

Trends



ENVIRONMENTAL UPDATE

February 2002



Royal Canadian Mounted Police Gendarmerie royale du Canada

Foreword










I am pleased to submit the February 2002 Update of the RCMP's Environmental Scan. Its format is consistent with past Updates – a brief presentation of key global and domestic trends across seven dimensions – demographics, society, economy, politics and governance, environment, science and technology and policing and law enforcement.

This Update also offers a *Feature Focus* section on *Public Participation*. As Canada prepares to host the 2002 meeting of the G-8 in Kananaskis in June, we thought it timely to review some of the key trends and the growing body of knowledge around the theme of “engaged publics”. This will continue to be a critical area for the RCMP to build a future knowledge base and understanding.

As in the past, the goal of the Environmental Scan is “to stimulate discussion, help ensure the organization is well positioned to effectively deal with the challenges ahead, and to take strategic advantage of opportunities that lay before us”. It reflects the contributions of those both inside and outside the RCMP. We would again like to express our sincere appreciation to those who have provided both information and ideas. We continue to welcome and encourage your feedback.

Eva Kmieciak
D/C Strategic Direction

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Demographics - Global



- Rapid growth of the older population dominates the developed world
 - shrinking of the younger generation **combined with aging population**
 - immigration **increasingly seen as a potential solution to labour and skill shortages**
- Demographic shifts pose major challenges to developing world
 - developing world population “under 60” **demographic to proportionately double that of the developed world by 2050**
 - “lost generation” **due to AIDS epidemic and declining life expectancy continues to undermine economic development throughout sub-Saharan Africa**
 - over 50% of workplace absence in Ethiopia
 - farming productivity down 20% in Burkina Faso
 - education enrolment down 36% in Swaziland as children are pulled from school to care for ailing relatives
- Growing migration & refugee movements from the South to the North
 - unprecedented global migration **to the North in competition for jobs and resources**
 - matched with calls **in the North to clamp down on illegal and fraudulent movements**
 - exacerbated in post Sept. 11 environment
 - **international pressure to address “root causes” of migration advancing human rights, democratic development and sustainable economic growth**

Today, there are more than 4 billion people who make less than \$1,500 a year. Most of them live in rural villages and shantytowns. Over the next 40 years, this group could swell to 6 billion or more.

~C.K. Pralahad

Across the Board, Jan/Feb 2002

By 2020, Germany will have to import 1M immigrants each year simply to maintain its workforce.

Demographics - Canada



- Canada's position as a leader in emerging KBSE challenged
 - over 50% of workforce of 2015 already working
 - declining population growth **means most workforce growth will come from immigration**
 - **as** workplace requirements intensify, **current workers need to upgrade skills**
- Aging population to strain current public policy framework
 - pressures on health care, pensions, productivity, social security
 - financial and service crisis of health care sector **linked to aging population**
 - “baby bust” - **proportion of population under 25 expected to fall from 33% to 24% by 2026 - immigration will need to supply up to 80% of new workforce entrants by mid-century**
 - tax system will require major adjustments
 - exception is Aboriginal population - **young and expected to increase by 135,900 by 2010, most predominantly in Prairie provinces**
- Cities “livability” will be a key quality of life issue
 - urban growth will far outstrip infrastructure capacity **before 2025 - urban revolution akin to industrial revolution, but taking far less time**
 - major challenges -**more creative financing and effective public-private partnerships**
 - key focus - **balancing economic competitiveness, environmental sustainability and social well-being**
 - key value - **ensuring shared, accessible public spaces rather than boundaries between socio-economic classes**

Society - Global



- UNHCR identifies refugees as the unintentional victims of 9/11
 - untold numbers of Afghans fled villages, **joining 1 M already uprooted from 6 years of war/famine**
 - more than 3.5 M Afghans have been in exile for 2 decades
 - anti-terrorism legislation and beefed-up border measures **in the west seriously impact asylum seekers globally**
 - US suspended annual program to resettle up to 80,000
 - risk of increased threats **of racism and xenophobia and unduly restrictive legislation - deportation, extradition, exclusion from protection instruments, withdrawal of refugee status, cancellation of resettlement programs**

Asylum seekers make a perfect target for people who want to invoke old prejudices against foreigners. Asylum seekers can't answer back.

~Ruud Lubbers, UN High Commissioner for Refugees

Three Challenge Levels for Society

1. global
 - ✓ climate change
 - ✓ international financial crises
 - ✓ chronic “zones of anarchy” in developing world due to demographic shifts, health, war, etc.
2. national
 - ✓ antibiotic resistant diseases
 - ✓ chronic healthcare crises
 - ✓ persistent homelessness
 - ✓ widening gap between the ‘super rich’ and very poor
3. personal/daily
 - ✓ information overload - reaching our cognitive limits

~Thomas Homer Dixon, U of Toronto, National Policy Research Conference, Dec. 2001

Society - Canada



- Moderate public opinion trends emerge in post Sept. 11 environment
 - a measured response persists **as the preferred approach to the “war on terrorism”**
 - balance defence/security with peacekeeping, humanitarianism and capacity-building
 - reject notion that key policy priorities (health/education) should be displaced by security
 - some economic confidence is sustained **despite the economic downturn**
 - sustained, healthy support for RCMP performance - **53%-62% rate as “good”**
 - shifting views on best focus (**military vs. humanitarian vs. peacekeeping**) for investment
- Sustainability of health care in question
 - system challenged by aging population, dated processes and rising costs
 - initiatives examine future of health care
 - New Brunswick - Premier’s Health Quality Council **focussing on service quality improvements, management, administration and patient rights**
 - Alberta - new health action plan - **focus on encouraging cooperation among health authorities, improving information resources, exploring “alternate revenue sources” and administrative improvements**
 - Commission on Future of Health Care (**Romanow Commission**)
 - interim report tabled Feb. 2002 - options framework to "remodel, not rebuild" health care system and *Canada Health Act* - fiscal sustainability, efficiency and other issues
 - next phase **to include national public and stakeholder consultations**
 - **Premiers’ conference:**
 - concluded current system / framework not sustainable- **need to collaborate on long-term plan**
 - created Premiers’ Council **on Canadian Health Awareness to engage Canadians in dialogue**
 - announced joint initiatives **to explore Aboriginal health, prescription drugs, human resources, etc.**

Economy – Global



- Globalization may not be an irreversible trend, but a cyclical phenomenon
 - historical analysis **shows patterns of contracting and expanding integration among international communities**
 - **some even argue that global economic interconnectivity may be in a period of decline - and exacerbated by Sept. 11**
- Global economic decline appears to be ending
 - signs of recovery **emerging**
 - key sectors (e.g. housing, service) exceeded 2001 Q4 expectations
 - less than half of expected job cuts materialized in US post-9/11
 - global market indicators appear strong (e.g. Dow Jones, Asian markets)
 - inflation slowing - **0.2% in 2001 compared to 2.7% in 2000**
 - world-wide job losses continue - **Ford layoffs 14,000 employees**
 - US GDP down **1.3% in late 2001 - government stimulus package seen as having limited potential impact**
- “Euro zone” poised to become economic powerhouse
 - euro to replace 12 national currencies - **predicted to**
 - significant challenge to established economies
 - growth already competitive **with US, UK, Japan**
 - strategic implications for NA integration
 - **sustained competition with “euro area” to depend increasingly on hemispheric linkages - American economies increasingly to play role in ensuring economic stability (Argentinean crisis)**

Argentina's demise “offers a humbling lesson on the limits of economic globalization in an age of political sovereignty”.

**Dani Rodrik
The Economist
Feb 2-8 2002**

Economy – Global...



- Knowledge increasingly is the commodity of leverage in the workforce
 - *knowledge workers* - across all sectors (e.g. use of GPS in fishery, genetic engineering in farming, etc.) - by 2006, 1 in 4 Canadian jobs will require university education
 - *knowledge technologists* - computer technicians, software designers, manufacturing technologists, paralegals - will become the dominant, most influential employment group
 - *knowledge needs* will be twofold - formal education enabling to enter the knowledge market and continuing education throughout their working lives
 - *federal budget* - allocates funding for national skills strategy based on broad consultations
 - focus on sector councils, learning tax credits, infrastructure, entrepreneurship, research, etc.
- Declining life expectancy for businesses and organizations of all kinds
 - predictions that few businesses or government organizations will exist more than 30 years
 - employees of the future, especially knowledge workers, will outlive even the most successful organizations
 - employer-employee relationship will change - knowledge workers will demonstrate more loyalty to their skill set / professional community than their employer
 - large multinationals particularly exposed - due to size, dated processes and structures - will compete for talent with smaller, more agile organizations

Within the next 20 years...as many as half the people who work for an organization will not be employed by it, certainly not on a full-time basis... New ways of working with people at arm's length will increasingly become the central managerial challenge.

~Peter Drucker, *The Economist*, Nov. 3, 2001

Economy - Canada



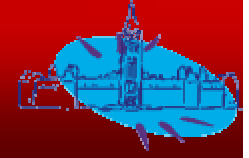
- Economic contraction demonstrates negative impact of global integration
 - GDP growth fell to **1.3% in 01**, likely to reach **1.1% in 02** - mirrors most western economies
 - unemployment on the rise - **8% in December 2001** - up from **7.5%** the previous quarter
 - Bank of Canada **lending rate (2.25%)** at historical low - likely to continue, driven by decline in **US rate**
 - Canadian dollar hits historical lows in **January** - also symptomatic of global integration
 - low international investor confidence in Canadian economy partly due to Canada-US interdependence
 - analysts predict timing of reversal will be dictated by global economic recovery - spring 2002 at earliest
 - tourism industry **continues to feel impact of 9/11**
 - Conference Board predicts decline until mid-2002
 - business travel to contract by 1% due to recession and emphasis on "essential travel"
 - heightened security needs - new challenges to tourism
- **Positive indicators for Canada**
 - annual housing starts **up 8.6% in 2001**
 - signals recession may not be as deep or long as predicted
 - driven by sustained move toward metropolitan centres
 - Canada the leading cost-competitive industrial country - **KPMG ranks for third time**

...the development of Canada's policy regarding our relations should not be done narrowly or by a few individuals... the challenge to "securing Canada's future within a more secure, outward looking North America" must ultimately be a shared enterprise that involves all Canadians.

~David Zussman

Presentation to SCFAIT Feb. 5, 2002

Politics & Governance - Global

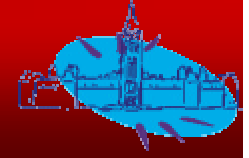


- Regional stability – the key to advancing the new world order
 - foreign policy **by powerful nations must be driven by global/human interest and sustainable regional development**
 - Afghanistan - establishment of fragile coalition government - **supported by UN and international community**
 - **pattern of stability and terrorism in Central Asia could be profoundly altered post 9/11**
 - may result in the growth of political violence in the region
 - relationships between the Central Asian republics and the US-led coalition may appear mutually beneficial - concern that the long-term security interests of the region are at risk
 - heightened tensions in Middle East - **escalating acts of violence, terrorism, conflict - unravel peace prospects**
 - G-8 2002 - **in addition to global terrorism - will focus on the development of Africa where:**
 - poverty and number of children out of school rising, illiteracy rampant, life expectancy lowest in world and continues to decrease, access to health care and clean water limited, one in five affected by armed conflict and the number of civilian casualties is highest in world
 - Canada seen by some world leaders as model of peaceful development - **challenge is to translate Canadian approach to less stable regions**

Canada is today the most successful pluralist society on the face of our globe, without any doubt... That is something unique to Canada... an amazing global human asset."

~ Aga Khan, Globe and Mail, February 2 2002

Politics & Governance – Global...



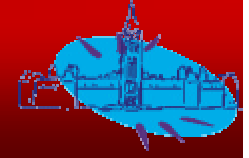
- “Interoperability” as an alternative to policy integration in NA
 - engineering and defense concept - **the capacity for computers/systems to communicate with one another**
 - different countries **cooperate effectively on a range of issues – implies partners are highly adaptive to each others needs**

The Four Pillars of “Interoperability”

- ✓ recognize and take active responsibility to address the practices that create significant risk for partners – public-private partnerships are crucial here
- ✓ improve the management of standards, qualifications or policies to maximize “mutual recognition” - a concept prevalent in Europe where each party recognizes its partners subscription to a certain minimal standard
- ✓ greater cooperation in the process of setting standards and regulations – in the NA context, lead jurisdictions (national governments, provinces, states, municipalities) could be identified in relevant regulatory activities
- ✓ ensure better connectivity and compatibility in transportation infrastructure

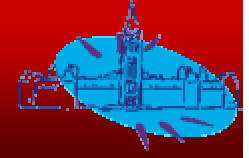
~Daniel Schwanen, Senior Economist, IRPP

Politics & Governance - Canada



- Debate unfolding post Sept. 11 regarding Canada's role in the world
 - develop a strategic international position **around clear objectives - humanitarianism human rights, advancing moderation and eliminating extremism, breaking cycles of conflict and promoting community and society-building**
 - demonstrate a willingness to share the burden **of creating a world safe from terrorism including significant investments**
 - avoid entangling in short-term, **terrorism-focused initiative which inevitably can only be reactive and ill-defined**
- Federal budget demonstrates impact of 9/11 on public policy framework
 - program spending increases **14% in 2 years - shrinking revenues due to contracting economy**
 - \$7.7B directed to public safety and national security
 - slim surplus predicted **in 2002-03 - challenging commitment to avoid deficit spending**
 - “modest” investment in key pre-9/11 issues - **skills, innovation, aboriginal issues remain on horizon as critical program areas**
- Cabinet shuffle signals sustained profile on national security
 - elevation of security responsibility **to Deputy Prime Minister position**
 - key role - **counter-part to US Homeland Security head**
 - key task - **facilitate the integration of the work of security agencies on horizontal initiatives**

Politics & Governance – Canada...



Canadians tell themselves two myths. One is that we're a little, peaceful country, safe from the turbulence of the world. That's never been true. We're as vulnerable as anyone else... We're on the front line of a war without borders, without frontiers and without ends, so we've got to wake up.

Myth number two is that we're a haven in a heartless world, and immigrants come to our shores and leave their hatreds behind... There is tyranny, oppression, hatred and violence all over the world, and we can't expect Canadians who've arrived from these places to shed their passions and convictions on these matters...

The Canadian identity is being squeezed... We suddenly realize that the coinage of sovereignty is military power. Canada has made the mistake of assuming that we could have sovereignty without military expenditure. The illusion is over.

~ Michael Ignatieff
Interview in *Maclean's*, Feb. 4, 2002

Science & Technology - Global



- Hydrogen – the energy strategy for the 21st century?
 - advances in fuel cell development and hydrogen storage **technology forecasts the end of the use of fossil fuels and the oil age**
 - auto and energy industries leaders **in race to harness clean hydrogen fuel**
 - driven by need to address urban air pollution, **rising geopolitical instability due to oil import dependence, and accelerating climate change**
 - **analysts suggest** substantial commercial, political and environmental benefits **for those on the cutting edge of hydrogen technology**
 - nations leading **the hydrogen/fuel race are Germany and Japan**
 - other alternative energy sources **being explored by the Philippines, Sweden, and the UK**
 - solar, wind, tidal and wood pellets

During the 17 day period that Atlanta hosted the 1996 Olympic Summer Games, air pollution and asthma attacks in the city and surrounding suburbs declined significantly (30% and 42% respectively) - attributed to the tight controls on traffic and increased use of public transportation.

Just as the aggressive tapping of oil enabled the US to eclipse Great Britain and become the economic and political power of the twentieth century, nations that move first to harness hydrogen could potentially erode US competitiveness.

~Seth Dunn, Worldwatch Institute Author, *Hydrogen Futures: Toward a Sustainable Energy System*

Science & Technology – Global...



- Technology creates additional opportunities and challenges
 - **proposed development of “smart” postal stamps - identifies senders of mail**
 - **new biometric face-recognition technology “maps” hundreds of faces per minute and compares them with databases of known criminals and terrorists**
 - **satellite-based safety service for aircraft - able to send email, photographs, audio, and video between aircraft and ground control - facilitating continuous contact**
 - **dashboard car sensor to alert law enforcement the driver is drunk**
 - **Short Tandem Repeat (STR) technology enables police investigators to test DNA samples once considered insufficient or inadequate**
 - **Key-katcher - small device that tracks and stores keystrokes in a memory chip - to monitor unauthorized system access, covert monitoring of Internet use, theft of financial information and stalking**
 - **Internet relay chat (IRC) - web-based bulletin boards and free-mail accounts - secure ways for extremist organizations to cloak communications and indoctrinate new members**
- Embryology and genetics advances continue to raise ethical dilemmas
 - **therapeutic cloning – human embryos argued to be only source of stem cells with wide potential – highly controversial**
 - **xenotransplant raises ethical and medical concerns about between-species transplants**
 - **significant genetic question marks around new techniques for infertile women to bear children**

Science & Technology - Canada



- Canada a leading innovator in health research
 - Quebec and Alberta scientists find viruses **causing a range of conditions - from runny noses to small pox - may have applications for cancer treatment**
 - U of T major proteomics study – **could enable the design of drugs to control protein behaviour and attack diseases more effectively**
 - Alberta scientists breakthrough in treating **type 1 diabetes – trial outcomes suggest insulin independence may be achieved**
 - gene encoding **causing night blindness - brings capacity for screening**
- E-health technology raises privacy issues
 - **regional health networks/standardization of** electronic medical records well advanced
 - **survey suggests some** Canadians support e-health
 - 92% somewhat willing to carry smart card containing personal health information for use in emergency
 - 79% willing to use a smart card carrying entire medical history, including links to medical records at health facilities
 - senior citizens consistently less willing to carry medical smart cards for any purpose

Industry Canada and the Canada Foundation for Innovation announce \$779M to support multi-sectoral research institutions to government's goal to double investment in research and development by 2010 and help Canada become one of the top five research-intensive nations in the world.

Environment - Global



- Progress on global environmental issues questionable
 - 2001 Bonn meeting achieved compromise deal **to press forward with Kyoto Protocol**
 - compromise included: emission credits for carbon soaking forests, aid for clean energy efforts in poorer nations, and emissions trading
 - impact - only 30 of the most developed nations, if they ratify, will have to cut emissions
 - breaking of the Japan-EU deadlock over enforcement
 - US the only world power not to accept the accord
 - World Summit on Sustainable Development 2002 - **Johannesburg**
 - Fall conference to mark 10 years post Rio
 - address three key dimensions - economic growth and equity; conserving natural resources and the environment; and social development
 - UN Secretary-General Kofi Annan suggests progress since Rio has been disappointing
- Decreasing biodiversity
 - species believed to be disappearing **at 50-100 times the natural rate - 20% of all freshwater species are at risk of becoming extinct in the near future**
 - invasive alien species key threat - **invasive plant species in the US are spreading across 3M new acres annually – prompting billions in annual pesticide spending**
 - conservation **increasingly essential - human health, food security, ecosystems' ability to respond to increasing atmospheric CO₂ in jeopardy**

Environment – Global...



- Scenarios point to intensified weather events in 21st century
 - Intergovernmental Panel of Climate Change (IPCC) **combine range of socio-economic and technological “story lines” with science data to create scenarios**
 - **“virtually certain” key projections:**
 - cooling of the lower atmosphere
 - decrease of land snow cover
 - increase of near surface air temperature
 - retreat of sea ice
 - **projections for extreme weather and climate events:**
 - increase in the heat index - **measure of human discomfort - over land areas**
 - more intense precipitation events
 - increased summer continental drying and risk of drought

Natural disasters are a key area of focus for Canada’s Office of Critical Infrastructure Protection and Emergency Preparedness.

IPCC estimates of confidence in observed and projected changes in extreme weather and climate events

Changes in weather and climate	Confidence in observed changes (latter half of the 20th century)	Confidence in projected changes (during the 21st century)
Higher maximum temperatures and more hot days over nearly all land areas	Likely	Very likely
Higher minimum temperatures, fewer cold days and frost days over nearly all land areas	Very likely	Very likely
Reduced diurnal temperature range over most land areas	Very likely	Very likely
Increase of heat index (a measure of human discomfort) over land areas	Likely, over many areas	Very likely
More intense precipitation events	Likely, over many northern hemisphere mid- to high latitude land areas	Very likely, over many areas
Increased summer continental drying and associated risk of drought	Likely, in a few areas	Likely, over most mid-latitude continental interiors (lack of consistent projections in other areas)
Increase in tropical cyclone peak wind intensities	Not observed in the few analyses available	Likely, over some areas
Increase in tropical cyclone mean and peak precipitation intensities	Insufficient data for assessment	Likely, over some areas

Note: Very likely (90–99% chance); likely (90% chance). Adapted from IPCC (2001), see endnote 10.

Source: *ISUMA*, Winter 2001
http://isuma.net/v02n04/mcbean/mcbean_e.shtml

Environment - Canada



- **Balancing priorities**
 - commitment to reduce greenhouse gas emissions **by 6% from 1990 levels by 2012**
 - Canada contributes significantly to greenhouse gas emissions – 16 tonnes per capita annually as compared to a world average of 3.6 tonnes
 - key challenge - **balancing environmental advocacy and interests as a trading nation in highly competitive global economy**
 - forested nations like Canada, Russia and Japan won concessions **at Bonn - offset targets for cutting CO₂ emissions with carbon absorbing forests**
- **Environment and health links stimulate protection measures in Ontario**
 - **government's comprehensive hazardous waste plan - December 2001:**
 - phasing out of hospital incinerators, **a major source of mercury emissions, dioxins and furans**
 - requirements for the handling, **transportation and treatment of biomedical waste**
 - destruction of 99,000 tonnes of PCBs **currently in storage**
 - requirement for waste generators **to register hazardous wastes annually and cover the costs of managing hazardous and liquid industrial waste in the province – to offset nearly \$12 million of the Ontario's annual costs for managing hazardous waste**
 - creation of environmental "SWAT Team" **to monitor and enforce compliance among hazardous waste facilities**

The Sydney Tar Ponds, described as North America's largest toxic waste site, contains over 700,000 tonnes of chemical waste and raw sewage.

Policing & Law Enforcement - Global



- UK *Police Reform Bill* proposes sweeping changes
 - reverse rising crime trends **through improved policing**
 - modernize police services **through:**
 - streamlined and reformed management systems
 - modern employment terms and conditions - new framework covering pay and conditions of service
 - better use of science and technological to aid prevention, detection and conviction
 - increase police force - **to 130,000 by March 2003 - including Special Constables**
 - improved training, support and leadership
 - establish core of highly skilled teams - **Specialist Detectives, Persistent Offender Task Force**
 - empower civilian and support staff **to assume broader functions**
 - overseeing detention and processing cases
 - raise policing performance **standards through:**
 - a Police Standards Unit
 - performance management
 - an annual policing plan based on identified national priorities
 - a code of practice
 - authority of Home Secretary to intervene in cases where the police service is not performing well
 - create a National Police Forum **to provide formal advice on the National Policing Plan**
 - police modernization grant - **£52M new funding to be divided among 43 police forces**
- Australian government considers FBI model
 - **to integrate anti-terrorism, organized crime capacities, increase federal investigation authorities**

Policing & Law Enforcement – Global...



- Security concerns/ripple effects expand in US post 9/11
 - **Department of Health and Human Services test** security policies at university laboratories
 - likely to be a major increase in federal regulation of labs, pharmaceutical companies, and clinics that handle deadly biological spores, such as anthrax
 - **officials** contemplate attacks to national food supply **by highly contagious livestock diseases in US food chain**
 - **New Orleans steps up** emergency preparedness plan for Super Bowl and Mardi Gras
 - Secret Service assumes control of stadium security for the Super Bowl
 - a no-fly zone is put into effect
 - Salt Lake City Olympic Games - **largest National Guard activation in Utah history to include three key missions:**
 - screening vehicles and visitors at Olympic venues
 - standing perimeter guard duty
 - providing rapid deployment force in the event of a crisis
- EU advances counter-terrorism
 - agrees on terrorism definition **and identifies 13 “terrorist organizations”**
 - Europe-wide arrest warrants **to facilitate extradition from member countries**
 - seeks agreement with US **to facilitate exchange of intelligence**

Policing & Law Enforcement – Global...



- Border security continues to be a key focus of NA security zone
 - Canada and US announce a 30 point border plan - **focus on deterrence, detection, prosecution of security threats, the disruption of illegal migration and the efficient management of legitimate travel:**
 - Canadian officials on the US Foreign Terrorist Tracking Task Force
 - visitor visa policy
 - immigration control officers overseas
 - joint units to assess information on incoming air passengers
 - common biometric identifiers for documents
 - Safe Third Country Agreement
 - Integrated Border Enforcement Teams
 - Project North Star reinvigoration
 - President Bush announces new border strategy - **will seek Congressional approval**
 - **seeking \$10.7 B** for border security - an increase of \$2.1 B and a \$1.2 B increase for the INS
 - **funds are part of a \$38B** homeland security package to create a seamless air, land and sea border
 - **more** agents at the Canada-US border
 - **\$2.9 B** allocated to Coast Guard port security - 361 ports/95,000 miles of coastline
 - Canada's challenge - **to ensure border integrity efforts and measures are well understood by US**

Policing & Law Enforcement – Canada



- Private sector identifies a role in secure and trade efficient borders
 - Plan for Action by **Canadian Coalition for Secure and Trade Efficient Borders**
 - investment in customs systems and technology
 - training for employees who travel
 - register employees in travel pre-clearance programs and systems
 - implement protection systems at own facilities and through transit points
- Budget 2001 unprecedented federal focus on security issues
 - \$7.7B allocated to security over 5 years - **emphasis on ensuring safety for Canadians, preventing Canada from being a “terrorist haven,” and maintaining open and secure borders**
 - \$1.6 billion over 5 years years allocated to federal intelligence and policing:
 - numbers of intelligence and police officers and equipment
 - information sharing and collaboration mechanisms across security community
 - ports of entry security, including marine and coastal
 - intelligence gathering capacity, especially in terrorist financing
 - air security measures/spending will change federal presence at airports
 - out-sourcing and privatization at Canadian airports potentially to be slowed or even reversed due to stronger federal oversight of training, personnel screening, etc.
 - “air marshals” represent reversal of earlier security policy - guards on Canadian and international flights have major jurisdictional/legislative implications - firearms laws

Policing & Law Enforcement – Canada...



- CACP identifies key issues in advancing counter-terrorism investigations
 - **strengthen domestic and international** police alliances
 - balance needs **of security with civil rights in context of C-36**
 - address resource issues, **particularly for municipal police agencies**
 - establishment of central agency **to share best practices domestically and internationally**
 - lawful access
 - identity theft
 - inter-provincial jurisdiction **for police officers**
- Strategic HR planning critical to future of public policing
 - HRDC/CACP/CPA report (**December 2001**) highlights five key priorities:
 - the next generation of talent
 - sector-wide efficiencies
 - the police sector's human resource planning capacity
 - labour-management relations
 - funding and resources
- World Values Survey (1981/2000) shows confidence in police is high and stable
 - confidence levels **high compared to other government institutions - parliament, armed forces, civil service - and other OECD nations**
 - males and Quebec residents **generally tend to have less confidence in police**
 - “confidence” related to **political orientations, general life satisfaction and civil permissiveness**
 - young people - males in particular - **are substantially more permissive than older cohorts**

FEATURE FOCUS: Public Participation



Foreword

In recent years, the concept of “engaged publics” has received unprecedented attention from academics, the international public policy community and the media. At the same time, there is a broad spectrum of opinion about what both constitutes and precipitates the varying degrees of public participation.

This section examines several facets of how citizens act as agents of social, economic or political change, as well as some of the vehicles or mechanisms that facilitate those processes. It does not presume to be the authority of this vast and complex subject, but rather is intended to provide a framework for discussion and dialogue.

Thank you to the RCMP Criminal Intelligence Directorate - in particular the Critical Incident Program and Criminal Analysis Branch - for their contributions to this feature section.

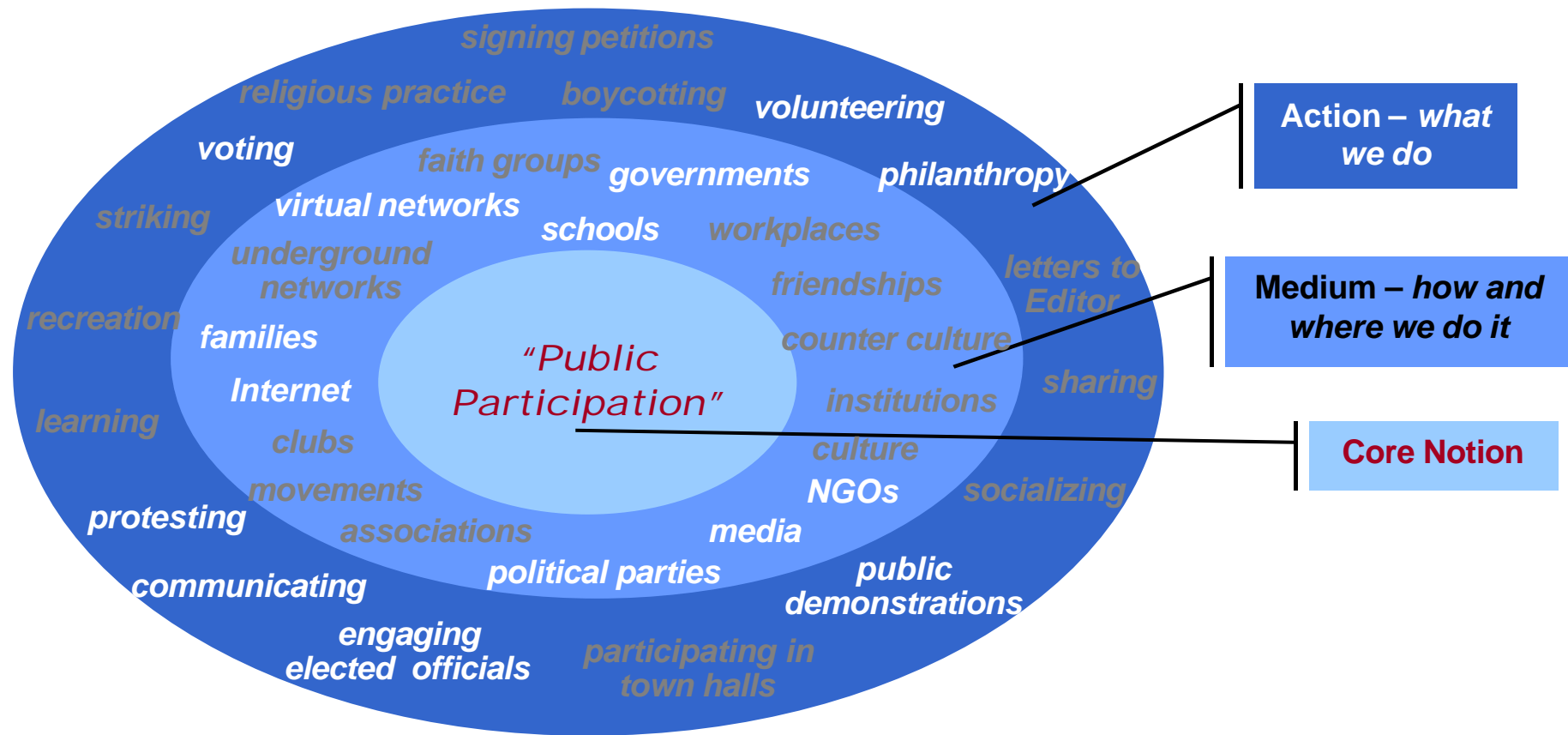
In this section

- some concepts and definitions
- forms and facilitators of public participation
 - global civil society
 - building social capital
 - philanthropy and volunteerism
 - disengagement from traditional forms of political participation
 - forms of challenge and protest
- the multifaceted role of the police

FOCUS: Public Participation... A Primer



- graphic depicts **concepts and behaviors associated with public participation at 3 levels:**
 - core notion - public participation as manifested through such concepts as civic engagement, social cohesion, social capital and citizenship, etc.
 - medium - the interaction vehicle through which public participation is facilitated
 - action - the means or behavior through which public participation is achieved
- a number of these concepts and behaviors (in white) are explored in the following pages



FOCUS... Global Civil Society



- Rising prominence and shifting roles for Transnational Civil Society (TCS) in global governance
 - growing instability and pressures **are propelling international agendas**
 - greater legitimacy among general public **in most parts of the world**
 - factors fostering strong role **for TCS in the future:**
 - strong growth of domestic civil societies
 - technological change
 - communications technology
 - availability of funding
 - role in global governance changing **from that of *observer* to that of *direct participant* in the management of global issues**
 - groups moving beyond advocacy **to service delivery / policy implementation - acting as subcontractors to government**
 - increasingly bypassing governments **and targeting / partnering with private sector**

Key Characteristics of TCS

- ✓ part of global governance for centuries
- ✓ comprised both by international NGOs and informal transnational coalitions
- ✓ highly supported by volunteer work
- ✓ greatly assisted by communication technology and increased international travel
- ✓ rely largely on “soft” instruments of power – e.g. moral authority and or ability to rally citizens around issues
- ✓ seek to shape evolution of international norms - both directly (influencing policy development) and indirectly (influencing public perception)
- ✓ no single, coherent agenda
- ✓ not wholly representative - regions like Middle East and Sub-Saharan Africa severely underrepresented
- ✓ influence hinged on credibility

FOCUS... Global Civil Society...



Citizens' Forum on Clean Air - Lessons Learned

- ✓ deliberative processes of engagement reveal citizens' appetite and capacities for policy input
- ✓ sense of empowerment and accountability resulting from participation
- ✓ learning process two-way - for both citizen participants and expert panellists
- ✓ implications for civic engagement, trust in government

~Public Policy Forum

The world badly needs someone to act as the "global conscience" to represent broad public interests that do not readily fall under the purview of individual territorial states or that states have shown themselves wont to ignore

Trans-national civil society exercises its influence through its ability to make someone, policy makers or publics, listen and act. The currency of its power is not force, but credible information and moral authority.

~The Third Force: The Rise of Trans-national Civil Society

In 1996, the Union of International Associations listed over 15,000 trans-nationally oriented non-governmental organizations (NGOs).

FOCUS... Social Capital



- Growing importance of social capital
 - consists of social connections **in two forms**
 - bonds - between shared interests, beliefs, etc.
 - bridges - between different interests, beliefs, etc. - more difficult to create than bonds
 - indicators include **trust, civic participation, role of community organizations, etc.**
 - US study indicates diversity impacts negatively on **social capital - trust, public participation, etc. - are lower in diverse communities than in homogeneous ones**
 - Canada situated between the US (at the lower end) and Scandinavian countries (**at the higher end**) **in social capital and public perceptions of well-being**
 - formal activities commonly associated **with social capital - membership in community organizations, political involvement, faith group attendance, volunteering - are positively linked with well-being and life satisfaction**
 - less-formal associations - **being married, part of a family, socially active - also contribute to well-being**

Social Capital

Social capital refers to the institutions, relationships and norms that shape the quality and quantity of society's social interactions.

Increasing evidence that social cohesion is critical for societies to prosper economically and for development to be sustainable.

Social capital is not just the sum of the institutions which underpin a society – it is the glue that holds them together.

~World Bank

FOCUS... Social Capital...



- “Social capital” critical
 - increasingly thought to affect the efficiency and sustainability of development programs
 - linked to: improving education and health facilities, constructing competent and accountable political institutions, and facilitating the emergence of free markets able to compete in the global
 - linked to crime prevention - crime and violence can also impair social capital
 - dysfunctional families
 - disaffection and migration of the urban middle class
 - reduced access to social services
 - an overall climate of fear that replaces the spirit of cooperation and participation in community life

RCMP as an agent of social capital

- ✓ presence in 75% of Canada’s geography - capacity for significant interaction with Canadian citizens
- ✓ tailored, community-based programs - drug awareness, victims services – provides non-traditional channel for citizens to become engaged in community issues

“Violence-Poverty-Social-institution Nexus”...

... the relationship between poverty and violence is mediated positively or negatively through social institutions, ranging from the family to informal local associations such as sports clubs and dance halls to formal organizations such as the church, schools, and police.

Building social capital in a multi-ethnic, diverse entity is the greatest challenge faced by policy makers.

~Robert Putnam
Harvard University

FOCUS... Philanthropy and Volunteerism



- Philanthropy a vibrant form of civic participation in American and Canadian societies*
 - 180,000 charities and non-profit organizations **make up Canada's voluntary sector**
 - Americans and Canadians demonstrate remarkably similar levels of community connectivity **through volunteerism and charitable giving**
 - **Canada's 2000 National Survey of Giving, Volunteering and Participating:**
 - financial contributions to charitable organizations increasing, **but number of Canadians who volunteer discretionary time is declining** - putting increased strain on those who volunteer to do more
 - a worrying trend - **7% of Canadians provide 73% of all volunteer hours** - similar figures prevail for financial donations
- Canadian government and voluntary sector advance their partnership
 - launch 5 year Voluntary Sector Initiative to **strengthen their relationship and to benefit Canadians quality of life**
 - historic Joint Accord announced (Dec. 01) outlining values, principles and commitments that **will underlie the future relationship**
 - \$50 million over five years for the Canada Volunteerism Initiative **announced (Dec. 01)** - program to improve knowledge about volunteerism's impact on Canada's economy and society

Volunteering survives because of a small core of committed individuals.

~Michael Hall
Canadian Centre for Philanthropy

*see Appendix A for further information on volunteerism in Canada and the US

FOCUS... Philanthropy and Volunteerism...



- The RCMP - a leader among federal agencies in volunteer participation
 - more than 75,000 Canadians **volunteer 3.5 million hours a year to the RCMP**
 - relationship with volunteers **is primarily as individual citizens rather than through voluntary organizations**
 - **they** deliver over 30 programs and services **across the country primarily in the areas of community policing and crime prevention - drug awareness, search and rescue, victims' services and restorative justice, etc.**
 - **they** outnumber the membership **by more than 3 to 1**
 - RCMP employees, veterans, retirees **also contribute significant hours in their communities as volunteers**
 - in 2001, the Commissioner's Volunteer Award was launched – bestowing the highest honour to extraordinary volunteers associated with the RCMP

*Volunteerism is all about democracy...
The more this is seen not as citizenship,
but as volunteerism – as part of a
separate sector – the more it will be seen
as the activity of a devoted minority,
which is something we want to avoid.*

~His Excellency John Ralston Saul
Keynote Address, Canadian Forum on Volunteerism
August 2001



FOCUS... Citizen Disenchantment



- Western democracies challenged by citizen disenchantment
 - citizens increasingly dissatisfied **with politicians and traditional political institutions and processes**
 - interest in public issues is on the rise
 - tend to view NGOs as more trustworthy/**reliable than government and elected officials**
 - Americans tend to see government as “last resort” **for addressing social problems**
 - more inclined to turn to neighbourhood agencies - faith groups, voluntary organizations and local police
- Participation in traditional democratic institutions declining since 1970s
 - 61% voter turnout **in 2000 federal election lowest since Confederation - number of non-voters highest among 18-24 year olds**
 - interaction with elected officials increasingly rare
 - interact most frequently with local officials, least frequently with federal representatives
 - interaction with elected officials mainly on an as-needed or emergency basis only
 - combination of factors contribute to decline
 - declining trust in government/politics
 - perception that national and provincial issues are largely irrelevant to “average citizens”
 - perception among key population segments that politicians do not “address their issues” - youth, low-income families, Aboriginals

FOCUS... Citizen Disenchantment...



- Government - public interactions
 - downsizing, “downloading” of services **contributing to decline in engagement**
 - reduced public profile of government **compounding sense of disengagement**
 - citizens interact increasingly with local orders of government
 - perceived interactions with other orders decline
 - new service technologies - **Internet - may contribute to additional disassociation**

The public interacts everyday with the government on a range of issues for a range of reasons. (They) may not know they are dealing with the government... With the advent of integrated online service, they may not even know which department they are dealing with.

~National Office for the Information Economy,
Government of Australia

Four Paradoxes of the KBSE

- ✓ governments are making more information available to citizens, **yet** still shield much - there is a culture of secrecy, especially when issues are perceived as controversial or troublesome
- ✓ Canada has the highest educated population in our history, **yet** voter turn out is at a record low - 61% in last federal election
- ✓ information technologies are expanding information dissemination exponentially, **yet** the users of those technologies are already well informed
- ✓ the number of media outlets delivering civic information has expanded considerably, **yet** this is not matched with greater engagement of citizens

~Jeffrey Simpson, Author/Columnist
IPAC Conference Presentation, May 2001

FOCUS... Citizen Disenchantment...



- Youth motivated to civic participation in different ways
 - identify with issues **rather than parties or leaders**
 - need to feel knowledgeable **about a subject before they become active** - “**an uninformed vote is as good as no vote at all**”
 - tend to be more interested and engaged in issues at the local/community level **than the national**
 - **while interested in similar issues as their older cohorts - health care, education, youth-at-risk - their orientation is focussed more in human terms and on the people they affect**
 - the level of trust in politicians **tends to be lowest among 18-24 year olds**

Source: *30 Million Missing Voters*

Council for Excellence in Government and Aspen Institute

The Missing Youth Cohort

4 causes of declining youth voter turnout:

- ✓ characteristics ascribed to “average” voters by politicians do not represent most youth, resulting in a lack of communication
- ✓ the “cycle of neglect” – politics do not focus on youth, youth lose interest, giving parties no reason to consider them
- ✓ youth are not exposed to the importance of voting in schools, clubs, or other formal and informal mediating institutions
- ✓ technology not yet used as an enabler of participation

~The Public Policy Forum

FOCUS... Protest Movements



- “Elite-challenging” forms of behaviour are on the rise
 - citizens across OECD countries increasingly inclined to sign petitions, attend demonstrations and participate in new global social movements around quality of life issues
 - significant value shifts over the past two decades toward post-materialism, cosmopolitanism, rising interest/concern for public policy, declining confidence in both governmental and non-governmental institutions
 - coincides with structural economic - emerging KBSE and advancing technology - and structural transformations - higher levels of education, affluence, mobility, etc.
 - evidence of global “protest culture” - Canadians rank in the mid to high range
 - correlated with education and interest in politics and public policy issues
- Protests focus on “process” and “product” of negotiations
 - “process” - key concern is that populations most affected are marginalized
 - perception growing that representatives for issues like women’s rights, poverty are not part of mainstream consultations and must find other channels for voicing concerns
 - consultation mechanisms on trade liberalization are in place - favour established governments and corporations over smaller groups
 - “product” - growing disconnect between existing structures and realities of globalizing world
 - protests emphasize that the system, as well as the agreements, need to be changed
 - elimination of developing world debt, stronger voice for displaced persons, payment of reparations to persons displaced by international trade, etc.

FOCUS... Protest Movements...



- Characteristics of international protest movements
 - represent a diversity of interests and issues **generally united by an anti-globalization orientation**
 - largely peaceful and law abiding – **only 1 in 10 protesters demonstrates propensity toward violent or criminal behavior**
 - but violence increasingly is well organized, **trained, funded, prepared and strategic**
 - protective equipment and weapons
 - emerging cyber threat –“hacktivists” increasingly successful in electronic attacks against critical infrastructure

Why do black blocs attack the police?

Because they are in the way. While most anarchists oppose police brutality and seek an end to policing and prisons, our main targets are the rich and powerful. Since the police are the violent face of capitalism, in other words, the guard dogs for the rich, they are on the frontlines when the anarchists come to pursue our class war against the rich.

~Black Blocs for Dummies website (version 3.0, July 31, 2001)
<http://www.infoshop.org/blackbloc.html>

Black Bloc

- ✓ loose association of individuals with similar anti-globalization, anti-capitalist ideologies
- ✓ originated in Europe in 1980s
- ✓ appeared in North America in the 90s – most commonly identified in Nov. 1999 in Seattle at the meeting of the WTO
- ✓ orientation toward violence and, in particular, the destruction of public property
- ✓ no official members, headquarters, general meetings or constitution
- ✓ utilize the internet as a primary communication and organization tool
- ✓ goal is to shut international meetings down

Global Protest Culture & Roots – Overview

1810s - Roots of informed, collaborative protest with anti-slavery movement

1800s-1900s - **peace groups at international conferences (Vienna, Geneva)**

1920s-40s - **Gandhi - peaceful resistance**

1949-1996 - **anti-nuclear campaigns lead to Comprehensive Test Ban Treaty**

1950s - Emergence of anti-establishment movements with civil rights challenges

1955 - **Dawn of Civil Rights movement**

1963 - **King “I Have a Dream”**

1965-73 - **Anti-Vietnam War**

1970s - Emergence of sustainable environment, economy as focus

1970 - **First Earth Day**

1971 - **Greenpeace founded**

1980s - **anti-Apartheid**

1989 - **Tiananmen Square**

1990s - Anti-globalization facilitated by Internet

1993 - **Transparency International founded**

1997 - **APEC Vancouver**

1997 - **ICBL and land mine treaty**

1998 - **MAI derailed by protests**

1999 - **WTO Seattle**

1999 - **Hague Peace Appeal**

2001 - **OAS Quebec City**

2001 - **G8 Genoa**

2001 - **G20 Ottawa**

2002 - **Kananaskis**

The modern global protest culture is rooted in history and is a continually evolving and growing aspect of public participation

FOCUS... Protest Movements...



- Enabling technology key to recent movements
 - protest groups using Internet and other advanced communication tools **to bring together formerly disparate protesters**
 - web sites provide widely accessible information on tactics, logistics and issues of protest
 - mobile communications, video, photography allowing protesters' perspective to immediately be shared broadly to and by media

...states and markets are but two components of an essential trilogy: society matters, social institutions count, and citizens make a crucial difference to the health of the polity and to economic success.

~Michael Edwards
Ford Foundation

Global protest existed long before the 'battle of Seattle'... What is really new and powerful is that many of these initiatives have come together and are communicating with each other via the internet and on the streets during international meetings. A global forum has been created allowing discussion and expressions of mutual concerns.

~Kees Biekart and Angela Wood
"Ten Reflections on the Emerging
'Global Protest Movement'
The Ecologist, October 2001

FOCUS... Protest Movements...



- Police dual roles heightened by growing media and public attention
 - protection of foreign dignitaries **and delegates in high-profile events receives most attention from media, public**
 - RCMP responsible for welfare of foreign and Canadian dignitaries during visits to Canada and participation in meetings and negotiations
 - Kananaskis preparations highlight necessity of collaboration, integration with multiple security partners and jurisdictions (e.g. military, intelligence agencies, foreign security organizations, citizen groups, protestors, etc.)
 - protection of human rights **less understood or recognized**
 - police protect rights by isolating and removing criminal elements from peaceful protesters to ensure safety, right to demonstrate
 - proactive, consultative approach between peaceful protest groups and police offers helps to offset violence at early stages
 - open channels of communication with media, public and legitimate protesters at core of recent successes (e.g. G-20 Ottawa 2001)
- Training and technology providing innovative tools
 - “Minerva-Hydra” **Canadian Police College program provides leading-edge scenario-based training for critical incident teams and leaders**
 - network of international expertise and experience **providing growing body of knowledge on Black Bloc tactics**

The central issue... [is to] protect dignitaries and peaceful protesters against those who are committed to violence ... [the] national RCMP policy... will help ... fulfill its mandate while ensuring that the right to peaceful protest is protected.

~Giuliano Zaccardelli
RCMP Commissioner
Response to Interim APEC
Report, Sept. 7 2001

FOCUS... Protest Movements...



- Overall, police given high performance rating at international events

Thinking about the performance of police at [recent meetings of international leaders at the Organization of American States in Windsor, or the Summit of the Americas in Quebec City] what should their role; be at future meetings like these in Canada? Should police do/provide more less or about the same:

	dk/nr	less	about same	more
to protect public property	3%	3%	45%	49%
to keep public order	3%	9%	50%	38%
level of protection to international leaders	4%	10%	65%	22%
to protect rights of protesters	6%	14%	54%	26%
to restrict protests	7%	21%	48%	24%

Source: EKOS Research, August 2001

Guidelines for Balancing Prevention of Illegal Activity and Protection of Integrity of Demonstrations

- ✓ be particularly solicitous of “democratic radicals” - those who are committed to influencing sweeping change, but who communicate it democratically
- ✓ pay relatively little heed to the undemocratic, but relatively non-violent protestor
- ✓ promote a commitment to the rule of law
- ✓ promote a broader definition of the police job

~Alan Borovoy, General Counsel , Canadian Civil Liberties Association to the CACP, January 2002

FOCUS... Public Participation



The real challenge to democratic proponents of civil society... is that the institutions that would allow our organizations to speak with a true public voice are, for the most part, still to be created.

~ Benjamin Barber

A Place for Us – How to Make Society Civil and Democracy Strong, 1998

The public does care – and cares deeply – about fundamental public goods such as health, education and the environment, but it is also deeply dissatisfied with and distrustful of institutions that are the traditional suppliers of these public goods. The younger, more educated citizenry feels capable of challenging established practices and developing alternatives, both at home and in the global... society.

~ Janice Gross Stein

The Cult of Efficiency, 2001

Transnational coalitions do much more than force governments, non-governmental organizations, and corporations to talk about specific issues. They influence discussions, shape agreements..., and monitor whether and how well parties are complying with the terms. It is clear that there would be... nothing in the way of international human rights standards were it not for the determination of ... a large and entrenched transnational community of human rights activists.

~Ann Florini, *The Third Force*, 2000

Appendix A: Volunteerism Surveys



US	Canada	
PEW - Partnership for Civic Change Survey (2000)	National Survey of Giving, Volunteering & Participating (2000)	
Giving/Volunteering	Giving	Volunteering
78% of Americans donated to local charities, religious or other non-profit organizations	78% of Canadians contribute to charities - a total of \$4.9B - an 11% increase from 1997	volunteers declined by almost 1 million (from 31% of the adult population in 1997 to 27% in 2000)
111 M (51%) Americans volunteered to in their community in the last year	donors gave more than in '97 – up an average of \$10 (to \$70 per donation)	the total number of hours volunteered also declined - by 5% to just over 1 billion
60 M Americans volunteer on a regular basis – approximately 27% of the adult population	the amount donated increases with age until mid-life and then declines	the average annual hours contributed by volunteers increased to 162 from 149
77% feel “connected” to their community and assert their quality of life is excellent or good	religious organizations receive the largest share (49%), then health (20%), social services (10%), philanthropy & volunteerism (8%), education & research (3%), culture/arts (3%)	the largest increase was among: widows (67 more hours); seniors (67); those earning less than \$20,000 (59); and unemployed (54)
65% feel optimistic their community will improve		most frequent reason (76%) for not volunteering is lack of time

Appendix B: Legislation



- *Public Safety Act* (Bill C-42) holds wide implications for security regimes
 - seeks to amend 18 federal laws to strengthen the Government's ability to protect Canadians, prevent terrorist attacks and respond swiftly if a significant threat arises – highlights include:
 - enactment of the *Biological and Toxic Weapons Convention Implementation Act* – to prohibit biological weapons and agents that do not have a peaceful purpose, and provide a more complete legal basis to regulate biological agents
 - amendments to the *Aeronautics Act* to maximize the effectiveness of the aviation security system and ensure that Canada continues to have one of the safest aviation systems in the world.
 - amendments to the *Immigration Act* to speed implementation of measures, including:
 - suspending or terminating refugee determination proceedings if there are reasonable grounds to believe that the claimant is a terrorist, senior official of a government engaged in terrorism, or a war criminal
 - denying wanted persons the ability to evade justice by going to a country of their choice rather than to the country where they are wanted
 - imposing stiff increases in penalties for people smuggling
 - giving immigration officers the authority to arrest and detain foreign nationals in Canada who are unable to satisfactorily identify themselves
 - amendments to the *Explosives Act* to establish tighter controls over explosives
 - amendments to the *Proceeds of Crime (Money Laundering) Act* to provide FINTRAC with the ability to:
 - share compliance-related information
 - share designated information with law enforcement agencies relating to money laundering or terrorist financing offences
 - exchange information with foreign equivalents

Appendix B: Legislation...



- Amendments to *Aeronautics Act* necessitate information disclosure
 - **key amendments contained in C-44, assented to December 2001, include:**
 - operators of aircraft departing from Canada or of a Canadian aircraft departing from any place outside Canada may, in accordance with the regulations, provide foreign state authorities any information relating to persons on board or expected to be on board the aircraft, as required by the laws of the foreign state
 - none of this type of information may be collected unless it is collected for the purpose of protecting national security or public safety or for the purpose of defense, and any such information collected by the government institution may be used or disclosed by it only for one or more of those purposes

Appendix C: Glossary



FINTRAC – Financial Transactions and Reports Analysis Centre of Canada

KBSE – Knowledge Based Society and Economy

UNHCR – United Nations High Commission for Refugees

Appendix D: Evaluation



RCMP Environmental Scan Evaluation Form

We need your feedback! Please help us to ensure the Environmental Scan and updates contain relevant, accurate and useful information by taking a few moments to answer the questions below and either fax or e-mail them to the Strategic Policy and Planning Branch of the RCMP. Fax: (613) 993-4453 E-mail: tamara.candido@rcmp-grc.gc.ca (internal feedback can be sent via the ROSS as well)

Do the Scans contain information that is relevant and useful to you?

Are there important issues and/or trends that we are missing?

Is the format logical and easy to follow? (How could it be improved?)

Additional Comments?

Thank you for your input!