

RCMP

Reform Implementation Council

Interim Report

September 2008

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[Letterhead]

[Date]

The Honourable Stockwell Day
Minister of Public Safety
Ottawa

Dear Minister Day:

We are pleased to submit the first report of the RCMP Reform Implementation Council, as required by the March 19, 2008 Order in Council under which we were appointed.

As members of the Council, we are aware of the uniqueness of our mandate. We know that our role in ensuring the implementation of a major government initiative sets an important precedent and we are honoured to have been chosen for the task.

Our mandate is to guide and assist the RCMP reform process and at the same time to monitor and report on its progress. While the Council was set up in response to the findings of the *Task Force on Governance and Cultural Change in the RCMP*, we note that RCMP reform builds on that work to address a broader range of fundamental issues for the Force.

The recent articulation of an RCMP *Vision for Change* will provide a clear sense of direction to the reform process. As Commissioner Elliott has said, the great strength of this effort is that everyone is seeking the same successful outcome.

The Council has been working closely with the Commissioner and the RCMP Change Management Team and have received their entire cooperation. We are also visiting various RCMP operations across Canada, participating in town hall sessions with employees and meeting with the partners in contract policing. This is proving to be an efficient way for us to gain practical insight into the issues and context of reform.

The reform of the RCMP is well under way and headed in the right direction. But the process is still at an early stage and in this report we have identified some significant challenges that the RCMP, with the support of the Government, will need to address.

A key instrument in dealing with these challenges would be an RCMP Board of Management, as called for by the Task Force. Properly mandated, such a Board would provide a foundation for both increased administrative autonomy and strengthened accountability. We will be discussing these issues more fully in our March 2009 report.

Respectfully submitted,

[Signatures of members]

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RCMP Reform Implementation Council: Interim Report

1. Introduction

Purpose

This is the first report of the RCMP Reform Implementation Council to the Minister of Public Safety on progress to date in RCMP reform.

The Council was established in response to the findings of the December 2007 *Task Force on Governance and Cultural Change in the RCMP* (the Task Force). In the introduction to its report, the Task Force said:

“...in our view, it is necessary for the RCMP and the Government of Canada to take decisive steps and to report on them publicly. A fundamental underpinning of our recommendations, therefore, is the immediate creation of an Implementation Council which will provide leadership and guidance to the renewal process and which will keep the public apprised of its progress.”¹

Accordingly, the purpose of this interim report is to offer to the Minister and all interested Canadians, including employees of the RCMP, the Council’s current assessment and advice regarding the progress of RCMP reform. To this end, the report explains the role of the Reform Implementation Council, identifies the objectives and approach of RCMP reform, assesses progress to date, and looks ahead to further steps in the reform process.

Structure of this Report

Following this introductory section the remainder of the report is structured as follows:

Section 2. The Reform Implementation Council

Section 3. Reform: Scope, Vision and Approach

Section 4. Progress to Date on Reform Implementation

Section 5. Conclusion: Challenges and Expectations

Additional detail on the Council and its members is included in the annexes.

References are provided as endnotes.

2. The Reform Implementation Council

RCMP Reform

One main thrust of the RCMP reform process originates in the 2007 *Report of the Independent Investigator into matters relating to RCMP Pension and Insurance Plans*. In his report, Mr. David Brown concluded that the problems referred to in the title were symptoms of weaknesses in the governance and management culture of the RCMP. He recommended the immediate creation of a Task Force with a broad mandate to address these issues.

The Government agreed and on July 16, 2007, the Minister of Public Safety announced the appointment of Mr. Brown to head up the *Task Force on Governance and Cultural Change in the RCMP*. In a matter of five months the Task Force produced its report, titled *Rebuilding the Trust*.²

The Task Force concluded that major reforms were “essential for restoring the Force to the position of confidence and respect it had enjoyed since its inception.”³ In particular, “a new approach to the organization of the Force and its governance structure” was needed, in addition to “a new independent body ... for complaints and oversight of the RCMP.”⁴

The Task Force report also addressed matters of workload and capacity in the RCMP, workplace issues such as ethics and discipline, and a wide range of human resource management matters. It identified a series of “barriers to effective management” in the culture, organizational structure and decision-making approach of the RCMP.⁵

Another impetus for reform came from the RCMP itself. In recent years, the Force has been conducting its own studies in many of the areas touched on by the Task Force. It commissioned a report by the Conference Board of Canada on the experience of change in the RCMP⁶, as well as studies by Professor Linda Duxbury and others on issues such as workload and work-life balance. In addition, the Public Accounts Committee and the Auditor General of Canada have pointed to the need for various types of reform.

To support the process of reform and renewal throughout the organization, the Task Force proposed creation of a change management team. It also called for the establishment of an implementation council to “guide and drive the change process” and to “advise the government and the RCMP on all aspects of the change process.”⁷

Building on the group that had supported the work of the Task Force, the RCMP Change Management Team was established by Commissioner William Elliott in January 2008. The Team, headed by Assistant Commissioner Keith Clark, has strong regional participation and includes employees in all categories drawn from across the Force. The Team is linked to networks of change leaders throughout all sectors and divisions.

The Reform Implementation Council

Creation of the RCMP Reform Implementation Council was announced by the Minister of Public Safety on March 20, 2008 (see Annex A).

Mandate

The Council was established by Order in Council with the following mandate:

1. to provide advice to the Minister of Public Safety on implementation of reforms approved by the Government;
2. to provide advice and assistance to the Commissioner of the Royal Canadian Mounted Police respecting the Royal Canadian Mounted Police implementation plan;
3. to monitor progress of reforms approved by Government and undertaken by the Royal Canadian Mounted Police; and
4. to submit regular progress reports to the Minister of Public Safety in both official languages, with the first report to be submitted no later than September 30, 2008 and the subsequent report no later than March 15, 2009.

Members of the Council

Chaired by David McAusland, a corporate director, consultant and lawyer from Montreal with extensive experience in the private and not-for-profit sectors, the RCMP Reform Implementation Council also includes:

- Jean-Claude Bouchard, a career public servant and former President of the Canadian Environmental Assessment Agency.
- Beverley A. Busson, a long-time member of the RCMP who served as Commissioner from December 2006 to July 2007.
- Jocelyne Côté-O’Hara, a corporate director, former CEO in the communications industry, and former government executive at federal and provincial levels.
- Kevin McAlpine, a Professor with the School of Justice at the Durham College and former Chief of the Durham Regional Police Service.

Biographical information on the members of the Council is included as Annex B.

The Work of the Council

Following our appointment in March, the members of the Council came together for the first time at RCMP Headquarters in Ottawa on April 29, 2008, when we met with the Commissioner and members of the Change Management Team. Since then, we have conducted our business through an efficient combination of face-to-face meetings, regular conference calls and videoconferences. Support has been capably provided by the RCMP Change Management Team.

In our discussions over the past several months we have explored the entire range of reform issues in relation to the new RCMP *Vision for Change*. The Change Management

Team have explained the RCMP approach and outlined the draft RCMP Transformation Plan, and we have offered our comments and advice. We agree that the RCMP change process should build on the recommendations of the Task Force but should also include a broader range of issues raised by other studies, commentaries and the RCMP's own analyses.

In exploring the issues, we have noted the importance of addressing expeditiously such key Task Force recommendations as the proposals to seek a new institutional status for the RCMP and to create a Board of Management.

During this period, individual members of the Council began a series of visits to representative RCMP operations across Canada. These meetings are providing us with opportunities to understand the broader context of reform implementation and to talk about issues with a wide range of RCMP employees and stakeholders. We are also participating in town hall meetings organized by RCMP change managers, and we have held the first of our meetings with provincial representatives.

Some Council members also met with commentators on the RCMP including David Brown, Chair of the Task Force, and Professor Linda Duxbury, author of several important reports on working conditions in the RCMP and other organizations.

We have reported to our colleagues on these individual initiatives and discussed them with members of the Change Management Team.

In coming months, we will visit additional RCMP locations across Canada, including some in remote areas and the north, and meet there with employees. We also expect to meet further with senior officials of the provinces, territories and municipalities for which the RCMP provides policing services under contract.

We look forward to active discussions with representatives of the government on key reform issues, especially those relating to the status and governance of the RCMP, which are critical to the long-term effectiveness of the reform process.

The full Council will continue its regular meetings and conference calls with the Commissioner and the Change Management Team in order to monitor the on-going reform process and provide advice and guidance. As required in our terms of reference, we will deliver our second report by March 15, 2009.

3. Reform: Scope, Vision and Approach

This section of the report discusses in broad terms the objectives and approach of the RCMP reform process.

Scope

The Council has from the beginning worked closely with the Commissioner and the Change Management Team to help define the scope and direction of the reform process through the development of the RCMP *Vision for Change*.

While the recommendations of the Task Force provide an essential catalyst for action by defining a core of issues needing urgent attention, other major inputs are also driving change in the RCMP. As publication of the Task Force report and other events focused public attention on the RCMP, comments and suggestions for change flowed in from RCMP employees across Canada. It was also recognized that the contract partners – i.e., the provincial, territorial and municipal governments for which the RCMP provides policing services – would have important views on RCMP reform and would need to be consulted.

The RCMP reform process is not intended to cover all the specific and detailed changes that are needed as the organization adjusts to new requirements and opportunities. Rather, what is now referred to as the RCMP Transformation deals with a broad set of central issues that define how the Force is led and managed, how it recruits, develops and involves its people, and how it accounts to government and Canadians for its use of resources and delivery of policing services. The results of the reform initiatives will, however, help profoundly to improve the ways in which the organization shapes and implements its operational policies and plans.

To this end, the Council considers it important to ensure that the scope and purpose of the reform process – the RCMP Transformation – is clearly communicated to employees, stakeholders and the public. Its relation to other RCMP change efforts needs to be widely understood throughout the Force and by the partners.

Vision

The RCMP Vision for Change

An adaptive, accountable, trusted organization of fully engaged employees demonstrating outstanding leadership and providing world-class police services.

The *Vision for Change* defines the key characteristics of the organization which the RCMP is determined to become. Given the proud history of the Force, its critical importance to the country, and the respect it has earned internationally, it is appropriate that the Vision should define the ultimate goal of the RCMP as that of providing Canadians with the police services that are among the best in the world.

The Council strongly endorses the Vision as an enduring “North Star” to guide on-going change. The open and consultative manner in which the Vision has been developed bodes well for the future of the RCMP reform process.

The Council supports the RCMP view that the Vision should not only provide general direction for the reform exercise but also a framework for selecting, prioritizing and evaluating change activities. Within this framework, specific indicators of success can be developed for the many initiatives that together will comprise the RCMP reform.

The Council considers the Vision for Change essential to the RCMP reform process. It provides a broad, clear statement of the organization’s aspirations that will guide both immediate actions and long-term strategies to meet the expectations of Canadians

Elements of the Vision for Change

The individual elements of the *Vision for Change* will serve as criteria for the relevance and effectiveness of reform measures. Through work by the Change Management Team, with the direct involvement of the Commissioner and in active dialogue with the Council, the elements have evolved to their present form.

RCMP Vision for Change: The Six Elements

Adaptability

The RCMP will utilize lessons learned and best practices, foster and encourage innovation at all levels, and demonstrate commitment to continuous improvement to ensure that it is positioned to meet current and future policing demands.

Accountability

The RCMP will establish realistic and measurable outcomes for actions undertaken, will openly communicate results, ensuring that performance matches realistic expectations, and will be accountable for decisions taken in executing the authorities bestowed upon the organization.

Trust

Trust means faith and confidence in the reliability and strength of leadership throughout the organization, and in the RCMP's ability to provide the highest quality of service delivered in an effective, competent and consistent manner.

Engaged Employees

The RCMP will ensure the highest employee engagement possible throughout the organization by consistently demonstrating fairness, open communications, empathy, empowerment, collaboration, and professional development.

Outstanding Leadership

Leadership in the RCMP is a matter of behaviour rather than position. Leaders put their teams first and strive to earn their respect and trust. They communicate effectively, adapt to the challenges of policing, and ensure that employees have the resources and competencies they need.

World-Class Police Services

The RCMP will provide world-class police services by matching performance with reasonable expectations, modeling systems of open communications and accountability, and establishing constructive and collaborative relationships with partner agencies and stakeholder groups.

Approach

RCMP senior management recognized from the first that significant change would be a long-term process, but also that the reform would need to produce some important results without delay. This called for a clear sense of priorities, together with an integrated approach to reform, in light of the wide-ranging implications and inter-connections of the proposed changes. The Commissioner also made a commitment to engage employees and other stakeholders in all stages of the process.

Accordingly, a good deal of effort has gone into creating the capacity to plan and manage major change over an extended period. Most of the Task Force recommendations and

other change proposals have been converted into implementable projects, with an action plan and responsible manager for each. Clusters of related initiatives have been identified, as well as linkages and priorities among the projects. And there is now a network of change managers in Headquarters, regions and divisions.

Transformation Plan

When complete, the RCMP Transformation Plan will provide the overall agenda for RCMP reform. The Plan, currently in draft form for discussion and consultation purposes, is an evolving multi-year strategy for addressing both the specific recommendations of the Task Force and other initiatives for change in the RCMP.

In establishing initial priorities for reform, the draft Plan identifies three priority areas that account for a majority of the issues at stake: Governance, Leadership and Capacity. Two distinct but overlapping phases of the Plan have been developed to date:

Phase One, some aspects of which are already under way, includes two types of initiative:

- *Substantive strategies for change* that are largely within RCMP control and that address one or more of the priority areas of governance, leadership and capacity.
- *Research and analysis projects* that will prepare the way for future efforts in related areas.

Phase Two will be launched progressively. It will gradually shift the emphasis to developing and implementing:

- *Strategies for change* that evolve from the research, analysis and consultations undertaken in Phase One.
- *Further initiatives* addressing the Task Force recommendations and other requirements for change identified through the Transformation process.

The intention is that the Transformation Plan be updated periodically with new phases and initiatives being defined and implemented as required.

The Council fully supports this comprehensive approach to RCMP reform, with its formal priority-setting mechanisms, identification of interactions among initiatives, and commitment to consult and communicate regularly on implementation plans and progress. We agree that the Transformation Plan should be an “evergreen” document that evolves as the reform process moves forward.

4. Progress to Date on Reform Implementation

One of the principal roles of the Reform Implementation Council is to monitor and assess the progress of RCMP reform. The following overview of work under way or planned for Phase One looks at initiatives in the three priority areas established in the draft Transformation Plan: Governance, Leadership and Capacity.

We note that some planned initiatives involve direct action (what the draft Plan calls “substantive strategies”), while others involve research, analysis and/or consultation as a precursor to substantive action in a later phase.

The draft Transformation Plan directly addresses a majority of the Task Force recommendations. The remaining recommendations are either being dealt with indirectly through other initiatives or will be included in future versions of the Plan, in accordance with the evolving priorities of the reform process.

Phase One Initiatives

Priority Area 1: Governance Issues

The Task Force report emphasized the need for changes to the structure and governance of the RCMP. In his remarks at the time of release of the report, the Chair David Brown said:

“We believe that ... making the RCMP a separate entity, with a professional Board of Management and a single, enhanced oversight and complaints body will allow for the kinds of structural, cultural and governance changes that are needed for all other detailed recommendations to have real effect.”⁸

The Reform Implementation Council fully recognizes the importance of the areas defined by the first three recommendations of the Task Force report:

- the RCMP’s status (in the sense of its relationship to government);
- its governance systems; and,
- mechanisms for public accountability for its actions.

Significant changes in these areas will, in most cases, require decisions and support from the highest levels of government and some are only possible through legislative action.

RCMP as a Separate Entity

In its first recommendation, the Task Force proposed that

“the RCMP should become a separate entity with separate employer status and should be granted full authority to manage its financial affairs within spending authorities approved by Parliament.”⁹

The Council has explored the implications of this recommendation with the Commissioner and the Change Management Team. In our discussions, we emphasized

the need to base any proposals for a change in status on demonstrable improvements in management effectiveness, combined with enhanced accountability for the use of resources.

We also suggested that while increased autonomy and flexibility are clearly essential to the RCMP reform, the shift to a different organizational status is no panacea. Moreover, experiences such as the creation of the Canada Revenue Agency demonstrate both the positive potential of separate employer status and the significant effort required to make it work effectively. Finally, we suggested that some barriers to efficient management might be partially overcome in the short term through formal arrangements between the RCMP and Treasury Board.

We observed that in some ways, the RCMP already looks like a separate entity, and that most of its employees, both regular members and civilians, are subject to special employment arrangements. Yet in many respects the Force is treated under Treasury Board rules as though it were just another government agency.

Issues of employment status arise particularly in relation to the different categories of civilian employees. These people will become even more important as plans develop to shift certain types of technical and administrative work from regular members to specialized civilian staff. There is clearly a need to bring greater coherence to the employment regime for employees.

Phase One of the draft RCMP Transformation Plan calls for further research and analysis on the issue of separate employer status, and work by the Change Management Team has already begun to identify barriers to effective management that might be addressed by such a change. It is important to continue these efforts and to ensure that proposals for change are grounded in concrete benefits. We welcome the creation of a joint working group on RCMP status involving the RCMP, Treasury Board Secretariat and Public Safety Canada, and we look forward to seeing the results of its work.

The Council believes that addressing the issue of separate entity status for the RCMP should be an urgent priority, with a view to arriving at clearly defined options for presentation to the Government by March 2009. We expect to be closely engaged in this discussion.

A Board of Management for the RCMP

For the RCMP to acquire additional autonomy and flexibility to manage its affairs, it must demonstrate not only a capacity for effective management but also a sound internal governance mechanism to oversee management decisions and ensure proper accountability.

The Task Force considered the creation of a Board of Management for the RCMP, to fulfill just this function, to be integral to any fundamental reform of governance:

“Legislation should be enacted by the Parliament of Canada as soon as possible to establish a Board of Management of the RCMP responsible for the stewardship of its organization and administration including the oversight of the management of its financial affairs, resources, services, property, personnel and procurement.”¹⁰

Thus an RCMP Management Board would take on many of the functions currently exercised by the Treasury Board, providing the critical oversight, checks and balances, that are necessary if the Government is to allow the Force more freedom to manage its own affairs.

The Council finds the arguments in support of a Board of Management for the RCMP compelling. Such a Board would be the first essential step towards greater administrative flexibility and autonomy for the RCMP. It would also provide the increased accountability for resources that would be demanded by government in return.

We have not yet had the opportunity to examine detailed studies or discuss concrete options in this area. We note that research and analysis is under way, aimed at developing a recommended governance model for the RCMP, including specifically a Board of Management. We look forward in the months ahead to an in-depth exploration of issues and options for the creation of a Board.

An Independent Commission

While a Board of Management would be concerned with fulfilling a stewardship responsibility for the manner in which the RCMP uses public resources to fulfil its mandate, the Independent Commission for Complaints and Oversight of the RCMP that is called for by the Task Force would have “a mandate to review any aspect of police operations.”¹¹

The response to this Task Force recommendation is being developed by Public Safety Canada.

The RCMP is to be consulted in this process and we would ask that the Council be kept abreast of developments to enable us to identify implications for other aspects of the RCMP reform process. We consider it particularly important to ensure effective coordination of any legislative initiatives related to RCMP reform.

Other Governance and Accountability Issues

A range of other initiatives related to governance or accountability and responding to Task Force recommendations are planned by the RCMP for Phase One of the draft Transformation Plan. These initiatives include:

- Development of means to assess RCMP capacity to take on new commitments.
- Work to improve RCMP disciplinary systems.
- Implementation of an RCMP Workplace Disclosure system.

- Improvements in decision-making on contract policing.
- Clarification of NHQ roles and analysis of policy capacity.
- Assessment of the RCMP regional structure.

Assessment of Progress on Governance

Much of the work planned for the Governance Priority Area under Phase One of the draft Transformation Plan is in the category of research, analysis and/or consultation. It is thus a preparation for action on the major initiatives. Bringing forward substantive proposals for change on the key issues of RCMP status and creation of a Board of Management is planned for Phase Two. To a considerable extent, the same is true for the other governance and accountability initiatives, though some of them do include substantive elements in Phase One.

We appreciate the need for such studies and consultations and fully support the Change Management Team in its current approach. We would caution, however, that it will be necessary increasingly to shift from study mode to action planning in order to develop concrete options and recommendations for consideration by the Senior Executive Committee.

We therefore urge the Commissioner and Change Management Team to set a firm timetable for the transition to Phase Two with respect to each individual project and to define responsibilities accordingly.

Priority Area 2: Leadership Issues

Unlike most initiatives in the Governance area, which represent preparation for substantive work to be done in Phase Two and beyond, most of the Leadership initiatives in Phase One include major steps to be taken in the next few months. Indeed, several have already produced tangible results, as noted below (page 14).

Initiatives in support of Leadership in the RCMP planned for Phase One of the draft Transformation Plan include:

- Establishing a National Performance Centre and five regional centres, as well as programs and policies in support of the new leadership development program.
- Introducing and developing functional leadership competency profiles for appropriate positions and raising employee awareness of them.
- Promoting ethical considerations in decision-making and improving the education of cadets, officers and civilian employees on ethical issues.
- Making managers more explicitly accountable for completing employee performance evaluations.
- Strengthening field coaching to support officer development.

- Reviewing and improving internal communications tools and vehicles and assessing effectiveness of training and communication products related to leadership.

Assessment of Progress on Leadership

The Council is encouraged by progress in this important area. Nothing is more vital to the reform of the RCMP than maintaining and strengthening strong, intelligent, ethical leadership. We look forward in coming months to examining some of these projects in detail and hearing about the success of others. We note that such efforts will only pay off if they are sustained for the longer term.

Priority Area 3: Capacity and Workload Issues

A major theme of comments about problems facing the RCMP, whether from the Task Force, from RCMP management or from employees of the Force, is that current capacity in terms of human resources falls well short of meeting ever-increasing demands for police services. The result is steadily rising pressure on both the organization and its employees as they struggle to keep up, leading to concerns about operational effectiveness and employee wellness.

The solutions to problems of a mismatch between RCMP capacity and the expectations of its clients and stakeholders would appear to lie in a combination of:

- More effectively recruiting, developing, supporting and retaining personnel;
- improving the efficiency and effectiveness with which human resources are used; and,
- ensuring that RCMP planning matches commitments to available resources.

Phase One of the draft Transformation Plan includes several clusters of initiatives aimed at addressing this problem, some of which involve immediate action, while others lay the ground work for substantive initiatives in the future. Among the major initiatives proposed are:

- Creating a five-year strategic human resources plan that will identify capabilities required by the Force and the means to acquire or develop them.
- Developing and applying improved planning and resourcing methodologies to ensure that RCMP commitments match available capacity.
- Exploring the effectiveness of alternate service delivery models, such as Aboriginal Community Officers and Community Safety Officers.
- Studying the impact of workload on employee wellness and performance.
- Conducting a series of efficiency studies and pilot projects in various regions to help deal with workload issues and reduce administrative burden on officers.
- Improving recruitment methods, streamlining the process and facilitating lateral entry into the RCMP.

- Addressing the issue of officer backup by implementing the new policy in collaboration with contract partners.
- Moving forward with “civilianization” of positions and functions to make best use of employees with the peace officer training.
- Providing administrative support to improve the efficiency and effectiveness of RCMP officers.

Assessment of Progress on Capacity and Workload

As members of the Reform Implementation Council we have heard about and observed for ourselves the pressures on the RCMP as an organization, and on individual employees and their families, that result from the constant tension between workload and capacity. It appears to us that the initiatives outlined in Phase One of the draft Transformation Plan represent a good start on tackling some of the most important issues in this critical area.

Accomplishments to Date

Many of the changes that form part of the draft Transformation Plan are already being implemented. Examples include:

- Introduction of a cadet allowance to attract more applicants to the RCMP.
- Streamlining of the recruiting process, with a target of cutting the average processing time from 12 months to four.
- Investment in new integrated leadership development programs.
- Measures to reduce the administrative burden on RCMP officers by, for example, improving record entry systems and providing administrative assistance.
- Issuance of a national back-up policy for RCMP officers.
- Realignment of Deputy Commissioner responsibilities to put a new focus on Federal Policing, Contract and Aboriginal Policing, and Policing Support Services.

While the Council has not attempted to assess in detail all the reform-related accomplishments to date, we are pleased by the tangible progress being made. We see this as a positive sign of the RCMP’s commitment to change.

5. Conclusion: Challenges and Expectations

We are pleased to report that the Force is embracing the need to change and modernize while preserving what is best of its proud traditions and values. Much has been accomplished in the first few months of the reform process, but a great deal remains to be done.

The energy and activity we have observed show that, with effective leadership at all levels, the Force is ready for reform. Our relationship with the Commissioner and the Change Management Team has been open, collaborative and constructive at all times. And just as important, current indications are that readiness to accept the right kind of change extends widely throughout the Force.

Everywhere we have been, we have met RCMP employees who look to the reform process to bring about essential changes. They see reform as enabling them to fulfil more adequately their roles in support of the RCMP mission as Canada's national police force. Our sense is that the commitment in the new RCMP *Vision for Change* to "provide world-class police services" strikes exactly the right note for the men and women who will deliver those services to Canadians.

We have also been impressed by the competence and commitment with which the RCMP is tackling the change process. We see good people working hard and consultatively to develop the Transformation Plan and delegating responsibility for carrying it out to managers throughout the Force. We see modern project management disciplines being applied to plan and manage change. And we see a Commissioner and Senior Management Team who are fully committed to the success of the enterprise.

So we can say without hesitation that the RCMP reform process is off to a very good start. But as the Commissioner himself has acknowledged, these are still early days. Reform is not a short-term effort, with victory to be declared in the next year or two. While some of the most important changes, such as new approaches to governance and accountability of the RCMP, can be accomplished relatively quickly, change in many areas must be a long-term preoccupation. Not only must the Force strive for continuous improvement, but it must also adapt to the ever-changing requirements of the RCMP's complex policing mandate. The capacity to maintain a commitment to change will be one of the indicators of success for a reformed RCMP.

The Council is now looking ahead to the work of the next several months, culminating in our next report, due March 15, 2009. We are very much conscious that reform will be far from over at that time and are therefore considering where the process might go in the longer term.

Challenges

In its continuing dialogue with the Commissioner and the Change Management Team, the Council has identified a number of requirements which we consider crucial to the success of RCMP reform. We have characterized these as “yellow light issues,” meaning areas of challenge where special care is needed and extra effort may be required to ensure the reform process stays on track and on schedule.

There are no surprises in our list of challenges – all have been identified by the RCMP itself as matters for urgent attention. Indeed, our first three areas of challenge coincide with the priority areas addressed by Phase One of the draft RCMP Transformation Plan.

1. Governance

As noted earlier (page 12), the Council is particularly concerned to see progress in addressing the “big three” issues:

- making the RCMP a separate entity,
- establishing a Board of Management, and
- creating an Independent Commission for Complaints and Oversight.

The first two recommendations are closely intertwined. The establishment of some type of Board would appear to be a prerequisite for any new and more flexible organizational status and improved governance model for the RCMP.

Our principal advice to the RCMP on these matters has been to look beyond the recommendations of the Task Force and to analyze carefully (but urgently) what is intended to be accomplished by the proposed changes. This will not only ensure that the full range of organizational and governance options is assessed, but will also lay the foundation for developing clear options and presenting a convincing case to the Government.

With respect to the proposed Independent Commission for Complaints and Oversight, we are aware that the initiative lies with Public Safety Canada. We urge, however, that there be adequate consultation to ensure coordination with the RCMP Transformation Plan. In particular, it is important to adopt a coordinated strategy with respect to these and any other change initiatives requiring amendments to legislation.

2. Leadership

The Council strongly endorses the emphasis given to leadership in the draft RCMP Transformation Plan, and recognizes the progress already achieved (see pages 13 and 14). We agree that what is needed is to strengthen the concept of leadership at all levels, as expressed in the *Vision for Change* (see page 6).

We are flagging leadership as an area of challenge not because we have concerns about efforts to date but because we want to stress the need for a sustained, long-term effort to redefine the whole idea of leadership in the RCMP. Results must be reflected in the actions of employees at every level of the organization, and particularly in the recruitment and training of new generations of RCMP leaders.

3. Capacity

A common observation about the RCMP is that workload invariably exceeds capacity to deliver. This can be heard from employees struggling to keep up with ever-increasing demands, from the public seeking additional police services, and from contract partners concerned about vacancies in the RCMP divisions that serve them.

The Task Force concluded that the “RCMP’s operating model is not sustainable” and that the continuing attempt to meet obligations with insufficient resources has “put untenable pressure on its members.”¹²

The draft Transformation Plan recognizes capacity and workload as key areas for reform and proposes a number of important initiatives to this end. We have noted in our discussions, however, that work remains to be done to define and measure such fundamental concepts as vacancy rates and long-term disability.

The Council fully agrees with the priority placed by the draft RCMP Transformation Plan on improving the balance between capacity and workload. We appreciate the complexity of the issues involved and want to stress the importance of a clear analysis of the problem based on reliable data. We look forward to seeing the strategic human resources plan to be developed by the RCMP over the next few months.

4. Human Resource Management Issues

Capacity and workload issues can only be addressed successfully on a solid foundation of human resource management. There have been substantial weaknesses in how the RCMP’s human resources are recruited, developed, managed and applied to the job of policing. Indeed, roughly half of the Task Force recommendations deal directly with human resource matters, and if the closely related issues of leadership development are included, the proportion is still higher.

The Council is aware that human resource management is one of the great challenges facing the Public Service of Canada as a whole. Many of the problems carry over to the RCMP, affecting all categories of employees, but especially the civilian employees who are likely to play an increasingly important role in the RCMP’s future.

The Council recognizes that the draft Transformation Plan attaches high priority to these matters, and that much has already been done or is in the process of being launched.

One challenge we see for the RCMP change process is how best to improve the effectiveness of human resource management within the broad framework of accountability to government. This clearly links back to the issues of governance, the status of the RCMP as an employer, and the complexities of having various types of civilian employees.

The other challenge in this area is that the RCMP human resource function requires comprehensive reform and strengthening, not simply a number of discrete improvements.

5. Engaging the Contract Partners

Contract policing for provinces, territories and municipalities is the largest of all the RCMP business lines, involving over 65% of all officers. It is also, for Canadians in the eight provinces that use the service, and in the territories, the most visible RCMP role. Making sure the relationship between the RCMP and the contracting authorities works to the satisfaction of both sides, is clearly a crucial part of RCMP reform.

The Task Force recommended that the RCMP:

“give greater weight to the views and priorities of contracting authorities and ... involve them in a more meaningful way in decisions that have an impact on their jurisdictions.”¹³

The Council agrees with the Commissioner that contract partners should be fully consulted and involved not only in issues related to policing but also in the process of RCMP reform. We know from a discussion with provincial officials that there are many issues that need to be explored. We therefore note with approval that the draft Plan itself includes consultation with contract partners as a Phase One priority.

We consider that establishing suitable mechanisms for the engagement of contract partners, both in setting operational priorities and in decisions that will shape the future of the RCMP, is one of the significant challenges to be addressed through the Transformation Plan. We also note that issues of discipline and review are of special interest to contract partners; hence the work of Public Safety Canada on the recommendation for an Independent Commission on Complaints and Oversight should also take their views into account.

6. Communications

The Reform Implementation Council has at every stage placed great emphasis on the importance of all forms of communication, internal and external, for the success of the reform process.

The RCMP needs to explain its responsibilities, policies and actions more effectively to the media and the Canadian public. It must respond quickly and appropriately to the demand for information about events in which it is involved, and it must have a strategic plan in place to convey its messages proactively to the public and other stakeholders.

With respect to internal communication, not only should RCMP employees be adequately informed about the nature and progress of reform, but they also need opportunities to ask questions and provide input in an open atmosphere. Some members of the Council have been able to participate in discussions and town hall meetings organized for just this purpose, and we are looking forward to further such opportunities in the months ahead.

We have noted the need to strengthen the communications capability of the RCMP. This is one of the most urgent and important challenges for reform. We therefore welcome indications that priority has been given to strengthening leadership and acquiring new resources in this area.

7. Measuring Success

The draft RCMP Transformation Plan uses the six elements of the new RCMP *Vision for Change* as the criteria of relevance and success for change initiatives. The Plan also indicates that regular reports on progress against these criteria will be provided to the Force's Senior Executive Committee using the well-established RCMP Balanced Scorecard.

The Council supports this approach, but we note that there is much work still to be done to convert the general principles of the six elements into specific indicators adapted to the many individual initiatives that make up reform. As always in such evaluation processes, the challenge will be to measure real outcomes, rather than simply factors that can be readily quantified.

Expectations for Reform to March 2009

The Council is well aware of the enormous scope of the work of RCMP reform. In selecting specific challenges as yardsticks for success, we do not mean to imply that others are less important. Rather, we are suggesting that some are particularly urgent, or are so far reaching in their effects that they must be given priority status.

Certain issues deserve special attention by the Commissioner and the Change Management Team. Clear milestones should be set out for these areas as soon as possible, over and above the markers in the regular tracking system for the Transformation Plan as a whole.

Accordingly, we propose the following short list of goals for the RCMP reform to be reached or passed by March 15, 2009:

- **RCMP as a Separate Entity:** A proposal including a recommendation for action, endorsed by RCMP senior management and submitted to the Minister.
- **Board of Management:** A proposal including a recommendation for action, endorsed by RCMP senior management and submitted to the Minister (in parallel with the proposal on RCMP status).
- **Independent Commission for Complaints and Oversight:** The RCMP consulted by Public Safety Canada on options, including a legislative strategy.
- **Leadership Initiatives:** New Leadership Performance Centres operational.
- **Workload/Capacity Issues:** A comprehensive evidence-based analysis of the problem and a broad overall strategy for coordinated human resources action.
- **Engagement of Contract Partners:** Improved mechanisms of cooperation and consultation with contract partners in relation to both policing priorities and RCMP reform.
- **Communications Capability:** Significantly enhanced effectiveness in both internal and external communications, particularly with respect to the process of reform.

- **Engagement of RCMP Employees:** Extensive participation by RCMP employees in town halls and other forums, plus effective engagement at the divisional level.
- **Monitoring systems and criteria:** Suitable measures of success for the most important initiatives reported regularly to the Senior Management Team.
- **Transformation Plan:** An updated plan, based on adequate consultation, covering Phase Three and beyond and addressing all Task Force recommendations.

We believe these broad goals are fully achievable and we look forward to reporting them as successes in our next report.

We also anticipate detailed reporting of results from the many individual initiatives through the RCMP Balanced Scorecard.

Reform in the Longer Term

The Council is optimistic about the prospects for RCMP reform. On the basis of what we have seen so far, and bearing in mind that much remains to be done, it is realistic to believe that three years or so hence the major elements of a successful continuing reform will be in place:

- The *Vision for Change* will be integrated into the main RCMP Vision as the idea of continuous improvement becomes embedded in the organization. The RCMP will truly believe in itself as an “adaptive, accountable, trusted organization of fully engaged employees demonstrating outstanding leadership and providing world-class police services.”
- The RCMP will have greater independence and flexibility to manage its resources and provide services, while being held accountable on management issues by a Board of Management and on matters of policing by an effective Independent Commission.
- A spirit of modern leadership will permeate the organization at all levels, with efforts to identify, develop and encourage the application of leadership skills practiced throughout the Force.
- A better balance will be emerging between human resources capacity and policing demands. This will involve making more efficient use of RCMP officers for policing purposes, setting priorities for available resources, ensuring appropriate working conditions and support mechanisms for all employees, improving the effectiveness of recruiting, and generally managing the human resources of the organization more effectively.
- The partnership between the RCMP and its contract policing clients will be closer and more cooperative. This will contribute to a more effective approach to policing and better handling of issues such as workload and complaints.
- Issues of promotion and discipline will, to a large extent, have been successfully addressed, contributing to the more effective and harmonious functioning of the Force and greater job satisfaction for its employees.

- Anomalies and structural complexities in the management of civilian employees will have been greatly reduced, and this vital segment of the RCMP work force will be playing a larger role in the delivery of RCMP services more generally.

We hope to confirm in our next report that the RCMP is progressing steadily in implementing reform and is significantly closer to realizing these longer term goals.

Annex A: Appointment of the Council

Minister Day announces new council to assist in implementing RCMP reform

OTTAWA, March 20, 2008 — The Honourable Stockwell Day, Minister of Public Safety, today announced the creation of the RCMP Reform Implementation Council, in response to a key recommendation from the Task Force on Governance and Cultural Change in the RCMP.

“Our Government is committed to ensuring that the RCMP is a strong, accountable organization, and I am pleased to announce the creation of this Implementation Council,” said Minister Day. “This Council will help to ensure that the RCMP implements the reforms necessary to modernize the organization and its operations, and ensure it will be well placed to meet the challenges of the future.”

The RCMP Reform Implementation Council consists of five members whose expertise and backgrounds reflect a range of valued areas, including: policing issues, public and private sector management, governance and change management. The members, who are appointed for a one-year term, are:

Mr. David McAusland (as Chair)

Mr. Jean-Claude Bouchard

Ms. Beverley A. Busson

Ms. Jocelyne Côté-O’Hara, and

Mr. Kevin McAlpine.

The Council will provide advice to the Minister of Public Safety on the reforms being made. In addition, the Council will provide advice to the Commissioner respecting the RCMP’s implementation plan, and report regularly to the Minister on this progress being made.

The Council will submit its first progress report to the Minister of Public Safety by September 30, 2008, and a follow-up report by March 15, 2009.

The RCMP has already established a dedicated team to lead the implementation of the Task Force recommendations that are internal to the organization. The RCMP is moving on a number of fronts, including:

- Finalizing a national back-up policy, to guide officers when they go out on certain emergency calls;
- Enhancing leadership development programs, in particular those for management and supervisors;
- Strengthening communications with staff and staff relations representatives; and
- Improving the management of the discipline system.

Annex B: Members of the Council

David McAusland, Chair of the Council

Mr. McAusland is a corporate director, consultant and lawyer with extensive experience and expertise in corporate governance. Prior to February 2008, he was Executive Vice-President, Corporate Development and Chief Legal Officer at Alcan Inc. In that capacity, Mr. McAusland's responsibilities extended to the corporation's worldwide corporate development, strategic planning and related initiatives, legal and regulatory affairs, corporate governance and continuous improvement program.

Mr. McAusland began his career in 1978 at Byers Casgrain (now Fraser Milner Casgrain) as a lawyer practicing in corporate securities law and mergers and acquisitions. He became a partner of the firm in 1986, then took on the responsibilities of managing partner from 1988 to 1999. Mr. McAusland first joined Alcan Inc in 1999, serving as Vice-President and Chief Legal Officer, then as Senior Vice-President, Mergers & Acquisitions and Chief Legal Officer, and finally as Executive Vice-President Corporate Development and Chief Legal Officer.

Mr. McAusland has extensive experience as a corporate director in both the "for profit" and "not for profit" sectors.

He holds a Bachelor of Laws and a Bachelor of Civil Law from the Faculty of Law of McGill University.

Jean-Claude Bouchard

As a career public servant, Mr. Bouchard has held several senior-level positions within the federal Public Service. Up until just recently, he was President of the Canadian Environmental Assessment Agency.

He began his career with the Department of Communications in 1971 and held various positions of increasing levels of responsibility, including those of Assistant Deputy Minister, Human Resources Services at Human Resources Development Canada, and Deputy Secretary at the Human Resources Directorate, Treasury Board Secretariat. From 1997 to 2000, he left the federal Public Service to work for the Canadian Life and Health Insurance Association Inc. as Vice-President, Group Insurance. He re-entered the Public Service in 2000, joining the Operations Sector at Industry Canada as Assistant Deputy Minister. He later served as Associate Deputy Minister of Fisheries and Oceans Canada from 2002 to 2005.

Mr. Bouchard has a Bachelor of Arts from the Université de Montréal.

Beverley A. Busson

Beverley A. Busson served as Commissioner of Royal Canadian Mounted Police from December 2006 to July 2007. She joined the Royal Canadian Mounted Police in 1974. After training at Depot Division, she was stationed at a number of Detachments within British Columbia where she served in general duty and as a plainclothes investigator, investigating frauds, drugs and serious crimes. During this time, she studied Criminology at Simon Fraser University.

After graduating from the Faculty of Law, University of British Columbia, she was transferred to RCMP Headquarters, Ottawa. She was promoted to Inspector in 1992 serving at both North Battleford, Saskatchewan, and Vancouver, British Columbia.

Deputy Commissioner Busson was promoted to Superintendent in 1996. In July 1997 she was transferred to Regina, Saskatchewan as the Chief Superintendent in Charge of Criminal Operations for the Province of Saskatchewan. The following year, she became the Commanding Officer "F" Division, Province of Saskatchewan.

In May 1999, Beverley A. Busson headed British Columbia's Organized Crime Agency until March 2000 when she became Assistant Commissioner, Commanding Officer "E" Division. On December 6th, 2001, she was promoted to Deputy Commissioner for the Pacific Region while retaining her role as the Commanding Officer.

Deputy Commissioner Busson was awarded an Honorary Doctorate of Laws by the University College of the Fraser Valley in June of 2004. That same year she was invested as a Commander of the Order of Merit of the Police Forces. In June of 2006, she was honoured with the Order of British Columbia.

Jocelyne Côté-O'Hara

President of The Cora Group, a Toronto-based firm which provides consulting services in corporate strategy, communications and executive coaching; Ms Côté-O'Hara's clients have included the Federal Government, major corporations in the financial, telecom, high tech and entertainment fields.

Ms. Côté-O'Hara has provided leadership in the restructuring of the Canadian information and telecommunications industries in a competitive marketplace: first as Vice President, Government Relations of BCTel, Canada's second-largest telephone company (now Telus); later as the founding President and CEO of Stentor Telecom Policy Inc., the policy development corporation and think tank of the Stentor Alliance, an organization representing Canada's major regional telecommunication companies throughout the '90s.

Earlier in her career, Ms. Côté-O'Hara held increasingly senior positions with various federal and provincial departments including an executive assignment with Petro Canada International Assistance Corporation and as a financial analyst with the Treasury Board of Canada.

For the past twenty years Ms.Côté-O'Hara has served as a director of many public and private corporations and agencies. At present these include Manitoba Telecom Services/Allstream, Xerox Canada, The B.E.S.T. Venture Fund, Protus IP Solutions Inc, Ryerson University, Save the Children Canada and the Commonwealth Games of Canada.

She is a graduate of the University of Ottawa and of the Advanced Management Program of the Harvard Business School, and a recipient of a number of awards. These include recognition for outstanding leadership in business by Canadian Business Magazine, a citation for outstanding contribution from the executives of the Public Service of Canada and an award for excellence from the International Association of Business Communicators (IABC). She was also named "Woman of the Year" by Canadian Women in Communications. She was a member of the Federal Task Force that produced the report "Beneath the Veneer" Barriers to Women in the Federal Public Service.

Kevin McAlpine

Mr. McAlpine is currently a Professor with the School of Justice at the Durham College, where he provides instruction to future police officers in the areas of public administration, political science, police powers and community and social services. Prior to that, he was Chief of Police of the Durham Regional Police Service, from 1997 to 2005. As Chief of Police, he provided strategic leadership to an organization of 750 police officers and 250 civilians charged with serving and protecting 550,000 citizens. From 1986 to 1997, he was Chief of Police at Peterborough Community Police Service, where he led an organization of more than 100 police officers and 30 civilians charged with serving and protecting 70,000 citizens.

In 2005, Mr. McAlpine became a "Member of the Order of Merit of the Police Forces", an honour awarded by the Governor General of Canada. He also received the Canada 125 Medal after being nominated by a citizens' committee for his work in the police service and the community, and was awarded the Police Exemplary Service Medal and Bar.

Notes

¹ Task Force Report, page viii.

² *Rebuilding the Trust: Task Force on Governance and Cultural Change in the RCMP*, December 2007.

³ Task Force Report, page vii.

⁴ Task Force Report, page viii.

⁵ Task Force Report, Chapter 4, pages 41-46.

⁶ *Repositioning for the Future: Case Study of the RCMP Change Experience, 1989-2000*, Conference Board of Canada, 2000.

⁷ Task Force Report, Section 5.2, pages 47, 48.

⁸ Speaking Remarks by David Brown at the Release of the Report of the Task Force on Governance and Cultural Change in the RCMP, December 14, 2007

⁹ Task Force Recommendation 1 – Conversion of the RCMP to a Separate Entity, page 8.

¹⁰ Task Force Recommendation 2 – Board of Management, page 8.

¹¹ Task Force Report, page 14.

¹² Task Force Report, page 23.

¹³ Task Force Recommendation 42 – Contract Partner Participation, page 43.