

RCMP



ROYAL CANADIAN MOUNTED POLICE

First Annual Report to the Commissioner

2015

**WITNESS
PROTECTION
PROGRAM**

Advisory Committee

Ottawa, Ontario
April 2015



Royal Canadian Mounted Police
Gendarmerie royale du Canada

Canada

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Executive Summary

This is the first report from the Witness Protection Program Advisory Committee presented, as per its terms of reference, to the Commissioner of the Royal Canadian Mounted Police (RCMP).

Over the last few years, the Program has made a number of significant changes to its structure and operating procedures. Some these changes were in anticipation of the coming into force of the Safer Witness Act (2014). These enhancements were articulated around three main pillars that were identified as important in the strategy to address identified challenges and to move the Program forward. These pillars are: Client Focus, Program Standards, and Independence from Investigations. These pillars have been significant in setting the course for the Program in the recent past and remain relevant in any ongoing or future discussions. This report seeks to draw attention to some of the most notable changes that have taken place:

- The Program greatly enhanced its independence from the investigative function of the RCMP
- The administration of the Program was removed from the Covert Operations program (where it was co-housed with the Human Source and Undercover Programs) and now reports directly to the Assistant Commissioner, Federal Policing Special Services
- The Program was centralized, with divisional units reporting operationally to the Witness Protection Program Director at National Headquarter (NHQ)
- A divisional Designated Officer structure was created to oversee the administrative component of the Program
- A Regional Senior NCO structure was established to assist with the operational component of the Program, including the implementation of the new operating procedures
- A psycho-social assessment component was created, where clients are assessed by risk management professionals and a personalized Case Management Plan is developed
- The Program's ***** has been modernized and the processes for ***** were improved.

- A personnel selection process protocol was established and the training regimen was enhanced
- Standard Operating Procedures were created

The Program has gone through many significant changes over a relatively short period of time. It has introduced processes and a structure meant to enable it to deliver witness protection services grounded on being protectee focused, while introducing Program standards and positioning itself to be as independent from investigations as possible. The Committee feels that the Program is on the right track and supports the efforts it has made and continues to make to live up to the three enunciated pillars. The Committee's report offers recommendations on what it sees as significant elements to continue to evolve the Program.

Providing advice on Program policies and procedures is an integral part of the Committee's mandate. However, the Committee appreciates the fact that, given the significant changes that have taken place in the Program in recent time, a full review of existing policies and procedures has not yet been possible. Given the transition period and the fact that these instruments were being redrafted and improved, the work of the Committee in this area has barely begun, but it will certainly receive the Committee's attention in the coming year.

The Committee also recognizes that it is important and timely to measure the impact the changes have had on the Program's *raison d'être*, i.e., to ensure the security of a person and facilitate his/her re-establishment and self-sufficiency. In that sense, the Program reviews being conducted in early 2015, and the subsequent Management Action Plan, which the Committee hopes to be consulted on, should assist. While recognizing the importance of the research that has been conducted on the operational side, the Committee wishes to reiterate its support in assisting the Program to develop targeted research and evaluation initiatives that will support the Management Action Plan and move the Program forward in years to come.

The Committee wishes to commend the personnel for their tireless efforts in shepherding the Program through a major transformation while continuing to ensure that high quality and effective services were delivered.

First Annual Report to the RCMP Commissioner from the federal Witness Protection Program Advisory Committee

A. Introduction

This is the first report from the federal Witness Protection Program Advisory Committee, hereinafter referred to as the Committee, presented, as per its terms of reference, to the Commissioner of the Royal Canadian Mounted Police (RCMP).

The federal Witness Protection Program, hereinafter referred to as the Program, was established pursuant to the Witness Protection Program Act (WPPA), federal legislation that gives the Commissioner of the RCMP the responsibility for the administration of the Program. In the simplest of terms, the Program exists to facilitate the protection of witnesses or persons who are at risk because of their assistance to the state, or persons who are at risk because of their relationship or association with these witnesses¹. Some of the most common, though not necessarily only, strategies used to provide protection are various witness protection services. These may include financial assistance with respect to relocation, counselling, certain costs associated with change of identity, etc.

Over the last few years, the federal Witness Protection Program has undergone much public scrutiny. Notably, the Standing Committee on Public Safety and National Security (2008) and the Commission of Inquiry into the Investigation of the Bombing of Air India Flight 182 (2010)² have both examined elements of the Program and made recommendations pertaining to its administration and operations.

While this report does not propose to provide an exhaustive and detailed analysis of these two reports, nor to systematically address all of the recommendations that were made in these reports, it is worth noting that a number of these recommendations spoke to the independence of the Program, vis-à-vis the police investigative function, and of the fair and equitable treatment of the protectees³.

¹ The exact definitions of the Program, protection and witnesses can be found in section 2 of the Witness Protection Program Act.

² Both reports are available publicly.

³ For the purpose of this report, a protectee is, as defined in the Witness Protection Program Act, a person receiving protection under the Program. The more general term of client will be used when referring to an

In response to these recommendations, the RCMP, in collaboration with Public Safety Canada, has consulted with a number of stakeholders and the Government has committed to bring a number of changes to both the Program and to the WPPA, the legislation from which the Program derives its authority. On November 1st, 2014, amendments⁴ to the WPPA came into force. These legislative changes are beyond the scope of this report, yet they tend to demonstrate the “wind of change” that has recently blown over the Program⁵ and the government’s will to deliver more efficient and effective witness protection services.

In addition to the legislative changes, over the last few years, the Program has made a number of significant changes to its structure and operating procedures. These enhancements were articulated around three main pillars that were identified as important in the strategy to address identified challenges and to move the Program forward. These pillars are: Client Focus, Program Standards, and Independence from Investigations.

The three Pillars, as presented by Program personnel and conceptualized by Committee members, are useful in understanding the commitment to change, as well as the actual changes that have already taken place and those that may still be required. These pillars have been significant in setting the course for the Program in the recent past and remain relevant in any ongoing or future discussions. They will be discussed in more depth later in this report.

individual with whom the program has interacted, whether or not that individual was eventually admitted into the Program or provided an alternative means of protection.

⁴ These amendments were introduced as Bill C-51, The Safer Witnesses Act.

⁵ Among other things, the Safer Witnesses Act makes it possible for provincial and municipal witness protection programs to be designated under the federal legislation; makes it illegal to disclose any information about the “*identity and role of a person who provides protection or assists in providing protection*” as well as the “*means and methods by which protected persons are protected*”; and makes it possible for federal agencies with a mandate relating to national security, national defence or public safety to request admission to the federal Program for individuals who have assisted them.

B. Program Changes

Today's Program is markedly different from what it was only a few years ago. While work remains to be done and the Program is still evolving, this report seeks to draw attention to some of the most notable changes that have taken place. It is important to understand where the Program has been and how it has progressed over a relatively short period of time. Some of these changes are outlined below.

- The Program has greatly enhanced its independence from the investigative function of the RCMP. In the past, witness protection services were provided by RCMP members responsible for both the human source and witness protection functions. These members worked inside "Source Witness Protection"⁶ units. These units have been separated into separate Witness Protection and Human Source entities, each being administered independently and each with clear and distinct roles;
- The administration of the Program has been removed from the Covert Operations program (where it was co-housed with the Human Source and Undercover Programs) and now reports directly to the Assistant Commissioner, Federal Policing Special Services;
- The Program is now centralized, with divisional units reporting operationally to the Witness Protection Program Director at National Headquarter (NHQ);
- The Program has created a divisional Designated Officer structure to oversee the administrative component of the Program;
- The Program has created a Regional Senior NCO structure to assist with the operational component of the Program, including the implementation of the new operating procedures;
- The Program has implemented a psycho-social assessment component, where clients are assessed by risk management professionals and a

⁶ These two functions; Human Source and Witness Protection were seen as a natural combination, as an individual could reasonably be expected to progress from a confidential informant to an agent whose identity could be disclosed, to a witness requiring protection. This is discussed later in the report.

personalized Case Management Plan⁷ is developed. This results in Program personnel being able to make informed admission and protection decisions, most befitting an individual's personal circumstances;

- The Program has revamped *****;
- The Program has created a Selection Process protocol and revamped its training regimen to better equip its personnel to respond to new Program demands;
- As the aforementioned changes were being implemented, Standard Operating Procedures were created, so that Witness Protection personnel could keep abreast of the rapid and significant changes to the Program in order to provide a standardized level of service;
- Finally, as is evident from this, its first report, a civilian Witness Protection Advisor Committee was instituted.

C. The Committee's role

The Committee was created to bring a certain independent oversight and to have subject matter experts provide advice on pertinent issues.

The Committee's role is to advise the Commissioner, and by extension Program personnel, on matters related to the effective and efficient administration and general operation of the Program. The Committee is not involved in, nor accountable for, specific admission or termination decisions, or the protection services that are provided by Program personnel⁸. The Committee can provide a different, balanced and external perspective on Program's processes.

As per its term of reference, the Committee advises the Commissioner on:

⁷ The Case Management Plan is premised around the reduction of adverse outcomes, the identification of proper risk/need factors, and focused on modifiable risks and targeting high-risk individuals. Assessment and management are directly linked as one cannot have adequate case management strategies without proper assessment information.

⁸ Committee members are not privy to any information that would reveal the identity or location of protectees.

- The function, processes, and protocols of the federal Program relative to the prescribed legislation;
- Methods developed to assist protectees in adapting to the Program, including addressing health and legal issues;
- Funding schemes to facilitate the provision of protection by ensuring adequate funding levels for the Program are maintained;
- Ensuring that Program standards are appropriate for the Program to facilitate the services required under the Act and to ensure that such standards are complied with;
- Any other witness protection issues that will contribute to enhancing the Program.

Committee members may also play a role in communicating and educating external stakeholders on the roles and work performed by Program personnel and to advocate on the Program's behalf as and when they see fit to do so.

The Committee's mandate is to provide advice on a wide-range of issues. While the mandate does not specify the format in which the advice is to be provided, Committee members and Program personnel have recognized that the Committee's work lends itself well to providing advice both informally, through discussions during its regular meetings, and in a more formal manner, through this report to the Commissioner.

Meetings of the Committee take place twice a year and are set up to encourage continuous debate and exchange of information among Committee members and Program personnel. The membership of Assistant Commissioner Todd Shean, as an ex-officio Committee member, is also conducive to direct information exchanges between Committee members and Program personnel.

Since its inception, the Committee has held four meetings:

1. October 9th and 10th, 2013;
2. January 22nd & 23rd, 2014 and;

3. September 10th and 11th, 2014, and;
4. January 20th and 21st, 2015.

The Committee is comprised of:

- Dr. Jim Bonta, Public Safety Canada (retired)
- Professor Yvon Dandurand, School of Criminology and Criminal Justice, University of the Fraser Valley, British Columbia - Committee Chair
- Dr. Julia Hughes, University of New Brunswick - Committee Vice-chair
- Dr. David Marsh, Northern Ontario School of Medicine
- RCMP Commissioner (Rtd.) Philip Murray
- Dr. Irvin Waller, University of Ottawa, Ontario
- A/Commr. Todd Shean, RCMP Federal Policing Special Services

There have not been any changes to the composition of the Committee since its creation.

Given the complexity of the Program, a significant learning component had to take place at the front end of the Committee's work. This has resulted in the Committee choosing not to report in its first year. Therefore this is the first and only report covering the Committee's work since its inception to March 31st, 2015. Subsequent reports will be submitted annually and cover the period of April 1st to March 31st of each year.

D. Discussion on the Three Pillars

As indicated earlier in this report, three key pillars; Client Focus, Program Standards and Independence from Investigations, have been identified and positioned at the forefront of the Program's changes and orientation. Consequently, much of the Committee's work, as it was examining various aspects of the Program, has been organized in relation to these three pillars. As such, a further discussion on what these pillars are and how they guide the Committee's advisory portion of this report may be useful.

- First Pillar - Protectee Focus

This speaks to a fundamental shift that has taken place in the Program's service delivery, now focusing on placing the protectee at the forefront of Program decision-making and actions. The protectee focus perspective aims at identifying and, where possible, addressing client needs⁹ to ultimately deliver on the Program-legislated mandate of ensuring the physical integrity of the protectee, as well as providing protection as defined in section 2 of the WPPA, i.e., *"...to facilitate the protectee's re-establishment or becoming self-sufficient"*.

In concrete terms, it means appropriate and early standardized assessments of a prospective protectee by professionals, so that the best possible decision can be made as to the suitability of the individual for admission to the Program. This, combined with a psycho-social assessment, results in the implementation of a corresponding strategy, articulated in an individualized plan (previously referred to as a Case Management Plan) in the case of an admission, or an alternate aid arrangement if the individual is not admitted to the Program. The Committee fully supports this important shift to a psycho-social approach, i.e., early assessments, use of psychologists and the implementation of the Individualized Case Management Model within the Program.

The protectee focus principle recognizes that admission into the Program is highly disruptive in an individual's life and should be used as a last resort option. It also places a responsibility on the Program to recognize and address differences amongst its clients. One of these important differences is ethno-cultural. With the new provisions of the WPPA, and the availability of the Program to individuals assisting federal security, defence or safety organizations, the Committee recognizes that the Program may see more clients of different ethno-cultural background in the future.

The Committee notes that Program personnel has made efforts to address these particular circumstances by implementing cultural sensitivity training into two of its training initiatives, the In-Service Training and the Handlers' Workshop.

⁹ Identifying a need does not amount to an obligation to meet that need and while recognizing that a client may have a certain need, there must also be a realization that the Program may not be the appropriate vehicle to meet that need.

The Committee also discussed at some length particular issues related to aboriginal people entering the program. It acknowledges the efforts made by Program personnel to recognize and address matters pertaining to aboriginal protectees, for example through the organization of the upcoming two day forum in May 2015 to address witness protection issues as they relate to aboriginal people.

Victims' rights have been an important component of the Committee's discussions to date. The Committee has noted and observed the Government's actions on this issue and the introduction of the Victims Bill of Rights Act. The Committee recognizes that the Program's protectees may be victims or may be subject to increased victimization given the challenging circumstances they may encounter when trying to adapt to a new environment. The Committee notes the will of Program personnel to continue in its strategy to remain well positioned to address victims' issues, such as the contact it has had and is maintaining with the Federal Ombudsman for Victims of Crime.

The Committee has had the opportunity to discuss the concept of ***** at some length. The concept is that of a ***** whatever services are deemed appropriate, either when starting their "new life" in the Program or subsequently when the need arises. ***** services, along with the use of various subject matter experts¹⁰ who understand the particularities and dynamics of witness protection, would allow for the provision of improved and targeted services to protectees. The Committee supported the concept from the outset but felt that it should be executed in a cost effective and efficient manner. In that sense, the Committee is pleased with the latest developments and that the Program was able to *****.

The Committee also feels that the development of a sound evaluation mechanism should be considered, in order to measure the ***** effectiveness.

The Committee has had several discussions with Program personnel on the practical and programmatic implications of a protectee focused approach to witness protection. Throughout these exchanges, Program personnel demonstrated that they are fully committed to this approach. Questions were asked, issues were identified and suggestions were made by Committee members, all contributing to a fuller understanding of the concept and helping Program personnel to arrive at decisions guided by this pillar.

¹⁰ The *****.

- Second Pillar - Program Independence

The Government of Canada and the RCMP have endeavoured to make the Program more independent from investigative interests and, in support of that independence, the Program has introduced a series of significant changes. This pillar is at the heart of the integrity of the Program and of the expectations from Government that the RCMP can and will operate a federal Witness Protection Program that has sufficient independence from its investigative mandate.

Previously, the protection of witnesses was seen as an extension of the Human Source program. A human source, especially an agent source whose identity was revealed, was at risk and had to be protected. Given the importance of human sources as an investigative tool, there had to be a system to protect them. The transition from source, to witness, to protectee, was a “natural” transition that was felt could be best be handled by a single unit.

While the importance of human sources has not diminished, the protection of witnesses, as mandated under the WPPA, is now administered independently from investigative interests. Within the Witness Protection Program, the protectee or prospective protectee is placed at the forefront of decisions, while investigative / prosecutorial interests are accounted only insofar as section 7 of the Witness Protection Program Act mandates¹¹.

The Committee believes that the Program, through the significant changes it has implemented, has made great strides in enhancing independence. It also recognizes that the Program must remain vigilant to ensure that this independence remains. In addition, the Committee believes that while it is paramount that the Program maintains independence from investigations, it must also continue to provide clear direction to the whole of the RMCP membership on the delineation between the Program and investigations.

¹¹ When determining whether a witness should be admitted to the Program, the Commissioner must consider a series of factors described in section 7 of the WPPA. Amongst these factors are two that relate to the investigations; 7(c) *the nature of the inquiry, investigation or prosecution involving the witness – or the nature of the assistance given or agreed to be given by the witness to a federal security, defence or safety organization – and the importance of the witness in the matter*; and 7(d) *the value of the witness’s participation or of the information, evidence or assistance given or agreed to be given by the witness*.

The Committee recognizes that, until very recently, strong links existed between the witness protection function and the investigative function, and that personnel on both sides are still adapting to the newly implemented independent model. Independence, in a witness protection context, is on a continuum and the Committee encourages the Program to use the tools at its disposal, such as the various Program reviews that are currently being completed, to ensure the Program remains advantageously positioned on that continuum.

- Third Pillar - Program Standards

Program standards allow the delivery of Witness Protection services in a standardized manner to all clients, from admission decision making to the level of assistance that is to be provided. It does not mean that a “cookie cutter” approach is applied to all cases; rather that the Program responds to the demands placed on it in a consistent manner. It is not about providing the same services to all; it is about providing the same level of service, based on individual circumstances, to all.

The application of program standards avoids inconsistent Program decision making. The program standards pillar rests with clearly defined and articulated standard operating procedures that are uniformly applied by properly trained and instructed personnel. The centralization of the Program that has taken place, along with its support structure, database, and Designated / Regional officers, also serves to maintain an oversight and to direct the delivery of witness protection services in a consistent manner across the country.

Training plays an important role in the Program’s ability to deliver standardized services. The Committee has had the opportunity to enter into discussions on a number of training-related issues and has encouraged the Program to ensure the continued training of personnel beyond the regular training regimen they receive when joining the Program.

For example, the Committee has advocated cultural sensitivity training and has been pleased to see it implemented in some of the Program’s training activities.

Committee members have also identified and directly facilitated Program personnel's exposure to at least one existing training initiative; the Strategic Initiative in Community Supervision¹² (STICS), developed by Public Safety Canada.

The Committee supports the development and implementation of Program standards, policies and standard operating procedures, facilitated by the recent centralization of the Program, as a significant accomplishment in the fair and just treatment of clients. It is also of the opinion that a solid training regimen, for those involved in the delivery of witness protection services, is of significant importance in the application of Program standards.

E. Evidence-based Considerations

In addition to the three pillars just discussed, two further elements have been identified as important axes for the Program, around which the Committee articulated its advice; these elements are "Monitoring and Evaluation" and "Research".

- Monitoring and Evaluation

The Committee acknowledges that a number of monitoring and evaluation processes are currently in place within the Program, notably the internal program reviews of all Witness Protection units, including sensitive expenditures and internal control reviews.

The Program's ability to assess the impact of the many changes it has implemented is fundamental. Such evaluation will allow the Program to ensure it is on the right course and is meeting its objectives as they relate to the aforementioned pillars.

During Committee meetings, Committee members have had the opportunity to discuss monitoring and evaluation on a number of occasions, as it pertains to a number of issues, e.g., general Program effectiveness, client assessments and

¹² STICS is a promising evidence-based training model for probation and parole officers with the goal to decrease the recidivism of medium to high risk offenders.

resultant admission / non-admission, Case Management Plans, and usefulness of specific interventions as it pertains to the frequency and type of supervision¹³.

The Committee supports and encourages the development of a formal evaluation framework, i.e., the systematic collection and analysis of evidence on the outcomes of the Program to make judgments about their relevance and performance, and asks that the Committee be appraised and, whenever possible, consulted on the various Program monitoring and evaluation initiatives. On that note, the Committee is aware of the ongoing program review by the RCMP's Audit and Evaluation Unit and would very much appreciate being part of, and being given the opportunity to provide input with regard to the resulting Managerial Action Plan discussions.

- Research

The Committee believes that, from a Program perspective, research should not be seen in a vacuum; rather it should be seen as it relates to its protectee focus objective. Understanding who the protectees are and their evolving needs, is essential to the Program's ability to deliver the best possible witness protection services.

Through discussions between Committee members and Program personnel, a number of recommendations have been made on areas felt to be of significance and worthy of research, within a client focus context, such as profiles of protectees, general data, gender, spouses and children, cross-linkage of identities, ethno-cultural issues (understanding the cultural composition of clients), breaches and terminations, capacity building, victimization (of protectees and by protectees – both outside and inside the family unit), etc.

The Committee has been impressed with the interest and the commitment Program personnel have shown to evidence-based decision making and its willingness to look at international standards to have the best program possible.

The Committee acknowledges that limited resources, as positions were being created and staffed, may have resulted in a limited capability for Program personnel to conduct research. Nonetheless, research is fundamental to improve

¹³ Recognizing that the constant presence of a coordinator / police officer in one's life may have an adverse impact.

the Program, as well as to understand it for the purposes of informing external stakeholders and further driving Program developments.

At the same time, it is also acknowledged that the Program has had to prioritize the research that readily benefits the clients. A practical example of this is the research that went into the development of a ***** for clients. This required extensive research and consultation with subject matter experts in a variety of fields.

Because of the limited resources and the need to prioritize, some research initiatives could not be undertaken. As it stands, the Program may not yet have a thorough knowledge of its client base¹⁴, i.e., their basic characteristics, their risk and need profiles, as well as their progression within the Program, in terms of how their risks and needs are addressed and how they respond to the interventions, from admission to termination.

The implementation of a new and enhanced *****, of which key features have been shared with the Committee, is seen as a positive development for the Program in meeting its research objectives and enhancing its knowledge base as it pertains to its clients. The Committee encourages the continuous use and development of the *****. The application of best practices, a rigorous quality control system, readily available ***** by all Program personnel, the implementation of a solid security protocol (both for *****) and a continued evaluation routine to ensure ***** continues to meet Program requirements, are all elements that must be continuously examined and pursued.

At the same time, emergent and evolving technologies, especially as they relate to increased communication platforms, e.g., internet, social media, etc. have been the subject of discussions between Committee members and Program personnel. The added risks they represent to protectees have been recognized and the Program has initiated a number of research-based initiatives, some of them grounded on international or external protocols, to address them. The description of these initiatives is beyond the scope of this report, however the Committee wishes to reiterate its support to the Program in addressing these risks.

¹⁴ The client base is not limited to the main witness alone. It may, and often does, include persons linked to the witness, such as his or her spouse and children.

The Committee agrees that research, either geared at technological / operational developments, or at gaining a better understanding of the Program in order to improve it and to better communicate externally, must continue. Research is an important component of the Program, as it allows the Program to continue evolving, for example by introducing Program elements that may have otherwise been missed or not considered. All in all, research allows the Program to have a better understanding of its clients, their issues, and to better tell its story, internally or externally.

F. Committee recommendations:

As discussed earlier in this report, throughout the many hours of discussions amongst Committee members and Program personnel, advice and opinions were provided. Other comments were made that may not be considered as formal advice however they were nevertheless useful for the Program. The discussion on the development of the *****, as well as the inclusion of cultural sensitivity training, which has now been integrated into the Program's training initiatives, are two examples of the type of advisory discussions that took place. Overall, Committee members have been impressed with Program personnel's receptivity and willingness to move forward on issues that were discussed.

The Committee wishes to use this report to provide more formal advice and recommendations on what it sees as significant elements to continue to evolve the Program. These recommendations are grounded on the pillars that have been at the centre of the Committee's discussions and work since its inception and are articulated around three main axes; the psycho-social model, administrative enhancements and continued Program evaluation.

The Committee hopes that its recommendations will be given consideration and found useful.

The psycho-social model:

Closely aligned with the protectee focus pillar, this model places the individual at the forefront of Program decisions and actions and influences all of its processes.

Recommendations made under this axis have a direct impact on clients, whether they are admitted in the Program or offered some alternate means of protection.

- The Committee supports and recommends the continued use of the Case Management model within the program, typified by the early assessments of clients, the use of mental health professionals, and the use of Case Management Plans / Individualized Management Plans.
- Victims' Rights should remain a significant issue within the Program and, to that effect, the Program should:
 - Pursue research to enhance the knowledge of clients at risks of being most affected by victimization, including women and children.
 - Pursue a partnership with the Office of the Federal Ombudsman for Victims of Crime.
- The Program should continue to develop the resources to operate, and subsequently evaluate, *****.
- The Program should continue in its efforts to accommodate clients of various ethno-cultural backgrounds and, to that effect, the Program should:
 - Pursue research to enhance the knowledge of its client base from different ethno-cultural backgrounds.
 - Institutionalize cultural sensitivity training into its training continuum.
 - Pursue a partnership with various stakeholders that can assist in addressing the particular issues faced by aboriginal people entering the Program.

Administrative Enhancements:

As discussed earlier in this report, recent changes in the Program have been significant and have resulted in a marked difference in the way witness protection services are now provided. It has also resulted in a major administrative reorganization, exemplified by the Program centralization that has taken place.

- The Program should dedicate sufficient resources to ensure that those involved in the delivery of witness protection services receive the appropriate training, that they are subsequently updated on changing techniques and protocols and that the training platform is subjected to an appropriate evaluation process to ensure it meets Program needs.
- The Program should remain alert for evolving technologies and the risk they may represent for the protectees.
- The Program should explore opportunities to communicate its roles and responsibilities to the RCMP membership at large and externally, within the limitations imposed by the Witness Protection Program Act and other legislations.

Program Evaluation:

This is a critical component of any program; one that will verify that the Program is doing the right thing and meeting its objectives. Evaluations must be sound, purposeful and must be an element that is continuous and imbedded into Program components.

- The Committee believes that evidence is important and as such, recommends that the Program should strive to introduce processes geared toward the systematic collection of information to inform ongoing evolution of the Program and to report it in a structured way.
- The Program should develop a formal evaluation framework based on the three aforementioned pillars and, when possible, should consult with the Committee on the various monitoring and evaluation initiatives undertaken within the Program.
- It is suggested that the Committee be part of and be given the opportunity to provide input regarding the Managerial Action Plan that will follow the ongoing program review conducted by the Audit and Evaluation Unit.

Finally, the Committee wishes to make one final recommendation regarding the Program's *****; a recommendation which cannot be readily categorized in any one of the aforementioned axes given that it has applicability in all three.

- Given ***** importance to the Program in terms of operational applications, as a research, evaluation and communication tool, the Committee recommends that the Program continues to make ongoing enhancements, specifically; appropriate priority consideration should be placed on having *****.

G. Concluding Remarks

The Program has gone through many significant changes over a relatively short period of time. It has introduced processes and a structure meant to enable it to deliver witness protection services grounded on being protectee focused, while introducing Program standards and positioning itself to be as independent from investigations as possible. The Committee feels that the Program is on the right track and supports the efforts it has made and continues to make to live up to the three enunciated pillars.

The Committee recognizes that the Program has also successfully positioned itself for some of the changes it is facing. For example, the Committee has witnessed the care the Program had taken to prepare for the coming into force of the new provisions of the WPPA.

The Committee is of the view that some of the issues that have been the subject of discussions at its meetings, such as the admission of witnesses from the National Security realm, the evolution of the Victims Bill of Rights, the introduction of a new policy on Witness Protection and the completion of the Program Audit, will continue to be topics of interest for the Program. Larger law enforcement and legislative issues, nationally and internationally, will also impact the Program and are also likely to be part of future discussions. These include issues of terrorism, human trafficking, and cybercrime as well as discussions in Canada about the future of policing. The Committee will continue to provide advice on these and other issues as they are identified and/or brought forth by Program personnel.

Providing advice on Program policies and procedures is an integral part of the Committee's mandate. However, the Committee appreciates the fact that, given the significant changes that have taken place in the Program in recent time, a full review of existing policies and procedures has not yet been possible. Given the transition period and the fact that these instruments were being redrafted and improved, the work of the Committee in this area has barely begun, but it will certainly receive the Committee's attention in the coming year.

The Committee also recognizes that it is important and timely to measure the impact the changes have had on the Program's *raison d'être*, i.e., to ensure the

security of a person and facilitate his/her re-establishment and self-sufficiency. In that sense, the Program reviews being conducted in early 2015, and the subsequent Management Action Plan, which the Committee hopes to be consulted on, should assist. While recognizing the importance of the research that has been conducted on the operational side, the Committee wishes to reiterate its support in assisting the Program to develop targeted research and evaluation initiatives that will support the Management Action Plan and move the Program forward in years to come.

The Committee wishes to commend the personnel for their tireless efforts in shepherding the Program through a major transformation while continuing to ensure that high quality and effective services were delivered.

The Committee feels that it has the right composition and adequate support, and looks forward to continuing to carry out its assigned mandate.