



Government  
of Canada  
RCMP Reform  
Implementation  
Council

Gouvernement  
du Canada  
Conseil de mise  
en œuvre de la  
réforme à la GRC

# Royal Canadian Mounted Police

Reform  
Implementation  
Council

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Second Report

March 2009

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March 13, 2009

The Honourable Peter Van Loan  
Minister of Public Safety  
Ottawa

Dear Minister Van Loan:

We are pleased to submit the second report of the RCMP Reform Implementation Council, in accordance with the Order in Council under which we were appointed. As required in our mandate, we have sought to guide and assist the RCMP reform process while monitoring and reporting on its progress.

Over the past 12 months, we have worked closely with Commissioner William Elliott and the RCMP Change Management Team, and we have enjoyed their full cooperation at every stage. A year into the reform process, we can reaffirm the conclusion of our previous report, that "the reform of the RCMP is well under way and headed in the right direction." But while there is much to celebrate, there is still a long way to go.

Two factors above all will determine the success of the long-term process of change in which the RCMP is now engaged. The first is the determination and ability of the senior leadership of the Force to drive and sustain change throughout the organization, and to engage all employees in this process. The second is the dedication of sufficient resources from the government to enable the RCMP to meet its many commitments, and to support a new approach to how the RCMP trains, supports and manages its people. The deep values and the distinctive history of the RCMP are major assets of this country. But they must be expressed in a modern and adaptable institution that is more open and accountable to Canadians. Success will not come without the strong belief that the RCMP's best years are ahead of it.

The next few months will present important choices regarding legislative and administrative action in support of RCMP reform. We trust the government will view the issues and concerns raised in this report in a positive light and we respectfully suggest that it address them as expeditiously as possible.

Finally, it is our view that the reform and renewal of the RCMP is a process in which external advice can make an important contribution. We urge the government to take full advantage of the opportunities for appropriate guidance and oversight as the process of RCMP reform and renewal continues.

Respectfully submitted,

David McAusland

Jocelyne Côté-O'Hara

Jean-Claude Bouchard

Kevin McAlpine

Beverley A. Busson

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# Introduction

## Purpose of the Report

This is the second report of the RCMP Reform Implementation Council. Its purpose is to offer to the Minister of Public Safety, the Commissioner and employees of the RCMP, and Canadians generally, the Council's assessment and advice regarding the current progress of RCMP reform.

This report, like its predecessor, focuses on the issues and conditions we consider to be most critical to achieving fundamental and lasting reform of the RCMP. This was where we felt our advice could be of greatest value. Consequently, we have not attempted to deal in detail with all of the initiatives undertaken by the RCMP as part of its Transformation Plan. We have, however, provided in Annex A an overview of progress on the many RCMP reform projects under way.

## The Reform Implementation Council

Our Council was established by the government in March 2008 in response to a recommendation of the Task Force on Governance and Cultural Change in the RCMP.<sup>1</sup> The Council was given the following mandate:

- ◆ to provide advice to the Minister of Public Safety on implementation of reforms approved by the Government;
- ◆ to provide advice and assistance to the Commissioner of the RCMP respecting the RCMP implementation plan;
- ◆ to monitor progress of reforms approved by Government and undertaken by the RCMP; and
- ◆ to submit regular progress reports to the Minister of Public Safety.

The Council is chaired by David McAusland, a corporate director, consultant and lawyer from Montreal. The other members are:

- ◆ Jean-Claude Bouchard, a former deputy minister and career public servant.
- ◆ Beverley A. Busson, former Commissioner of the RCMP.
- ◆ Jocelyne Côté-O'Hara, a corporate director and former government executive.
- ◆ Kevin McAlpine, a professor and former Chief of the Durham Regional Police Service.

Details on the appointment of the Council and biographical information on the members are provided in Annex B.

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Since our appointment a year ago, the Council has met regularly with the Commissioner and members of the Change Management Team, as well as other RCMP senior managers. These meetings have generally been held at Headquarters in Ottawa, but on one occasion we had the opportunity to spend two days at Depot in Regina, where we saw firsthand how recruits are trained. We have also held regular video or telephone conference calls between our face-to-face meetings. Support for our work has been capably provided by the RCMP Change Management Team.

Individual members of the Council have also visited a number of RCMP operations across Canada, where we were able to explore the issues of reform with a wide range of RCMP employees and stakeholders. We have attended town hall meetings organized by the RCMP and have been able to gain a sense of the engagement of employees in the reform process.

Council members also had opportunities to discuss the issues with outside advisors, 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 were able to meet with representatives of nearly all the provincial and territorial contract partners for which the RCMP supplies policing services, as well as some municipal partners. These meetings were particularly valuable for the insight they provided into the perspectives of those jurisdictions on a wide range of matters related to RCMP reform.

We also had the opportunity to meet with officials of Public Safety Canada to discuss their work on a new RCMP complaints and review mechanism.

Our role as a Council has been to advise and challenge the Commissioner, the RCMP Change Management Team and other senior managers involved in the reform process. We have sought to understand the context of reform, including the perspectives of employees, contract partners, and other stakeholders, as well as ordinary Canadians. Finally, we have tried to provide the Minister of Public Safety with an independent, informed view of the challenges facing the RCMP and the effectiveness of the steps being taken to address them.

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## Organization of this Report

In its work over the past year, the Council has observed the progress of the whole range of RCMP reform initiatives and participated actively in the development of some of the most important and far-reaching among them. These initiatives address not only key issues raised by specific recommendations of the Task Force but also others identified by the RCMP itself as necessary parts of the process of comprehensive reform. Our report focuses particularly on the issues specifically identified in our interim report as most critical for the future of the RCMP.

After a brief overview of the RCMP reform process itself, our report addresses the progress of reform under the following headings:

1. Status, Governance and Oversight of the RCMP
2. Leadership Initiatives
3. Human Resources
4. Capacity, Workload and Planning
5. Contract Policing
6. Communications
7. Organizational and Reform Issues

The report concludes with an assessment of the overall progress of RCMP reform to date.

Annex A summarizes the status of the various RCMP reform projects, while Annex B provides additional background on the Council and its role.

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# RCMP Reform

## The Origins of Reform

Reform of the RCMP has been under way for a number of years. Recognizing the need for change, the Force commissioned studies and introduced changes to help it adjust to evolving pressures and growing expectations. It also addressed the findings of reports by the House of Commons Standing Committee on Public Accounts <sup>2</sup> and by the Auditor General of Canada <sup>3</sup> calling for changes in the management of the RCMP in a number of areas.

Reform was given new urgency in December 2007, when the Task Force on Governance and Cultural Change in the RCMP issued its report, *Rebuilding the Trust*. The report concluded that major changes were “essential for restoring the Force to the positions of confidence and respect it had enjoyed since its inception.” <sup>4</sup>

The Task Force report proposed a new approach to the organization of the Force and its governance structure. It addressed issues of workload and capacity in the RCMP, as well as ethics and discipline and a wide range of human resource management matters. And it pointed to a number of “barriers to effective management” in the culture and organizational approach of the RCMP. In response, the government committed itself to making the RCMP “a stronger, more accountable and modern organization.” <sup>5</sup>

Commissioner William Elliott established the RCMP Change Management Team in January 2008 to coordinate the many initiatives associated with reform. The team, headed by Assistant Commissioner Keith Clark, includes employees in all categories drawn from across the Force. The team is linked to networks of change leaders throughout all sectors and divisions of the organization.



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## A Vision for Change

To define the essential characteristics of the organization the RCMP is striving to become, a new “Vision for Change” has been established:

### 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, which was issued by the Commissioner in May 2008, is intended to provide a clear direction for reform and a basis for measuring progress. Each of its six elements is separately defined, and together the elements will be used as an essential part of the planned evaluation of RCMP reform (see page 35).

The Council was actively involved in the development of the Vision for Change. We strongly endorse it, both as an inspiration for all who are striving to bring about reform in the RCMP and as what we described in our interim report as “an enduring North Star to guide on-going change.”

To coordinate the work of realizing the Vision, the RCMP has developed a Transformation Plan that will evolve as RCMP reform progresses. In the fall of 2008, a draft version of the Plan was issued to provide a focus for consultations with employees, provincial and territorial contract partners and other RCMP stakeholders.

In the present report, the Reform Implementation Council has taken the Vision for Change and the Transformation Plan as starting points for assessing the current state of RCMP reform.

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## The Direction of Reform

In seeking to bring about the transformation described in the Vision for Change, reform of the RCMP focuses on a few broad themes:

- ◆ clarifying the relationship between the RCMP and the government and improving the Force's accountability to Canadians;
- ◆ strengthening leadership of the Force at all levels;
- ◆ improving the planning, management, and administration of the RCMP;
- ◆ developing the existing partnerships with provincial, territorial and local authorities for which the RCMP provides policing services; and
- ◆ improving communication with the public and within the Force.

Running through all of these themes is a need for change not only in the way the RCMP does its business, but in the underlying culture that provides the context for individual and organizational decision making.

Culture is about the assumptions, values and traditions shared by the members of an organization. These elements profoundly influence the ways in which the organization approaches its mission. A recent study of culture and leadership in the RCMP <sup>6</sup> shows that the working culture of the RCMP is, above all, about professional pride and sense of purpose, as well as loyalty and trust among colleagues. And it is also about getting the job done in the right way, thereby earning the trust of the people who are served. This is the longstanding culture of RCMP pride and dedication to service that must be preserved and reinforced by reform.

But RCMP culture also faces challenges and in some respects requires change. It must look to the future and not the past. The Force must become more flexible and efficient if it is to meet the demands posed by new criminal activities and security threats. It must become more open and accountable to its own employees, to its policing partners, to the public, and to the government. The Force also needs to reassert more explicitly its long-held ethical values and to ensure that they are understood and applied throughout the organization. Finally it must re-engage its employees to take advantage of their dedication and skills, and to attract new recruits and develop their capabilities. To achieve this, leaders and supervisors at all levels of the RCMP must be trusted and respected, and they must support employees in living the values of the organization.

All of this depends on the commitment of the entire organization to the process of reform. Delivering world-class police services requires strong senior leadership, combined with strong management. It also demands that every employee be fully engaged in the on-going reform of the Force. Only through such a united and sustained effort can the RCMP demonstrate the excellence and consistency expected by Canadians from their national police force.

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# 1. Status, Governance and Oversight of the RCMP

The Task Force on Governance and Cultural Change in the RCMP made three fundamental recommendations that directly addressed the status, structure and governance of the RCMP.

- ◆ The first called on the government to differentiate the RCMP from other government agencies and departments and to establish it as “a separate entity with separate employer status and ... full authority to manage its financial affairs.”<sup>7</sup>
- ◆ The second major recommendation proposed the creation of a Board of Management “responsible for the stewardship of [RCMP] organization and administration including the oversight of the management of its financial affairs, resources, services, property, personnel and procurement.”<sup>8</sup>
- ◆ Finally, the Task Force addressed the need to improve existing means of dealing with the concerns of the public and members of the RCMP, recommending creation of a new independent commission for review and oversight of the RCMP.<sup>9</sup>

The first two of these proposals have been the subject of lively debate by the Council in meetings with the Commissioner and the Change Management Team, supported by considerable work to define issues and options. In addition, Council members have held frank and useful discussions with provincial and territorial contract partners to understand their interest in this area.

Work on the third element is the responsibility of officials in Public Safety Canada, but has been the subject of valuable consultations with the RCMP and the Council.

## What is the Issue?

In tackling questions of the status and governance of the RCMP, the Council and the Change Management Team agreed that it was essential to go back to first principles to define as clearly as possible the aims of any proposed changes. As we said in our previous report, any proposals for change must be capable of achieving demonstrable improvements in management effectiveness, combined with enhanced accountability for the use of resources. Neither a new status for the RCMP nor a Board of Management is an end in itself; rather they are ways of addressing problems that currently limit the capability of the Force to carry out its policing mandate.

In addition to the findings of the Task Force, studies conducted or commissioned by the RCMP illustrated the operational impacts of the current limitations on RCMP authority in areas such as financial management, contracting and procurement, and real property management.

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The studies confirmed that the Force is seriously hampered by a web of administrative rules designed for regular government departments and agencies but inappropriate for a modern police force, particularly one with as broad and complex mandate as the RCMP. The rules create financial and administrative rigidities that make it difficult to respond quickly and efficiently to operational requirements.

For example, the RCMP's limited contracting authorities mean that essential purchases of goods and services are often delayed by federal contracting rules and regulations. This can be a particular problem when the RCMP is participating in joint operations with other police forces and has urgent operational needs. These constraints also adversely affect the provision of contract policing services to provinces, territories and municipalities, even when the partner jurisdictions are covering most of the costs.

Another example where limited authorities pose operational problems is in the approval of sensitive and urgent expenditures such as payments to an informer or for the costs of setting up a "sting" operation. Likewise, the RCMP's lack of authority to rent and manage accommodation can not only hinder police operations but can in some cases cause costs to spiral upwards as years are spent getting necessary approvals.

The Council examined a number of such situations where the imposition of policies designed for general public service application has seriously limited the ability of the Force to manage effectively and operate efficiently. We noted that the RCMP is working actively with the central agencies to address individual issues, but we also believe that more fundamental and permanent change is needed, beyond ad hoc fixes.

We also concluded that to ensure that the RCMP is following both good administrative practice and the specific requirements of legislation and policy, the government should rely more heavily on after-the-fact accountability mechanisms such as comprehensive audits, rather than requiring advance approval through, for example, a Treasury Board submission.

*The Council considers that to perform effectively, the RCMP needs a greater degree of overall management autonomy and that this requires legislative action. We recognize that added flexibility for the RCMP to conduct its affairs would need to be balanced by improved management, strengthened accountability mechanisms, more clearly articulated goals, and regular and more rigorous reporting on the use of resources to achieve expected results. But these are precisely the kind of management improvements that the reform process is working to achieve.*

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## The RCMP as a Separate Entity

The Council has explored in detail the question of a new status for the RCMP. The starting point was the recommendation of the Task Force to “establish the RCMP as a separate entity from government with separate employer status.”<sup>10</sup>

### **Revised Status**

There is no question that the status of the RCMP in relation to the government must change. The RCMP needs a greater degree of autonomy to manage its affairs, and ensuring the permanence of the necessary new authorities will require legislative action.

The Council recognizes that legislative changes will take time to develop and present to Parliament. In the interim, we believe that the RCMP, working closely with the Treasury Board Secretariat, should continue to address the specific problems that make it unnecessarily difficult for the Force to fulfil its policing mandate. While these measures are no substitute for an appropriate change in basic status, they could be of considerable assistance in the short term.

### **Separate Employer**

With respect to the concept of the RCMP as a separate employer, the Council noted that the *RCMP Act* already confers something close to separate employer status with respect to regular and civilian members of the Force (though not for public service employees of the RCMP). Yet in most respects the rules imposed on the RCMP treat the organization like a regular government department.

*The Council considers it imperative that the RCMP be redefined in legislation as an organization with financial and administrative authorities appropriate to its unique mandate as Canada’s national police force.*

*Current evidence suggests, however, that further consideration is needed before issues arising from the presence in the RCMP of two categories of civilian employees can be properly addressed. Formal “separate employer” status with respect to all employees may not be the best approach.*

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## A Board of Management for the RCMP

For the RCMP to achieve a new and more autonomous relationship with the government, its capacity for management and its accountability for the use of resources must be strengthened. To this end, the Task Force described the creation of a Board of Management as an essential element of any fundamental reform of RCMP governance.<sup>11</sup>

In its interim report, the Council observed that “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.”

We have since had the opportunity to work closely with the Commissioner and the Change Management Team in exploring options for an RCMP Board of Management. We remain convinced that a properly constituted Board, made up of people appointed to guide, assist and monitor the RCMP in fulfilling its mandate, could greatly improve the managerial effectiveness and accountability of the organization.

It is important, however, that there be a clear understanding of the nature of the proposed Board and of what it would do, and what it would not.

### ***The Nature of an RCMP Board***

In our view, the Board would be a group of 10 to 15 carefully chosen people, appointed by the government for terms of three to five years. The Chair and Board members would be broadly representative of Canada and Canadians, including men and women from across the country, with diverse backgrounds and a range of experience relevant to the mandate of the Board and the mission of the RCMP. In particular, the Board would include some members with a solid understanding of the perspectives of provincial, territorial and municipal levels of government in relation to the contract policing provided by the Force (see Section 5, page 27).

The Board we envisage must not be made up of people representing any particular interest. Rather, the members should be well qualified people who are prepared to serve in an individual capacity and who are dedicated to the best interests of the entire RCMP and all Canadians.

Choosing people who combine these qualities with the necessary management and related experience, as well as a willingness to devote the necessary time, will be essential if the Board is to make a positive contribution to RCMP governance.

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### ***The Roles of the Board***

The Board would monitor, advise and provide a challenge function with respect to the organization, management and administration of the RCMP. In so doing, it would oversee the Commissioner's use of RCMP administrative and financial authorities in areas such as: strategic planning and implementation, budget planning and financial management, human resources management, risk management, communications, and organizational performance management. The basic purpose of the Board would be to ensure excellence in all areas of RCMP management and accountability.

The Board would have no power to direct the Commissioner, either with respect to the organization and administration of the RCMP, on matters of policing policy (which is the responsibility of the Minister) or on operations (which are the exclusive responsibility of the Commissioner). Nor would the Board play any role in relation to complaints or the review of conduct by employees of the RCMP.

### ***A Unique Kind of Board***

While an RCMP Board of Management would share certain responsibilities and features with other boards in the public and private sectors, it would be different from them in some very important ways.

For example, a Board of Management would be significantly different from the police services boards found at the municipal level in a number of provinces. Those boards typically are responsible for selecting and hiring the Chief of Police and possibly other members of the force. They are very much involved in setting policing objectives and overseeing the operational matters for which the Chief is responsible, and they frequently deal with complaints from the public about matters of policy and conduct. None of these functions would apply in the case of an RCMP Board.

Likewise, a list of the responsibilities of the board of directors of a typical Canadian private corporation would show many managerial and administrative responsibilities analogous to those of an RCMP Board. The responsibilities of a private sector board, however, go well beyond those anticipated for an RCMP Board, including, for example, such things as appointing the President and CEO and defining their duties; setting corporate goals; reviewing compensation of senior executives; nominating members of the Board for shareholder approval; and appointing its own Chair. An RCMP Management Board would have none of these responsibilities.

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### ***The Benefits of a Board***

A well-constituted Board would strengthen the management of the RCMP by overseeing its organizational, administrative, financial and managerial accountability and reporting. It would provide constructive advice to the Commissioner and senior management and assist in the strategic planning process. And it would offer advice to the Minister on matters within its mandate.

An effective Board should give the government the confidence it needs to grant additional financial and administrative authorities to the RCMP. In this regard, a Board would be helpful to Treasury Board staff who are currently responsible for overseeing the management of the RCMP.

For provinces and territories that contract for services from the RCMP, a Board with members drawn from across the country, including members who understand the perspectives of other levels of government, would be a source of reassurance that their concerns were being heard. The Board would not replace the consultative mechanisms in support of contract policing that are steadily being strengthened.

Finally, and of special importance, a Board would be responsible for overseeing the continuing process of RCMP reform (the role currently being played by the Reform Implementation Council).

*As we said in our interim report, the Council finds the arguments in support of a Board of Management for the RCMP compelling. The extensive work done by the Change Management Team and others since then, and our further discussions with RCMP management, have clarified many aspects of the idea and reinforced this view. We believe that concrete proposals for the creation of a Board should be developed by the RCMP in consultation with central agencies and presented for consideration by the government without undue delay.*

*The Council does, however, recognize the risks of a Board that is improperly mandated or constituted. To avoid these risks, it is imperative that the Board's role be carefully defined in legislation and that the Chair and members be selected by the government on the basis of their qualifications and independence.*



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## RCMP Review and Oversight

The third of the proposals put forward by the Task Force with respect to the status, governance and accountability of the RCMP concerned creation of a new commission for review and oversight of the RCMP<sup>12</sup> to replace the existing mechanisms, the Commission for Public Complaints Against the RCMP and the RCMP External Review Committee. As noted above, the proposed Board of Management would be explicitly excluded from addressing such issues.

Responsibility for following up on this recommendation belongs to Public Safety Canada. The role of the RCMP Change Management Team and the Reform Implementation Council in this area is to work with officials of Public Safety Canada to ensure that the interests of the RCMP are taken into account. For example, there are implications for relations with the contract partners (see page 29).

We can report that in recent months there have been very helpful consultations between the RCMP and Public Safety on this matter, and that the Council has had the opportunity to participate in some of these. We have also heard through our meetings with provincial and territorial authorities of their strong interest in this area.

*The Council considers it essential that work on a commission for review and oversight of the RCMP be coordinated with other aspects of RCMP reform and is pleased to see that Public Safety officials are consulting closely with the Change Management Team. We believe it will be particularly important to coordinate all of the various legislative initiatives needed to achieve RCMP reform.*

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## 2. Leadership Initiatives

Strong and effective leadership at all levels is perhaps the single most important ingredient in successful reform. Consequently, the Council fully endorses the emphasis on leadership in the RCMP Transformation Plan. In our interim report, we quoted the detailed version of the RCMP Vision for Change:

“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.”<sup>13</sup>

Much of the concern about reform in the RCMP has rightly focused on continuing to strengthen senior management. Building the effectiveness of the Force also depends, however, on training every member to exercise leadership when required to do so. This longstanding tradition of the RCMP needs to be adapted to modern requirements of effective policing and good management. The RCMP goal of providing world-class police services can only be met through a sustained effort to build enhanced leadership capacity throughout the Force.

The Council therefore fully agrees with the approach to leadership set out in the RCMP Transformation Plan:

“In parallel with good governance is the requirement for competent, well-trained, accountable and action-oriented leaders who can inspire and motivate others, set clear priorities and provide adequate resources to achieve them. It is therefore essential that the RCMP implement changes to its human resource management approaches and processes to select, train, and develop leaders who inspire trust and confidence. These leaders must be measured against specific and detailed competency profiles that reflect modern policing responsibilities. They must also ensure that employees feel valued, supported, respected, empowered, and included in the decision-making process.”<sup>14</sup>

*In our view, there are three essential components to strengthening the leadership capacity of the RCMP, and all are being addressed in the current reform process:*

- 1. recruiting and retaining the right men and women as RCMP employees;<sup>15</sup>*
- 2. identifying those with leadership potential and providing appropriate opportunities for education, training and developmental experiences throughout their careers; and*
- 3. ensuring that the leadership training they receive is appropriately designed to fit their needs and those of the RCMP and includes a strong emphasis on values and ethics, as well as open-mindedness and flexibility.*

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## Education, Training and Development for Leadership

Developing both RCMP officers and civilian employees for senior leadership positions is crucial to the long-term success of RCMP reform. As the Task Force said, “the RCMP must recommit to education and training that will equip its officers for senior responsibilities. Leadership training should be a continuum throughout the member’s career.”<sup>16</sup>

The Council notes with approval the plans and extensive pilot projects undertaken by the RCMP as part of the Leadership Talent Pipeline initiative. These are expected to result in the full implementation during 2009 of a National Performance Centre and five Regional Performance Centres. We are pleased to see that work is going ahead rapidly on the National Learning Programs, which include Supervisor Development and Management Development elements. In keeping with the commitment to leadership at all levels, it is particularly important to provide training when – or better, before – employees are promoted to new responsibilities.

More, however, could be done to take advantage of developmental opportunities, especially for members with senior leadership potential. These should take place both within the RCMP and with outside organizations, including the private sector, other levels of government, other police agencies, international organizations, and other federal departments and agencies. RCMP leadership would also benefit from an infusion of ideas through interchanges, secondments or assignments that bring in people from the outside world. One area in which interchange could strengthen the capacity of RCMP leadership would be that of relations with contract partners; interchanges with provincial and territorial agencies could be especially valuable.

*Leadership training programs appear to be making very good headway. We believe that developmental leadership opportunities, however, deserve more attention.*

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## Ethics and Leadership

Members of the Council suggested that the RCMP motto *Maintiens le droit*, interpreted by the Force as “defending the law,” could be applied more broadly as a reminder of the need to continue “doing the right thing.” That is, it could be used to emphasize the need for all RCMP employees to maintain the tradition of the highest standards of ethical conduct. We see it as particularly important that leaders constantly reinforce this message through their words, decisions and personal behaviour. We also consider that “tone at the top,” a concept widely used in the world of audit, should be applied to the RCMP. It refers to the ethical atmosphere that is created by senior management and that trickles down to everyone in the organization.

Ethical behaviour has always been expected of employees throughout the Force. To build public confidence, it is especially important at this time to ensure that principles of ethics are seen to be applied to all management and administrative functions, as well as to all policing activities. It is also essential that the values of the organization, including ethics, play an important role in performance assessment.

This means that it is not enough simply to provide ethical training to recruits at Depot. Employees across the RCMP, throughout their careers, must receive continual reinforcement of ethical principles and behaviours through training and supervision. To this end, we note that the RCMP is strengthening the ethics component of various leadership and other training programs, with the Office of the Ethics Advisor playing a key role in the work. Future work will identify specific leadership behaviors needed for effective reform and determine how these can best be developed.

*The Council continues to flag leadership as a key area of focus for RCMP reform. We repeat our emphasis that what is needed is a sustained, long-term effort to reinforce ethical leadership throughout the RCMP and to ensure that it permeates the entire organization. In this regard, the Council heartily endorses the Commissioner’s insistence that the actions of leaders must set an example for all RCMP employees.*

*It was also agreed in our discussions that leaders at all levels must be highly effective managers with the functional competencies necessary to meet the challenges of a reformed RCMP.*

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## 3. Human Resources

Even more than most organizations, the RCMP depends critically on having enough high-quality people to do the job. This means that its future absolutely requires effective management and development of its human resources.

For the Force to carry out its mission, the right people have to be recruited into jobs that utilize their skills and develop their potential. Employees must be given the training and experience to enable them to perform well and expand their competencies. They must be helped to develop career plans and given feedback on their performance. Promotion systems must identify employees who are ready for advancement, and the discipline system must be seen to provide fair and timely correction where required. Employees must have appropriate living and working conditions (a particular challenge in northern and remote areas), be helped to balance work with private life, and be supported when the stresses of the job become overwhelming. Administrative processes must work efficiently, and human resources planning needs to be closely integrated with business plans for both contract policing and federal and international policing responsibilities.

All this is to say that the management of human resources for an organization as large and complex as the RCMP poses huge challenges, and it is therefore no surprise that approximately half of the recommendations of the Task Force relate to human resources issues. For the Council, it was clear that to address these issues two things are essential: first, all aspects of the RCMP human resources function be staffed by the very best people with the necessary professional competencies. Second, building a stronger human resources capacity will take a major effort that is sustained over time.

In addition, there are a number of specific problems in this area that require urgent attention. The following section outlines very briefly our view of the initiatives that are under way or planned as part of the Transformation Plan.

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## Strengthening the Human Resources Function

As one of its first steps in reform, the RCMP set out to rebuild important aspects of its Human Resources Program and to re-engineer many of the critical processes of HR administration. The idea was to take full advantage of available technology and assistance from other government agencies to provide managers with the capacity to address their own human resource needs.

The recent appointment of a new Chief Human Resources Officer at the Deputy Commissioner level provides impetus to the renewal of the RCMP's human resources function. Restructuring the sector will be one of his first tasks.

Another key element of human resources renewal is the development of a three-year Integrated Human Resources Plan, including a resourcing strategy for all categories of employees. This plan is an essential part of the effort to balance RCMP capacity with the requirements of contract partners and other policing responsibilities (see Capacity, Workload and Planning, page 23).

*The Council noted in its previous report that "the RCMP human resource function requires comprehensive reform and strengthening, not simply a number of discrete improvements." It appears to us now that the Human Resources Renewal initiative is well launched and will go a long way towards ensuring such a comprehensive and integrated approach. The development of a strategic human resources plan should be a major priority as one of the foundations for RCMP reform.*

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## Developing and Managing Human Resources

### **Recruitment, Selection and Training**

The RCMP must constantly attract and train new people as both regular members and civilian employees. The Council notes the considerable headway that has been made in this area as part of RCMP Transformation.

The RCMP recruitment process has been closely examined and many improvements have already been implemented, while others are currently being developed. For example, non-essential tests have been eliminated, the validity period for tests has been extended, and fewer pre-employment polygraph questions are now posed. Applicants can now check on the status of their file through a national toll-free number and can expect to be contacted by a recruiter at least once every 30 days. As a result, the whole process has been streamlined and regional recruiting offices are now able to fill all RCMP Cadet Training positions in a timely manner.

Once accepted, recruits now receive an allowance while enrolled as cadets for training at Depot in Regina. In their subsequent on-the-job training, all new members now work under the direct supervision of a qualified field coach; to support this, 1000 new field coaches are being trained and the Field Trainer allowance has been increased.

Not all new employees start at the entry level. The Force also acquires specialized skills and experience through lateral entry followed by accelerated training. Those eligible for lateral entry now include military police and police officers absent from policing for over one year. Recent improvements in the system include recognition of previous police aptitude testing, increases in the number of training positions available, and pre-posting of candidates while their previous experience and skills are assessed. Pension portability options are being explored.

With respect to entry qualifications, the Task Force suggested that “in the longer term, ... the RCMP should ... make a post-secondary degree a condition for all new recruits.”<sup>17</sup> The Council, however, shares the view of the RCMP that while post-secondary education is increasingly important for many employees, no commitment should be made to such a general prerequisite, at least while the market for police recruits continues to be very competitive.

*The Council is impressed with the improvements made in recruitment and initial training over the past year and we expect to see the progress continue. We strongly favour lateral entry as a way to enrich the RCMP workforce and to acquire essential skills and competencies and we urge that still more be done to facilitate it. Finally, we agree with the RCMP that requiring post-secondary qualifications for all its recruits would be too restrictive at this time; we think this is an issue that should be revisited periodically.*

*An area of employee recruitment, selection and development that we feel deserves even more attention is that of functional excellence. The RCMP has strong traditions when it comes to training members for regular police work, but people with a wide range of other skills are increasingly needed. Building the functional capabilities of the organization through both recruiting and training must be an explicit consideration in all aspects of HR planning and management.*

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### **Categories of Staff**

There is general agreement that the RCMP could operate more efficiently if, as much as possible, its regular members were to serve in roles that take advantage of their training as peace officers. This implies that administrative or “non-policing” roles should, wherever appropriate, be occupied by civilians. Consequently, an effort is now under way to increase the “civilianization” of the RCMP, starting with a national review to identify regular member positions performing administrative functions. It has been pointed out, however, that there are limits to this process, as there are many situations in which it is appropriate for RCMP officers to play non-policing roles as part of their career development.

The RCMP has two categories of civilian employee: Civilian Members employed under the *RCMP Act*, and Public Service Employees employed under the *Public Service Employment Act*. There has been for many years an inconclusive discussion as to whether this dual arrangement should be eliminated, and the Task Force commented that “the RCMP should seek to determine whether there is a continuing need for two categories of civilian employees within the RCMP.”<sup>18</sup> In view of the long history and complex issues involved, the RCMP is moving cautiously on this matter, which is currently under consideration at senior levels.

Another issue in this area is that of Temporary Civilian Employees (TCEs), whose appointment is intended to provide the solution to relatively short-term staffing needs. However, some TCEs are employed for long periods without the protections afforded to other employees. A review of such cases and the related policy and procedural issues is under way.

*The Council supports the direction taken by the RCMP in promoting civilianization and encourages the Force to continue its efforts in this area, recognizing that what is needed is an appropriate balance rather than total conversion.*

*With respect to the question of whether the two categories of civilian employees should become one, we are aware of the difficult issues this raises and believe that RCMP senior management are correct in proceeding carefully to seek a resolution; they should not, however, allow the issue to return to the back burner.*

*On the matter of Temporary Civilian Employees serving for long periods, the answer lies in a review of individual cases guided by clarified policy, and this is the route being taken.*



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### **Promotion of Employees**

The Task Force was critical of the RCMP promotion system, which it categorized as “ineffective, unfair, and opaque.” It recommended that the RCMP replace the existing system with an approach based more strongly on performance, knowledge, skill, ability and the potential to assume future responsibilities, with the criteria for promotion clearly explained and transparently applied.<sup>19</sup>

The RCMP has begun moving in this area. As recommended, it has adopted a pass/fail approach to examinations, and is shifting to a promotion system based on a range of accomplishments and capabilities. It has also instituted a firm policy that employees must receive an annual performance evaluation, with the results used to determine the individual’s requirements for education and training, potential as a future leader and readiness for promotion. In addition, the responsibility of managers to complete performance evaluations for all members under their command is now reflected in their annual assessment.

*The Council supports these moves to strengthen the promotion system but notes that much further work is required to complete the overhaul.*

### **Discipline**

The Task Force offered a cluster of recommendations concerning the discipline system, which it considered formalistic and adversarial, with the process dragging on far too long in many cases. We agree that the RCMP should adopt a principles-based system, with a focus on informal resolution at the lowest possible level. Formal discipline matters should be overseen by a centralized authority responsible for integration, planning, monitoring and accountability. The current backlog of cases should be eliminated and reasonable time frames established for investigations.

The RCMP is in the process of implementing changes to respond in all these areas. A new Discipline Directorate has been established in Headquarters and staffing of positions is near completion. Policies and practices have been reviewed and are being amended as necessary to decrease processing times and reduce the backlog of cases. And the Force has reasserted the principle of resolving disciplinary matters at the lowest possible level.

*The Council considers the discipline system to be moving in the right direction, and in particular we endorse the resolution of problems at the lowest possible level, preferably even before they become disciplinary matters. We recognize that it will take time for changes to become visible but we urge that every effort be made to accelerate reform in this area.*

*We also note that the disciplinary system is a matter of interest to the contract jurisdictions for which the RCMP provides policing. Fair and effective discipline is vital if the Force is to function well and if the public is to have confidence in its services.*

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## Other Workplace Issues

Several of the issues raised by the Task Force fall under the heading of working conditions or workplace issues.<sup>20</sup> Most of them are concerns that have been the subject of RCMP attention for years, and in some cases have been the focus of studies commissioned by the Force.

One such issue is that of the Northern Allowance and related working conditions. The Task Force urged the RCMP to work with the Treasury Board to ensure that members who are prepared to serve in remote and isolated areas are treated appropriately, and the RCMP is currently doing that.

Other Task Force recommendations in this area cover a wide range of issues: health and wellness of employees, including reasonable work/life balance; dealing fairly and effectively with disabled employees; the application of the *Public Servants Disclosure Protection Act* in the RCMP context; the role of Staff Relations Representatives; and providing non-commissioned officers (NCOs) with opportunities to contribute on policy issues affecting operations. As part of the Transformation Plan, work is under way or planned for the immediate future in all of these areas. It was also recommended that the position of Commanding Officer Headquarters be re-established to ensure proper attention to the concerns of employees, and this has already been done.

Many other RCMP policies and plans can have a profound effect on the working lives of officers and other employees. For example, the revised Backup Policy that has been introduced in the past year will require adjustments to living and working arrangements, especially in remote communities.

*The Council agrees that these workplace issues must be adequately addressed by RCMP reform. Not only will their resolution contribute to improved morale, but it will help to improve the efficiency of employees in performing their functions. Management appears to be increasingly sensitive to the implications for employees of administrative and operational decisions and to be taking them into account.*

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## 4. Capacity, Workload and Planning

A major challenge for any organization is maintaining the balance between capacity and workload through the planning and management of resources in relation to the expectations of clients. The large, complex and geographically dispersed nature of the RCMP mandate, as well as growing concerns about various kinds of criminal activity and security issues, and limits on financial and human resources, make this balance particularly difficult for the Force to achieve.

In its discussions on this subject, the Council identified three aspects of capacity: the number of people available to do the job; their capability, including specialized skills and relevant experience; and the way in which human and other resources are managed. We agreed with the RCMP that the first priority in addressing issues of capacity and workload must be to ensure that everything possible is being done to make effective use of the resources already available. A big part of this involves ensuring that workload corresponds to real priorities and is managed as efficiently as possible. Effective planning at every level from operational to long-term strategic planning is essential and must involve the key participants and stakeholders. It was agreed in our discussions with the RCMP that these other factors must be optimized. Only when everything possible is being done with existing resources can a credible case be made for additional funding.

We noted the emphasis placed on resource issues in the Transformation Plan, where it is observed that increasing demands for policing services have left the RCMP unable to fulfill all of its obligations. The Plan points to the impact on RCMP personnel of the resulting understaffing, overwork and general stress, and notes the Task Force comment that the situation is unsustainable.

*The Council observes that despite best efforts at planning and management, financial resources are ultimately the limiting factor and pressures for increased resources are likely only to increase.*

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## Strategic and Operational Planning

The first challenge for RCMP planning is to get the priorities right. Demands on the Force come from a wide variety of sources, including both federal policing and the many jurisdictions served by contract policing. As needs and expectations are constantly evolving, this is an exceedingly complex task. Nevertheless, we saw evidence that the RCMP is improving its strategic and operational business planning systems and beginning to integrate them more.

The planning system incorporates data from a variety of sources. The RCMP environmental scan, which is widely used not only within the Force but by other federal, provincial and international agencies, provides the broadest context, reflecting the operational and strategic priorities of the RCMP at the national level, as well as the priorities and needs of contract partners. Annual performance plans generated at the detachment level in cooperation with the communities and other stakeholders feed into the system and ensure accountability on the part of the RCMP. Broad themes such as youth and Aboriginal issues are addressed at all levels of planning. Hence the system integrates data both top down and bottom up, as well as horizontally across regions and policing mandates. Within this process, a new tool, the Police Resourcing Model, is being used increasingly to assess the resources required for a given level of service.

Just as important as planning itself is reporting the results to the appropriate level of management and supporting the subsequent decision making. Under the RCMP system, the Balanced Scorecard is used for this purpose. It shows the outcomes the Force is seeking to achieve, identifies who is accountable for achieving these results, and reports on progress. It thus helps to explain how well the Force is doing on each objective and to determine how continuous improvements can be made.

Concerns have been expressed about the ability of the RCMP to manage its service commitments. The Task Force recommended that the RCMP try to avoid accepting new obligations unless it is sure that the human and other necessary resources will be available.<sup>21</sup> As we note elsewhere (Organizational Issues, page 33), work is under way to ensure that the Senior Executive Committee is more fully informed about the demands on RCMP resources and their potential implications. These include not only the requirements of contract and federal policing but also new needs resulting from the initiatives of other federal and provincial departments (such as security requirements for major events and the implications of new programs and policies). The improved strategic planning system will ensure that such conflicting pressures can be recognized early and addressed directly.

Among the major challenges still to be addressed is that of incorporating multiyear financial planning into the system, recognizing that the RCMP must function within the government's year-by-year fiscal framework.

*The Council is impressed by the progress being made to strengthen the RCMP approach to priorities and planning. However, the new tools and systems have considerably more potential than is currently being utilized. From the level of the annual performance plan to that of overall strategic planning for the Force as a whole, greater effort is needed to realize the full benefit of improved planning.*

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## Workload Management

On the workload side of the scale, the RCMP is making a major effort to improve the efficiency of operational policing and to ensure that front-line officers receive the administrative support needed to enable them make best use of their time in core policing tasks. This reflects a commitment to ensure that employees are using their training and experience in the most efficient manner.

To address these concerns, a number of pilot projects are under way at the divisional and detachment levels to find ways to deliver policing services more efficiently, and new criteria and tools for evaluating the results are being adopted. Recognizing the workload impact on front-line officers of administrative and clerical duties, divisions are working with provincial and territorial partners to improve administrative support for core policing activities. The findings of the many individual projects across Canada will be shared and should lead to significant improvements in workload management across the country.

A change that is already having a significant impact on workload management is the new Backup Policy. A risk-based backup strategy is now in place as an interim measure while work continues with contract partners to ensure that resources are available for on-going implementation. Implications in areas such as additional accommodation and transportation requirements are being explored as part of the longer term plans.

An example of an innovative and cost-effective approach to meeting RCMP policing obligations is the use of reserve officers to supplement the Force's regular resources. This program, which utilizes retired officers and is authorized by the Treasury Board, is part of a series of options, including Community Safety Officers and Crime Prevention Officers, that provide alternatives to the regular RCMP service-delivery model.

Workload management issues raise questions of delegated authority and apply as much to federal and international policing as to contract services. The Task Force, for example, recommended that the RCMP "ensure that those responsible for the RCMP's participation in integrated task forces involving federal policing services have the appropriate authority to commit the resources of the RCMP in a timely manner and within carefully articulated national policies." <sup>22</sup>

A new accountability framework for federal policing is now in place and a review of issues including workload management is to be conducted this year.

*Council members have observed some of the problems and solutions associated with workload management in the field and consider that the RCMP is making good headway in its efforts to use scarce human resources to best effect. The test will be whether the lessons from the many innovative and promising projects can be combined into a new and more flexible overall approach to policing that helps to control increasing costs.*

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## Financial Support

At the beginning of this section we said that it was essential to do everything possible with existing resources before seeking new financial inputs. In other words, the way to deal with financial problems is not simply to add more resources. But the Council considers that the RCMP has already gone a long way towards getting things right and even with further efforts to focus priorities and improve efficiencies, it will need additional resources if it is to meet the demands imposed upon it by its mandate.

As discussed earlier (page 19), the RCMP is making major efforts to recruit, train and manage its human resources. There is a great deal still to be done but indications are that this initiative will succeed – provided it receives the necessary financial support. The same is broadly true of efforts to improve RCMP systems, to apply the latest technological advances to policing, and to provide the members of the Force with the equipment they need for modern policing.

The Task Force advised that “the RCMP must have the financial resources to satisfy all of its current contract and federal policing responsibilities and the ability to commit resources to satisfy those responsibilities within a reasonable planning horizon.”<sup>23</sup>

*The Council endorses this view. While the reform process is still assessing the costs of reform, it is evident that many of the necessary initiatives cannot be completed within existing resource levels, despite the promise of improved efficiencies. Pushing forward with the RCMP Transformation within the current financial envelope would require difficult choices between competing priorities.*

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## 5. Contract Policing

In our work over the past year we have been impressed by the importance of the role that contract policing plays in defining the RCMP's contribution to Canada. The RCMP is not only Canada's national police force, but for Canadians everywhere except in Ontario and Quebec, it is the provincial or territorial police force. And in 192 municipalities and numerous First Nations communities, the RCMP is the source of local policing.

For the RCMP, contract policing accounts for nearly \$1.7 billion annually, or about 60% of operational spending. Of this amount some \$1.3 billion is recovered from provinces, territories and municipalities. Approximately 63% of all RCMP officers are involved in contract policing. Arrangements for contract policing are made between the federal government, represented by the Minister of Public Safety, and each of the provincial, territorial and municipal contracting authorities (the contract partners).

### Improving Contract Partner Engagement

For the Council, contract policing has been an area of particular focus in recent months. Council members have met with nearly all of the provincial and territorial contract partners and with some of the municipal partners. We have also participated in meetings of the Contract Advisory Committee that coordinates arrangements across the jurisdictions at the assistant deputy minister level, and we have met with the Committee of Deputy Ministers that oversees their work.

Our experience supports the Task Force recommendation that the contract partners should be more fully involved in decisions that have a significant impact on their jurisdictions.<sup>24</sup> As we said in our interim report, "contract partners should be fully consulted and involved not only in issues related to policing but also in the process of RCMP reform." Such consultations were given a high priority in the draft RCMP Transformation Plan that was shared with the partners and we consider this a major step in the right direction.

We also know that, with input from the Contract Advisory Committee and Public Safety Canada, the RCMP has established new principles of engagement to guide the process. These include treating contract authorities as full partners in decisions related to contract policing, increasing RCMP responsiveness and accountability, reflecting the unique priorities of each jurisdiction, ensuring partner input into RCMP planning and management, and improving the costing of contract policing.

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At the same time, the processes of cooperation have been improved. Bimonthly teleconferences have been instituted, regular meetings of the Contract Advisory Committee have been held, regional advisory committees have been established, and the annual performance plan process has become an important form of RCMP accountability at the detachment level. As noted above, contract partners have also been consulted on the draft RCMP Transformation Plan and will continue to be consulted on matters related to their interests.

Despite this progress, the issue we heard most about was the desire of provincial and territorial contract partners to be directly involved in deliberations about not only the future of contract policing but that of the RCMP as a whole. In short, the contract jurisdictions want to be treated as full-fledged partners and to help shape the future of the Force. Consequently, they have expressed a desire for a role in the reform process and in ongoing RCMP management.

We believe that the solid base of engagement with contract partners that has been created in recent years should be expanded and developed. This would ensure that on the issues of contract policing and other matters affecting their interests the partners would have a stronger voice.

*The Council concluded from discussions with the contract authorities and the RCMP that real progress is being made in improving cooperation and engagement. Decisions on policing matters are increasingly made through consultation or consensus, and the RCMP is enhancing its accountability to the jurisdictions it serves. We consider that this approach can be developed further to address the legitimate interests of the partners in broader issues of RCMP policy and operations, including the reform process.*

## **Making Contract Policing Work Better**

A good deal of the discussion between the Council and the Change Management Team concerned problems with current RCMP authorities with respect to financial and human resources, contracting and procurement, and other administrative matters that impinge acutely on contract policing. Because they are paying 70% or more of the costs, the contract partners feel, understandably, that they are entitled to reasonably prompt responses to their policing needs from the RCMP; they find it difficult to understand when long delays are encountered in getting approval for equipment purchase or operating expenses for which they have already put up most of the money. Much of the impetus for change in the status of the RCMP comes, therefore, from its implications for contract policing.

A second area in which change could facilitate cooperation between the RCMP and its contract partners is that of the working relationship between the RCMP and contract authorities. In particular, we heard that the divisional Commanding Officers who are responsible for managing the delivery of policing services may sometimes find their reporting relationships with the Region and Headquarters to be ambiguous. The Council agrees with the view of the Task Force that those closest to operational police activity should have the authority to make the decisions.<sup>25</sup> We would add that they can only exercise this authority properly if they have a clear reporting relationship to senior management and receive clear guidance regarding regional and national priorities.



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We also concluded that the time has come for the role of Commanding Officers in contract management to be more formally defined. While the evidence suggests that COs have generally done a good job, they lack guidelines and a clear mandate, and too much depends on their individual approach to the contract relationship.

*The Council believes that the contract policing relationship can be significantly strengthened through RCMP reform. As noted earlier (page 8), we strongly favour expanded administrative and financial authorities for the RCMP, granted in legislation to ensure their stability. Such a change would improve the working relationship and remove a number of irritants.*

*We also feel that senior management should reconcile the reporting relationships of Commanding Officers with their Regions and Headquarters and ensure that they receive consistent guidance as a context for managing contract policing within their jurisdictions.*

*We are pleased to see that the process of negotiating policing contracts, which is the responsibility of Public Safety Canada, has lately included a larger role for the RCMP.*

## Review Mechanisms

We saw from our discussions with contract authorities that they have a special interest in police review mechanisms as they apply to the RCMP. Many of the jurisdictions have their own complaints and review processes (some more up to date than those that currently oversee the RCMP) and they are eager to ensure that the processes are more closely aligned. They are also generally ready to cooperate in joint investigations of cases where these would be helpful.

*The Council considers it important that Public Safety Canada take the views of provinces and territories into account in developing its proposals for an independent review commission (see page 13).*

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## 6. Communications

The Council has at every stage placed great emphasis on communications, both internal and external, for the success of the reform process. We consider that to build its basic communications capability, the RCMP must do two things simultaneously: first, it must significantly improve its professional capacity to communicate; second, it must develop a strategic communications plan to give clear direction to the effort. That plan should be based on a new and more open approach to communication with the public and with employees, and it must be fully endorsed and continually supported at all levels of management, especially at the top. It must be understood that the communication challenges of the RCMP are extraordinarily difficult, by any benchmark, and require a very high degree of professional competence.

Since we completed our previous report in September 2008, an Executive Director of Public Affairs has been appointed to provide senior management leadership in strengthening the communications function. A draft national communications strategy framework has been developed and will be refined through consultations at Headquarters and in the regions.

We consider that real progress is being made, but there is still some distance to go. Building capacity will accomplish little unless there is real commitment to a new kind of transparency and proactive information sharing. What is needed is both increased capability and widespread recognition of the need for a culture of greater openness.

*The Council welcomes the progress being made to build the capacity of the National Communication Services. The appointment of an Executive Director as part of the Senior Management Team, and the development of a strategic communications plan, are essential steps towards a more open approach to information sharing on the part of the RCMP. Nevertheless, these are early days and the Force still has a considerable way to go in strengthening its capability and overcoming the previous restrictive culture.*

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## External Communications

As we said in our interim report, “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.”

Our experience since then has reinforced this view and confirmed the recommendation of the Task Force that the RCMP should further develop its public affairs function.<sup>26</sup> There is a great deal of good news to tell about the Force, but most of the positive stories are only getting told at the local level.

We were shown evidence that the great majority of references to the RCMP in the media are positive. Yet it is the few negative cases that gain regional or national attention and these are the ones that absorb much of the RCMP communications effort. It is clear that more of that effort needs to be spent telling the rest of the story, thereby generating trust and confidence in the Force.

Our discussions made clear that one of the challenges for the RCMP is dealing with the public at the local level – only a relatively small proportion of cases achieve regional or national profile. Hence a part of the solution lies in training and supporting the often relatively junior officers who represent the face of the RCMP in communicating with the public directly and through the media. Another involves ensuring that more senior officers in the field take on greater communications responsibilities where the issues involved are of concern to many Canadians.

In our discussions, we agreed with the Commissioner that what is needed is an attitudinal shift on the part of RCMP leaders at all levels. They must become more outward looking, with a bias towards openness, rather than holding back information. Of course certain types of information must be restricted to avoid jeopardizing operations, interfering with prosecutions, encroaching on privacy, or putting people’s safety at risk. But where information must be withheld, at least the reason for doing so should be explained.

*The Council is pleased to see the attention being paid to strengthening the RCMP’s communications and the new emphasis on openness with the public. Senior leaders of the RCMP must instil throughout the Force a new willingness to share information, balancing legitimate concerns about privacy and the need for operational discretion with the public’s desire to know. The public must be able to see that the RCMP is serious about becoming more open. Only in this way can confidence in the Force be strengthened.*

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## Internal Communications

Internal communications is not just something done by communications people. Indeed, a recent internal survey showed that the preferred means for employees to get information about the RCMP is face to face from their supervisor. Employees also value the on-demand information they can get from the internal RCMP website. What this means is that internal communications must be a partnership between the communications service and managers throughout the organization. As the Task Force said: “internal communication is a fundamental responsibility for every person in a leadership position.”<sup>27</sup>

At a time of change, good internal communications is especially important. RCMP employees need to be adequately informed about the nature and progress of the Transformation. If they are to be engaged in the enterprise, they must also be able to ask questions and offer comments and suggestions in an open atmosphere and they must feel that they are being heard. Dozens of town hall meetings have been organized for this purpose across Canada, and Council members who have attended have found them to be effective in providing such opportunities.

Among the steps being taken to strengthen internal communications, the National Communication Services is working to improve training courses in this area. As well, internal communications within RCMP divisions, in other government departments and in police agencies is being reviewed to identify best practices. Finally, the national communications strategy framework mentioned above will include an internal communications component.

*The Council considers improving internal communications, particularly with respect to RCMP reform, to be an important challenge for the RCMP. Leaders throughout the Force must accept the idea that open, proactive communication with employees is a vital part of their responsibility.*

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## 7. Organizational and Reform Issues

### Organizational Issues

#### **Management Models**

The Council noted that the management model in the RCMP needs to be dynamic, adjusting to changes in the organization's environment and needs. Even more important than the model itself, however, is the organizational culture within which it exists: a weak or inappropriate culture can undermine the effectiveness of the best organization.

One area of work under the Transformation Plan concerns the roles and responsibilities of Headquarters in relation to those of Regions and Divisions. The Task Force suggested that a written mandate for Headquarters would be helpful and that a study should be conducted into the regional structure of the RCMP.<sup>28</sup> Work has started on both these issues and consultations will be undertaken soon. These will be important matters to be addressed in future phases of the Transformation.

There have been suggestions that the Senior Executive Committee (SEC), which represents the most senior group advising the Commissioner, needs to be more adequately supported. The RCMP has received the results of an organizational review in this area and is taking action to clarify the roles and improve the functioning of the Committee, by means that include creation of a permanent secretariat. In discussions on this initiative, the Council agreed that the staffing of such a secretariat should include a suitable mix of both civilians and RCMP officers.

#### **Research Capacity**

RCMP research includes a wide range of activities from technical and operational matters, to health and wellness of employees, to strategic issues. Some of the work is done in-house, while a good deal is conducted in partnership with universities, independent researchers, and agencies in other countries. The Force has recently completed a review of research activities and plans which reveals that, except in the area of "hard" science work, the research agenda does not adequately link studies to operational needs and priorities. In addition, better coordination and communication is needed among the various research projects and between the parts of the organization potentially affected.

Accordingly, a Research Governance Framework has been created and a Strategic Research Agenda will be developed and maintained. We see this as a good first step towards ensuring that research initiatives are aligned with long-term and short-term priorities of the RCMP.

*The Council believes that work on organizational issues is moving in the right direction. One challenge for the RCMP will be to draw appropriate lessons from the experience of government departments and other large organizations while addressing its own unique requirements. We would caution that organizational change can easily get bogged down in studies and surveys and needs to be driven expeditiously to a conclusion.*

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## Sustaining the Momentum of Reform

### ***Measuring and Reporting on Results***

One of the concerns of the Council since its earliest meetings has been that RCMP reform not be viewed as a short-term undertaking, to be completed in just one or two years. Rather reform should represent a long-term commitment by the Force to continuous self-examination and improvement. We have therefore stressed the importance of permanently sustaining the momentum of change. In this view, we have been fully supported by the Commissioner and we are pleased to note the statement of the Change Management Team that “Transformation is a journey, not an end state.”

Measuring progress and managing performance are keys to any successful strategy of organizational change. In our interim report, we emphasized the need to develop appropriate indicators for reform, and not just the factors that can be readily quantified. These should be reported regularly to senior management through the existing Balanced Scorecard mechanism.

The Senior Executive Committee is staying closely in touch with the progress of RCMP reform and recently devoted several days to a review of progress on the many individual initiatives being conducted under the Transformation Plan.

*Good progress is being made on measuring and reporting reform results, and on exploring the implications at the senior executive level, but these are early days and much work needs to be done in the coming year.*

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### ***Monitoring and Evaluating the Reform Process***

The Change Management Team recently reported to the Council on initiatives under way to monitor, evaluate and report on the RCMP Transformation Process. A Transformation Evaluation Framework is being developed to link the reform process to the goals and priorities of the RCMP through the six elements of the Vision for Change. This is supported by a Gap Analysis that compares, for each area of change, the future state the RCMP is striving to achieve with the current state of the organization. The difference or gap is what remains to be done and provides both a measure of progress and a basis for setting and revising priorities. In addition, a number of surveys of employees will be undertaken in coming months to determine whether reform objectives are being achieved in areas such as leadership.

*The Council welcomes the progress being made towards an adequate system of monitoring and evaluation of the reform process. The benefits of this work will become apparent in future years.*

### ***Critical Success Factors***

In addition to these efforts to monitor and assess the many specific reform initiatives, the RCMP Transformation Plan lays out eight “critical success factors” that we believe capture very well the essential overall requirements for sustaining reform:

1. a compelling vision for change that is clear in its practical direction as well as measurable in its application;
2. strong champions in key positions and across all levels in the organization;
3. organizational and operational capacity for change;
4. broad-based engagement of employees to ensure change-readiness and sustained buy-in;
5. a clear and measurable implementation strategy that is communicated across the organization;
6. expectations that are agreed upon by key stakeholders and managed throughout implementation;
7. a system of rewards and consequences to influence and support behavioural change; and
8. open, honest, and proactive communication at all levels together with customized strategies for engagement.

*The Council finds the Critical Success Factors to be a very useful set of broad criteria for judging the progress of RCMP reform and suggests that they be reviewed regularly by senior executives.*

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## Conclusion: The Progress of Reform

In our interim report six months ago, the Reform Implementation Council set out a number of expectations for reform. We stated that while there were many important challenges for RCMP reform, “some are particularly urgent, or are so far reaching in their effects that they must be given priority status.” We can now report that major progress has been made towards meeting nearly all of these expectations and provide details below.

(For a status report on RCMP responses to Task Force recommendations, plus RCMP-defined areas of reform, see Annex A.)

### The Major Areas of Reform

#### **1. Status, Governance and Oversight**

In our previous report, the first broad area of concern – one we see as potentially having profound long-term impact on the RCMP – was what we have called in this report “status, governance and oversight.”

We highlighted two key proposals of the Task Force: first, that the RCMP should be more clearly defined as a separate entity, clearly differentiated from regular government departments; and second that RCMP governance and accountability should be strengthened by the creation of a Board of Management.

We suggested then that the immediate goal for each of these two items should be a proposal, including a recommendation for action, endorsed by RCMP senior management and submitted to the Minister. We still believe that it is important to take this next step without undue delay.

Work is still going on to define the proposals but major progress has already been made. Ongoing discussions within the RCMP, with Public Safety Canada and with central agencies are clarifying the issues and the possibilities for action. The Council has been intensely involved in the debate on these matters with the Commissioner and other senior managers, as well as with the Change Management Team. In addition, our consultations with contract partners have provided vital insight into their concerns about this area of RCMP reform.

Our third goal in this area concerned the Task Force proposal to create an independent commission for complaints and oversight. We noted that this is a matter for which Public Safety Canada is responsible and suggested as a target for the RCMP that it be adequately consulted on options, including a legislative strategy.



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Full consultations with the RCMP and the Council have since been conducted by Public Safety officials and are continuing. While the discussions have not reached the stage of addressing legislative strategy, in other respects the RCMP role in this item is on the time lines we have suggested. We note that important consultations with provinces and territories have also been conducted in this area by Public Safety.

*The Council's assessment of work in this critical area is that major progress has been made. While the particular goals we suggested have not all been fully achieved, what matters more is that the necessary consultations, analysis and discussion have moved ahead substantially. Consequently, we are optimistic that it will be soon be possible to provide informed advice to the Minister.*

## **2. Leadership Initiatives**

The importance of a new approach to RCMP leadership at all levels of the RCMP was apparent from the outset and the Council has followed the progress of RCMP initiatives with great attention. As one basic indicator of progress on leadership development, we identified the operational opening of the planned Leadership Performance Centres.

This initiative is on-target and the National Performance Centre and five regional Centres will be fully functional early in the 2009-10 fiscal year. Other aspects of new leadership programs are well advanced and some have already been operating on a pilot base through much of 2008.

*The Council concludes that work on the RCMP leadership initiatives is progressing well. We also consider that senior management of the RCMP has demonstrated its commitment to providing strong leadership to the reform process, thereby advancing the work of making real changes in RCMP culture.*

## **3. Human Resources**

Human resources management and development accounts for a major portion of all the RCMP reform initiatives. Success in this area is imperative and will have a direct impact on both the functioning of the RCMP as an effective police force and on the lives of all of its employees and their families.

In our previous report we commented that "the RCMP human resource function requires comprehensive reform and strengthening, not simply a number of discrete improvements." The past several months have seen a concentrated effort on the part of the RCMP to move ahead in a coordinated way on just such a comprehensive approach to human resources development and management. The appointment of a Deputy Commissioner as Chief Human Resources Officer signals the importance given to the initiative.

The Council is impressed with the progress being made on the renewal of the Human Resources Program and on the many specific initiatives in this area. A number of important steps have already been taken and further tangible progress is expected in the months ahead.

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While there is a great deal yet to do, this entire effort is launched in the right direction and is moving deliberately forward. There are difficult challenges yet to be met in areas such as discipline, promotion, grievances, categories of civilian staff, employee wellness and other workplace issues, and these could easily lose momentum if a major effort is not sustained. Addressing such issues will be especially important to maintain the engagement of RCMP employees in the reform process.

One human resources issue that we believe needs more explicit attention is that of achieving functional excellence in the organization by recruiting, retaining, and developing the diverse and specialized skills needed by a reformed RCMP that is striving to be a world leader in policing. This challenge applies both to regular RCMP officers and to the civilian employees who support them.

In addition, we also believe it is important to develop a strategic human resources plan, closely linked to the RCMP's business planning process, without delay.

*The Council believes that work on human resources management and development in the RCMP is moving ahead well, but is still at a relatively early stage. The next year will be critical in establishing reform in this area and in supporting all other aspects of reform.*

#### **4. Planning, Workload and Capacity**

In our previous report we proposed as a significant milestone the completion of a comprehensive evidence-based analysis of the RCMP's workload/capacity situation. To complement this, we also suggested that a broad overall human resources strategy be in place to ensure that there are adequate personnel in all areas of the Force to meet the challenges of delivering world-class police services.

Since then we have been increasingly impressed by the sophistication of the RCMP's planning systems and reporting tools. These include strategic and business planning systems at the national and divisional levels, as well as annual performance plans at the detachment level. Human resources planning is in the process of being strengthened, as we note above, and the Balanced Scorecard offers an advanced technique to keep management informed.

These advanced capabilities, however, are not yet being used to the fullest. The outputs of the planning system are not being pulled together into the kind of comprehensive advice to management we hoped for, and we do not yet see senior managers demanding the kind of regular reporting they need to resolve the critical issues of matching workload with capacity.

*The Council concludes that planning systems for business and HR are making very good progress but their application to strategic management is not as far ahead as we had hoped. We believe, however, that with the systems already in place much progress can be achieved in the next few months.*

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## **5. Contract Policing**

Our consultations over the past several months with both the RCMP and the provincial and territorial contract partners have convinced us more than ever of the importance of improved mechanisms of cooperation and consultation with contract partners in relation to both policing priorities and RCMP reform.

Steady progress continues to be made. Provincial and territorial contract partners are increasingly being included in decisions on policing matters of major importance to them, and new means of engagement are being adopted. Further consultations are needed to ensure that reform proposals concerning the status, governance and oversight of the RCMP fully take into account the interests and concerns of the contract partners.

*The Council considers that much progress has been made in including contract authorities as real partners in contract policing and other RCMP decisions that directly affect their jurisdictions. A great deal more can be done, however, to develop the relationship and the consultative mechanisms that support it.*

*To perform effectively as the representatives of the RCMP in delivering contract policing services, Commanding Officers need clear and unambiguous reporting relationships with both Regions and Headquarters.*

## **6. Communications**

The Council has been firmly convinced from the beginning that significantly enhanced effectiveness in both internal and external communications, particularly with respect to the process of reform, is essential to the RCMP. We have observed in recent months that the groundwork is clearly being laid for a stronger communications function. We are much encouraged by the directions being taken and we expect tangible results will be apparent quite soon.

We also suggested that a measure of the effectiveness of reform was the degree of engagement of RCMP employees as indicated by their extensive participation in town halls and other forums, plus effective engagement at the divisional level. Everything we have seen and heard suggests that the RCMP is having considerable success in its efforts to inform and engage employees in reform. But the real test of engagement will come as more aspects of reform are implemented.

*The Council considers that the RCMP is moving in the right direction to improve its external and internal communications functions, but has much work to do to overcome a culture that seeks to control information rather than to share it. A strategic approach is needed to develop public trust in the RCMP through open communication, and the positive side of the RCMP story needs to be told more frequently and more effectively, especially at the national level.*

*Internal communications also needs attention. In particular, the reform process has enjoyed significant success in getting its initial message to employees, but this is only the beginning of a long-term challenge. Communicating the messages of reform must be integrated with a broader and sustained internal communications strategy.*

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## **7. Organizational and Reform Issues**

A number of organizational issues are currently being studied by the RCMP. These are very important but not, in our view, as critical to reform as some of the issues discussed above.

By contrast, the Council is of the view that reform must become an on-going state of the RCMP and that the momentum of change must be sustained for the long term. This can only happen if senior management establish and maintain their interest and commitment.

One essential requirement, as we suggested in our previous report, is that suitable measures of success for the most important initiatives be reported regularly to the Senior Management Team. The tools for doing this already exist in the Transformation Plan, the systems developed by the Change Management Team to track progress on initiatives, and the RCMP Balanced Scorecard, which provides the necessary means to report to senior management.

The Transformation Plan was created to provide an overview of RCMP reform and to set the directions to be taken in pursuing the Vision for Change. In our interim report, we called for issuance of an updated plan, based on adequate consultation. We expect this will happen in the next few months.

*The need to consult employees and contract partners on a draft Transformation Plan delayed the issuance of a definitive Plan but provided it with a stronger foundation. We expect that a regularly updated Transformation Plan will be made available, along with other documents relating to reform.*

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## The Overall Progress of Reform

Six months ago, we concluded our interim report by saying:

“We hope to confirm in our next report that the RCMP is progressing steadily in implementing reform and is significantly closer to realizing [its] longer term goals. The Force is working hard to strengthen its own leadership and management capabilities, while addressing such critical issues as reconciling workload with capacity. But it cannot be fully and effectively reformed without the continuing commitment of the government and the support of the central agencies.”

This assessment of the progress of RCMP reform remains valid today. All concerned – and certainly the members of the Council – now understand better the challenges facing the RCMP and the scope and complexity of reform. But the Council believes the Force has the capacity to make the required changes to its management and culture, and we have no doubt that senior leaders are prepared to do what is necessary to succeed.

The challenges facing the RCMP are real and substantial. The Force does not now have the resources it needs to meet present and future policing commitments; necessary changes to human resources management, to systems for planning and decision-making, and to enhance the Force’s communications capacity, will take time to develop and new resources to implement. The full engagement of employees is still a work in progress rather than something that can be taken for granted. And even as the process of reform proceeds, the media daily remind us of new areas where the RCMP must respond to the expectations of the people it serves.

The RCMP is one of Canada’s great institutions. There are few organizations with such a proud and distinguished history of service to a nation. The red serge is the world’s most recognized and admired uniform, and every day young men and women of character and courage step forward to wear it. But a proud history is no substitute for relevance to the evolving needs of Canadian society. To continue its vocation of service, the RCMP must become a modern and adaptable institution that is more open and accountable to Canadians. This is the fundamental goal of RCMP reform.

Perhaps the biggest risk to reform is the notion that it can be a short-term effort. Employees must fully understand that there is no “quick fix” and that real change is the responsibility of everyone in the organization. What the RCMP has embarked upon is a permanent voyage of development and renewal. The Vision for Change sets the direction for the RCMP as “an adaptive, accountable, trusted organization of fully engaged employees demonstrating outstanding leadership and providing world-class police services.”

We are confident that with determination from within the Force, and with the necessary support from government, this vision can be realized.

# Annex A: RCMP Transformation Plan Projects

## Part One: Responses to Task Force Recommendations

*The following table summarizes reform initiatives undertaken within the current RCMP Transformation Plan that relate directly to specific recommendations of the 2007 Task Force on Governance and Cultural Change.*

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 1 – Conversion of the RCMP to a Separate Entity</b></p> <p>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.</p>	<p>The RCMP has the necessary financial and administrative authorities and capacity to enable the efficient and effective management of the organization and its delivery of services to Canadians.</p>	<p>Phase 1 work near completion. Options for consideration by the Government are currently being developed by the RCMP in consultation with the Reform Implementation Council. These options will contain proposals for changes to the <i>RCMP Act</i> and consequential amendments to other Acts of Parliament.</p>
<p><b>Recommendation 2 – Board of Management</b></p> <p>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.</p>	<p>Oversight of RCMP management and administration and provision of advice to the Commissioner and Minister.</p>	<p>Phase 1 work near completion. Options for consideration by the Government are currently being developed by the RCMP in consultation with the Reform Implementation Council. These options will contain proposals for changes to the <i>RCMP Act</i> and consequential amendments to other Acts of Parliament.</p>
<p><b>Recommendation 3 – Creation of an Independent Commission for Complaints and Oversight of the RCMP</b></p> <p>Legislation should be enacted by the Parliament of Canada as soon as possible to establish an Independent Commission for Complaints and Oversight of the RCMP having the attributes outlined in Chapter 2; the ICCOR should be established and commence operation as quickly as possible following legislative enactment.</p>	<p>A modern review regime that:</p> <ul style="list-style-type: none"> <li>• Responds to increasing public demands for transparency and strengthened accountability;</li> <li>• Is more accessible and responsive to the public;</li> <li>• Promotes independent investigations in cases involving death and serious injury and for other calls of public interest;</li> <li>• Is aligned with provincial police complaints and review bodies;</li> <li>• Contributes to increased public confidence;</li> <li>• Does not interfere unreasonably with policing operations.</li> </ul>	<p>Public Safety Canada is responsible for proposed initiatives in this area. The RCMP and the Reform Implementation Council continue to be consulted in this work.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 4 – Capacity to meet commitments</b></p> <p>The organizational needs of the RCMP must be assessed against its current and future commitments. The RCMP must have the financial resources to satisfy all of its current contract and federal policing responsibilities and the ability to commit resources to satisfy those responsibilities within a reasonable planning horizon.</p>	<p>A leading edge policing organization delivering high-quality services to Canadians through:</p> <ul style="list-style-type: none"> <li>• A fully engaged, capable and appropriate sized workforce;</li> <li>• Manageable workloads with sufficient resources and prioritized work;</li> <li>• The right people with the right skills in the right jobs with the right tools at the right time achieving organizational goals and objectives; and,</li> <li>• Effectively managing expectations of clients and stakeholders.</li> </ul>	<p>The financial implications of RCMP initiatives are being costed as the work proceeds. Numerous individual initiatives aimed at improving planning and operational efficiency, including pilot projects in all regions and implementation of the Police Resourcing Model, are under way. New service delivery models (Community Officer, Community Safety Officer and Community Program Officer) are being piloted in several locations.</p>
<p><b>Recommendation 5 – Northern Allowances</b></p> <p>In respect of northern and isolated postings, we urge the Force to work with the Treasury Board to make sure that treatment of members who are prepared to serve in these areas is fair and appropriate.</p>	<p>Adequately resourced northern and isolated posts and attractive housing in order to provide quality service in a safe environment by providing appropriate incentives, financial and otherwise (e.g., preferred posting, pension benefits, promotion, education).</p>	<p>The RCMP is currently reviewing accommodation in rural and remote posts, and conducting surveys of employees to explore issues of mobility and staffing in these areas. Policy alternatives with respect to allowances and other means to enhance postings will be put forward on the basis of this work.</p>
<p><b>Recommendation 6 – Commitments to New Services</b></p> <p>The RCMP should implement measures to ensure that no commitment to deliver a new service or modify an existing service is made without assurance that the necessary human resources and equipment can be deployed without compromising the ability of the Force to fulfill its existing responsibilities. Alternatively, the existing priorities must be reordered accordingly.</p>	<p>Measures in place to ensure that no commitment to deliver a new service or modify an existing service is made unless there is assurance that the necessary human resources and equipment can be deployed without compromising the ability of the Force to fulfill its existing responsibilities. Alternatively, existing services will need to be readjusted.</p>	<p>A number of processes have been implemented to ensure that proposals and requests for the RCMP to take on new responsibilities are considered in a structured and informed manner by senior management. Further steps are planned to strengthen the policy development and evaluation process throughout the organization.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 7 – Efficiency Study</b></p> <p>The RCMP should immediately launch an efficiency study to determine whether trained employees are performing functions that are best performed by employees with specific skills, with a view to ensuring that employees are using their training and experience in the most efficient manner.</p>	<p>RCMP employees using their training and experience in the most efficient manner.</p> <p>Note: this recommendation will be addressed through means that include: RM Categorization (#25) and Capacity to meet new commitments (#4).</p>	<p>New criteria and tools for evaluating organizational approval processes have been adopted to ensure efficient use of resources. Pilot projects are under way with a particular focus on improved data entry through new technologies. A reducing bureaucracy initiative, which aims to eliminate ineffective and unnecessary rules, reports and approval processes, has been launched at the HQ level.</p>
<p><b>Recommendation 8 – Administrative Support</b></p> <p>The RCMP should immediately make available administrative resources to enable members to devote more time to core policing.</p>	<p>Adequate, efficient and effective administrative support in terms of systems, technology and resources to enable front line members to devote more time and effort to core policing activities.</p>	<p>RCMP divisions are working with provincial and territorial partners to improve administrative support for RCMP officers, thereby enhancing core policing activities such as investigations. A national review of clerical support in detachments is under way.</p>
<p><b>Recommendation 9 – Fair Compensation for Hours Worked</b></p> <p>Members and employees of the RCMP must be compensated for any time worked outside of or in addition to established hours on duty.</p>	<p>The RCMP will take steps to address workloads and will fairly compensate its employees for time worked outside of or in addition to established hours on duty.</p>	<p>An internal working group reviewing issues and existing policies has reported on scheduling matters and is further consulting with both staff and management. Compensation policies are under review by senior management and will be discussed with Treasury Board officials.</p>



Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 10 – Field Coaching</b></p> <p>The importance of the field coaching policy must be reinforced and complied with without exception.</p>	<p>All new members will complete the six month mandatory field coaching program under the direction of a qualified field coach.</p>	<p>Steps to ensure each new member of the RCMP works under the direction of a qualified field coach include increasing the Field Trainer allowance and training 1000 new coaches. Reviews of policy and training in this area, and an evaluation of the Field Coaching program, are currently being completed.</p>
<p><b>Recommendation 11 – Backup Policy</b></p> <p>We support the RCMP’s recent announcement in respect of its backup policy and we would encourage the Force to complete the implementation as soon as possible.</p>	<p>Adequate resources in place to comply with the Back-up Policy.</p>	<p>The Backup Policy was published in 2008 and a risk-based backup strategy is now in place. Work is under way with contract partners to ensure that resources are available for on-going implementation. Implications, such as additional accommodation and transportation, are being explored as part of the longer term plans.</p>
<p><b>Recommendation 12 – Health and Wellness</b></p> <p>The RCMP should ensure that member and employee health and wellness be an essential consideration in policy and operational decisions at all levels.</p>	<p>The RCMP provides leadership in employee and family health and wellness needs through access to effective and efficient programs and services, education, training and communication.</p>	<p>Principles of Wellbeing have been adopted. An RCMP Wellness Strategy is under development for June 2009. Numerous initiatives, including support programs, family workshops and psychological interviews, are being implemented. Emphasis is being placed on improved support for the mental health of RCMP employees.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 13 – Disability</b></p> <p>The RCMP must move quickly in every instance where a member or employee has become injured on duty or disabled and thereby unable to return to full duty. In these circumstances, every effort must be made to facilitate a return to duty as early as possible, and in the interim, to provide adequate financial and other support. Where a return to duty is not possible, every effort must be made to assist the member or employee to re-enter the workforce either within the RCMP or elsewhere.</p>	<p>Employees suffering disability are supported and assisted to return to full duty or other suitable employment.</p>	<p>A working group is developing a comprehensive program to accommodate the needs of disabled employees and facilitate their return to work while meeting the specific requirements of the RCMP. Plans call for the program to be developed and implemented during 2009.</p>
<p><b>Recommendation 14 – Ethics in Practice</b></p> <p>Senior management of the RCMP must ensure that ethics principles underpin all management and administrative functions and are an integral part of all policing activities.</p>	<p>The RCMP will ensure that ethical principals are an integral part of all aspects of our service delivery to Canadians.</p>	<p>The Office of the Ethics Advisor is developing an ethical leadership construct for use in the promotion process. Work is also under way to embed values and ethics into operational planning; e.g., through development of an Ethical Framework for Major Events. Ethics counsellor positions are being created on a pilot basis in two regions. Systemic trends are being identified among the concerns brought forward to the Office and work is under way to develop or modify relevant policies.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 15 – Ethics Education</b></p> <p>The methodology applied to ethics training provided to recruits at Depot should be extended throughout the organization and should be continually reinforced and refreshed.</p>	<p>The RCMP will be an organization that leads in ethics education and practice by ensuring there is a continuum of ethics education for all employees throughout their careers.</p>	<p>The Office of the Ethics Advisor is reviewing ethics education material used in RCMP courses for new recruits, managers, supervisors and officers and is researching and developing new materials. In addition, the OEA is providing specialized ethics education to various operational units, including Human Source Management, Criminal Intelligence, and Source Witness Protection.</p>
<p><b>Recommendation 16 – Immediate Amendments to Disciplinary System</b></p> <p>The RCMP should implement immediately the recommendations of the Lordon Report (with whatever amendments management feels are appropriate) that would result in making the processes less adversarial and more timely.</p>	<ul style="list-style-type: none"> <li>• An effective and transparent discipline regime that embraces the principles of a learning organization.</li> <li>• Discipline matters are dealt with expeditiously and at the lowest possible level – adjudication boards are only convened where the most serious sanctions (demotion &amp; dismissal) are sought.</li> <li>• Supervisors and Line Officers have a clear understanding of the discipline system and their authorities.</li> </ul>	<p>A study of previous recommendations on improving the RCMP disciplinary system has led to a thorough review of policies, practices and systems. Aim is to streamline the discipline process, make it less adversarial, and improve timeliness, efficiency and effectiveness. Implementation in 2009 will include developing proposals for legislative amendments to the <i>RCMP Act</i> and Regulations. The new discipline regime will be delivered through a Centralized Discipline Authority (see Recommendation #17).</p>
<p><b>Recommendation 17 – Centralized Disciplinary Authority</b></p> <p>The RCMP should establish immediately a centralized disciplinary authority to ensure integration, planning, monitoring and accountability.</p>	<ul style="list-style-type: none"> <li>• Enhanced program management, improved quality assurance and consistent monitoring of discipline files.</li> <li>• Effective coordination and efficient administration of the RCMP disciplinary system.</li> <li>• Consistent policies, protocols and communications on discipline issues.</li> </ul>	<p>The new national Discipline Directorate, now fully staffed, will improve efficiency in the distribution of formal discipline files. Discipline Reviewer positions in the Regions will assist managers in providing discipline at the lowest possible level, emphasizing rehabilitation where appropriate. The Adjudicative Services Directorate, responsible for integration, planning and accountability, was established in March 2008.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 18 – Eliminate Backlogs</b></p> <p>The RCMP should eliminate the serious backlogs existing currently in the disciplinary system.</p>	<p>Disciplinary matters dealt with expeditiously and backlogs minimized.</p>	<p>A review identified outstanding cases that could be resolved quickly, and appropriate actions have been taken. Such review is now part of standard operating practice. Sources of delay inherent in the disciplinary process are being addressed. The backlog of cases has been substantially reduced in the past year.</p>
<p><b>Recommendation 19 – Expeditious and Informal Resolution</b></p> <p>The RCMP should commit at the highest level of management, the discipline principles that require expeditious and informal resolution at the lowest possible level.</p>	<p>Expeditious and informal resolution of disciplinary matters at the lowest possible level.</p>	<p>A main principle of RCMP disciplinary reform is the expeditious and informal resolution of disciplinary matters at the lowest possible level, starting with the immediate supervisor. Leadership training is being developed to provide necessary competencies, such as adjudication skills, to employees at the relevant levels.</p>
<p><b>Recommendation 20 – One Year Time Limit</b></p> <p>The RCMP should establish reasonable time frames for the commencement and completion of investigations that reflect the relative complexity of the matters at issue. Only in rare circumstances should these time frames exceed six months. The Task Force does not recommend that any changes be made to the existing one year time limit subject to the ability of the RCMP to apply to the ICCOR for an extension in order to facilitate a contemporaneous criminal investigation.</p>	<p>Appropriate standards established and met for time to completion of disciplinary investigations.</p>	<p>Appropriate standards established and met for time to completion of disciplinary investigations.</p>
<p><b>Recommendation 21 – Internal Processes</b></p> <p>When amendments are made to the <i>RCMP Act</i> to create the ICCOR, consequential amendments should be made to streamline the grievance and discipline process.</p>	<p>Required amendments to the <i>RCMP Act</i>.</p>	<p>Consequential amendments to the discipline sections of the <i>RCMP Act</i> will be developed as required. Amendments to the Act will also be proposed as a result of the current review of the RCMP grievance process.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 22 – Workplace Disclosure</b></p> <p>The RCMP should embrace the spirit and intent of the PSDPA, enforcing it throughout the organization, harmonized and properly resourced to be effective for the RCMP. Once established, the Board of Management should monitor the effectiveness of those processes and remediate as necessary to meet the objectives of the statute.</p>	<ul style="list-style-type: none"> <li>• A credible and safe internal disclosure system for the RCMP.</li> <li>• All RCMP employees encouraged to use available reporting options without fear of reprisal.</li> <li>• Harmonization of the PSDPA and <i>RCMP Act</i>, true to the spirit and intent of the PSDPA.</li> <li>• A departmental code of conduct for all RCMP employees pursuant to sec. 6 (1) of the PSDPA.</li> <li>• Mechanisms in place to ensure protection from reprisal and to ensure that appropriate, clear and decisive corrective measures are taken.</li> </ul>	<p>Internal, independent mechanisms for reporting serious wrongdoing and complaints of reprisal are in place, and policy development is continuing. Communications and training are under way. Linkages between the PSDPA and the <i>RCMP Act</i> are being monitored to gauge their effectiveness for all categories of employees. Internal consultations on the draft Federal Public Sector Statement of Values and Commitments have been launched.</p>
<p><b>Recommendation 23 – SRR Role</b></p> <p>The Staff Relations Representatives should focus entirely on labour relations and thus be independent from management. They should not sit as observers at the SEC. Members should serve for no more than two terms as SRRs, after which time they should return to regular duty.</p>	<p>Appropriate roles and arrangements for Staff Relations Representatives.</p>	<p>Under consideration.</p>
<p><b>Recommendation 24 – NCOs</b></p> <p>Operational NCOs must be given a formalized opportunity to participate in the leadership and management of the RCMP through contributions to policies affecting the delivery of police services.</p>	<p>Appropriate opportunities for NCO contributions.</p>	<p>The Corps Sergeant Major, the most senior NCO in the RCMP, is now included in the Senior Executive Committee. In addition, divisions are working to provide greater opportunities for engagement of all levels of NCOs.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 25 – RM Categorization</b></p> <p>The RCMP should move from study to action in the streamlining of the civilian function at the RCMP. Only those positions which have a clearly demonstrated need for peace officer status, peace officer training and peace officer experience should be classified as RM positions. All remaining positions should be classified for and filled by a person without the background of a peace officer.</p>	<p>Only those positions which have a clearly demonstrated need for the training and experience of a peace officer are staffed by a Regular Member, except where otherwise determined by the Commissioner or designate, e.g., for a developmental assignment.</p>	<p>The Regular Member re-categorization guide has been updated as a basis for a national review of RM positions performing administrative functions; it will be implemented in summer 2009.</p>
<p><b>Recommendation 26 – Combining Civilian Categories</b></p> <p>The RCMP should seek to determine whether there is a continuing need for two categories of civilian employees within the RCMP.</p>	<p>Rationalized categories of employees.</p>	<p>This complex issue is under review by the Chief Human Resources Officer, who will provide recommendations to the Senior Executive Committee.</p>
<p><b>Recommendation 27 – Temporary Civilian Employees</b></p> <p>The RCMP should immediately take action to examine the issue of those who appear to be caught permanently in the TCE category and continue to work in the RCMP without any of the protections afforded to other employees.</p>	<p>Appropriate use of Temporary Civilian Employees, with existing long-duration cases resolved.</p>	<p>A review of the Temporary Civilian Employee category is under way. The As and When Required (AWR) category is also included in the review. Cases where an employee has been in such a position for longer than three years will be assessed individually.</p>
<p><b>Recommendation 28 – CO Headquarters</b></p> <p>We recommend the re-creation of the position of CO Headquarters.</p>	<p>Commanding Officer Headquarters in place.</p>	<p>The position of Commanding Officer Headquarters was created in 2008.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 29 – Recruitment</b></p> <p>The RCMP needs to streamline its recruitment process and be more responsive and transparent with those who show an interest in joining the Force as a recruit.</p>	<p>Sustainable recruiting of an effective and diverse RCMP workforce, which enables operational readiness, meets the needs of the organization and ultimately ensures safe homes and safe communities across Canada.</p>	<p>Major steps to streamline and improve the recruitment process include on-line applications, a toll-free telephone service, contact by the recruiter every 30 days, improved processing systems, and better training of staff. A new block recruiting process currently being pilot tested reduces the typical time from application to selection to four months. Results of the pilot will be used to re-design the system. Other measures to improve recruiting will be introduced during 2009.</p>
<p><b>Recommendation 30 – Paying Cadets</b></p> <p>To remain competitive, the RCMP should pay its cadets during their six month training at Depot at a level that is competitive with other policing organizations.</p>	<p>Cadet allowances in place.</p>	<p>Cadet allowances were introduced in 2008.</p>
<p><b>Recommendation 31 – Lateral Entry/Education Prerequisite</b></p> <p>The RCMP needs to demonstrate greater openness and willingness to accept lateral entry into the Force in order to provide needed specialized skill sets and experience. In the longer term, the Task Force believes that the RCMP should also make a post-secondary degree a condition for all new recruits.</p>	<p>Sustainable recruiting of an effective and diverse RCMP workforce including enhanced flexibility to facilitate the engagement of experienced peace officers to the RCMP.</p>	<p>Steps have been taken to simplify the process for lateral entry into the RCMP. The RCMP is placing greater emphasis on post-secondary education for members in its recruitment and development strategies.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 32 – Education and Training</b></p> <p>The RCMP must recommit to education and training that will equip its officers for senior responsibilities. Leadership training should be a continuum throughout the member’s career. The RCMP should identify deserving members with potential for further education and support them in seeking post-secondary education.</p>	<p>The RCMP will have an effective leadership development program.</p>	<p>In support of the new Leadership Talent Pipeline, a National Performance Centre and five Regional Performance Centres will be operational in 2009. The National Learning Programs initiative launched Supervisor and Management Development programs in 2008 and will introduce an Employee Orientation program by 2010. A leadership development continuum map as well as a guide for managers involved in succession planning will be published shortly to assist in career and succession planning. Possibilities are also being examined for automated succession planning.</p>
<p><b>Recommendation 33 – Research</b></p> <p>The RCMP must rebuild its research capability in order to provide members of the Force with an opportunity to explore developments in law enforcement outside of the RCMP and stay abreast of modern policing methods.</p>	<p>An effective research capacity linked to RCMP strategic and operational priorities.</p>	<p>A Research Governance Framework for the RCMP has been developed and will be implemented during 2009-10. A review of RCMP research activities will be completed and a 3-5 year Strategic Research Agenda will be developed. A number of other activities, including an applied policing research conference, will also be undertaken in 2009-10.</p>



Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 34 – Leadership Competency</b></p> <p>The RCMP should ensure that specific and detailed competency profiles are in place for all senior leadership positions and are current and reflect modern policing responsibilities.</p>	<ul style="list-style-type: none"> <li>• Functional Competency profiles developed and used.</li> <li>• Guiding principles include: Time at level and in position; language profile; breadth of experience; education requirements; and mobility; which includes time in the position.</li> </ul>	<p>Additional functional competencies will be added to competency profiles for senior leadership positions to ensure that they reflect modern management approaches and policing responsibilities. In addition, ethics and values requirements for senior leadership positions are under review.</p>
<p><b>Recommendation 35 – Performance Evaluations</b></p> <p>Effective immediately, all members and employees of the RCMP must receive annual performance evaluations. These should include not only what was achieved, but how it was accomplished. The results of the performance evaluations should be used to identify opportunities for additional education and training, to identify future leaders and make promotion decisions.</p>	<p>Annual evaluations for all RCMP employees, used in development and promotion decisions.</p>	<p>A new policy requiring annual performance evaluations of all staff was issued in December 2008. This also requires that evaluations reflect employee training and development needs, and that recommendations for promotion be explicitly linked to performance. Discussions are under way to ensure that this requirement is met without adversely affecting operations.</p>
<p><b>Recommendation 36 – Accountability for Completing Performance Evaluations</b></p> <p>All members with managerial responsibility should be assessed on their completion of performance evaluations for all members under their command.</p>	<p>The RCMP will have a more robust framework through which to ensure managers are accountable for the completion of accurate and timely performance appraisals.</p>	<p>The annual assessment of supervisors now addresses their completion of performance evaluations for all members under their command.</p>
<p><b>Recommendation 37 – Fixing the Promotion System</b></p> <p>As an urgent priority, the RCMP must replace its existing promotion system with one that is based on performance, knowledge, skill, ability and the potential to assume future responsibilities. The criteria for promotion must be clearly explained and transparently applied.</p>	<p>An effective and appropriate promotion system.</p>	<p>Action plan currently being developed.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 38 – Pass/Fail Exams</b></p> <p>Exams should be administered on a pass/fail basis, with decisions relating to promotion formulated on a broader range of accomplishments and capabilities.</p>	<p>Pass/fail exams, with promotion based on broader range of accomplishments and capabilities.</p>	<p>This change was implemented in April 2008.</p>
<p><b>Recommendation 39 – Public Affairs Plan</b></p> <p>The RCMP should review and further develop its public affairs function, implementing a public affairs plan that contains a comprehensive internal and external communications strategy that keeps stakeholders appropriately informed. It should also include a crisis management strategy that will permit quick and accurate responses to the media and Canadians.</p>	<p>The RCMP communicates effectively internally and externally supported by a comprehensive communications strategy that keeps stakeholders appropriately informed.</p>	<p>An Executive Director of Public Affairs was appointed in November 2008 to provide leadership in the further development of the public affairs function. National Communication Services is seeking increased funding to build communications capacity. A national communications strategy framework has been drafted and will be refined in consultations at HQ and in the regions.</p>
<p><b>Recommendation 40 – Responsibility for Internal Communication</b></p> <p>The Force should ensure that, throughout the chain of command, internal communication is a fundamental responsibility for every person in a leadership position.</p>	<p>An informed employee base that feels engaged and leadership that recognizes the importance of communicating with employees.</p>	<p>National Communication Services is working with Learning and Development to improve internal communications coverage in course curricula. NCS is also researching best practices in internal communications within RCMP divisions, in other government departments and in police agencies. A national communications strategy framework with internal communications component has been drafted and will be refined in consultations at HQ and in the regions.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 41 – Delegation of Decision Making with Respect to Contract Policing</b></p> <p>The RCMP should examine and review its approval authorities to ensure that those closest to operational police activity have the requisite authority to make decisions in a timely manner.</p>	<p>The RCMP ensures that operational authorities have been devolved to the lowest possible level.</p>	<p>Commanding Officers in the Contract Divisions have identified roles, responsibilities and authorities required for efficient and timely operational approval. Gaps identified through this process will be the subject of recommendations to be submitted later in 2009. Improved consultation and communication processes will be implemented in coming months.</p>
<p><b>Recommendation 42 – Contract Partner Participation</b></p> <p>Headquarters should give greater weight to the views and priorities of contracting authorities and should involve them in a more meaningful way in decisions that have an impact on their jurisdictions.</p>	<p>A system is in place where the needs and priorities of contacting partners/authorities/jurisdictions are appropriately taken into consideration during the decision-making process, particularly in areas impacting their jurisdictions, such as local policing priorities and staffing of management and community-based positions.</p>	<p>Principles of Engagement have been developed with the contract partners and the consulting process has been strengthened. Work is continuing with the partners to further develop their engagement. Meetings of the Contract Advisory Committee and Committee of Deputy Ministers on Contract Policing are providing opportunities for improved dialogue. A Contract Renegotiation Team, including both RCMP and Public Safety Canada, has been established.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 43 – Delegation of Decision Making with Respect to Federal Policing</b></p> <p>The RCMP should examine and review its delegation policies to ensure that those responsible for the RCMP’s participation in integrated task forces involving federal policing services have the appropriate authority to commit the resources of the RCMP in a timely manner and within carefully articulated national policies.</p>	<p>A federal program that provides appropriate accountability for the use of its resources and is flexible enough to allow for effective operations.</p>	<p>A single accountability framework for all aspects of federal policing has been developed and adopted. This will provide the basis for a review of issues in federal policing to be conducted during 2009.</p>
<p><b>Recommendation 44 – Roles and Responsibilities of Headquarters</b></p> <p>The RCMP should develop a written mandate defining the roles and responsibilities of Headquarters and its relationship with its divisions.</p>	<p>A written mandate for RCMP Headquarters.</p>	<p>A study of the roles and responsibilities of headquarters and regions in large organizations has been completed. It will be utilized in consultations with representatives of a cross-section of NHQ, Divisions and Regions to support the development of a written mandate for RCMP Headquarters.</p>
<p><b>Recommendation 45 – Regionalization</b></p> <p>We recommend that the regional structure within the RCMP be evaluated by senior management to determine whether it is the most cost effective and efficient way of managing an organization with the diversity and complexity of the RCMP.</p>	<p>Advice to the Senior Executive Committee regarding RCMP regional structure.</p>	<p>The study of roles and responsibilities of headquarters and regions in large organizations will provide a starting point for consultations and eventually advice to the Senior Executive Committee.</p>
<p><b>Recommendation 46 – Secretariat</b></p> <p>The RCMP should establish a permanent secretariat to provide greater support to the SEC.</p>	<p>Effective support for the Senior Executive Committee.</p>	<p>Work is well advanced to rationalize existing support functions for the Senior Executive Committee and to create an integrated Secretariat.</p>
<p><b>Recommendation 47 – Implementation Council</b></p> <p>The government should immediately appoint the Implementation Council having the composition, mandate and other attributes set out in Chapter 5.</p>	<p>RCMP Reform Implementation Council in place.</p>	<p>The RCMP Reform Implementation Council was appointed by the government in March 2008.</p>

Task Force Recommendation	Outcome sought by RCMP	Status as of March 2009
<p><b>Recommendation 48 – RCMP Change Management Team</b></p> <p>The RCMP should form an internal change management team comprised of members and employees to be engaged full time in planning, coordinating and implementing the changes recommended in this Report. Although leadership will necessarily be provided by senior management, continuous engagement of members and employees at all levels will be essential.</p>	<p>Change Management Team in place.</p>	<p>The Change Management Team was created by the Commissioner in January 2008 under the leadership of Assistant Commissioner Keith Clark.</p>
<p><b>Recommendation 49 – Interim Funding</b></p> <p>Sufficient resources must be dedicated to the implementation of these recommendations so that no additional burden is placed on an already overburdened workplace of the RCMP.</p>	<p>Necessary financial resources for the RCMP.</p>	<p>Such considerations will be included when the RCMP makes its submissions to the government for on-going financial support.</p>

## Part Two: RCMP Reform Projects

*The following table shows reform projects launched as part of the RCMP Transformation Plan in response to internally identified priorities.*

Initiative and Purpose	Outcome sought by RCMP	Status as of March 2009
<p><b>Effectiveness of Federal and International Policing Operations</b> A review of the operations of the Federal and International Operations (FIO) directorate.</p>	Improved efficiency and effectiveness of Federal and International Operations services and improved employee morale.	Working groups have been formed to review FIO operations; reports are expected during 2009. Meanwhile, a number of initiatives have been implemented.
<p><b>Reorganization of Information Management/ Information Technology Program</b> Reorganization of the IM/IT Section to improve service to clients.</p>	Improved service to internal and external clients including government departments and Canadian Policing partners.	The Sector Strategic Review Council is overseeing the initiative. Work is continuing with RCMP business lines to evaluate and prioritize their IM/IT initiatives. The Organizational Readiness Office of Treasury Board is currently conducting an assessment of the CIO Sector. An A-Base review is under way and is expected to be complete within three months.
<p><b>Renewal of Forensic Identification Services</b> An initiative aimed at improving forensic services to front-line policing.</p>	A flexible and strategically focused Forensic Identification Services Section with enhanced capacity.	Improvements to be introduced include: appointment of civilian Forensic Identification Assistants; improvement of the regional Automated Fingerprint Identification System through upgrading of the hardware; and, introduction of a mobile response forensic capability.

Initiative and Purpose	Outcome sought by RCMP	Status as of March 2009
<p><b>Renewal of the Human Resources Program</b> A thorough overhaul of the program to strengthen its capacity and improve efficiency.</p>	<p>A more effective and accountable Human Resources program.</p>	<p>Deputy Commissioner Peter Martin was appointed Chief Human Resources Officer in December 2008 and has launched a complete re-engineering of the HR program. One priority is to take full advantage of technology applications, such as HR management software and on-line recruiting. Processes are being streamlined to reduce delays, improve efficiency and eliminate duplication.</p>
<p><b>Evaluation of the RCMP Transformation Plan Process</b> An evaluation to determine how transformation is working and what results it is achieving.</p>	<p>An effective evaluation framework for outcomes of RCMP Transformation.</p>	<p>A Transformation Evaluation Framework has been developed that links the reform process to the goals and priorities of the RCMP through the six elements of the Vision for Change. In addition, surveys of employees will be undertaken to determine whether reform objectives are being achieved in areas such as leadership.</p>
<p><b>Transformation Gap Analysis</b> For each area of change, an assessment of what remains to be done, providing a basis for new and revised priorities.</p>	<p>Further recommendations and initiatives to close the gap between the current state of the RCMP and the desired state, as articulated in the Vision for Change.</p>	<p>To be launched in 2009 and continue throughout the transformation process.</p>

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## Annex B: The RCMP Reform Implementation Council

### Official Announcement of the Appointment of the Council

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.



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## Members of the Council: Biographical Notes

### ***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.

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### ***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.

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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, Ryerson University, 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.

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## Notes

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1. "...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." *Task Force on Governance and Cultural Change in the RCMP, Rebuilding the Trust, December 2007, Recommendation #47.*
2. "Restoring the Honour of the RCMP: Addressing Problems in the Administration of the RCMP's Pension and Insurance Plans," Report of the Standing Committee on Public Accounts, December 2007.
3. Numerous OAG reports on matters that include, since 2005, forensic laboratory services, pension and insurance administration, relocating members, and contract policing.
4. Task Force Report, p. vii.
5. The Honourable Stockwell Day, Minister of Public Safety, December 14, 2007.
6. *RCMP Culture-based Leadership: Police leadership, culture, systems, and the workplace climate*, Dr. Eli Sopow and Dr. Jeff Morley, RCMP Change Management Team, January 2009.
7. Task Force Recommendation Number 1 (henceforth abbreviated to: TF #1).
8. TF #2.
9. TF #3.
10. TF #1.
11. TF #2.
12. TF #3.
13. *A Transformation Plan in Support of the RCMP Change Process*, RCMP, fall 2008.
14. Ibid.
15. Recruitment and retention issues are discussed in the section on human resources (see page 13).
16. TF #32.
17. TF #31.
18. TF #26.
19. TF #16-20.
20. TF # 12, 13, 22, 23, 24, 28.
21. TF #6.
22. TF #43.
23. TF #4.
24. TF #42.
25. TF #41.
26. TF #39.
27. TF #40.
28. TF #44, 45.