

Chapter

# 11

**Illicit Drugs**

The Federal Government's Role

*The audit work reported in this chapter was conducted in accordance with the legislative mandate, policies, and practices of the Office of the Auditor General of Canada. These policies and practices embrace the standards recommended by the Canadian Institute of Chartered Accountants.*

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# Illicit Drugs

## The Federal Government's Role

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### Main Points

**11.1** Illicit drugs have a significant negative impact on Canada and on individual Canadians. They are a major source of funding for organized crime and for terrorism. The economic costs, including health care (for example, HIV/AIDS and hepatitis), lost productivity, property crime, and enforcement are estimated to exceed \$5 billion annually. In 1999 there were over 50,000 persons charged with drug offences and an estimated 400,000 court appearances.

**11.2** If Canada is to reduce the impact of illicit drugs, it will need to address weaknesses in leadership and co-ordination, information, and comprehensive public reporting. We found the following:

- Canada requires stronger leadership and more consistent co-ordination to set a strategy, common objectives, and collective performance expectations. It must be able to respond quickly to emerging concerns about illicit drug use or the illicit drug trade. The present structure for leadership and for co-ordination of federal efforts needs to be reviewed and improved. The mechanisms for co-ordination with the provinces and municipalities also need review since they cross three levels of government.
- Information on the extent of the drug problem is sparse, outdated, or not available. In addition, federal departments lack basic management information on illicit drug efforts, such as expenditures, objectives, and results.
- There is no comprehensive public reporting. No public report clearly explains what the federal government and other levels of government are doing to reduce the demand for and the supply of illicit drugs. Neither parliamentarians nor Canadians know the full extent of the illicit drug problem and the social, economic, and health costs associated with it.

### Background and other observations

**11.3** In 1992 the government approved Canada's Drug Strategy, a co-ordinated effort to reduce the harm caused by alcohol and other drugs. The strategy calls for a balanced approach to reducing both the demand for drugs and their supply through such activities as control and enforcement, prevention, treatment and rehabilitation, and harm reduction.

**11.4** In 1997 the *Controlled Drugs and Substances Act* was introduced. It remains the current legislation for controlling the use of illicit drugs. Since 1997, most of the government's legislative changes related to illicit drugs have focussed on supply reduction (enforcement), not demand reduction.

**11.5** To co-ordinate Canada's Drug Strategy, Health Canada chairs the co-ordinating groups: the Assistant Deputy Ministers' Steering Committee on Substance Abuse and the Interdepartmental Working Group on Substance Abuse.

**11.6** Federally, 11 departments and agencies spend approximately \$500 million annually to address illicit drug use in Canada. The main ones are Health Canada, the Department of Justice, the Royal Canadian Mounted Police, Solicitor General Canada, the Canada Customs and Revenue Agency, Correctional Service Canada, and the Department of Foreign Affairs and International Trade. In addition, municipal and provincial/territorial governments are equally involved in addressing illicit drugs.

**11.7** Some other countries engaged in addressing the problem of illicit drugs emphasize the importance of strong leadership and up-to-date management information and comprehensive public reporting. Canada has not given it the same emphasis.

**The government has responded.** Health Canada, responding on behalf of the government, indicated that it will consider our recommendations but has not outlined any specific action.

## Introduction

**11.8** For centuries, humans have experimented with a variety of substances such as tobacco, alcohol, opium, and coca for a range of personal and cultural reasons. With the passage of time, some of these substances have become a major concern for Canada and are now defined as illicit substances.

**11.9** “Illicit drugs” is a commonly used term that refers to certain substances listed under the 1997 *Controlled Drugs and Substances Act*. These substances include heroin, cocaine, cannabis (including marijuana and hashish), and synthetic substances such as LSD and ecstasy. The regulations under the Act outline the conditions under which certain drugs may be used for legitimate reasons, such as medical treatment. The regulations also set out the conditions under which the possession, production, and sale of such substances are illegal. Exhibit 11.1 provides an overview of both illicit and legal substances that can be abused.

**Exhibit 11.1** Illicit and legal substances that can be abused

Substance	Examples	Illegal acts
Tobacco	Cigarettes, cigars	Use in some public places, sale to minors
Alcohol	Wine, beer, spirits	Driving while intoxicated, sale to minors, use in prison
Substances covered by the <i>Controlled Drugs and Substances Act</i> *	Heroin, LSD, cocaine, marijuana, ecstasy, medications such as antidepressants and tranquilizers, and sport enhancing substances such as anabolic steroids	Possession and trafficking of cocaine and heroin, medications obtained without a proper prescription from a physician, possession of a banned substance by an athlete, smuggling cocaine into the country aboard an aircraft, possession of proceeds from selling drugs illegally
Other substances	Inhalants such as model airplane glue and gasoline	Not illegal but very harmful when abused

\*Use of many substances under the *Controlled Drugs and Substances Act* are legal under restricted circumstances, such as drugs prescribed by a medical physician, including most recently “medicinal” marijuana. Many can also be used legally, without a medical prescription, such as mild pain relief pills that are available over the counter and contain low dosages of codeine, a controlled substance.

### Illicit drugs affect Canadians in many ways

**11.10** One way to measure the extent of the problem is by the sales of illicit drugs. While estimates vary, the United Nations believes that the annual global sales of illicit drugs are between \$450 billion and \$750 billion. In Canada, the government’s estimates of sales range from \$7 billion to \$18 billion.

**11.11** Another way to measure the problem is by its economic costs: these include costs to the health care system, lost productivity, drug enforcement costs, and property crime committed by drug addicts. The total economic costs in Canada are estimated to exceed \$5 billion a year.

**11.12** A third way to measure the impact of illicit drugs is by the effects of drug-related offences on the criminal justice system. In 1999 about 50,000 people were charged with offences under the *Controlled Drugs and Substances Act* in cases where the most serious offence was drug-related (see Exhibit 11.2, particularly for the first note). In that same year, we estimated that Canadian criminal courts heard 34,000 drug cases that involved more than 400,000 court appearances. About 19 percent of offenders in the federal correctional system are serving sentences for serious drug offences.

**11.13** For the roughly 50,000 persons charged, 90 percent of the charges related to cannabis and cocaine. Cannabis accounted for over two thirds of the charges, and about half of all charges were for possession.

**11.14** The severity of the impact of illicit drugs varies widely. For example, cannabis is less associated with property crime and severe health effects than cocaine. Drugs affect people from all walks of life. By far the most direct harm occurs in high-risk populations, such as injection drug users, street youth, and the inner city poor. An estimated 125,000 people in Canada inject drugs. Injection drug use is a major risk factor in the spread of HIV/AIDS and hepatitis. In 1999 it resulted in an estimated 34 percent of all new HIV infections.

**11.15** Illicit drugs are associated with a range of crimes, including break and enter, robbery, car theft, prostitution, and murder. Illicit drug users may commit a variety of crimes to fund their drug habits. In Vancouver, for example, an estimated 70 percent of criminal activity is associated with illicit drugs. About 63 percent of federal offenders have drug abuse problems.

**Exhibit 11.2** Number of persons charged for offences under the *Controlled Drugs and Substances Act* in Canada during 1999

Substance	Possession	Trafficking	Importation	Cultivation	Total	Percentage
Heroin	351	800	23	–	1,174	2
Cocaine	3,375	6,990	184	–	10,549	21
Other drugs	1,797	1,561	157	–	3,515	7
Cannabis	21,381	8,112	157	4,697	34,347	70
Total	26,904	17,463	521	4,697	49,585	100
Percentage	54	35	1	10	100	

Note: Data report number of persons charged by most serious offence in a given incident. For example, if a person was charged with armed robbery and possession of a small quantity of drugs at the same time, the drug charge would not show up in the above figures. This prevents double counting of the number of persons charged.

“Number of persons charged” means persons charged by police or persons whom the police recommended that charges be laid against.

Source: Statistics Canada, Canadian Centre for Justice Statistics, Uniform Crime Reporting Survey



**11.16** A major concern in Canada is the relationship between drugs, organized crime, and violence. A 1998 federal government study of organized crime concluded that the drug trade has a significant impact on Canadians and entails substantial violence. Furthermore, with drugs as its primary source of revenue, organized crime has intimidated police officers, judges, juries, and correctional officers. Such intimidation is a direct threat to Canada's philosophy of peace, order, and good government. Of note is that more than 150 deaths since 1994 have been attributed to "biker" wars in Quebec over control of organized crime, including the illicit drug trade.

**11.17** Illicit drugs also represent a source of income for terrorist groups. The United Nations has expressed deep concern about the links between terrorist groups and illicit drug production and trafficking.

**11.18** Canada participates actively in international activities aimed at illicit drugs. It is chair of the Multilateral Evaluation Mechanism working group of the Inter-American Drug Abuse Control Commission of the Organization of American States. It is also an elected member of the Commission on Narcotic Drugs, the governing body of the United Nations International Drug Control Programme. Canada collaborated with the Commission and member states to develop a "Declaration on the Guiding Principles of Drug Demand Reduction" as well as an action plan to implement the principles.

**11.19** Like the efforts of other Western nations, Canada's efforts have received both positive and negative assessments internationally. Canada was slow to regulate chemical "precursors" (chemicals used to produce illicit drugs such as ecstasy). It is viewed as both a supply and a transit country for illicit drugs. Recently, the United Nations International Narcotics Control Board raised some concern about Canada's efforts to eradicate cannabis. British Columbia's Organized Crime Agency estimates that more than 15,000 growing operations in British Columbia produce \$6 billion worth of marijuana annually. The law enforcement community believes that a significant portion of this is smuggled to the United States; however, Canada supplies only a small portion of the U.S. market.

#### **How Canada has dealt with the drug issue**

**11.20** Few restrictions on drug use existed until Canada passed its first drug legislation in 1908—the *Opium Act*. Since then, several pieces of legislation have been enacted to deal either directly or indirectly with illicit drug use in Canada. Legislation has expanded the list of illicit substances and increased federal enforcement powers to combat the problem. However, despite all the legislation and the resulting changes, there has been a growing acknowledgement by Canadians and parliamentarians that there are limits on the ability of law enforcement to reduce the supply of drugs.

**11.21** In 1987 the federal government announced the National Drug Strategy. It was an effort to promote a "balanced approach" to dealing with both the demand for drugs and their supply in Canada. The strategy is balanced between prevention and education on the one hand and enforcement on the other. The strategy was intended to raise awareness and

educate the public about the problems associated with substance abuse, improve the availability and accessibility of treatment and rehabilitation, strengthen enforcement and control, co-ordinate national efforts, and increase co-operation with international organizations.

**11.22** From 1987 to 1992, the National Drug Strategy had \$210 million in new funding to enhance existing programs and fund new initiatives, not only federally but also provincially. Some 70 percent of the funds were directed at education, prevention, and treatment—priority areas under the leadership of what was then Health and Welfare Canada. The strategy focussed mainly on school-aged youth.

**11.23** In 1988 Parliament created the Canadian Centre on Substance Abuse (CCSA) as Canada's national non-government organization on addictions. It was one way the federal government tried to encourage co-operation among all levels of government and other partners. The CCSA provides a focus for reducing the health, social, and economic harm associated with substance abuse and addictions. Its primary responsibility is to provide credible, objective information and policies on addiction to the federal government, the not-for-profit and private sectors, and provincial/territorial and municipal governments. Today, Health Canada provides CCSA with \$500,000 annually in core funding.

**11.24** In November 1990, a secretariat was established in Health and Welfare Canada to co-ordinate activities within the federal government and with other governments at home and abroad. It was to work closely with the Canadian Centre on Substance Abuse.

**11.25** In 1992 the government merged the National Strategy to Reduce Impaired Driving with the National Drug Strategy. The result was called Canada's Drug Strategy. The strategy was a co-ordinated effort to reduce the harm caused by alcohol and other drugs. Its focus was expanded to include prevention, treatment and rehabilitation, information and research, and enforcement and control. Targeted populations included not only mainstream youth but also children at risk (abused youth, dropouts, street kids, the unemployed, and off-reserve Aboriginal youth). Funding for the strategy was \$270 million over five years. This was in addition to what was already being spent on drug-related measures.

**11.26** To co-ordinate the strategy, Health and Welfare Canada chaired two new co-ordinating groups: the Assistant Deputy Ministers' Steering Committee on Substance Abuse and the Interdepartmental Working Group on Substance Abuse. The Steering Committee is mandated to meet at least twice a year to improve the overall effectiveness of the strategy and provide direction to the Working Group. Its aims are to co-ordinate federal activities, develop consensus on priorities, address emerging issues, and monitor implementation of the federal strategy.

**11.27** In 1997 the government introduced the *Controlled Drugs and Substances Act*, the current legislation for controlling the use of illicit drugs. In 1998 Canada's Drug Strategy was renewed in principle but without funding.

Although it was called Canada's Drug Strategy, its signatories were limited to federal departments and agencies. Health Canada's role again was to provide national leadership and co-ordination of the renewed strategy. The Department was to conduct research, disseminate leading-edge information and best practices to key partners, and collaborate with multilateral organizations to address the global drug problem. Currently, proposals are being developed to renew the strategy.

**11.28** The strategy's long-term goal is still to reduce the harm to society associated with alcohol and other drugs. It continues to emphasize a balance between reducing the demand for and the supply of drugs. Its objectives include the following:

- reducing the demand for drugs;
- reducing drug-related mortality and morbidity by reducing high-risk behaviours, such as spreading HIV/AIDS through needle sharing;
- improving the effectiveness of and accessibility to substance abuse information and interventions;
- restricting the supply of illicit drugs;
- reducing the profitability of illicit drug trafficking; and
- reducing the costs of substance abuse to Canadian society.

**11.29** Since 1997, most of the federal government's changes to legislation relevant to illicit drugs have focussed more on reducing supply (enforcement) than reducing demand. For example, the Canadian *Criminal Code* was amended to include organized crime offences, and the government created the Financial Transactions and Reports Analysis Centre of Canada to monitor financial transactions in order to detect and deter money laundering. In 2000, legislative control measures came into effect for some psychotropic substances covered by the 1971 UN Convention on these substances.

### Focus of the audit

**11.30** Our examination focussed on the federal government's role in the illicit drug portion of Canada's Drug Strategy. The objectives of our audit were to determine whether the federal government has the following in place:

- adequate information on the extent of the problem as well as the information required to manage its activities;
- comprehensive public reporting on objectives and results; and
- clear leadership and co-ordination.

**11.31** The audit did not examine the role played by provinces, municipalities, and non-government organizations. Their involvement is substantial. Details on the objectives, scope, and criteria can be found at the end of the chapter in About the Audit.

## Observations

### Addressing illicit drugs

#### The federal infrastructure

**11.32** All levels of government—federal, provincial/territorial, and municipal—are involved in Canada's efforts to reduce the harm and availability of illicit drugs. At the provincial/territorial and municipal levels, these include efforts in health, corrections, social services, and courts, and by prosecutors (Quebec only) and police forces. For example, provincial and municipal police forces and courts handle the majority of illicit drug cases. The international community and non-government organizations, such as the Canadian Association of Chiefs of Police and the Canadian Federation of Municipalities, also play important roles.

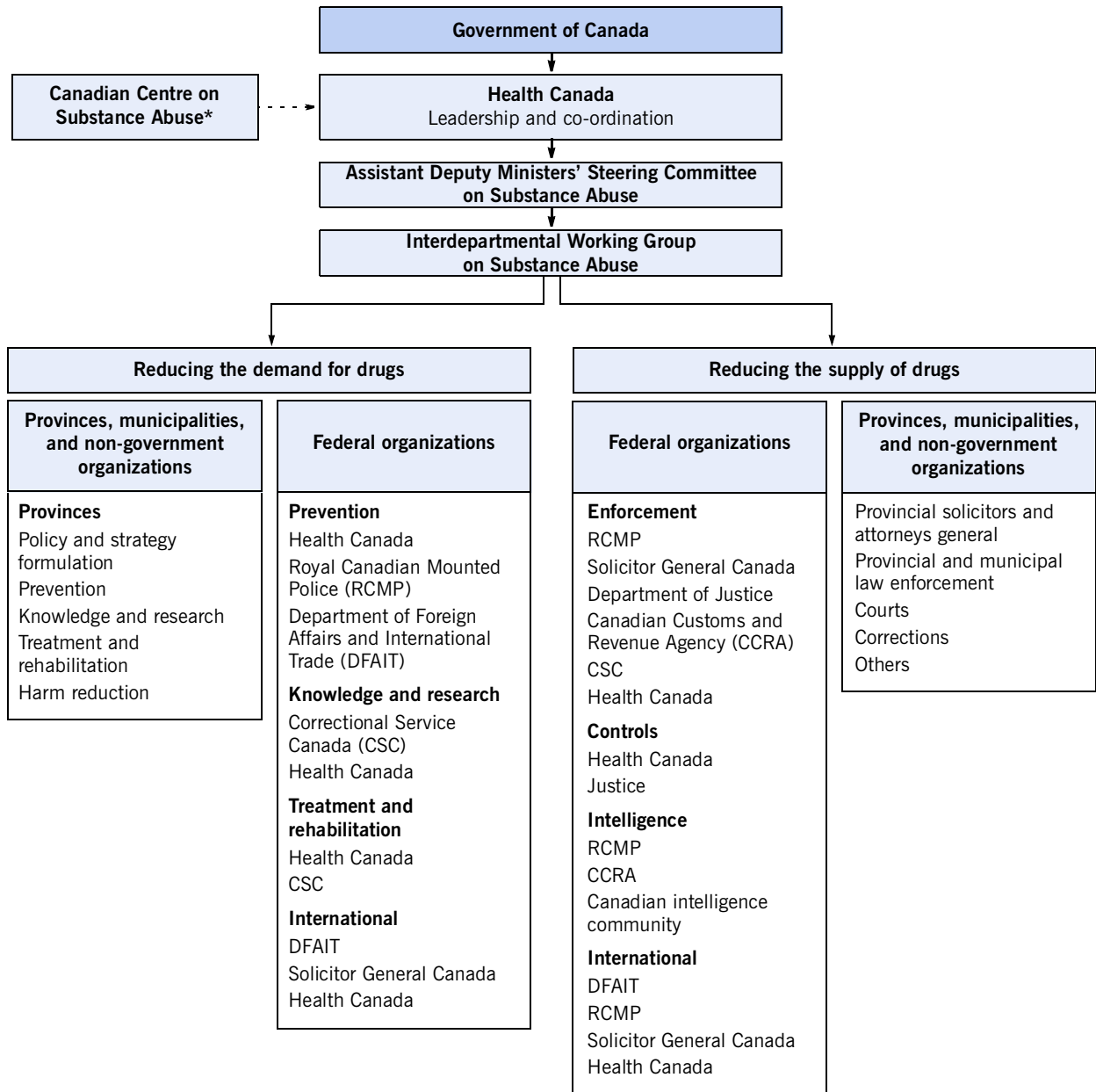
**11.33** Federally, 11 departments and agencies are involved in addressing illicit drug use in Canada. The main ones are Health Canada, Solicitor General Canada, the Royal Canadian Mounted Police (RCMP), the Department of Justice, the Canada Customs and Revenue Agency, Correctional Service Canada, and the Department of Foreign Affairs and International Trade (Exhibit 11.3). The Canadian Centre on Substance Abuse also plays a key role.

**11.34 Health Canada.** Health Canada provides the leadership and co-ordination for Canada's Drug Strategy. It chairs both the Assistant Deputy Ministers' Steering Committee on Substance Abuse and the Interdepartmental Working Group on Substance Abuse. It also sits on a number of committees, in the following capacities:

- Chair, Federal/Provincial/Territorial Committee on Alcohol and Other Drug Issues;
- Co-Chair, Federal/Provincial/Territorial Committee on Injection Drug Use;
- Alternate Head, Canadian delegation to the United Nations Commission on Narcotic Drugs;
- Member, Canadian Association of Chiefs of Police Drug Abuse Committee; and
- Member, Federal/Provincial/Territorial Deputy Minister Steering Committee for Health and Enforcement Partnership.

**11.35** Health Canada is also involved directly in activities to reduce the demand for and the supply of illicit drugs. Its Office of Controlled Substances is responsible for the legislative control framework to control illicit drugs. The office administers the regulations of the *Controlled Drugs and Substance Act*, which includes processing the licensing and permit requirements for the use of controlled substances for legitimate purposes. The Office of Cannabis Medical Access deals with controls on the medical use of marijuana. The Office of Canada's Drug Strategy manages a \$15.5 million annual contribution program that provides funding for alcohol and drug treatment programs. The same program also provides funding to the Canadian Centre for Substance Abuse. The Drug Analysis Service provides a laboratory service to the Canadian law enforcement community to test seized drugs.

Exhibit 11.3 Canadian infrastructure for dealing with illicit drugs



\*The Canadian Centre on Substance Abuse was established by an Act of Parliament but operates independently of the government. It is managed by a Board of Directors appointed by the Governor in Council.

**11.36 Solicitor General Canada.** The Solicitor General plays a leadership and co-ordinating role in policing, security, and corrections under Canada's Drug Strategy. The Department is also engaged in related activities both domestically and internationally, including the following:

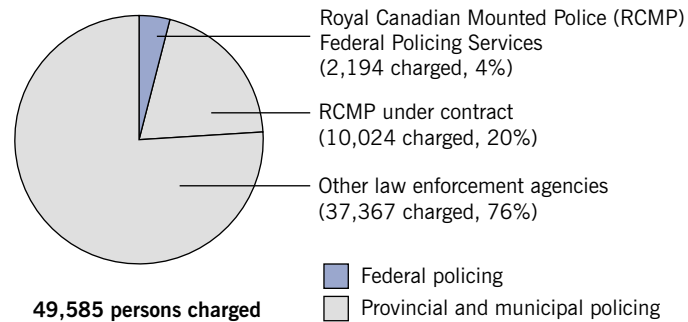
- Chair, Inter-American Drug Abuse Control Commission's (CICAD) Multilateral Evaluation Mechanism working group;
- Chair, Interdepartmental Committee of Assistant Deputy Ministers on Public Safety;
- Chair, National Co-ordinating Committee on Organized Crime;
- Co-chair, Canada/U.S. Cross-Border Crime Forum;
- Co-chair, Federal/Provincial/Territorial Deputy Minister Steering Committee on Organized Crime; and
- Participation with provinces and municipalities in the Federal/Provincial/Territorial Deputy Minister Steering Committee for Health and Enforcement Partnership.

**11.37 RCMP.** The RCMP's federal drug efforts focus on such activities as seizing drugs, investigating and arresting the upper echelon of criminal organizations involved in the drug trade, and seizing proceeds of crime. The RCMP also undertakes drug enforcement as part of the provincial and municipal policing responsibilities it performs on contract.

**11.38** The RCMP's federal drug efforts are largely undertaken by two groups: Drug Enforcement Branch, with about 886 staff; and the Integrated Proceeds of Crime Initiative, with about 415 staff. The latter group investigates persons for proceeds of crime and seizes assets obtained through illicit drug sales. These two groups receive significant assistance from RCMP functions such as intelligence and other specialized investigation services, including electronic and physical surveillance. Other RCMP groups, such as the Customs and Excise Branch and Federal Statute Enforcement, also make a number of drug-related arrests; however, those arrests are generally incidental to the primary focus of their activities.

**11.39** Of the 50,000 people charged in Canada in 1999 for offences under the *Controlled Drugs and Substances Act*, where a drug offence was the most serious offence, an estimated four percent were charged by the RCMP in its federal role. Exhibit 11.4 shows who laid drug charges in 1999.

**11.40** The RCMP has adopted a more strategic, intelligence-driven approach. It now sets national priorities based on threat assessments so that resources will be focussed on the areas of greatest risk to Canadians. Resources currently target the upper echelon of organized crime. This approach has resulted in cases that are complex and lengthy and consume significant resources. It requires extensive partnerships with other police forces both within and outside Canada.

**Exhibit 11.4 Charges under the *Controlled Drugs and Substances Act* in 1999**

Note: Data report number of persons charged by most serious offence in a given incident. For example, if a person was charged with armed robbery and possession of a small quantity of drugs at the same time, the drug charge would not show up in the above figures. This prevents double counting of the number of persons charged.

"Number of persons charged" means persons charged by police or persons whom the police recommended that charges be laid against.

Source: Statistics Canada and the RCMP

**11.41** The RCMP participates in many "joint force operations" aimed at combatting organized crime. Some of these operations are permanent working groups, while others are temporary and aimed at a specific target. The RCMP estimates that it has assigned about 900 staff to these operations, including many from its Federal Drug Enforcement Branch. The case study on page 12 provides an example of one partnership project.

**11.42** Integrated Proceeds of Crime is a federal initiative whose mandate is to investigate organized crime groups, with a view to seizing/restraining and forfeiting assets gained through criminal activities. It is largely a drug-related initiative; an estimated 90 percent of seizures are related to drugs. The initiative consists of 13 units across Canada, staffed with a mix of federal, provincial, and municipal police; Justice counsel; Customs officers; tax investigators; asset managers; and forensic accountants. The cases are complex and lengthy because organized crime launders its funds through a web of accountants, lawyers, and seemingly legitimate businesses that often cross jurisdictional boundaries. The RCMP reported in its 1999–2000 *Performance Report* that the value of assets seized was \$32 million.

**11.43** The RCMP also delivers drug prevention programs. It makes some 8,000 presentations annually to students, parents, employees, and community groups. Both RCMP federal and contract policing personnel participate using programs such as "Drugs and Sport."

**11.44 Department of Justice.** The Department of Justice prosecutes drug cases and provides expertise to the development of legislation addressing organized crime. It has a pilot initiative, the Toronto Drug Treatment Court Program, that offers alternatives to traditional prosecution.

#### Airline employees arrested in drug importation ring

The Toronto Airport Drug Enforcement Unit has dismantled an alleged internal conspiracy involving the importation of illegal drugs through Toronto's Lester B. Pearson Airport. This criminal network included six staff operating within Air Canada ground service personnel. They used their positions of employment and access of areas in the airport to smuggle into Canada drugs hidden aboard aircraft. Ten people were arrested for conspiracy and importation of illegal drugs.

During the 11 month investigation, the unit seized 40 kilograms of cocaine, 40 kilograms of hash oil, and 20 kilograms of hashish. During today's searches and arrests, additional drugs and a loaded firearm were seized.

The investigation team consisted of the RCMP, Toronto Police Service, Ontario Provincial Police, Peel Regional Police, and the Canada Customs and Revenue Agency, with co-operation from Air Canada.

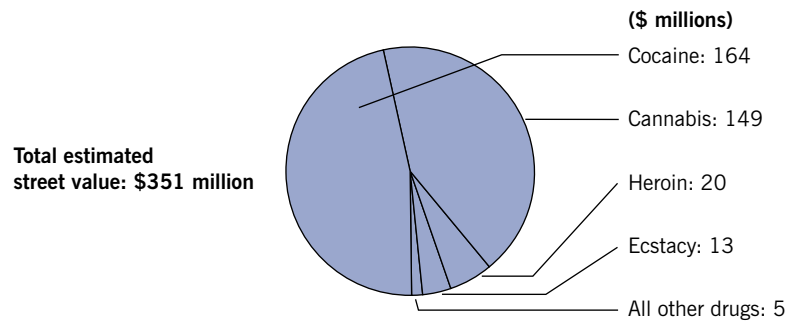
Source: Royal Canadian Mounted Police press release (29 November 2000)

**11.45** The Federal Prosecution Service (FPS) prosecutes drug cases, including proceeds of crime cases that are initiated by municipal and provincial police or the RCMP (on contract or in its Federal Policing Services). In Quebec, the FPS prosecutes only cases where the RCMP has laid charges.

**11.46** The Federal Prosecution Service includes over 300 in-house counsel and nearly 800 private sector counsel appointed as agents of the Crown. They prosecute under a range of federal statutes, but drug prosecutions constitute most of their work. The ability of the FPS to provide high-quality prosecution services is a major factor in determining whether the police efforts will end in success or failure. Most cases are of low or medium complexity; however, the complexity of cases is increasing and complex cases are becoming more common. Currently, it is estimated that complex cases make up 7 percent of the caseload but use 60 percent of prosecutors' time. Complex organized crime cases require the involvement of Justice at an early stage because of the legal issues associated with the collection, organization, and admissibility of evidence.

**11.47** **Canada Customs and Revenue Agency.** Canada Customs and Revenue Agency contributes to reducing the supply of illicit drugs in two ways. Customs intercepts illicit drugs entering Canada at our borders. For instance, it estimates that in 1999 it seized illicit drugs with a street value estimated at \$351 million (Exhibit 11.5). The seizures are attributable to its own efforts and police information. For example, between 1986 and 1999, the RCMP provided intelligence that led to 45 cocaine seizures, representing 18 percent of the total quantity of cocaine intercepted in that period. Taxation audits individuals suspected of selling illicit drugs or engaging in other illegal activities and raises assessments and levies penalties where it finds unreported income. Taxation also investigates suspected tax evasion and recommends prosecution of individuals.



**Exhibit 11.5** Street value of Canada Customs and Revenue Agency's drug seizures in 1999

Source: Canada Customs and Revenue Agency

**11.48 Correctional Service Canada.** Correctional Service Canada (CSC) is responsible for offenders serving criminal sentences over two years. These include individuals convicted of serious drug offences. CSC provides substance abuse and treatment programs to offenders with drug problems. It also uses security measures, including the use of sniffer dogs and urinalysis testing, to control the supply of illicit drugs in prisons.

**11.49** The largest cost of CSC is incarceration. The most serious offence by 17 percent (3,400) of its offenders is drug-related. CSC estimates that about 7 percent of its offenders are associated with organized crime.

**11.50** Substance abuse is one of seven criminogenic factors contributing to criminal behaviour. Nearly two thirds of offenders entering the federal corrections system have drug abuse problems. An estimated 53 percent of offenders participate in substance abuse programs while serving their sentences.

**11.51** In addition to substance abuse programs, CSC has provided methadone treatment to some opiate-addicted injection drug users. Injection drug users pose a serious problem for institutions as they can contribute to the spread of HIV/AIDS and hepatitis. As a harm reduction measure, CSC also makes bleach available in prisons to sterilize needles shared by inmates.

**11.52 Department of Foreign Affairs and International Trade.** Foreign Affairs and International Trade collaborates with other federal departments and represents Canada in the international aspects of Canada's Drug Strategy. The Department manages Canada's monetary contributions to the United Nations International Drug Control Programme and the Inter-American Drug Abuse Control Commission of the Organization of American States. The allocation of this funding to projects is co-ordinated by an interdepartmental committee of federal departments and agencies chaired by the Department.

**Need for information**

**11.53** Managing the illicit drug problem in Canada is inherently difficult. It requires the efforts of three levels of government—federal, provincial/territorial, and municipal—and many non-government organizations. It also requires the balancing of two different approaches: reducing the demand for illicit drugs and their supply. Achieving this balance means integrating the work of all players involved in enforcement, prevention, treatment and rehabilitation, and harm reduction. Although integrating the efforts of three levels of government is difficult, it is essential.

**11.54** To achieve an appropriate degree of integration, three things need to be in place:

- adequate information on the extent of the problem as well as information required to manage its activities;
- comprehensive public reporting on results; and
- clear leadership to co-ordinate the activities of all the players and to maximize the effectiveness of Canada's efforts to combat illicit drugs.

**11.55** Our biggest obstacle to conducting this audit was the lack of data. We found that data were sparse, often outdated, not available, or located in a myriad of diverse sites.

**Total federal resources are not known**

**11.56** The most basic information needed to effectively manage any program is the amount of resources expended. The federal government could not provide complete information on resources spent to address illicit drugs. Part of the difficulty is understandable. Many departments do not keep data from an illicit drug perspective. For example, Correctional Service Canada does not normally break down its incarceration costs by type of offence.

**11.57** Building on the information that some agencies were able to provide, we undertook to piece together an estimate of federal expenditures in 1999–2000 (Exhibit 11.6).

**11.58** Our estimate excludes programs that do not spend a significant amount of resources on addressing illicit drugs and programs for which it was difficult to make even a rough estimate. For example, we excluded Health Canada's National Native Alcohol and Drug Abuse Program that spends about \$80 million annually on substance abuse treatment and prevention for on-reserve Aboriginal people. Health Canada stated that most of those resources were used in the prevention and treatment of alcohol abuse. Another program with costs potentially related to illicit drugs is Health Canada's HIV/AIDS program; its annual funding is \$42 million to support activities such as surveillance and community-based prevention initiatives. This program was excluded because we could not estimate the portion of this program that addresses illicit drugs; however, in 1999 an estimated 34 percent of all new HIV infections arose from injection drug use.

**11.59** Employability Assistance for People with Disabilities, a program of Human Resources Development Canada (HRDC), focusses primarily on employability but has provided some support for substance abuse treatment in

past years. The program spends about \$189 million annually, but we could not estimate how much of that is for substance abuse treatment because the Department lacks information on how the funds are used. Another program funded by HRDC, the Homeless Initiative announced by the government in 1999, includes projects that address substance abuse among the homeless. However, we did not include the program in our estimate because its spending in 1999–2000 was not significant.

**11.60** About 95 percent of the federal government's expenditures that address illicit drugs were used for supply reduction (enforcement or interdiction). The RCMP, Correctional Service Canada, and the Department of Justice spent most of the money (Exhibit 11.6). The federal government's expenditures on enforcement reflect its role in supply reduction; the federal role in reducing the demand for illicit drugs is less clear. Federal expenditures that address illicit drugs also benefit other federal priorities. For example, expenditures on drug enforcement benefit the government's organized crime priorities.

**11.61** What the provinces, territories, and municipalities are spending to reduce the demand for illicit drugs and their supply is not known.

#### Law enforcement statistics need improvement

**11.62** There are weaknesses in some aspects of law enforcement statistics. First, there are no national statistics on illicit drug convictions and sentencing. For example, British Columbia, Manitoba, New Brunswick, and Nunavut do not provide adult criminal court data to Statistics Canada. The use of statistics requires good analysis and interpretation to understand underlying trends and causes. Because Canada does not have national data, it cannot monitor important trends such as sentence lengths, emergence of new drugs, and regional differences. For example, because of the large number of persons charged for possession, there is a popular belief that individuals are being targeted for just possession. However, a limited RCMP study found that a significant proportion of possession cases were a consequence of police intervention for other matters, such as driving offences.

**11.63** A second weakness is that the statistics on drug convictions and sentencing, which are reported according to the categories under the *Controlled Drugs and Substances Act*, are limited in detail. While the national statistics on police charges break down the number of drug charges by both type of substance (for example, heroin, cocaine, and cannabis) and act (for example, possession, trafficking, importation, and cultivation), the statistics on convictions are broken down into only two categories—possession and trafficking. The Inter-American Drug Abuse Control Commission's 1999–2000 report on Canada's progress in drug control stated that improvements were needed in the justice system's statistics on drug offences.

**11.64** A third area that needs improvement is information on illicit drug seizures. A 1998 study by Solicitor General Canada found that only partial figures are available on drugs seized in Canada by law enforcement agencies.

**Exhibit 11.6** Estimated federal expenditures that address illicit drugs for 1999–2000

Department or agency	Activities	Estimated 1999–2000 expenditures (\$ millions)		
		Supply reduction	Demand reduction	Total
Canadian Centre on Substance Abuse	Promotes drug awareness, harm reduction, effectiveness of programs, and development and exchange of information.		1	1
Canada Customs and Revenue Agency	Intercepts illicit drugs and drug traffickers at the Canadian border. <sup>1</sup>	14 to 36	–	–
	Administers Special Enforcement Program aimed at people profiting from illegal activities. <sup>2</sup>	(4)	–	10 to 32
Canadian Institutes of Health Research	Funds research projects on addiction.		1	1
Correctional Service Canada	Deals with offenders serving sentences in whole or part for drug-related offences. <sup>3</sup>	154		
	Administers substance abuse programs, including alcohol.		8	
	Administers treatment programs (for example, methadone).		4	
	Conducts urinalysis testing.	3		
	Undertakes security measures to control supply in institutions.	Unknown		169
Department of Foreign Affairs and International Trade	Manages Canada's international drug activities, including contributions to the United Nations Drug Control Program and the Inter-American Drug Abuse Control Commission.	1	1	2
Department of Justice	Prosecutes drug offences.	56		
	Provides legal aid and contributions to provinces and territories for juvenile justice services ultimately used for drug cases.	14		
	Carries out projects (by its National Crime Prevention Centre) focussed on alcohol and drug abuse.		1	71
Health Canada	Provides laboratory analysis services to the police to test suspected seized drugs.	5		
	Administers controlled drug legislation, including import-export licence responsibilities.	2		
	Makes contributions under the \$15.5 million "Alcohol and Drug Treatment and Rehabilitation Program" (ADTR). Our estimate of the illicit drug portion is \$7 million.		7	
	Co-ordinates Canada's Drug Strategy and manages the ADTR program.		1	15

Exhibit 11.6 (Continued)

Department or agency	Activities	Estimated 1999-2000 expenditures (\$millions)		
		Supply reduction	Demand reduction	Total
National Parole Board	Makes parole decisions on offenders sentenced for serious drug offences.	4		4
Public Works and Government Services Canada	Manages assets seized by law enforcement and distributes residual proceeds upon disposal. <sup>4</sup>	(10)		(10)
Royal Canadian Mounted Police (Federal Policing Services)	Focuses on large-scale trafficking and importation cases involving organized crime, seizure of assets from proceeds of crime, and intelligence and specialized services such as physical and electronic surveillance. Participates in joint force operations that are both ad hoc and permanent.  Administers drug awareness programs.	164	4	168
Solicitor General Canada	Administers policy, conducts research, and co-ordinates enforcement activities.	1	–	1
<b>Total</b>		<b>404 to 426</b>	<b>28</b>	<b>432 to 454</b>

<sup>1</sup>Because the Agency's illicit drug interdiction work is highly integrated with its other activities, the estimate is presented as a likely range within which the cost of drug interdiction falls. This represents between four and eight percent of its 1999–2000 expenditures totalling \$464 million.

<sup>2</sup>The figure shown is assessed taxes and fines net of investigation costs.

<sup>3</sup>This estimate covers all aspects associated with drug offenders incarcerated and under community supervision, including both direct and indirect costs.

<sup>4</sup>The figure shown is the federal government's share of revenue generated from the disposal of assets seized from the drug trade net of costs incurred by the Department to manage the assets. The total federal government's share of revenue net of costs was \$10 million. RCMP investigation and Department of Justice prosecution costs, which total over \$40 million annually, are not included in this figure.

**11.65** The Canadian Centre for Justice Statistics produces regular reports on the key components of the justice system in Canada, including data on policing, courts, and corrections. It also produces analytical reports to respond to priorities of the justice community. The products and priorities of the Centre are determined by the National Justice Statistics Initiative—a partnership of the federal, provincial, and territorial ministries responsible for justice. The Centre last produced a stand-alone report on illicit drugs in 1999, based on statistics up to 1997.

#### Information on the drug problem in Canada is weak

**11.66** Canada does not know either the size of the illicit drug problem or how it is changing. The most recent national estimate was a 1996 study that estimated what the economic costs of illicit drugs had been in 1992. Much has changed since then. The growing influence of organized crime, the spread of HIV/AIDS and hepatitis C, the emerging popularity of drugs such as ecstasy, and the increased marijuana production in B.C. have all affected the illicit drug problem. The 1996 study did not capture all significant costs. For example, it did not include the costs of property crime—that is, theft to fund drug use—believed to amount to billions of dollars annually. Another area

where there is little assessment is the impact of domestic cannabis production on the Canadian economy.

**11.67** No national survey has focussed specifically on drug use since the 1994 Canada's Alcohol and Other Drugs Survey; nor is one scheduled in the near future. The Canadian Centre for Substance Abuse annually produces *Canadian Profile: Alcohol, Tobacco and Other Drugs*, drawing data from a variety of sources to describe rates, patterns, and consequences of alcohol, tobacco, and other drug use. On some topics, there has been little or no new information since 1994.

**11.68** Information is needed on the root causes of drug abuse, since it is rarely an isolated problem. Knowledge of particular high-risk groups is also limited. One of the most significant gaps is in information on illicit drug use on Native reserves; there is virtually no such information. A 1998 evaluation of Health Canada's National Native Alcohol and Drug Abuse program recommended that a task force be established to examine the problem, but no action was taken. Similarly, little is known about the nature, extent, and consequences of new drugs such as ecstasy or about some particular groups, such as homeless Canadians.

**11.69** Other countries appear to have done better at collecting information. Australia, for example, has had its Illicit Drug Reporting System in effect for the last five years. This system provides periodic information on the following:

- the current availability, price, and purity of illicit drugs;
- patterns of illicit drug use;
- changes in the use of illicit drugs; and
- perceived drug-related health issues associated with new patterns of drug use.

#### **The federal government has not set clear objectives**

**11.70** To achieve the desired results of any program, government must set clear and measurable expectations or objectives. Our review of departmental performance reports indicates that few reports state such expectations or concrete objectives.

**11.71** The overall goal of Canada's Drug Strategy is to reduce harm to society. One measure of harm to society is the estimated societal costs associated with illicit drugs. As already noted, neither the amount currently spent to address illicit drugs nor how this amount has changed over time is known. Since Canada has a "balanced" strategy, it is important that there be clear goals for the balance it is seeking and clear indicators of what it is achieving.

**11.72** A wide range of measurable targets can be used to state expectations (the expected results) for programs to reduce demand. The following are some examples:

- Increase the average age of new users to X in Y years.
- Reduce the number of drug overdose deaths by X percent in Y years.
- Decrease the proportion of inmates testing positive for drugs to X in Y years.

- Reduce the transmission of HIV/AIDS and hepatitis C from needle sharing by X percent in Y years.
- Increase the number of school boards by X percent that have implemented, tested, and evaluated drug programs.
- Increase by X percent the proportion of youth who report that they disapprove of ecstasy use.

**11.73** Similarly, in the area of enforcement, measurable expectations could include the following:

- Increase proceeds of crime seizures by X percent in Y years.
- Dismantle X percent of targeted criminal organizations.
- Arrest and prosecute X percent of individuals targeted.
- Destroy X amount of marijuana through crop eradication.
- Seize X amount of heroin.
- Make X progress in implementing UN Convention Y.

**11.74** Some other countries' strategies against illicit drugs have set measurable expectations. For example, the United Kingdom expects to reduce drug reoffences by 50 percent by 2008. The United States has set a target of a 25 percent reduction in the health and social consequences of illicit drugs by 2007. These countries have developed goals, targets, and indicators to measure progress both at the national level and by individual organizations.

#### Departmental reports lack information on results

**11.75** An organization needs to be able to measure and report its results to determine whether it is making progress. Measuring results is also essential in deciding to allocate funds among different or competing initiatives. For departments that participate in Canada's Drug Strategy, understanding the results they have achieved is a key step in deciding on the appropriate balance between efforts to reduce the demand for drugs and efforts to reduce the supply.

**11.76** The performance reports of individual departments say little about how their activities have contributed to the federal effort in combatting illicit drugs. They do not all specify, or clearly specify, what their strategy is, what they expect to achieve, and how much they are spending to reduce demand or supply. Similarly, their reports fail to indicate whether their strategies are working, and whether they are adjusting them in response to changing circumstances or are reallocating resources to more cost-effective interventions.

**11.77** The RCMP's *Performance Report*, for example, provides minimal information on illicit drug activities carried out by its Federal Policing Services. While the RCMP has a strategy to target the upper echelons of organized crime that control the drug trade, it does not report what it has achieved in fighting organized crime. Its *Performance Report* provides little information on whether the supply of certain drugs is increasing or

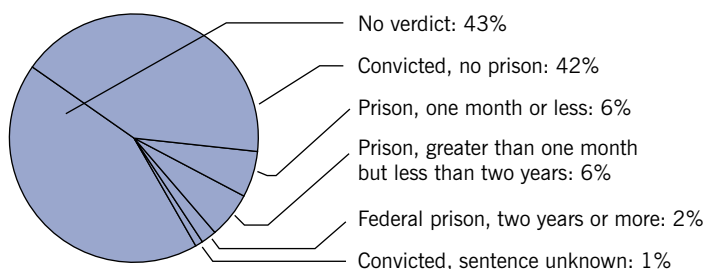
decreasing. One reason for these weaknesses in external reporting is that the RCMP is still developing good information for internal management.

**11.78** We also feel that some of the information on Federal Policing Services in the RCMP's *Performance Report* is not explained well and does not reflect accomplishments. For example, in 1999–2000 the RCMP reported that it had investigated 38,515 drug offences. But the majority of these offences were investigated by its provincial and municipal policing activities and not its Federal Policing Services. As a result, it is not possible to get a clear picture of what its federal policing drug activities accomplished.

**11.79** Similarly, the *Performance Report* of the Department of Justice does not indicate how well the Department is performing its key role in prosecuting drug and proceeds of crime cases. Although the Department expends considerable resources on prosecutions, its *Performance Report* does not discuss any aspect of this key activity and its results.

**11.80** There are no published data on the outcomes of federal prosecution efforts. However, there are data from seven provinces and one territory that cover both drug prosecutions by the federal Department of Justice and prosecutions undertaken by other levels of government (Exhibit 11.7). This exhibit shows that 14 percent of the cases received prison terms, 42 percent were convicted but received no prison term, and 43 percent resulted in no verdict. About 90 percent of no-verdict cases were stayed/withdrawn and the remainder were sent to Superior Court or had other court decisions. Justice's prosecution policy provides that a prosecutor can proceed with a case only if there is reasonable prospect of conviction and the public interest warrants a prosecution.

**Exhibit 11.7 Outcome of adult court drug cases in 1999–2000 for some jurisdictions**



**21,458 cases**

Note: Statistics were not available for British Columbia, Manitoba, New Brunswick, and Nunavut. A "case" may consist of a number of charges. A case is classified as a drug case if the most serious charge in the case is for a drug offence.

Source: Statistics Canada, Canadian Centre for Justice Statistics, Adult Court Survey 1999–2000



**11.81** A review of the Department's Federal Prosecution Service in 2001 reported a lack of reliable data on activities. The review stated that the Prosecution Service lacks not only more sophisticated information such as costing data and assessments of case complexity but also elementary data such as a simple and reliable profile of its caseload. The review recommended that Justice make developing reliable data a priority.

**11.82** The Prosecution Service states that it is finding it a challenge to meet the demand for its services, given both the quantity and the complexity of its cases. The gap between the demand for its services and its ability to meet the demand is expected to widen unless changes are made. However, until the Department develops better basic data and performance, it will be difficult to know what changes should be made.

**11.83** We reviewed the departmental performance reports and the reports on plans and priorities of each department and agency involved in Canada's Drug Strategy. For the five main organizations, we rated the information on resources, objectives, and results as none, limited, and clear. Exhibit 11.8 summarizes our findings.

**Exhibit 11.8** Assessment of departmental performance reports, 1999–2000

Department or agency	Resources	Objectives	Results
Royal Canadian Mounted Police (Federal Policing Services)	●	○	●
Canada Customs and Revenue Agency	○	○	●
Department of Justice	○	○	○
Correctional Service Canada	○	●	●
Health Canada (consolidated)	○	○	○

● Clear information   ● Limited information   ○ No information

**Comprehensive reporting**

**Canada does not know how well it is managing illicit drugs**

**11.84** Parliamentarians and Canadians need relevant information on illicit drugs. For activities that involve several federal departments, and in this case provincial/territorial, and municipal governments, comprehensive public reporting is needed. This type of reporting eliminates the need to search individual performance reports and is the only way that parliamentarians and the public can clearly understand Canada's response to the illicit drug problem.

**11.85** Comprehensive government-wide reporting should describe the environment in which the drug strategy operates and provide aggregated or broad information on expectations, concrete targets, results, and strategies for improving success in the future. In many respects, this is the same information that each department should routinely produce to manage its own activities.

**11.86** Although the federal government provides leadership and co-ordination for dealing with the illicit drug problem, it has not produced any comprehensive reports that demonstrate how well Canada is managing the problem. It would be logical for Health Canada, as the lead department, to report government-wide results of Canada's efforts to reduce the demand for and the supply of illicit drugs.

**11.87** Two Canadian examples of comprehensive reporting are reports on family violence and HIV/AIDS. Examples of comprehensive reporting on the drug problem are found in some other countries, such as the United Kingdom and the United States. In both countries, the agencies involved report annually to their legislatures. This type of reporting would give Canada's parliamentarians a readily accessible overview of the current drug situation in Canada, the strategy for combatting the problem, and some indication of success.

## Leadership and co-ordination

### Good leadership and co-ordination are essential

**11.88** For the last 15 years, Canada's Drug Strategy has emphasized the need for a balanced approach. This balance means striking the appropriate level of effort between reducing the demand for illicit drugs and their supply. The various activities in this approach are carried out by hundreds of different stakeholders in municipal, provincial/territorial, and federal governments and in non-government organizations. Achieving a balance requires a clear understanding of the efforts of all stakeholders across Canada. Currently, the federal government does not know the status of the overall national effort.

**11.89** One issue the government needs to consider is the national profile of the illicit drug problem. Some other countries have given it more prominence. In the United Kingdom, for example, the Prime Minister has appointed a champion to lead this effort. The President of the United States has also nominated a champion. In Australia, there is a ministerial committee comprising ministers from the federal and state levels.

**11.90** Leadership and co-ordination are best facilitated by continuing government commitment. Over the 15 years of Canada's Drug Strategy, funding has been intermittent. In 1998 Health Canada requested but did not receive funds for activities such as prevention, treatment and rehabilitation, knowledge development, and enforcement. We understand that the renewal of Canada's Drug Strategy is under way. Lack of funding over the past five years has directly affected Health Canada's ability to co-ordinate and implement the strategy.

**11.91** If Canada is to address the complicated issue of illicit drugs effectively, it needs strong leadership and co-ordination to do the following:

- implement an effective co-ordinating structure;
- establish common objectives and a common strategy;
- respond quickly to emerging issues;
- ensure that collective performance expectations are stated clearly;
- ensure that performance is measured and reported;
- make performance information more accessible to improve Canada's efforts at reducing the use of illicit drugs;
- report comprehensive performance information; and
- recommend changes that cross departmental lines.

**11.92 Health Canada's role.** Since 1987 Health Canada has had the role of leading and co-ordinating Canada's efforts against illicit drugs. In this role, it has chaired the two key interdepartmental committees on illicit drugs. Co-ordination is provided by the Office of Canada's Drug Strategy, a small group in Health Canada. In 1999–2000, its expenditures on co-ordination, including salaries for its staff, were under \$1 million.

**11.93** For Health Canada, the illicit drug problem is secondary to a great many other health issues, such as access to health care, the effects of tobacco and alcohol use, and cancer. However, the problem is much more than simply a health issue; as noted, most of the federal government's related activities are in enforcement.

**11.94** There are limits on Health Canada's authority as co-ordinator. For example, the Department cannot reallocate resources from budgets of other departments; it cannot directly manage the estimated \$432 million to \$454 million in federal resources; and it does not speak on behalf of the different federal departments and agencies involved in reducing the demand for or the supply of illicit drugs. Instead, Health Canada's co-ordinating role is limited to providing secretariat services to various co-ordinating committees and to co-ordinating activities such as Treasury Board submissions and memorandums to Cabinet.

**11.95 Integration of all efforts is crucial.** Effective leadership and co-ordination are essential not only at the federal level but also at the municipal and provincial/territorial levels. It is crucial that the activities of all the different players be well-integrated. Although the issue of illicit drugs may not be a high priority for an individual organization, it has a significant impact on Canada. The federal government can integrate activities and achieve a proper balance among them only if it is committed and provides strong leadership and co-ordination.

## Conclusion and Recommendations

**11.96** Illicit drugs continue to have a significant negative impact on Canada. To combat the problem successfully, Canada needs good information, reporting, and leadership.

**11.97** Key information on the drug environment, such as frequency and prevalence of drug use, and its impact on society, is either not available or not up-to-date. Of particular concern is the almost complete absence of basic management information on spending of resources, on expectations, and on results of an activity that accounts for almost \$500 million each year. Without accurate and relevant information in these areas, it is impossible either to assess the results achieved with the money spent or to measure the progress of the activity.

**11.98** There is also no comprehensive public reporting on illicit drugs, even though 11 federal government departments and agencies and provincial/territorial and municipal governments are involved in related activities. The sheer number and diversity of players working on two fronts—reducing demand and reducing supply—make it crucial that their activities be integrated and reported on a comprehensive basis. The lack of integration and relevant information on performance means that neither Parliament nor Canadians know how well the government is addressing the problem of illicit drugs. Until the government provides comprehensive public reporting at the national level, it will be impossible to measure the net effectiveness of Canada's Drug Strategy.

**11.99** Some other countries clearly emphasize the need for strong leadership and co-ordination to deal effectively with the illicit drug problem. Canada has not given it the same emphasis. To make progress, the federal government needs to give the illicit drug problem a higher profile, provide continuity in funding, and offer higher commitment and stronger leadership. It must have a leadership structure that is responsive to emerging concerns.

**11.100 Recommendation.** The government should improve the sparse and outdated information on the nature, extent, and consequences of the illicit drug problem in Canada; develop performance information that includes costs, expectations, and results; and report on a comprehensive basis to Parliament and Canadians on how well Canada is dealing with illicit drugs.

**11.101 Recommendation.** The government should ensure that Canada's Drug Strategy receives the profile and dedicated resources necessary to deal with the illicit drug problem in Canada.

**11.102 Recommendation.** The government should review the current mechanisms for leadership and co-ordination within the federal government as well as mechanisms for co-ordination with provincial/territorial and municipal governments in addressing the problem of illicit drugs.

**Government's response.** Canada's Drug Strategy reflects a balance between the objectives of reducing the demand for and the supply of drugs. It is a strategy based on four important pillars: prevention, enforcement and

control, treatment and rehabilitation, and harm reduction. The strategy is managed as a partnership among 11 federal departments and agencies who work together and includes provincial/territorial partners, non-governmental organizations, municipalities, service providers, and other front-line organizations. While substance abuse is a health and social problem, there are links to drug trafficking, money laundering, organized crime, and terrorism. Because of the primary health concern, the lead for Canada's Drug Strategy resides with Health Canada.

The government will consider, within the existing co-ordination framework, reviewing and enhancing its management of this horizontal issue to develop a more integrated drug strategy that could include increased capacity for co-ordination, evaluation, reporting, and consideration of other government priorities and initiatives. The Auditor General's recommendations and the recommendations forthcoming from the Special Committee on Illegal Drugs and the Special Committee on Non-Medical Use of Drugs will guide government efforts in the further elaboration of Canada's Drug Strategy.

## About the Audit

### Objectives

The objectives of the audit were to determine whether the government has the following in place:

- adequate information on the extent of the illicit drug problem as well as the information needed to manage its activities;
- comprehensive public reporting on objectives and results; and
- clear leadership and co-ordination.

### Scope

The audit focussed on the federal government's efforts to address illicit drugs in the context of Canada's Drug Strategy. In particular, it focussed on high-level issues of leadership and co-ordination, information, objectives, performance measurement, and reporting to Parliament.

The audit included many of the key players in Canada's Drug Strategy: Health Canada, Solicitor General Canada, the Royal Canadian Mounted Police, Correctional Service Canada, the Department of Foreign Affairs and International Trade, the Canada Customs and Revenue Agency, and the Department of Justice.

### Criteria

We expected to find the following:

- clear information and reporting by all federal departments and agencies;
- current and relevant information on the extent of illicit drug use;
- management information such as expenditures, objectives, and results;
- some comprehensive public reporting on how well Canada is handling the illicit drug problem; and
- strong leadership and co-ordination.

### Audit team

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