

The Estimates Documents

The Estimates of the Government of Canada are structured in several parts. Beginning with an overview of total government spending in Part I, the documents become increasingly more specific. Part II outlines spending according to departments, agencies and programs and contains the proposed wording of the conditions governing spending which Parliament will be asked to approve. The previous Part III of the Estimates has been split into two documents: a spring report “*A Report on Plans and Priorities*” and a fall report “*Departmental Performance Report*”.

A Report on Plans and Priorities provides additional detail on each department and its programs primarily in terms of more strategically oriented planning and results information with a focus on outcomes.

The *Departmental Performance Report* provides a focus on results-based accountability by reporting on accomplishments achieved against the performance expectations and results commitments as set out in the spring *Report on Plans and Priorities*.

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RCMP Public Complaints Commission

**1998-1999
Estimates**

A Report on Plans and Priorities

Approved

Hon. Andy Scott, P.C., M.P.
Solicitor General of Canada

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Section I: Message

Chair's Message

One of the measures of a civilized society is the behaviour of its police and the extent to which the police are accountable for their conduct to the citizens of that society.

No one questions society's need for policing. We rely on the police to enforce our laws, to investigate and prevent crime. To allow the police to do their jobs effectively, society gives them authority and special powers. Their authority and powers may be used wisely. But they occasionally may be used oppressively or abusively. Abuse can occur because of, among other things, overzealous behaviour, arrogance, carelessness, dishonesty and undue aggressiveness.

In a healthy society, the relationship between the police and its citizens should be founded on mutual respect and support. In today's world that respect and support will only exist if there is a soundly established public complaints system in place. The Canadian Parliament put such a system in place for the RCMP in 1986, by adding Parts VI and VII to the *Royal Canadian Mounted Police Act*. This new system applied to the RCMP in carrying out federal, provincial and municipal policing responsibilities.

The main purpose of the legislation is to provide members of the public with an avenue to have their complaints dealt with in a way that is fair and impartial. Underlying the system is the role of an independent external oversight body, the RCMP Public Complaints Commission. It is essential that members of the public be aware of the Commission's role, and have confidence in the Commission's process.

It is also important that members of the RCMP, and the RCMP as an organization, believe that the Commission is fair and impartial and carries out its statutory responsibilities in accordance with the high professional standards that are expected of such a body. This includes the Commission operating efficiently, with delays reduced to a minimum. Obtaining the confidence of the RCMP and its members is not a simple matter. No one likes having their conduct brought into question and, perhaps, being subjected to criticism.

A subsidiary purpose of the Commission's role is improving the quality of the RCMP's services. Commission recommendations, if adopted, will lead to improvements in training, management and policy development by the RCMP. These improvements will inevitably lead to a better relationship between the RCMP and members of the public - a desirable outcome from everyone's perspective.

The task faced by the Commission in being responsive to the needs of the Canadian public is immense. The RCMP has close to 20,000 members spread across Canada in divisions, sub-divisions and detachments extending to the far reaches of the Yukon and the Northwest Territories, and from the west coast of Vancouver Island to the outposts of Newfoundland. This poses a daunting challenge to the Commission. But it is a challenge that the Commission must strive to meet.

The Auditor General of Canada in his December, 1997 Report to the House of Commons devoted a chapter (34) to the Commission. His report was critical of certain aspects of the management of the Commission. He had three main points of criticism:

1. The Commission should have a communications strategy to inform Canadians about their right to request reviews when they are not satisfied with the RCMP's disposition of their complaints.
2. The Commission's handling of complaint reviews and public hearings is slow and cumbersome. It needs to streamline the review process and provide appropriate training to Commission members responsible for conducting hearings.
3. The Commission needs to enhance its performance measures in order to provide a fuller picture that demonstrates its contribution to the public complaint process and the effectiveness of that process.

I accept these recommendations as a good basis to begin a renewal in meeting our obligation to improve our service to the Canadian public. In the coming months the Commission will develop and implement an action plan to address these observed shortcomings.

B. Management Representation Statement

MANAGEMENT REPRESENTATION/DÉCLARATION DE LA DIRECTION	
<i>Report on plans and priorities 1998-1999</i>	<i>Un rapport sur les plans et les priorités 1998-1999</i>
I submit, for tabling in Parliament, the 1998-1999 Report on Plans and Priorities (RPP) for the RCMP Public Complaints Commission	Je soumetts, en vue de son dépôt au Parlement, le Rapport sur les plans et les priorités (RPP) de 1998-1999 de la Commission des plaintes du public contre la GRC.
<p>To the best of my knowledge the information:</p> <ul style="list-style-type: none"> • Accurately portrays the Commission's mandate, plans, priorities, strategies and expected key results of the organization. • Is consistent with the disclosure principles contained in the <i>Guidelines for Preparing a Report on Plans and Priorities</i>. • Is comprehensive and accurate. • Is based on sound underlying Commission information and management systems. • I am satisfied as to the quality assurance processes and procedures used for the RPP's production. <p>The Planning and Reporting Accountability Structure (PRAS) on which this document is based has been approved by Treasury Board Ministers and is the basis for accountability for the results achieved with the resources and authorities provided.</p>	<p>À ma connaissance les renseignements :</p> <ul style="list-style-type: none"> • Décrivent fidèlement les mandats, plans, priorités, stratégies et résultats clés escomptés de l'organisation. • Sont conformes aux principes de divulgation de l'information énoncés dans les <i>Lignes directrices pour la préparation du Rapport sur les plans et les priorités</i>. • Sont complets et exacts. • Sont fondés sur de bons systèmes d'information et de gestion sous-jacents. • Je suis satisfait des méthodes et procédures d'assurance de la qualité qui ont été utilisées pour produire le RPP. <p>Les ministres du Conseil du Trésor ont approuvé la structure de planification, de rapport et de responsabilisation (SPRR) sur laquelle s'appuie le document et qui sert de fondement à la reddition de comptes sur les résultats obtenus au moyen des ressources et des pouvoirs fournis.</p>
<p>Name/Nom: _____</p> <p>Date: _____</p>	

Section II: RCMP Public Complaints Commission Overview

A. Mandate, Role and Responsibilities

Mandate

The mandate of the Commission is set out in Part VII of the *RCMP Act*. Its main activities are:

- reviewing the RCMP disposition of complaints as a result of a request for review from complainants who are not satisfied with the RCMP's disposition of their complaints; and
- receiving complaints from the public.

Role and Responsibilities

The RCMP Public Complaints Commission has as its main activity the review of the RCMP disposition of public complaints. However, the Commission also receives complaints from members of the public who are dissatisfied with the conduct of members of the RCMP in the performance of their functions and duties. These complaints can be made directly to the RCMP, to the provincial authority responsible for policing or to the RCMP Public Complaints Commission. All complaints must be sent to the RCMP for investigation. The Chair of the Commission can initiate a complaint if she considers there are reasonable grounds to do so. The Chair can also decide that it is in the public interest to carry out an investigation or to institute a public hearing. This can be done regardless of whether or not the RCMP has investigated the complaint.

B. Objective

To provide the public with an opportunity to make complaints regarding the conduct of members of the RCMP in the performance of their duties, and to have the RCMP disposition of those complaints reviewed by an external body in an independent and impartial manner.

C. Financial Spending Plan

(thousands of dollars)	Forecast Spending 1997-1998 ¹	Planned Spending 1998-1999	Planned Spending 1999-2000	Planned Spending 1999-2001
<i>Gross Program Spending</i>				
Receipt and review of public complaints	3,640	3,493	3,493	3,493
<i>Net Program Spending</i>				
Plus: Cost of services provided by other Departments	665	665	665	665
<i>Net Cost of the Agency</i>	4,305	4,158	4,158	4,158

¹ Reflects best forecast of total planned spending to the end of the fiscal year.

Section III: Plans, Priorities and Strategies

A. Summary of Key Plans, Priorities and Strategies

PLAN	STRATEGIES
Timely review of RCMP disposition of public complaints	<p>Review and re-organize present system of handling of review of complaints</p> <p>Eliminate the backlog of requests for review.</p> <p>Improve quality of data in the complaints tracking database</p> <p>Enhance the effectiveness of Commission members in the conduct of public hearings</p> <p>Reduce the time and cost of public hearings</p>
Increased public awareness of right to request review	<p>Implement a communications strategy</p> <p>Determine effectiveness of the communications strategy</p>

B. Details

Planned Spending

(thousands of dollars)	Forecast Spending 1997-1998	Planned Spending 1998-1999	Planned Spending 1999-2000	Planned Spending 2000-2001
<i>Net Expenditures</i>	3,640	3,493	3,493	3,493

Strategic Objectives

Ensure that the receipt and review of complaints are dealt with in a timely fashion.

Inform the Canadian public about the services offered by the Commission.

External Factors Influencing the Objectives

The Commission cannot always anticipate the number of requests for review that the Commission might receive in the course of a fiscal year at the start of the year. Events can often give rise to a flurry of complaints from a particular community.

The Commission and the RCMP are both involved in the review of complaints. The RCMP provides the Commission with the information that was created or considered by the RCMP in the course of its investigation of the public complaint. The Commission then refers to this information in the course of its review. The complexity of the complaint often determines the nature of the review and of the report that is prepared. As a result, it is necessary to have a differentiated review process.

The hearing process can be a long one. While most of the Commission members are accomplished lawyers with litigation experience, few are trained as adjudicators. The same can be said of the RCMP members and their counsel. This can result in unnecessarily lengthy hearings. The longer the hearing takes, the more it costs. Many members of the public are still not aware of the existence of the Commission or of the services that it provides. Because of its name, the public might be uncertain as to the independence of the RCMP Public Complaints Commission from the RCMP. Also the size of Canada and the wide distribution of its population in small communities or in large cities makes it hard to reach all members of the Canadian public.

Strategies – Receipt and Review of Complaints

In respect of the strategic objective to ensure that the receipt and review of complaints are dealt with in a timely fashion, the strategies are as follows: the development of a faster review process; the use of informal resolution techniques; the reorganization of the Commission structure; the improvement of the database to provide more reliable and consistent statistics; provision of training to members; review of the hearing process; and response to criticism in the Auditor General of Canada's report on the Commission.

Expected Results

- four-month (120 days) turn-around time by the end of the 2000-2001 fiscal year in cases where the Chair is satisfied with the RCMP disposition of the complaint;
- elimination of the backlog before the end of the 2000-2001 fiscal year;
- a more streamlined and differentiated review process in place before the end of the 1999-2000 fiscal year;
- training of Commission members in adjudicative processes to be completed by the end of the 1999-2000 fiscal year;
- revision of the hearing and registrar's manuals;
- development of appropriate measures of Commission effectiveness; and
- development of an indicator of client satisfaction with the review process.

Strategies - Communications

In respect of the strategic objective to carry out a communications strategy to inform the public about the Commission and its role in the law enforcement environment, the strategies include: the implementation of a communications strategy and the review of communications activities to determine their effectiveness.

Expected Results

- use of community and ethnic newspapers to disseminate information about the Commission;
- distribution of brochures to target audiences;
- indicator of client knowledge of Commission in targeted communities, and
- public speeches by the Chair, Commission members and the Executive Director.

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Table 1: Spending Authorities - Summary Part II of the Estimates

Vote	(thousands of dollars)	1998-1999 Main Estimates	1997-1998 Main Estimates
RCMP Public Complaints Commission			
50	Program expenditures	3,123	3,245
(S)	Contributions to employee benefit plans	370	300
	Total Agency	3,493	3, 545

Personnel Information

Table 2.1: Organization Structure

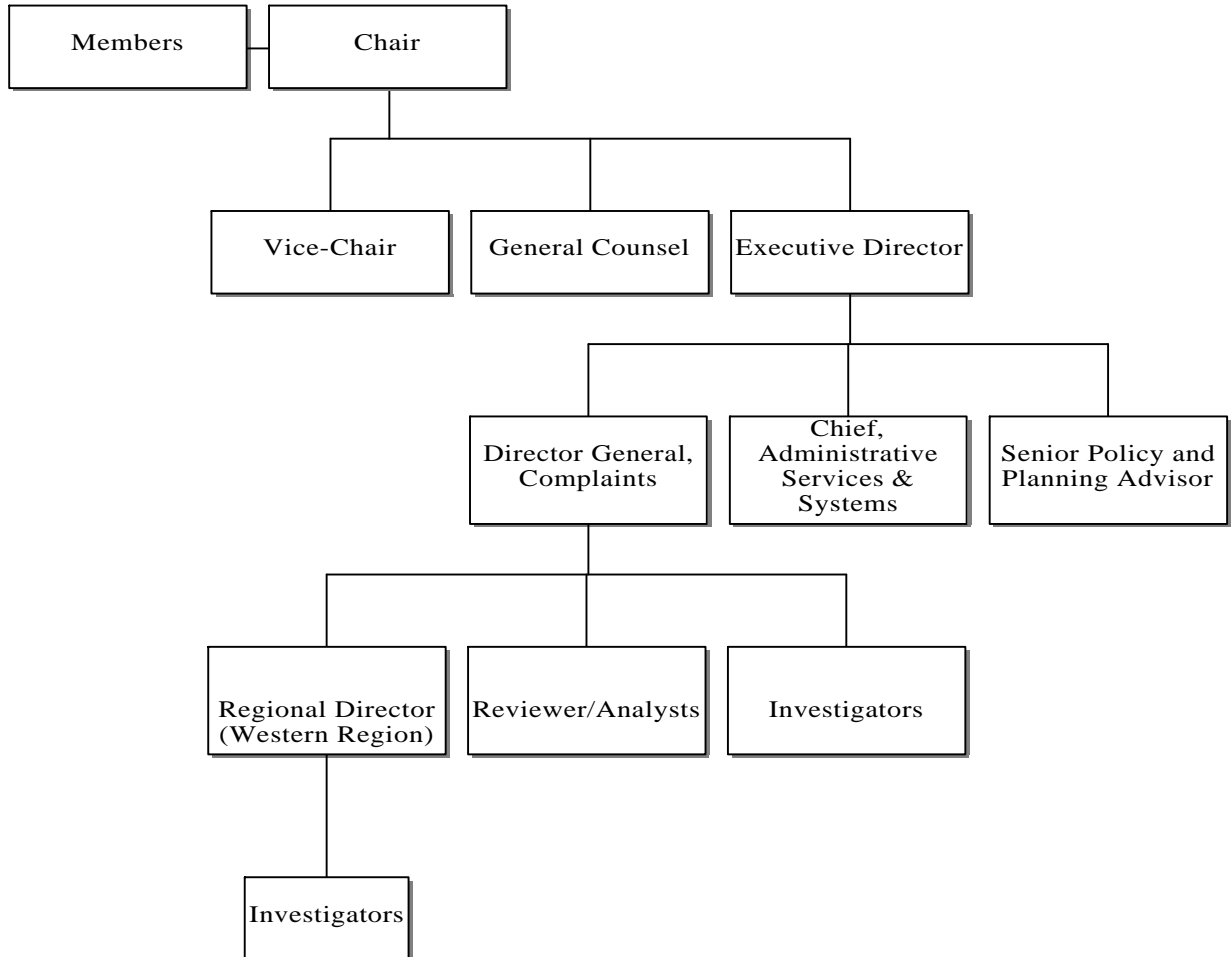


Table 2.2: Details of Full Time Equivalent (FTE) Requirement

	Planned 1997-1998	Planned 1998-1999	Planned 1999-2000	Planned 2000-2001
Total	34	34	34	34

Table 2.3: Summary by Professional Categories (FTEs)

	Actuals 1995- 1996	Actuals 1996- 1997	1997- 1998 Estimates	1998- 1999 Estimates	1999- 2000 Planned	2000- 2001 Planned
Order-in-Council Appointments	1	1	1	1	1	1
Executive Group	2	2	2	2	2	2
Scientific and Professional	1	1	1	1	1	1
Administrative and Foreign Service	21	21	21	21	21	21
Technical	0.4	0.4	0.4	0.4	0.4	0.4
Administrative Support	7	8.6	8.6	8.6	8.6	8.6
Total	32.4	34	34	34	34	34

Additional Financial Information

Table 3: Commission Summary of Standard Objects of Expenditure

(\$ thousands)	Planned Spending 1997-1998	Planned Spending 1998-1999	Planned Spending 1999-2000	Planned Spending 2000-2001
Personnel				
Salaries and wages	1,577	1,577	1,577	1,577
Contributions to employee benefit plans	300	370	370	370
Other salary items	186	186	186	186
	2,063	2,133	2,133	2,133
Goods and services				
Transportation and communications	299	264	264	264
Information	118	118	118	118
Professional and special services	959	777	777	777
Rentals	31	31	31	31
Purchased repair and maintenance	20	20	20	20
Utilities, materials and supplies	70	70	70	70
Minor capital	80	80	80	80
	1,577	1,360	1,360	1,360
Total net budgetary expenditures	3,640	3,493	3,493	3,493

Table 4: Commission Resources for the Estimates Year

(\$ millions)	Budgetary					Non- budgetary Loans Investments and Advances	Gross Planned Spending	Less: Revenue Credited to the Vote	Net Planned Spending
	FTE	Operating	Capital	Grants and Contributions	Gross Voted				
RCMP Public Complaints Commission	34	3,493			3,123	370	3,493		3,493
Net Cost of the Agency									3,493

Table 5: Net Cost of Program for 1998-1999

(\$ thousands)	Total
Gross Planned Spending	3,493
Plus:	
<i>Services Received without Charge</i>	
Accommodation provided by Public Works and Government Services Canada (PWGSC)	562
Contributions covering employer's share of insurance premiums and costs paid by TBS	103
Employee compensation payments provided by Human Resources Canada	0
Net Cost of Program	4,158

Other information

Table 6: Statute

The RCMP Public Complaints Commission has sole responsibility to Parliament for the following Act:

Part VII, *Royal Canadian Mounted Police Act*

R.S., c. R-9, Part VII

Table 7: References

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Publications

Annual Reports
1988-1989 to 1996-1997

*RCMP Act (Commission
consolidation)* March 1990

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