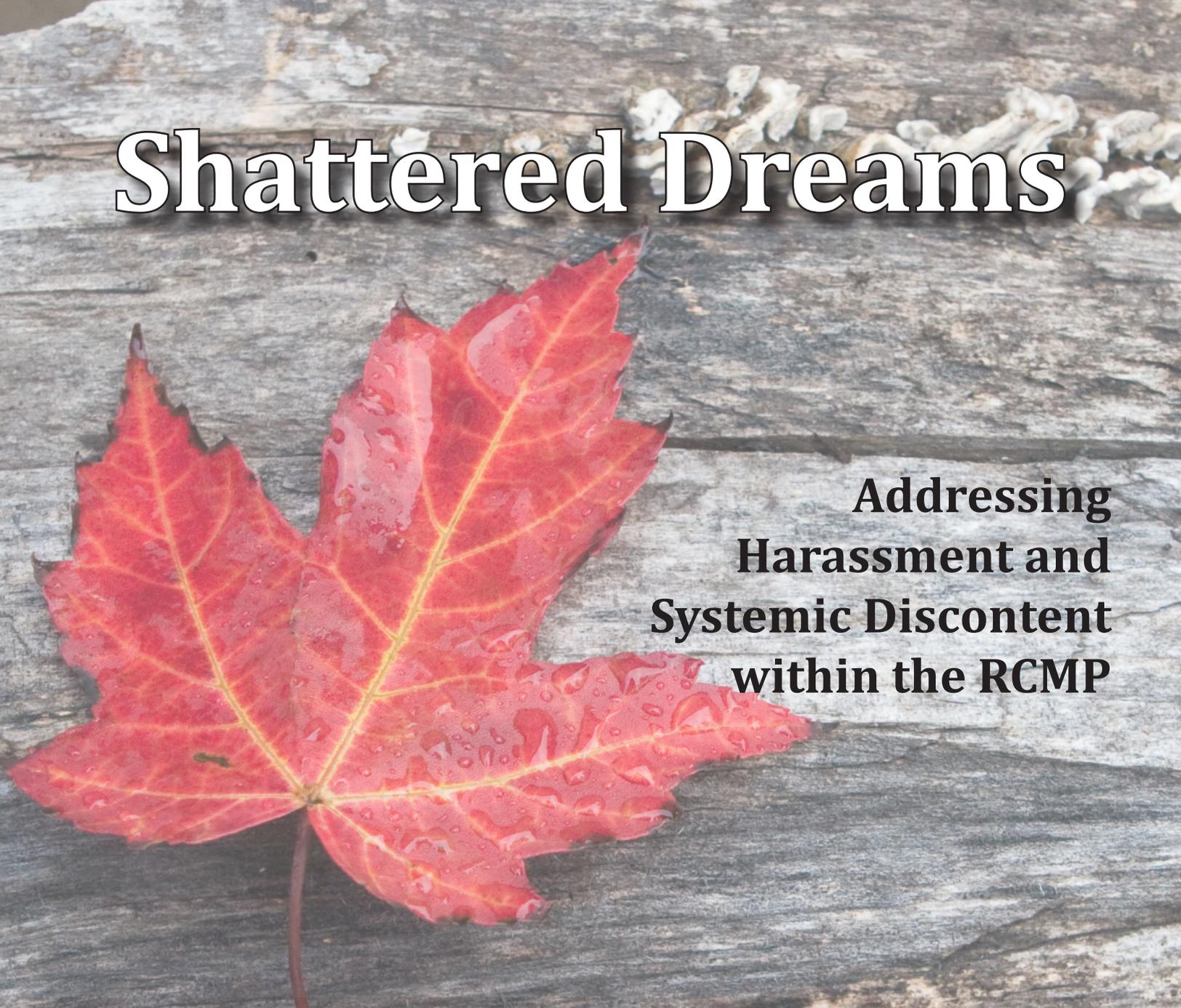


# **Shattered Dreams**



**Addressing  
Harassment and  
Systemic Discontent  
within the RCMP**

**Presented by**

**Honourable Judy A. Sgro, PC, MP  
York West**

**and**

**Honourable Grant Mitchell, Senator  
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## **Recommendations**

**Recommendation 1** – Establish a formal civilian oversight and governance body for the RCMP modelled after public police commissions and boards that supervise police forces in many major Canadian cities. This structure would respect the operational independence of the RCMP but would provide a mechanism to hold the police service accountable for dealing with issues such as sexual harassment within the force.

**Recommendation 2** – Create, review and modernize the strategic vision, mission statement, and statement of cultural and diversity awareness of the RCMP. Attention should be given to fix the professional competencies of leadership to align the strengths of the RCMP with contemporary operational demands of the force, to ingrain ethical standards and accountability and to foster a culture that encourages and rewards cohesion and promotes an environment of inclusion and equality.

**Recommendation 3** – Establish the ability of the RCMP membership to vote on creating a dedicated Member advocacy association.

**Recommendation 4** – Establish an Ombudsman to receive and investigate complaints and concerns from RCMP Members and civilian employees.

**Recommendation 5** – Establish a binding problem resolution/grievance process that exists outside and independent of the chain of command.

**Recommendation 6** – Establish a National Psychologically Healthy Workplace Strategy with sufficient health resources to deal with post-traumatic stress disorder and operational stress injuries.

**Recommendation 7** – Develop resource sharing arrangements amongst the Canadian Forces and other policing organizations for operational stress injury prevention, diagnosis and treatment.

**Recommendation 8** – Establish baseline indicators for potential recruits and, if selected into the Force, measure Members' attitudes towards a healthy workplace over the lifecycle of their careers.

**Recommendation 9** – Phase out intake quotas for female Members until the goal of cultural renewal has first been achieved.

**Recommendation 10** – Establish a merit-based promotion process.

**Recommendation 11** – Tie leadership training to a Member's career trajectory. The RCMP should make the completion of a training program like the Law Enforcement Management Institute of Texas (LEMIT) mandatory for all within the RCMP leadership team.

**Recommendation 12** – Create a Policing Centre for Leadership Excellence and/or partner with or pool resources with organizations like the Canadian Armed Forces, with the goal of providing top-tier training for leadership in Canada.

**Recommendation 13** – Introduce mandatory exit surveys for retiring Members of the RCMP, to be used in a broader strategy of data collection.

## **Introduction**

For the entirety of its history, the Royal Canadian Mounted Police (RCMP) has served Canadians with distinction and honour, both at home and abroad. Whether enforcing domestic laws, operating abroad as peacekeepers and instructors, or appearing in a ceremonial manner, the iconic red serge is a globally recognized symbol of Canada and of Canadian values.

The RCMP protects Canadians every day and provides leadership and security when we need it most. Yet, the RCMP itself must also be a place where its employees feel safe. It has become increasingly evident that harassment reflects a deep and profound cultural problem in the RCMP. One of the manifestations of this problem is the post-traumatic stress experienced by many who have experienced harassment.

In the fall of 2011, Cpl. Catherine Galliford came forward and publicly detailed her experiences with harassment in the RCMP. Cpl. Galliford served in the RCMP for over 20 years and was its spokesperson during the Air India and Picton inquiries. Her courageous action to come forward inspired many others to share their own experiences with harassment and bullying.

The notion that RCMP officers would face bullying and abuse at the hands of colleagues and superiors was not entirely new to the RCMP. On July 14, 1988, for example, the then Liberal Member of Parliament (MP) for Hamilton East, Sheila Copps, raised the issue of Staff Sergeant Caroline O'Farrell in the House of Commons. Staff Sergeant O'Farrell, a Mountie who was once part of the RCMP Musical Ride, claimed she was sexually assaulted, harassed, repeatedly doused in cold water and dragged through horse feces by colleagues, with the explicit knowledge of her superiors (Appendix I).

It took allegations by Cpl. Galliford, Krista Carle (Rtd), Cst. Janet Merlo (Rtd), Cst. Sherry Benson Podolchuk (Rtd), and many others for calls for change to gather momentum. As a first step, the Honourable Judy Sgro, MP for York West, and the Honourable Grant Mitchell, Senator for Alberta, began speaking with Members of the force who were claiming to have been subject to systemic and/or chain of command harassment, bullying and abuse while in training and while on active duty with the force.

Next, Senator Mitchell introduced a motion in the Senate that the Standing Senate Committee on National Security and Defence be authorised to conduct a study on harassment in the RCMP. The motion passed.

In June 2013, the Standing Senate Committee on National Security and Defence released its report entitled *Conduct Becoming: Why the Royal Canadian Mounted Police Must Transform its Culture* with fifteen important recommendations. One of the shortcomings, however, of the report was that the government would not permit Members who had experienced harassment to appear before the committee to provide testimony. One written submission was permitted; however, the Member was not permitted to appear before the committee.

The completion of the Senate study also coincided with the passage of Government Bill C-42<sup>1</sup> which,

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1 A link to the full text of Bill C-42 can be found here: <http://www.parl.gc.ca/HousePublications/Publication.aspx?Language=E&Mode=1&DocId=6246509&File=4>

A link to the Legislative Summary of Bill C-42, prepared by the Library of Parliament can be found here: <http://www.parl.gc.ca/Content/LOP/LegislativeSummaries/41/1/c42-e.pdf>

the government argued, was intended to address a range of problems facing the force.

The House of Commons Standing Committee on the Status of Women, at the formal urging of Honourable Judy Sgro, MP, began a study exploring sexual harassment and bullying in the federal workplace. While unnecessarily broad in scope, some hoped the study would address the growing chorus of complaints being made by former and current RCMP Members. Unfortunately, those who had come forward with complaints pertaining to the RCMP were denied the right to participate in the Committee study and, in the end, the Committee failed to make its findings public prior to the most recent prorogation of Parliament.

Both Committees were limited in their ability to conduct a thorough investigation of what seemed to be a widespread and systemic issue of harassment in the Force. Members needed the opportunity to present their cases and be heard.

Following the Senate Defence Committee report and the passage of Bill C-42, Honourable Judy Sgro, MP, and Senator Mitchell continued to hear from RCMP Members who questioned whether any measurable changes would occur on the front line. Specifically, Members questioned the efficacy of Bill C-42 to address the range of problems Members continued to face.

In order to hear directly from Members of the RCMP, Senator Mitchell and Honourable Judy Sgro, MP, hosted four roundtables across the country in Ottawa, Vancouver, Edmonton and St. John's. At each roundtable, they heard moving and compelling testimony from former and current Members who had experienced harassment and how it had affected their lives. The hope was that the value of their learned experiences would assist in the development of a workable strategy to address an institution in crisis.

At the roundtables, a range of stakeholders presented their cases, including civilian and operational Members; current and past Members with cases awaiting a verdict in the grievance process; current and past Members representing other Members with cases before the grievance process; and current and past Members who had either experienced harassment or post-traumatic stress disorder (PTSD) but had not brought a case against the Force; or those who had experienced harassment and have filed a complaint. The issues of gravest concern that emerged from the roundtables included:

- A workplace culture that permits harassment and bullying to occur;
- A dysfunctional grievance process system;
- Insufficient staffing to meet the operational requirements of the workforce;
- Concerns about the treatment of injured members;
- A lack of resources for workplace-related mental health injuries such as post-traumatic stress disorder (PTSD) or operational stress injury (OSI);
- A lack of reporting to assess and monitor information on mental health related injuries; and,
- Concerns about the cost-benefit of paying out injured members and settling grievances, rather than investing in adequate training and remediation services.

The results of those meetings were compiled into a summary document (Appendix II).

In January 2014, Honourable Judy Sgro, MP, and Senator Mitchell hosted an *Experts Summit on Challenges Facing the RCMP* in Ottawa. The purpose of the summit was to address the concerns shared at the roundtables and provide specific recommendations for change.

The experts participating in the summit were practised and knowledgeable on matters relating to policing and military policy, private problem resolution and workplace harassment, veteran's advocacy and

mental health policy and practice. Their testimony helped form the basis of this report. A listing of the experts and their biographies can be found in Appendix III.

The experts were asked to consider the testimony from the four roundtables (Appendix II) to answer the following question: *If you were the Commissioner, how would you address the issues currently facing the RCMP?*

One of the expert witnesses, General Joe Sharpe, a veteran Canadian Forces (CF) General with experience in changing the CF's culture during the 1990s, recommended that this report focus on a few key issues and make recommendations for action related to those issues. It is the intention of this paper to follow that model. More specifically, this report seeks to establish a list of recommendations for consideration by the Minister of Public Safety and the RCMP Commissioner. A full list of recommendations can be found on page i.

This report aims to encourage results including a measurable improvement in the culture that has engendered the problems; measurable reductions in the number of bullying and harassment incidents; and, measurable improvements in the availability and success of programs to treat the injured. In short, this report seeks to recommend initiatives that can influence the process of recreating the culture of the RCMP so it will be a place where all Members (civilian and regular) can successfully pursue their careers in a safe and fair environment.

There have been other papers which deal with issues facing the RCMP and it is acknowledged that the expert testimony heard, and the subsequent report is not exhaustive. It is, however, the intention of this paper to provide specific policy advice based on the unique testimony of the expert witnesses whose policy recommendations are predicated on the 'lived experiences' of injured Members that we heard from during the roundtables held across the country. The following pages outline a roadmap to make this happen.



## **Responsible Oversight**

*“I cannot imagine operating without oversight.”*

Chief Rick Hanson, Calgary Police Service

During the course of discussion, the issue of how to strike a balance between maintaining the independence of the police from political interference and holding the RCMP accountable for shortcomings featured prominently. It was generally agreed that two important mechanisms are typically used to accomplish this in most Canadian police forces: public governing police commissions and public complaint bodies. The participation of civilians in both of these bodies is broadly referenced as civilian police oversight.

Public governing police commissions are responsible for setting certain priorities and policies while police leadership is then responsible to implement the policies through the day-to-day operations of the police service. Details of the specific structure and operational elements of boards vary from jurisdiction to jurisdiction but the general objective is to provide a structure for governing boards that would minimize the potential for political interference while holding the police service accountable to the public.

The experts discussed the notion of civilian oversight and governance within the RCMP context and, in the context of measures and initiatives aimed at ending sexual abuse, harassment and bullying within the RCMP. It was generally agreed that police should be tasked with policing while the administration of the force would be better placed in the hands of those experienced and trained in governance and administration. General Sharpe and others stipulated their support for the notion - with the caveat that operational care and control should remain a policing function and should not be compromised or unnecessarily directed by those without a practical understanding of the demands and constraints of policing in a 21<sup>st</sup> century environment.

Drawing from the numerous existing examples of civilian governance commissions in policing, the experts urged the implementation of an RCMP civilian governance commission model that conceptually resembles bodies like the Toronto Police Services Board, and the Edmonton Police Commission. The Toronto Police Services Board is a seven member civilian body of political and public representatives that oversees the Toronto Police Service, Canada’s largest municipal police service and is mandated to:

- Oversee the administration of a formalized Police Service Agreement;
- Serve as a functional liaison between policy makers and police leadership;
- Serve as a conduit for members of the public and customers;
- Collaboratively develop a plan, with police involvement, that outlines policing priorities, limitations and strategies;
- Consult with police leadership about how to implement policies and strategies in a manner that mitigates constraints and limitations;

- Communicate the public's interests and concerns to police leadership; and
- Help police leadership to resolve public complaints.

Governing police boards as mandated in provincial police acts are the norm across Canada. The experts believe agree that this model should be adapted for the RCMP.

**Recommendation 1 – Establish a formal civilian oversight and governance body for the RCMP modelled after public police commissions and boards that supervise police forces in many major Canadian cities. This structure would respect the operational independence of the RCMP but would provide a mechanism to hold the police service accountable for dealing with issues such as sexual harassment within the force.**

## Identifying the Culture We Want

*“How can we expect to shape the force into what we need if we have not set down clear goals and objectives? We need to focus on ingraining sound ethical standards...we must educate for the long-term but discipline for the short-term... we must ensure true accountability... We must identify the culture we want at the RCMP.”*

Brigadier General (retired) G.E. Joe Sharpe, OMM, CD

During the Experts Summit, it was suggested that an element of high-level, external intervention similar to that used in the military will be required as a supplement to internal efforts to spur permanent and productive cultural change, and to resolve complaints of misconduct and harassment within the force. External intervention could include forensic audits, independent evaluations, and the implementation of external training procedures and recommendations.

Reform of the institution must be about preventing future problems from emerging. This sentiment was universally expressed by the experts who contributed to this report, as well as participants at the roundtables. A participant at the Ottawa roundtable stated, “My goal for today is not only to add a face to the list of victims, but also provide insight into what could be done to change the culture of protectiveness deeply imbedded in the RCMP.”

It is important to note that the injured Members, despite having strong cause to distrust and deride the RCMP, exhibit a tremendous degree of admiration, respect and loyalty to the traditional ideals espoused by the force.

Cultural change of any sort must likewise respect and embrace these virtues. Successfully changing the culture of the RCMP will require clearly articulating the goals and objectives of a 21<sup>st</sup> century RCMP. Those mired in archaic leadership methodologies and outdated notions of paramilitary authority rather than problem resolution and remediation must be identified and corrected. Furthermore, regulations geared towards correcting inappropriate behaviour will almost certainly be inadequate unless they are accompanied by broader systemic changes which address the culture of the RCMP.

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The establishment of a renewed trust between the rank-and-file and the chain of command is a crucial first step towards cultural renewal. This was openly acknowledged by RCMP Commissioner Bob Paulson when he appeared before the House of Commons Standing Committee on the Status of Women on April 23<sup>rd</sup>, 2012. In response to questioning by Honourable Judy Sgro, MP, Commissioner Paulson admitted that

women have lost faith in the governance structures and systems of the RCMP.<sup>2</sup>

At the Experts Summit, it was stated that the necessary leadership qualities and skills must be obtained with a combination of calculated recruitment targets and training initiatives. Jane Hall, Co-Chair of the RCMP Veterans Women’s Council, stated that recruitment criteria, training direction and educational exigencies can then be brought to bear as tactical components within a larger and coordinated organizational change strategy.

As a first step, it was recommended that the educational requirements of commissioned officers be reviewed and updated in a process similar to the one undertaken by the military during the 1990s. It was further suggested that consulting with outside private sector experts in corporate cultural change and the military personnel involved in cultural change initiatives would yield insights that would be germane to the RCMP’s current situation.

**Recommendation 2 – Create, review and modernize the strategic vision, mission statement, and statement of cultural and diversity awareness of the RCMP. Attention should be given to fix the professional competencies of leadership to align the strengths of the RCMP with contemporary operational demands of the force, to reinforce ethical standards and accountability, and to foster a culture that encourages and rewards cohesion and promotes an environment of inclusion and equality.**

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2 House of Commons, Standing Committee on the Status of Women. *Evidence*, 1<sup>st</sup> session, 41<sup>st</sup> Parliament. April 23, 2012.

## **The Importance of Effective Member Advocacy**

At the Vancouver roundtable, we heard testimony from Rae Banwarie, a current member of the RCMP, and President of the Mounted Police Professional Police Association of Canada. He and other members of the association who have spoken with us make a very strong case for the need of RCMP Members to establish a dedicated Member advocacy association. This formalized body would provide support and assistance to members and would function as a mechanism of seamless, direct and regular communication between rank-and-file Members and the senior administration of the force.

We also heard from municipal police who say that there is real advantage to this kind of dedicated advocacy association in running a police force. In particular, a dedicated advocacy association with management can negotiate standards and rules of conduct, and serve as a means of resolving minor personnel issues. The body can also be a key element in an objective complaints process that is independent of the chain of command.

At the Experts Summit, Chief Hanson noted that impartial advocacy can be particularly useful because issues can be addressed before they propagate, therefore solving problems in a timely and collaborative manner.

**Recommendation 3 – Establish the ability of the RCMP membership to vote on creating a dedicated Member advocacy association.**



## **Determined Leadership**

*“Harassment is about power relations between people... and victimization does not happen in the open. An effective leader understands this and works to ensure balance by setting the tone at the top... An effective leader knows how to promote up... not just to punish down.”*

Margaret Michaels, B.A., C.H.R.P., Human Resources Consultant

A common theme expressed at the Experts Summit was that strong, determined, and deliberate leadership at every level of the RCMP will be required to regain confidence in the force.

At the Ottawa roundtable, one participant explained why her confidence in the governance structures and systems of the RCMP was destroyed. She outlined, “While I was at Depot, I was sexually assaulted by an inspector. During my time in North Vancouver and Richmond, I got ‘normal harassment.’ And when I went to major crime in 2000, I was subjected to what I would call ‘systemic targeted harassment’ from 2000 to approximately 2006; and I was the victim of workplace mobbing by a group of individuals who wanted the jobs that I had.”

Harassment is often found within organizational pockets where long-standing power imbalances have taken root and have been allowed to fester. Typically, these cases start under the guise of hazing, fraternal traditions, miscommunication and poor problem resolution mechanisms. They grow as those involved faction-up by drawing perceived allies into emerging disputes. Weak and ineffective leadership is often an enabling factor in these circumstances.

The experts noted that a communications barrier or an “iron middle” can emerge in large and complex organizations and block effective leadership across the spectrum. Problem resolution efforts emerging from the top are often prevented from reaching the rank-and-file and initiatives originating at the ‘street level’ often do not reach the Commissioner’s desk. The result is that mitigation efforts are stymied and morale is diminished. Many of the experts appearing at the Experts Summit surmised that this phenomenon is at work within the RCMP.

The first step towards overcoming harassment is acknowledging it. Those in leadership roles will need comprehensive training and will require external assistance to correctly and permanently address these challenges.

As a complement to leadership training, the experts agreed that the implementation of an effective, confidential and independent problem resolutions structure is essential. A failure to address and punish transgressions involving sexual harassment and bullying undermines the credibility of the RCMP and is a factor in the continued perpetuation of these problems. Worse yet, the long-standing issue of sexual harassment within the ranks of the RCMP serves as an insurmountable distraction that harms individual personnel and group morale, and impinges upon the ability of the senior leadership to discharge their more fundamental operational and strategic responsibilities.

**Recommendation 4 – Establish an Ombudsman to receive and investigate complaints and concerns from RCMP Members and civilian employees.**

**Recommendation 5 – Establish a binding problem resolution/grievance process that exists outside and independent of the chain of command.**

## **Mental Health**

At the Experts Summit, Senator Mitchell asked how the kind of problem that we perceive to be present regarding mental illness actually impacts the overall effectiveness of the force. In response, panelist Dr. Jennifer Berdahl, Professor of Organizational Behaviour at the Rotman School at the University of Toronto, noted that when Members are forced to cover for colleagues who are absent or withdrawn for reasons such as emerging yet undiagnosed mental illness, the conditions for the onset of a “club mentality” begins to form. These behaviors, which are known to foster the type of harassment and bullying cited herein, have specific and severe operational consequences that further impact upon the ability of the force to function.

Roundtable participants described an existing work environment where abuse and harassment escalate to the point of career destruction, loss of credibility in the public and amongst peers. Perhaps most destructive of all, participants explained how their experiences on the job led to physical and mental medical challenges and family break-down. For example, one roundtable participant explained that “once you are a target there is a black X on you. No matter what the issue — you’re not welcome in the RCMP organization especially if you have caused any public scrutiny and dare to challenge the command structure.”

A second roundtable participant testified, “I was shunned by other officers... there would be weeks where no one during a night shift would talk to me. I did not receive back up on a domestic violence call. One night shift, the bathroom stall door had the screws loosened so that when I opened the door, it fell off the wall and landed on my face. I sustained a cut and concussion. Upon my return after three days, a dead prairie chicken was in my personal gun locker with blood dripping all over my belongings. I got the message.”

General Sharpe also noted that a sense of helplessness at the Member level can lead to erratic behaviours. He further relayed that poor working conditions are already known to create individual cases of Members with mental health issues. Worse, the response taken by the leadership of the force creates a crisis which inevitably “pushes them further and further over the edge when they don’t have to.” This, he argued, has an undeniable impact at the operational level as a lack of respect for the institution emerges.

## **National Psychological Workplace Strategy**

Expert testimony and feedback received from the regional roundtables confirmed that a range of conditions can create injured Members, and injured Members in a permanently dysfunctional workplace exacerbates the long-term health and recovery of Members. In her 2007 report, Carleton University Professor Linda Duxbury noted that “for many Regular Members and Civilian Members of the RCMP, ‘their job is making them sick.’”<sup>3</sup>

As a comparison, her report indicates that “the data on the physical and mental health of the RCMP Civilian Members and Public Service employees in 2001 was somewhat disturbing as it suggested that a high proportion of the RCMP employees in this group were having difficulties coping with the stresses associated with work and non-work demands. In the six months prior to the study being conducted, for example, 54 per cent of the Civilian Member respondents and 59 percent of the Public Service respondents at the RCMP saw a physician because they were sick; one in three sought other types of care. One quarter of those in the Civilian Member sample and a third of the Public Service respondents had medical tests. One in five of those in the Civilian Member and Public Service samples sought care from a mental health professional.”<sup>4</sup>

Duxbury’s data also indicated that compared to the Canadian public, employees of the RCMP reported higher levels of overall stress, a depressed mood, burnout, and that work interfered with their family. Many profess to cope with this stress with the assistance of alcohol and coming to work when sick. Duxbury also noted that RCMP executives appear to have a higher risk of physical and mental health problems than other executives within the Government of Canada.<sup>5</sup>

Given these startling indices, covered in a range of reports and reviews, there clearly exists a serious lack of support for Members that suffer mental health issues, including PTSD and OSIs. We therefore strongly recommend that the force implement a National Psychologically Healthy Workplace Strategy.

**Recommendation 6 – Establish a National Psychologically Healthy Workplace Strategy with sufficient health resources to deal with post-traumatic stress disorder and operational stress injuries.**

3 Duxbury, Linda. *The RCMP Yesterday, Today and Tomorrow: An Independent Report Concerning Workplace Issues at the Royal Canadian Mounted Police*. Rep. N.p.: n.p., 2007. Web. 13.

4 Ibid., pp. 74.

5 Ibid., pp. 78.

## **Resource Sharing for PTSD – Combining Forces**

General Sharpe noted that operational injury support groups are imperative to the health of the organization. He noted that the origins of PTSD and OSIs may differ but that the way they are treated tends not to differ. He argued that it is unproductive to see the RCMP developing a different set of issues than other organizations, like the CF, who currently have expertise in dealing with OSIs.

In fact, the CF currently has an OSI and social support network with over 2000 people involved, many of whom are police officers – including RCMP personnel. As Sharpe noted, the organization is grassroots, similar to Alcoholics Anonymous. The idea of officially pooling services was, according to Sharpe, suggested to the RCMP but broke down at the resources level. Sharpe stressed in testimony that as both organizations move forward, the pooling of resources and services should be strongly considered. “It doesn’t matter what colour your uniform is,” he noted. “We have OSIs across the country and it shouldn’t matter who we’re dealing with.”

**Recommendation 7 – Develop resource sharing arrangements amongst the Canadian Forces and other policing organizations for operational stress injury prevention, diagnosis and treatment.**

## An Effective Human Resources Strategy

*“The role of a good HR strategy is to put the grievance process out of business.”*

Chief Rick Hanson, Calgary Police Service

Another important theme at the Experts Summit was the need for a top-tier Human Resources (HR) strategy that would be consistent with the long-term goal of cultural renewal within the force. The culture of an organization is directly related to the strength and character of its workforce and, importantly, its leadership. In order to accomplish the RCMP’s goal of cultural renewal, the RCMP will need to focus on recruiting quality candidates; ensuring a fair and independent promotion process; improving the training and evaluation of its members with the goal of training for, and encouraging leadership qualities; as well as the adequacy of funding to meet its HR responsibilities and ultimately match organizational objectives with actionable outcomes.

It is clear that a successful HR strategy committed to cultural renewal must address the complete lifecycle of a Member’s employment - from recruitment, to career development, to termination of employment. Dr. Berdahl stated that an effective HR strategy must “incorporate a healthy workplace into the selection and training process of a Member’s career lifecycle.” Creating an HR strategy which incorporates a healthy workplace culture in its code of conduct would be a critical first step towards achieving that goal.

In contrast to this, participants at the roundtables outlined an internal culture and grievance process that treated complaints of any sort as hostile and destructive to the organization as a whole. The following statement, made during the Ottawa roundtable, highlights the need for changes to these systems and the existing problem resolution regime of the RCMP:

“The first-part of my career was sexual harassment and discrimination and the next 17 years included abuse of power, sexual violence, intimidation, threats and retribution. At first I worked within the internal grievance process and RCMP regulations while trying to struggle for equality, but in 1998 took my fight into the public domain; this made me a target. For me, the harassment began within a few months as the only female constable in a small rural detachment. As a junior member in training, we were told to expect some hazing and teasing. However, it was in the name calling by my supervisor and another junior constable which were humiliating and directly only to me I was called ‘beaver and raisin tits’... I was called these names in the office on the radio and other detachments could hear, and in public. When I asked them to stop they laughed and it only intensified. Upon approaching the Detachment Commander, he merely laughed and indicated that perhaps I enjoyed the attention. It became an isolating place for a lone female Constable...”

As Dr. Berdahl noted, if the incorporation of a healthy workplace culture is excluded from the organization’s code of conduct, not only will recruitment numbers decline but importantly, the recruitment of *quality* candidates will decline as they will seek employment in organizations that offer a better workplace culture. As Duxbury concluded in her 2007 report, this will be particularly acute in the coming years, as the

Canadian labour force enters a ‘sellers’ market for workers in general, and skilled labour in particular.<sup>6</sup> She notes that this will be the case in a workforce where “almost half of those working in front line, NCO and CM positions do not feel the organization makes an effort to protect their health, safety or well-being or treats them with respect.”<sup>7</sup>

**Recruitment**

It is clear that the vast majority of RCMP Members are well-intentioned, hard-working Canadians who joined the force to make a difference. However, as expert panelist Ms. Hall noted, “We are clearly hiring the right people, but we are also hiring the wrong people.” Expert panelist, Dr. Jeff Morley, M.A./Ph.D. in counselling/psychology and a former RCMP Member, similarly questioned whether the force is hiring the wrong people or if recruits are changing following enlistment. As Dr. Berdahl noted during testimony, it is therefore critical to include the code of conduct and general ethos that the force is striving to achieve into the selection process itself, so that the right type of candidate is recruited.

It will also be important to establish baseline indicators so that the force can track the behavioral and performance standards of certain types of behaviors – both positive and negative – throughout the lifecycle of Members’ careers. This type of data collection as well as early testing of potential recruits will enable the force to determine the types of individuals it wants to recruit and, over time, screen out or retrain those recruits it deems less appropriate or less desirable. As Dr. Morley noted during testimony, the force is currently not conducting that type of research and no forensic audit has been undertaken to measure the force’s HR requirements as they pertain to a healthy workplace.

Related to the recruitment process, the panel also noted that intake quotas for women in the RCMP should not be used, in line with the military which is also phasing out intake quotas for personnel. The current target for the RCMP is that 50% of all recruits be females until the organization gets to 30-35% women in the RCMP.

Similarly, Ms. Hall argued that quotas are “masking” and that without cultural change; quotas may actually exacerbate the problem that needs to be fixed. In the RCMP Veterans Women’s Council paper, co-written by Ms. Hall, the Council states that “increasing intake quotas for females has historically failed to reduce the statistically significant different attrition rates for female Mounties.” The report goes on to say that “Considering the cost of recruitment, training and premature departures, it is not only ethically wrong, it is fiscally irresponsible to continue to use masking strategies rather than investigate and correct the root contributing causes.”<sup>8</sup>

**Recommendation 8 – Establish baseline indicators for potential recruits and, if selected into the Force, measure Members’ attitudes towards a healthy workplace over the lifecycle of their careers.**

**Recommendation 9 – Phase out intake quotas for female Members until the goal of cultural renewal has first been achieved.**

6 Ibid., pp. 12-13.

7 Ibid., pp. 71.

8 Hall, Jane, Tim Hoban, Kathy Long, Vivienne Stewart, Darlene Wroth, and Ron Lewis. *Addressing a Crisis in Leadership*. Rep. N.p.: RCMP Veteran Women’s Council, 2014. Print. pp. 9.

## **The Promotion Process**

In testimony during the Experts Summit, Dr. Berdahl noted that the RCMP has a fraternity or club mentality that rewards individuals for loyalty and conformity, not necessarily for excellence. Panelist Michael Kempa, Associate Professor of Criminology at the University of Ottawa, echoed these sentiments and argued that the promotion process needs to align with the principle of merit. The importance of a fair and merit-based promotion process was also a common theme that was raised during hearings across the country. These concerns have also been well-documented in several previous reports that examined the general health of the workplace.

Linda Duxbury's 2007 report noted that one in three of those interviewed expressed frustrations with the RCMP promotion process and fifteen percent of the sample said that the promotion process was their "number one" frustration with the RCMP.<sup>9</sup> Moreover, when polled what one change they would suggest that the RCMP implement to increase their satisfaction with their immediate work environment, one in five respondents asked for changes in the promotion process.<sup>10</sup> Many of the pieces of advice that were offered to prospective candidates by Members in the interview sample related to the promotion process. Suggestions included "look after yourself," "learn how to pass the test," "be good at politics and playing the game," and "be careful what you ask for."<sup>11</sup>

The Senate Defence Committee report on the subject also suggested that "promotion within the RCMP must take into consideration violations of the Code of the Conduct, including past incidents of harassment."<sup>12</sup> The report recommended that the RCMP "ensure that no member is promoted to a supervisory or management position prior to having completed harassment prevention training required for these new responsibilities."<sup>13</sup>

Similarly, the RCMP Veterans Women's Council paper noted that the top five ways organizations can increase interest in promotion as identified by the Police Leadership, Culture and Promotion study were expanding leadership development opportunities; improving the selection process; ensuring that past performance counts; increasing transparency and fairness in the process; and reducing nepotism and favoritism.<sup>14</sup> While it is clear that a merit-based promotion process has been covered at length in past reports, the expert panelists made it clear that a merit-based promotion process needs to be implemented before cultural renewal can happen.

### **Recommendation 10 – Establish a merit-based promotion process.**

#### **Leadership Training and Career Development**

An exemplary training and career development strategy will need to be established as part of an overhaul of the RCMP's HR strategy. Training must be of a high calibre and must be directly related to a Member's career trajectory. In testimony, Chief Hanson noted that, "You can have the best policies, but if

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9 Duxbury, pp. 38.

10 Ibid.

11 *Conduct Becoming: Why the Royal Canadian Mounted Police Must Transform Its Culture*. Rep. Ottawa: , Standing Committee on National Security and Defense, Government of Canada, 2013. Web. pp. 5.

12 Report by the Standing Senate Committee on National Security and Defence, 2013, pp. 5.

13 Ibid., pp. 6.

14 Hall et. al, pp. 6.

people aren't trained on them, it's akin to fixing the engines on a 737, giving them the manual and then walking away."

Ms. Hall also commented on the need for targeted training, noting that, "If you can build in a leadership scale, a portfolio that reflects in your promotability, then ultimately that means something." In her report, Duxbury also noted that, "Given the requirement for excellence in this area the question becomes, can the RCMP be considered best practice with respect to opportunities for learning and career development?"<sup>15</sup> The conclusion of this report, as is the conclusion cited in the Duxbury report, is a resounding no.

In discussing the military's successful cultural transformation of the 1990s during expert testimony, General Sharpe noted that very few of the military's recommendations at that time actually dealt with punishment; instead, most recommendations were about education and how to select leaders, as well as determining what the characteristics of a leader are. Dr. Morley also noted that, "we need to define who the right leaders are." Indeed, one of the most consistent themes raised during expert testimony was the need to develop key competencies in the area of leadership selection, training and retention.

In the absence of leadership training, executive Members can often find themselves disconnected from the concerns of the rank-and-file. This seems to be true in the RCMP where there exists a general lack of trust of the executive leadership by the front line officers. This phenomena has been well documented, not only by Duxbury and the Brown Task Force Report,<sup>16</sup> but also more recently echoed by the Commissioner for Public Complaints against the RCMP in a report entitled *Public Interest Investigation Report into Issues of Workplace Harassment within the Royal Canadian Mounted Police (February, 2013)*.<sup>17</sup> It may be that leadership training may not address this deficit completely; however, it is clear that organizations like the Canadian Forces, facing similar issues and with a similar structure, have seen remarkable changes following the implementation of leadership training.

### **Law Enforcement Management Institute of Texas (LEMIT)**

During testimony, Ms. Hall noted that there is currently a standardized leadership training course for law enforcement administrators and executives in Texas. Established in 1987 by the state legislature, the Law Enforcement Management Institute of Texas (LEMIT) is responsible for developing analytical, administrative, and executive skillsets of Texas law enforcement executives. The program covers 3 modules and each module is 3 weeks in length. The curriculum covers many aspects of modern police management including public administration, law enforcement management, and advanced police technical studies. It also addresses the social, legal and political environment in which public safety leaders must work. The LEMIT course also conducts Executive Issues Seminars, Policy Series Seminars, Professional Conference Support, as well as other special programs.

Ms. Hall notes that this type of training is "not just a tick in the box" for the leadership cadre. According to Hall, police forces in Texas won't throw a member out if they do not pass, but they will stall career advancement and promotion potential until the training is successfully completed. A LEMIT styled approach could be incorporated into a Policing Centre for Excellence which could be established to not only verify the suitability of candidates through a range of standardized testing, but also to generate policy and training

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15 Duxbury, pp. 10.

16 Brown, David, Linda Black, Richard Drouin, Larry Murray, and Norman D. Inkster. *Rebuilding the Trust: Report on the Task Force on Governance and Cultural Change in the RCMP*. Rep. Ottawa: Minister of Public Safety and President of the Treasury Board, 2007. Web.

17 McPhail, Ian. *Public Interest Investigation Into RCMP Workplace Harassment*. Rep. Ottawa: Commission for Public Complaints Against the RCMP, 2013. Web.

guidelines for the entirety of the force.

During testimony, given the situational similarities, the Canadian military's transition during the 1990s was discussed as a possible model for reforming or redesigning the RCMP. It was noted that during the organization's transition, there were a number of public boards that were established to oversee and assist in the transition process. These boards dealt with issues including the training of senior officers. As part of that discussion, Chief Hanson noted that establishing a committee that looks at job accommodation would be a key step towards implementing and enhancing an HR strategy for the organization. Such a board could be staffed by a range of experts, including former CF and RCMP personnel familiar with the structure, mechanisms, propensities and the issues currently facing the force.

**Recommendation 11 – Tie leadership training to a Member's career trajectory. The RCMP should make the completion of a training program like the Law Enforcement Management Institute of Texas mandatory for all within the RCMP leadership team.**

**Recommendation 12 – Create a Policing Centre for Leadership Excellence and/or partner with or pool resources with organizations like the Canadian Armed Forces, with the goal of providing top-tier training for leadership in Canada.**

### **Termination or Conclusion of Employment**

This report stresses the importance of exit surveys, a point raised by Ms. Hall during testimony and discussed at length in the RCMP Veterans Women's Council paper.<sup>18</sup> Exit interviews should be conducted when members leave the force, as part of and as a last step to what should be an ongoing and consistent data gathering process undertaken by the force. The Council's report noted that exit interviews can be an effective tool for providing feedback to the force, particularly when high attrition rates are indicated for minority groups. The Council's report also recommended interviews specifically designed to deal with harassment administered at key points in Members' careers, in order to substantiate the data gained by exit interviews.

Exit interviews should be considered one part of a bigger process of gathering information about the force to be used to improve the retention of quality Members. This point will be especially salient going forward as longer-serving Members with expertise consider their exit options and as younger Members enter the force, especially younger Members who may not have access to certain training opportunities. Duxbury's report highlighted this phenomenon, noting that forty percent of the interview sample indicated that they were planning on leaving the RCMP before the 24 year mark (i.e. without their full pension). One in three (15 per cent of the total sample) indicated that they were leaving because they had given up on ever getting promoted or transferred within the RCMP. Finally, when asked what the RCMP could do to induce them to stay, the majority said "change the promotion process."<sup>19</sup>

**Recommendation 13 – Introduce mandatory exit surveys for retiring Members of the RCMP, to be used in a broader strategy of data collection.**

18 Hall et. al, pp. 6.

19 Duxbury, pp. 38.



## **Conclusion**

For 140 years, the RCMP has served Canadians locally, nationally and around the world. Renowned as a first-rate police force, the RCMP outwardly stands for everything that we as a nation aspire to be. Despite this distinguished legacy, a growing number of RCMP Members have come forward with horrific stories of sexual assault, harassment and bullying in the workplace. These allegations are accompanied by stories of family breakdown, mental anguish, suicide, career destruction and suffering that cast a pall over the reputation of the RCMP in a way that undermines the credibility of the force.

This chapter in RCMP history requires leadership. Challenges must be met head on if we are to restore the long-standing lustre of the RCMP.

Unfortunately, many will interpret open criticism of the RCMP as an attack on the institution when, in reality, recognizing a problem and refusing to take action is far more detrimental to the long-term health of the force and the RCMP officers seeking to keep Canadians safe and secure. More importantly, we have a responsibility to restore the trust of the injured that have come forward to share their stories with the hope of spurring lasting change.

It is in this spirit of reconciliation and restoration that we offer the recommendations on behalf of the many individuals who have come forward to share their stories. We urge the government and the RCMP Commissioner to consider our recommendations in the spirit in which they are offered.

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# Appendix I

July 14, 1988

COMMONS DEBATES

17551

## Oral Questions

### ROYAL CANADIAN MOUNTED POLICE

#### TREATMENT OF OBSCENE VIDEO MAKERS

**Ms. Sheila Copps (Hamilton East):** Mr. Speaker, in the absence of the Solicitor General I would like to ask my question of the Acting Prime Minister.

A year and a half ago the Liberal Party asked the Government to convene an independent inquiry into allegations of sexual harassment in the RCMP. The Government refused and we now see the results of that refusal.

Reports today confirm that almost one year after a female RCMP officer was the subject of a pornographic and an obscene video while she slept, the so-called punishment meted out at this point to her colleagues involved only "a fine and/or counselling". There was not a single day of work lost, nor a single suspension. Does the Government feel that that is an appropriate reaction and response for the activities of sexual harassment existing in the RCMP?

**Mr. Murray Cardiff (Parliamentary Secretary to Solicitor General of Canada):** Mr. Speaker, the Hon. Member knows full well a thorough and full investigation was completed by the Commissioner of the RCMP. It was decided that charges were not warranted at this time and the matter, we feel, has been cleared up.

#### REQUEST FOR INDEPENDENT ASSESSMENT OF SITUATION

**Ms. Sheila Copps (Hamilton East):** Mr. Speaker, we have a situation where the female officer involved has been forced to transfer out of the Musical Ride. Obviously if she were in that kind of a situation she would not feel too comfortable staying there. Her colleagues haven't had a fine and haven't had a single day lost at work. They have not been suspended.

I want to ask the Government once again whether it feels the response to the obscene video that was prepared by officers in the RCMP, which is basically a fine or counselling, is an appropriate response. If not, will the Government do what the Liberal Party suggested a year and a half ago, and that is to have an independent assessment of the situation of sexual harassment which has been ongoing in the RCMP?

**Mr. Murray Cardiff (Parliamentary Secretary to Solicitor General of Canada):** Mr. Speaker, as I indicated previously, an investigation has been completed. There is still the possibility of disciplinary action being taken against the individuals involved. That will be taken care of.

**Mr. Speaker:** The Hon. Member for Windsor-Walkerville, a single question.

those lands will be used for affordable and conventional housing, and an answer is expected from the municipal authority very soon.

\* \* \*

● (1500)

### PATENTS

#### PULP AND PAPER MAKING—DE LONG PROCESS

**Mr. John Parry (Kenora—Rainy River):** Mr. Speaker, my question is for the Hon. Minister of State for Science and Technology. It concerns the patent for the de Long process which has been owned by Canadian Patents and Developments Limited for some seven years now. It has the potential to revolutionize pulp and paper making by making possible, through the process of breaking down cellular fibres, the use of the hardwood so-called weed species.

Since Canadian Patents and Development Limited has held this patent for some seven years, could the Minister explain why no licences have ever been granted to commercialize it?

**Hon. Frank Oberle (Minister of State (Science and Technology)):** Mr. Speaker, I am familiar with this dossier and I am also familiar with the fact that the inventor has had a licence to commercialize the technology for some time. However, there were some unfulfilled obligations which the inventor had to CPDL which put certain encumbrances upon the transfer of the technology to the private sector.

In any case, we are very much concerned that this technology should be utilized particularly in Canada, since it appears to be revolutionary and beneficial. CPDL, I am informed, has engaged a consultant to give it the advice it needs to bring this matter to a satisfactory conclusion. The consultant's report has now been received and CPDL will act accordingly on the advice.

#### USE OF TECHNOLOGY

**Mr. John Parry (Kenora—Rainy River):** Mr. Speaker, since this country has a deficit in pulp and paper machinery and processes, and since we have had expressions of interest in this technology from the U.S.S.R., Italy, and China, will the Minister assure this House that everything will be done to clear away the administrative obstructions to enable the marketing of this technology by Canadians for the benefit of Canadians?

**Hon. Frank Oberle (Minister of State (Science and Technology)):** Mr. Speaker, I can assure the Hon. Member that whatever we are able to do, that is the Government particularly in the sense of dealing with CPDL, will be done. However, should the case have to be resolved in the courts we would encourage the Crown agency to proceed in that fashion as well.

*Oral Questions*

Given the seriousness of these allegations, and suggestions that this has been known on the Base for more than three years, does the Prime Minister not believe this warrants an independent investigation outside the Armed Forces?

**Hon. Perrin Beatty (Minister of National Defence):** Mr. Speaker, as soon as this allegation was made public the Associate Minister of National Defence ordered a full investigation by the Special Investigations Unit. They would have the authority and ability to lay charges. If there are any grounds to substantiate those charges, they will be laid.

I am as shocked as the Hon. Member that anyone would claim to have information about this for four years and take some four years before making it public. The Special Investigations Unit will pursue this fully. If there is any basis for criminal charges, they will be laid.

## REQUEST FOR INDEPENDENT INVESTIGATION

**Ms. Sheila Copps (Hamilton East):** Mr. Speaker, we saw the results of the internal investigation into the RCMP incident where an officer of the Musical Ride was forced to leave that unit after she was filmed in a pornographic way by her fellow officers. Does the Prime Minister not feel that these allegations are serious enough that, to clear the air, we need an independent investigation outside the Armed Forces?

We are talking about allegations that a corporal was involved. We are talking about allegations that a whole Base stood silent for more than three years.

● (1450)

Will the Prime Minister clear the air and appoint an independent investigator outside the Armed Forces to put these allegations to rest or to proceed in a more definitive way?

**Hon. Perrin Beatty (Minister of National Defence):** Mr. Speaker, the Special Investigations Unit is from outside CFB Petawawa. If the Hon. Member is suggesting that the Armed Forces would condone or turn the other way—

**Ms. Copps:** Three years.

**Mr. Beatty:**—from actively pursuing a case in which rape, a criminal offence, took place—

**Ms. Copps:** They just did.

**Mr. Beatty:** If the Hon. Member has any evidence whatsoever suggesting there has been a cover-up by the Canadian Forces of a criminal activity, let her tender that information. Any such activity would be abhorrent to every member of the Canadian Forces and would be a breach of the Criminal Code of Canada. If there is any basis for charges being laid they will indeed be.

## FISHERIES

## DIXON ENTRANCE—INFRACTIONS BY U.S. FISHING VESSELS

**Mr. Jim Fulton (Skeena):** Mr. Speaker, my question is directed to the Right Hon. Secretary of State for External Affairs. Since Dixon Entrance from the AB Line south is listed under Canadian law as our sovereign territorial sea and fishing zone, will the Minister assure the House that it is the policy of the Government of Canada to have enforcement officers on site to board immediately and arrest any U.S. vessel fishing without authority and refusing to comply with the Canadian request to leave the area south of 54:40?

**Right Hon. Joe Clark (Secretary of State for External Affairs):** Mr. Speaker, the Hon. Member was very careful in phrasing his question, so I will be careful in answering it. We intend to take the required actions to enforce our jurisdiction.

## ROLE OF ENFORCEMENT OFFICERS

**Mr. Jim Fulton (Skeena):** Mr. Speaker, we know that the West Coast fishing industry was not protected under the free trade agreement. There is growing concern that there is a hidden agenda to the free trade agreement over water, fish, plywood and other items.

Why, on June 22, 1988, were federal enforcement personnel in British Columbia advised in writing that their enforcement and arrest powers had been delegated away from them and away from the responsible Ministers? In fact, they are ordered not to take any enforcement action until so instructed by the legal operations branch of External Affairs in Ottawa, even when they are at the scene of a flagrant violation of Canadian law.

**Right Hon. Joe Clark (Secretary of State for External Affairs):** Mr. Speaker, I will determine the answer to that precise question and communicate it to the Hon. Member. However, he is trying to raise a false fear here about the capacity of the Government of Canada, or the willingness of the Government of Canada to enforce our jurisdiction. That is a false fear. Where there is a Canadian jurisdiction, we shall enforce it.

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## HOUSE OF COMMONS

## PRESENCE IN GALLERY OF KENYAN MINISTER FOR FINANCE

**Mr. Speaker:** I wish to draw to the attention of Members the presence in the gallery of the Honourable Professor George Saitoti, M.P., Minister for Finance, Republic of Kenya.

**Some Hon. Members:** Hear, hear!

## **Appendix II**

### **Roundtable April 22, 2013 – Ottawa, Ontario**

While the following summary of events does not capture every concern that was raised at the roundtable, we have attempted to portray Participants' concerns using a thematic narrative-based dialogue. This method of summarization has been chosen in order to protect the identities of the Members, as well as to capture the context of the problems. In this section, roundtable participants are referred to as 'Participants' while the term 'Members' is used to refer to RCMP employees generally.

#### Summary of events:

- Participants universally expressed a desire to see the RCMP regain its national status as a beacon of Canadian values. All former and present Members in attendance shared personal stories that demonstrated a commitment to the long-term success of the force. Despite the graphic experiences described in the testimony, retribution did not seem to be the motivation for presenting evidence. For example, one participant stated that “My goal for today is not only to add a face to the list of victims, but also provide insight into what could be done to change the culture of protectiveness deeply imbedded in the RCMP.”
- Participants outlined an internal culture and grievance process that treated complaints of any sort as hostile and destructive to the organization as a whole. The following statement, for example, highlights the need for changes to these systems and the existing problem resolution regime of the RCMP. “The first-part of my career was sexual harassment and discrimination and the next 17 years included abuse of power, sexual violence, intimidation, threats and retribution. At first I worked within the internal grievance process and RCMP regulations while trying to struggle for equality, but in 1998 took my fight into the public domain; this made me a target. For me, the harassment began within a few months as the only female constable in a small rural detachment. As a junior member in training, we were told to expect some hazing and teasing. However, it was in the name calling by my supervisor and another junior constable which were humiliating and directly only to me I was called ‘beaver and raisin tits’... I was called these names in the office on the radio and other detachments could hear, and in public. When I asked them to stop they laughed and it only intensified. Upon approaching the Detachment Commander, he merely laughed and indicated that perhaps I enjoyed the attention. It became an isolating place for a lone female Constable...”
- Participants described a work environment where abuse and harassment escalated to the point of career destruction, loss of credibility in the public and amongst peers; perhaps most destructive of all, participants explained how their experiences on the job led to physical and mental medical challenges and family break-down. For example, one participant explained that “once you are a target there is a black X on you. No matter what the issue — you’re not welcome in the RCMP organization especially if you have caused any public scrutiny and dare to challenge the command structure.” Further examples include:
  - “I was shunned by other officers... there would be weeks where no one during a night shift would talk to me. I did not receive back up on a domestic violence call. One night shift, the bathroom stall

door had the screws loosened so that when I opened the door, it fell off the wall and landed on my face. I sustained a cut and concussion. Upon my return after three days, a dead prairie chicken was in my personal gun locker with blood dripping all over my belongings. I got the message.”

- “Stress wears at one’s self esteem. The constant criticism affected my ability to perform my job. I began to doubt everything. One night I awoke in a panic because I could not remember if I locked the back door of the detachment and so, at 3:00AM, I drove back to check and it was locked.”
- “The same supervisor who called me ‘beaver’ ordered me out on patrol while I was wearing a leg cast and using crutches until he received calls from the public who were concerned for my safety.”
- Participants detailed instances of serious crime occurring within the detachment and/or with the direct knowledge and tacit authorization of those within the chain of command. Members asserted that these actions were dismissed or ignored under the guise of hazing, team and character building and/or the ‘guys’ blowing off steam. Illegal violations of due process were also asserted by the participants. The following are specific and unedited examples of these occurrences:
  - “One evening shift while working with a 15 year veteran of the RCMP, he came to work drunk, fell into his gun locker trying to put on his gun belt and drove home while I went to lock the detachment front door. The officer crashed into a parked car, continued to drive home, he forced another car to take evasive action and thankfully no one was hurt. He later blamed a loose floor carpet on the accident and expected I would ‘go along’ with this cover-up. I refused to lie. As a result he was charged with impaired driving and was not disciplined. The other officers were angry that I did not respect the ‘protect our own’ philosophy.”
  - “After one evening, a few officers were having some drinks and I decided to join them. I did not want to drive home. A fellow officer offered me his place to stay and I mistakenly trusted him. During the night he came into the room and raped me. This same officer had bragged about a sex tape he had made with a mother and daughter which was common knowledge prior to my arrival.”
  - “While I was at Depot, I was sexually assaulted by an inspector. During my time in North Vancouver and Richmond, I got ‘normal harassment.’ And when I went to major crime in 2000, I was subjected to what I would call ‘systemic targeted harassment’ from 2000 to approximately 2006; and I was the victim of workplace mobbing by a group of individuals who wanted the jobs that I had. And it was bad when I went to the Air India Taskforce, but when I went to the Missing Women investigation, they stepped up their harassment a notch so I was workplace-mobbed on a daily basis for a number of years.”
  - “I know of cases where the internal investigators have called in the subject of the complaint (the respondent/accused) and shown him the victim’s statement prior to being asked to give his own statement so he could rebut hers. No one followed up with her to ask whether the story he made up could be corroborated – instead it was accepted as fact. Once that investigation was concluded and deemed ‘unsubstantiated,’ the male member was then asked to review the findings to see if there was anything he would like to change.”
  - “When I went to Major Crimes, I had a number of supervisors attempting to be intimate with me. I had one who continued to take me on road trips, trying to have sex with me, and so one of the

ways I tried to safeguard myself was I hired a young, 21-year-old Crown Counsel Victims Services worker to come on the road with us. And he tried to sexually assault her as well. And then at one time I had three bosses trying to be intimate with me. I thought I was some kind of a bet, like, are they having some kind of bet on me?"

- Participants questioned the wisdom of Bill C-42 (the government's response to this problem). One particular Member stated, "I know I speak on behalf my colleagues when I say that legislative amendments proposed in Bill C-42 are only going to serve to worsen the current situation. Empowering those in positions of power in an organization fraught with issues of abuses of power is only going to pour more fuel on an already blazing inferno. This bill will only serve to give more authority to the RCMP bullies and harassers to the extent that if any of their employees 'get out of line' and complains or speaks up against the harassment and abuse, their bosses can label them as 'bad apples' and have them dismissed. The RCMP management is not the group who need more power. That is what got us into this situation in the first place."
- Participants expressed their thoughts on solutions to the situations noted in the testimony. Generally speaking, there was consensus around the idea that "What the RCMP needs is an oversight body, to handle complaints and internal investigations to ensure that they are handled fairly, swiftly and effectively. It is the only solution that will work. What the RCMP needs most is outside help; third party supervision through a massive culture change, live, 'in person' classroom training - and an external investigation body to handle these complaints. The members need third party arbitration of some kind. That is really the only solution that will work as the behaviours of abuse and harassment have become as steeped in RCMP traditions and belief systems as their red serge and Stetsons.... My respectful submission to you is that there needs to be civilian oversight body that governs the RCMP- both in dealing with its members and with respect to handling workplace harassment suffered by not only women but also men."

*As a result of unique technical abilities present at the Ottawa Roundtable only, a complete (unedited) transcript is available for review upon request.*

### **Roundtable May 17, 2013 – Vancouver, British Columbia**

While the following summary of events does not capture every concern that was raised at the roundtable, we have attempted to portray Participants' concerns using a thematic narrative-based dialogue. This method of summarisation has been chosen in order to protect the identities of the Members, as well as to capture the context of the problems. In this section, roundtable participants are referred to 'Participants' while the term 'Members' is used to refer to RCMP employees generally.

#### Summary of events:

- The BC session was the best attended of the four meetings, but it was also the meeting where security was the most challenging. Nearly all participants described their fear of dire consequences if the RCMP were to find out they were sharing information with parliamentarians. This paranoia would seem to verify some of the claims heard at the Ottawa session. Due to the legislative calendar, this was also the meeting where Bill C-42 was most passionately challenged. Generally speaking, it was agreed that Bill C-42 would worsen the current situation by empowering those in positions of power (in many cases the abusers) with more power.
- Participants informed the panel of allegations of abuse of power and workplace harassment and

bullying. In one example a female Member asserted that, soon after she was hired, her boss began to pressure her to ride to work together. He wrote love letters to her, said she had created marital problems for him and made repeated (unwanted) sexual advances. She resisted and he pursued her further. She appealed to his supervisor, the Sergeant, which yielded nothing. Following the investigation, there was an understanding that the Sergeant had harassed her but the female Member was told to “suck it up.” A subsequent ATIP request on the file revealed a coordinated effort to perpetuate false cultural stereotypes as they pertained to the Member involved. In particular, because the person being harassed was Indian, the aggressor sought to besmirch the Member’s family by raising the spectre of arranged marriages (the abuser claimed he was trying to protect her from the abuse at the hands of her arranged marriage). Murky evidence and false cultural labels caused the matter to fall off the RCMP radar. The Member in question further stated that “This was the beginning of the demise of my career... I was blacklisted and I did not even know why... I was branded as a trouble maker and I was never told why.” The female Member involved added that she later engaged in an unrelated common law relationship. The investigators in the previous case happened to be the employers of her new common law spouse. The spouse became a target and was denied promotions and certain postings. The couple eventually told (falsely) the RCMP that they were no longer together and the very next day her common law spouse was offered a promotion. Knowing this, she ended the relationship with him in order to prevent him further harm. “I feel like a cancer...” she stated. She is now \$80,000 in debt due to the complaint.

- Participants alleged that senior Members of the force routinely manipulated the grievance process. There was specific attention given to interference with medical review procedure. Annual assessments were not given for more than 4 years, promotions were denied for no legitimate purpose and NCOs were ordered to give negative assessments. The panel repeatedly heard that Members were subjected to harassment and bullying, which resulted in serious medical issues such as PTSD. Despite the presence of PTSD, Members were denied appropriate treatment and formal RCMP supports were non-existent, often for punitive reasons connected to the underlying harassment.
- Participants at the BC meeting were both regular and civilian Members. It was revealed that civilian Members often face even stiffer challenges than their regular counterparts. It was noted that civilian Members do not have access to the Public Service Union and, in cases where problems arise in the workplace, civilian Members are treated unfairly; and often told to “suck it up” and be thankful they have a job. One participant had a mental breakdown in August of 2011. She outlined a situation involving constructive dismissal and related medical challenges such as migraines, insomnia (medical problems occurred after 10 years of on-the-job pressure). The Member had started seeing a counsellor but health services intervened and forced her to end the counselling. Her commanding officer had unlimited access to the medical record and the information was used to intimidate and threaten her. She later left the force.
- Participants reported that hazing was a direct threat to the lives (not just the careers and mental health) of those involved. For example, one female officer who testified at the session was on overseas deployment when, on day 2, the attacks from her own team began. The team sexually assaulted her, bullied her, and placed her in situations that placed her safety at risk. One afternoon while on patrol, her team left her behind in one of the most dangerous areas in the country. She was forced to make her way back to the base without support or protection of any kind. This incident left her traumatized and she has since been diagnosed with PTSD.
- Participants outlined how code-of-conduct investigations are routinely used as a mechanism to stifle

the career advancement of Members labelled as “troublemakers.” It was suggested that RCMP “core values are not used internally” when it comes to resolving problems between the management and Members of the force. Contrarily, fear is used to control the rank and file, especially women and minorities. When public pressure is brought to bear, offenders are moved from an area where they have offended to a new “target rich environment.” Participants also wondered how a rank-and-file officer can be expected to hold a senior manager to account for their misdeeds in an environment that punishes those who speak out.

- Participants also encouraged changes to ensure that the promotions process be made more independent. This was identified as a common concern during the roundtable session.
- Participants described situations which impacted RCMP Members and their families. One participant, a constable with 9-years of service, said that the pressure on families is so intense that marital breakdown is almost inevitable. In his specific case, his now ex-wife suffers from Cluster B Personality Disorder because of his time with the RCMP.

### **Roundtable September 5, 2013 – St. John’s, Newfoundland**

While the following summary of events does not capture every concern that was raised at the roundtable, we have attempted to portray Participants’ concerns using a thematic narrative-based dialogue. This method of summarisation has been chosen in order to protect the identities of the Members, as well as to capture the context of the problems. In this section, roundtable participants are referred to ‘Participants’ while the term ‘Members’ is used to refer to RCMP employees generally.

#### Summary of events:

- Participants were made up of three primary groups. Firstly, those who had been victimized. Second, those who were at the session specifically to defend the honour of the force. And third, although much smaller in numbers, casual observers and those who specialized in workplace harassment/problem resolution and/or those with formal legal knowledge. Those in the first two categories opened the meeting with a considerable degree of distrust and even outward animosity. The victims held firm to their claims, while those seeking to defend the force were certain that the claims were lies designed to impugn the integrity and reputation of the force. This dynamic prompted organizers to arrange the attendees in a more intimate setting; one permitting a moderated but direct exchange of views between participants, while simultaneously facilitating questions from the meeting chairs and staff. The results were positive and, by the end of the meeting, the animosity was no longer apparent.
- Participants described situations with a high level of impact upon RCMP Members and their families. Many suggested that the small-town/rural setting, by virtue of their small population base, intensified instances of abuse and victimization and, at the same time, the secrecy and ‘one of the boys’ mentality described at the Ottawa session. It was also suggested that female Members transferring in from outside of the community were targeted for harassment and abuse with greater frequency than local Members. This would seem to underscore the premeditated or intentional nature of the abuse described in other roundtables.
- Participants said the abuse and harassment was systemically entrenched, as demonstrated by routine, constant and escalating transgressions. For example, Members who had been ‘targeted’ for harassment found the handles and identifiers used to contact them, or to reference them over the dispatch system,

were an extension of the abuse endured within the detachment. Names such as 'DB1' (dumb bitch) would be sequentially used to transmit orders over public airwaves. This ensured that outsiders would not immediately understand the innuendo but those being harassed would clearly understand the intention of the name.

- Participants detailed instances of serious crime occurring within the detachment and/or with the direct knowledge and tacit authorization of those within the chain-of-command. Similar to the Ottawa roundtable, transgressions were ignored, buried or encouraged, depending on the officers involved. There were also allegations of mental illness and stress which resulted in death by suicide of Members. For example, one Member informed the panel that her husband, who was also a Member, was subjected to extreme bullying as a result of their own conflicts with the force. Once she was labelled as a "troublemaker" her husband's colleagues and superiors launched a campaign of intimidation and pressure directed at him. After several weeks of extreme maltreatment, the "husband just left home one day and never returned." This impacted the couple's child in profound and lasting ways. Professional therapy, sleepless nights and extreme stress at school followed the child, and eventually prompted the mother to resign from the force as a measure of self-preservation.
- Participants alleged that senior Members of the force manipulated the grievance and problem resolution process. For example:
  - The internal investigation process, including medical review procedures, were intercepted and altered by commanding officers in an attempt to prejudice the available evidence.
  - In cases where doctors had approved a compassionate transfer, commanding officers would veto the clearance and force the Member to remain within the situation. New doctors were engaged and used to change medically-based duty restrictions without evaluating the Member under care.
  - Earned promotions and specialized assignments were reversed and/or denied as a result of a female Member rebuffing a sexual advance made by a male superior.
- Participants described occasions where women were specifically targeted for abuse and harassment that would not be tolerated in other workplaces in Canada.
  - One participant described a situation where her 4-month old baby was seriously ill and in the intensive care unit of the local hospital. Despite the validity and seriousness of the situation, her request for leave was denied without explanation.
  - One participant described her commanding officer's reaction when she notified him that she was pregnant. This was a planned pregnancy occurring in a newly married household. The commanding officer's reaction was that "this pregnancy thing is a problem... next time maybe you should keep your legs together." It was at this point that the bullying started for this Member.
- One participant shared her positive experiences with the force. She joined the force when she was 19 years old and enjoyed 37 years with the RCMP. She suggested that she was aware of some of the problems others were facing, but that she personally never endured the harassment and bullying. She wanted to make sure her voice was heard and, while she was not unsympathetic to those with problems, her personal experiences were not in keeping with the situations described by others in the room.

- Participants expressed their thoughts on needed solutions to the situations noted in the testimony. Generally speaking, there was consensus in that the following measures would help to rectify the problems.
  - Members need a place to report transgressions without fear of reprisals.
  - Medical review should occur beyond the reach of the chain of command.
  - A mechanism for anonymous peer review and Member review of commanders should be contemplated and launched.
  - Promoting from within has many benefits but it also has risks. The RCMP should explore the implementation of a direct entry system for managers.
  - It currently takes at least 3-5 years to resolve a simple grievance.
  - The current system must be reviewed and an independent process should be established. RCMP Members “need a safe place to go,” outside the chain of command.

### **Roundtable October 10, 2013 – Edmonton, Alberta**

While the following summary of events does not capture every concern that was raised at the roundtable, we have attempted to portray Participants’ concerns using a thematic narrative-based dialogue. This method of summarisation has been chosen in order to protect the identities of the Members, as well as to capture the context of the problems. In this section, roundtable participants are referred to ‘Participants’ while the term ‘Members’ is used to refer to RCMP employees generally.

#### Summary of events:

- Participants expressed a general concern with the workplace culture that exists in the force, especially in particular detachments. For some Members operating in small detachments – in remote northern communities, for example – being the ‘odd person out’ can be incredibly debilitating when workplace bullying becomes commonplace within their team or work group. Participants also noted that, despite the size of the detachment, a workplace culture which is driven by management in a top-down fashion is one of the most common indicators of a healthy or a toxic workplace environment. Participants were concerned that sexual advances were made by management and, in certain cases; Members were told by their superior at a later time that the superior’s sexual attraction to the member was a factor in the consideration of their hiring. Participants also expressed general agreement that there existed a certain type of ‘mob mentality’ which is developed after a Member has been identified as a target within the organization. Participants recalled various pranks carried out by a number of the Participant’s team members. These included receiving crass and inappropriate e-mails regarding the participants sexuality and their commitment to the organization; being on the receiving end of practical jokes, including tampering with the Participant’s personal items and office space; directing the Participant not to attend team social events; directly spreading misinformation and rumours to Members of other attachments, including senior managers responsible for staffing practices etc.
- Participants expressed a general concern with the grievance process. It was noted that in many cases, the grievance process takes much longer than expected. In one of the many cases discussed, it took 5 years for the Member to go through the grievance process, with the Commissioner taking two years to

respond. This occurred despite the fact that the Commissioner is meant to discipline within 1 year time. In addition to the length of the process, participants also expressed concerns about key witnesses not being interviewed; papers or documents going missing or having been misused; facts of the grievance case being shared with other Members who should not have access to that information; facts of the grievance case being used in consideration for a promotion, despite the facts of the case having not yet been settled; facts of the case being selectively misinterpreted, misused or not used at all, depending on the investigator's relationship with key witnesses in the grievance case. A similar concern was raised that Members navigate this process without access to assistance or formal representation. Several of the Participants noted that they were seeking assistance from retired Members as they were given no guidance by the organization directly. One Participant noted that "You can't have a good outcome with the majority of harassment matters if people aren't resourced."

- Participants also expressed concern that staffing practices were used as a way to protect certain 'bad apples' or 'repeat offenders.' One Member noted that "When there's nowhere to send someone, they send them to K division." Concern was also expressed that not only was the practice of simply transferring 'bad apples' to an alternative location not dealing with the problem, it was also concentrating them higher quantities, in certain sections of the country.
- Participants expressed an overall concern with the treatment of injured members, particularly the idea that once they have been injured, members are 'thrown away.' It was noted that PTSD could be caused by a range of triggers, including emotional or physical trauma in the line of duty, sustained bullying in the workplace etc. However, participants expressed a general agreement that their PTSD was set off by – or exacerbated by – a lack of support systems for injured Members. One Participant recalled that their career was moving in a successfully vertical path as they were increasingly given more responsibility and assignments. The Participant was injured in the line of duty and notes that after the injury, senior management did not express the same support as before the injury. The Participant recalls being given increasingly menial tasks until they were assigned to a solitary desk in an abandoned section of a detachment where they were given no work and shunned from the rest of their team. This type of behaviour was echoed by another Participant who recalled being forced to work from home following a diagnosis of PTSD, where the Participant would show up to work each day to receive a bundle of work from their superior at the back door. On some days, the Participant would knock at the back door – as was the arrangement – and no one would answer. This could sometimes last for days. On those days, there was no explanation as to why work was not given, nor was there any feedback on completed work. This type of arrangement led the Participant to feel extremely isolated and "worthless" and exacerbated their symptoms of PTSD.
  - On a related note, Participants noted that doctors are contractors now and do not represent Members at the medical board. Members expressed frustration that doctors were not representing their best interests and, even if doctors were representing their interests in an honest and considerate manner, doctor's notes and recommendations were often deemed inadmissible for consideration during the grievance process. One Participant also noted that "people with grievances often aren't in the right head space."
  - Participants also expressed concerns about the lack of independent, binding representation for their cases. One member noted that the Staff Relations Representatives are supposed to be representing them but that they don't.
  - One Participant noted that there needs to be an "overhaul of the health services officer

position.”

- Participants also expressed concerns over the resources available for injured Members. Participants expressed concern that the only assistance that they are able to receive for PTSD treatment is independent assistance. Participants advised that private organizations were being established, outside of RCMP jurisdiction, to provide Members with “tools in the toolbox” to deal with harassment. It was argued that this treatment was not being provided by the organization.
- Members noted that there is a general feeling that the force is permitting a ‘cover up’ of the existing presence of harassment in the workplace – sexual and otherwise. It was noted that the force has replaced the term ‘harassment’ with ‘workplace conflict’ as an all-encompassing term. Moreover, it was noted by Participants that a negative stigma was being attached to those Members who brought concerns forward to superior officers or to those Members who had PTSD or a work-related injury. It was similarly noted that Government measures - including Bill C-42 - had not changed the day-to-day experiences of Members, nor were they confident that anything was being done to change the current culture within the force.
- Participants noted that there is a huge amount of money being spent on a high number of grievance cases which are being brought forward against the force (it was noted that there are as many as 100 cases pending in Alberta alone, for example). Participants also noted that there is a huge number of Members who are currently ‘off duty sick’ who are being paid while being off work. Participants made a comparison between the amount of money being spent on keeping Members ‘off duty sick’ and in paying for litigation cases as well as lost productivity versus the amount of money that could be saved if the force were to deal with cases of harassment quicker and provide services for injured Members to assist them to get back to work. One of the participants noted that this “could only be the result of gross incompetence or by design.”
- Participants expressed frustration at the lack of reporting or record keeping in the force. One Participant noted that exact or rough estimates of the number of lawsuits as well as the number of suicides, the number of Members on sick leave are not being recorded. There was a general consensus that capturing this data would be a positive step for the force.

## **Appendix III**

The following individuals participated in the Experts Summit on January 27, 2014.

### *Parliamentarians:*

- **Hon. Judy A. Sgro, PC, MP (Co-Chair)**
- **Hon. Grant Mitchell, Senator (Co-Chair)**
- **Hon. Roméo Dallaire, Senator**
- **Hon. Carolyn Bennett, PC, MP**
- **Hon. Kirsty Duncan, MP**
- **Hon. Wayne Easter, PC, MP**
  
- **Gregory McClinchey, Moderator**

### *Experts (with brief biographical outline):*

- **Dr. Jennifer Berdahl**

Dr. Berdahl is a Professor of Organizational Behaviour at the Rotman School at the University of Toronto. Her research focuses on workplace mistreatment as a means of establishing, maintaining, and reinforcing social inequalities at work. Dr. Berdahl filed an affidavit alongside the class action lawsuit filed by Janet Merlo, in order to better inform the court of the implications of workplace harassment.

- **Ms. Jane Hall**

Ms. Hall is Co-Chair of the RCMP Veterans Women's Council and author of *The Red Wall – A Woman in the RCMP*. She specializes in the role of women within the RCMP particularly related to sexual harassment policy and challenges.

- **Chief Rick Hanson**

Chief Hanson is the Chief of Police for the City of Calgary. He has over 37 years of policing experience, both within the Calgary Police Service and the Royal Canadian Mounted Police. Before returning to the Calgary Police Service in 2007, Chief Hanson was the RCMP "K" Division Chief Superintendent, in charge of Integrated and Federal Policing.

- **Mr. Michael Kempa**

Mr. Kempa is Associate Professor of Criminology at University of Ottawa. He specializes in police governance policy.

➤ **Mr. Ron Lewis**

Mr. Lewis is National Advocate, RCMP Veterans Association, an author and labour/staff relations expert specializing in the managing workplace conflict.

➤ **Ms. Margaret Michaels**

Ms. Michaels is a Human Resources Consultant with particular expertise in the field of workplace harassment. She has carried out investigation into claims of sexual harassment, discrimination and human right violations for both the public and private sectors.

➤ **Dr. Jeff Morley**

From 1990-2013, Dr. Morley served as a police officer in the RCMP. He has worked at the municipal, provincial and national level. Later in his career, Dr. Morley completed an M.A./Ph.D. in counselling/psychology. He has spoken across Canada on trauma issues in policing including the Canadian Association of Chiefs of Police. He has also conducted training sessions on conflict resolution, trauma and psychologically healthy workplaces. Dr. Morley also has experience counselling injured RCMP members.

In addition to the verbal testimony offered during the discussion, a number of sources also contributed in writing. Their comments and thoughts have been incorporated into this report.