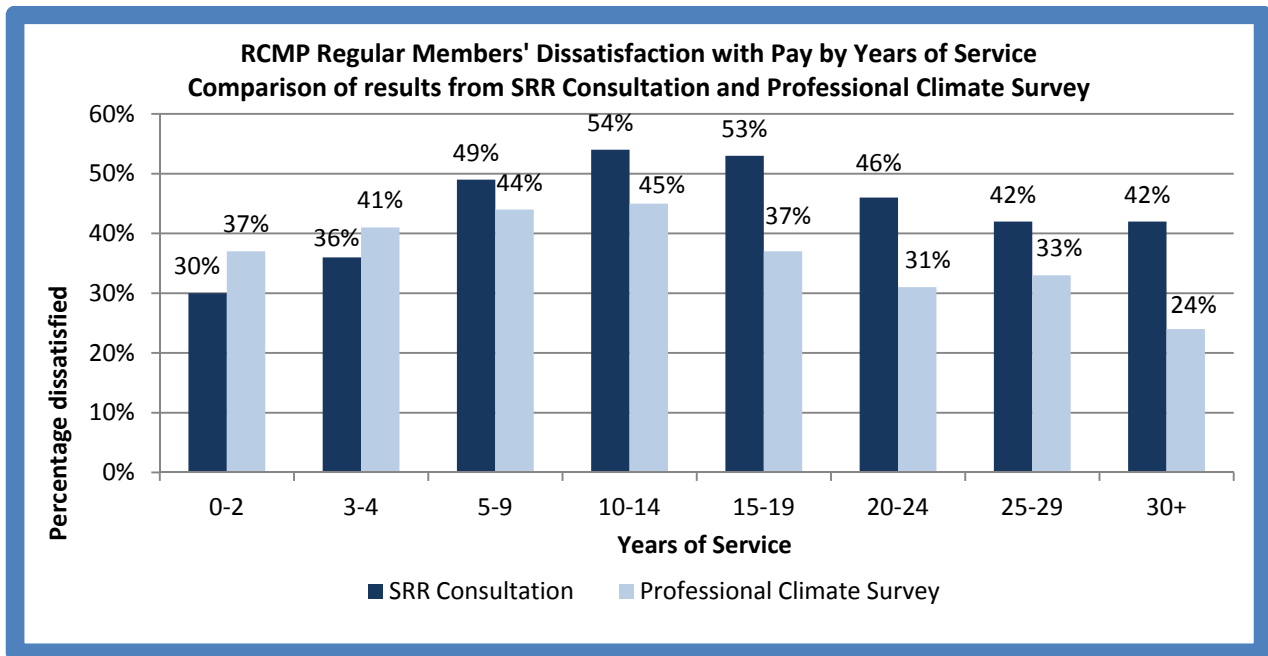
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<sup>22</sup> Professional Climate Survey: Workplace Climate and Intentions to Leave April 2014 p.25

<sup>23</sup> *Ibid.*

<sup>24</sup> Staff Relations Representative Program, “SRR Consultation on Pay”, (2014), p. 1.

**Figure 3.1 Regular Member's Dissatisfaction with Pay**



Below are comments extracted from the various employee surveys that shed further light on members' perspective:

*"I have overall enjoyed my time with the RCMP and believe that I made a good career choice. I have been lucky to have mostly great direct supervisors who have recognized hard work and afforded me great opportunities due to my work ethic. However, in the last few years, it has become a little bit difficult to stay positive about the RCMP, especially with the changes in benefits, pension, severance and the lack of wage equity with other police departments."*<sup>25</sup>

*"If someone asks me about working for the RCMP I honestly tell them to apply to a police force that not only pays a fair wage, but that asks for less personal sacrifice for that wage. If you are asking people to constantly relocate their families around Canada away from their loved ones and make sacrifices that other police agencies do not require, then the compensation had better be there."*<sup>26</sup>

*"I believe that it has negatives like every other organization, but that we have reached a point where the pay and benefits (reduced benefits) no longer adequately compensate members for the sacrifices that are expected of a regular member of the RCMP."*<sup>27</sup>

*"Deep in my heart, I feel that the RCMP is the best police Force in the world and it is no coincidence that I chose the RCMP for my career. I also think I have the best job in the world and I am just as excited about performing my duties as I was coming out of Depot."*

<sup>25</sup> Staff Relations Representative Program, "SRR Consultation on Pay", (2014), p.16

<sup>26</sup> 2013 Professional Climate Survey.

<sup>27</sup> Ibid.

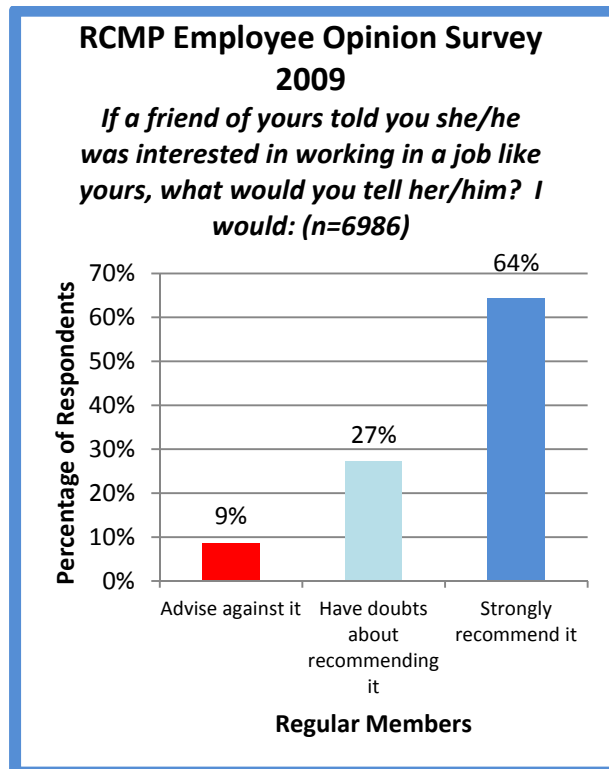
*However, our benefits continue to be taken away from us and it is affecting the morale of all of us...*<sup>28</sup>

### 3.3.1 Decline in Pride of RCMP Membership

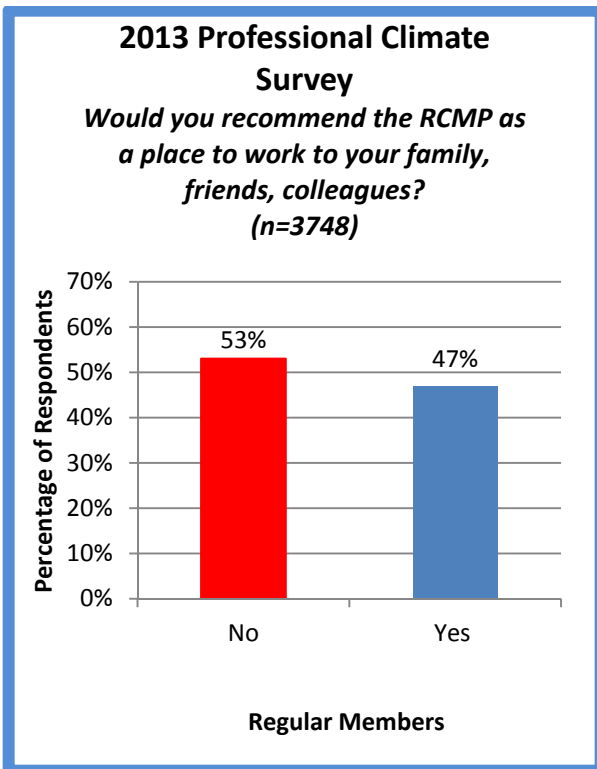
As one of the world's most recognizable icons, the RCMP is famous for its dress uniform or "Red Serge". For most regular members of the RCMP, there had always been a fierce loyalty and sense of pride in belonging to such a prestigious and honorable world-class police force. In recent years, pride among regular members has diminished. In two surveys of RCMP employees in 2009<sup>29</sup> and 2013<sup>30</sup>, the percentage of regular members recommending the RCMP dropped from 64% to 47%, respectively. The lowered morale and loss of pride have contributed to members wanting to leave the RCMP and work in other police departments or federal agencies.

Figures 3.2 and 3.3 demonstrate this decrease in the RCMP brand over a short four-year period. In 2009, the RCMP Employee Opinion Survey asked, "If a friend of yours told you she/he was interested in working in a job like yours, what would you tell her/him?" Of the almost 7,000 Regular Members who responded, 64% said they would strongly recommend it. In contrast, only four years later, the 2013 Professional Climate Survey asked employees, "Would you recommend the RCMP as a place to work to your family, friends, colleagues?" and only 47% of Regular Members said that they would recommend the RCMP.

**Figure 3.2 2009 Employee Opinion Survey**



**Figure 3.3 2013 Professional Climate Survey**



<sup>28</sup> 2013 Professional Climate Survey.

<sup>29</sup> 2009 RCMP Employee Opinion Survey.

<sup>30</sup> 2013 Professional Climate Survey.

This decline has a large impact on the RCMP's recruitment strategies since the majority of cadets join following their interactions with RCMP members or upon the encouragement of family or friends.<sup>31</sup>

### 3.3.2 Hardship and Mobility

While mobility is an expected part of RCMP life, it has become increasingly difficult to staff positions in isolated and limited duration posts. The Pay Council conducted various research studies and published a number of reports on the challenges of mobility in the RCMP. Reports were issued in 2003, 2004, 2005, and 2010, indicating a decline in member interest in postings to remote and rural locations and noting a predominance of junior members in these detachments. Factors identified as contributing to the decline of interest included cost and quality of housing, inadequate incentives to offset the lack of adequate social amenities, quality schooling and medical services. Demographic trends demonstrate an increase in the age of recruits and first year constables<sup>32</sup> with implications for family life and spousal employment needs.

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<sup>31</sup> RCMP National Recruiting Services, "Recruiting Contact Survey Report", January to March 2014.

<sup>32</sup> RCMP Cadet Demographic Data, HRMIS Report, August 2014.



## 4 – Concerns with Current Picture

### 4.1 Recruitment Challenges

Over the next ten years, the RCMP will be hiring a minimum of 8,000 new members. The Force will require a variety of measures to be able to attract these new recruits. If the RCMP compensation gap continues, the Force will not be able to achieve its recruitment goals, especially given that the organization expects more of its newly engaged members than do other police services (i.e., mobility).

#### 4.1.1 Attracting Potential Candidates

Attracting youth to a career in law enforcement has become increasingly difficult for police recruiters. Not only does the labour pool in Canada continue to shrink, it is also aging.

With an aging demographic, the labour pool in Canada continues to shrink and research demonstrates that interest in policing as a career has been decreasing. When considering potential careers, one of the most important factors for youth continues to be salary.<sup>33</sup> As the RCMP's first class constable salary falls to a ranking of 57<sup>th</sup> out of 82 Canadian police departments with 50 members or more,<sup>34</sup> it becomes more of a challenge to attract new recruits. According to the most recent RCMP Recruiting Contact Survey data<sup>35</sup>, 42.2% of potential applicants in 2014 decided not to apply to the RCMP and indicated they were applying to other police agencies, compared with 32.7% in 2013<sup>36</sup>.

Currently the applicant to recruit ratio is 15:1<sup>37</sup>. In other words, for every 15 applicants, only one cadet will be enrolled at Depot for training. This translates into an estimated 14,400 applicants required to achieve the goal of enrolling 960 cadets at Depot next year. Since 2010, there have been approximately 6,000 to 8,500 applicants per year. In 2013/14, Depot had an attrition rate of 12.5%, which means that only 840 cadets would likely graduate.

The following table detailing the investment per cadet for recruitment, training and field coaching over a three-year period was provided by RCMP Financial Services, Corporate Management and Controllershship. The data show that between 2011 and 2014, the average cost to recruit a cadet was around \$40,315 while the average cost to train a cadet at Depot was \$131,910 and the average cost to train a newly engaged cadet after graduation from Depot was \$40,710. Therefore, on average, the RCMP invests approximately \$213,000 to attract, train and hire a new member.<sup>38</sup>

<sup>33</sup> Police Sector Council – Ipsos-Reid: Youth Attitudes Research: Key Findings 2005-2011.

<sup>34</sup> Source: RCMP Pay Council, Police Compensation Tables, December 31, 2014.

<sup>35</sup> RCMP National Recruiting Services, "Recruiting Contact Survey Report", January to March 2014 – The RCMP has conducted surveys of potential applicants since May 2006. The Recruitment Contact Surveys (RCS) are conducted at the career presentation, where potential applicants are provided with information on the RCMP before they actually apply. The purpose of the survey is to better understand the demographics of people interested in becoming a police officer, and the reasons that motivate them to do so.

<sup>36</sup> RCMP Human Resources Sector, Workforce Programs and Services, "Cadet Recruitment Allowance Review 2013-14" (June 2014), p. 19.

<sup>37</sup> RCMP, National Recruiting Program Multi-Year Plan Fiscal 2014/15 p 8.

<sup>38</sup> This calculation includes both the fixed and variable costs to operate Depot.

**Table 4.1 Investment per Cadet**

	Actual FY2011-12	Actual FY2012-13	Actual FY2013-14
Recruiting Costs	21,190,245	17,835,589	19,914,835
# of Cadets Incoming	575	395	492
Investment per Cadet	36,853	45,153	40,477
Depot Cadet Costs	59,990,410	58,423,702	52,805,033
# of graduated cadets	510	440	348
Investment per Cadet	117,628	132,781	151,739
Field Coaching costs	20,461,742	17,951,040	14,428,604
# of Cadets	510	440	348
Investment per Cadet	40,121	40,798	41,482
<b>Total Investment per Cadet</b>	<b>194,602</b>	<b>218,732</b>	<b>233,678</b>

Notes:

1. Recruiting costs include all costs to recruit cadets from initial contact to entrance to Depot. The figures are from the Recruiting Multi-year plan.
2. Depot Cadet Costs includes the fixed and variable costs to operate Depot for a cadet from entrance into Depot to graduation and relocation to first posting. This number includes costs and revenues that do not apply to the MYP.
3. Field Coaching costs were sourced through National Performance Programs who provided the information that a field coach is usually a constable with some experience. For taking the role of a field coach, they are provided remuneration in the form of 2.5% of the top of the constable salary level. Field coaching program is usually 6 months long, but can be shorter or longer.
4. Incoming cadets are based on the cadets entering Depot in that fiscal year. Graduating cadets are those cadets that graduate in that fiscal year. These numbers will not match because incoming troops in the latter half of the year will graduate the following year.
5. It should be noted that there are other costs associated with training a constable that have not been included such as inservice training and annual requalifications. It is difficult to estimate an average cost of training per cadet because training required varies with the job skills required depending on the location of the position.

The profile of a new recruit is evolving, although the average age has remained relatively constant, between 28 and 29 years of age, for the past decade. A comparison of demographic data of recruits between 2009 and 2014 shows new recruits are joining the RCMP with higher levels of education than in the past. In 2009, 49% of cadets had some form of post-secondary education. This increased to 62% in 2014. The proportion of cadets with a university or graduate degree also increased from 23% to 35% between 2009 and 2014.<sup>39</sup>

Moreover, a review of cadet financial responsibilities was conducted by the RCMP Workforce Programs and Services Branch. The analysis used the financial reports of a random sample of cadets enrolled at Depot during the fiscal years 2012/13 and 2013/14. It revealed that, on average, cadets carried \$39,507 in debt, with the total cadet debt ranging from \$16,258 to \$71,700. In fact, approximately 64% of the financial reports studied were for cadets between the ages of 25 to 34. The average debt load for this

<sup>39</sup> RCMP Depot Management Services, Cadet Demographic Data, 2014.

age group was \$41,084. The average debt was lower for the 19 to 24 age group and higher for the cadets aged 35 to 45.<sup>40</sup>

The current demographic portrait of an average recruit reveals a mature, educated adult with potentially higher levels of debt and a higher likelihood of having family commitments and dependents. These factors significantly contribute to the increased necessity for addressing the compensation gap.

#### 4.1.2 Declining RCMP Brand

Studies have shown that a major influence in youth considering policing as a career is family or friends that are police officers or employees of a police service<sup>41</sup>. The fact that RCMP members are less inclined to recommend the RCMP as a career has an impact on the number of potential recruits applying to the RCMP. As previously mentioned, the percentage of members recommending the RCMP as an employer has dropped from 64% in 2009<sup>42</sup> to 47% in 2013.<sup>43</sup> In 2013, the main reason cited by members for not recommending the RCMP as an employer was based on the reduction of benefits and salary.<sup>44</sup>

In January 2014, The RCMP's National Recruiting Program developed two initiatives: the Employee Referral Initiative and the RCMP Veteran's Referral Initiative to help promote the RCMP by engaging employees and veterans in recruiting potential applicants.

#### 4.1.3 Shrinking Labour Pool

*According to Statistics Canada, the available labour pool continues to shrink as a result of Canada's aging workforce, and projects that by 2021, one-third of Canadians will be 55 or older. The source of supply of replacement workers will be further impacted by the fact that Canadians are having fewer children. This reality is further exacerbated by the Canadian Occupational Projection System (COPS), which indicates that the policing labour market will remain tight – with fewer people seeking jobs in policing than the number of jobs available – until at least 2020.<sup>45</sup>*

Various labour market conditions affect policing in general. The recent Police Sector Council (PSC) report, 'Youth Attitudes Findings Roll Up 2005-2011', confirms the findings of an RCMP Contact Survey. The report details a continued decline in Canadian youth considering a career in policing. In 2005, 5% of youth surveyed were interested in policing as a career; by 2010, only 3% were interested. This same population in both 2005 and 2010 consistently reported "pay and other forms of monetary compensation" as one of the three most important factors when considering future employment prospects.

#### 4.1.4 Employment Equity

The RCMP's recruiting benchmarks for Employment Equity (EE) groups are: 35 % women; 20% visible minorities; and, 10% Aboriginal. At the end of Fiscal Year 2013/14, 492 cadets were enrolled at Depot; of

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<sup>40</sup> RCMP Human Resources Sector, Workforce Programs and Services, "Cadet Recruitment Allowance Review 2013-2014" (June 2014), page 14-15.

<sup>41</sup> Police Sector Council – Ipsos-Reid: Youth Attitudes Research: Key Findings 2005-2011.

<sup>42</sup> 2009 RCMP Employee Opinion Survey.

<sup>43</sup> C/Supt. Workman-Stark, Angela, RCMP Professional Climate Survey, "Workplace Climate and Intentions to Leave" (April 2014).

<sup>44</sup> *Ibid.*

<sup>45</sup> RCMP Human Resources Sector, Workforce Programs and Services, "Cadet Recruitment Allowance Review 2013-14" (June 2014), page 17.

these, 162 (33%) were women, 88 (18%) were visible minorities, and 29 (6%) were Aboriginal. Although approaching the target, the RCMP continues to strive to meet or exceed the benchmarks. To ensure a sustained focus, EE statistics are tracked on a weekly basis.<sup>46</sup> In addition, the 2013 *Gender and Respect: The RCMP Action Plan* includes a commitment to ensure enrollment for women is 35% for Fiscal Years 2013/14 and 2014/15 and 50% every year thereafter.<sup>47</sup>

#### 4.1.5 Canadian Population Trends

According to Statistics Canada<sup>48</sup>, the median age of Canada's population in 2014 is 40.4, which represents an increase of 9.8 years over the past 30 years. The age pyramid below illustrates the aging of Canada's population by comparing the population's age-gender structures in 1984 to those of 2014.

**Figure 4.1 Age Pyramid of Population Estimates as of July 1, 1984 and 2014**

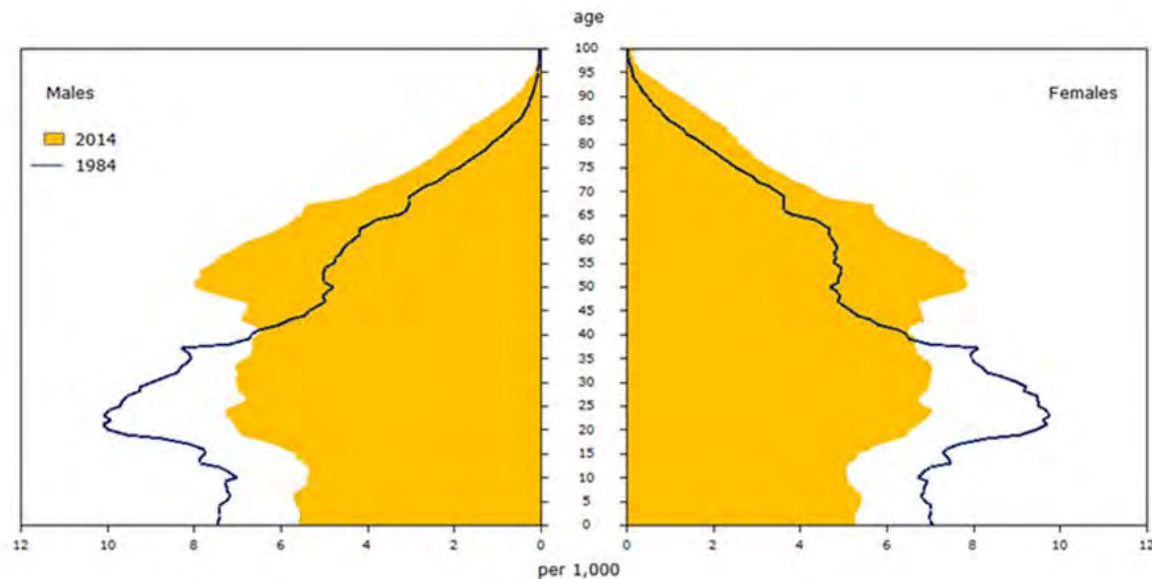


Figure 4.1 demonstrates that the proportion of the Canadian population between the ages of 20 and 30 was significantly larger in 1984 than it is today. This is noteworthy since the RCMP seeks to attract most of its recruits from this age group, which is shrinking. Further, the population levels started tapering off at approximately 40 years of age in 1984. Conversely, this age marker represents the beginning of a population spike in 2014. It is also clear from the age pyramid that more Canadians are living longer, which has an impact on the way policing services are delivered.

Notwithstanding, over the one year period between November 2013 and November 2014, Canada's national unemployment rate slightly dropped by 0.3% to 6.6%.<sup>49</sup> The unemployment rate varied from a high of 10.5% in Newfoundland and Labrador to a low of 3.4% in Saskatchewan. While provinces like Alberta and Saskatchewan are enjoying lower unemployment rates and continued job growth, other

<sup>46</sup> RCMP, National Recruiting Program Multi-Year Plan Fiscal 2014/15.

<sup>47</sup> RCMP Human Resources Sector, Workforce Programs and Services, "Cadet Recruitment Allowance Review 2013-14" (June 2014).

<sup>48</sup> Statistics Canada, "Annual Demographic Estimates: Canada, Provinces and Territories" p56

<sup>49</sup> Source: [http://www.jobbank.gc.ca/LMI\\_bulletin.do](http://www.jobbank.gc.ca/LMI_bulletin.do).

areas, particularly in the Atlantic Region, are struggling with high unemployment and declining populations.

The disparity in provincial labour market conditions coupled with those circumstances unique to the RCMP as Canada's national police force cause significant challenges to the RCMP's ability to meet its obligations to contract partners under the Provincial Police Service Agreements (PPSA). Specifically with regard to Article 8.6 of the PPSA,

*The RCMP will use its best efforts to ensure that the percentage of recruits that are engaged from the Province attains the annual average of the following two percentages:*

- a) *The percentage that the number of Members in the Division is of the number of members in the RCMP; and*
- b) *The percentage that the population of the Province is of the population of Canada.*

#### 4.1.6 RCMP Recruitment Challenges and Initiatives

By March 31, 2014, the RCMP had sent 492 cadets to Depot to achieve its recruitment targets. While this represented an increase of 46% over the previous year, vacancy patterns within the RCMP required an increased focus on hiring. As such, the Senior Executive Committee (SEC) decided to extend the target of 960 cadets per year for the 2014/15 and 2015/16 fiscal years. Starting in 2016/17, the RCMP will implement a steady state recruitment baseline of 800 cadets per year<sup>50</sup>. The RCMP is further exploring increasing the number of troops as a temporary measure to fill the vacancies.

To address recruiting issues, the RCMP invested an additional \$2.77 million for 2013/14 for Proactive Recruiting, Recruiting Processing and for a number of downstream groups that support recruiting to enhance web support, marketing, Health Services, Pre-employment polygraph and Personnel Security. The RCMP developed the Recruiting Efficiency Project to consolidate the recruitment and the Recruiting Modernization project to reduce application processing times. Further, the RCMP has been working to develop a proactive approach to recruitment by contacting applicants who withdrew their applications to determine what prevented them from following through with the process. Information gleaned from this is intended to provide ideas for further improvements of the recruiting process.

One of the biggest recruitment challenges is the number of applicants the RCMP is required to attract to ensure that sufficient numbers of cadets are successfully completing their training and graduating from Depot. The number of applicants needed to successfully train and hire new recruits is illustrated in Figure 4.2, which compares the total number of applicants to the number that enrolled for training at Depot and the number of those who successfully graduated for the fiscal years between 2010/11 and 2012/13. In 2012/13, there were 6,076 new applicants, 528 enrolled for training at Depot. Of those, 302 cadets graduated from Depot.<sup>51</sup>

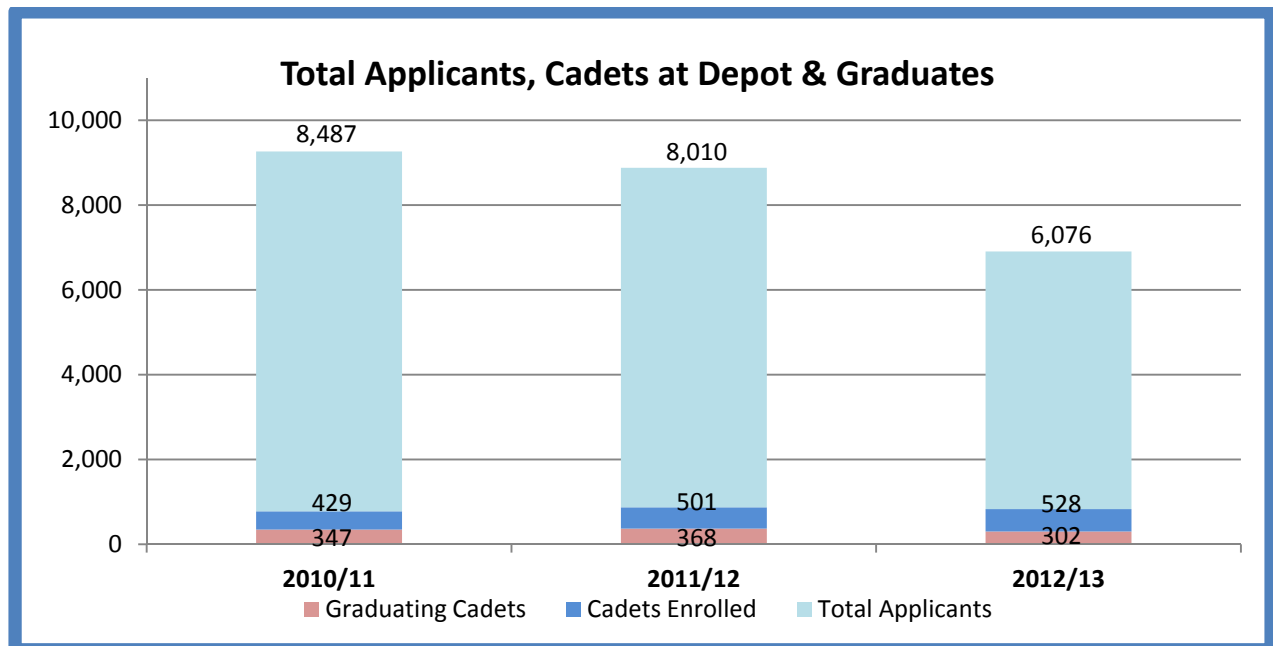
These figures were derived by following an applicant cohort through the process of application, successful enrollment at Depot and graduation. It should be noted that the application process can take 12 to 18 months and applicants from one fiscal year may not graduate until the following year, thus cadets enrolled had generally applied in previous years.

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<sup>50</sup> RCMP, National Recruiting Program Multi-Year Plan Fiscal 2014/15, page 10.

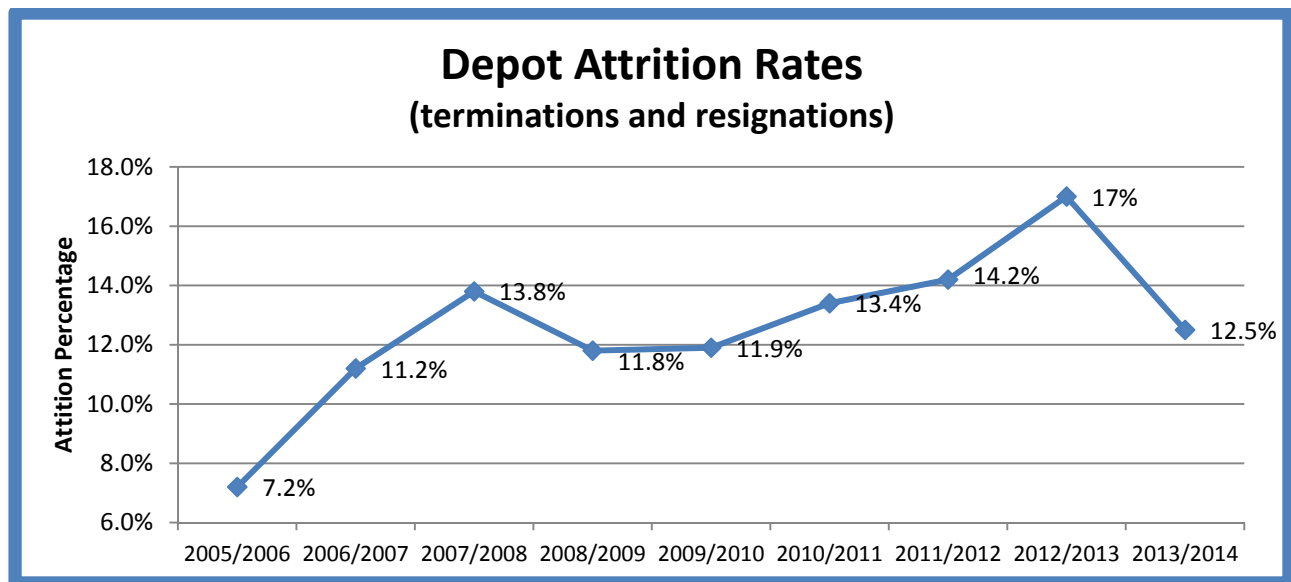
<sup>51</sup> National Recruiting Program figures as of January 13, 2015.

**Figure 4.2 Comparison of Total Applicants, Number of Cadets at Depot and the Number of Graduates by Applicant Cohort**



Even after successfully enrolling for training at Depot, a percentage of cadets resign or are terminated. Poor performance, core values<sup>52</sup> and medical issues were the main reasons for termination or resignation. Figure 4.3 shows the rates of attrition at Depot from fiscal year 2005/06 to fiscal year 2013/14.

**Figure 4.3 Depot Attrition Rates**



<sup>52</sup> [www.rcmp.gc.ca/about-ausujet/mission-eng.htm](http://www.rcmp.gc.ca/about-ausujet/mission-eng.htm): Core values of the RCMP: integrity, honest, professionalism, compassion, respect, accountability



With declining interest in policing as a career mentioned earlier, the shrinking pool of qualified candidates in the Canadian labour market, the increased competition among other policing agencies and the RCMP's requirement for mobility, it has become increasingly difficult to attract the requisite number of applicants that would result in the appropriate number of graduating cadets.

## 4.2 Retention Challenges

In addition to the numerous recruitment challenges that the RCMP is faced with, the Force is experiencing some retention challenges, which the discussion below will highlight.

### 4.2.1 Cost of Departures by Members with Less than Three Years of Service

RCMP Corporate Management compiled data for fiscal years 2011/12, 2012/13 and 2013/14, which has permitted a fairly accurate evaluation of the investment lost by the RCMP when a member leaves the Force with less than three years of service.

According to the RCMP demographer, the attrition for regular members with less than three years of service is as follows:

**Table 4.2 Regular Member Attrition Rate – Members with Less than Three Years of Service**

Fiscal Year	Years of Service (YOS)				Percent of All RM Attrition	% of RMs with less than 2 YOS as of April 1
	0	1	2	Total		
2004/05	14	12	6	32	4.7%	1.4%
2005/06	29	16	11	56	7.6%	2.8%
2006/07	31	12	12	55	7.9%	2.0%
2007/08	37	30	8	75	10.9%	2.5%
2008/09	35	15	8	58	9.2%	1.7%
2009/10	36	9	10	55	9.9%	1.4%
2010/11	24	23	11	58	9.9%	1.5%
2011/12	10	16	29	55	8.5%	1.7%
2012/13	6	12	12	30	4.3%	1.3%
2013/14	6	3	12	21	2.7%	1.4%

The RCMP has lost \$10.2 million dollars since the 2011/12 fiscal year due to the departure of 49 members with less than three years of service. This represents an average investment of \$208,280 per new member, excluding the salaries paid to the new members.

### 4.2.2 Female Members Leaving

According to the 2012 Gender-Based Assessment, female police officers were more likely to retire with 20-24 years of service (6.7%) compared to men (3.9%). For members with 25-29 years of service, the attrition rate was 14.8% for females and 9.4% for males.<sup>53</sup> RCMP data confirm that males are serving longer than females. Males had an average of 31.5 years of service compared to 28.4 years for females. Both male and female members are trending towards retiring older, with greater years of service. However, in the fiscal year 2012/13, of the 94 female members who had left the RCMP, 35.1% had less

<sup>53</sup> RCMP, "Gender-Based Assessment", 2012.

than 19 years of service, compared with 16.9% of the male regular members. There were seven females and 44 males that departed with less than five years of service.

## 4.2.3 Regular Member Demographics

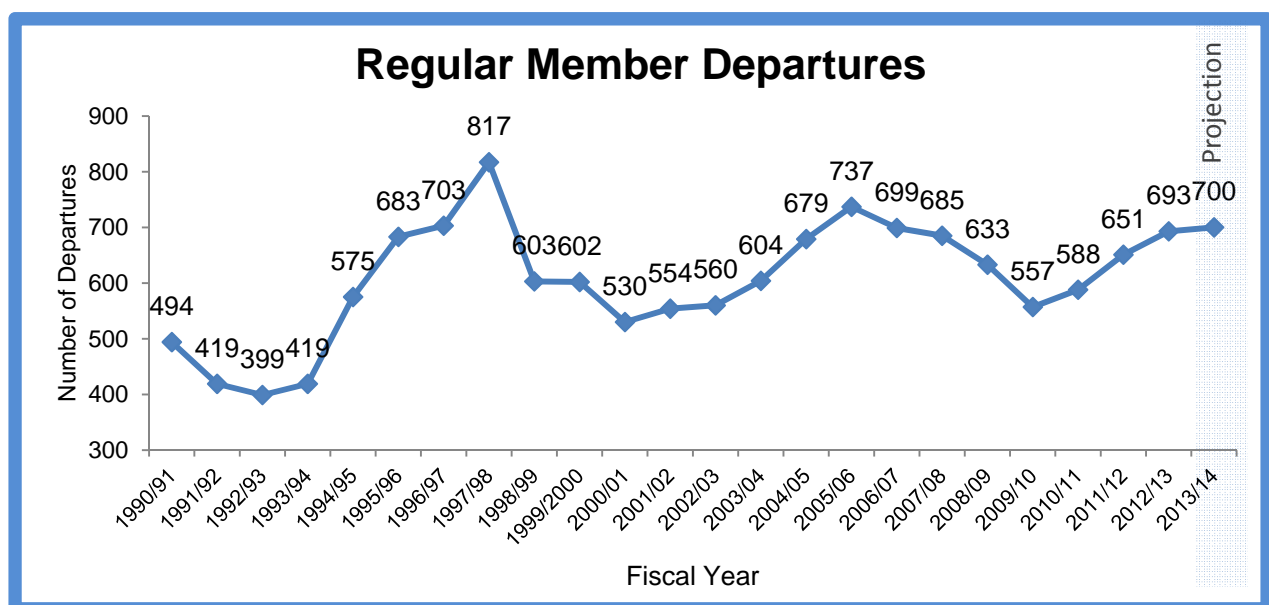
RCMP demographic data seem to indicate that members are staying longer than in years past. It is now common for both senior non-commissioned officers and commissioned officers to complete 35 years of service. The number of RMs serving beyond 35 years also has been gradually increasing. Generally, constables and corporals retire earlier than senior non-commissioned officers and commissioned officers.

Attrition peaked in fiscal year 2005/06, declined in each of the subsequent four years, but for the past three years has been steadily increasing. Recent compensation policy changes have provided significant increases in annual service pay, which likely motivated members to stay longer in order to maximize their pensionable earnings. In 2009, regular members received an increase to their annual service pay allowance, which is pensionable, in the hopes of retaining the experienced members longer and well into or past the Vancouver Winter Olympic Games. It is likely that attrition has been somewhat suppressed as members seek to incorporate this benefit into their pensions.

However, members will soon have reached the maximum available in their “best five years”, and there may be some “pent-up” departures forthcoming from those who stayed longer than they otherwise would have in order to improve their pensions. 2014 may see more of these departures as it has been five years since the 2009 service pay increase.

In the current environment it is increasingly difficult to accurately project regular member attrition. Fiscal restraint and associated policy changes are requiring that many regular members return from administrative work to active police work. Some may choose early retirement or conversion. Projected attrition over the next two years is expected to be in the 650-700 range. Figure 4.4 shows the number of regular member departures over the last couple of decades.

**Figure 4.4 Regular Member Departures**



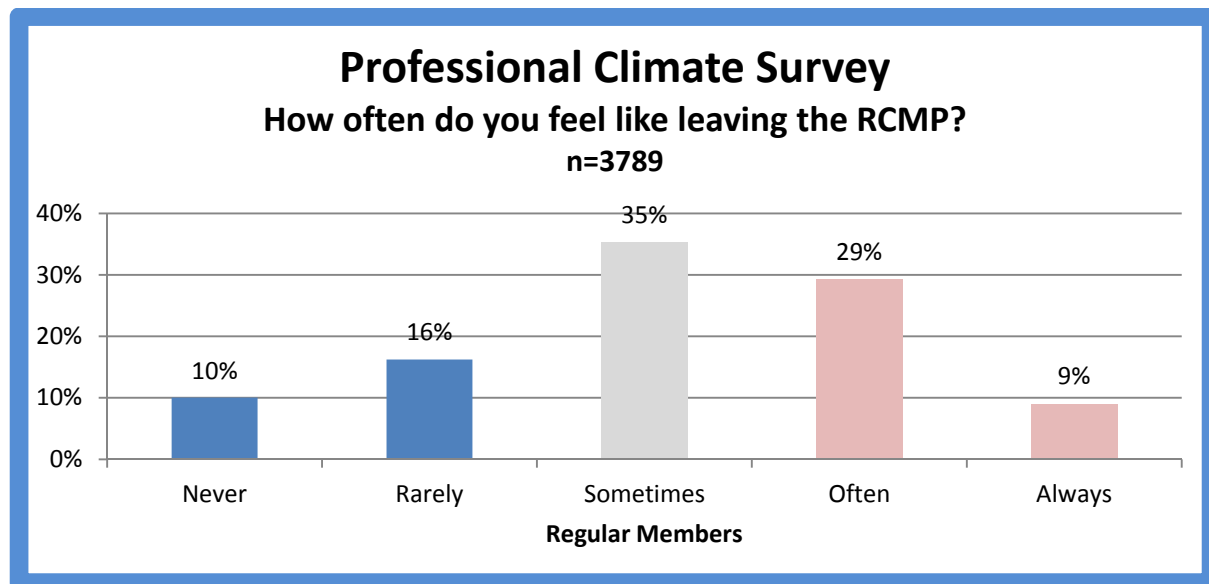
## 4.2.4 Regular Member Departures

The 2013/14 Exit Questionnaire was completed by members who have already left the Force. The Exit Questionnaire reveals that over a one year period, 20% of members that left the RCMP had less than 20 years of service and have transferred to other police departments or will work in private industry or other government positions. Pay and work-life balance were reported as the main reasons for leaving.

Further, two recent nation-wide surveys revealed that 8% of regular member respondents from the SRR Consultation and 26% from the Professional Climate Survey have the intention of leaving in the near future. The main reason reported for wanting to leave is pay and benefits as well as staff shortages and expectation of uncompensated overtime.<sup>54</sup>

The Professional Climate Survey assessed members' likelihood of leaving the RCMP. The Survey found that 29% of respondents said they "often" consider leaving the RCMP and 9% said they "always" consider leaving the RCMP. Figure 4.5 illustrates these findings.

**Figure 4.5 Regular Member Responses to "How often do you feel like leaving the RCMP?"**



In addition, the Professional Climate Survey found that the intention to leave the RCMP increased the longer into the future members were asked to look. While almost 10% responded that they would "probably" or "definitely" leave the RCMP within the next year, this increased to 25% within the next two to three years and to 40% within the next three to five years.

To further assess the risk of losing experienced members, the Pay Council conducted a survey of some municipal police services. The purpose of this survey was to determine which police departments are actively recruiting, how aggressive their campaigns are and if they are specifically targeting experienced RCMP officers. Most noteworthy was Calgary Police Department which indicated that, in 2014, it hired 22 experienced police officers who were former RCMP members<sup>55</sup>.

<sup>54</sup> Staff Relations Representative Program, "SRR Consultation on Pay", (2014), p.5

<sup>55</sup> Source: data obtained from Dirk DeJONG, Recruiting Officer, Calgary Police.

With a growing number of RCMP members unhappy with current working conditions and less than competitive salaries, more members are transferring to other police departments or pursuing careers in other government departments.

## 4.3 Hardship

### 4.3.1 Mobility Requirements

One of the drivers of hardship for RCMP members is the requirement to remain mobile throughout their careers. Mobility of members of the RCMP and the challenges that the Force faces in encouraging RCMP members to accept postings to difficult to staff detachments has been an ongoing issue for decades.

Various research studies on the challenges of mobility in the RCMP have been conducted by the Pay Council, among others. The studies consistently indicated a decline in member interest in postings to remote and rural locations and noted a predominance of junior members in these detachments. Factors identified as contributing to the decline of interest included cost and quality of housing, lack of spousal employment opportunities, and inadequate incentives to offset the lack of inadequacy of social amenities, quality schooling and medical services. Demographic trends demonstrated an appreciable increase in the age and married status of recruits and first year constables with implications for family life and spousal employment needs.

The consequences of the mobility requirements on RCMP members are far-reaching. Not only does mobility impact their careers (e.g., higher workload and higher burnout rates in remote locations)<sup>56</sup>, it has significant implications on their personal lives as well. Many of the personal consequences of mobility can be categorized under one of two themes: impact on family and financial implications.

#### *Impact on Family*

Members have to face the decision to uproot their families to bring them along to locations where amenities are inadequate or leave them behind.

Further, the lack of readily accessible quality medical services in certain remote locations can have a real impact on members' health and the health of their family not only while in the location, but in the future as well. The available medical services in some remote locations are limited to nursing stations. In many remote areas members do not have access to dental services or paramedical services, such as physiotherapy. The lack of quality educational services can also have severe long term consequences. Members' children can leave a remote location and find themselves academically significantly behind their peers in the rest of the country.

#### *Financial Implications*

Families of members working in isolated and remote communities face significant financial setbacks. Opportunities for spousal employment are non-existent to scarce at best in some remote areas policed by the RCMP. Two-income families face the prospect of loss of income, which is compounded by the spouse's inability to build seniority and pension savings.

In addition, the inability to build home equity for RCMP families who are constantly on the move is a significant hardship. In many locations where RCMP members have to serve, cost of housing is

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<sup>56</sup> RCMP Pay Council, Mobility Enhancement Review (February 2010), page 29.

debilitating, making home ownership almost impossible. In remote locations where home ownership is not an option, the costs of renting a home are also very high and, in many locations, the quality of available housing leaves much to be desired. Building home equity is the major source of savings for most Canadians. The RCMP's mobility requirements can potentially impact members' ability to build those savings. Mandatory mobility does require members to potentially sell their current homes and buy new ones during inopportune times, where they could be selling low and buying high, getting significantly short-ended financially. Although some of the losses are reimbursed by the employer, the current policies do not mitigate all the risks.

#### 4.3.2 Inadequate Governance/Policies

The Pay Council has noted that current directives governing the mobility of RCMP members fail to take adequate account of the RCMP's unique operational requirements. For example, application of the Isolated Posts and Government Housing Directive (IPGHD) is essentially confined to isolated locations north of the sixtieth parallel and locations that are not road-accessible year-round. Other than the rent determination formula, it does little for most of the RCMP "limited duration posts" (LDP) although they may contend with adverse work and living conditions as severe as those found in isolated posts. Furthermore, the IPGHD is developed at the National Joint Council (NJC), a Public Service union-management body. While RCMP management has observer status on the relevant NJC committees, RCMP members have no direct representation in the process.

#### 4.3.3 The Need for a Different Governance Model

The Isolated Posts and Government Housing Committee is one of several NJC working committees. It studies the need for and recommends changes to the IPGHD to reflect the conditions associated with living in isolated communities and to respond to present and anticipated needs. The Committee can also review and recommend changes to the statistical methodologies used in calculating the allowance amounts. While RCMP management has observer status on the NJC Isolated Posts and Government Housing Committee, RCMP members have no direct input to the Committee. These inequities are felt even more when it comes to the IPGHD, since the RCMP occupies more government housing and sends more members to isolated posts than all other federal departments combined.

The NJC was established to provide regular consultation between the government as employer and employee organizations certified as bargaining agents under the *Public Service Labour Relations Act (PSLRA)*, on issues that affect employees throughout the public service. Because RCMP members are excluded from the *PSLRA*, their representatives from the Staff Relations Representative Program do not participate on the NJC. According to its constitution, the NJC may agree to consult on any benefit or condition of work of service-wide applicability and make recommendations to the appropriate executive body of the government. Certain issues are negotiated at the NJC rather than at separate bargaining tables in order to ensure consistent treatment across the federal government.

The NJC consists of representatives of the employer and representatives of certified bargaining agents of the public service. The NJC has a chairperson appointed by the President of the Treasury Board and a co-chairperson appointed by the bargaining agent side. The two chairpersons, together with two additional representatives from each side, comprise the Executive Committee of the NJC. The Executive Committee has established a number of working committees that consist of representatives of both sides of the NJC. Committee members for the bargaining agents can be either full-time representatives or public servants. The Committee members for the employer are officers from TBS and representatives from departments and agencies. In addition to the committee members, the Executive Committee can appoint observers to committees. An observer is a person who is not eligible for membership to either

side of the committee. Although an observer may take part in the discussions, he/she is not considered a member for the purposes of reaching consensus.<sup>57</sup>

#### 4.3.4 Demand, Capacity and Stress

At the very outset of the Report of the Task Force on Governance and Cultural Change in the Royal Canadian Mounted Police, the Task Force identified “impossible demands being placed on members and employees; demands that are compromising their health and safety”<sup>58</sup>, as issues demanding most urgent attention. Elaborating in the body of the report on demand that exceeds the RCMP’s capacity, unacceptable detachment vacancy levels, often in the order of 25-30%, are identified with the result that members are required to perform the work of missing staff in addition to their own duties. Specific attention is paid in the report to the particular problems of staffing isolated and northern detachments. Referring to the physical challenges of these often rugged locations and the stresses imposed on personal and family life, the Task Force states that “the policies affecting these northern postings seem designed to discourage rather than encourage people to take on these challenges”. It further notes that the policies treat the RCMP like any other federal department without regard to the “much more demanding, unique and urgent” challenges faced by RCMP members.

Concluding the report’s section on systemic vacancies, the Task Force remarks that “The Force continues to meet its commitments only because its members are prepared to work too long and too hard to compensate for the lack of resources”, adding “This method of operating is not sustainable. It is inevitable that the Force will not be able to attract new recruits to this way of life – particularly in the face of the opportunities for policing careers in environments that offer a better work/life balance”. If lack of funding is the issue, the Task Force calls for RCMP management, the federal government and the contract partners to re-examine RCMP priorities. “If an activity is a priority, it should be funded. If it cannot be funded, it should be discontinued”.

The Pay Council heard repeatedly that members in isolated and remote locations endure a high volume of work and fewer resources to do the work, which result in a loss of unfettered time off and higher rates of burnout.

To illustrate the nature of work in some communities policed by the RCMP, the Pay Council examined Statistics Canada data on *Criminal Code* offences. The examination revealed that police workload is higher in the three territories where many of the RCMP’s isolated posts are located. According to Statistics Canada, *Criminal Code* offence rates in the three territories were significantly higher than the Canadian national rate in 2013. For instance, the offence rate in the Northwest Territories was 8.15 times higher than the national rate; the offence rate in Nunavut was 5.76 times higher than the national rate; and the offence rate in the Yukon was 4.31 times higher than the national rate. These statistics should dispel any myths that may exist with regard to remote communities being less challenging to police. More specifically, in 2013, the national rate for *Criminal Code* offences was 59.68 per 1,000 population, while the offence rates in the Northwest Territories, Nunavut, and the Yukon were 486.7, 343.5, and 257.4 per 1,000 population, respectively<sup>59</sup>.

<sup>57</sup> Although RCMP management has a voice as an observer on the NJC and can feed into the process of reviewing the policies by bringing forward RCMP-specific concerns, these generally get blocked by the employer before they make it to the NJC table. Therefore, in essence, it is like having no voice.

<sup>58</sup> The Task Force on Governance and Cultural Change in the RCMP, “Rebuilding the Trust”. December 14, 2007.

<sup>59</sup> Source: Statistics Canada, CANSIM, table 252-0051.

In addition, not only do RCMP members in these locations experience higher workloads and higher rates of burnout, RCMP members and police officers in general are exposed to highly stressful situations and are more prone to Post Traumatic Stress Disorder (PTSD) than the general population. PTSD has become a health issue especially relevant for RCMP members and other first responders. A 2008 study on the prevalence of PTSD in the general population in Canada determined that, at any given time, 2.4% of the population is experiencing the disorder<sup>60</sup>. 2014 statistics show that the number of members suffering from PTSD has more than doubled since 2008.<sup>61</sup>

#### 4.3.5 Unattractive Compensation to Offset Hardship

Despite the current measures in place intended to attract members to isolated communities, these locations continue to experience staffing difficulties. The current practices to encourage members to transfer and remain mobile throughout their careers are not sufficient to offset the hardships that await them at these posts. Furthermore, the allowances under the current policies can change significantly from year to year even without any material changes to the conditions under which the members must work and live in certain communities. The situation that recently arose in Fort Nelson, British Columbia, illustrates this phenomenon.

The Northern Rockies Regional Municipality (NRRM) was incorporated in 2009 and combines the former entities of the Town of Fort Nelson and the Northern Rockies Regional District and includes approximately 10% of the province's landmass (85,148.87 km<sup>2</sup>)<sup>62</sup>. According to the 2011 census, the NRRM's population was 4,987, with approximately 70% of the population living in Fort Nelson. However, in February 2013, Statistics Canada confirmed that the municipality's population was over 5,000. Through this population adjustment, the NRRM was no longer considered an isolated post as defined by the IPGHD and acquired the Special Location Status. In practical terms, this change meant that members working in the NRRM now receive approximately half the allowances they previously received even though their isolation, environment and level of amenities have not changed.<sup>63</sup>

Isolated and remote locations where RCMP members have to serve are just as unattractive from one year to the next but, as the Fort Nelson example demonstrates, allowances under the IPGHD can drop drastically and members are left scrambling to adjust to the significant financial hardships they are faced with without warning. This illustrates the need for the RCMP to have full governance over policies and directives that can have a significant impact on operational requirements and frontline members.

Other police forces have found it necessary to use incentives to attract and retain employees in remote locations. These premiums are intended to motivate employees and increase their interest in working and living in remote or isolated locations, not just to reimburse the extraordinary costs associated with living in these communities.

The provision of an attraction or retention incentive is inherently different from the intent of the IPGHD. Below is a comparison of the policies and practices of the OPP and SQ to those of the RCMP for providing services in remote or isolated communities.

<sup>60</sup> *Anxiety Disorders Clinic, McMaster University Medical Centre, Department of Psychiatry and Behavioural Neurosciences, McMaster University, Hamilton, Ontario, Canada* <http://www.ncbi.nlm.nih.gov/pubmed/18801110>.

<sup>61</sup> Source: 05.93.05.03 Statistics Directorate, Mental Health Data Cube, Department of Veterans Affairs Canada.

<sup>62</sup> *About the Municipality*, <http://www.northernrockies.ca/EN/main/visitors/about-municipality.html>

<sup>63</sup> Communique to Fort Nelson Employees 2013-11-27



### *Ontario Provincial Police*

In 2000, the OPP and OPP Association signed a Memorandum of Understanding marking the creation of Northern Incentive Compensation Enhancement (NICE) program. The program was designed to attract and retain qualified personnel at remote locations designated as duration postings. Every duration posting is staffed on a volunteer basis. Table 4.3 compares one of the most remote locations policed by the OPP (Pickle Lake, ON) to a limited duration post serviced by the RCMP (Wabowden, MB). For more detailed community profiles for Wabowden and Pickle Lake, please refer to Appendix 2.

The comparison shows that, although the two communities are similar in remoteness and size, RCMP members work under more difficult conditions than their OPP counterparts when it comes to the resources available for providing policing services to these communities. To clarify, the RCMP only has three members policing a population of 550 people, which is about 183 residents per officer. On the other hand, the OPP has twelve members policing a population of 420 people or 35 residents per officer. This alone demonstrates that the RCMP members' workloads could potentially be more than five times higher than the OPP members' workloads in these communities.

Even with the higher workloads, the RCMP members are not compensated as well as the OPP members for these difficult working conditions, as the allowances that are available to each illustrate. In fact, **an RCMP member working in Wabowden receives no additional compensation for the hardships he/she is subjected to, whereas an OPP member working in Pickle Lake may receive up to \$32,000 above and beyond his/her base salary.** In addition, the RCMP members have more to lose financially as their spouses are not as likely to find employment in Wabowden compared to the spouses of OPP members in Pickle Lake, as demonstrated by Statistics Canada employment data – the unemployment rate in the Census Division to which Wabowden belongs is 15.8% while the unemployment rate in Pickle Lake is 10.4%.

**Table 4.3 Wabowden, MB (RCMP) vs. Pickle Lake, ON (OPP)**

Wabowden, MB (RCMP)	Pickle Lake, ON (OPP)
<b>Posting Duration:</b> 3 years	<b>Posting Duration:</b> 2 years
<b>Detachment Size:</b> 3 regular members and one part-time public service employee	<b>Detachment Size:</b> 12 (OPP members also work alongside Nishnawbe-Aski Police Service)
<b>Community Profile:</b> <ul style="list-style-type: none"> <li>• Size: 550 residents</li> <li>• Access by road and rail</li> <li>• Amenities are scarce</li> <li>• Medical: nursing station and fully equipped ambulance</li> <li>• Education: one school, JK to grade 12</li> <li>• Recreation: campground, golf driving range, arena complex</li> <li>• Housing: government owned</li> <li>• Limited employment opportunities – unemployment rate 15.8%</li> </ul>	<b>Community Profile:</b> <ul style="list-style-type: none"> <li>• Size: 420 residents</li> <li>• Access by road and air</li> <li>• A few amenities</li> <li>• Medical: medical clinic, 24/7 ambulance service, airlift if required</li> <li>• Education: one school, JK to grade 10</li> <li>• Recreation: gym, arena, curling rink, bowling lanes</li> <li>• Housing: government owned</li> <li>• Abundant employment opportunities – unemployment rate 10.4%</li> </ul>
<b><u>Allowances/Incentives:</u></b>	<b><u>Allowances/Incentives:</u></b>
<b>Total allowances: \$0</b> Wabowden does not meet TB requirements for classification as “isolated post”	<b>Total allowances: up to \$32,000 per 2 years</b> <ul style="list-style-type: none"> <li>- Attraction: \$30,000 (for first two years)</li> <li>- New Recruit: \$2,000 (if first posting upon engagement)</li> <li>- Renewal: \$23,600 per two-year period</li> </ul>
<b>Incentive:</b> Not available	<b>Incentive:</b> Priority Posting – 1 of a minimum of 2 preferred areas upon completion of duration post

## Sûreté du Québec

The SQ utilizes a very generous program in order to attract and retain members in isolated and remote posts. Their incentives include financial allowances, as well as free housing, free food and other free items/services necessary for working and living in these locations. Table 4.4 compares one of the most isolated locations policed by the SQ in Northern Quebec (Kuujuaq, QC) to an isolated post serviced by the RCMP (Arviat, NU). For more detailed community profiles for Arviat and Kuujuaq, please refer to Appendix 3.

Similar to the above mentioned example, this comparison also shows that, although the two communities are similar in remoteness and size, RCMP members work under more difficult conditions than their SQ counterparts when it comes to the resources available for providing policing services to these communities. To clarify, the RCMP only has three members policing a population of 2,315 people, or about 772 residents per officer, while the SQ has seven members policing a population of 2,350 people, or about 336 residents per officer. This demonstrates that the RCMP members’ workloads could potentially be more than double that of the SQ members’ workloads in these communities.

Even with the higher workloads, the RCMP members are not compensated as well as the SQ members for these difficult working conditions, as the allowances and other benefits that are available to each illustrate. In fact, **an RCMP member working in and enduring the harsh conditions of Arviat receives an annual allowance of \$14,524 (or \$24,206 if with a dependent), whereas the SQ member working in Kuujuaq receives \$21,502 per year, regardless of dependent status, in addition to an allowance equivalent to 66% of the value of expenses in order to offset the taxes on the free incentives that he/she is provided.** Furthermore, the RCMP members have more to lose financially as their spouses are not as likely to find employment in Arviat compared to the spouses of SQ members in Kuujuaq, as demonstrated by Statistics Canada employment data – the unemployment rate in Arviat is 27.9% while the unemployment rate in Kuujuaq is 8.5%.

**Table 4.4 Arviat, NU (RCMP) vs. Kuujuaq, QC (SQ)**

Arviat, NU (RCMP)	Kuujuaq, QC – Nunavik Detachment (SQ)
<b>Posting Duration:</b> 2 years	<b>Posting Duration:</b> 2 years
<b>Detachment Size:</b> 3 regular members	<b>Detachment Size:</b> 7 (also, SQ members work alongside members of Kativik Regional Police)
<b>Community Profile:</b> <ul style="list-style-type: none"> <li>• Size: 2,315 residents</li> <li>• No road access</li> <li>• Amenities are scarce</li> <li>• Medical: one nursing station</li> <li>• Education: three schools, SK to grade 12</li> <li>• Recreation: school gym, one arena</li> <li>• Housing: government owned</li> <li>• Limited employment opportunities – unemployment rate 27.9%</li> </ul>	<b>Community Profile:</b> <ul style="list-style-type: none"> <li>• Size: 2,350 residents</li> <li>• No road access</li> <li>• A number of amenities</li> <li>• Medical: health care centre, dental, vision care, mental health care services</li> <li>• Education: two schools, SK to grade 12</li> <li>• Recreation: Kuujuaq Forum multiplex</li> <li>• Housing: government owned</li> <li>• Abundant employment opportunities – unemployment rate 8.5%</li> </ul>
<b>Allowances/Incentives:</b>	<b>Allowances/Incentives:</b>
<b>Total allowances: \$14,524 or \$24,206 (with dependents)<sup>64</sup></b> <ul style="list-style-type: none"> <li>- Environmental Allowance: \$7,700 (with dependents) or \$4,620</li> <li>- Living Cost Differential: \$16,506 (with dependents) or \$9,904</li> </ul>	<b>Total allowances: \$21,505 and up*</b> <ul style="list-style-type: none"> <li>- Isolation Pay: \$21,505</li> </ul>
<b>Incentive:</b> Not available	<b>Incentives:</b> Fully furnished house, free of charge; household items (e.g., cleaning products, bedding, etc.); cost of food and transportation; snow removal. *Additional allowance equivalent to 66% of expenses to offset taxes on incentives

<sup>64</sup> Note that although the IPGHD identifies Fuel & Utilities Differential (FUD) as payable to employees in Arviat at the rate of \$7,375 per year with dependents or \$4,425 per year without dependents, RCMP members do not receive it because they live in Force housing. The policy states that in Government housing where the employer is paying the fuel and utility charges directly to the supplier, the employees are not entitled to the FUD. Only employees who pay their own fuel and utilities charges directly to the supplier are entitled to the allowance.

## 5 – Analysis – How the RCMP Is Meeting the TB Compensation Principles

### 5.1 Principle 1 – External Comparability

*“Compensation should be competitive with, but not lead, that provided for similar work in relevant labour markets.”*

#### 5.1.1 Comparator Police Universe

It is sound compensation practice to compare similar occupations to determine industry standards and establish fair and appropriate compensation. The Treasury Board of Canada has relied on this approach for over 30 years. In relation to the RCMP, the Treasury Board of Canada has consistently recognized that the RCMP, as a national police force, should be compared to other Canadian police services and used a comparator universe of eight Canadian police services since at least the mid-1980s. This comparator universe was adopted, as is, by the RCMP Pay Council in 1997. In 2000, the Pay Council slightly modified the comparator universe to allow for greater regional representation of salaries following the recommendations of the Treasury Board Secretariat and a comprehensive job match study. The utilization of a well-established police comparator universe for RCMP compensation determination clearly meets the requirement of the first Treasury Board compensation principle.

The impact of the comparator police universe forces on police compensation in Canada goes beyond the officers they represent. The RCMP’s eight comparators essentially set the stage for urban police compensation across Canada. Other police services tend to wait for whichever one of the RCMP comparator forces in their region settles before they follow suit.

#### 5.1.2 Job Match

Comparing roles for the purposes of assessing compensation competitiveness is at the heart of external market pricing practices, whereby survey participants are asked to provide compensation information for benchmark jobs that they consider to be comparable to their own. For several decades, the RCMP has focused on the position of General Duty Constable as the reference point for external market compensation comparisons. In 1997, to ensure due diligence, the RCMP Pay Council asked Watson Wyatt Worldwide to conduct a comprehensive study of the comparability of three ranks, including the constable, across the police services in their comparator universe. The conclusion of this study was that for the General Duty role, “a Constable = a Constable = a Constable”, which confirmed that using the constable ranks as benchmark forms the basis of a strong methodology. This conclusion was confirmed again in 2005. The assumption that the constable position is similar across comparator police services forms the basis of the Pay Council’s business cases for compensation determination.

In January 2014, Mary Daly Consulting Inc. was asked to review the constable job match in order to validate this foundational assumption. A review was conducted of the constable job descriptions for the comparator universe, as well as a representative sample of job descriptions from twelve other police services of all sizes from across Canada. The review concluded that the primary purpose and key responsibilities of constables in the comparator universe, and in the broader sample, were significantly

similar. Also, the police organizations share a common mandate – to serve and protect, and the constable role consistently reports up to the Sergeant rank within a defined rank structure. These two features align with market pricing practices that aim to include relevant comparators at similar organizational levels.

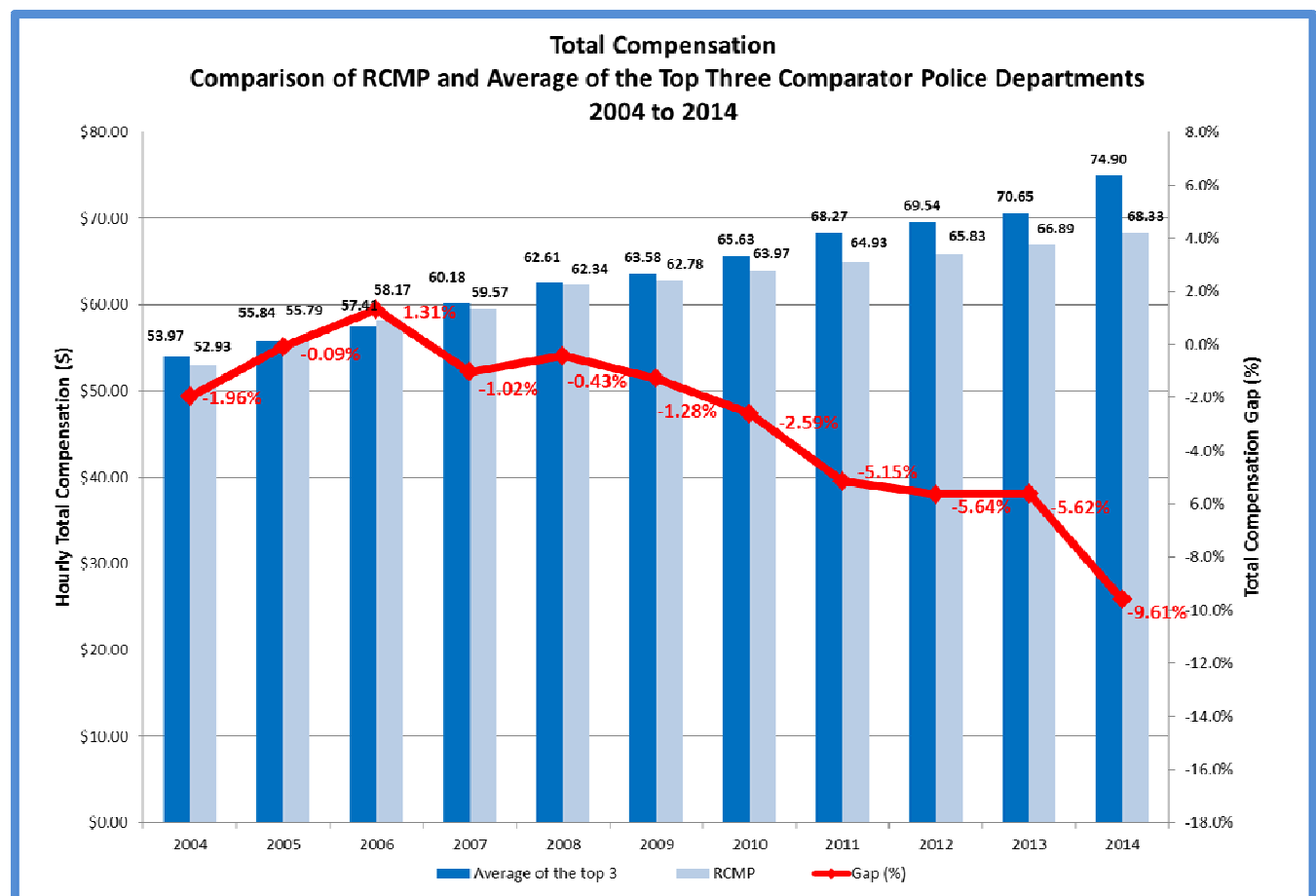
As a result of this job match review, the Pay Council was able to validate the assumption that the constable role is similar across police services and the RCMP can thus continue to build on this assumption for the purposes of further compensation analyses and the development of the business case for compensation determination.

### 5.1.3 Total Compensation Indicators

The total compensation methodology employed by the RCMP Pay Council, and supported by Treasury Board, allows for consistency in comparing elements of compensation across the comparator universe police services. It also demonstrates the relative value of compensation received per hour worked for the RCMP vis-à-vis its comparators.

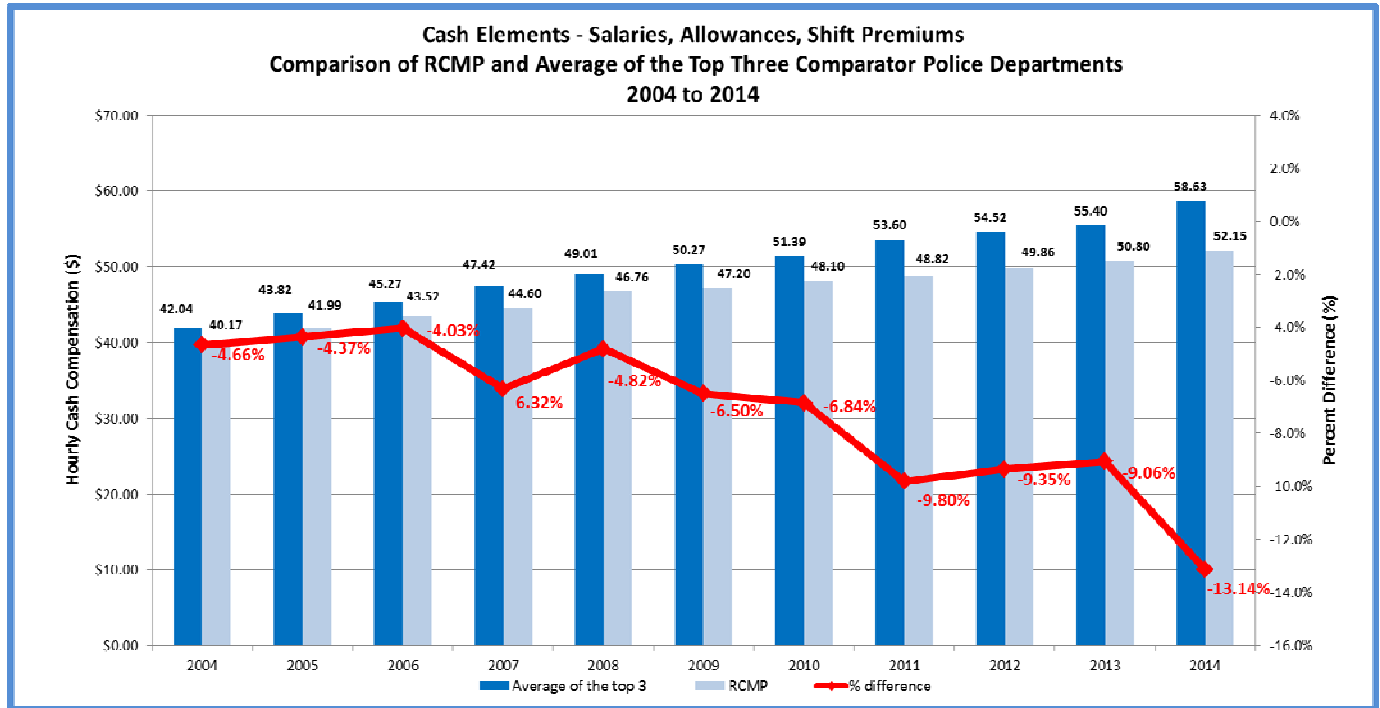
Figure 5.1 compares the RCMP's hourly total compensation values over the last decade to the average hourly values of the top three comparator forces. It also illustrates how the total compensation gap between the RCMP and the top three has grown from less than 2% in 2004 to more than 9.6% in 2014.

**Figure 5.1 RCMP vs. Average of the Top Three - Total Compensation**



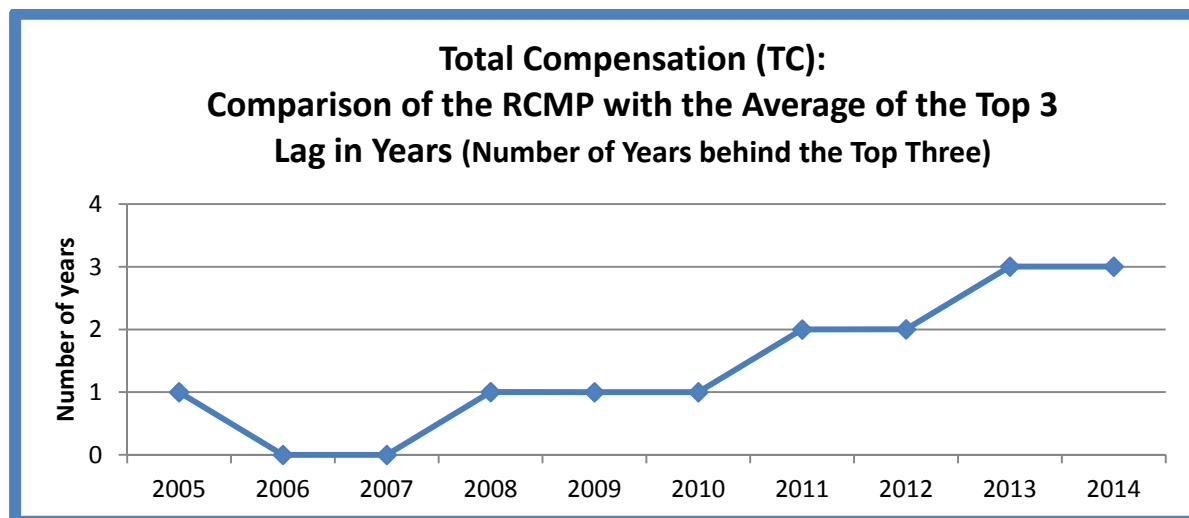
Likewise, when only the cash elements of the total compensation package are taken into account, a similar picture with a strikingly increasing gap emerges, as seen in Figure 5.2.

**Figure 5.2 RCMP vs. Average of the Top Three - Cash Elements**



Although the Pay Council has consistently recommended that RCMP compensation be equivalent to the average of the top three comparator forces on a total compensation basis, the chart in Figure 5.3 illustrates that, except in 2006 and 2007, the RCMP has never led, but rather always lagged one to three years behind the average of the top three. This shows that the trend is getting worse and the lag is getting longer.

**Figure 5.3 RCMP vs. Average of the Top Three - Total Compensation Lag in Years**





Even when a weighted total compensation value is utilized, based on the actual regional dispersion of members, the RCMP still lags behind its eight comparator forces by about 4.4% (see Table 5.1).

**Table 5.1 RCMP Total Compensation vs. Weighted Average Total Compensation**

Division	Number of Regular Members	Weight	Location	Comparator	Unadjusted total comp/hr <sup>2</sup>	Adjusted total comp/hr <sup>3</sup>	Unadjusted weighted average total comp/hr	Adjusted weighted average total comp/hr
A	1,564	8.44%	Ottawa	Toronto/OPP	\$ 72.96	\$ 72.96	\$ 6.16	\$ 6.16
B	516	2.79%	NL	Halifax	\$ 62.67	\$ 62.67	\$ 1.75	\$ 1.75
C	993	5.36%	QC	Montreal+SQ	\$ 60.63	\$ 60.63	\$ 3.25	\$ 3.25
D	1,042	5.63%	MB	Winnipeg	\$ 68.82	\$ 68.82	\$ 3.87	\$ 3.87
E	6,372	34.40%	BC	Vancouver	\$ 78.78	\$ 78.78	\$ 27.10	\$ 27.10
F	1,301	7.02%	SK	Edmonton+Winnipeg	\$ 67.36	\$ 68.18	\$ 4.73	\$ 4.79
G	197	1.06%	NWT	Edmonton+Winnipeg	\$ 67.36	\$ 68.18	\$ 0.72	\$ 0.73
H	1,043	5.63%	NS	Halifax	\$ 62.67	\$ 62.67	\$ 3.53	\$ 3.53
J	890	4.80%	NB	Halifax	\$ 62.67	\$ 62.67	\$ 3.01	\$ 3.01
K	2,959	15.97%	AB	Edmonton	\$ 65.90	\$ 67.55	\$ 10.53	\$ 10.79
L	143	0.77%	PEI	Halifax	\$ 62.67	\$ 62.67	\$ 0.48	\$ 0.48
M	136	0.73%	YT	Vancouver	\$ 78.78	\$ 78.78	\$ 0.58	\$ 0.58
O	1,121	6.05%	ON	Toronto/OPP	\$ 72.96	\$ 72.96	\$ 4.42	\$ 4.42
T	126	0.68%	Depot, Regina	Edmonton+Winnipeg	\$ 67.36	\$ 68.18	\$ 0.46	\$ 0.46
V	121	0.65%	NU	Winnipeg	\$ 68.82	\$ 68.82	\$ 0.45	\$ 0.45
<b>Total</b>	<b>18,524</b>						\$ 71.03	\$ 71.36
						<b>RCMP Total Comp</b>	<b>\$68.33</b>	<b>\$68.33</b>
						<b>Gap in %</b>	<b>3.94%</b>	<b>4.43%</b>

<sup>1</sup> As of April 1, 2014

<sup>2</sup> As per Pay Council's quarterly Police Compensation report at December 31, 2014

<sup>3</sup> Edmonton 2014 total comp is projected (2013 total comp increased by 2.5%)

## 5.1.4 First Class Constable Salary Indicators

It is important to note that the RCMP comparator universe police forces<sup>65</sup> do not have the highest salaries in Canada. The RCMP Pay Council continually monitors the pay, benefits and other working conditions of these eight police services, and maintains a detailed database on related compensation provisions. Further, the Pay Council also examines collective bargaining trends in the broader external police market of Canadian police services with more than 50 officers. Quarterly reports are issued by the Pay Council outlining the first class constable salaries of these forces. These reports are public and available to all members.

Figure 5.4 compares the RCMP first class constable salaries of the past ten years to the median salaries of all Canadian police departments with 50 members or more. The median was determined based on the fiftieth percentile police strength as reported annually for each of the police services by Statistics Canada. The chart shows that the gap between the RCMP first class constable salary and the national median salary has grown from almost non-existent in 2004 to almost 10% in 2014.

<sup>65</sup> Edmonton Police Service, Halifax Regional Police, Service de police de la Ville de Montréal, Ontario Provincial Police, Sûreté du Québec, Toronto Police Service, Vancouver Police Department, and Winnipeg Police Service.



Figure 5.4 RCMP 1<sup>st</sup> Class Constable Salary vs Median Salary

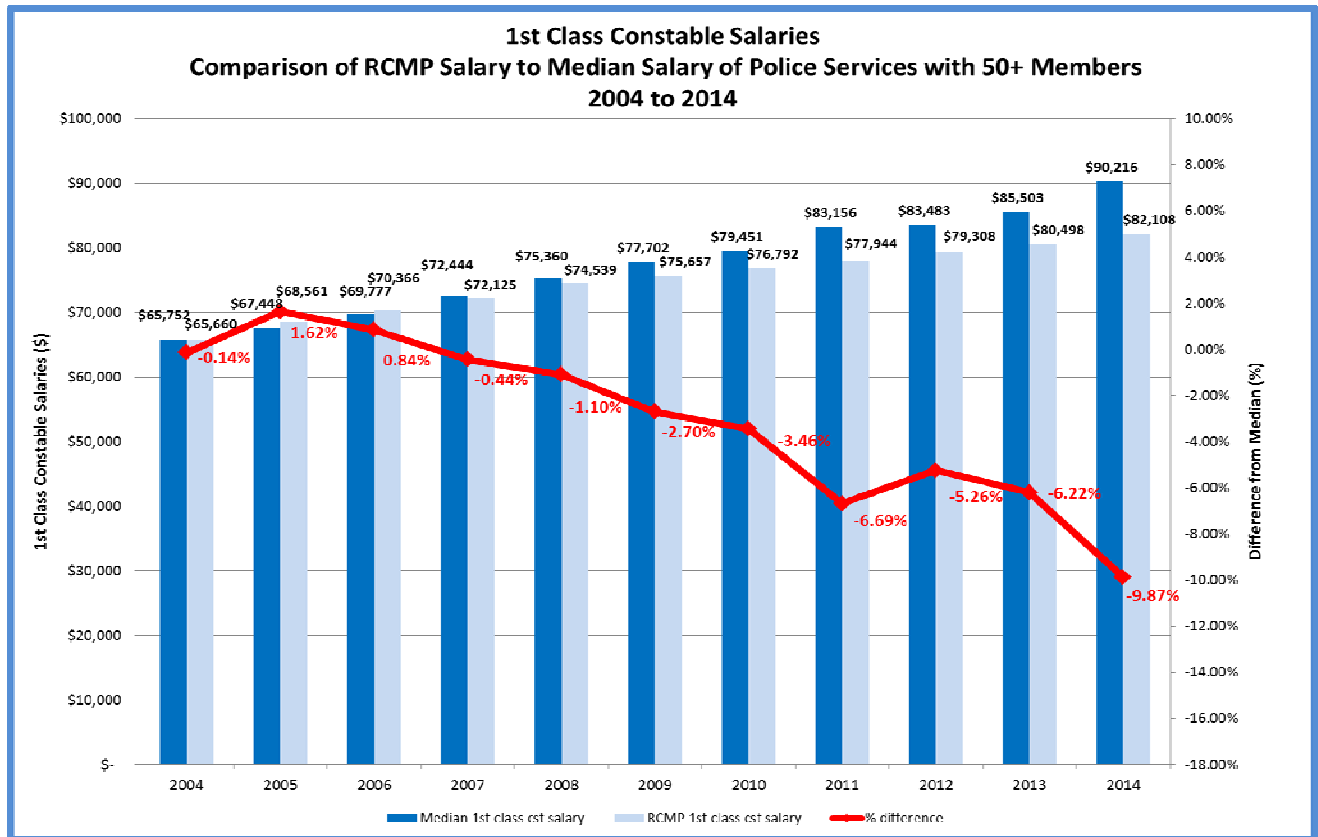
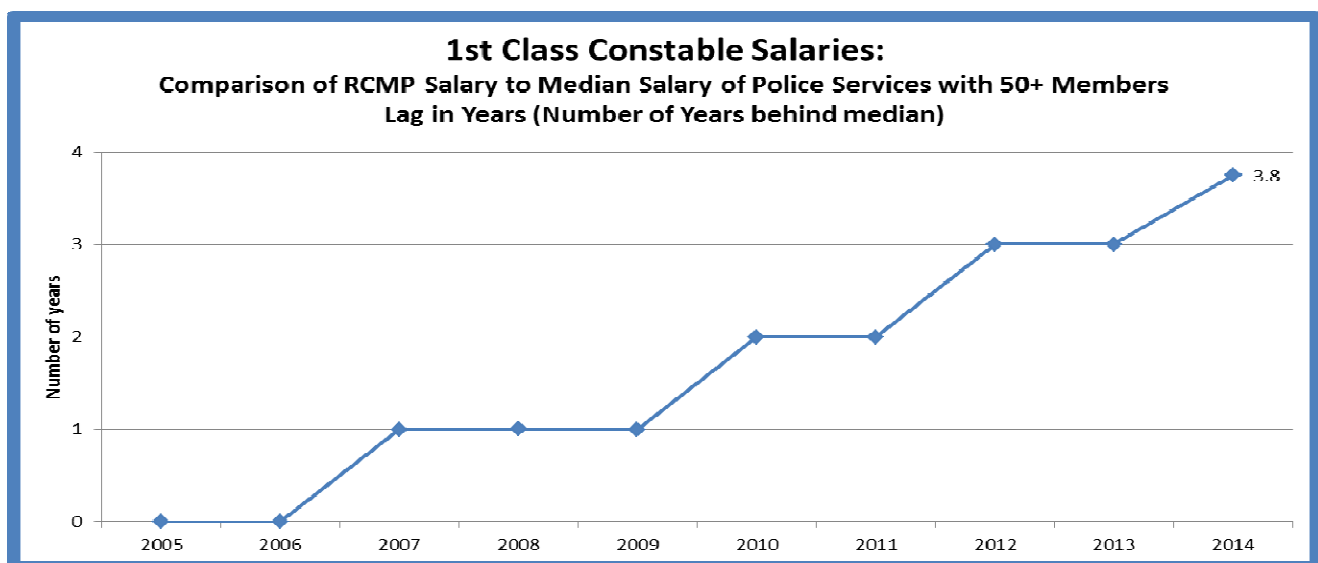


Figure 5.5 demonstrates that the RCMP salaries have never led, but rather have lagged at least one to three and a half years behind the median salaries since 2007.

Figure 5.5 RCMP 1<sup>st</sup> Class Constable Salary vs Median Salary – Lag in Years



A fair compensation position within the RCMP comparator universe is essential for keeping members motivated. One of the contributing reasons is the increased use of integrated investigative teams where police officers from one service see themselves working on the same team and same file as officers from another service. In order to fulfill the Government of Canada's priorities in maintaining safe communities, often, joint forces operations (JFOs) must be undertaken, involving one or more police agencies working with the RCMP on a continuing basis over a certain time period. These JFOs are struck up for major multi-jurisdictional cases that are in support of national priorities.

Another reason to ensure a competitive compensation package for RCMP members is the proximity of RCMP officers to those in other police services. In the Lower Mainland of British Columbia, for example, the only difference between a municipal police officer and an RCMP police officer is that the latter is a "Mountie" who generally gets paid less while doing comparable work under the same general conditions and within similar jurisdictions.

**Whether the focus is on total compensation, cash earnings, or first class constable salary, the current gap between RCMP compensation and other police services is inconsistent with the principle of external comparability.**

## 5.2 Principle 2 – Internal Relativity

*"Compensation should reflect the relative value to the employer of the work performed."*

The government's overall plan for a stronger Canada includes building a safer Canada through "protecting the personal safety of our citizens"<sup>66</sup>. The RCMP is central to the achievement of this and other government priorities (such as National Security) that keep Canada and its communities safe. Furthermore, exercising Canadian sovereignty is the Government's number one Arctic foreign policy priority, including addressing public safety in the Arctic<sup>67</sup>. As the national police force, the RCMP has greater responsibilities and a much broader mandate than any other agency under the Public Safety portfolio. However, even with such a multi-faceted mandate, internal comparisons within the Core Public Administration group reveal that RCMP salaries are not substantially greater than salaries of other occupations within the Public Safety portfolio.

It is important to note that such salary comparisons are not valuable without a comprehensive job match, neither do they capture the wider bases of compensation which are explicitly accounted for in RCMP pay determination but are not generally a factor in public service collective bargaining. Also, these figures do not include allowances for special work conditions. Further, in many cases, these public safety occupations, unlike the RCMP, have very limited mandates. For instance, intelligence, corrections and border services officers are not called upon to provide security detail for visiting dignitaries, are not deployed across the country for special events like the Olympics or the G8/G20 summits, and are rarely placed in situations where they can take someone's life.

<sup>66</sup> Speech from the Throne, June 3, 2011.

<sup>67</sup> Statement on Canada's Arctic Foreign Policy, [http://www.international.gc.ca/polar-polaire/canada\\_arctic\\_foreign\\_policy-la\\_politique\\_etrangere\\_du\\_canada\\_pour\\_arctique.aspx?lang=eng&view=d](http://www.international.gc.ca/polar-polaire/canada_arctic_foreign_policy-la_politique_etrangere_du_canada_pour_arctique.aspx?lang=eng&view=d).

The Pay Council also conducted a relativity analysis between the salaries of the RCMP and federal corrections officers, the OPP and Ontario corrections officers and the SQ and Quebec corrections officers, using the first class constable rate from each of the police forces and comparing it to the top corrections officer rate in the respective jurisdiction. The analysis, summarized in Table 5.2, demonstrates that while the RCMP first class constables are paid about 9% more than the federal corrections officers, the SQ first class constables are paid 14% more than the Quebec corrections officers, and the OPP first class constables are paid 30% more than the Ontario corrections<sup>68</sup>.

**Table 5.2 Constable vs. Correctional Officer Salaries, 2014**

	RCMP	SQ	OPP
<b>1<sup>st</sup> class constable salaries</b>	\$82,108	\$70,269	\$90,621
<b>CX officer salaries (from each jurisdiction)</b>	\$74,985	\$61,859	\$69,674 *
<b>Ratio of 1<sup>st</sup> class constable salary</b>	109%	114%	131%

\*Projected salary (\$67,975x1.025)

Based on these numbers, the relative value of police to corrections officers in the federal government is lower than in the two comparative provinces.

## 5.3 Principle 3 – Individual/Group Performance

*“Compensation should reward performance, where appropriate and practicable, based on individual or group contributions to business results.”*

A Fraser Institute study published in September 2014 found that, of the 26 Canadian census metropolitan areas (CMAs) examined, the two most efficient CMAs in terms of staffing levels and their actual police officers per 100,000 of population were Moncton, New Brunswick, and Kelowna, British Columbia<sup>69</sup>. Both of these CMAs are exclusively policed by the RCMP<sup>70</sup>. Moncton received a perfect score of 10 on the efficiency ranking (from 0 to 10) and Kelowna received a score of 9.8. The next high score was below 8.

### 5.3.1 Police Productivity and Efficiency Comparisons

If compensation should reward performance whether the contributions are individual or a group effort, as per the third Treasury Board compensation principle, then the following discussion on police productivity and efficiency indicates the RCMP’s strong contributions to the business of policing.

<sup>68</sup> For this analysis, when the two groups (police and corrections) within a jurisdiction were not in the same contract year for salaries (i.e., 2014), a conservative assumption of 2% salary increase was made.

<sup>69</sup> Di Matteo, Livio, Fraser Institute, “Police and Crime Rates in Canada: A Comparison of Resources and Outcomes”, September 2014.

<sup>70</sup> Only three of the 26 CMAs in the sample were policed by the RCMP, Moncton, Kelowna and Vancouver. Moncton and Kelowna were exclusively policed by the RCMP, while the Vancouver CMA was partly policed by the RCMP and partly by the Vancouver Police Department. Vancouver received a score of 4.8.

To measure the RCMP relative performance vis-à-vis other police services, the Pay Council made use of the police and crime data compiled by Statistics Canada<sup>71</sup> on some aspects of workload and efficiency. The ratio of the population policed to the number of fulltime equivalent police officers in a jurisdiction serves as the measure for overall workload of a police officer (a proxy for call volume). The jurisdiction's crime rate adjusted for crime severity<sup>72</sup> is both a proxy for the crime fighting workload and the potential danger faced by a police officer, while the clearance rate adjusted for crime severity is a measure of the effectiveness of those police in fighting crime.

The Canadian Centre for Justice Statistics defines clearance rates as one measure of police performance. A criminal incident is said to be cleared when a police investigation leads to the identification of an accused person against whom charges can be laid or recommended by police. Incidents can be cleared by the laying of a charge or by other means (e.g., through diversionary programs and other extrajudicial measures). The clearance rate represents the proportion of all crimes that were successfully cleared.<sup>73</sup>

It is important to note that the clearance rates reported for each year are calculated by dividing the number of actual clearances in the given year by the number of crimes that occurred during that year. However, in reality, a clearance is often related to a crime that was committed in previous years. That may explain why these numbers fluctuate from year to year and why it may be more appropriate to look at averages, such as the five-year averages for 2008 to 2012, which is the period examined by the Pay Council for the present report.

Police information for the 346 reporting communities with a population over 5,000 were included in the analysis: 126 were RCMP detachments and 220 were municipal police forces.<sup>74</sup> Comparisons were made at the national and regional levels. Below is a discussion of the findings.

### *National Comparisons*

From 2008 to 2012, the RCMP had a higher population per police officer than its municipal counterparts. As Figure 5.6 illustrates, the RCMP's population per police ratio varied from a high of 855 in 2008 to a low of 774 in 2010, while the ratio for municipal police forces has remained around 700 people per police officer. Over the five-year period, the average ratio of population to police for the RCMP was 16.5% higher than for the other municipal police services.

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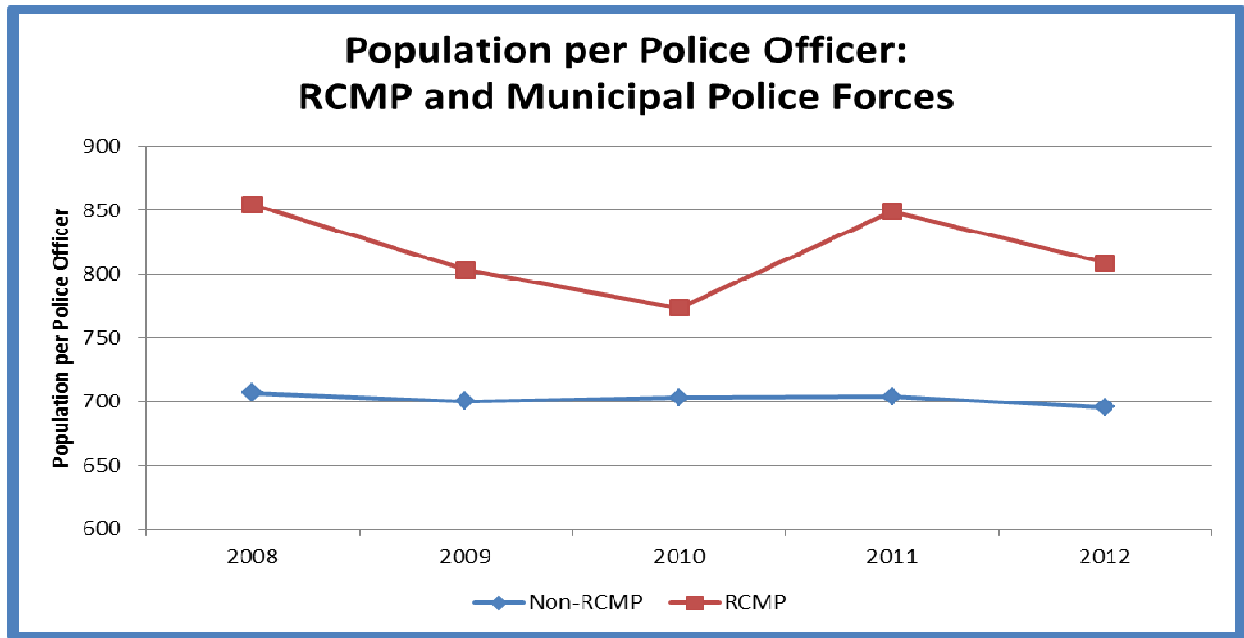
<sup>71</sup> Extracted from CANSIM Table 254-0004, Statistics Canada.

<sup>72</sup> Statistics Canada's Crime Severity Index (CSI) takes into account both the volume and the seriousness of crime. In the calculation of the CSI, each offence is assigned a weight, derived from average sentences handed down by criminal courts. The more serious the average sentence, the higher the weight for that offence.

<sup>73</sup> Statistics Canada, Canadian Centre for Justice Statistics, 2012, "Police Resources in Canada", catalogue no. 85-225-X (March 2013), p. 17.

<sup>74</sup> The sample does not include any police service or RCMP detachment from the Northwest Territories, Nunavut or the Yukon because the data are not available for these locations. Jurisdictions with populations below 5,000 were also excluded because the data were unreliable, according to Statistics Canada.

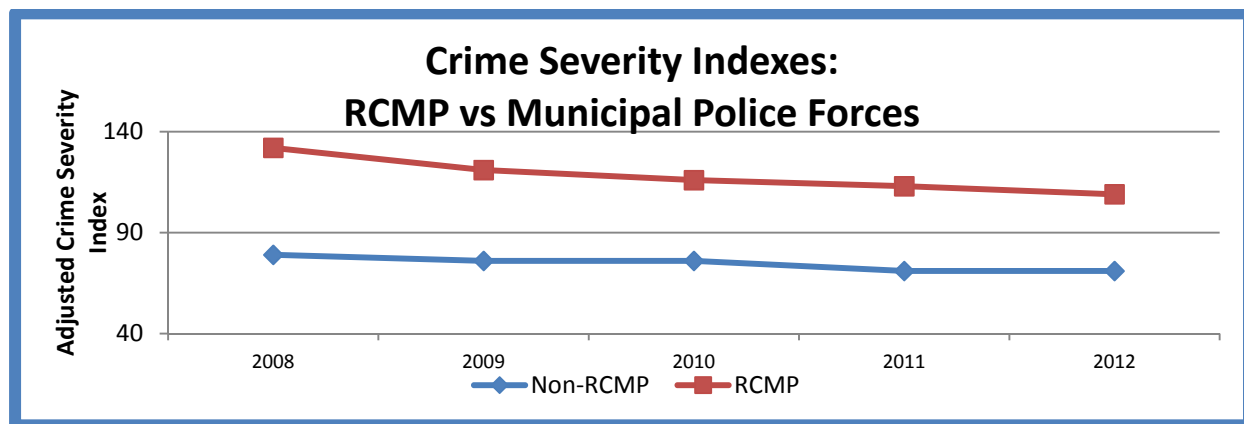
**Figure 5.6 Population per Police Officer**



While the crime rate adjusted for severity has been declining for both the RCMP and the municipal police services from 2008 to 2012, the crime severity index for the RCMP has consistently been at least 50% higher than the crime severity index for other police services, as can be seen in Figure 5.7.

Figures 5.6 and 5.7 together illustrate that the RCMP, on average, has to deal with more severe crime but with relatively fewer officers.

**Figure 5.7 Crime Severity Index**



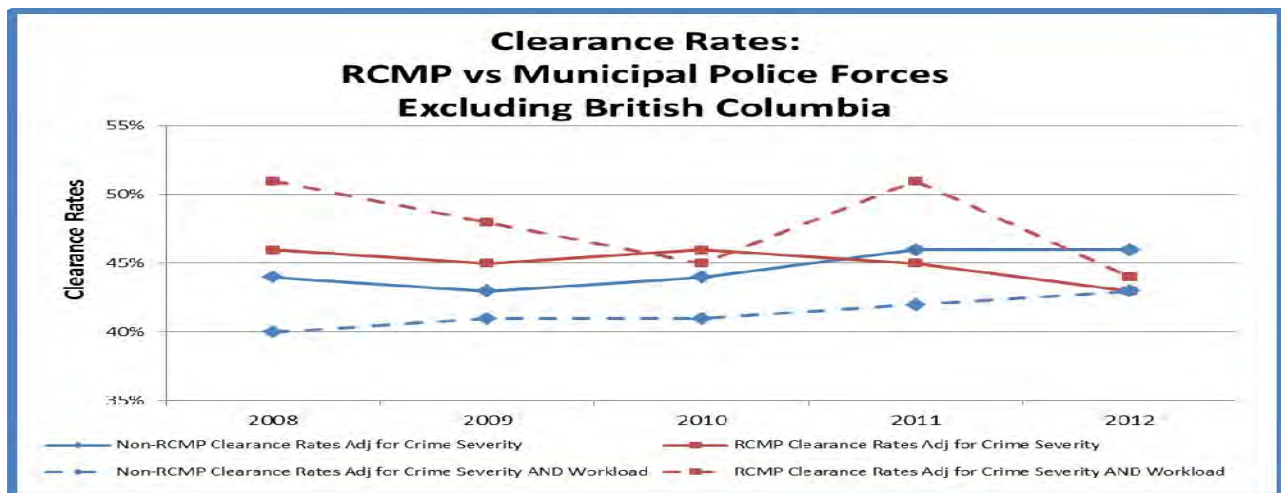
Given their higher workload, it is not surprising that the crime clearance rate (adjusted for severity) is lower for RCMP detachments than municipal police services. While the gap narrowed in 2010, the clearance rate improved for the municipal police forces in 2011 and declined for the RCMP in 2011 and 2012. The 2012 clearance rate adjusted for severity for the RCMP was 17.8% lower than the adjusted clearance rate for the other police forces. From 2008 to 2012, the RCMP adjusted clearance rate averaged 13.6% below the rate for other police services.

To control for the fact that higher police workloads will affect clearance rate efficiency in a jurisdiction, a workload adjusted clearance rate was calculated for all jurisdictions. For example, if a police service had a population to police ratio that was 10% to the national average, its clearance rate would be reduced by 10%, to compensate for higher workload<sup>75</sup>. When adjusting for workload, the clearance rates for the RCMP and other municipal forces become more comparable, with the five-year average rates being 41% for both groups.

Further analysis of the data revealed that the clearance rates for all police forces in British Columbia were anomalously low when compared to the clearance rates for the other Canadian jurisdictions. The average clearance rate in British Columbia was 31% for the 2008-2012 period, compared to 46% in the Prairies, 45% in Central Canada (Ontario and Quebec), and 43% in the Atlantic Region. The anomaly in BC is likely due to the fact that BC police officers must submit a report to Crown Counsel for assessment whether someone should be charged with a criminal offence. The purpose of this charge assessment is to ensure that only solid cases with the most likelihood of conviction and those in the public interest will move forward to trial<sup>76</sup>.

The Pay Council redid the above analyses excluding the BC police services. If the BC police jurisdictions were removed from the analysis, on average, the RCMP population to police ratio would be about 16% higher than that of the municipal police service jurisdictions, the RCMP crime severity index would be about 70% more than their municipal counterparts, and the RCMP clearance rate would be about 5% higher from 2008 to 2010 then drop to 1% and 6% below the municipal police forces for 2011 and 2012, respectively, yet average about the same as the clearance rate for municipal police forces for the 2008 to 2012 period (see Figure 5.8). Once these clearance rates were adjusted for differences in workloads throughout the period, the RCMP rates proved to be substantially higher than the non-RCMP rates, with the five-year RCMP average about 14% higher than the five-year average for the other police jurisdictions (see Figure 5.8).

**Figure 5.8 Clearance Rates**



<sup>75</sup> The workload adjustment factor for police service<sub>i</sub>,  $WAF_i = (\text{population to police ratio for police service}_i \div \text{national average population to police ratio})$ . The clearance rate adjusted for workload for police service<sub>i</sub> =  $(\text{clearance rate}_i \times WAF_i)$ .

<sup>76</sup> Source: [http://www.justicebc.ca/en/cjis/understanding/how\\_it\\_works/charged.html](http://www.justicebc.ca/en/cjis/understanding/how_it_works/charged.html)

Disaggregated comparisons, which effectively isolate the British Columbia data, were also conducted. These comparisons demonstrated that the RCMP detachments were more efficient in terms of higher workloads, more severe crimes and at least as good as or better at clearing cases than their municipal counterparts. The summary of these regional comparisons can be found in Appendix 4.

## 5.3.2 Uncompensated Overtime

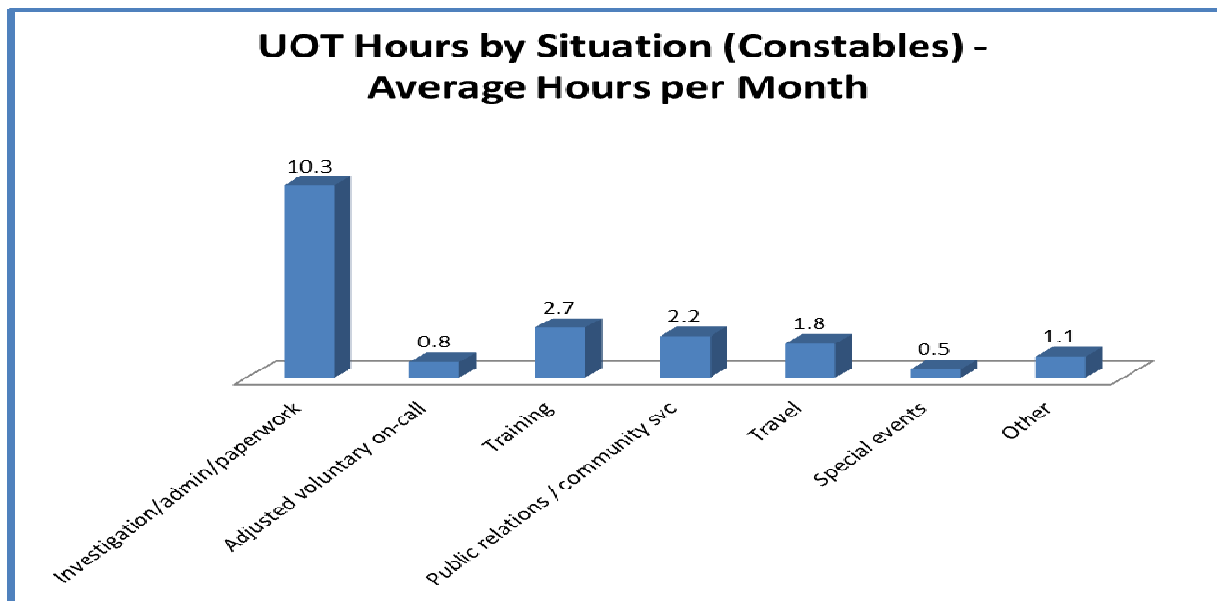
The concept of uncompensated overtime (UOT) in a policing environment is unique to the RCMP. While members of some police services occasionally perform uncompensated or voluntary overtime, this is limited to exceptional occasions or special events.

To quantify the extent to which UOT is performed in the RCMP, in February 2013, all regular members were invited to complete the Pay Council's survey on Uncompensated Overtime (UOT). The vast majority of respondents indicated that they had indeed performed some UOT in 2012.

Survey respondents were asked to choose from a list of situations that contributed to their UOT for 2012. Constables overwhelmingly identified investigations, administrative duties, and paperwork as the leading trigger for UOT (92%). The next most frequently selected situation was public relations and community service (39%). Interestingly, special events such as VIP visits, the G8/G20 summits, and the Vancouver Olympics were not frequently identified as situations leading to UOT (only 6% of respondents). This indicates that the UOT that members engage in is generally the result of their day-to-day workloads.

Typically, constables reported performing an average of 19 hours of UOT per month<sup>77</sup>. The situations under which constables performed UOT and the average hours per month performed are shown in 5.9.

**Figure 5.9 Average Monthly UOT Hours**



<sup>77</sup> Those that reported no hours were included in the calculation of the average. In the calculation of this figure, hours for Voluntary On-Call were adjusted (divided by 8, under the assumption that this work is most similar to Operational Availability).



These survey results support the 2007 finding of the Task Force, which highlighted that RCMP members are expected to perform extra duties such as unpaid overtime or unpaid on-call hours and that the RCMP continues to meet its commitments because its members are prepared to work too long and too hard to compensate for the lack of resources.<sup>78</sup>

It is quite plausible that RCMP detachments in the police productivity and efficiency comparisons above outperform their municipal counterparts because of the significant amount of uncompensated overtime that members engage in. Using current demographic information, both the Government of Canada and the RCMP's contract partners are receiving over 4.6 million hours' worth of free policing services. This corresponds to savings of at least \$294 million on policing services.

The continued practice of uncompensated overtime is predicated upon the goodwill of RCMP members. When the cost and productivity comparisons are considered and the free labour is quantified, the RCMP represents an exceptional value for the federal government and the municipalities and provinces / territories in which it provides policing services. The RCMP arguably is the most affordable police force in Canada.

## 5.4 Principle 4 – Affordability

*“The cost of compensation must be affordable within the context of the commitments to provide services to Canadians, the fiscal circumstances, and the state of the Canadian economy.”*

Affordability must be considered in the context of police costs in general as well as police force compensation. Value for the dollar must also be considered. The 2014 productivity analyses conducted for the present review confirm that the RCMP is a highly productive and efficient police force. The following discussion will illustrate how the RCMP meets the fourth Treasury Board compensation principle of affordability.

### 5.4.1 Contracting Partners

As noted earlier, the Police Services Agreements (PSAs) establish the cost-sharing formula between the federal government and the contracting partners. This cost-sharing ratio reflects the relative value to each signatory to the contracts. In simplistic terms, the contracting partner receives the services of an RCMP member for 70% or 90% of the time on duty while the Federal Government receives the services of that same RCMP member for 30% or 10% of the time on duty, depending on the terms of the PSA.

In 2014, the RCMP first class constable annual salary was \$82,108. Within the context of the PSAs where the population is less than 15,000, the contracting partners cover 70% of the member's salary. This amounts to \$57,476 for an RCMP first class constable, which is approximately \$11,600 less than the Canadian police services with the lowest first class constable salary.

In the context of the PSAs where the population is above 15,000, the contracting partners cover 90% of the member's salary. This amounts to \$73,897 for an RCMP first class constable. As of December 2014,

<sup>78</sup> The Task Force on Governance and Cultural Change in the RCMP, “Rebuilding the Trust”. December 14, 2007.

only six Canadian police services with 50 members or more offered a lower first class constable salary, with four of these police services having expired collective agreements for at least two years.

The Pay Council recognizes the different economic situations that exist across the country, which may affect the affordability of the RCMP. The following table provides the average first class constable salary by province, as a measure of the local government's ability to pay.

**Table 5.3 Average 2014 First Class Constable Salaries by Province**

Jurisdiction	Average Constable Salary	# of Police Services	# of Current Collective Agreements
Alberta	\$91,471	4	1
Manitoba	\$90,031	2	2
Ontario	\$88,624	33	9
British Columbia	\$87,793	8	5
Saskatchewan	\$87,423	4	2
Nova Scotia	\$83,239	2	2
Newfoundland and Labrador	\$81,488	1	1
Québec	\$80,411	24	12
New Brunswick	\$77,373	2	1
Prince Edward Island	\$73,443	1	0
<b>RCMP</b>	<b>\$82,108</b>	<b>1</b>	<b>N/A</b>

Based on table 5.3, The RCMP first class constable salary is, arguably, affordable in each jurisdiction west of Québec, as well as in Nova Scotia. However, it should be noted that nearly one third of the police forces in Québec are currently negotiating new collective agreements, which has the potential of driving their average salaries above the RCMP's.

When the police cost-sharing agreements are taken into consideration together with the RCMP productivity and efficiency study results, it becomes evident that federal, provincial and municipal contracting partners obtain an excellent value for the dollars expended on police services.

## 5.4.2 Economics of Community Safety and Well-Being

In January 2012, the federal, provincial and territorial ministers responsible for justice and public safety had an initial discussion on the "economics of policing".<sup>79</sup> According to the report of the Standing Committee on Public Safety and National Security (SECU), "[t]he increasing costs of policing in Canada have been driven in large part by an overall trend of significant growth in police officer salaries, which have increased by 40% over the last decade, outpacing the Canadian average of 11%."<sup>80</sup> Further, police compensation has also outpaced inflation. The SECU report points out that part of the issue is the fact police are called upon to deal with social issues relating to mental health. These issues were traditionally

<sup>79</sup> Public Safety Canada, *Economics of Policing*, <http://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/cnmcs-plcng/index-eng.aspx>, 2014-11-06

<sup>80</sup> Daryl Kramp (Chair), *Economics of Policing: Report of the Standing Committee on Public Safety and National Security*, May 2014, p. 10.

the responsibility of health care professionals but are now downloaded to police due to cutbacks to other programs.<sup>81</sup>

The issue of economics of policing has led to two summits, the establishment of an *Index of Policing Initiatives*, and the creation of a Shared Forward Agenda on the future of policing in Canada. This issue is mobilizing policy makers and leaders in government and policing to develop innovative approaches to the delivery of policing services to ensure the sustainability of policing in Canada. The Government of Canada's *Deficit Reduction Action Plan* (DRAP) required all federal departments and agencies to review their programs and operations to generate ongoing savings in the order of 5% to 10% of direct spending.<sup>82</sup> As such, the RCMP was directed to reduce its spending by \$195 million. This was mainly achieved through the modernization of administrative processes in combination with strategic efficiencies within the operational domains. However, it should be noted that the RCMP continually seeks to find efficiencies in the way it provides services to Canadians. The RCMP has implemented a number of initiatives, both prior to DRAP and since DRAP, aimed at improving service delivery and obtaining greater value for dollar.

A concrete example is the creation of the Transcription Unit in F Division (Saskatchewan) in 2000. This unit was established to transcribe audio and video police investigation statements quickly and accurately required for investigations, disclosure and court. This alleviated the administrative pressures on units and detachments within the Division, and resulted in reduced overtime payments.<sup>83</sup> Another example is the Civilianization and Crime Reduction initiative launched in 2007 in J Division (New Brunswick) to respond to increasing property crimes and the need for more efficient policing. Through this initiative, the RCMP hired Civilian Community Program Officers (CPOs) and crime analysts in establishing a proactive approach to crime reduction using evidence-based prevention and diversion tactics. This initiative lowered the cost of policing and contributed to a more efficient use of police resources.<sup>84</sup> It also led to the launch of the Youth Intervention and Diversion Program in 2009, which is led by the CPOs. This initiative has seen a 33% reduction in the number of incidents of youth crime in areas policed by the RCMP, with the provincial youth crime rate dropping 27% and the youth crime severity index dropping by 30%.<sup>85</sup> In D Division, the Crime Reduction Enforcement Support Team (CREST) was launched in 2011 to support the Crime Reduction Strategy and the management of prolific offenders, and to provide enforcement support to northern detachments. There has been a substantial increase in the number of prolific offenders being monitored, an increase in drug seizures and charges, as well as an aggressive reduction in the number of outstanding warrants for arrest.<sup>86</sup>

It is therefore evident that part of the RCMP's corporate culture is to continually seek improvements to service delivery and efficiencies beyond Government of Canada mandated initiatives such as DRAP.

<sup>81</sup> *Ibid.*, pp. 16-17.

<sup>82</sup> Sixth Report of the Prime Minister's Advisory Committee on the Public Service, <http://www.clerk.gc.ca/eng/feature.asp?pagelId=297#III.1>, March 2012 (2014-09-30).

<sup>83</sup> Transcription Unit (Synopsis), *Index of Policing Initiatives*, <http://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/cnmcs-plcng/ndx/snpss-eng.aspx?n=156>.

<sup>84</sup> Civilianization and Crime Reduction (Synopsis), *Index of Policing Initiatives*, <http://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/cnmcs-plcng/ndx/snpss-eng.aspx?n=51>

<sup>85</sup> Youth Intervention and Diversion Program (Synopsis), *Index of Policing Initiatives*, <http://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/cnmcs-plcng/ndx/snpss-eng.aspx?n=54>

<sup>86</sup> Crime Reduction Enforcement Support Team (CREST) (Synopsis), *Index of Policing Initiatives*, <http://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/cnmcs-plcng/ndx/snpss-eng.aspx?n=98>

## 6 – Conclusion

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Police officers are not only subject to a higher standard of conduct (both on and off duty) but experience greater public scrutiny for actions or decisions taken. Additionally, the RCMP has a greater mandate and broader responsibilities than any other police service in Canada. RCMP members contend with many hardships by joining Canada's national police force, including experiencing and constantly expecting disruptions to both their personal and professional lives as well as to their spouses'. Furthermore, RCMP mobility policies often place members at a disadvantage in terms of lost opportunities to build home equity subject to a transfer.

Although terms and conditions of employment of other groups of employees employed by Treasury Board of Canada may be given some consideration when seeking compensation improvements for the RCMP, a greater weight must be accorded to external comparisons, as was concluded by many arbitrators including, most recently, by Mr. Stan Lanyon in his decision dated July 29, 2014, in the matter of interest arbitration between the Vancouver Police Board and the Vancouver Police Union. To do otherwise "would be to repeal 40 years of arbitral jurisprudence."<sup>87</sup>

The RCMP Pay Council recognizes that it would be inappropriate for RCMP compensation to lead what has been negotiated in the market or established by an arbitrator, and thereby, potentially influence other settlements in the marketplace or arbitral awards. However, when recommending the appropriate compensation position for members, the RCMP must rely on settlements negotiated by other police forces in its relevant labour market or as established by police arbitral awards, not on compensation increases awarded to other groups within the federal public service.

The Pay Council's long term compensation objectives are to develop and maintain a sustainable approach to compensation that equally satisfies government objectives and assists the RCMP in meeting its goals.

It is imperative that the RCMP's compensation framework be compared to organizations conducting similar types of work. In this case, it means that other Canadian police services are the only acceptable comparators for the RCMP. Specifically, the current RCMP comparator police universe continues to be the most appropriate comparator for compensation determination purposes. These are all publicly funded organizations with compensation packages that reflect the local or provincial government's ability to pay.

The Pay Council recognizes that certain factors, such as the economic downturn of 2009, may lead to different orders of government using different approaches to address the situation. As shown by past experience, this invariably leads to the RCMP total compensation package falling behind its appropriate position over the course of a few years. In these instances, it is only reasonable that the gap be eliminated over a period of time, as circumstances become known.

The RCMP's total compensation goals include flexibility to be prepared for future exceptional circumstances. Achievement of the long-term vision may be incremental during difficult economic times, in order to close the total compensation gap and ensure the RCMP's ongoing competitiveness.

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<sup>87</sup> Arbitrator Stan Lanyon, Q.C. in *Vancouver Police Board v. Vancouver Police Union*, 2014, p.17.

In an ideal world, the best case scenario for the RCMP is to achieve the number one position among its peers, on a total compensation position. However, given everything that was presented in this report, the RCMP aims to be within the average of the top three with the flexibility to accept a three-year lag during exceptional economic circumstances. Having said that, the RCMP compensation should not fall out of the top four comparator police universe forces, on a total compensation basis.

In order to mitigate any potential recruiting challenges and attract the most qualified cadets, the RCMP must offer a compensation package that is at least comparable to its competitors in an ever tightening labour market.

The RCMP Pay Council continues to deem the average of the top three comparator police forces to be the appropriate position for the RCMP to maintain on a total compensation basis. However, given the current economic conditions, the Pay Council has determined that some flexibility is required in attaining this position. Therefore, the Pay Council is proposing that, during exceptional economic circumstances, the RCMP can take up to three years to catch up to the recommended position of average of the top three.

Further, the Pay Council recommends that the governance of RCMP allowances, such as the isolated posts allowances, should fall within RCMP authority and not the National Joint Council. Additionally, the Pay Council strongly recommends the creation of RCMP-specific regional allowances to alleviate the current recruitment and retention challenges in high cost of living locations.

From the above discussions, it is quite clear that the compensation gap between the RCMP and its comparator forces is inconsistent with TBS policy for fair and equitable compensation, and is not in line with the TBS principles for compensation management. In order to correct this situation, the Pay Council recommends that:

- 1. Except in exceptional economic circumstances, the RCMP should be at the average of the top three comparator forces, on a total compensation basis;**
- 2. The RCMP should not fall below 4<sup>th</sup> position on a total compensation basis; and**
- 3. The RCMP should have jurisdiction over directives and policies that impact its operations.**

The Pay Council has concluded that there is an immediate need for action and proposed a compensation vision for the RCMP that is intended to remedy the challenges outlined in this report. The Pay Council strongly urges the implementation of the RCMP compensation objectives no later than the year 2020. Without a competitive compensation package to recruit and retain qualified individuals, it is reasonable to assume that the RCMP may be unable to comply with its contractual obligations and successfully fulfil its law enforcement and protective mandates for Canadians.

# Appendix 1

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## Pay Council Members

- Alain Jolicoeur - Chairperson
- D/Commr Daniel Dubeau, Chief Human Resources Officer – Management Representative
- Cal Barber, Compensation Expert – Management Representative
- S/Sgt Claude Rochon, Staff Relations Representative – Member Representative
- Dr. Gene Swimmer, Compensation Expert – Member Representative

## Contract Partner Representatives

- Robert A. Riches, Assistant Deputy Minister of Community Justice and Public Safety, Department of Justice, Government of Yukon
- George W. Mason, Director of Finance and Corporate Services, Department of Environment, Labour and Justice, Government of Prince Edward Island

## Pay Research Members

- Stephanie Boyles – Manager
- Rania Abi-Ghanem – Senior Compensation Analyst
- Marc Laferrière – Compensation Analyst
- Kelly Ten Holder – Compensation Analyst



## Appendix 2

### Community Profiles: Wabowden, MB vs. Pickle Lake, ON

Wabowden, MB (RCMP)	Pickle Lake, ON (OPP)
<p><b>Community Profile:</b></p> <p><u>Size/Population Policed</u> – Wabowden is a community with 550 residents. (2011 Census)</p> <p><u>Access</u> – There is an all-weather road. Via Rail and a private bus line offer passenger services.</p> <p><u>Amenities</u> – Amenities are scarce. There is 1 hotel, 1 dessert restaurant/ice cream parlor, 1 grocery store, a full service Canada Post office, and 8 churches. There is also one daycare.</p> <p><u>Medical</u> – Medical response in Wabowden is based on a provincial nursing station staffed by a public health nurse, community health worker and part-time receptionist. A fully equipped ambulance provides emergency services from Wabowden to the hospital in Thompson (1.5 hrs away).</p> <p><u>Education</u> – Wabowden has one public school that provides instruction from JK to grade 12.</p>	<p><b>Community Profile:</b></p> <p><u>Size/Population Policed</u> – Pickle Lake is a township with 420 residents. (2011 National Household Survey)</p> <p><u>Access</u> – Pickle Lake has year-round access by road. Pickle Lake also has an airport.</p> <p><u>Amenities</u> – There are a few amenities in Pickle Lake including 1 hotel with a restaurant, 2 B&amp;Bs, 1 grocery store, 1 small library located at the Community Hall, 1 bank branch, 3 churches, a post office, and a taxi service. There is no daycare for preschoolers.</p> <p><u>Medical</u> – Pickle Lake has a medical clinic with an emergency treatment room and regular daily patient services. The staff consists of one resident doctor and a receptionist. There is also a contract between the township and various doctors throughout the region to ensure continuous doctor coverage. Pickle Lake has 24/7 ambulance service with several full-time and volunteer paramedics. For more advanced treatment and serious cases, patients will be air lifted to a hospital in the region. There is also a Northwestern Health Unit dedicated to promoting healthy lifestyles. Dental services are also available.</p> <p><u>Education</u> – Pickle Lake has one public school that provides instruction from JK to grade 10.</p>

Recreation – The available recreational facilities are 1 baseball park, 1 campground, a golf driving range, 1 arena complex with a multi-purpose hall, skating/hockey ice and curling ice. Also, residents can participate in outdoor activities such as sport fishing, hunting, and canoeing.

Housing – RCMP members live in government housing and are responsible for the rent, utilities, and general upkeep of their own homes.

Spousal Employment – Employment opportunities for members' spouses are not abundant. The employment rate is only 47.5% of the total population 15 years and older in Census Division No. 22. The unemployment rate is 15.8%. (2011 National Household Survey)

\*\*Note that labour data are not available for Wabowden alone. Wabowden is a designated area part of Census Division No. 22 with a total population of 40,700.

Recreation – The available recreational facilities are 1 gym housed in the same building as the Health Unit, 1 baseball diamond, 1 large arena used for hockey and skating in winter and for broomball and volleyball in summer, 1 curling rink with 2 sheets of ice, 2 bowling lanes located at the community hall. Residents can enjoy the outdoors by exploring the vast untouched virgin Boreal forests, going fishing in the many lakes in the area, or hunting.

Housing – OPP members live in government and teacher housing and are responsible for the rent, utilities, and the general upkeep of their own homes.

Spousal Employment – There are abundant employment opportunities for members' spouses. The employment rate is 70.5% of the total population 15 years and older. The unemployment rate is 10.4%. (2011 National Household Survey)

## Appendix 3

### Community Profiles: Arviat, NU vs. Kuujjuaq, QC

Arviat, NU (RCMP)	Kuujjuaq, QC – Nunavik Detachment (SQ)
<p><b>Community Profile:</b></p> <p><u>Size/Population Policed</u> – Arviat is a hamlet with 2,315 residents. (2011 National Household Survey)</p> <p><u>Access</u> – Arviat is the southernmost community on the Nunavut mainland and is only accessible by air, snowmobile and annual sealift. There are no roads connecting nearby communities. Arviat is about 260 km north of Churchill, MB.</p> <p><u>Amenities</u> – Amenities are scarce in Arviat. There is 1 hotel/restaurant with very poor reputation (bad food, reservations not guaranteed, sometimes guests are asked to take in roommates!), 1 B&amp;B, 1 restaurant, 3 general stores where fresh produce is flown in once or twice a week, 1 library, 4 churches, 1 post office, 1 ATM machine with withdrawal services only – no deposit option in town. There is one daycare.</p> <p><u>Medical</u> – The Health Centre is a nursing station staffed by nurses and is open for emergencies and by appointment. Doctors and specialists visit on a regular basis. Patients are flown to Churchill or Winnipeg for major medical emergencies or procedures. There is a local dentist in town. An eye-team visits every couple of months.</p>	<p><b>Community Profile:</b></p> <p><u>Size/Population Policed</u> – Kuujjuaq is a northern Quebec village with 2,350 residents. (2011 National Household Survey)</p> <p><u>Access</u> – Kuujjuaq is approximately 1,200 km north of Quebec City but has no road access. Access is only by sea or air.</p> <p><u>Amenities</u> – Kuujjuaq boasts a wide range of services in such a remote and relatively small community. There is a state-of-the-art 500-seat conference center, two three-star hotels, several restaurants from take-out to formal dining, a bar with dance floor, as well as several stores and arts and crafts shops. In addition, there is a CIBC branch that offers a full range of banking services, a full service post office, and a community centre. There are also two daycares, two churches, a small electronic store, a few art shops, and a coop store that provides groceries, clothing, hardware and other home products.</p> <p><u>Medical</u> – The Tulattavik Ungava Hospital is equipped with modern health and dental care facilities and provides medical services to all the residents of the Ungava Coast. The hospital has dentists, an orthodontist, doctors, nurses, and patient services. Social, mental and rehab services are also offered. Patients who arrive from nearby villages stay at the transit connected to the hospital. Patients with medical procedures that require surgery are usually sent to Montreal.</p>

Education – Arviat has three schools that together provide instruction from SK to grade 12. There is also a preschool and a community college.

Recreation – The recreational facilities are scarce. There is one gym that is used for a variety of sporting events such as floor hockey and soccer. The local arena offers ice hockey and skating. Also, residents can participate in outdoor activities such as fishing, hunting, or venturing out on the land in a snowmobile or ATV.

Housing – RCMP members live in government housing and are responsible for the rent, utilities, and general upkeep of their own homes.

Spousal Employment – Employment opportunities for members' spouses are not abundant. The employment rate is only 43.2% of the total population 15 years and older. The unemployment rate is 27.9%. (2011 National Household Survey)

Education – Kuujjuaq has two public schools, one that provides instruction from SK to grade 3 and one that provides instruction to grades 4 to 12.

Recreation – At the Kuujjuaq Forum, there is an arena, gymnasium, fitness center, a municipal swimming pool, a bowling alley, and a youth centre that offers a variety of activities. The available recreational facilities in the village also include an outdoor skating rink, an outdoor basketball court, dog sledding events, and several hockey leagues.

Housing – SQ members live in force housing rent free. Everything is provided from furniture to cleaning products to snow removal.

Spousal Employment – There are abundant employment opportunities for members' spouses. The employment rate is 73.7% of the total population 15 years and older. The unemployment rate is 8.5%. (2011 National Household Survey)

## Appendix 4

### Police Productivity and Efficiency – Regional Comparisons

#### British Columbia

British Columbia is policed by a combination of 11 municipal police services and 57 RCMP detachments. The population-to-police ratio for the RCMP has averaged about 812 for the 2008 to 2012 period, which was about 32.5% higher than the average for their municipal counterparts. Similarly, the RCMP crime severity indexes were about 36% higher than those of the municipal forces in the province. Despite much higher workload measures, the RCMP crime fighting performance, in terms of clearance rates, has been nearly identical to that of its municipal counterparts. Table 1 summarizes the five-year averages of the various workload measures of police performance in British Columbia. The RCMP's five-year average clearance rate for 2008 to 2012 was equal to the clearance rate for municipal police services in British Columbia. Once the clearance rates were adjusted for workload, the RCMP's five-year average turned out to be 28% higher than the non-RCMP averages.

**Table 1 British Columbia Five-Year Averages**

Workload Measures – Five-Year Averages (2008-2012)				
	Population to Police Ratio	Crime Severity Index	Clearance Rate	Workload-Adjusted Clearance Rate
<b>Non-RCMP</b>	613	81	31	25
<b>RCMP</b>	812	110	31	32

#### Prairies

The 56 RCMP detachments in the Prairies have population-to-police ratios of about 839, or almost 46% higher than the 20 municipal police services in the region, while the RCMP crime severity indexes have been virtually identical to that of their comparators for the period of 2008 to 2012. Table 2 summarizes the five-year averages of the various workload measures of police performance in the Prairies. Although the RCMP's five-year average clearance rate for 2008 to 2012 was about 8% lower than the clearance rate for municipal police services in the Prairies, once adjusted for workload, the RCMP's clearance rates turned out to be in fact 29% higher than the non-RCMP averages.

**Table 2 Prairies Five-Year Averages**

Workload Measures – Five-Year Averages (2008-2012)				
	Population to Police Ratio	Crime Severity Index	Clearance Rate	Workload-Adjusted Clearance Rate
<b>Non-RCMP</b>	576	130	49	38
<b>RCMP</b>	839	131	45	49

## Atlantic Region

The six RCMP detachments in the Atlantic region had a population-to-police ratio almost 45% higher than the 21 municipal police services. Table 3 summarizes the five-year averages of the various workload measures of police performance in the Atlantic Region. The RCMP's five-year average clearance rate for 2008 to 2012 was only about 2% higher than the clearance rate for municipal police services in the Atlantic Region. Once the clearance rates were adjusted for workload, the RCMP's five-year average turned out to be 33% higher than the non-RCMP averages.

**Table 3 Atlantic Region Five-Year Averages**

Workload Measures – Five-Year Averages (2008-2012)				
	Population to Police Ratio	Crime Severity Index	Clearance Rate	Workload-Adjusted Clearance Rate
<b>Non-RCMP</b>	466	91	43	27
<b>RCMP</b>	675	81	44	36

## Ontario and Quebec

For the sake of completeness, the RCMP Pay Council wanted to also compare the RCMP performance to that of police services in Central Canada. However, given that the RCMP is not involved in municipal policing in Ontario or Quebec, the final comparison is an attempt to capture a subset of RCMP detachments that are similar in function to those of the Ontario Provincial Police and the Sûreté du Québec. Because British Columbia has anomalously low clearance rates and the RCMP is involved in providing police services to large cities in the province, only the 62 RCMP detachments outside of British Columbia are compared to the OPP, Ontario municipal police services and Quebec municipal police services<sup>88</sup>.

Table 4 summarizes the five-year averages of the various workload measures of police performance in Central Canada. While the police to population ratio for the RCMP averaged about 9% higher than for the other police service in Ontario and Quebec, the crimes that the RCMP was dealing with were significantly more severe (94% higher crime severity index). In addition, in terms of clearance rates, the RCMP five-year averages were slightly better than the comparator group's in both the rates that were not adjusted and those that were adjusted for workload (2.3% and 9.1% higher, respectively). The five-year average relative workload measures for the 2008-2012 period proved higher for the RCMP in every case.

**Table 4 Central Canada Five-Year Averages**

Workload Measures – Five-Year Averages (2008-2012)				
	Population to Police Ratio	Crime Severity Index	Clearance Rate	Workload-Adjusted Clearance Rate
<b>Non-RCMP</b>	754	65	44	44
<b>RCMP</b>	823	126	45	48

<sup>88</sup> SQ detachments were not included because the SQ did not report its data to Statistics Canada.