



# **National Anti-Drug Strategy Annual Performance Report 2012-13**

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# Table of Contents

<b>Introduction.....</b>	<b>2</b>
<b>National Anti-Drug Strategy Profile.....</b>	<b>3</b>
<b>Accomplishments of the National Anti-Drug Strategy, 2012-13.....</b>	<b>10</b>
Strategy Lead.....	10
Prevention Action Plan.....	10
Treatment Action Plan.....	12
Enforcement Action Plan.....	14

## **Introduction**

Launched in 2007, the mandate of the National Anti-Drug Strategy (the Strategy) is to prevent the use of, treat dependency on, and reduce the production and distribution of illicit drugs in Canada, which will lead to safer and healthier communities. The Strategy is carried out through 20 operational components managed by 12 federal departments and agencies.

The Treasury Board Secretariat requires the submission of an annual performance report on the Strategy. The purpose of this annual report is to provide an overview of the Strategy, including its background and governance, and to report on its outcomes for the fiscal year 2012-13, which covers the period from April 1, 2012 to March 31, 2013.

Information for the report was provided by each department or agency in a standardized performance reporting template which incorporated input from the Strategy programs and activities operated by that department or agency. These templates detailed the progress and achievements of each of the 20 Strategy programs and activities, and how each met its objectives. The Department of Justice Canada, which leads the Strategy, gathered information from these performance reporting templates and compiled it in this annual report for the 2012-13 fiscal year. This report examines the programs and activities under the scope of the Strategy as defined in its draft Performance Measurement Strategy, which will be finalized in 2013-14.

# **The National Anti-Drug Strategy Profile**

## **Background: The National Anti-Drug Strategy**

The National Anti-Drug Strategy (the Strategy), built upon Government of Canada priorities of tackling crime and creating healthier, safer communities, was launched on October 4, 2007, and highlighted in the October 16, 2007 Speech from the Throne:

*“Our Government will implement the National Anti-Drug Strategy giving law enforcement agencies powers to take on those who produce and push drugs on our streets. In addition to tougher laws, our Government will provide targeted support to communities and victims. It will help families and local communities in steering vulnerable youth away from a life of drugs and crime, and the Anti-Drug Strategy will help to treat those suffering from drug addiction.”*

Drug-related issues have serious and wide-reaching ramifications for Canadian society. Speeches from the Throne given in 2007, 2010 and 2011 have highlighted the federal government’s priorities of tackling crime and creating healthier and safer communities. Dealing with illegal drug use falls under both of these priorities. Thus, the Strategy is an important part of the government’s agenda.

## **Strategy Action Plans**

The 2007 Speech from the Throne articulated how the National Anti-Drug Strategy would address illegal drug use. It would help families and communities steer youth away “from a life of drugs and crime.” The Strategy would also help to treat people suffering with drug dependencies. It would give law enforcement agencies the powers to deal with those producing and dealing drugs. These three mandates of Prevention, Treatment and Enforcement are the Action Plans of the Strategy.

The Prevention Action Plan supports efforts to prevent youth from using illicit drugs by enhancing their awareness and understanding of the harmful social and health effects of illicit drug use, and to develop and implement community-based interventions and initiatives to prevent illicit drug use. The Treatment Action Plan supports effective treatment and rehabilitation systems and services by developing and implementing innovative and collaborative approaches. The Enforcement Action Plan aims to contribute to the disruption of illicit drug operations in a safe manner, particularly targeting criminal organizations.

## **Strategy Partners**

Twelve federal departments and agencies work together to carry out the 20 operational components to the Strategy, in addition to the Department of Justice Canada’s role in leading the Strategy. Each operational component addresses a particular aspect of the illicit drug problem.

The 12 federal department and agency partners are:

- Department of Justice Canada (Justice Canada) (Lead for Strategy)
- Health Canada (HC) (Lead on Prevention and Treatment Action Plans) including the Canadian Institutes of Health Research (CIHR)
- Public Safety Canada (Public Safety) (Lead on Enforcement Action Plan)
- Canada Border Services Agency (CBSA)
- Canada Revenue Agency (CRA)
- Correctional Service Canada (CSC)
- Department of Foreign Affairs, Trade and Development Canada (DFATD)
- Financial Transactions and Reports Analysis Centre of Canada (FINTRAC)
- Parole Board of Canada (PBC)
- Public Prosecution Service of Canada (PPSC)
- Public Works and Government Services Canada (PWGSC)
- Royal Canadian Mounted Police (RCMP)

Other federal departments/agencies with an interest in issues relevant to the Strategy, including the three Central Agencies, may be consulted where appropriate. These include:

- Treasury Board Secretariat (TBS)
- Department of Finance Canada (FIN)
- Privy Council Office (PCO)
- Transport Canada (TC)
- Employment and Social Development Canada (ESDC)
- Status of Women Canada (SWC)
- Aboriginal Affairs and Northern Development Canada (AANDC)
- Department of Canadian Heritage (PCH)
- Public Health Agency of Canada (PHAC)
- Canada Mortgage and Housing Corporation (CMHC)

The Strategy is complex, involving not only the 12 federal departments and agencies and other interested federal departments, but also a wide range of provincial/territorial, national and international stakeholders, non-governmental organizations, academic institutions, communities, private sector corporations and associations. These all play various roles in the Strategy, including by providing services, creating and operating new programs and conducting research.

### **Strategy Budget**<sup>1</sup>

The 2012-13 fiscal year saw the Strategy enter its second five year reporting cycle. The total federal five-year funding allocation from 2012-13 to 2016-17 is \$515.9 million. Total planned

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<sup>1</sup> The budget figures are based on the Department of Justice Canada Departmental Performance Report, 2012-2013, which can be found at: [http://www.justice.gc.ca/eng/rp-pr/cp-pm/dpr-rr/2012\\_2013/supp/hi-ih.html](http://www.justice.gc.ca/eng/rp-pr/cp-pm/dpr-rr/2012_2013/supp/hi-ih.html)

spending for all federal partners in 2012-13 was \$106.6 million. Total actual spending for all federal partners for the 2012-13 reporting period was \$110.7 million.

### **Impact Evaluation Key Findings**

In 2012, an Impact Evaluation<sup>2</sup> of the Strategy was approved. The evaluation focused on the first four years of the Strategy and assessed its relevance, effectiveness and demonstrated efficiency and economy. The evaluation identified a continued need for the Strategy and confirmed that it is consistent with government priorities.

Health Canada's mass media campaign (2007-12) was highlighted as a best practice among federal campaigns for its use of social media and other innovative techniques. Youth who recalled the advertisements were more likely to be knowledgeable of harmful effects of illicit drugs. Some elements of this campaign are continuing on the Strategy's website.

The evaluation also revealed a need for better information sharing between the Strategy's action plans and a reconsideration of the Strategy's governance structure to ensure that all of the appropriate partners are fully participating. These items have been articulated in the Management Response and Action Plan to the evaluation and partners are working toward implementing all recommendations.

### **Strategy Governance**

The Department of Justice Canada leads the Strategy working closely with 11 federal department partners to develop policy and legislation, and coordinate Strategy communication, research, and reporting and evaluation.

The Strategy is governed by an Assistant Deputy Minister (ADM) Steering Committee which is chaired by Justice Canada and for which Justice Canada provides the secretariat function. In addition to the ADM Steering Committee, there are four interdepartmental director-general level working groups that oversee the development and implementation of various aspects of the Strategy and which report to the ADM Steering Committee; three of the working groups are supported by sub-working groups:

- Prevention and Treatment Working Group, chaired by Health Canada, supported by the Prevention and Treatment Sub-working Group;
- Enforcement Working Group, chaired by Public Safety;
- Policy and Performance Working Group, chaired by Justice Canada, supported by the Sub-committee on Evaluation and Reporting; and
- Communications Working Group, chaired by Justice Canada and supported by the Communications Sub-working Group.

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<sup>2</sup> The NADS Impact Evaluation Final Report can be found at: [http://www.justice.gc.ca/eng/rp-pr/cp-pm/eval/rep-  
rap/12/nas-sna/](http://www.justice.gc.ca/eng/rp-pr/cp-pm/eval/rep-rap/12/nas-sna/)

## **Strategy Working Groups**

### **Assistant Deputy Minister Steering Committee**

The ADM Steering Committee oversees the implementation of the Strategy, making the necessary decisions to advance the initiative, ensuring that objectives and goals are maintained and met, and that all programs are accountable for monitoring progress and funding. The ADM Steering Committee prepares information and makes policy development recommendations for the consideration of deputy ministers, where appropriate.

The Steering Committee comprises ADMs from 11 departments and agencies. Representatives from PCO and TBS sit on the ADM Steering Committee along with nine Strategy partners: CBSA, CRA, CSC, DFATD, HC, Justice Canada, PPSC, Public Safety, and the RCMP.

Members of the ADM Steering Committee discuss their respective department or agency's progress, achievements, and outcomes as they relate to the Strategy. The Committee then makes and approves decisions that advance the work of the Strategy. Its role is to ensure that the Strategy's components are on track and continuing to meet the Strategy's goals and objectives, and that all programs are accountable for monitoring progress and use of Strategy funds.

The ADM Steering Committee met once in the reporting period. Updates on the three Strategy Action Plans and program initiatives were provided to the committee. Further to the Strategy's 2012 Impact Evaluation, the Management Response and Action Plan was reviewed and implementation was discussed.

### **Policy and Performance Working Group**

The Policy and Performance Working Group (PPWG) oversees the policy directions, implementation and outcomes of the Strategy and makes recommendations to the ADM Steering Committee. The PPWG also oversees the work of the Sub-committee on Evaluation and Reporting.

The PPWG comprises directors general from Justice Canada, HC, Public Safety, CBSA, CSC, DFATD, PPSC, and the RCMP. Although not Strategy partners, PCO and TBS participate in the working group. The working group meetings are chaired by the Director General of Justice Canada's Youth Justice and Strategic Initiatives Section. Members are updated on Strategy-related issues and the activities of partner departments to develop policy directions and initiatives.

The Management Response and Action Plan to the Impact Evaluation committed to two actions for follow-up by the PPWG, including a review of the Strategy's governance structure and enhanced information and knowledge sharing among Strategy partners:

*A review of the Strategy's governance structure:*



The scope of this review was to include: the membership and terms of reference for each committee; the roles and responsibilities of each partner department/agency and the roles and responsibilities of the lead of each Action Plan. In the summer of 2012, PPWG members reviewed and provided input on partners' key roles and responsibilities, committee memberships and the overall Strategy governance structure. Based on the input, subsequent work was undertaken to update and standardize the terms of reference of all eight committees and working groups of the Strategy's governance structure.

*Enhanced information and knowledge sharing:*

In February 2013, a National Anti-Drug Strategy page was launched on GCpedia – the Government of Canada's internal wiki – in order to enhance the exchange of information across the Strategy's Action Plans. It is intended as a forum for federal government employees working on the Strategy and/or illicit drug-related files to share information and knowledge about illicit drugs and issues related to prevention, treatment and enforcement. The site is being maintained by Justice Canada.

Partner departments also began discussing the development of a knowledge exchange strategy for partners and stakeholders involved in implementing the Strategy.

**Sub-committee on Evaluation and Reporting**

The Sub-committee on Evaluation and Reporting (SER), chaired by the Evaluation Division at Justice Canada, is responsible for the implementation and management of the performance measurement, reporting and evaluation activities of the Strategy. This is outlined in the Strategy's Results-based Management and Accountability Framework, which sets out the guidelines for the implementation, assessment and anticipated outcomes of the Strategy. This committee, which has operational-level representatives from all 12 Strategy partners, reports to the Policy and Performance Working Group.

At the outset of the 2012-13 fiscal year, SER members coordinated the approval of the Impact Evaluation report in their department. The report received approval and work began on the implementation of the Management Response and Action Plan.

Work commenced on the development of a Performance Measurement (PM) Strategy which will replace the Results-based Management and Accountability Framework of 2007/08-2011/12. The PM Strategy will guide the reporting and evaluation activities for the current five-year funding cycle (2012/13-2016/17). All Strategy partners are participating in this exercise through the SER.

## **Communications Working Group**

The Communications Working Group is responsible for making decisions necessary to advance communication of the Strategy; ensuring coordination of communication efforts and exchange of communication-related information among all partners and preparing the ADM Steering Committee to seek the approval of Deputy Ministers on communication matters where appropriate.

The Communications Working Group comprises directors general from Justice Canada, HC, Public Safety, CBSA, CSC, DFATD, and the RCMP. PCO is the only non-Strategy partner participating in the working group.

Over the course of the 2012-13 fiscal year, members of the Communications Working Group directed work which was carried out by members of the Communications Sub-working Group and reviewed new terms of references for both the Communications Working Group and its sub-working group.

## **Communications Sub-working Group**

In support of the Communications Working Group, operational level officials who comprise the membership of the Communications Sub-working Group, met three times during the 2012-13 fiscal year. The purpose of these meetings was to ensure that all communications – regardless of the department of origin – were consistent, complementary and aligned with the Strategy.

To increase public awareness of the activities undertaken by the federal government in support of the Strategy, announcements and messages were released to the public via news release and/or posted on the Strategy's website. During 2012-13, a total of eight announcements were made by Strategy partners, including the launch of an RCMP "Youth Engagement Initiative", the coming into force of legislation targeting serious drug crimes and the banning of MDPV, commonly called "bath salts". In addition to these announcements, a message from the Ministers of Justice, Health and Public Safety was issued during National Addictions Awareness Week in November 2012. The sub-working group also provided strategic communications support by coordinating key messages on various issues related to the Strategy.

The Communications Sub-working Group also began renewing and updating the Communications Strategy. The sub-working group provided input on new terms of reference for this group, which is now a part of the Strategy's formal governance structure.

## **Prevention and Treatment Working Group**

The Prevention and Treatment Working Group (P&TWG) oversees and supports the Strategy's Prevention and Treatment Action Plans. The Working Group is chaired by HC and includes

Directors General from Justice Canada, Public Safety, CSC, DFATD, RCMP, CIHR, ESDC, and PHAC.

During the reporting period, the P&TWG met twice and discussed areas of potential cooperation and collaboration among Strategy partners.

The Management Response and Action Plan to the Impact Evaluation tasked the P&TWG with continuing to devise ways to improve knowledge exchange about prevention and treatment interventions. After initial discussions at the P&TWG about methods partner departments currently use to disseminate knowledge, it was agreed that the P&T sub-WG would be tasked with developing a knowledge exchange strategy.

### **Prevention and Treatment Sub-working Group**

The Prevention and Treatment Sub-working Group was established to identify and track the common programs and services that are offered among the Strategy partners to support the Strategy's prevention and treatment objectives. It identifies emerging issues, explores creative and strategic mechanisms for sharing resources among the Strategy partners, and improves and shares understanding of good practices in prevention and treatment programs.

The Sub-working Group is chaired by HC and includes operational-level representatives from Justice Canada, Public Safety, CSC, RCMP, CIHR, and PHAC. Although it is not a Strategy partner, ESDC also sits on the working group; its social programs, including the work of the Homelessness Secretariat, are relevant to furthering the Strategy's goals. The sub-working group reports to the Prevention and Treatment Working Group.

In the reporting period, the Prevention and Treatment sub-Working Group focused on knowledge dissemination. The sub-working group met three times and developed an inventory of current knowledge exchange mechanisms. Discussions began on a knowledge exchange strategy to share information and promising practices with respect to prevention and treatment among Strategy partners and stakeholders.

### **Enforcement Working Group**

The Enforcement Working Group oversees the implementation of the Enforcement Action Plan and is chaired by Public Safety's Director General of the Law Enforcement and Border Strategies Directorate. The working group includes Directors General from Justice Canada, HC, Public Safety, RCMP, CBSA, CRA, CSC, FINTRAC, DFATD, PPSC, PBC and PWGSC.

The Enforcement Working Group met twice during the 2012-13 fiscal year. Through the coordination of the working group, Strategy partners had opportunities to share concerns and update on activities to increase knowledge among partners, which enhances efforts to reduce the supply of illicit drugs in Canada. Some activities highlighted by members of the working group

include the publication by Public Safety of two handbooks for police: *Promising Practices in Policing Substance Abuse Users* and *Prescription Drug Return Initiatives in Canada* and the successful adoption of a resolution, led by Public Safety, entitled “Promoting initiatives for the safe, secure and appropriate return for disposal of prescription drugs, in particular those containing narcotics or psychotropic substances under international control” at the UN’s Commission on Narcotic Drugs in Vienna in March 2013.

## **Accomplishments of the National Anti-Drug Strategy, 2012-13**

### **Strategy Lead**

#### **Department of Justice Canada**

Justice Canada, together with Strategy partners, implemented the actions set out in the Management Response and Action Plan to the Strategy’s 2012 Impact Evaluation. The main areas of focus of the Management Response and Action Plan included strengthening the governance of the Strategy, developing communication and knowledge sharing activities and improving monitoring and evaluation activities. Justice Canada, as the chair of the Policy and Performance Working Group, undertook a review and revision of the terms of reference for all Strategy working groups, updating existing or creating new terms of reference as required. Also in support of the Management Response and Action Plan, Justice Canada led the development of a Performance Measurement Strategy for the National Anti-Drug Strategy as described under Sub-Committee on Evaluation and Reporting above.

The Youth Justice and Strategic Initiatives Section at Justice Canada coordinates policy development and reporting, including the Strategy’s annual report, Report on Plans and Priorities and Departmental Performance Report, working closely with partner departments.

### **Prevention Action Plan**

#### **Objective**

The objective of the Prevention Action Plan is to prevent the use of illicit drugs, especially among youth and at-risk populations by promoting understanding of the harmful health and social effects of illicit drug use and supporting community-based initiatives to prevent illicit drug use. Led by HC, the Prevention Action Plan includes programming delivered through HC and the RCMP.

#### **Health Canada**

Preliminary evaluation results of the Drug Strategy Community Initiatives Fund (DSCIF) show that the fund has raised youth awareness of illicit drugs and their negative consequences and youth capacity (knowledge and skills) to avoid illicit drug use through the development of

leadership skills, communication skills, positive supports/relationships, self-esteem and resiliency.

There is also some evidence to support the finding that DSCIF has led to strengthened community responses to illicit drug issues. Projects focused more on community development have increased access/availability and uptake of health prevention and promotion knowledge and resources; as a result of these projects, communities have implemented a number of new services, initiatives or programs. Information is being used in classroom settings, as part of youth workers' daily work and incorporated into strategic plans and community programming. Additionally, some projects have been expanded beyond the original scope of DSCIF and have achieved full or partial sustainability beyond DSCIF funding.

As final evaluation results from DSCIF projects are becoming available and analyzed, it is clear that the majority of projects are having a positive impact on their intended areas, especially on the focus of DSCIF's three main outcomes (awareness, knowledge and community engagement). Since 2008, more than 49,484 youth, 4,435 parents and 626 workers/schools have been reached through 29 DSCIF projects (reach of DSCIF projects will continue to be updated as projects are completed and reports are analyzed).

### **Royal Canadian Mounted Police**

The RCMP's Federal Policing Public Engagement (FPPE - formerly Drugs and Organized Crime Awareness Service<sup>3</sup>) delivered a range of initiatives intended to raise awareness of illicit drugs and their negative consequences. These initiatives target youth and are constantly updated to ensure accurate drug information as the drug market changes rapidly (e.g., types of drugs available, popularity with youth, consequences of use, etc.) and to ensure the information is geographically and culturally appropriate.

In 2012-13, FPPE gave 3,461 awareness presentations reaching 37,667 youths; 27,686 parents; and 8,612 professionals. FPPE also trained 150 facilitators for programs such as Drug Abuse Resistance Education, Aboriginal Shield Program, Racing Against Drugs, Kids & Drugs, and Drug Endangered Children. The majority of FPPE's efforts and programs target school-age youth while informing and educating parents, community members, key stakeholders, as well as internal and external RCMP partners through presentations, consultative groups, partnerships and initiatives. FPPE teaches youth to influence adults and vice versa. FPPE educates the public about drugs and organized crime and their negative consequences. FPPE provides the public with information, tools and skills on how to recognize and avoid bad situations in order to make healthy decisions.

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<sup>3</sup> Note that due to organizational restructuring, the RCMP's Drugs and Organized Crime Awareness Service has been absorbed by the Federal Policing Public Engagement Team as of the 2013-14 fiscal year.

## **Treatment Action Plan**

### **Objective**

The objective of the Treatment Action Plan is to support effective drug treatment and rehabilitation systems and services by developing and implementing innovative and collaborative approaches. The Treatment Action Plan is led by HC. It works with Justice Canada, CIHR, and the RCMP to increase access to treatment services, improve treatment and rehabilitation systems, and deliver a range of treatment services and programs to targeted populations.

### **Health Canada**

#### **Drug Treatment Funding Program**

HC's Drug Treatment Funding Program (DTFP) provides funding to provinces, territories and national organizations to support drug addiction treatment systems and services. The DTFP has 26 active contribution agreements in place and is making progress toward its long-term outcome of improving treatment systems, services and programs.

An evaluation of the DTFP in 2012-13 found that the program has made progress in the obtainment of all program outcomes including in the three treatment system investment areas (evidence informed-practices, linkage and exchange and performance measurement and evaluation capacity) and in improving treatment services.

For example, 84 % of services respondents believed their ability to deliver evidence-informed drug treatment programs or services had been improved as a result of DTFP. Almost all of the services projects have reported providing training to staff and many projects reported hiring additional staff and/or being able to provide a wider range of services to clients. Mobile outreach teams and offering services outside regular hours and in other locations (e.g. schools) implemented by projects in Quebec, Newfoundland, New Brunswick, Saskatchewan, Ontario, Manitoba and Nova Scotia have allowed projects to reach out to high risk, vulnerable youth who would not have been reached via traditional treatment services.

A review of project reports demonstrated that some DTFP projects have started to secure funding from other sources in order to continue with their projects after the cessation of DTFP funding.

#### **National Native Alcohol and Drug Abuse Program**

Since 2007, Strategy funding has contributed to strengthened addiction services for First Nations and Inuit communities. Achievements include more addiction workers certified and treatment centres accredited, treatment centres that are better able to meet community needs, and an evidence-based review of on-reserve addiction services, which led to the development of a new national framework to address substance use issues among First Nations people in Canada. In 2012-13, implementation of this framework began at community, regional and national levels,

with the support and guidance of a national Renewal Leadership Team comprising First Nations representatives from across Canada.

HC's First Nations and Inuit Health Branch is working towards a national goal of achieving 80% treatment center workforce certification. In 2012-13, the percentage of full-time treatment centre counselors with such certification increased to 71% (251 of 353). The Strategy has also contributed to more treatment centres achieving accreditation. In 2012-13, 84% (46 of 55) of treatment centres were accredited.

Furthermore, there are currently seven Mental Wellness Teams (MWT) working in six regions: British Columbia, Ontario, Quebec, Manitoba, Saskatchewan and Atlantic (two teams, one of which is Inuit-specific). Team composition varies and may include: social workers, addiction counselors, traditional or cultural advisors, occupational therapists, outreach workers, mental health workers, concurrent disorder specialists, nurses, psychologists and psychiatrists.

Preliminary results emerging from formal outcome evaluations conducted on the teams has demonstrated: the effectiveness of the MWT concept in developing collaborative relationships, including with provinces and between community, cultural and clinical service providers; enhanced continuum of care by improving access to both traditional and mainstream services, including for youth and clients who have previously refused help; increased community ownership and capacity to deliver culturally safe mental wellness services; promoted cross-sectoral collaboration; and supported ongoing community development.

### **Canadian Institutes of Health Research**

CIHR has funded 18 projects related to illicit drug treatment over the first five years of the Strategy. Final and interim reports of these funded studies were received and an evaluation started. CIHR's Institute of Neurosciences, Mental Health and Addiction (INMHA) organized a workshop on Substance Abuse Treatment and Prevention in January 2013. Approximately 50 academic researchers, service providers, and representatives from government and other CIHR Institutes attended the workshop, which featured a series of presentations on research projects funded through the Strategy and grant money from INMHA and other CIHR programs.

### **Justice Canada**

The Youth Justice Fund provides grants and contributions to provinces, territories, non-governmental organizations and individuals to support projects that encourage a more effective youth justice system, respond to emerging youth justice issues and enable greater citizen and community participation in the youth justice system. The Youth Justice Fund has three components: the Main Fund, Drug Treatment, and Guns, Gangs and Drugs.

In 2012-13, the Youth Justice Fund committed support to 23 projects to enhance capacity to plan/deliver a range of drug treatment services and programs targeted at young people in conflict

with the law. Seven pilot projects were approved or ongoing in 2012-13; two other pilot projects were co-funded through the Guns, Gangs and Drugs component and the Drug Treatment component of the Youth Justice Fund as they had an emphasis on youth affected by both these issues. Through a call for proposals, 10 projects provided training for frontline workers or community assessments to increase the effectiveness of efforts to address substance abuse by youth involved in the youth criminal justice system. Two research projects focused on best practices and potential interventions for youth with Fetal Alcohol Spectrum Disorder or other cognitive impairments, who also struggle with substance abuse. There were also two projects with provinces which focused on training for frontline staff.

Justice Canada also administers the Drug Treatment Court Funding Program (DTCFP). The DTCFP is a contribution funding program that aims to reduce crime committed as a result of drug dependency through court-monitored treatment and community service support for non-violent offenders with drug addictions. There are currently six federally funded pilot Drug Treatment Courts in Canada: Ottawa, Toronto, Winnipeg, Regina, Edmonton and Vancouver.

In 2012-13, the DTCFP partnered with the BC Ministry of Justice on a research project examining the Vancouver Drug Treatment Court. The study found that the length of duration of a participant in the program is positively connected to the program's effectiveness and a reduction in recidivism. In other words, notwithstanding if the participant actually completed the Program, the longer the time spent in the Program, the greater the positive participant outcomes and reductions in recidivism.

An evaluation of the Winnipeg Drug Treatment Court Program for the period from January to December 2012 showed that high admissions to the program increased access to treatment for drug-addicted offenders and that the recidivism rate for graduates of the program remains low. Typically, this cohort is described as "high needs" and has trouble accessing addictions treatment programs when not receiving the additional support that is provided by the routines established through the DTC processes.

## **Enforcement Action Plan**

### **Objective**

The objective of the Enforcement Action Plan is to help law enforcement agencies to identify, arrest, and prosecute those involved in illegal drug activities while also dismantling drug production operations in a safe manner. This includes targeting criminal organizations that are often associated with marijuana grow operations and clandestine laboratories, as well as individuals involved in the illegal production, trafficking, import and export of controlled substances, including the chemicals (precursors) used to manufacture these controlled substances.



Public Safety is the lead and national coordinator of the Enforcement Action Plan with involvement from the following departments and agencies: the RCMP, HC, Justice Canada, CBSA, CRA, DFATD, FINTRAC, PPSC, CSC, PBC and PWGSC.

### **Public Safety Canada**

Public Safety oversees domestic and international activities to improve knowledge and information sharing with stakeholders, including organizations at the municipal, provincial, territorial, federal and international level, such as the Canadian Association of Chiefs of Police, Canadian Association of Police Boards, Canadian Centre on Substance Abuse, Criminal Intelligence Service Canada, police services across Canada, United States Drug Enforcement Agency, United States Department of Homeland Security, the United Nations Commission on Narcotic Drugs, and the Inter-American Drug Abuse Control Commission (CICAD).

Public Safety officials also participate in many national and international fora. For example, in 2012-13, Public Safety worked with the Canadian Centre on Substance Abuse (CCSA) and co- led the development of the Enforcement Pillar of the CCSA-led national strategy to address the harms associated with prescription drug abuse, titled *First Do No Harm: Responding to Canada's Prescription Drug Crisis*. Working with the Canadian Association of Chiefs of Police (CACCP), Public Safety developed a resolution on a national Prescription Drop-off Day, which was adopted at CACCP's Annual General Meeting. Further responding to the problem of prescription drugs in Canada, Public Safety hosted a workshop for law enforcement in October 2012 on how to hold a drop-off day, and also developed a Handbook on Prescription Drug Return Initiatives along with a complementary collaborative Website (Sharepoint). Public Safety officials also participated in the Strategy's Synthetic Drug Initiative Working Group, and the National Council Against Marijuana Grow Operations and Clandestine Labs, initiated by the RCMP.

Internationally, Public Safety provided input to and/or participated in fora including the United Nations Office on Drugs and Crime Commission on Narcotic Drugs (CND) and the Inter-American Drug Abuse Control Commission (CICAD) as well as other bilateral meetings related to common security issues (e.g., Canada-U.S.). At the 56<sup>th</sup> Session of the CND in March 2013, Public Safety led the negotiations of a resolution entitled "Promoting initiatives for the safe, secure and appropriate return for disposal of prescription drugs, in particular those containing narcotic drugs or psychotropic substances under international control".

### **Royal Canadian Mounted Police**

The RCMP continued to advance the Strategy's Enforcement Action Plan. Under the Marijuana Grow Initiative and Synthetic Drug Initiative, teams conducted a number of investigations which led to the search and seizure of numerous marijuana and synthetic drug production facilities.

During the reporting period, several investigations across the country resulted in the seizure of large quantities of synthetic drugs and listed precursor chemicals according to the *Controlled Drugs and Substances Act* (CDSA) that are essential to the production of such drugs. This includes:

- Seizure of a large quantity of gamma-Butyrolactone (GBL) which can be converted into gamma-hydroxybutyric acid (GHB).
- Seizure of a large quantity of Safrole which could be used to produce MDMA.
- Seizure of *N*-Phenethyl-4-piperidinone (NPP), a non-regulated precursor which can be converted into a dangerous synthetic opiate, known as Fentanyl.
- Seizure of a large quantity of alpha-phenylacetoacetonitrile (APAAN) which is used in the production of methamphetamine.
- Seizure of a large quantity of Ephedrine, a CDSA precursor.
- Seizures of ketamine, a CDSA listed synthetic drug.

RCMP investigations have disrupted organized crime operations in Canada and abroad. The Marihuana Grow Initiative and the Synthetic Drug Initiative have allowed the RCMP to develop new partnerships, both domestically and internationally, focused on disrupting and reducing organized crime operations in Canada.

### **Health Canada**

HC's Office of Controlled Substances (OCS) monitored and regulated the movement of controlled substances and precursor chemicals in an attempt to prevent their diversion from the legal distribution chain to illicit markets and assisted law enforcement with the destruction of seized controlled substances. It was also responsible for Drug Analysis Services, which provided scientific advice, analyzed seized materials, provided training to law enforcement and border officers about illegal drug production and trends and on safe dismantling of drug labs, as well as giving expert testimony in court.

The OCS continued its compliance and enforcement activities in administering the regulatory framework for controlled substances and precursor chemicals. Through the development of a new risk based model, which allowed the department to improve its ability to target compliance and enforcement activities to the regulated parties that pose the highest risk, OCS contributed to an increased capacity in the control and monitoring of controlled substances and precursor chemicals. The addition of BZP, TFMPP and MDPV to the schedules of the *Controlled Drugs and Substances Act* (CDSA) has contributed to minimizing diversion of these substances to the illicit market.

HC's Drug Analysis Services continued its work in: assisting with investigations and the dismantling of clandestine laboratories; conducting analysis of suspected illicit drugs submitted by law enforcement agencies; and providing training sessions on topics such as drug analysis and identification, and dismantling a clandestine laboratory. These key activities further enabled law

enforcement agencies to increase their knowledge, awareness and efficiency and to reduce the health risks related to investigations and clandestine laboratories dismantlement.

### **Department of Justice Canada**

Justice Canada's Criminal Law Policy Section, in consultation with other concerned departments and agencies, developed legislation (as part of Bill C-10) providing mandatory minimum penalties (MMPs) for serious drug offences under the CDSA's Schedule I (opium, heroin, morphine, cocaine and methamphetamine), and Schedule II (cannabis-related, including marihuana) of the Act. This means that offenders found guilty of a drug offence involving either of these two schedules will be subject to higher maximum penalties. Furthermore, offenders found guilty of a drug offence involving either of these two schedules could be subject to a minimum penalty if any of the listed aggravating factors set out in C-10 were present during the commission of the offence.

Bill C-10 also amended the *CDSA* by transferring GHB and flunitrazepam, most commonly known as date-rape drugs, from Schedule III to Schedule I. Lastly, Bill C-10 increased the maximum penalty for production of cannabis (marihuana) under Schedule II from 7 to 14 years imprisonment.

Funding to implement MMPs for serious drug offences was approved on September 27, 2007 and was held over contingent to Bill C-10 receiving Royal Assent, which happened on March 13, 2012. The departments and agencies involved in responding to the impact of MMPs for serious drug offences were then able to access these funds.

### **Canada Border Services Agency**

In 2012-13, the CBSA prevented cross-border trafficking of marihuana and other illicit drugs and precursor chemicals. It carried out border intelligence activities, a Precursor Chemical Diversion Initiative, and provided analysis and scientific services through its CBSA Laboratory Services.

The CBSA continued to develop tactical and strategic intelligence on precursor chemicals and synthetic drugs and shared this intelligence with Health Canada as well as domestic and international law enforcement partners. This facilitated the dismantling of the criminal networks trading in these commodities and limited the cross-border flow of illicit drugs.

### **Canada Revenue Agency**

Strategy funding allows the CRA to devote additional resources to audits of individuals involved in illicit drug activity. Funding has also allowed the CRA to enhance its working relationship with the RCMP and other law enforcement agencies involved in enforcement activities involving illegal drug use, production and distribution. This has been achieved through increased liaison

activities that allow partners to improve the number and quality of leads provided to the CRA related to drug activity.

Dedicated Strategy resources allow the CRA to contribute to the Enforcement Action Plan outcomes through civil compliance actions that address the accumulation of unreported, illicit wealth amassed by those involved in illegal activities. In conjunction with the actions of other initiative partners, the taxation of the proceeds of crimes reduces profitability and deters future criminal activities.

### **Department of Foreign Affairs, Trade and Development Canada**

DFATD provided policy coordination on the implementation of international drug conventions and programs for multilateral processes. DFATD's contribution to the Organization of American States Inter-American Drug Abuse Control Commission (CICAD) has supported programming on drug control and law enforcement training. This programming has strengthened the capacity of local authorities to have reliable and timely information on which to base their decisions, analyze data in compliance with international standards, and to investigate and interdict drug traffickers. DFATD continues to fulfil its mandated role under the Enforcement Action Plan of the Strategy to support international training and capacity-building efforts through engagement with, and contributions to, key organizations.

DFATD contributed funding to CICAD in 2012-13. With Strategy funding, this organization delivered projects focused on: developing capacities to gather, analyze and report information on drugs by creating Drug Information Networks (DINs) in the Caribbean and Central America; building capacity of National Authorities to monitor and analyze the impact of illicit drugs in the Americas; improving control and preventing diversion of precursor chemicals for illicit drug production; and, building investigative and operational counter drug activities.

DFATD made an annual voluntary contribution to the CICAD to enable the organization to fulfill its mandate and support international counter-narcotics efforts in the Americas. The goal of the contribution is to increase the capacity of beneficiary States and government entities to counter-narcotics and prevent and respond to criminal activity, and to improve the capacity of CICAD so that they can in turn enable greater international coordination and collaboration. All of these activities are undertaken in order to reduce the flow of illicit drugs into Canada, and to combat the impact of drug trafficking organizations on Canadian and international security.

### **Financial Transactions and Reports Analysis Centre of Canada**

While FINTRAC became an unfunded partner within the NADS initiative in 2012-13, it has internally reallocated resources to continue to provide actionable financial intelligence related to the suspected proceeds of drug production and distribution to law enforcement and intelligence agencies.

FINTRAC produces financial intelligence that assists Canadian law enforcement and national security agencies in combating money laundering, terrorist activity financing and threats to the security of Canada. FINTRAC's financial intelligence assists hundreds of criminal investigations every year, including those where the alleged laundered proceeds were linked to drug offences. Information provided to law enforcement may also result in the seizure of proceeds of criminal activity, thus making crime less profitable.

In 2012-13, FINTRAC provided disclosures on 919 cases to law enforcement and security partners. Out of these, 241 disclosures were related to suspected drug offences; an increase from the 209 unique drug-related disclosures made in 2011-12.

### **Public Prosecution Service of Canada**

Under the Enforcement Action Plan, the PPSC provided pre-charge legal advice and litigation support during police investigations. It undertook prosecutions of drug offences under the CDSA and also provided prosecution-related services to support drug-related investigations and charges, and disseminated information to Crown prosecutors on new legislation (Bill C-10) pertaining to illicit drugs.

In 2012-13, the PPSC handled 26,810 litigation files dealing with drug production and distribution offences (pursuant to CDSA sections 5(1), 5(2), 6(1), 6(2), 7(1), 7(2) and 7.1). Of these, 22,157 included distribution offences, 996 included production offences, and an additional 3,143 files included both production and distribution offences. The remaining 514 files had not yet been updated at time of publication to indicate which CDSA charge applies.

When Bill C-10, the *Safe Streets and Communities Act*, received Royal Assent on March 13, 2012, funding became available to the PPSC for prosecution-related advice and litigation support during police investigations and prosecution of drug charges resulting from the mandatory minimum penalties. There were 160 Strategy-related files that included a total of 241 charges where MMPs were applicable.

### **Public Works and Government Services Canada**

PWGSC's Forensic Accounting Management Group (FAMG) provides forensic accounting and evidentiary services to Strategy partners, most notably the RCMP and the PPSC. By providing high quality and specialized forensic accounting analysis, the organization has enhanced the investigations and prosecutions of controlled drugs and substances cases that have financial components.

FAMG indirectly increased the capacity for proceeds of crime investigations, including those related to controlled drugs and substances, by providing forensic accounting services in support of Strategy cases. The expert advice provided by FAMG assisted the RCMP in investigating the financial aspects of cases involving illicit drug production/distribution. The associated forensic accounting reports are expected to directly support efforts to prosecute cases.

The organization works to remain at the forefront of forensic accounting techniques in unlocking complex schemes used by criminals to hide or launder the proceeds of illicit drug activities so as to assist the RCMP to investigate, and the PPSC to prosecute, illegal activities. For example, in fiscal year 2012-13, FAMG used scanning and analysis software, which meant less time manually entering banking information, thus increasing the resource capacity to work on more files/projects.

FAMG's forensic accountants worked on proceeds of crime investigations, including those involving illicit drugs and substances. In 2012-13, FAMG issued 79 forensic reports, supported investigations and prosecutions by providing analysis and reports, and provided court testimony demonstrating gains made by alleged criminals through illicit drug activities. This directly supported federal efforts to remove the financial incentives of crimes by increasing seizures and forfeitures.

**For more information on the National Anti-Drug Strategy visit:**

**<http://www.healthycanadians.gc.ca/anti-drug-antidroque/index-eng.php>**