RCMP Resourcing Review

Final Report

KPMG LLP   May   2017

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KPMG's key observations and insights included in this report are based on interviews, workshops and information provided to KPMG by Client personnel. The financial results depicted in the graphs and tables within this document have been developed for the express purpose of this engagement, being drawn from multiple sources, they should be not be regarded as a restatement of the Client's Public Accounts. KPMG has relied on the Client for the completeness, accuracy and reliability of the information provided. All cost estimates included in this document are based on specific assumptions, sources and hypotheses outlined in the document.

Through normal Client processes, the Client will be responsible for the assessment of KPMG's observations and the decisions to implement (or not) any findings and/or recommendations. Implementation of opportunities for change will require the Client to plan and test any changes to help make certain that it will realize any intended outcome. Final benefits realized from implementing any changes will be based on future events and decisions made by the Client and will vary from the estimates included in this document. These variances may be material.

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1 Executive Summary

1.1 Overview of the Review

KPMG was engaged to conduct a comprehensive resourcing review covering the activities of the RCMP's four business lines – Federal Policing, Contract Policing, Specialized Policing Services, and Internal Services. This review was national in scope including National Headquarters (Ottawa) and the Divisions. The review focused on the period beginning April 1, 2012 through to March 31, 2016.

The review process was designed to reveal:

- Horizontal or program-specific funding deficiencies or surpluses;
- Opportunities for greater efficiencies, through a reprioritization of resources, adjustments to program design, or the elimination of activities peripheral to the RCMP's mandate;
- Whether the RCMP's overall funding envelope is sufficient to enable the efficient delivery of the RCMP's mandate activities.

1.2 The RCMP Organization

The RCMP is Canada's national police force responsible for providing law enforcement at the federal level. The RCMP's mandate, outlined in section 18 of the Royal Canadian Mounted Police Act, includes preventing and investigating crime; maintaining peace and order; enforcing laws; contributing to national security; ensuring the safety of state officials, visiting dignitaries and foreign missions; and providing vital operational support services to other police and law enforcement agencies within Canada and abroad.

In addition to the mandate outlined above, the RCMP has additional duties outlined in the Royal Canadian Mounted Police Regulations and various acts and Orders in Council, including the establishment and maintenance of the National Police Services, the operation of the DNA Data Bank, and the administration of the Firearms Act. Since the events on Parliament Hill of Oct. 22, 2014, the RCMP has also assumed responsibility for the operations of the Parliamentary Protective Service.

Pursuant to Section 20 of the RCMP Act, the Minister of Public Safety and Emergency Preparedness with approval of the Governor in Council, can enter into agreements with other jurisdictions to provide police services. Under such agreements the RCMP implements the policing objectives, priorities and goals as determined by the respective authority for the jurisdiction. The RCMP currently is contracted to provide policing services for eight provinces, three territories, approximately 150 municipalities, 184 aboriginal communities, and three international airports.

The resulting operating structure is a complex matrix that integrates, to different degrees, the delivery of the four business lines to deliver on the federal mandate and responsibilities under the Police Service Agreements (PSA).

1.3 Approach

KPMG's Value Management approach formed the basis of the resourcing review. Value management concentrates on understanding how value is created, measured and sustained and enables a comprehensive view of an organization that allows for the identification of dependencies and relationships across business lines.

Applying value management, an analysis of cost driver trends impacting policing over the four year period in comparison to trends in the resourcing levels and performance results was undertaken. The resulting analysis identified both program-specific and horizontal capacity challenges and potential surpluses. In many instances the capacity challenges are a reflection of current business practices.

1.4 Key Findings

Funding Envelope

RCMP services are funded through both appropriations and cost-recovery or partial cost-recovery agreements. Examples of the arrangements include:

- Contract Policing through the PSAs
- The Canadian Firearms Program administered by the National Police Services
- Other services provided by the National Police Services such as the Canadian Police College and forensic analysis of evidence
- Some services provided by Technical Services and Operational Support
- The Security Intelligence Background Section in the Departmental Security Branch.

The portion of costs recovered by the RCMP for the above services and others vary and in most cases the full-cost of services are not recovered. The cost-recovery ratios reflect historical policy decisions and existing service agreements.

The primary cost drivers that contribute to the variance between what is recovered through the service agreements and the estimated full cost of the services include:

- Human Resource activities including Cadet Training, Recruiting, and HR Management
- Corporate Services including financial management and material, facility and asset management
- Information Management and Information Technology services
- Intelligence activities
- Personnel security screening and security assessment activities.

Other contributing factors include a lack of standardization, high degree of manual intervention, inefficiencies in workflow, and the absence of an enterprise approach to managing cross-cutting business processes and functions, including information management.

Overall Funding Envelope

The RCMP's overall funding envelope is not sufficient to support the delivery of the RCMP's mandate and activities. However, addressing the sufficiency of the funding envelope is not simply a matter of increasing financial authorities and/or implementing changes that increase the percentage of cost recovered from the provision of services to third parties.

Addressing the underlying factors contributing to the capacity challenges is essential to enable both the efficient and sustainable delivery of the RCMP's mandate and activities. In many instances, the resolution of the capacity challenges will require an upfront investment to implement the underlying changes to policy, processes, people, information and technology.

The following summarizes the underlying horizontal and program specific deficiencies and surpluses identified.

Horizontal Deficiencies – Higher Risk

Underlying horizontal and program-specific capacity deficiencies that were most strongly linked to core policing outcomes include:

- Federal Policing Protective Services, Investigations, International Operations and Outreach and Prevention
- Operational Support including the provision of forensic analysis of evidence, advice and support to investigations; and specialized technical support.
- Personnel security screening
- Recruiting and sourcing talent
- Training, developing and managing talent including cadet training

These areas contribute to the following outcomes:

- Criminal activity affecting Canadians is reduced
- Enhanced safety and security of Canadians and internationally protected persons
- Reduction in demand on Canadian Justice System and Policing services
- Health and Safety of RCMP Employees

Horizontal Deficiencies – Lower Risk

Additional horizontal and program-specific capacity deficiencies were also evidenced in the following areas:

- Executing media relations strategy and issue management
- Managing vendors and enterprise service organizations
- Conducting procurement, contracting and supplier management
- The provision of assets including equipment, facilities, information technology / information management solutions and protective technologies and systems

These areas contribute to the following outcomes:

- Increased operational efficiency and effectiveness
- Canadians have confidence and trust in the RCMP

Horizontal Surpluses

Horizontal surpluses were identified in the following areas:

- Policy and planning
- Oversight and management
- Intake and Assessment

These areas contribute to the following outcomes:

- Increased operational efficiency and effectiveness

- Resources aligned with organizational priorities

Opportunities for Efficiency

The analysis of program-level pressures and horizontal capacity challenges by its nature identified opportunities summarized below that could alleviate resource challenges and improve the associated costs and program efficiency. The implementation of these opportunities will require an upfront investment and the commitment from across the organization. The realization of the full benefit requires an enterprise approach that involves internal and external stakeholders.

The opportunities identified are:

- **Enterprise Performance Management**

  Establish an Enterprise Performance Management (EPM) capability. Applying a value management approach to the RCMP's Departmental Results Framework (DRF) would provide the initial foundation needed for effective enterprise performance management

- **Enterprise Information Management**

  Implement enterprise-level information management practices, enabled by modern business intelligence tools, to support strategic and operational decision-making

- **Business Process Re-Engineering**

  Adopt an enterprise approach to managing its core business processes

- **Strategic Workforce Planning**

  Enhance the Human Resources Sector Integrated Business Strategy to address the challenges identified in this review

- **Optimized Service Delivery**

  Establish a challenge function that continually assesses the service requirements and delivery approach for enterprise-level services

- **Funding considerations**

  Review services provided under cost-recovery agreements and those that support the broader policing community to ensure costs are being adequately captured and recovered wherever possible.

1.5   Next Steps

This review provides insight into the underlying capacity challenges. It identifies the opportunities that will drive sustainable change to improve the efficiency and increase effectiveness of the RCMP business lines.

In some instances there are quicker wins that can be implemented with minimal investment as a single solution. However, in many instances the changes required are interdependent and have cross program implications. The realization of the full benefit requires the opportunities to be sequenced and actively managed as a single program of change.

Next steps should include prioritizing and qualifying the efficiency opportunities taking into consideration the required investment needed to support the design and implementation of the

changes. A formal change program should be established and governed as a single strategic undertaking.

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2 Introduction

2.1 Project Overview

2.1.1 Scope

KPMG was engaged to conduct a comprehensive resourcing review covering the activities of the RCMP's four business lines – Federal Policing, Contract Policing, Specialized Policing Services, and Internal Services. This review was national in scope including National Headquarters (Ottawa) and the Divisions.

The review process was designed to reveal:

- Horizontal or program-specific funding deficiencies or surpluses;

- Opportunities for greater efficiencies, through a reprioritization of resources, adjustments to program design, or the elimination of activities peripheral to the RCMP's mandate;

- Whether the RCMP's overall funding envelope is sufficient to enable the efficient delivery of the RCMP's mandate activities.

2.1.2 Period of Review

The review focused on the period beginning April 1, 2012 through to March 31, 2016. Where applicable, past reviews, cost drivers and trends from prior years as well as forecasts for the future were considered.

2.1.3 Statement of Work Requirements

The following table maps the requirements from the Statement of Work (SOW) to the relevant report sections

Statement of Work Requirement	Where to Find It
Scope	
Horizontal or program-specific funding deficiencies or surpluses;	Volume I Section 8
Opportunities for greater efficiencies, through a reprioritization of resources, adjustments to program design, or the elimination of activities peripheral to the RCMP's mandate; and	Volume I Section 6 and 7

Statement of Work Requirement	Where to Find It
Whether the RCMP's overall funding envelope is sufficient to enable the efficient delivery of the RCMP's mandate activities.	Volume I Section 8
Comparators	
All comparisons must be demonstrated to be logically appropriate, and mandate consistency of the organizational units being compared must be substantiated. Specifically, comparisons with the RCMP's federal policing business line, if required, must be limited to the national federal policing bodies of Canada's Five Eyes (i.e. United Kingdom, United States, Australia and New Zealand) law enforcement partners within appropriate parameters.	Volume I Section 4 Volume II Program-level analysis Comparator Annexes
The Review will assess the full range of RCMP activity, including all aspects of the Federal Policing, Contract Policing, Specialized Police Services and Internal Services, and the manner in which the RCMP manages the delivery of its policing and operational activities.	Volume II Program-level analysis
The Review will focus on the period beginning April 1, 2012, but may include prior years and take into account past reviews, audits, and performance measurement/ outcomes/results information from RCMP, Public Safety or other parties.	Volume II Program-level analysis
Tasks and Responsibilities	
Analyze and assess all RCMP appropriations and revenues against the activities and priorities they support, including the key cost drivers that comprise those expenditures, and assess appropriations / revenues against authorities provided by the Treasury Board, by Parliament and by statute to determine if existing funding is being allocated and used for intended program priorities.	Volume I Section 8
Analyze and assess factors that may be contributing to challenges to RCMP capacity, including potential cost drivers, trends impacting on the RCMP, pressures and decisions to expand services, and identify baseline measurements to support external comparisons of policing costs.	Volume I Section 4 and 6 Volume II Program-level analysis
Identify options and associated costing to improve program efficiency and sustainability, using baseline measurements against relevant comparator law enforcement bodies (domestic and foreign).	Volume I Section 7 Volume II Comparator Annexes

Statement of Work Requirement	Where to Find It
Note - as stated in Section 4 of the SOW, comparisons within and across the police universe are particularly challenging given the RCMP's unique mandate and scope, and accordingly, that such comparisons and benchmarks in particular instances may require additional analysis and substantiation. All comparisons must be demonstrated to be logically appropriate, and mandate consistency of the organizational units being compared must be substantiated. Specifically, comparisons with the RCMP's federal policing business line, if required, must be limited to the national federal policing bodies of Canada's Five Eyes (i.e. United Kingdom, United States, Australia and New Zealand) law enforcement partners within appropriate parameters.	

The following report presents the results of KPMG's review, including the underlying analysis and supporting evidence, and provides considerations for next steps.

2.1.4   Outline of the Report

Volume I of this report brings together the full range of input and analysis over the course of the review as follows:

Section 3: Summary of Approach and Methodology provides an overview of how KPMG conducted the resourcing review. A full description of the approach and methodology is contained in Annex A to Volume One.

Section 4: The RCMP and the Policing Landscape provides an overview of the RCMP and the environment within which it operates. This sets the stage for the remainder of the report.

Section 5: Jurisdictional Review outlines the current and future cost drivers and trends that are impacting the RCMP. KPMG used these trends and drivers to inform the analysis conducted throughout the resourcing review.

Section 6: Analysis of Cost Drivers, Pressures and Opportunities details the results of the analysis conducted to identify challenges to RCMP capacity and reveal opportunities for greater efficiencies.

Section 7: Opportunities for Greater Efficiency further details opportunities and provides recommendations for such the means by which they could be realized.

Section 8: Funding Envelope details the results of the financial analysis conducted in order to reveal whether or not the RCMP's overall funding envelope is sufficient to enable the efficient delivery of the RCMP's mandate and activities, and the underlying horizontal and program-specific funding deficiencies or surpluses.

Annex A: Capability Definitions provides the definitions of the capabilities used within the Value Models for each business line.

Appendix A: RCMP Data Source Details provides more detail on the Financial and FTE data provided by the RCMP.

Appendix B: Acronym List provides a list of acronyms used through the report.

Volume II contains the program-level analysis and all of the supporting documentation for the resourcing review.

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3 Approach and Methodology

This section of the report provides a summary of the approach and methodology taken to respond to the SOW requirements.

3.1 Value Driven Performance Management

KPMG's Value Management approach provides an overarching framework and approach to manage the achievement of outcomes. It can be applied to an entire organization or to a transformation journey: from vision and strategy, through implementation to sustainment and continuous improvement.

Value Management concentrates on understanding how value is created, measured and sustained and enables a comprehensive view of an organization that allows for the identification of dependencies and relationships across business lines.

At the core of Value Management are value logic models. Value Models depict, in a graphical and rigorous manner, how initiatives or programs logically drive results and benefits, assist with identification of measures, and align to goals and strategic objectives or outcomes.

Through a series of workshops KPMG worked with the RCMP to develop Value Models for each of the four business lines. Within each business line the key elements of their business were identified and modelled. In all, 21 Value Models were developed representing all of the RCMP lines of business (programs) and their constituent parts (sub-programs) – these elements of the RCMP are reflected as Initiatives in the Value Models and the analysis by business line is referred to as program-level analysis.

For each Initiative the primary capabilities needed to deliver the key outputs of the line of business were identified and linked to the Results, Benefits and Strategic Goals of the RCMP and the broader Government of Canada outcomes.

The entire set of Value Models created for the RCMP is contained in Volume II Annex B.

3.2 Program Analysis

SOW Requirement: Analyze and assess factors that may be contributing to challenges to RCMP capacity, including potential cost drivers, trends impacting on the RCMP, pressures and decisions to expand services, and identify baseline measurements to support external comparisons of policing costs.

The Value Models formed the framework for the analysis of factors that may be contributing to RCMP capacity challenges.

Concurrent with the development of the Value Models, KPMG conducted an analysis of policing trends and demand drivers[1]. From this work hypotheses were developed for each business line and ultimately for each capability across all 21 Value Models. The hypotheses reflected the expected visible changes to the level of effort or resourcing to a specific capability, as well as changes in the

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[1]

Section 4 and 5 of this report provides the results of the analysis of trends and cost drivers in policing

demand for the capability over the four-year review period (beginning April 1, 2012 to March 31, 2016).

Resource allocations against the Value Model capabilities were mapped using full time equivalent (FTE) utilization and expenditure data drawn from the RCMP's corporate systems over the four year review period. This assigned resources down to the capability-level within each Value Model. A detailed overview of the FTE utilization and financial data provided by the RCMP is contained at Section 3.7.

In conjunction with the RCMP stakeholders, volumetrics (measures of demand associated with capabilities) and performance indicators (indicators associated with performance against results) were identified by each program. From October 14 through February 3, 2017 available data was collected and analysed.

Resourcing changes over time were examined on a capability by capability basis, taking into account the hypotheses, resource allocation, and volumetrics and performance indicators. Based on this analysis each capability was examined to determine the impact of potential pressures on the capability.

Areas of potential pressure for all programs and sub-programs are included in the program-level analysis contained in Volume II of this report.

3.3 Resource Allocation

The following figure outlines the FTE allocation described earlier above in 3.2 for the four lines of business, Internal Services (IS), Specialized Policing Services (SPS), Federal Policing (FPS) and Contract and Aboriginal Policing (CAP).

Figure 3.1 – Overall FTEs by Business Line
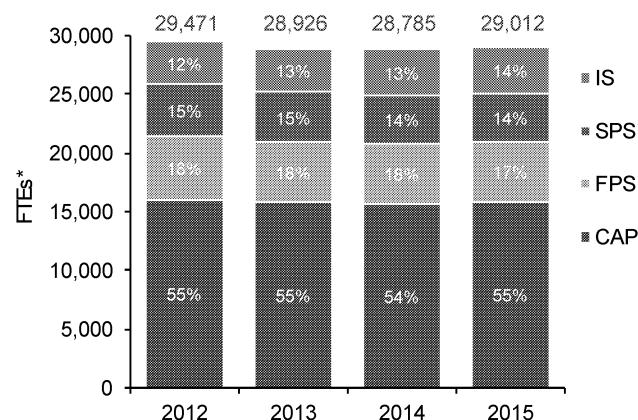
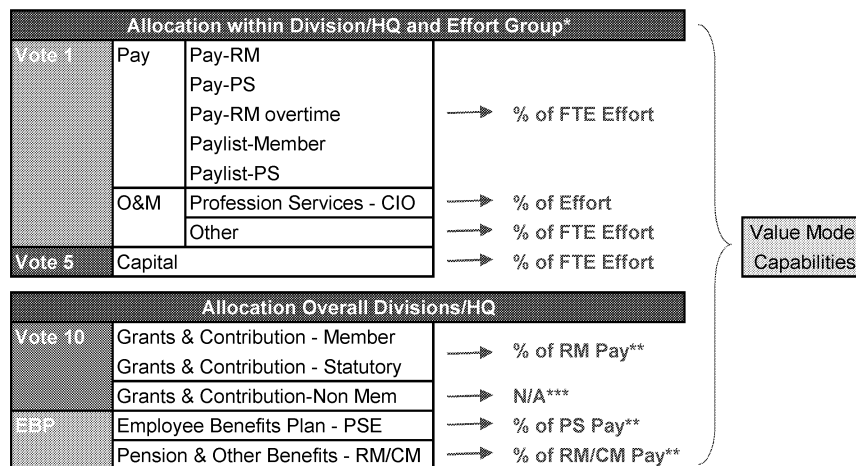*Excludes Shared Services Canada & N/A FTEs.
Includes Cadets
Percentages shown have been rounded to the nearest 1%, as such
the total by year may not sum to 100%.

Having allocated FTE utilization to the individual capabilities within the program-level Value Models, costs by vote were then similarly allocated based on the distribution of FTE level of effort. Vote 1 (consisting of Pay and O&M) and Vote 5 (or Capital) costs were first allocated down to the capability level. Pay was separated into pay (with overtime) and paylist (maternity, paternity and severance) for the four main categories of employees (i.e., RM-regular member, CM-civilian member, PS-public servant and cadets). The percentage of overall pay for categories of employees was then used to allocate Vote 10 (or Grant & Contributions (G&Cs)) and Employee Benefit Plan (EBP) costs.

The figure below shows the method by which the financial information was mapped to the percentage of effort assigned to capabilities. This allowed the majority of costs to "follow" the FTEs down to the capability level.

Figure 3.2 – Allocation of Costs to Value Model Capabilities

Allocation within Division/HQ and Effort Group*				
Vote 1	Pay	Pay-RM		
		Pay-PS		
		Pay-RM overtime	⟶ % of FTE Effort	
		Paylist-Member		
		Paylist-PS		
	O&M	Profession Services - CIO	⟶ % of Effort	
		Other	⟶ % of FTE Effort	Value Model Capabilities
Vote 5	Capital		⟶ % of FTE Effort	

Allocation Overall Divisions/HQ		
Vote 10	Grants & Contribution - Member	⟶ % of RM Pay**
	Grants & Contribution - Statutory	
	Grants & Contribution-Non Mem	⟶ N/A***
EBP	Employee Benefits Plan - PSE	⟶ % of PS Pay**
	Pension & Other Benefits - RM/CM	⟶ % of RM/CM Pay**

*"Effort Group" is the level at which % of effort was provided.
**After pay (including overtime) allocated to capability
***Not allocated to a capability (External cost)

The following figures (next page) summarize the results of the above process and show the costs by vote that were allocated down to business lines for the Value Models.

![KPMG logo]

Figure 3.3 – Overall costs by Business Line *(Includes Paylist)*
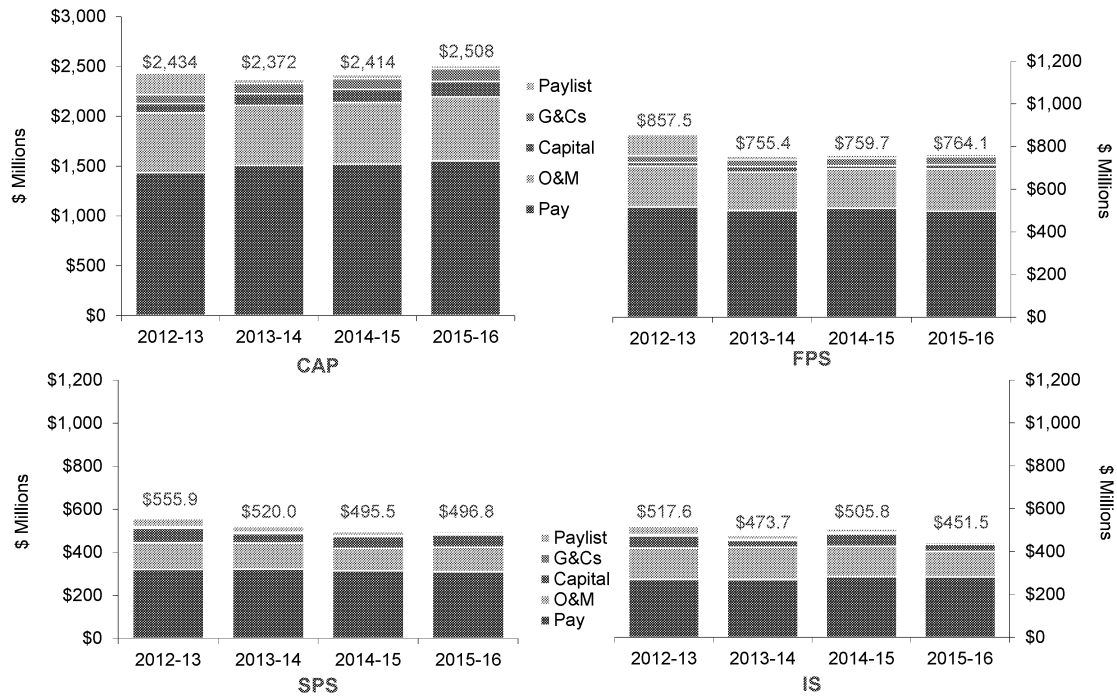

3.4   A Horizontal View

SOW Requirement: Analyze and assess factors that may be contributing to challenges to RCMP capacity, including potential cost drivers, trends impacting on the RCMP, pressures and decisions to expand services, and identify baseline measurements to support external comparisons of policing costs.

SOW Requirement: The process is intended to reveal opportunities for greater efficiencies, such as through a reprioritization of resources and adjustments to program design, or the elimination of activities peripheral to the RCMP's mandate.

At the program level, the analysis allowed for the determination of capacity challenges down to the individual capability level. In order to fully understand the extent of pressure as well as opportunities for greater efficiencies it was necessary to take a horizontal view, one that considered how the business lines and their constituent programs were connected and influenced one another.

In order to establish this horizontal view of the RCMP, the Value Models used in the program-level analysis were deconstructed down to the individual capabilities and their associated results, benefits and strategic goals. As illustrated in the figure below, like capabilities were grouped, and reconstructed into a functional model.

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Figure 3.4 – **Deconstructing Program-Level Value Models to Construct the Functional Model**
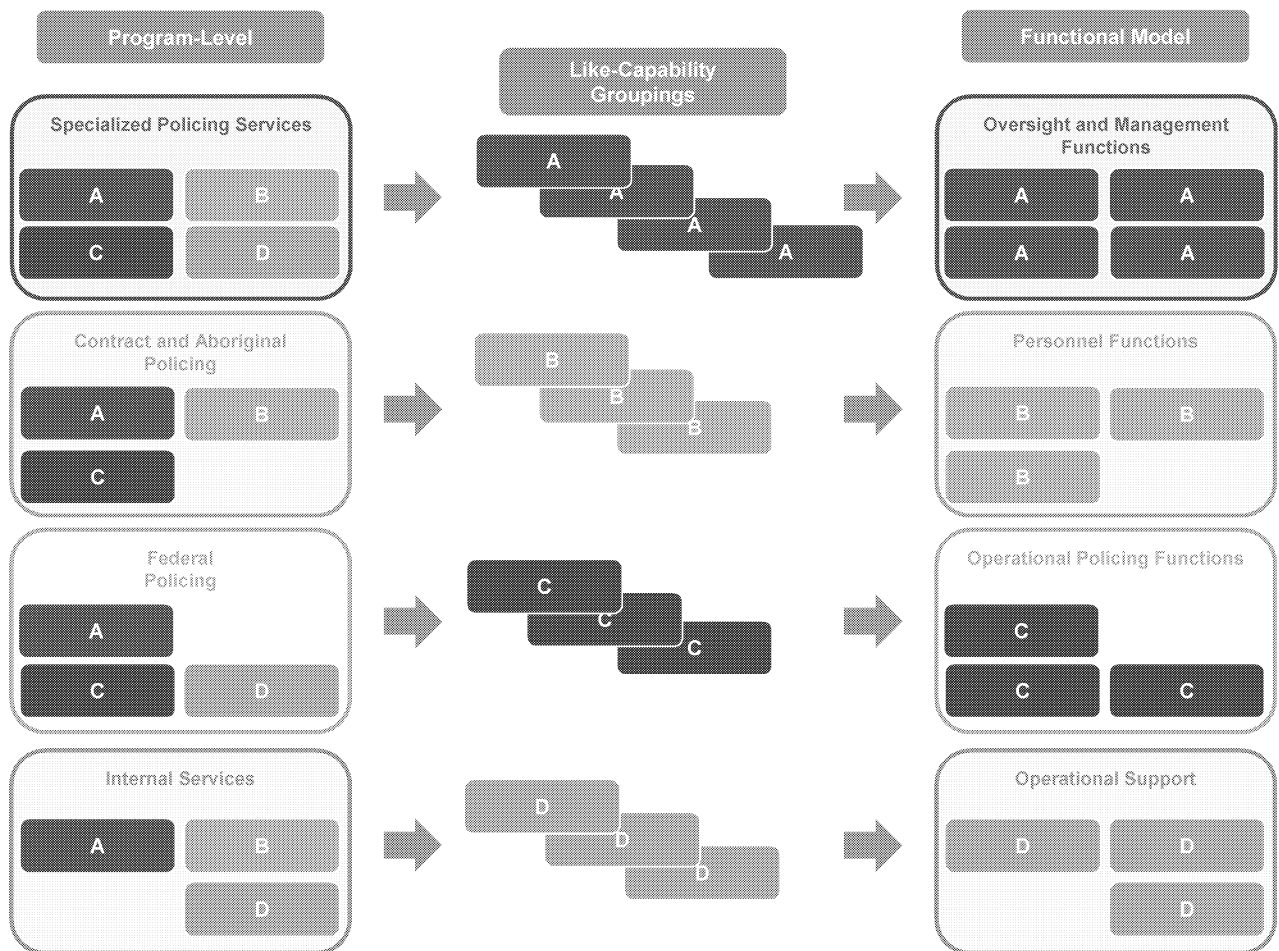
3.5   Functional Model

The Functional Model is comprised of four core areas – Oversight and Management Functions, Personnel, Operational Policing Functions, and Operational Support – these functions are briefly described below. Each of these functions is further comprised of sub-functions that are described in more detail in the horizontal analysis in Section 6.

- **Oversight and Management Functions:** Those management functions required to oversee, plan, organize, coordinate and control both at the enterprise level and operational level.

- **Personnel Management:** Those functions related to the recruiting, training, development, security and oversight of personnel within the RCMP.

- **Operational Policing Functions:** Those functions that deliver the RCMP's operational output. These include the investigative, enforcement, intelligence, international and protective aspects of the RCMP business.

- **Operational Support:** Those functions that directly enable and support efficient and effective police operations including the establishment of policing policies and procedures, technical support to operations, provision of services, supplies and facilities, support to operations and program development related to operational policing.

This Functional Model allowed a view that cut across the entire RCMP. By assessing the pressures identified in the program-level analysis against their impact on the functional model, capacity challenges at the RCMP-wide level were exposed.

The entire set of Value Models created for the RCMP is contained in Volume II Annex B.

3.6   Assessment of the Funding Envelope

SOW Requirement: Analyse and assess all RCMP appropriations and revenues against the activities and priorities they support, including the key cost drivers that comprise those expenditures, and assesses appropriations / revenues against authorities provided by the Treasury Board, by Parliament and by statute to determine if existing funding is being allocated and used for intended program priorities.

SOW Requirement: Determine whether the RCMP's overall funding envelope is sufficient to enable the efficient delivery of the RCMP's mandate and activities, and any underlying horizontal and program-specific funding deficiencies or surpluses.

3.6.1   Allocation of resource effort and costs to beneficiary

To determine if existing funding is being allocated and used for intended program priorities it was first necessary to disentangle who the primary customer is of the services being delivered by the lines of business. In other words, are the outputs primarily supporting the federal mandate, the contract partners, or supporting the broader policing community in Canada. For the purposes of this analysis, these three beneficiaries are referred to as the three primary roles of the RCMP – Federal, Contract and External. They are briefly described below:

- **Federal**: The role of the RCMP as Canada's national police force. The core mandate of the RCMP as set out in Section 18 of the RCMP Act. This role is primarily performed by the Federal Policing business line and is support by Specialized Policing Services and the Internal Services.
- **Contract**: The role of the RCMP as a policing service provider. This is not within the core mandate of the RCMP but is set out as a provision of the RCMP Act in Section 20. This role is primarily provided by the Contract and Aboriginal Policing business line and is supported by Internal Services.
- **External**: The role of the RCMP to support the national policing community or other government departments. This role is primarily delivered by National Police Services within the Specialized Policing Services business line it is also supported by the Internal Services.

By attributing effort in a structured and deliberate way to the three roles of the RCMP listed above, it was possible to determine the fully loaded cost of each of these roles and in so doing compare those costs to the budgets and revenues allocated to them.

3.6.2 Allocation of resources to beneficiary

The process of attributing effort to the three roles described above was based on the Value Models developed for each line of business. The five output types of capabilities were identified as:

- **Federal Only:** a capability whose output directly supports the Federal role
- **Contract Only:** a capability whose output directly supports the Contract role
- **External:** a capability whose output directly supports the External role
- **Proportional to All RCMP:** a capability whose output supports all three of the roles in proportion to the total effort directly provided to those roles
- **Members Only:** a capability whose output supports all three of the roles in proportion to the effort of regular members directly provided to those roles.

The actual effort and ultimately full cost of each role (Federal, Contract or External) was then determined by reallocating the effort and corresponding costs to reflect who the primary beneficiary is of the service being provided.

3.6.3 Funding Sufficiency Analysis

The full cost of each of the three core roles of the RCMP – Federal, Contract and External – was then assessed against their revenue and budgets. This allowed a determination as to whether or not existing funding is being allocated and used for intended program priorities.

Further, when considered alongside the program-level analysis, horizontal analysis and identified opportunities for great efficiency, it was possible to determine if the RCMP's current funding envelope is sufficient to support the efficient delivery of its mandate underlying program specific funding deficiencies or surpluses.

The results of this analysis is included in Volume I Section 8.

3.7 Assumptions and Rules

The following key assumptions and rules underpin the analysis:

- **Baseline Year 2012:** As set out in the SOW and endorsed by the Steering Committee the fiscal year (FY) April 1, 2012 to March 31, 2013 was set as the baseline year. The funding envelope in the initial year of the review period was sufficient to deliver the RCMP Mandate. While this was agreed upon as a baseline assumption for comparison, KPMG did not undertake a detailed assessment of the suitability of funding in 2012.
- **Value Modelling:** The 21 Value Models developed in consultation with the RCMP are an accurate reflection of the primary activities conducted by the RCMP four lines of business. All Value Models were validated by the programs and endorsed by the senior executive for

each line of business. Collectively the 21 Value Models are an accurate representation of the full range of the RCMP activities.

- **Basis for Analysis:** The quantitative data provided by the RCMP, supplemented by substantiated qualitative information formed the basis for analysis and resulting conclusions.

- **Data Accuracy:** The data (utilization data, estimate of level of effort to capabilities, demand and performance indicators, etc.) provided by the RCMP was assumed to be accurate and complete. The data provided by the RCMP was not subject to audit. The application of the data to the analysis was validated through multiple reviews by program staff including workshops and one-on-one meetings. The nature and application of data are further described below.

- **Allocation of Effort to Models:** The RCMP's allocation of the FTE level of effort to capabilities for each Value Model is a reasonable estimate of the level effort applied to the capability for each of the four years under review. The results of the allocation were validated by the programs and endorsed by the senior executive for each line of business. The level of effort was corroborated wherever possible by considering trends and cost drivers, known priorities and initiatives, as well as other quantitative data where available. The level of effort allocation reflected in the assignment of FTEs to capabilities was a management assessment made by RCMP program representatives and does not represent a detailed, activity-based assessment of the RCMP's level of effort.

- **Comparators:** The analysis leveraged various sources to compare RCMP resource allocations to indicators of demand and performance results where information was readily available and the comparison logically appropriate and consistent with the RCMP mandate. Where appropriate comparisons across RCMP Divisions and across the four lines of business were also assessed to test for consistency and corroborate the review findings. Comparisons of the RCMP's federal mandate was limited due to the unique nature of the RCMP mandate.

- **Utilization Data:** Resourcing level of effort for each Value Model was based on the RCMP's system of record Salary Forecast Tool (SFT) and represents actual resource utilization. For the purposes of this Report and underlying analysis, resource utilization is referred to as Full Time Equivalents (FTEs).

- **Financial and FTE data sources:** The following table contains a list of the sources of information incorporated into the analysis. Financial data provided was reconciled to publicly disclosed information. It should be noted, however, that the financial results depicted in the graphs and tables within this report are drawn from multiple sources and should be considered indicative of overall results, not an exact restatement of the RCMP's Public Accounts. In most cases, the numbers used in this report exclude the expenditures and funding related to EBP and paylist expenditures (Maternity/Paternity and Severance) due to the funding mechanisms in place for these types of expenditures. Additionally, in some cases, the graphs and tables may use billing information rather than the actual re-spendable revenue amounts collected in a given fiscal year. Appendix A to Volume I contains additional detail on RCMP provided data sources.

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4 The RCMP and the Policing Landscape

4.1 The RCMP's Mandate and Roles

The RCMP is Canada's national police force responsible for providing law enforcement at the federal level. The RCMP's mandate, outlined in section 18 of the Royal Canadian Mounted Police Act, includes preventing and investigating crime; maintaining peace and order; enforcing laws; contributing to national security; ensuring the safety of state officials, visiting dignitaries and foreign missions; and providing vital operational support services to other police and law enforcement agencies within Canada and abroad.

In addition to the mandate outlined in the RCMP Act, the RCMP has additional duties outlined in the Royal Canadian Mounted Police Regulations and various acts and Orders in Council, including the establishment and maintenance of the National Police Service, the operation of the DNA Data Bank, and the administration of the Firearms Act. Since the events on Parliament Hill of Oct. 22, 2014, the RCMP has now assumed responsibility for the operations of the Parliamentary Protective Service.

Pursuant to Section 20 of the RCMP Act, the Minister of Public Safety and Emergency Preparedness with approval of the Governor in Council, can enter into agreements with other jurisdictions to provide police services. Under such agreements the RCMP implements the policing objectives, priorities and goals as determined by the respective authority for the jurisdiction. The RCMP currently is contracted to provide policing services for eight provinces, three territories, approximately 150 municipalities, 184 aboriginal communities, and three international airports.

4.2 RCMP Organizational Structure

The RCMP has four major lines of business – Federal Policing, Contract Policing, Specialized Policing Services and Internal Services. The actual operating structure however is a complex matrix that integrates, to different degrees, the delivery of these four business lines.

The lines of business and a brief overview of the roles and activities of each business line as was described in the Statement of Work is provided below:

Federal Policing

Under the authority of the RCMP Act and the RCMP Regulations, this business line enforces federal laws and protects Canada's institutions, national security, and Canadian and foreign dignitaries by enforcing Federal statutes; collecting criminal intelligence; conducting criminal investigations; securing of Canada's border; and ensuring the safety of major events, state officials, dignitaries and foreign missions. Federal Policing preserves public safety and the integrity of Canada's political and economic systems by investigating serious and organized crime, financial crime (including corruption), and terrorist activity.

Contract Policing

This business line addresses the law enforcement needs of provinces/territories, municipalities and Aboriginal communities across Canada by providing RCMP policing services to all provinces (except Ontario and Quebec), all three territories, municipalities and Aboriginal communities under the terms of Police Service Agreements (PSA) and Framework Agreements between Public Safety Canada and the client governments. The PSAs include Provincial Police Services Agreements, Territorial Police Services Agreements and Municipal Police Services Agreements, where costs of policing services are shared between the respective governments. Framework Agreements are signed between Public Safety Canada and various Provinces/Territories to provide enhanced policing services to Aboriginal communities.

Specialized Policing Services

SPS is an operational business line that provides a broad and diverse range of services and expertise to other RCMP programs, as well as providing a suite of specialized national services, the National Police Services (NPS), to domestic and international law enforcement partners. Collectively, SPS programs provide: analysis of violent and serial crimes; forensic analysis of criminal evidence; criminal records information; identification services; technological capabilities for criminal operations and investigations; enhanced learning opportunities; coordination of criminal information and intelligence; reduction of firearms-related incidents; protection of the assets and information held by the RCMP; and information management and technology.

Internal Services

As the fourth business line, internal services are groups of related activities and resources that are administered to support the needs of RCMP programs and other corporate obligations. These include: Management and Oversight Services; Public Affairs; Legal Services; Human Resources Management Services; Financial Management Services; Information Management Services; Information Technology Services; Real Property Services; Materiel Services; Acquisition Services; Travel and Other Administrative Services. Activities related to cadet recruitment and training at Depot (training facility in Regina) are also included. Internal services encompass only those activities that apply across the RCMP and not to those provided specifically to a program.

Note: The description of Contract Policing above does not reflect the unique nature of the headquarters associated to the business line. Contract and Aboriginal Policing Headquarters (CAP HQ), while notionally tied to Contract Policing, actually provides an RCMP-wide service in the development and management of policing procedures, practices and priority outreach and prevention programs.

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Figure 4.1 – The RCMP Organizational Structure
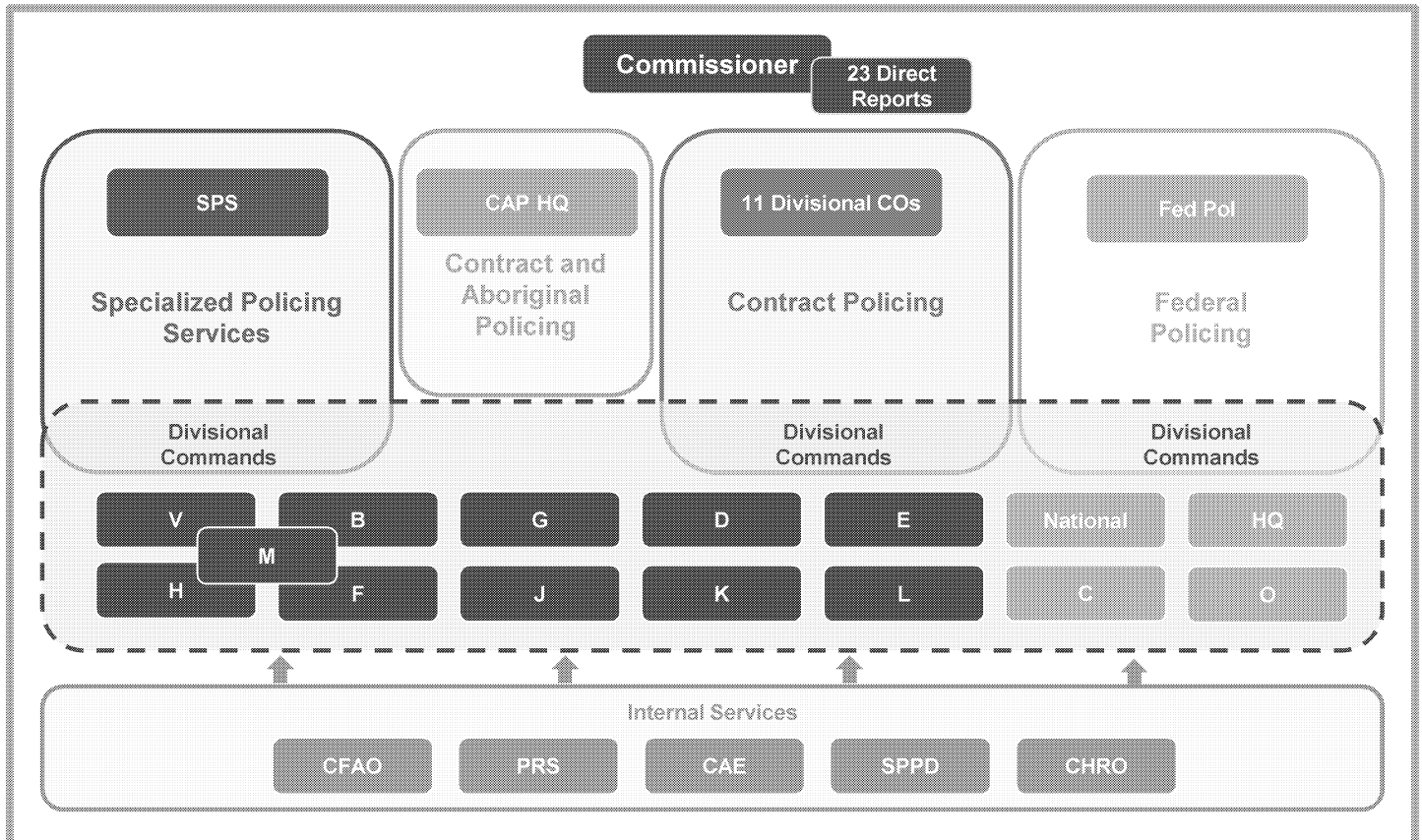
The complex nature of the matrix relationship in the RCMP is best depicted through the roles and responsibilities of the Divisional Commanders. All four lines of business see convergence in the Divisional Structure of the RCMP. The Divisions, with the exception of National Division, O Division and C Division, have responsibility for both Contract and Federal Policing. Because of this structure, the Commissioner of the RCMP has 23 direct reports. These include all of the Deputy Commissioner and Assistant Deputy Minister level positions in the RCMP as well as all of the Divisional Commands.

The Divisional Commanders, with the exception of those noted above, have responsibility and accountability for federal, contract, specialized policing services and internal services personnel within their Divisions. They report directly to the Commissioner in terms of their line reporting responsibilities but also receive input from the other business line Deputy Commissioners as well.

The RCMP organization reflects the broad and diverse external stakeholders that the RCMP interacts and engages with. The following diagram is an illustrative depiction of the broad and diverse set of external stakeholders with whom the RCMP interacts and engages in the performance of its

mandates. The RCMP has highlighted during the Review the complexity and resource implications of responding to these multiple layers of oversight and accountability.

Figure 4.2 – The RCMP External Stakeholder Environment
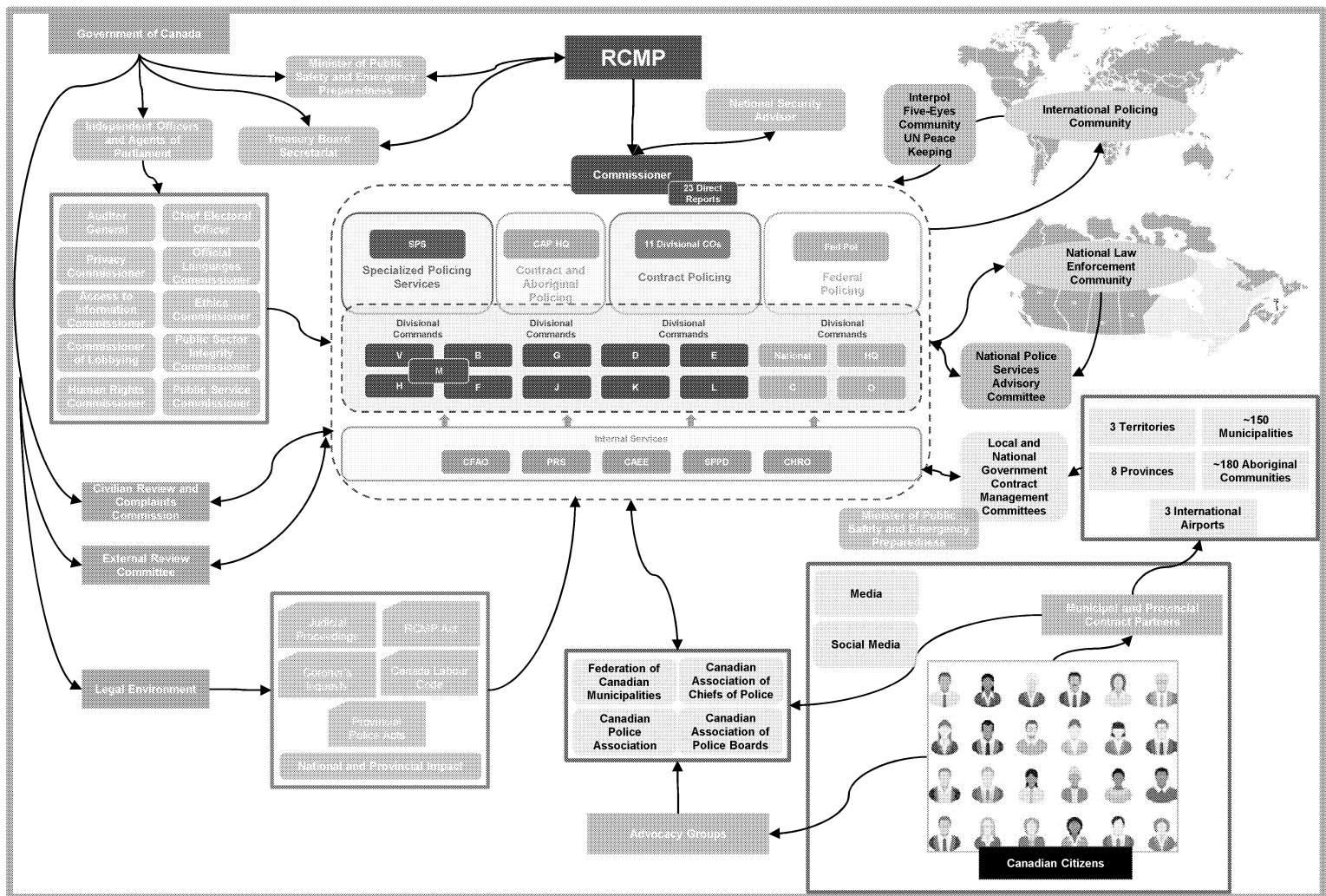
4.3   The Policing Landscape

The current policing landscape, and the landscape forecast to persist into the future, is characterized by increasing complexity driven through globalization, the proliferation of technology and a rise of transnational and borderless crime. The RCMP's multi-faceted mandate places them in a position where they are subject to the impacts of these trends as well as micro-trends impacting Canada at the provincial and municipal level. It is essential to develop a picture of their operating landscape in

order to adequately understand the challenges and opportunities facing the RCMP. The following is a high-level summary that has been developed based on internal discussions regarding demand drivers facing the RCMP, along with a scan of external factors influencing the overall policing environment. Overall, external and internally identified trends and drivers align well to paint a picture of the context in which the RCMP carries out its mandate.

- RCMP and external sources indicate that crime is becoming increasingly cross-jurisdictional, enabled by advances in technology and increased globalization. Cybercrime often entails a difference in jurisdiction between the victims and perpetrators of crime, straining policing models that are traditionally locally focused. [i]

- There continues to be a focus on national security, including terrorism, extremism and high-risk travellers. National security investigations are some of the most complex and resource intensive, with a typical investigation requiring a range of specialist resources spanning surveillance, analysis, technical and other skillsets.

- Recent events in Canada such as the shooting in Quebec City in February 2017, the shootings in Moncton in June 2014 and the events on Parliament Hill in October 2014 have had a marked impact on policing policy and priorities. The international threat environment contributes to the cross-border nature of crime described above. Additionally, as terrorism remains top-of-mind for Canadians, increased vigilance and sensitivity mean increasing demands on policing.

- Increased adoption of technology, and the pace of change of technology have strained existing models of police investigation. As society moves to ubiquitous use of smartphones and non-voice communication, so do criminals. Criminal activity that previously took place through face to face contact is now almost exclusively being perpetrated online. Communications that were once readily intercepted are taking place through encryption that changes regularly and requires costly device specific solutions to intercept.

- As technology becomes more prevalent in policing and in crime, the volume of data to be recorded, analyzed and retained is also increasing.

- Recent policy and regulatory changes impacting policing include evolving evidentiary and court requirements, changes to mandatory training, and overall government reporting obligations. The R. v. Jordan ruling has shortened court timelines resulting in increased time pressure on investigations and analysis of evidence. Public perceptions around DNA and other forensic evidence, and the ubiquity of DNA analysis have increased the evidentiary expectations for prosecution.

- In terms of police business, governments are becoming increasingly performance focused. This has translated into the requirement that the performance and benefits of police activities be quantified and reported to stakeholders in a data driven manner.

- An aging and increasingly urban Canadian society is changing the demands placed on policing. Long run economic stability has correlated with a decrease in the overall rates of violent crime, however there is evidence that new types of crime and other harm, such as financial and cybercrime, go under-reported and are becoming increasingly prevalent.

- Demographically, pressure is increasing on policing as the current workforce ages while a lower proportion of Canadians fall within the age range typically associated with recruiting.

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- The Council of Canadian Academies identified low job satisfaction[ii] as an increasing issue in modern policing. There is increasing pressure on police forces to adapt their career progression and posting models. Flexibility beyond the traditional models has also been identified as critical in hiring and retaining members with specialized skillsets (technical, language, etc.) required for modern policing.

KPMG performed this review within the above context. A more detailed description of the trends and drivers impacting the RCMP is provided in the next Section – Jurisdictional Review.

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5 Jurisdictional Review

SOW Requirement: Assesses factors that may be contributing to challenges to RCMP capacity, including potential cost drivers and trends impacting on the RCMP.

5.1 Trends and Drivers impacting the RCMP

KPMG developed a composite view of the trends and drivers impacting the RCMP based on open source documentation and consultation with the RCMP leadership. The section below reflects a summary of the key trends and drivers collected. The jurisdictional review provides a consolidated view of the challenges faced by comparable policing and justice organizations over the last five years, and the emerging challenges that may impact the RCMP and policing in Canada in the next 10 years.[2]

The jurisdictional review determined key drivers of demand and trends impacting the RCMP across five key environments: economic and demographic; security and crime; technological; policy and regulatory; and workforce.

5.1.1 Economic and Demographic Environment

- The mid-term outlook for the Canadian economy is sound which is positively correlated with reducing crime rates at the population level.[iii]

- Police budgets have increased at a rate double that of GDP over the last decade, while calls from the public for service have remained stable.[iv]

- Long term population increases and demographic changes will drive increased demand for service.

- An aging population may lead to falling crime rates as youth are disproportionately more likely to commit crimes. This demographic shift may also be associated with an increase in other types of harms that are largely unreported, as is the case, for example, with the mistreatment of older adults commonly known as "elder abuse."[v]

> *"Despite the differences between police systems in Canada and their international peers, they are similar in that they are structured for simpler times and for a very different risk environment than exists today. Police are generally effective in responding to crimes that are local, urban, and disruptive of local order — the type that prevailed when police services were first established. They are, however, less effective in responding to the more complex crimes that they often face today: multijurisdictional crimes, cybercrime, and environment-related security and safety risks. These crimes are often beyond the capacities of a single police service and their resolution is hindered, in part, by an over-reliance on generalist police officers trained to respond to a wide variety of situations"*
>
> *Policing Canada in the 21st century: New Policing for New Challenges[1]*

- Increasing urbanization and multiculturalism have created a unique policing challenge: the growing social crisis of street violence in which culturally oriented youth gangs play a significant part, underrepresentation of cultures in urban police services, and a need for the development of culturally sensitive and effective policing strategies in urban communities.[vi]

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[2] Key documentation referenced during jurisdictional review are provided as endnotes in Section 9

- Continued changes to the composition of the Canadian population – e.g. seniors, growing urban concentration, increased westward movement, diversity of ethnicities, large Aboriginal youth cohort – may mean decreasing ratios of police officers per capita in some regions, geographic redistribution of resources, increased investment in certain response options, e.g. elder crime, service delivery reform for high volume call, increased pressure to focus on vulnerable communities/populations, and an increased non-English/French client/target base that requires increased expenditures on language skills.[vii]

- The challenges of providing policing services in northern and remote communities include infrastructure costs in remote communities, disclosure, the use of technology and other issues identified in the "south," which the geography and great distances of the north exacerbate.[viii]

- Fiscal pressure from continuing inflation of police costs is having a significant impact at the municipal level, where most policing is carried out. The three-tier structure of Canadian police — municipal, provincial, and federal — presents additional challenges to coordination and management of a growing number of cross-border and transnational crimes.[ix]

- Downloading or efforts by one area of the criminal justice system to reduce costs can add to policing costs and compromise police efficiency, e.g. the ongoing challenge of policing persons with mental illness. There is mounting evidence across Canadian police forces of growing incidents involving persons with mental illness. [x]

5.1.2   Security and Crime Environment

- The evolving threat environment will require continued resource adjustments to combat cyber and online crime and high risk individuals and travellers. Instability in the Middle East and other regions, the growing importance of the Arctic, shift in global trade patterns, espionage in the cyber era, and decriminalization/legalization of some narcotics will only continue to place demand on policing across Canada.

- The nature of crime is changing, often in ways not apparent from official crime statistics. With an emphasis on crimes reported to police, official statistics do not capture new types of crime or the full extent of victimization. Although reported crime continues to fall in Canada, data indicate that victimization rates have remained fairly stable over the last decade.[xi]

- The continuing extremist threat is inspiring lone wolfs at home, with countervailing efforts to counter radicalization.[xii]

- Serious organized crime is evolving into multinational enterprises – e.g., people smugglers expanding their supply chains into arms and drugs. There is some evidence of 'convergence of convenience' in terror and criminal organizations, particularly around weapons supply.[xiii] According to the United Nations (2012), by 2009 transnational organized crime had become a US$870 billion a year industry. [xiv]

- There is a sustained requirement for international engagement, liaison and intelligence cooperation, and police capability building through deployments and training. Increased

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international and inter-jurisdictional collaboration (MOUs, treaties) to prevent and interdict crime drives increased need for interoperability across partner systems and growing international operations.

- Increased international cooperation and a higher political tempo drive increased demand for protective services.

- Traditional and emergent state actors and their proxies are re-engaging in espionage and influence operations. [xv] [xvi]

- Cyber is increasingly adopted as an asymmetric tool of choice for state, non-state, and criminal actors. Within Canada, the long-term impact of cyber threats is unclear but is highly likely to increase demand.

- There is evidence that the focus on National Security tasks are reducing focus on serious organized and financial crime. [xvii]

    o Australia has refocused its agencies to address this challenge. [xviii]

    o The RCMP reports an increasing focus on national security at the expense of organized and economic crime; increased court demands impacting resource levels and case times.

- There has been a long term decline in crime across the comparable peers and in Canada, while the public perceives an increased threat and demand for customer service while facing austerity. [xix] Forces are attempting to reduce demand to better manage this. [xx] Within Canada, citizens also demonstrate heightened service expectations and an increasing tendency to see police as first responders to all crime and social issues.

- There is increased awareness of under-reporting especially in sexual assault and domestic violence, and there are increasing perceptions of criminal and terrorist threats. [xxi]

- The growing number of national security files, cyber-crime and online child sexual exploitation offences require the development and adoption of new technologies and tools, new skill sets, and coordination mechanisms.

- Enabled by information technology and the increasing mobility of people, goods, and knowledge, crime is becoming more complex, more "a-spatial," and potentially more harmful. [xxii]

- Significant environmental threats are also on the rise. Police forces may be called upon with greater frequency to assist in emergency response efforts while maintaining order in what can be chaotic situations.

5.1.3   Technological Environment

- The pace and scope of technological change create adoption and adaption pressures and opportunities for innovation – collapsing distance and need for autonomous local commanders; requiring new skill sets; increasing costs in some areas, e.g. covert program, evidence collection and processing, while decreasing costs in other areas, e.g. real time translation/analytics.[xxiii]

- The pervasive adoption of technology in citizen's lives offers new opportunities for criminality and violent extremism while creating opportunities for police.

- Cyber criminality continues to expand and is expected to cost $2.1 trillion globally by 2019.[xxiv] Cyber, digital and Internet of Things will create un-forecast threats and opportunities. There appears to be a resurgence of traditional state-on-state intelligence collection and influencing activity with a focus on the cyber. Drivers for this expansion include a greater number of cyber security incidents, a greater number of targets, and greater sophistication. For example, software developers took an average of 59 days to roll out patches for software vulnerabilities in 2014, compared to just four days in 2013.[xxv] As part of its National Cyber Security Strategy, Australia has created a junior Ministry position in its government for Cyber Security, and will also create a Cyber Ambassador.[xxvi]

- Serious organized crime is targeting the financial system, while off-the-shelf malware – available with 24/7 tech support – is enabling petty crime and crime as a service. Forces are planning to enhance the ability of front line police to respond under the view that 'no citizen should be met with a blank stare when reporting cyber-crime.' More serious crime requires building enhanced specialist cyber capability within.[xxvii]

- In some jurisdictions, national level and whole of government capabilities are being created to prevent and mitigate the most serious criminal and state threats. These are often in collaboration with partners in the private sector, as well as aiming to build resilience across the private sector.[xxviii xxix]

- Predictive analytics and tools to exploit big data are in their infancy but are being integrated with intelligence led operations to more effectively deploy police assets and prevent crime.[xxx] This requires additional IM/IT capability and can increase the skills levels and training requirements across the system to realize on the potential benefits.[xxxi xxxii] Big data and predictive analytics will enhance the ability of police forces to utilize evidence-based policing to better manage the business of policing and target interventions to reduce demand in the police business.

- Increased use of encryption and 'going dark' are challenging intelligence operations and collection of digital evidence, with agencies that now "have the legal authority to intercept and access communications and information pursuant to court order," but "lack the technical ability to do so." Pervasive encryption, secure by design systems, and public views of the issue after the Snowden disclosures, will challenge intelligence and digital evidence gathering and require public discussion, policy, regulatory and technology responses.[xxxiii] Overcoming the technology challenges will require focused research and development and enabling of other intelligence capabilities.[xxxiv]

- Other trends in the technology environment offer both challenges and opportunities, the need for new skills and capacities, and regulatory and evidentiary responses: artificial intelligence and robotic process automation; pervasive surveillance using facial, gait and other biometric recognition as well as device geolocation; autonomous vehicles and aircraft; and "3D" printing.

- Stringent Court requirements and demands for greater accountability place greater reliance on scientific, technical and specialized investigative services where the technology is advancing at a rapid pace, and impacts resource levels and case times, particularly related to disclosure of technical data evidence.

- Massive volumes and variety of digital communications drive increased capacity to filter and process data and make readable for evidentiary purposes and leads to a significantly increased requirement for technological support.

5.1.4   Policy and Regulatory Environment

- Deregulation / legalization of marijuana is occurring in a number of geographies, and will require regulatory, technical, evidentiary, workforce and policy responses. There are early indications of expanded demand for impaired driving and public education programs.[xxxv]

- Forensic and DNA evidence has become the gold standard for serious crime evidence in line with the so called "CSI effect." Insourced models are more common, though outsourcing exists. [xxxvi]

- Global and Canadian attitudes and regulations around collection of digital data for intelligence and evidence are in transition post the Snowden revelations. Comparable jurisdictions are advancing legislation and frameworks to reflect the changing patterns of modern communication and challenges of end to end encryption, anonymizing technologies and metadata access.

- Increasing horizontal initiatives across governments and jurisdictions drive increased need for coordination and force hard resourcing choices e.g. cyber crime, border security.

- Open government and public demand for increased transparency drives increased demand for information sharing and reporting, and timely communications.

- Increased international and inter-jurisdictional collaboration (MOUs, treaties) drive increased need for coordination across partner systems.

- Increased focus on accountability drives additional and changing requirements for strategic and business planning and performance reporting for both the federal and contract policing program.

5.1.5   Workforce Environment

- Police organizations in Canada face a number of workforce challenges, including a large cohort poised for retirement, underrepresentation of women and minorities, a new set of expectations among recent recruits, and a lack of skills necessary to make best use of technologies and

address emerging types of crime.[xxxvii] Improving the professionalization of police can systematically prepare police employees to focus on the tasks best suited to their unique powers. In design, this would involve differentiation of roles, with less reliance on generalist police officers — who remain necessary for first responder work — and more reliance on accredited police specialists with the know-how to address new threats like cybercrime and to manage partnerships in the safety and security web.[xxxviii]

- In common with other large, closed public workforces, there has been an uptick in interest in member wellbeing. Particularly in Australia and New Zealand, strategic plans cite "health and wellness," or "healthy and diverse organizations" as a key strategic enabler and executive focus.[xxxix] This in large measure relates to the fact that first responders are experiencing an increase in mental health injuries as a result of increased variety of first responder activities.

- Recruitment and training challenges are identified as an area of concern as baby boomers approach retirement age across the policing landscape. Reductions in force sizes have for the moment addressed this issue; however, concerns remain. Lower population growth within Canada means a reduced cohort of young people able and willing to join police forces.

- Expanding the diversity of police forces to match the society it serves remains a challenge for comparable forces.

- An increasing requirement for specialized technical skills (cyber, financial crime, CT) in a rapidly changing technology environment has Forces considering that a traditional 'closed' workforce model may no longer be sustainable.

- Given the higher cost of sworn police officers across peers, Forces are experimenting with the optimal mix of sworn officers to 'peace support officers' or civilianization of certain roles.

- Forces are studying how to commission or strategically source non-core activity, whilst understanding the role of private security.[xl]

- There is some focus on how to proactively realign resources with areas of crime demand ahead of demographic change, especially in jurisdictions with complex formulas for linking population and demographic measures directly to funding envelopes.[xli]

- The pace and scope of technological change create adoption and adaption pressures, requiring new skill sets and consideration of "direct hire" mechanisms.

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6 Analysis of Cost Drivers, Pressures and Opportunities

SOW Requirements:

- *Analyzes and assesses factors that may be contributing to challenges to RCMP capacity, including potential cost drivers, trends impacting on the RCMP, pressures and if applicable decisions to expand services*
- *Identifies opportunities for greater efficiencies, such as through a reprioritization of resources, adjustments to program design, or the elimination of activities peripheral to the RCMP's mandate*

6.1 Program-Level Analysis

Program-level analysis was completed for each line of business and is incorporated in Volume II of this report. The results of that analysis form the basis of the observations and conclusions that follow.

6.2 A Functional View

As described in Section 3, Approach and Methodology, a Functional Model was developed that allowed program specific pressures to be assessed for their impact across the RCMP.

The Functional Model is comprised of four core functions – Oversight and Management Functions, Personnel Management, Operational Policing Functions, and Operational Support. The resource allocation and expenditures by each function are reflected below.

Figure 6.1 – **RCMP Functional Model – FTEs and Expenditures (2012-2015)**
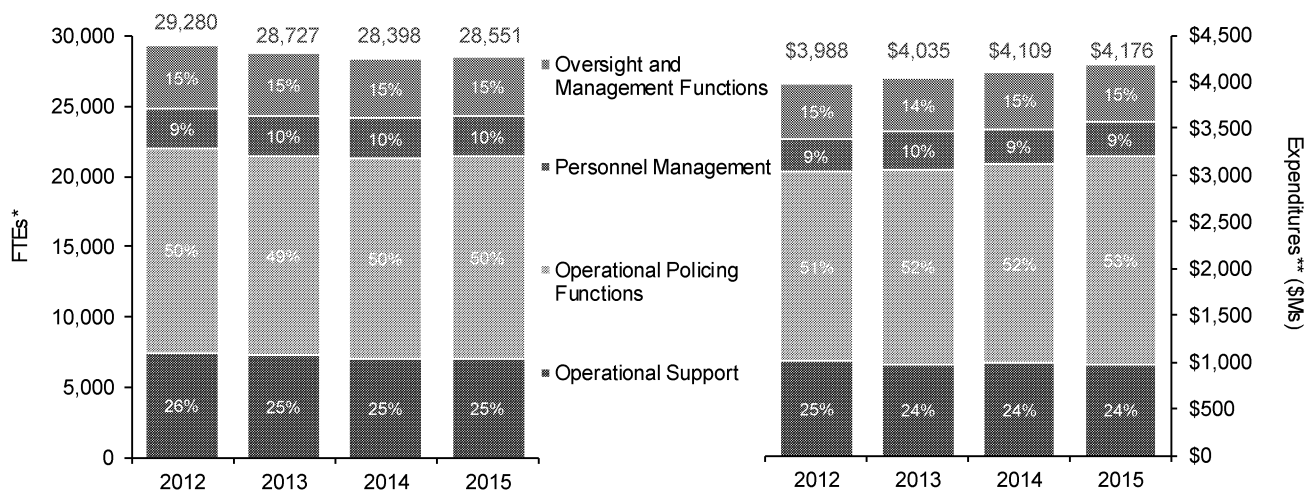

Excludes Cadets **Excludes EBP & Paylist*
Percentages shown have been rounded to the nearest 1%, as such the totals by year may not sum to 100%.

The functional areas across the RCMP that are experiencing capacity challenges are reflected in the

following dashboard. The pie charts reflect the relative scope within each function that are experiencing some level of capacity challenges and is not to be interpreted as an indication of volume of the resourcing pressure or a specific measure of a funding deficiency.

Figure 6.2 – **RCMP Functional Model – Resourcing Dashboard**
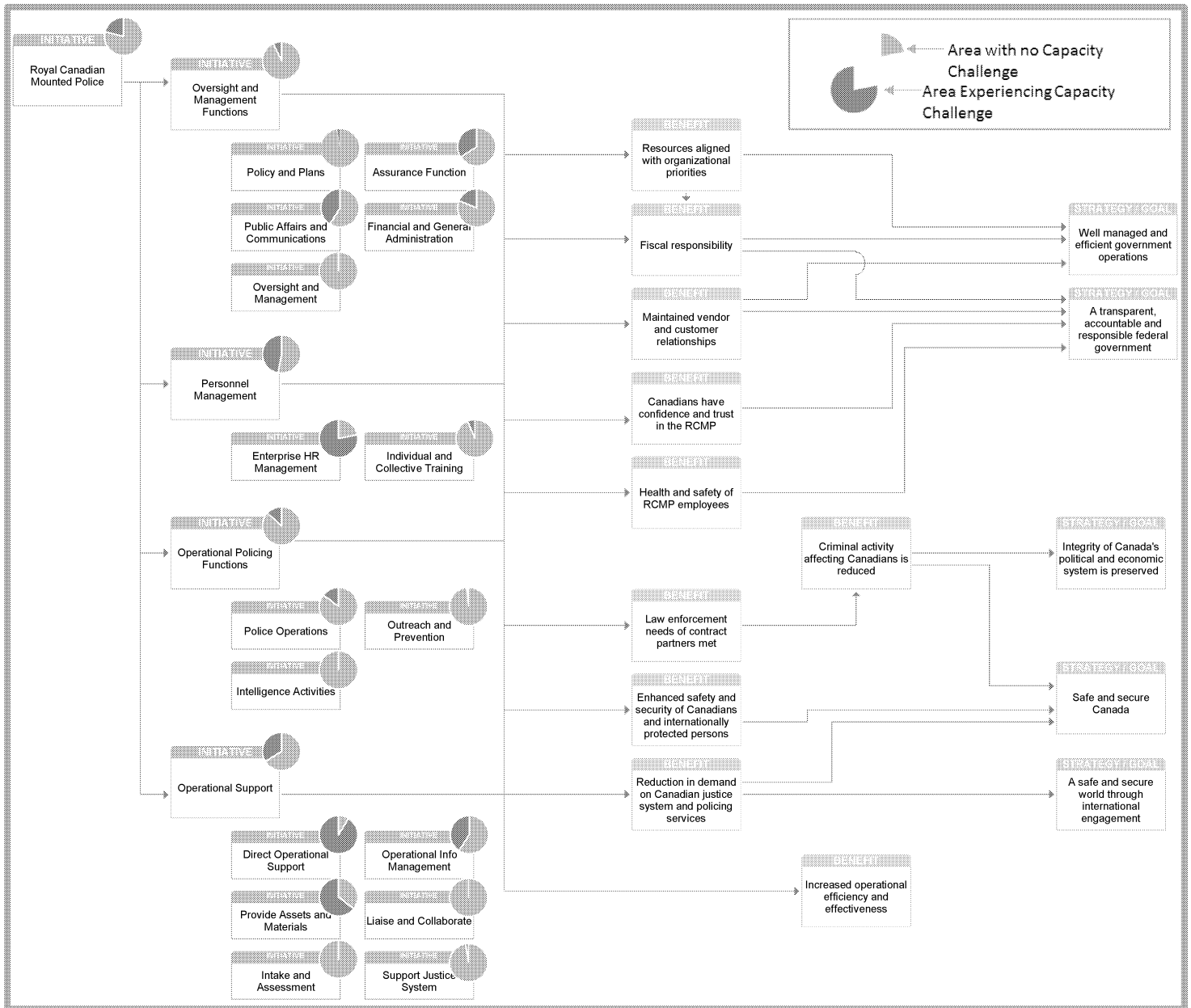
6.3 Oversight and Management Functions

Oversight and management includes those management functions required to oversee, plan, organize, coordinate and control both at the enterprise level and operational level. The activities that comprise the sub-functions of oversight and management include:

- *Policy and Plans* represents the strategic and enterprise level effort developing, managing, implementing and reviewing policies. It also includes the strategic planning conducted for the RCMP enterprise as it relates to both the RCMP as a whole and the business units that make up the RCMP.

- *Public Affairs and Communications* represents a broad range of activities performed by the RCMP including responding to and advising government, parliamentarians and central agencies, the conduct of media relations, issues management, external and internal communications, heritage and outreach including the musical ride, and copyright and RCMP brand protection.

- *Assurance Function* includes a broad range of activities such as IM/IT compliance to policy, facility security assessments, legal services, audit and evaluation and access to information. It also represents the effort expended assuring compliance with standards, policy and procedures across the RCMP.

- *Financial and General Administration* relates to the ability of the RCMP to provide financial planning, strategic advice on budgeting and forecasting, corporate accounting functions, and investment planning. Additionally, it relates to the provision of total compensation services and the management of vendors, service organizations, contracts and procurement as well as overseeing and managing the policing service agreements.

- *Oversight and Management* represents the RCMP's ability to ensure appropriate corporate and operational level controls are in place, that performance is monitored across the organization and reported on, and that risk is managed at the corporate and operational level.

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Figure 6.3 – **Oversight and Management Functions – FTEs and Expenditures (2012-2015)**
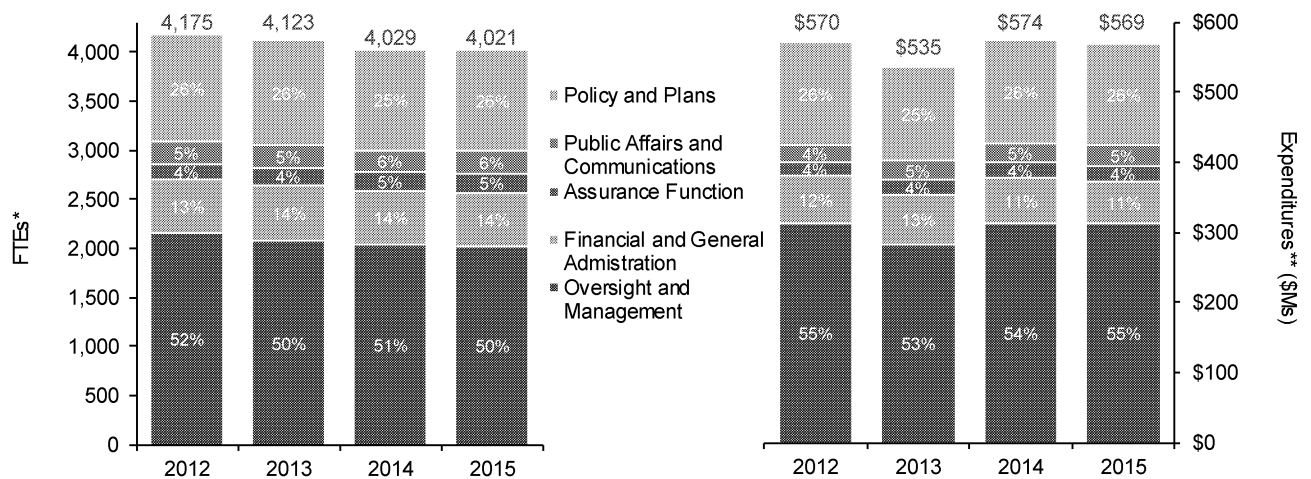
*Excludes Cadets
**Excludes EBP & Paylist
Percentages shown have been rounded to the nearest 1%, as such the totals by year may not sum to 100%.

6.3.1   Policy and Plans

Every program and most of the sub-programs identified a capability focused on the development of policies and plans. The level of effort attributed to this sub-function was 1,027 FTEs in 2015. The distribution of effort across the business lines was 38 FTEs CAP HQ, 459 FTEs Contract Policing, 40 FTEs Federal Policing, 209 FTEs SPS (including CIO and DSB) and 280 FTEs Internal Services.

Capacity challenges were identified in CAP HQ – Develop national operational policing policies and procedures.

This capability in CAP HQ is responsible for the development of the RCMP-wide policies, procedures and programs required for the conduct of policing activities. This includes policies as they relate to the employment of equipment, conduct of police operations as well as policies specific to the jurisdictions within which the RCMP operates.

Resourcing against this capability has largely stayed constant with some minor fluctuations between 2012 to 2015 as reflected in the table below.

Program	Capability	Start of Fiscal Year				Difference 2015-2012	% Change from 2012
		2012	2013	2014	2015		
CAP NHQ	Develop national operational policing policies, procedures and programs	29	33	26	28	-1.8	-6%
Policy and Plans Total		29	33	26	28	-1.8	-6%

Over the same period however there has been a significant increase in demand on this capability to review and update policies and procedures as they relate to both contract and federal policing. The volume of audits, court decisions, reviews and incidents has increased significantly resulting in the need to review and update policies and procedures or implement new programs. Taskings for events requiring a response from CAP HQ have nearly doubled between 2014 and 2015.

Underlying trends such as regulatory changes (such as the potential impact of the legalization of marijuana on impaired driving related offences), the changing nature of crime (increasingly transnational and rising prevalence of cyber-criminality) and rapid advancements in technology are common drivers for the need to revise existing policy and procedures and to develop new policy and procedures.

Additionally, it has been observed across the RCMP that a significant amount of effort within the policy and planning function is expended on operational level activities at the expense of the strategic planning effort. For example, significant effort is expended on responding to issues that occur within the Divisions and that are often related to contract activities. This effort redirects strategic level resources into operational level issues management. This misalignment of effort places a perceived pressure on strategic planning and policy functions and places strategic planners in a reactive as opposed to a proactive planning cycle.

Impact

As a result of the challenges noted, there is direct impact on the development and establishment of consistent national standards and policies.

Potential Opportunities

Almost all programs across the RCMP expend effort on policy and planning. In some programs dedicated organizations have been established to conduct this effort whereas in other programs it represents a portion of people's time. In total, the policy and plans sub-function is not established in a cohesive way to meet organizational policy and planning needs. This presents challenges insofar as the integration, coordination and unity of this effort. By reviewing the RCMP's business processes, an opportunity to streamline activity and reprioritize effort exists both within this function and across the core functions of the RCMP.

Addressing the misalignment of effort between strategic and operational activities would allow for greater capacity to address strategic issues and would also potentially allow for additional reallocation of effort to the highest priority activities.

6.3.2   Public Affairs and Communications

Capabilities that map to the public affairs and communications all fall within the Strategic Policy and Planning Directorate (SPPD) of the Internal Services. The level of effort attributed to this sub-function was 230 FTEs in 2015. It is important to note however that this includes 90 FTEs associated with the heritage, musical ride and outreach program. The distribution of the remaining effort was 95 FTEs to media relations and issues management, 37 FTEs to internal communications and 9 FTEs to advising governments, parliamentarians and central agencies.

Within public affairs and communications, capacity challenges were identified in the execution of media relations strategy and issues management.

Program	Capability	Start of Fiscal Year				Difference	% Change
		2012	2013	2014	2015	2015-2012	from 2012
Strategic Services	Execute media relations strategy and issue management	88	86	97	95	6.5	7%
Public Affairs and Communications Total		88	86	97	95	6.5	7%

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Over the last four years SPPD has noted that as a result of changes to government policy on Open Government has increased availability of public information and the ability for the public to more easily request information. There was an observed increase of more than doubling of media related calls and emails requiring coordination by SPPD.

Although this experience is not unlike other Government Departments, further exacerbating the pressure on this capability for the RCMP is an increased demand from contract partners. The communications needs of the divisions are increasingly requiring coordination and support from SPPD. Further, since 2012 the number of divisions directly supported by national resources increased from three to seven. The three Northern divisions (M, G and V) have historically been supported by SPPD. In 2013, SPPD began supporting three of the Atlantic divisions (B, L and H) as well as NHQ Division.

Impact

The challenge to capacity impacts the RCMP's ability to ensure that their communications are coordinated, effectively managed, and responsive to the diverse information needs of the public. Additionally, reduced effectiveness in media relations also impacts the public's confidence in the RCMP.

The direct impact on performance observed was a significant decline in proactive communications efforts and a rise in the reactive efforts. Efforts have shifted from producing communications products to respond to enquiries or incidents and less time has been devoted to generating proactive communications products designed for both public and internal audiences.

6.3.3   Assurance Function

Capabilities that map to the assurance function fall within the Internal Services and Specialized Policing Service. The level of effort attributed to this sub-function was 189 FTEs in 2015. Of these FTEs, 77 were in SPS and the remaining 112 were in the Internal Services.

Of the total assurance function, capacity challenges were only identified in the management of disclosure of information.

Program	Capability	Start of Fiscal Year				Difference 2015-2012	% Change from 2012
		2012	2013	2014	2015		
Strategic Services	Manage the disclosure of information	43	57	66	64	21.8	51%
Assurance Function Total		43	57	66	64	21.8	51%

The change in government policy on Open Government has contributed to a significant rise in the demand on the management of the disclosure of information. Further exacerbating the challenge is a reduction in services provided by the Office of the Information Commissioner.

While resourcing within the RCMP has increased to meet this demand and performance is slowly improving, there remains a significant backlog to overcome. As a policing organization with national presence, the nature of the RCMP itself drives an additional level of public expectations for transparency which likewise places additional demand in this area.

Future Capacity Challenge – Evaluation Capability

While not identified as having capacity challenges, the audit and evaluation capability within this function has seen an under-investment in evaluation services when compared to the Government of Canada average[3]. This has not limited the function's ability to complete priority evaluations, however, this function may not have the capacity to meet future demands due to the continued introduction of new initiatives that reflect the changing nature of criminality and increased complexity of policing.

Impact

Current capacity challenges primarily impact the RCMP's response to access to information requests and could represent an impact on the confidence that Canadians have in the RCMP.

Potential Opportunities

The existence of multiple systems of record combined with a lack of an enterprise information management capability drive significant manual effort to identify, collect, and report on information requests. Enhanced investments in this area would greatly relieve and reduce the level of effort required to manage the disclosure of information.

6.3.4   Financial and General Administration

Capabilities that map to financial and general administration fall within the Internal Services, SPS and CAP HQ. The level of effort attributed to this sub-function was 552 FTEs in 2015. The distribution across the business lines was 38 FTEs in the CIO function within SPS, 510 FTEs in Internal Services, and 4 FTEs in CAP HQ.

Of the total, capacity challenges were observed in the management of vendors and service organizations provided by the CIO organization within SPS and the procurement, contracting and supplier management function in Internal Services.

Program	Capability	Start of Fiscal Year				Difference 2015-2012	% Change from 2012
		2012	2013	2014	2015		
Asset portfolio and procurement	Conduct procurement, contracting and supplier management	80	79	69	66	-13.9	-17%
CIO	Manage vendors and Enterprise Service Organizations	41	42	39	38	-3.3	-8%
Financial and General Admistration Total		121	121	108	104	-17.2	-14%

A significant increase in the volume of demand has been demonstrated in the two capabilities under pressure. Despite this rising demand, resources to these capabilities have declined.

Vendor Management

In the CIO organization, the volume of demand over time was expected to reduce as the number of vendors being managed was reduced by the transition to Shared Services Canada (SSC). This has not been the case: the volume of demand has increased significantly over the past four years and is the primary driver of pressure. A further driver of demand on this function was the transfer of

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[3] Departmental Assessment Report 2014/2015

resources to SSC without the complete transfer of responsibilities. This has placed additional requirement on top of the already existing vendor relationships requiring management (such as corporate systems (SAP and HRMS), IM Systems (PRIME, PROS) and other vendors.

Procurement and Contracting

The conduct of procurement, contracting and supplier management is experiencing an increase in demand as a result of an increased delegation of authority to the RCMP. The increased delegation requires the RCMP to manage contracting effort that had resided with Public Service and Procurement Canada (PSPC). Further evidencing the pressure in this area, declining resources has required the RCMP to seek additional support from PSPC despite the changes to delegations.

Transactional and Compliance Activities

Financial and general administration functions expressed concerns related to increased pressure to meet increasing requirements. While the specific areas measured in terms of demand did not support this observation, the sentiments expressed are consistent with other observations across the enterprise. Multiple source systems of record across a matrixed organization combined with the lack of an enterprise information management capability and automated work flows drive significant manual effort to oversee the control environment, to manage core business processes and to provide required reporting. As noted, the demand appears to be met, however, there is a reduction in the ability to focus on higher priority strategic level activities including strategic analysis, planning and advice to leadership.

Impact

Capacity challenges impact the effectiveness of vendor management related to technology requirements and the timely provision of assets, goods and services required for operations.

Potential Opportunities

Similar to others areas in the RCMP, the existence of multiple systems of record, a lack of an enterprise information management capability that provides the business intelligence, tools and practices drives significant manual effort to manage and report on core business activities.

Across the capabilities within finance and general administration, there is an opportunity to standardize processes, eliminate duplicative effort and to reduce the amount of effort spent conducting activities manually.

6.3.5   Oversight and Management

Capabilities that map to the oversight and management function are in every line of business and many of the sub-programs within the RCMP. The level of effort attributed to this sub-function was 2,023 FTEs in 2015. The distribution of these FTEs across the business lines was 52 FTEs in CAP HQ, 788 FTEs in Contract Policing, 552 FTEs in Federal Policing, 232 FTEs in SPS and the remaining 398 FTEs in the Internal Services.

No challenges to capacity were identified in oversight and management capabilities.

As shown below, this function is split across the RCMP business and represents 7% of the total RCMP resources.

Figure 6.4 – Proportion of Oversight and Management related Business Lines
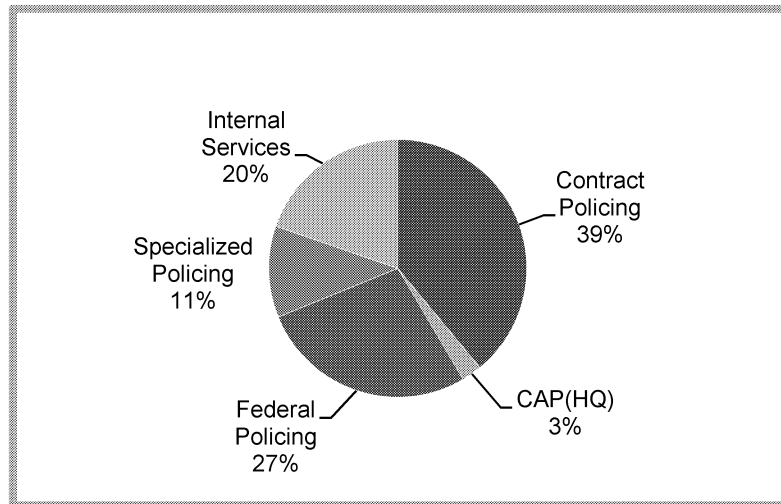
Potential Opportunities

The lack of an enterprise performance management (Refer 7.1) capability enabled by an enterprise information management strategy and automated work flows drives a significant requirement for manual processes to deliver oversight and management capabilities.

As a policing organization, the requirement to ensure adequate operational and corporate controls are in place is critical. Effective execution of controls, monitoring, reporting and risk management require an enterprise approach for information management. This sub-function, at both the corporate and operational level, is supported by multiple systems of record or in some cases without any system of record.

Given the level of effort estimated for this capability across the RCMP business lines, the elimination of duplicative effort, streamlining and/or standardizing processes presents a significant opportunity for resource reallocation to higher priorities. To maximize the benefits of this opportunity, the processes and procedures that relate to contract policing should also be reviewed. This is an area where additional analysis at a more granular level is warranted to identify the magnitude of potential savings.

6.4   Personnel Management

Personnel management includes those capabilities related to the recruiting, training, development, security and oversight of personnel within the RCMP and consists of two sub-functions:

- **Enterprise Human Resource Management** represents the efforts required to conduct personnel security screening activities, to recruit and source talent, to train, develop, and manage talent, to design and implement workplace safety, health, and well-being programs, to manage complaints, grievances and appeals and to design, support and enforce

professional standards and employment requirements. This function includes the Depot Cadet training program (Depot).

- **Individual and Collective Training** represents the training effort expended to maintain professional standards, the completion of routine and recurrent training, mandatory and operational level training, as well as the effort expended by members and employees as they progress through career related courses and development. Additionally, this function represents the effort expended with developing, delivering and managing advanced police training - including the Canadian Police College.

The respective FTE effort and expenditures for each sub-function are depicted below.

Figure 6.5 – **Personnel Management – FTEs and Expenditures (2012-2015)**

*Excludes Cadets   **Excludes EBP & Paylist
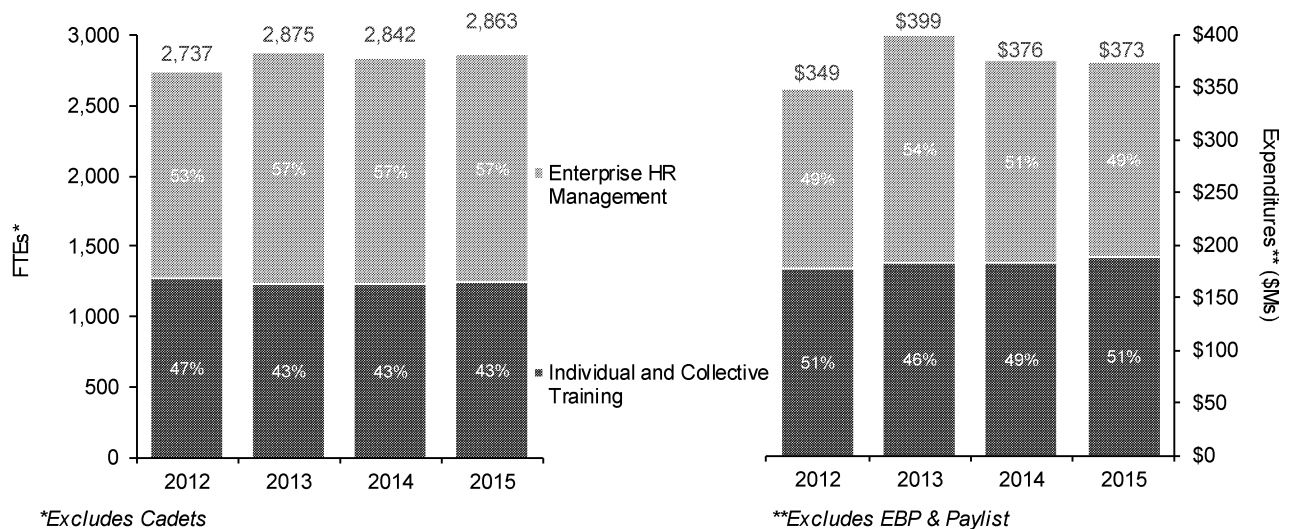
6.4.1   Enterprise Human Resource Management

Capabilities which map to the Enterprise Human Resource Management function fall within the Human Resources (HR) element of the Internal Services and the Departmental Security Branch - Specialized Policing Services. The level of effort attributed to this sub-function was 1,620 FTEs in 2015. Of these, 1,384 FTEs were in the HR program and the remaining 236 FTEs were in Departmental Security and the Relocation Program. Of the 1384 FTEs in the HR program, 690 FTEs are associated with Depot.

Capacity challenges were identified in four areas: Recruit and source talent, Train, develop and manage talent; Conduct personnel security screening activities (RCMP and Other Government Departments (OGDs)) and Design and implement workplace safety, health and well-being programs.

Program	Capability	Start of Fiscal Year				Difference 2015-2012	% Change from 2012
		2012	2013	2014	2015		
Departmental Security	Conduct Personnel Security Screening Activities(RCMP)	115	134	133	143	28.1	25%
Departmental Security	Conduct Personnel Security Screening Activities (OGDs)	43	51	50	54	10.6	25%
Human Resources	Recruit and source talent	244	269	267	265	21.0	9%
Human Resources	Train, develop, and manage talent	611	705	700	690	78.8	13%
Human Resources	Design and implement workplace safety, health, and well-being programs	117	119	112	114	-3.9	-3%
Enterprise HR Management Total		1,130	1,279	1,262	1,265	134.7	12%

Recruit and Source Talent

Increased Demand for Regular members

The demand for Regular Members has increased significantly since 2012. Based on modelling conducted by Human Resources (HR) the estimated demand for Regular Members has increased from approximately 1300 Regular Members in 2012 to over 1800 Regular Members in 2016. The HR modelling which takes a one year outlook considers projected attrition rates, forecast demand from Federal Policing as well as vacancies created by new demand from contract partners. The resulting forecast vacancies as of 2015 were split approximately 1200 new contract needs, 200 non-contract needs and 400, from attrition. The vacancies were spread across all Divisions, with the most significant requirements being projected for Divisions E (BC), K (Alberta) and Headquarters.

As a result of increasing demands for new members, largely driven by contract needs, resource effort for Recruiting and Sourcing Talent was increased in 2013. The number of cadets moving through Depot increased from approximately 400 in 2012 to 1000 in 2015.

Meeting the growing demand for Regular Members for Contract Policing is expected to become increasingly challenging in the future as there is evidence of a declining reduction in labour market availability.

Time to process applications for cadets

Although a number of new initiatives have had a positive contribution to reduce the median time to process cadet applications, the median number of days to process a cadet applicant was still over 400 days in 2015.

Given the forecasted demand for new recruits increasing over the 1000 in 2015 and the time to process applicants this capability is facing capacity challenges.

Nature of Requirements

Contract Policing typically requires newly trained members. In contrast to Contract Policing, Federal Policing indicated that they generally look to recruit senior uniformed members that have upwards 10 years of experience, as well as specialized training and/or skills (e.g. financial expertise, cyber and technical expertise, specialized investigative capabilities, experience with commodity based investigations, and unique language skills). As a result, Federal Police members generally will spend a significant portion of their early careers in a Contract Policing role and are not generated from Depot.

Specialized Police Services likewise has unique needs and the requirements are increasingly changing to meet the increase in electronic crime, advancements in technology, court demands

increasing the type and volume of information, etc. These changing requirements are placing increased demand to identify new skills and develop appropriate recruiting programs.

Figure 6.6 – Category of Member Distribution by Business Line
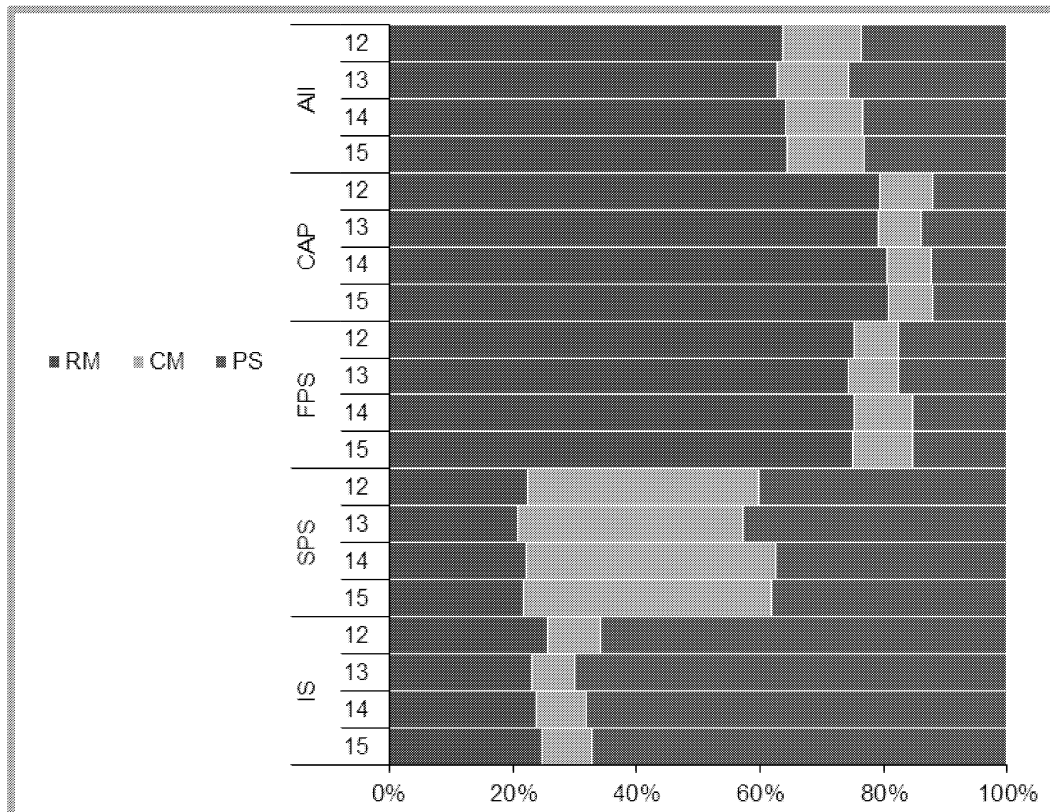
Despite this similarity in distribution of Regular Members in Contract and Federal Policing, the Regular Members within Federal Policing represent a workforce with much greater seniority. Although this was not a demographic trend identified within HR materials provided by the RCMP, the severance pay-out value per member within Federal Policing in 2012 is indicative of this fact.

These different and changing needs of both Federal and Specialized Police Services require new and different staffing alternatives and recruiting programs.

Train, Develop and Manage Talent

Cadets

To meet the increased demand for new members, there has been a significant increase in the level of effort associated with the training of cadets. In 2015 HR sponsored a Troop Gating Impact

Assessment (Impact Assessment). The review considered the costs, benefits, risks, direct and indirect impact of ramping up the number of troops from 30 to 40 troops[4].

To support demand over the current 30 troops or approximately 1000 cadets would require additional resources as evidenced by the Impact Assessment. The Impact Assessment equally identified a number of strategic considerations that if implemented could improve the effectiveness of the recruiting and force generation activities. Also of note was the recognition of a lag created by the current funding formula which bases the amount paid by contract partners on the average expenditures for last three fiscal years.

KPMG observed that the agreements do not include the full cost of the cadet program as evidenced by the Impact Assessment. Based on the calculations of cost in the Impact Assessment and the cost recovery agreements on Cadets laid out in the Policing Service Agreements, it was determined that the RCMP spends approximately 1.6 times what is recovered on the Cadet Training Program. In comparison to publicly available information the RCMP cadet program would appear to be more costly than other policing programs across Canada (Refer c *Volume 2, Annex A*). Further analysis would be required to understand the underlying differences in the various training programs and the applicability to the RCMP.

Experienced Members

It was observed that the annual percentage of members that are recertified to meet mandatory training requirements has consistently been around 50%. Combined with overtime rates that represent approximately 8% of the total costs of pay are indicative measures that support HR forecasted vacancies.

Conduct Personnel Screening Activities

Of significant concern is the increased demand for security screening and the growing backlog to process both updates as well to complete new requests. This is despite an increase in the level of effort since 2012. While no data was available on the turnaround times for screening requests, it was reported consistently across all program areas that the delays in screening time is a significant driver for not being able to fill vacancies on a timely basis. The RCMP's time to staff public service employees is on average three times longer compared to other government departments (RCMP averages 150 to 200 days compared to 50 to 75 days for other government departments, including similar operational departments).

Design and Implement Workplace, Safety Health and Well-being Programs

Resource levels have remained relatively constant well indicators of demand such as changes to programs and inquiries have increased as has the number of safety and health incidents, members on sick leave and long term disability claims. In comparing to the five eyes community and trends in policing, this is an area that is seeing increased attention and effort.

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[4] Troops consist of 32 cadets and the current training program is 24 weeks long

![KPMG]

Impact

The challenges observed impact the RCMP's ability to recruit and train sufficient members and employees to meet operational and corporate requirements.

Potential Opportunities

HR has developed and continues to implement changes to improve the efficiency and effectiveness across HR programs. Notwithstanding this, improved workforce planning, policy changes to security clearances, adjustments to the RCMP force generation model, and review of workforce mix all present opportunities for further efficiencies to be gained.

6.4.2 Individual and Collective Training

Capabilities that map to individual and collective training fall within every line of business and most of the sub-programs in the RCMP. This represents the level of effort that members / staff devote to on the job training, education, recertification and that is conducted either individually or in a group setting. The level of effort across the RCMP attributed to this capability was 1,240 FTEs in 2015 and represents approximately 4% of the overall RCMP utilization.

Capacity challenges were only identified by Federal Policing Protective Services.

Program	Capability	Start of Fiscal Year				Difference 2015-2012	% Change from 2012
		2012	2013	2014	2015		
FPS Protective Services	Provide highly trained and qualified members	68	70	74	81	13.8	20%
Individual and Collective Training Total		68	70	74	81	13.8	20%

There has been a sharp increase in the demand for protective services. This is evidenced by an 18% increase in the level of effort attributed to providing protective services to meet an increasing demand for the services. The rapid increase in demand on protective services has outstripped the ability to both provide and enable members with the specialized intelligence and operational training requirements to deliver the service.

Potential Opportunities

As was noted under Enterprise HR Management the annual percentage of members that are recertified to meet mandatory training requirements has consistently been around 50%. Notwithstanding this, there was no evidence that the level of effort attributed to training is not sufficient. Reviewing the overall requirements for training and the periodicity with which it is delivered could potentially reveal opportunities for efficiency and/or reallocation of effort to higher-priority activities.
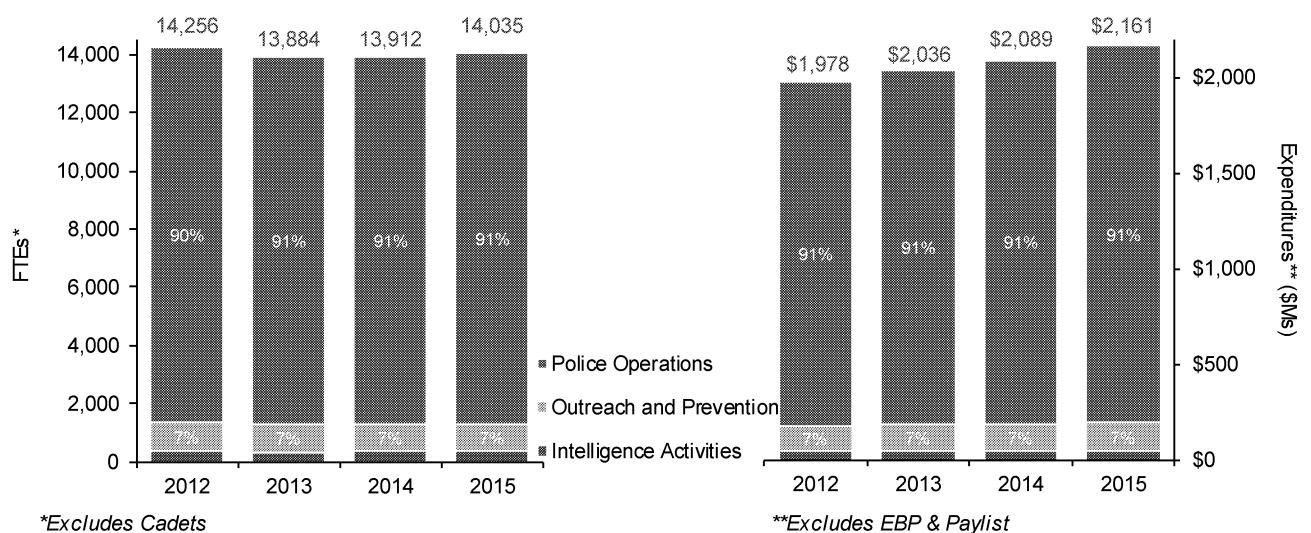
6.5 Operational Policing Functions

Operational policing functions represent the effort expended to deliver the RCMP's "front-line" operational output. These include the investigative, enforcement, intelligence, international, outreach, prevention and protective areas of the RCMP business. The sub-functions within Police Operations are:

- *Police Operations* represents the majority of the effort of the RCMP and is spread across a broad range of activities at both the federal and contract level. These activities include the capability to support, manage, and coordinate emergency management and incident response, conduct police operations, conduct enforcement activities, conduct investigations, provide specialized tactical support to high risk situation, conduct and support international operations, and conduct protective services.

- *Outreach and Prevention* represents effort to develop and provide community based programs for crime prevention, to develop culturally competent policing services, to conduct outreach activities targeting crime prevention and to conduct community based counter radicalization programs.

- *Intelligence Activities* represents the RCMP's broad spectrum of intelligence activities. It includes identifying and responding to intelligence priorities, planning intelligence products, collecting and analyzing information, disseminating intelligence, conducting undercover operations, developing and managing human sources, maintaining national intelligence networks and systems and the development and distribution of environmental analyses and threat assessments to the benefit of the RCMP and wider policing community.

The respective FTE effort and expenditures is depicted below.

Figure 6.7 – **Operational Policing Functions – FTEs and Expenditures (2012-2015)**

*Excludes Cadets
**Excludes EBP & Paylist

6.5.1   Police Operations

Capabilities mapped to the conduct of police operations all fall within Contract Policing and Federal Policing. The level of effort attributed to this sub-function was 12,724 FTEs in 2015. The portion attributed to Contract Policing was 10,311 FTEs while the Federal portion was 2,413 FTEs.

![KPMG logo]

Capacity Challenges identified all fall under Federal Policing, and more specifically project-based investigations, specialized tactical support, international operations and protective services.

Program	Capability	Start of Fiscal Year				Difference 2015-2012	% Change from 2012
		2012	2013	2014	2015		
FPS Project Based Investigations	Conduct investigations	861	815	937	932	71.0	8%
FPS Federal Operational Support	Provide specialized tactical support to high risk situation	39	44	47	47	7.8	20%
FPS International	Conduct and Support International Operations	239	233	214	203	-36.0	-15%
FPS Protective Services	Conduct protective services	582	578	660	686	104.0	18%
Police Operations Total		1,721	1,670	1,859	1,867	146.8	9%

The increasingly complex nature of criminality as well as the proliferation of high-risk national security threats has caused a dramatic rise in the proportion of effort expended on project-based national security investigations. Similarly outreach activities targeting other crimes have reduced significantly, while effort associated with conducting community based counter radicalization has increased from 15 FTEs in 2012 to approximately 32 FTEs in 2015.

Associated with changing nature of criminality, there has been a sharp increase in demand for protective services. Since 2012 the level of effort attributed to protective efforts has increased to meet the growing demand for site, personnel and air carrier protection. Likewise, despite an increasing requirement to engage with international partners the level of effort to international operations has actually seen a reduction.

Addressing the changing nature of criminality has seen a reduction in investigative capacity focused on other areas including financial crime and organized and serious crime. Although the level of effort attributed to project based investigations has increased as noted above, there was a similar decrease in the level of effort attributed to general investigations. At the same time the number of open project based investigations continues to increase despite the additional level of effort. The graphs below illustrate the increase in open investigations and the changing focus of investigations being opened.

Open Investigations
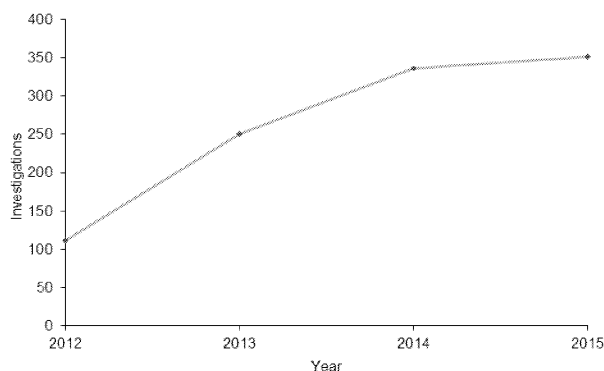
Project Based Investigations by Type

■ Financial
■ Serious and Organized
■ National Security
■ Other
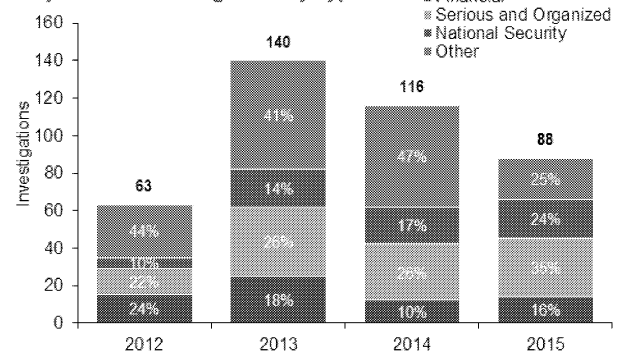
Not having access to needed skills and experience is contributing to the challenges noted. Based on forecast attrition, predicted federal growth and other vacancy patterns, the projected demand for new members in the Federal Program has more than doubled since 2013. At the same time it was observed in the Chief Human Resources Officer (CHRO) Troop Gating Impact Assessment that in 2015/16 Federal Policing was projecting a surplus of Regular Members. As previously discussed, the current force generation model focuses on recruiting into Depot. In contrast to Contract Policing, Federal Policing requires senior uniformed members that have upwards 10 years of experience, combined with specialized training and/or skills.

Impact

Notwithstanding specific pressures, the overall impact of the capacity challenges has largely been a shift of the level of effort from serious and organized crime and financial crimes to focus on high-risk national security threats and protective services. Notwithstanding this, Canadian crime rates have been declining since 2012 while the RCMP contract presence has continued to grow across Canada.

Potential Opportunities

The lack of an enterprise performance management framework does not allow the RCMP to adequately track and monitor the activities conducted by Divisions that relate to the federal mandate. As was found through this review, information related to distinguishing divisional investigative and enforcement activities by mandate, supporting court process and disclosure, and intelligence activities (amongst others) was either not available or not available without significant manual effort. As such the existence of multiple systems of record combined with a lack of modern information management tools and practices limit the needed business intelligence to support Federal Policing to plan and understand the impact of changing priorities.

Divisions run as an integrated organization under the direction of the Divisional Commanding Officer. The interoperability and the sharing of intelligence between federal, provincial and municipal policing provides a mutual benefit to all parties. However, consistent with the observation above, there is limited business intelligence available to segregate federal investigative and other activities and contract partner responsibilities. Although there is specific requirements to provide reporting on national/horizontal initiatives, the reporting of contract and federal members activities related to their intended effort was not available for this review.

6.5.2   Outreach and Prevention

Capabilities mapped to the outreach and prevention function fall within CAP HQ, Contract Policing and Federal Policing. The level of effort attributed to this sub-function was 950 FTEs in 2015. The distribution of these resources across the business lines was 11 FTEs in CAP HQ, 892 FTEs in Contract Policing and 46 FTEs in Federal Policing.

Of the total, the only capability identified within this function as being under pressure was Federal Policing outreach and prevention activities targeting crimes other than those related to national security.

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Program	Capability	Start of Fiscal Year				Difference 2015-2012	% Change from 2012
		2012	2013	2014	2015		
FPS Prevention	Conduct outreach activities targeting prevention of other crimes	64	58	28	14	-49.2	-77%
Outreach and Prevention Total		64	58	28	14	-49.2	-77%

The increasing prevalence of national security threats, the foreign fighter trend and the growing threat of radicalized individuals in Canada has driven demand for outreach and prevention activities targeting these threats. Pressure on outreach activities focused on other areas of crime is consistent with the expectation that counter-radicalization focused programs would take resources away from other prevention activities.

Impact

The impact of pressure on outreach and prevention is a reduced ability to mobilize Canadian communities to work with the RCMP in countering and reducing pathways to criminal activity and radicalization.

6.5.3 Intelligence Activities

Capabilities that map to intelligence activities fall within Federal Policing and the Specialized Policing Services. The level of effort applied to this sub-function was 360 FTEs in 2015. Of these FTEs, 343 FTEs are in Federal Policing and the remaining 17 FTEs are in National Policing Services in SPS.

No capacity challenges were identified in the intelligence activities sub-function.

Intelligence – Future Capacity Challenge

Despite the fact that there is currently no apparent capacity challenges in these functions, they are a critical enabler to the RCMP. The trends identified in the international policing environmental scan point to the criticality of intelligence sharing, intelligence-led criminal investigations and the vital force multiplier that these services provide to policing services. The increased investment in intelligence activities made across the Five Eyes community has not been reflected in the RCMP's investments in their own intelligence apparatus. Despite the lack of evidence to suggest that intelligence activities in the RCMP are experiencing capacity challenges, jurisdictional indicators point to this as an under-funded element of the RCMP.

6.6 Operational Support

The operational support function represents those activities that directly enable and support efficient and effective police operations. This function includes a broad array of activities including maintaining and managing professional relationships, the maintenance and improvement of the information management systems that support operations, the provision of equipment, fleets, and facilities, and the scientific, technical, legal and other specialized forms of advice and support to the RCMP's operations. The sub-functions within operational support are:
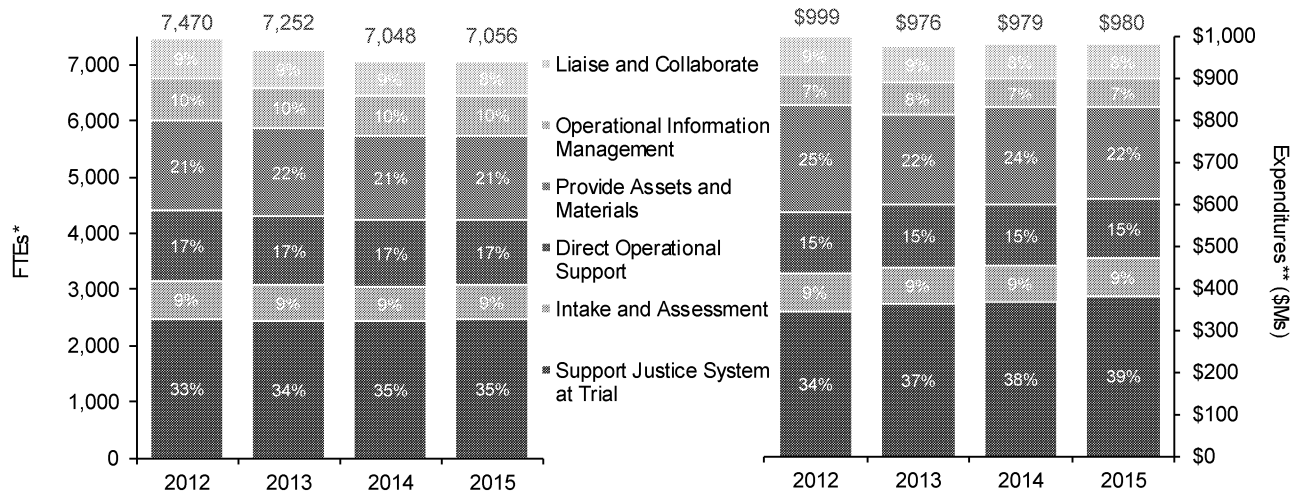
- **Liaise and Collaborate:** The liaise and collaborate function represents the capability required to maintain and grow professional and institutional connections as well as the effort expended in the liaison function required across the enterprise and with external partners.

- **_Operational Information Management:_** The operational information management function is responsible for developing and maintaining the RCMP's operational and corporate records management systems including case management systems, criminal records, firearms records, biometric information, property, DNA, sex offenders, and violent crime.

- **_Provide Assets and Materials_** includes a broad range of asset and material management functions that supply the RCMP with the assets, goods, services, equipment and facilities required for effectively performing their operational functions. This includes IM/IT services; the operation and lifecycle management of real property, facilities and fleets; the through-life management of all RCMP material and equipment; and the full supply chain management from contracting and procurement through to distribution and disposal.

- **_Direct Operational Support_** includes the provision of air services, specialized technical, scientific, tactical and legal advice and support to investigations, scientific and forensic services and direct operational communications support.

- **_Intake and Assessment_** represents the ability to receive requests for action, prioritize those efforts, assign tasks and track their completion.

- **_Support Justice System_** involves the effort expended to manage the disclosure of evidence in support of court proceedings as well as the administrative support to this process. It also includes the provision of expert testimony and the appearance as witnesses in support of court proceedings required as part of the duties of the members of the RCMP. Additionally, this function involves witness protection activities.

The respective FTE effort and expenditures is depicted below.

Figure 6.8 – Operational Support – FTEs and Expenditures (2012-2015)

*Excludes Cadets
**Excludes EBP & Paylist
Percentages shown have been rounded to the nearest 1%, as such the totals by year may not sum to 100%.

6.6.1   Liaise and Collaborate

Capabilities that map to the liaise and collaborate sub-function primarily fall within the Federal Policing and Specialized Policing Services with a small representation in the Internal Services and Contract and Aboriginal Policing Headquarters. The level of effort attributed to this sub-function was 593 FTEs in 2015. The distribution of these FTEs by business line was 6 in CAP HQ, 3 in the Internal Services in asset portfolio and procurement, 171 in SPS and 413 in Federal Policing.

No capacity challenges were identified in this sub-function.

Underlying trends driving the demand and resourcing to this capability include the increasingly transnational and complex nature of criminality, the increased expectation of collaboration across jurisdiction as well as an increased demand for openness and communication generated by legislative and policy changes at the governmental level. The allocation of effort expended on this sub-function was in keeping with expectations developed through the jurisdictional review. Comparator forces have reported a similar focus on the essential nature of establishing strong cross-jurisdictional and transnational relationships in order to keep pace with the modern, rapidly evolving policing environment.

6.6.2   Operational Information Management

Capabilities that map to the operational information management sub-function fall within CAP HQ, Federal Policing, and Specialized Policing Services. The level of effort attributed to this sub-function was 712 FTEs in 2015. The representation of these FTEs across the business lines was 15 FTEs in CAP HQ, 80 FTEs in Federal Policing, and 617 FTEs in Specialized Policing Services.

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Of the total, only capacity challenge identified in the operational information management sub-function was the provision of operational data bases within the National Policing Service in SPS.

Program	Capability	Start of Fiscal Year				Difference 2015-2012	% Change from 2012
		2012	2013	2014	2015		
National Police Services (NPS)	Maintain and provide access to data on: criminal records, biometric information, property, DNA, sex offenders, and violent crime	339	301	284	291	-48.1	-14%
Operational Information Management Total		339	301	284	291	-48.1	-14%

The effort expended to maintain and provide access to data on criminal records, biometric information, property, DNA, sex offenders and violent crime has seen a steady decline in resourcing over the period of the review. This reduction of 48 FTEs or 14% of the total effort expended has not matched a similar reduction in demand. The size of, and access requests for, data base information have seen growth in almost all areas.

Legislative changes to the National Sex Offenders Registry have likewise driven demand up due to an improvement in the quality of data available. Upcoming technology improvements to the ViCLAS database are anticipated to further increase demand on this capability into the future.

Additional demand is being placed across the operational information management function due to a significant reliance on manual processes, duplication of information management systems and the proliferation of bespoke or ad hoc IM solutions across the RCMP.

Impact

This capacity challenge reduces the effectiveness of the RCMP's provision of timely, relevant and actionable information to RCMP investigators, other law enforcement agencies and other government departments.

Potential Opportunities

The overall lack of business intelligence and a modern and integrated information management capability drives a requirement to dedicate additional effort to IM within this function and across the organization.

6.6.3   Provide Assets and Materials

Capabilities that map to the provision of assets and materials fall within the Internal Services and Specialized Policing Services. The level of effort attributed to this sub-function was 1,501 FTEs. Of these, 1,070 FTEs were within Specialized Policing Services and the remaining 431 FTEs were in the Internal Services within asset portfolio and procurement.

Of the total, capacity challenges have been identified in the provision of protective technologies and systems; in the acquisition and disposal process; and in the ability to manage major projects, both capital and IT/IM.

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Program	Capability	Start of Fiscal Year				Difference	% Change
		2012	2013	2014	2015	2015-2012	from 2012
Asset portfolio and procurement	Manage major projects	43	40	36	39	-3.2	-7%
Asset portfolio and procurement	Conduct acquisition and disposal	30	29	28	27	-2.5	-8%
CIO	Prioritize IT investments and manage major projects	62	63	58	57	-4.9	-8%
CIO	Develop and manage IM/IT services	805	812	754	746	-58.7	-7%
Techops Technical Services and Operational Support	Provide protective technologies and systems	103	103	101	98	-4.8	-5%
Provide Assets and Materials Total		1,042	1,047	976	968	-74.0	-7%

Across all five capabilities resources have diminished while demand has increased.

Major Projects and Acquisition and Disposal

The RCMP's real property portfolio consists of over 4100 buildings representing 1.5 million square meters of space, on over 2700 sites.

RP Inventory in:	Count & Percentage		Area (m2) & Percentage	
Contract Divisions	3,598	87%	1,093,168	70%
Non Contract Divisions	531	13%	458,684	30%
Grand Total	4,129	100%	1,552,152	100%

Ownership Type	Area (m2) & Percentage		Major Use	Area (m2) & Percentage	
RCMP Owned	823,977	53%	Office Space	513,087	33%
RCMP Leased	728175	47%	Special Pupose / Other	1039065	67%
Grand Total		1552152	Grand Total		1552152

Aging infrastructure, both physical and systems has increased the demand on the management and delivery of major projects. Lease management represents an area of pressure on the acquisition and disposal aspects of this function as well. The number of leases past due is climbing and the number about to expire that will require management is also increasing.

Provision of Information Technology, Information Management and Protective Technologies

In 2013 an Information Management Renewal Program was established to begin to address the current state gap of inefficient and non-compliant information management policies and practices, and inadequately supported by out-of-date technologies. The CIO 2016-19 IT Plan further recognizes the criticality of providing access to the right information at the right time, and the responsibility to offer the right systems and tools. A number of initiatives are identified that will progress the information management, document management and business intelligence requirements of the enterprise.

Resource limitations and the fractured approach to managing the CIO agenda has limited progress in addressing the gaps identified in 2013.

Further the technological advances and changing in-the-field requirements places increasing demands on the RCMP's ability to adapt to and provide modern technologies and systems. This was specifically seen as a particular pressure within the area of protective technologies.

Impact

The result of these capacity challenges is a reduced ability to provide assets, goods and services to the RCMP for the conduct of operations and to support the technology and business intelligence to meet operational and management needs.

Potential Opportunities

Similar to other areas across the RCMP, a lack of standard processes, significant duplication of effort, multiple systems of record, a lack of modern information management tools and practices as well as a failure to adequately invest in modern, automatic business and business intelligence tools which drive manual process requirements drives additional pressure within this function.

Additionally, within the provision of assets and materials, the optimization of service delivery is an area where significant efficiencies could be gained. This has been a trend across the federal government and is in line with leading practice across industry.

Finally, given the size, scope and diversity of the assets, real property and equipment maintained by the RCMP, rationalizing these portfolios in order to ensure they are optimized is an area where significant opportunity for efficiency and reallocation of effort could be found.

6.6.4 Direct Operational Support

Capabilities that map to direct operational support fall within Federal Policing and Specialized Policing Services. The level of effort attributed to this sub-function was 1,169 FTEs. Of these, 101 FTEs were in Federal Policing and the remaining 1,068 FTEs were in Specialized Policing Services.

Of the capabilities which comprise direct operational support, capacity challenges identified all fall under Specialized Policing Services: the provision of forensic identification and the analysis of evidence; the ability to provide advice and support on firearms, missing persons and violent interpersonal crime; and the ability to provide highly specialized and technical services to police operations.

Program	Capability	Start of Fiscal Year				Difference 2015-2012	% Change from 2012
		2012	2013	2014	2015		
National Police Services (NPS)	Provide forensic identification and analysis of evidence	273	243	229	235	-38.8	-14%
National Police Services (NPS)	Advise and support investigations	78	76	74	74	-3.9	-5%
Techops Technical Services and Operational Support	Provide technical and specialized service to police operations	809	806	787	759	-49.3	-6%
Direct Operational Support Total		1,160	1,125	1,090	1,068	-92.0	-8%

These areas represent 91% of those resources allocated to direct operational support.

Direct operational support has seen a dramatic increase in demand across highly specialized technical areas such as DNA analysis, encryption counter-measures, communications intercept and digital evidence analysis, amongst others. At the same time, the level of effort attributed to this sub-function has dropped by 8%. Despite the proliferation of demand in highly specialized areas, more traditional areas of support such as toxicology, firearms analysis and protective technologies have not reduced sufficiently to allow the re-prioritization of effort between activities. Given the growing

focus on technological solutions, the sustained focus on more traditional efforts did not reflect expectations for this area.

Particular notable areas that have seen dramatic increases in demand include requests for forensic support, particularly biology requests related to DNA. Increased reporting of potential incidents related to the online exploitation of children due to changes in the regulatory requirements of ISPs has likewise driven additional demand.

The proliferation of technology, in particular, the expanding volume of electronic data and prevalence/complexity of encryption is adding additional demand. Regulatory challenges, including the fact that Internet Service Providers are not required to support intercept capabilities, further places a demand on direct operational support capabilities.

Impact

The result of capacity challenges in these areas is an inability to meet the demand from police operations for specialized tools, tactics and expertise which places pressure on the operational policing functions within the RCMP.

6.6.5   Intake and Assessment

Capabilities that map to the intake and assessment function fall within Federal Policing and Specialized Policing Services. The level of effort applied to this sub-function was 613 FTEs. Of these, 444 FTEs were in Federal Policing and the remaining 169 FTEs were in Specialized Policing Services.

No capacity challenges were identified in this sub-function.

Potential Opportunities

This is an area where there exists opportunities to improve and render this function more effective, potentially allowing for the reallocation of effort to other higher priority functions. This would require adequately investing in modern, integrated, information management, business intelligence and analytical tools.

6.6.6   Support Justice System at Trial

Capabilities that map to this function fall within Contract Policing and Federal Policing. The level of effort attributed to this sub-function was 2,469 FTEs. Of these, 2,152 FTEs were in Contract Policing and the remaining 317 FTEs were in Federal Policing.

Of the total, the only capacity challenge that was identified was the conduct of witness protection activities.

Program	Capability	Start of Fiscal Year				Difference 2015-2012	% Change from 2012
		2012	2013	2014	2015		
FPS Federal Operational Support	Conduct witness protection operations	48	57	62	63	15.4	32%
Support Justice System at Trial Total		48	57	62	63	15.4	32%

Demand on the conduct of witness protection operations has seen a steady increase over the period of the review and despite having increased effort in this area, this resource increase is not meeting the demand.

Factors placing pressure on this function include legislative changes and increased demand. The Safer Witness Act (Royal Assent in 2013) gives the RCMP additional responsibility with respect to witness protection and significantly increases the pressure on this capability due to the increased scope of the program. This pressure is only anticipated to grow going forward. In terms of overall demand, the total number of witnesses in the program has remained constant. Despite this, additional effort is required to meet alternate protection requirements of the growing number of witnesses refusing entry into the program.

Future Capacity Challenge – Support Justice System at Trial

Additional to witness protection, the remainder of the function of supporting the justice system at trial is an area of concern. Recent reports of the Senate Committee on delays to court proceedings have indicated that the demands of disclosure and providing testimony at trial have dramatically increased both the investigative but also disclosure burden of police forces in Canada. Additionally, the implications of the recent Supreme Court ruling, R v. Jordan, stand to place additional pressure on this function in the near future as timelines from laying charges to court proceedings have been dramatically restricted.

The magnitude of the effort expended on supporting the justice system at trial across the RCMP represents a significant portion of time that front line police officers spend away from the execution of their operational tasks. When considered against the Operational Policing Function, this sub-function reflects nearly 18% of the time expended on Operational Policing. By finding efficiencies in the application of this function, the time that the RCMP spends performing its core, operational functions could be increased.

Potential Opportunities

Despite the looming pressure on this function, significant opportunities exist to render this capability more efficient and effective. The practice of written disclosure and physical attendance at trial have been widely documented across the security and justice landscape as generating an inefficient and unnecessarily laborious process. Additionally, the failure to invest in modern information management techniques and tools that would facilitate better evidence management and disclosure have hampered, and will continue to hamper the RCMP's ability to perform this function.

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7 Opportunities for Greater Efficiency and Sustainability

SOW Requirement: Opportunities for greater efficiencies, through a reprioritization of resources, adjustments to program design, or the elimination of activities peripheral to the RCMP's mandate

SOW Requirement: Identify options and associated costing to improve program efficiency and sustainability

The analysis of program-level pressures and horizontal capacity challenges by its nature identified opportunities summarized below that could alleviate resource challenges and improve the associated costing and program efficiency. The implementation of these opportunities will require an upfront investment and the commitment from across the organization.

The opportunities presented here require further analysis in order to fully quantify the benefits of implementation and to establish a prioritized action plan.

Implementing changes in the areas outlined below in many cases requires an enterprise approach that involves internal and external stakeholders.

Opportunities identified are:

- **Enterprise Performance Management**

  Establish an Enterprise Performance Management (EPM) capability. Applying a value management approach to the RCMP's Departmental Results Framework (DRF) would provide the initial foundation needed for effective enterprise performance management

- **Enterprise Information Management**

  Implement enterprise-level information management practices, enabled by modern business intelligence tools, to support strategic and operational decision-making

- **Business Process Re-Engineering**

  Adopt an enterprise approach to managing its core business processes

- **Strategic Workforce Planning**

  Enhance the Human Resources Sector Integrated Business Strategy to address the challenges identified in this review

- **Optimized Service Delivery**

  Establish a challenge function that continually assesses the service requirements and delivery approach for enterprise-level services.

A summary of the opportunities and how they relate to the capacity challenges is presented in the following table. The opportunity themes are explored in greater detail following the table

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7.1 Enterprise Performance Management (EPM)

The RCMP's current performance management capability can be characterized primarily as a reporting capability that is manually intensive and not enabled by the appropriate information management and business intelligence capabilities.

As demonstrated throughout this review, the RCMP was challenged to produce performance and demand information in a consistent and coherent format. Significant time and manual effort was expended to acquire and compile information related to the majority of the capabilities represented in the Value Models.

Of note was information related to distinguishing divisional investigative and enforcement activities by mandate, supporting court process and disclosure, and intelligence activities (amongst others) was either not available or not available without significant manual effort. The existence of multiple systems of record combined with a lack of modern information management tools and practices limit the needed business intelligence to support Federal Policing to plan and understand the impact of changing priorities.

These observations point to the lack of an enterprise approach to align and manage business processes to desired organizational outcomes. Organizations that experience similar challenges in planning and optimizing enterprise performance demonstrate the following characteristics:

- Strategy disconnected from planning processes, which are disconnected from reporting results
- Unclear communication and articulation of the business strategy as it relates to daily operations and functions
- Information lags and inaccuracies hinder the ability to make decisions and take corrective actions
- Lack of visibility to assess the impact of resource allocations, reprioritization of efforts, other business decisions
- Weak enforcement and accountability with operations and at the individual level.

Recommendation

Establish an Enterprise Performance Management (EPM) capability. Applying a value management approach to the RCMP's Departmental Results Framework (DRF) would provide the initial foundation needed for effective enterprise performance management.

EPM reflects an organizations competency to dynamically manage the execution of their business strategy through:

- Improved strategic and operational decision making capabilities
- Dynamic measurement and management of performance
- Alignment of behaviors and activities of stakeholders with strategic objectives of the organization
- Advanced analytical and modeling capabilities.

The value management approach undertaken by this review provides a foundation for the development of an enterprise approach to performance management. By linking activities across

programs to results greater visibility to the impact of resourcing challenges, opportunities for change and changing priorities is possible.

The establishment of an EPM capability would directly address the observed challenges identified and would enable the RCMP to deliver the right insight at the right time to the right people. Ultimately, enterprise performance management is the foundation upon which all other opportunities for greater efficiency can be built.

An investment is required to establish a comprehensive EPM capability enabled by an enterprise approach to information management. This, however, can be developed through a staged approach, beginning with the DRF. The investment could quickly provide a return in both effectiveness and efficiency of the overall RCMP enterprise.

7.2   Enterprise Information Management

The RCMP lacks the capabilities required to deliver enterprise information management. The absence of strong governance over data and information management enabled by an enterprise data warehouse and modern reporting tools restricts modern business intelligence and advance analytics. Further, multiple source systems of record and a fractured approach to the oversight and management of enabling technologies, information and document management add to the challenge.

Specific observations include:

- Information Management (IM) responsibilities are split across multiple programs, the Chief Financial and Administration Officer (CFAO) having responsibility within Corporate Management and Comptrollership (CM&C) for Corporate Management Systems and Deputy Commissioner of Specialized Policing Services having responsibility for the CIO while various databases and records management systems are managed from elsewhere within the RCMP
- The RCMP is challenged when attempting to produce information and data in a timely, relevant and useable fashion. The existence of multiple systems of records in the absence of strong data governance, lack of common business processes and an enterprise data warehousing capability makes it impossible to provide consistent and trusted information in a timely and practical basis
- Underdeveloped enterprise information management functions, including enterprise-wide IM strategy, planning, governance, policies and performance measurement to ensure appropriate stewardship is executed over information assets and information architecture
- Current services do not enable business customers to effectively self-serve information, particularly when needing to draw from multiple systems of record. Organizations within the RCMP have developed or are developing their own capabilities, often duplicating resources and not ensuring consistent use of data and information
- The RCMP must continually balance trade-offs between information management and information technology for operational (policing) and enterprise (corporate) requirements on an ongoing basis. This tension is present across the RCMP.

Recommendation

Implement enterprise-level information management practices, enabled by modern business intelligence tools, to support strategic and operational decision-making.

An enterprise approach to information management is a critical enabler of the much needed business intelligence and the foundation for enterprise performance management.

Key enablers to the adoption of an enterprise IM approach are detailed below.

Implement a fully integrated CIO model: In order to overcome the decentralized structures and functional authority challenges presented by current IM model, it is recommended that the RCMP implement a fully integrated CIO model within which consolidated functional authority is held at the Deputy Commissioner or ADM level and is exercised across the organization.

Enable the 2016-2019 IM/IT Plan with modernized Information Management and Business Intelligence: The 2016-2019 IM/IT plan lays out a clear roadmap for IM/IT transformation. In order to capitalize on the positive momentum begun with this plan, the initiatives contained within it need to be approached as a single strategic undertaking enabled through adequate investment and the commitment of leadership.

Enterprise approach to Data Governance and Data Warehousing: Fundamental to modernizing the RCMP's IM practices is an investment in establishing an enterprise approach to data governance and data warehousing. This capability should be developed over time, building the functions and capabilities out while addressing immediate business challenges, including enabling the DRF.

The benefits of establishing a modern enterprise information management capability enabled by the appropriate business intelligence tools will be realized across the organization including importantly frontline operations. By providing the right information at the right time to the right people it will contribute to increased officer focus on policing, and decreaseed administrative burden.

7.3   Business Process Re-Engineering

This review observed a lack of a single point of accountability for core business processes evidenced by duplicative work, inefficient workflows, inconsistent standards, and the proliferation of incompatible systems. The effort expended across the RCMP on executing processes which are manual or which lack standardization contributes to capacity challenges.

Specific challenges noted within the RCMP related to business process were:

- The repetition of similar activities, combined with divisional autonomy, suggest an opportunity for streamlining workflow, standardization and rationalization. Most notable of these were policy and planning functions, compliance and control activities, intake and assessment functions, and reporting activities.
- There is a prevalence of manual processes. These ranged from the use of email to track and manage services, the use of multiple databases to track identical, unlinked information, a need to manual "count" or conduct manual file reviews to determine volume and scale of activities.
- A lack of documented and standardized business processes to support performance management. This was noted almost universally across the RCMP. With a few notable exceptions, including the CIO group, Corporate Management Systems and elements of SPPD, business process mapping has only begun to be utilized and is inconsistently applied.

Recommendation

Adopt an enterprise approach to managing core enterprise business processes.

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The RCMP should review its core enterprise business processes to ensure that they are optimized to deliver in a matrix organization. It means establishing enterprise governance and performance indicators to manage and oversee core business processes. Business processes should be designed in context of the enterprise architecture to enable process performance monitoring and sustainability.

By taking an enterprise approach that is architected allows cross-cutting business processes to be aligned, deliberately designed, integrated, and enabled by modernized information management and business intelligence. Key benefits of this effort will be the identification of duplicative effort, the reduction or elimination of organizational silos, a reduction in manual processes and the identification of administrative process that can be automated, thereby reducing the burden on personnel.

7.4 Strategic Workforce Planning

The RCMP's workforce is its single largest cost driver and represents the forces most valuable asset. Diversity, changing demographics, labour market shortages, increased focus on health and wellness and an increasing need for non-traditional policing skills are the hallmark of the human resource (HR) environment within which the RCMP is operating.

The plans and documentation produced by the HR function demonstrate an awareness of the broader issues impacting their environment and ultimately their performance. Despite significant efforts made by the HR function, the organization remains challenged to meet demand for regular member production and in particular the generation of specialized skills related to Federal Policing. The one-dimensional force generation model, where the focus remains increasing the throughput of depot, places additional pressure across the organization.

Recommendation

Enhance the Human Resources Sector Integrated Business Strategy to address the challenges identified in this review.

A total workforce strategy that integrates national, federal and contract policing resource strategies and plans and considers the role of the contractor workforce would provide significant benefit to the RCMP. This is required to ultimately deliver organizational structures that are efficient and support the investment of appropriate resources in highest priority capabilities. Such a strategy should include:

- Integrated HR planning linked to forecast demand and ability to supply (currently plan is one year out, yet it takes two years to produce a new constable)
- Greater use of alternative HR models, e.g. community constables, community program officers, auxiliary police, RCMP reservists
- A tailored recruitment and training model for general policing
- Development of direct uniform and non-uniform hire of certain capabilities (varied RM model)
- Concerted challenge of Category of Employee by function
- Strategic opportunities for alternative/contracted services
- A more flexible personal security clearance policy – consistently cited as the number one impediment to sourcing talent
- Leadership and accountability for HR administration reflective of the mixed workforce

Adopt a more robust Force Generation model: The RCMP's Force Generation model is predicated on the concept of "universality"- one model to produce all uniformed requirements both within the

RCMP and on the part of contract partners. The model lacks the flexibility and agility needed for policing in a modern age and appears to be more costly than comparable models from other comparable jurisdictions.

- The RCMP should consider a tailored recruitment and cadet training program to meet general policing requirements. This could include increased use of regional recruitment and employment; a mix of externally and internally sourced recruit training programs benchmarked against other police recruit training; focused training associated with career stages; and targeted language requirements based on regional employment.
- The RCMP needs quicker and more fluid access to specialized and changing skills through direct recruitment methods at all levels (uniformed and non-uniformed), and more flexible employment tenure scenarios
- An in-service training model tailored to employment or career streams may produce more consistent results and cost less

Continue to review the RCMP's Workforce Mix: Over the years the RCMP has adjusted its mix of Regular Members, Civilian Members and Public Service Employees. The results of these efforts are apparent in many of the corporate functions, yet uniformed positions remain in a number of non-core policing positions. With two current drivers impacting RCMP personnel – the changing labour regime for uniformed members and the conversion of Civilian Members to Public Service Employees, the RCMP should undertake a concerted challenge of Category of Employee by function, within the context of the total workforce complement.

Review Workforce Governance: The RCMP has a single accountable lead for most personnel administrative matters in the form of the Deputy Commissioner Human Resources/Chief Human Resources Officer. The CHRO is assisted in his responsibilities by a uniformed Assistant Commissioner. The lead role for Professional Responsibility is separate from the CHRO mandate, under the Professional Responsibility Officer who reports directly to the Commissioner. Given the composition of the RCMP workforce, and the pre-eminence of the workforce as the RCMP's most strategic asset, there is benefit in the leadership structure of the HR function being fully integrated and reflective of the total workforce. Consideration should be given to reviewing and aligning roles and responsibilities of the CHRO and the Professional Responsibility Officer, and providing more visible commitment to senior leadership of HR administration for the non-uniformed workforce.

Review Personnel Security Screening Process: The RCMP's personnel security screening requirements exceed those of other federal security agencies, e.g. DND, CBSA, and are cited as the number one impediment to sourcing talent from outside the organization. The net effect is internal churn whereby internal organizations all vie for talent from a narrow internal pool restricting access to external hires, and many positions remain vacant.

The RCMP has been actively reviewing its security policy but at the time of this report, real change is not evident. Interviews reflected a common concern that the pending conversion of CMs to PSs, coupled with the restrictive security policy, may lead to a significant deficit of critical skills and experience for the RCMP. The RCMP should give urgent priority to harmonizing its personal security policy with the broader Public Service, restricting the use of its bespoke security clearance process for those key positions where it is deemed critical.

7.5 Optimized Service Delivery

Based on the analysis completed there is an opportunity to revisit the service delivery approaches to evaluate whether outcomes are being achieved and they are making the best use of available resources.

High performing and effective organizations continually challenge the delivery mechanisms and identify opportunities for rationalization of services. Leading public sector organizations begin service delivery planning with a definition of outcomes and an agnostic view to the delivery model. Service requirements, as well as roles and service delivery models, are then designed in order to optimize resource allocation and outcomes.

Recommendation

Establish a challenge function that continually assesses the service requirements and delivery approach for enterprise-level services.

Examples encountered over the course of this review that are candidates for assessment are given below. This is not meant to be an exhaustive list, but to give an idea of the type and breadth of functions that can be reviewed:

- *Forensic science and identification services*: RCMP labs perform forensic analyses of biological samples, firearms evidence, fingerprints, and other evidence. For areas where a backlog of resource pressure exists, the mix of personnel and suppliers delivering these services could be examined.

- *Facilities management*: The RCMP maintains over 4100 buildings representing 1.5 million square meters of space, on over 2700 sites throughout the country. The provision of provincial and municipal policing requires a large real property footprint, notwithstanding this, the potential exists to consolidate facilities, optimize building use, and dispose of surplus property and infrastructure in order to reduce the footprint and associated costs of infrastructure. Post rationalization, a review could be conducted into facilities management, as in some regions this is already being provided by third parties; the merits of the delivery approaches currently in use should be examined and optimized to achieve desired outcomes.

- *Asset and inventory management*: Assets managed include weapons, employee kit, vehicles, and other equipment. As but one example, the RCMP operates over 12,000 land fleet vehicles. Similarly to the facilities opportunities above, there is potential to rationalize the assets and inventory holdings and subsequently review their maintenance and management.

- *Intelligence*: Sharing costs of intelligence where activities overlap with those of other organizations or countries is already being used in some instances. The potential of expanding this type of arrangement to optimize intelligence availability could be examined.

- *Relocation program*: This program was recently insourced – comparable programs such as at the Department of National Defence are often delivered by the private sector. As a non-policing function, the delivery of this program should be closely monitored to ensure ongoing cost effective delivery while achieving objectives.

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- *Facilities screening activities*: At present, only 12% of RCMP facilities have up-to-date security assessments. In light of the backlog in RCMP facilities undergoing risk assessments, the screening value chain should be examined for efficient service delivery.

- *Air services*: The RCMP's fleet of aircraft flew 15,000 hours and 2.4 million nautical mile in 2015, in support of surveillance, prisoner transfer, and other activities. The delivery of air services should be reviewed in order to assess the best delivery mechanism.

Service delivery should be reviewed on an ongoing basis to support an optimized delivery model.

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8 Funding Envelope

8.1 Allocation of Appropriations and Revenues to Activities

SOW Requirement: Analyze and assess all RCMP appropriations and revenues against the activities and priorities they support, including the key cost drivers that comprise those expenditures, and assess appropriations / revenues against authorities provided by the Treasury Board, by Parliament and by statute to determine if existing funding is being allocated and used for intended program priorities.

The following analysis estimates the full cost of the respective RCMP accountabilities and responsibilities. The intent of the analysis is to calculate the full cost of the RCMP federal mandate and the full cost of the contract police services and to compare the full cost to current appropriations and revenue sources. The full costs take into consideration a proportionate share of indirect costs and services that support their respective mandate and activities. It should be noted that the analysis of full cost **does not represent and should not be interpreted as** an estimate of program specific funding deficiencies or surpluses. This is addressed in Section 8.2.

8.1.1 Understanding the Primary Beneficiary of RCMP Activities

As previously observed, the RCMP operates as an integrated organization across its mandates and activities. To complete this analysis it was first necessary to disentangle who the primary customer is of the services being delivered by the lines of business. In other words, are the outputs primarily supporting the federal mandate, the contract partners, or supporting the broader policing community in Canada. For the purposes of this analysis, three beneficiaries are referred to representing the primary outputs noted – Federal, Contract and External. They are briefly described below:

- **Federal**: The role of the RCMP as Canada's national police force. The core mandate of the RCMP as set out in Section 18 of the RCMP Act. This role is primarily performed by the Federal Policing business line, Specialized Policing Services and supported by Internal Services.
- **Contract**: The role of the RCMP as a policing service provider. The provision of contract services are guided Section 20 of the RCMP Act. This role is primarily provided by the Contract and Aboriginal Policing business line and is supported by Internal Services.
- **External**: The role of the RCMP to support the national policing community or other government departments. This role is primarily delivered by National Police Services within Specialized Policing Services business line it is also supported by the Internal Services.

By attributing effort in a structured and deliberate way to the three roles of the RCMP listed above, it was possible to determine the fully loaded cost of each of these roles and in so doing compare those costs to the budgets and revenues allocated to them. By comparing these two views, it was possible to determine the degree to which the authorities provided to the RCMP were being used to support the activities they were intended for.

Prior to comparing the re-attributed effort to the Federal, Contract and External roles, a view of budget versus actual expenditures by business line is provided below. The funding allocations to programs compares reasonably well to the direct expenditures of the programs.

Figure 8.1 – Budget versus Expenditure by Business Line

Difference*:		$328				$331				$134				$125		
	$97	$48	$10	$174	$82	$44	$29	$175	-$18	$59	$12	$81	$22	$30	$9	$64
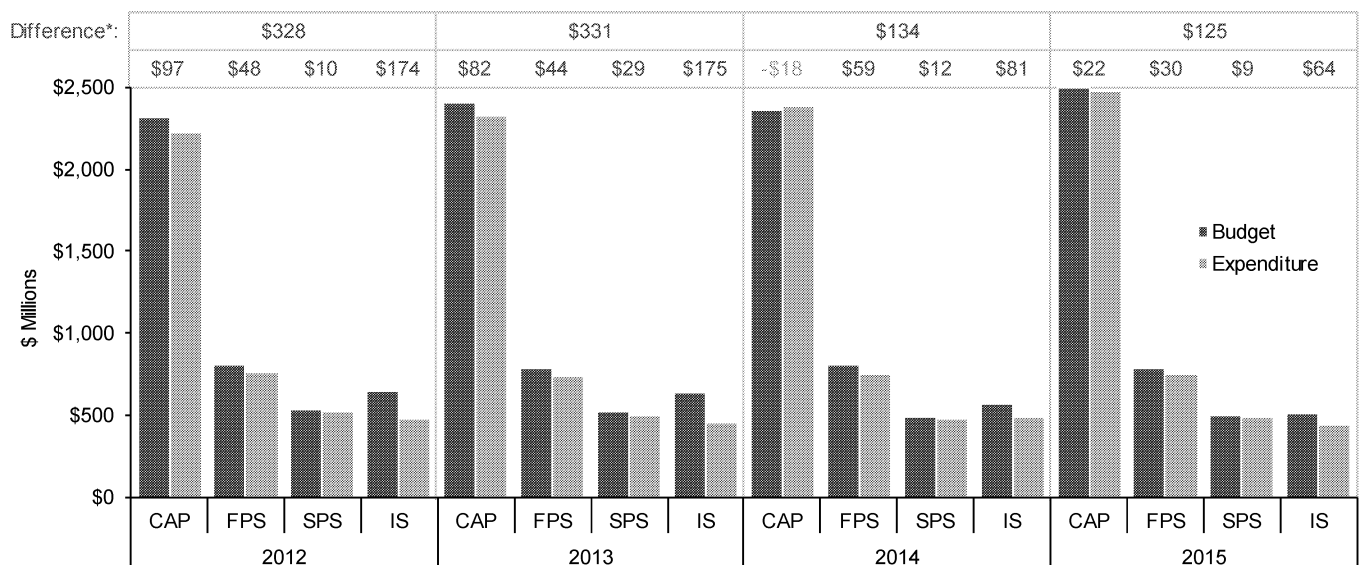
*Calculated as Budget - Expenditure

Assumed the distribution of the Vote 10-G&C Budget by business line would be the same as the distribution of Vote 10-B&C Expenditure.

Excludes EBP, Paylist and the "N/A" of Vote 10.

8.1.2 Allocation of costs to beneficiary

The process of attributing effort to the three roles described above as described in Section 3 was based on the Value Models developed for each line of business. The primary beneficiary of the output identified for every capability follows:

- **Federal Only:** a capability whose output directly supports the Federal role

- **Contract Only:** a capability whose output directly supports the Contract role

- **External:** a capability whose output directly supports the External role

- **Proportional to All RCMP:** a capability whose output supports all three of the roles in proportion to the total effort directly provided to those roles

- **Members Only:** a capability whose output supports all three of the roles in proportion to the effort of regular members directly provided to those roles.

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The actual effort and ultimately the cost of each role (Federal, Contract or External) was then determined by reallocating the effort and corresponding costs to reflect the primary beneficiary of the service.

The proportion of resource effort expended by the RCMP based on the five types of output and on the three roles are depicted below:

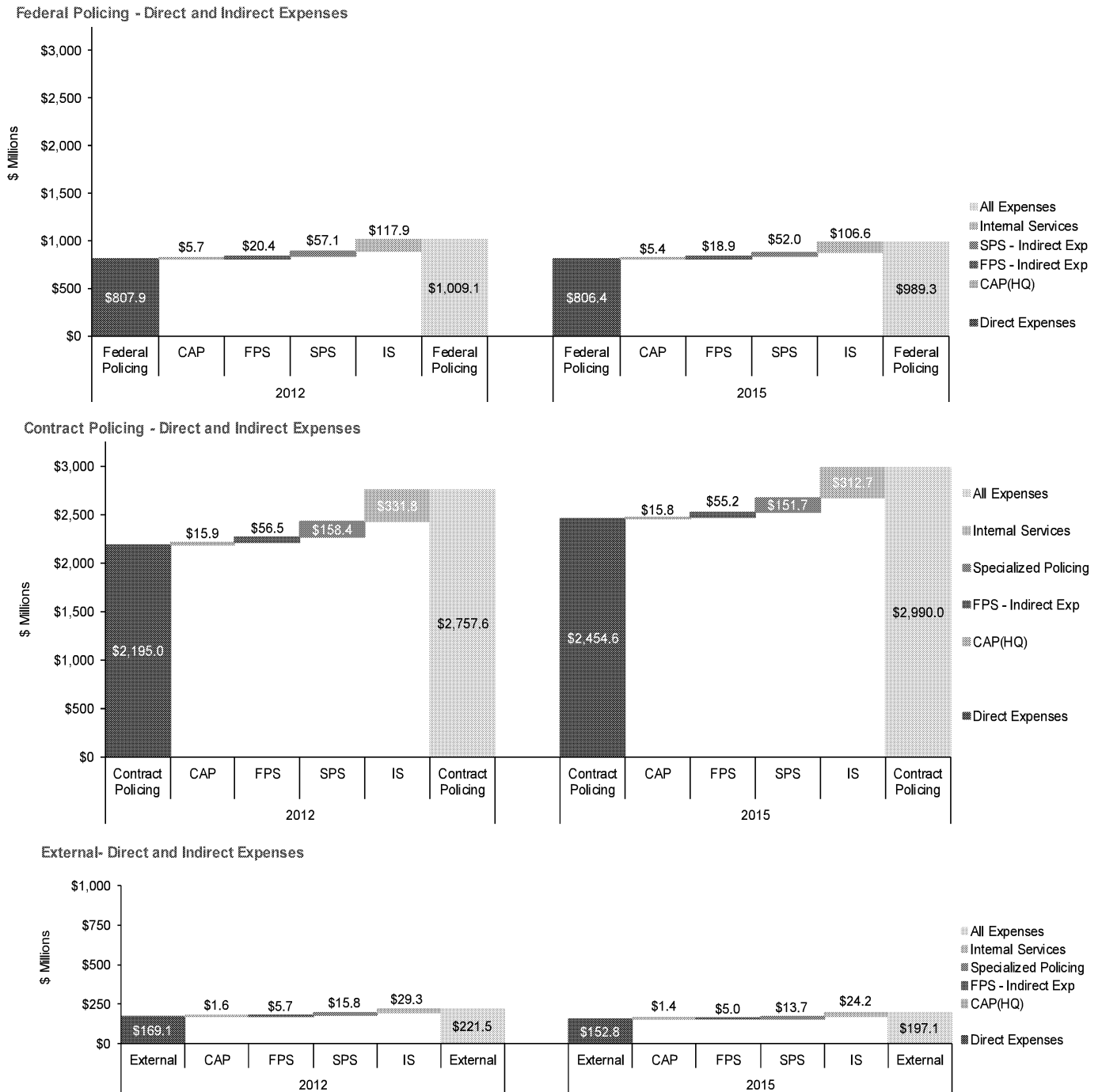Figure 8.2 – Distribution of Effort and Costs by Output Type and by Roles (2015-16)

*Excludes Cadets
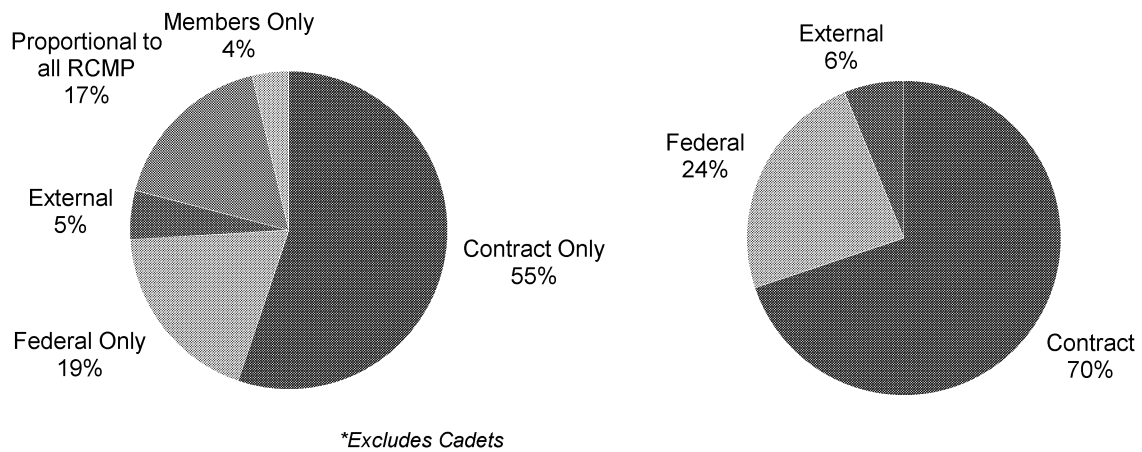
8.1.3   Full Cost by Role

Based on the final attribution of effort to the three roles, the full cost of each program was determined. The diagrams on the next page show the direct cost of each of the three roles as well as the indirect costs incurred by other business lines. By adding all of these costs together, the bar at the far right of each graph (in gold) shows the full cost of the Federal, Contract and External roles for both 2012 and 2015.

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Figure 8.3 – Allocation of Costs to the Three Roles

Federal Policing - Direct and Indirect Expenses

Contract Policing - Direct and Indirect Expenses

External- Direct and Indirect Expenses

Excludes EBP & Paylist

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A summary of the full costs by role for all four years is presented in the following table:

Figure 8.4 – Expenditures by Output Type (after allocation)

Fiscal Year	Total Expenditures (by Customer)			
	Contract	Federal	External	Total
	(Shown in $ millions)			
FY 2012-13	$2,757.6	$1,009.1	$221.5	$3,988.3
FY 2013-14	$2,843.5	$975.8	$216.0	$4,035.4
FY 2014-15	$2,912.6	$992.2	$204.4	$4,109.1
FY 2015-16	$2,990.0	$989.3	$197.1	$4,176.3

*Excludes EBP & Paylist

The full cost of the three roles of the RCMP compared to the actual program budgets and revenue is shown below.

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Figure 8.5 – Budget versus Expenditure by Role
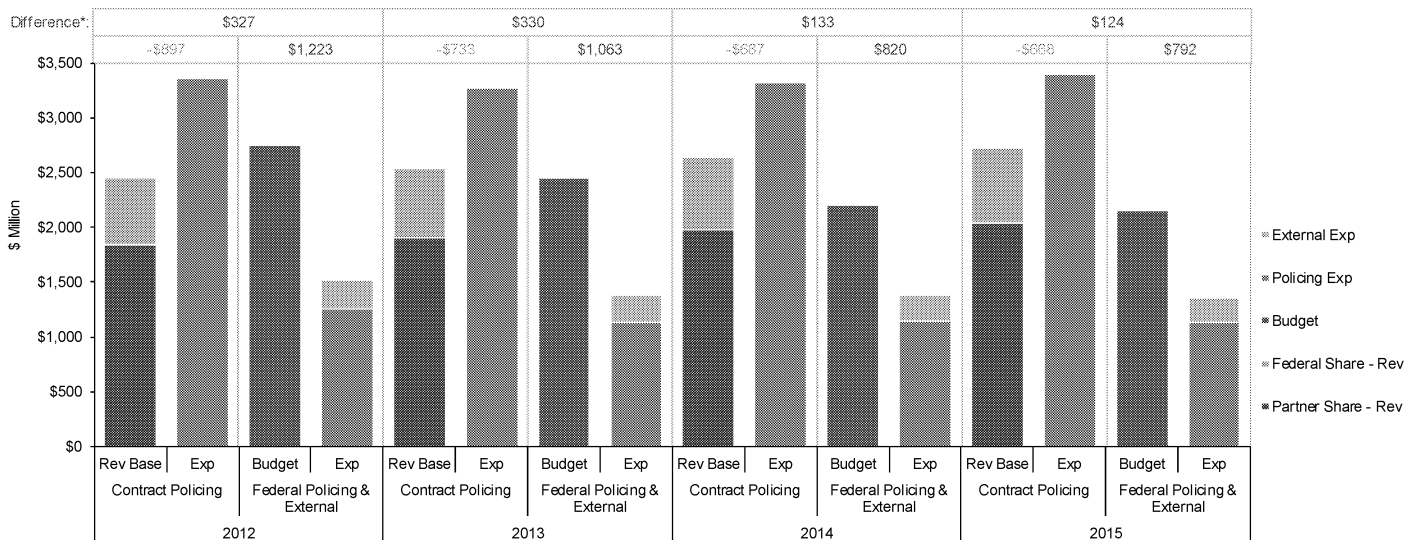
* Difference calculated as Revenue Base/Budget - Expenditures.
  Revenue Base and Expenditures include paylist and EBP.
  Budget includes government funding, other revenue, paylist and EBP. Note: Budget generally would not include paylist and EBP, therefore these have been included based on actual expenditures.

8.1.4   Primary Cost Drivers

As shown in figure 8.5, there is significant variance between the full cost of the three roles and the related program budgets/revenue. The RCMP provides a broad array of services that are funded from cost-recovery or partial cost-recovery models. Examples of these services include:

- Contract Policing through the PSAs

- The Canadian Firearms Program administered by the National Police Services

- Other services provided by the National Police Services such as the Canadian Police College and Forensic identification services

- Some services provided by Technical Services and Operational Support

- The Security Intelligence Background Section in the Departmental Security Branch.

The portion of costs recovered by the RCMP for the above services and others vary. The PSAs in particular reflect a cost sharing formula.[5] Notwithstanding this, the cost sharing formula does not capture the full-cost of services (direct program costs and the proportionate share of all indirect costs) as demonstrated in the previous section thus resulting in the variance shown in figure 8.5.

The primary cost drivers that contribute to the variance between what is currently recovered through the police service agreements and the estimated full cost of those services include:

- Human Resource activities including Cadet Training, Recruiting, and HR Management

- Corporate Services including financial management and material, facility and asset management

- Information Management and Information Technology services

- Intelligence activities

- Personnel security screening and security assessment activities.

Other factors that contribute to the indirect costs include a lack of standardized policies, delivery models and core business processes – this drives duplicative work, inefficient workflows, inconsistent standards, and the proliferation of incompatible systems that compound challenges in this area.

Recommendation

Review services provided under cost-recovery agreements and those that support the broader policing community to ensure costs are being adequately captured and recovered wherever possible.

Implementing section 7 efficiencies will also drive a reduction in the indirect costs borne by the federal mandate.

The following non-discretionary areas were also noted as being funded or subsidized by other RCMP programs.:

- Heritage Activities including "RCMP Brand" protection and management

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[5] The scope of this review excluded an assessment of the value to the RCMP or mutual benefit to contract partners that is derived from the provision of provincial and municipal police services.

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- The RCMP Musical Ride
- Government Priority Programs such as the Murdered and Missing Women's Inquiry

The Musical Ride has, for example been funded through Operational Budget Carry-Forward (OBCF) or through reallocation of in-year operating expenses.

8.2 Sufficiency of Overall Funding Envelope

SOW Requirements: Reveal whether the RCMP's overall funding envelope is sufficient to enable the efficient delivery of the RCMP's mandate and activities, and identify horizontal or program-specific funding deficiencies or surpluses.

Overall Funding Envelope

The RCMP's overall funding envelope is not sufficient to support the delivery of the RCMP's mandate and activities. However, addressing the sufficiency of the funding envelope is not simply a matter of increasing financial authorities and/or implementing changes that increase the percentage of cost recovered from the provision of services to third parties.

Addressing the underlying factors contributing to the capacity challenges is essential to enable both the efficient and sustainable delivery of the RCMP's mandate and activities. In many instances, the resolution of the capacity challenges will require an upfront investment to implement the underlying changes to policy, processes, people, information and technology.

The following summarizes the underlying horizontal and program specific deficiencies and surpluses identified.

Horizontal Deficiencies – Higher Risk

As presented in Section 6 of this report, underlying horizontal and program-specific capacity deficiencies were most strongly evidenced in the following areas:

- Federal Policing Protective Services, Investigations, International Operations and Outreach and Prevention
- Operational Support including the provision of forensic identification, advice and support to investigations; and specialized technical support.
- Personnel security screening
- Recruiting and sourcing talent
- Training, developing and managing talent including cadet training

These areas contribute to the following outcomes[6]:

- Criminal activity affecting Canadians is reduced
- Enhanced safety and security of Canadians and internationally protected persons
- Reduction in demand on Canadian Justice System and Policing services
- Health and Safety of RCMP Employees

The impact that the deficiencies are currently having on these results is varied depending on the program, however, the areas above represent those benefits that present higher risk to RCMP outcomes.

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[6] Outcomes listed are derived from Value Model Benefits

Horizontal Deficiencies – Lower Risk

Additional horizontal and program-specific capacity deficiencies were also evidenced in the following areas:

- Executing media relations strategy and issue management
- Managing vendors and enterprise service organizations
- Conducting procurement, contracting and supplier management
- The provision of assets including equipment, facilities, IT/IM solutions and protective technologies and systems

These areas contribute to the following outcomes[7]:

- Increased operational efficiency and effectiveness
- Canadians have confidence and trust in the RCMP

The additional deficiencies and the results impacted identified above represent lower risk areas in relation to RCMP outcomes.

Horizontal Surpluses

Horizontal surpluses were identified in the following areas:

- Policy and planning
- Oversight and management
- Intake and Assessment

These areas contribute to the following outcomes[8]:

- Increased operational efficiency and effectiveness
- Resources aligned with organizational priorities

8.3   Next Steps

This review provides insight into the underlying capacity challenges. It identifies the opportunities that will drive sustainable change to improve the efficiency and increase effectiveness of the RCMP business lines.

In some instances there are quicker wins that can be implemented with minimal investment as a single solution. However, in many instances the changes required are interdependent and have cross program implications. The realization of the full benefit requires the opportunities to be sequenced and actively managed as a single program of change.

Next steps should include prioritizing and qualifying the efficiency opportunities taking into consideration the required investment needed to support the design and implementation of the changes. A formal change program should be established and governed as a single strategic undertaking.

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[7] Outcomes listed are derived from Value Model Benefits
[8] IBID

KPMG

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