



ROYAL CANADIAN MOUNTED POLICE • GENDARMERIE ROYALE DU CANADA



2024

Report on the Management of the RCMP Conduct Process



Royal Canadian Mounted Police Gendarmerie royale du Canada

Canada



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OVERVIEW

1

Message from the Professional Responsibility Officer

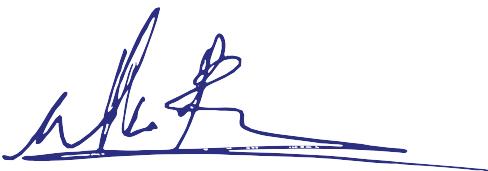
The Professional Responsibility Sector plays a critical role in embedding values and ethics into every aspect of RCMP decision making and employee behaviour. As the Professional Responsibility Officer, I provide national leadership to advance the RCMP's vision and modernization efforts, fostering a responsibility-based workplace that promotes professional, ethical, and consistent behavior across the organization.

Over the past two years, our efforts have focused on implementing the recommendations from the External Expert Review of conduct measures, marking a pivotal step in modernizing the RCMP's approach to member conduct. This work involved a comprehensive assessment of existing practices and a strong commitment to aligning our approach with contemporary standards and expectations. The external review and its detailed recommendations have been instrumental in shaping the next phase of our modernization efforts, ensuring meaningful and sustainable improvements to the conduct process.

In 2024, key advancements included:

- Release of the modernized Conduct Measures Guide, providing decision-makers with a clear, consistent framework for applying conduct measures, with enhanced guidance for serious misconduct – particularly in leadership and supervision roles.
- Adoption of presumptive dismissal for serious sexual misconduct, reinforcing the RCMP's commitment to accountability and a safe and respectful workplace.
- Creation of specialized legal support positions, ensuring decision-makers have timely access to legal expertise.
- Ongoing enhancement of support mechanisms for individuals affected by misconduct, reinforcing a trauma-informed approach

As we continue to strengthen our conduct process, our unwavering commitment to fostering a culture of respect, accountability, and transparency remains essential. These efforts are foundational to building and maintaining trust - both within the RCMP and with the communities we proudly serve.



Assistant Commissioner Alfredo Bangloy
Professional Responsibility Officer
Royal Canadian Mounted Police

Achievements

MODERNIZED CONDUCT MEASURES GUIDE

In November 2024, as a result of the implementation of the expert recommendations along with extensive and valuable input from diverse groups, the RCMP introduced a modernized Conduct Measures Guide for our decision-makers. The Guide is a key part of our efforts to strengthen accountability, reinforce our renewed core values, and support a safe and respectful workplace for all.

The updated Guide provides clear and practical tools to help decision-makers determine the most appropriate conduct measures in response to member misconduct. Importantly, the modernized Guide incorporates guiding principles that align with the evolution of case law and current societal values regarding police accountability.



The updated Guide includes increased use of serious conduct measures, including demotion as a potential consequence for misconduct related to leadership and supervisory responsibilities, as well as the adoption of presumptive dismissal for serious sexual misconduct, including sexual harassment that meets the definition of sexual assault, inappropriate relationships that result in a direct conflict of interest or power imbalance, relationships involving exploitation, and improper conduct with members of the public, particularly vulnerable individuals.

Presumptive dismissal means that, if the misconduct is established on a balance of probabilities, the subject member can reasonably expect dismissal as a probable outcome unless exceptional mitigating circumstances support conduct measures other than dismissal.

Key concepts introduced in the Modernized Conduct Measures Guide:

- **Five foundational principles in determining appropriate conduct measures**
- **Detailed guidance on sexual misconduct and workplace harassment**
- **Presumptive dismissal for serious sexual misconduct**
- **Greater expectations for members with supervisory responsibilities**
- **Enhanced considerations for affected persons**

A resource like the Conduct Measures Guide is rare in police forces. The RCMP was pleased to share this Guide with other interested law enforcement agencies, reflecting our ongoing dedication to fostering collaboration and promoting best practices throughout the policing community.

The expert consultants endorsed the Guide's continued use with regular updates to reflect evolving case law. The application of this modernized Guide by RCMP decision-makers is intended to drive positive culture change, improve consistency in the application of conduct measures, as well as strengthen the trust and confidence of our employees, as well as the communities that we serve.

SPECIALIZED LEGAL SUPPORT FOR DECISION-MAKERS



In 2024, the RCMP established specialized legal support positions to enhance the effectiveness and consistency of the conduct process. These roles were designed to provide dedicated, expert guidance to decision-makers at every stage of the process, ensuring that all actions are grounded in legal best practices and institutional policy. By embedding legal expertise throughout the workflow, we aim to promote fairness, reduce risk and support sound, well-informed decision making.

ENHANCED SUPPORT FOR AFFECTED PERSONS

In 2024, the RCMP initiated steps to formalize a national, centralized unit designated to provide comprehensive support and liaison services to Affected Persons. Affected Persons are individuals who have been directly impacted by the actions, words, or behaviours of RCMP members alleged to have contravened the Code of Conduct. Affected Persons may include both employees of the organization and members of the public.

This dedicated unit will serve as a single point of contact throughout the conduct process, offering trauma-informed, person-centered support tailored to the unique needs and circumstances of each individual and case. The primary objective is to minimize the risk of further harm or re-traumatization, while promoting the safety, dignity and resilience of Affected Persons, particularly in cases involving allegations of sexual misconduct, harassment, or violence.



By ensuring that Affected Persons are treated with care, respect, and consistency, the unit will play a critical role in fostering trust in the conduct process and upholding the organization's commitment to accountability and safety.

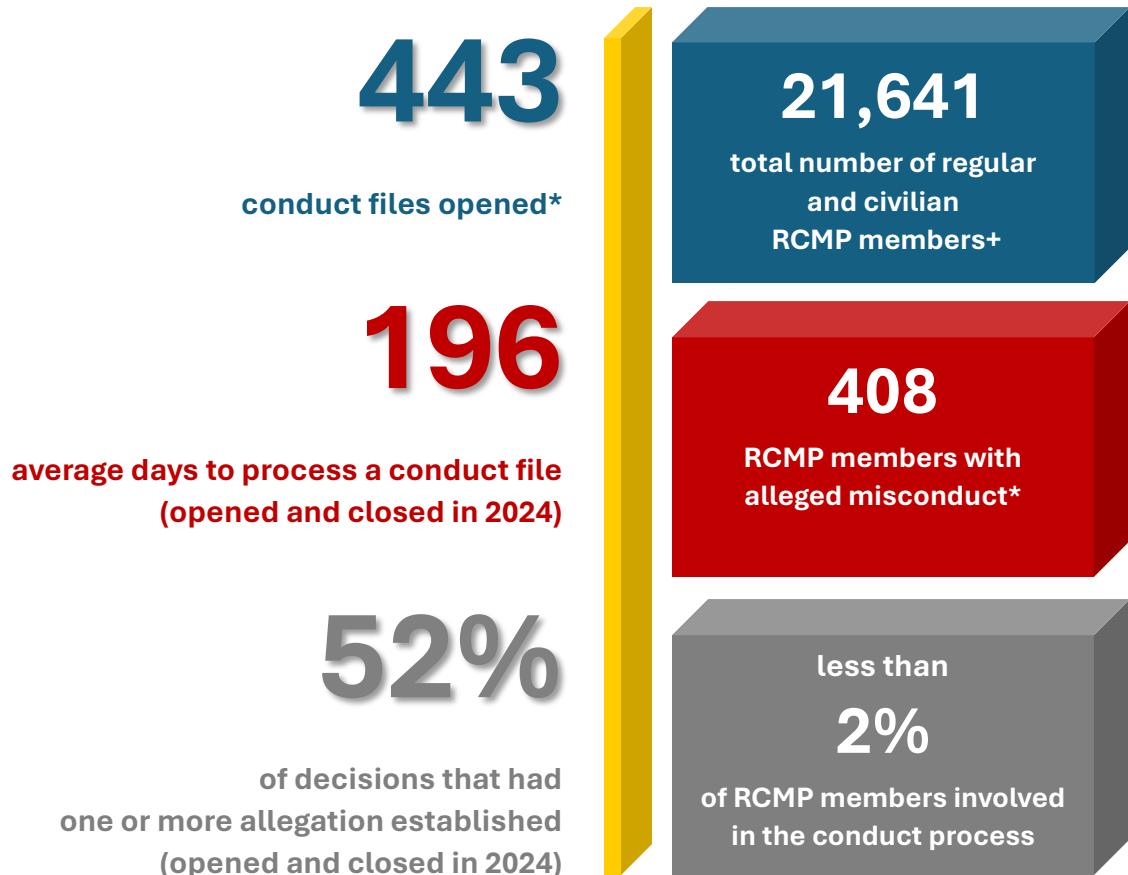
ENHANCED CAPACITY TO MONITOR TRENDS

In 2024, the RCMP made meaningful progress in enhancing our capacity to monitor and analyze trends by creating dedicated positions focused on database management and analytics. These roles are intended to support improvements to the structure and functionality of the conduct database, allowing us to refine the way we capture and classify data.



The intent is to produce more insightful trend analysis across key areas while expanding access to data and analytics tools for key decision-makers. This will ensure that relevant information is readily available to support evidence-based planning and continuous improvement efforts throughout the organization.

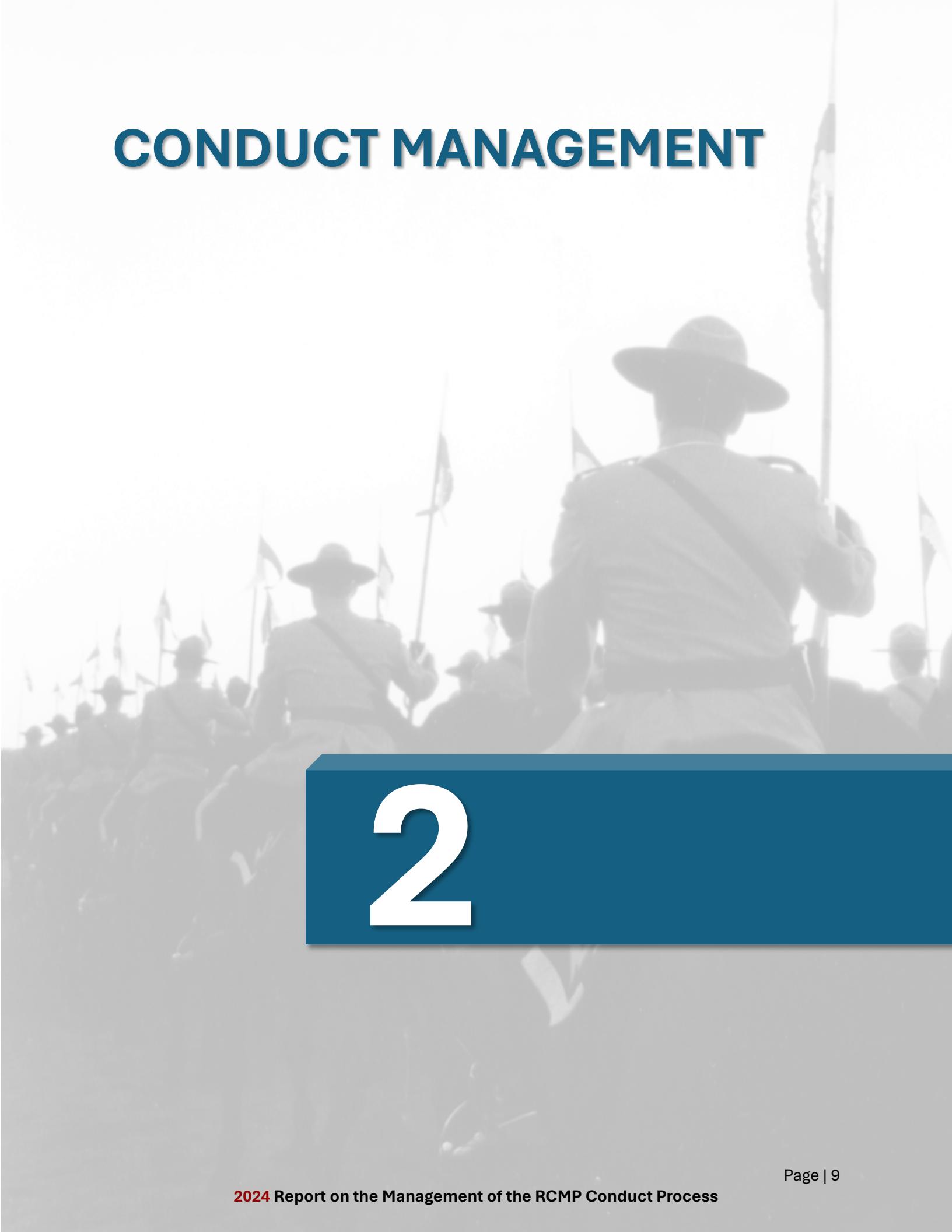
2024 AT A GLANCE



*There are more conduct files opened than members with alleged misconduct as a member may have more than one conduct file.

+Total number of regular and civilian RCMP members as of end of calendar year 2024.

CONDUCT MANAGEMENT



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Conduct Process Overview

The RCMP conduct process is an administrative internal discipline process to address allegations of contraventions of the member [Code of Conduct](#).

Members of the RCMP are comprised of two categories, regular members who are police officers, and civilian members who play a critical role in supporting police operations. The Code of Conduct applies to both regular members and civilian members, on and off-duty, within and outside of Canada.

Decisions regarding allegation(s) of a contravention of the Code of Conduct are made by conduct authorities or conduct boards*. They are responsible for initiating an investigation, determining if a member's conduct amounts to a contravention of the Code of Conduct and, if established, to impose conduct measures that are appropriate to the nature and circumstances of the contravention.

There are different levels of conduct authorities who are provided with varying authorities under the Commissioner's Standing Orders (Conduct). Conduct authorities have several options to respond to findings of misconduct by imposing conduct measures that are remedial, corrective or serious.

Depending on the nature of the contravention and the surrounding circumstances, if dismissal is a potential outcome, a conduct hearing before a conduct board is initiated. A conduct board may impose, in addition to any of the remedial, corrective or serious measures, direction to resign within 14 days or dismissal from the RCMP.

The conduct process ends when, following a conduct meeting or a conduct hearing, the written decision is served on the member outlining the outcome (established or not established), reasons for the decision and conduct measures.

Conduct decisions can be appealed and may be referred to the [External Review Committee](#) when the measures imposed include dismissal, demotion, or financial penalty of more than one day of the member's pay.

**Conduct boards are legally trained and members of the Bar of one of the provinces or territories of Canada or in the Order of Notaries in the Province of Quebec.*

Conduct Process in Stages



DATA AND TRENDS

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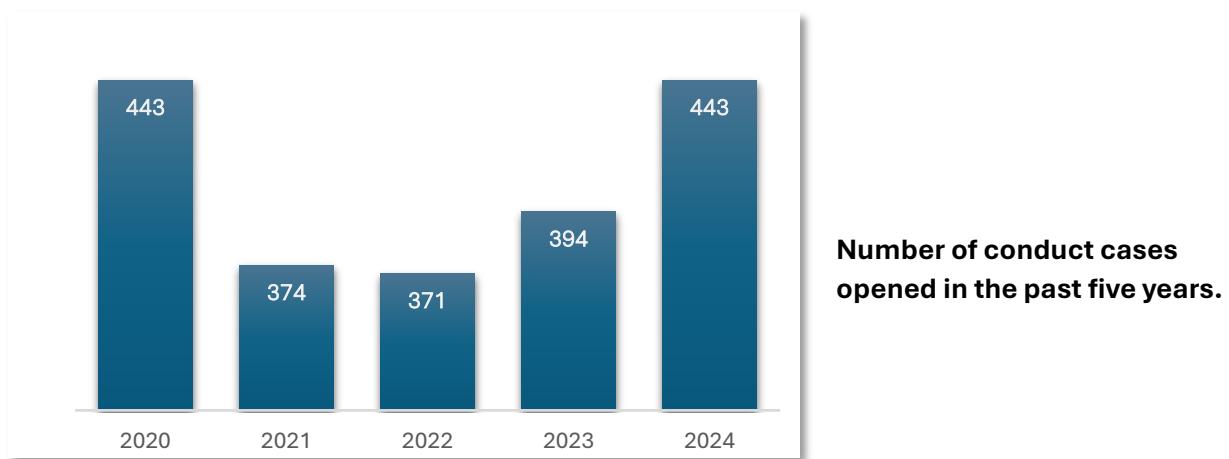
Cases

Members are responsible and accountable for promoting and maintaining the highest level of conduct, both on and off duty. The Code of Conduct provides part of a framework to guide police behaviour.

There are nine categories of misconduct outlined in the RCMP Code of Conduct:



In 2024, as represented by the figure below, there were 443 cases of members alleged to have contravened the Code of Conduct.



The RCMP provides a wide range of policing services at the international, national, provincial and municipal levels, which presents many possible situational factors that may contribute to either the increase or the reduction in number of files opened per year.

ANNUAL CONDUCT CASES AVERAGE

2024 highlights a turning point in yearly average with 443 cases, aligning closely with the long-term average of 430.

From 2016 through 2020, conduct cases averaged 457 annually, indicating a stable pre-pandemic baseline.

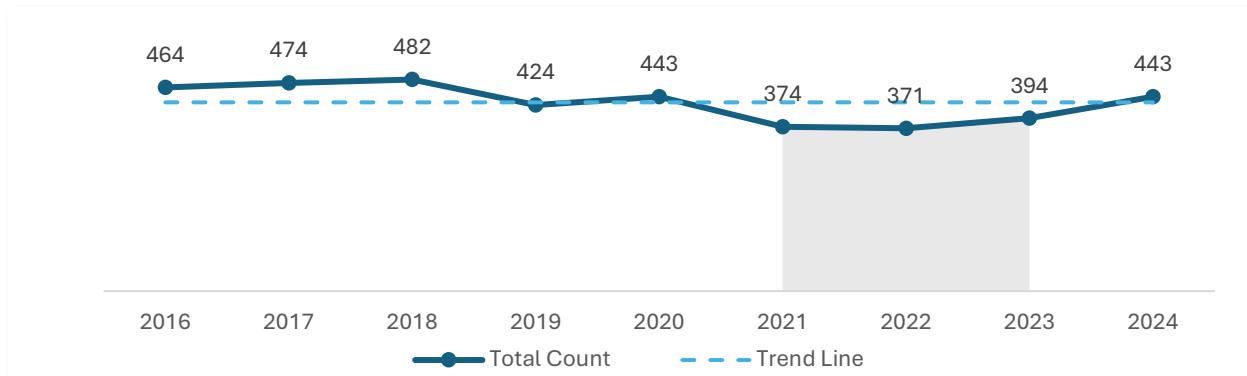
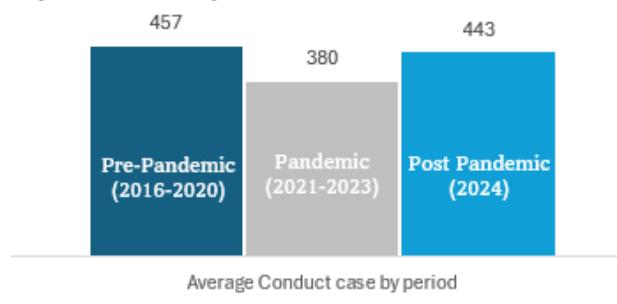


Figure caption: Counts are stabilizing post pandemic reflecting a shift back towards historical trends.

The most significant decline occurred between 2021 and 2023, when case counts dropped to an average of 380 per year. This three-year period coincides with the height of the pandemic when remote work, workplace accommodation and a gradual and hybrid return to the office policy extended well into 2023. These conditions directly influenced reporting volumes and the case management process, resulting in the lowest caseloads observed in the nine-year period.

In 2024 case count rose to 443, marking a return to a consistent level compared to the pandemic years. While case counts have gradually increased to the level of long-term average, this does not necessarily reflect a uniform return to full operational capacity across all provinces and territories. The increase in 2024 suggests a normalization of cases even as operational reality may still vary regionally.

This level is consistent with pre-pandemic volumes suggesting that the dip observed between 2021 and 2023 was temporary and tied to pandemic related disturbance rather than structural or legislative change.



Key insight: Conduct cases show three distinct phases: a stable pre-pandemic baseline, a suppressed pandemic impact, and a recovery in 2024 as operations normalized.

UNDERSTANDING MISCONDUCT ACROSS OUR MEMBERSHIP

In 2024, there were 408 RCMP members across all ranks alleged to have contravened the Code of Conduct which represents less than 2% of all 21,641 RCMP members. Most ranks show proportional representation compared to their size in the workforce.

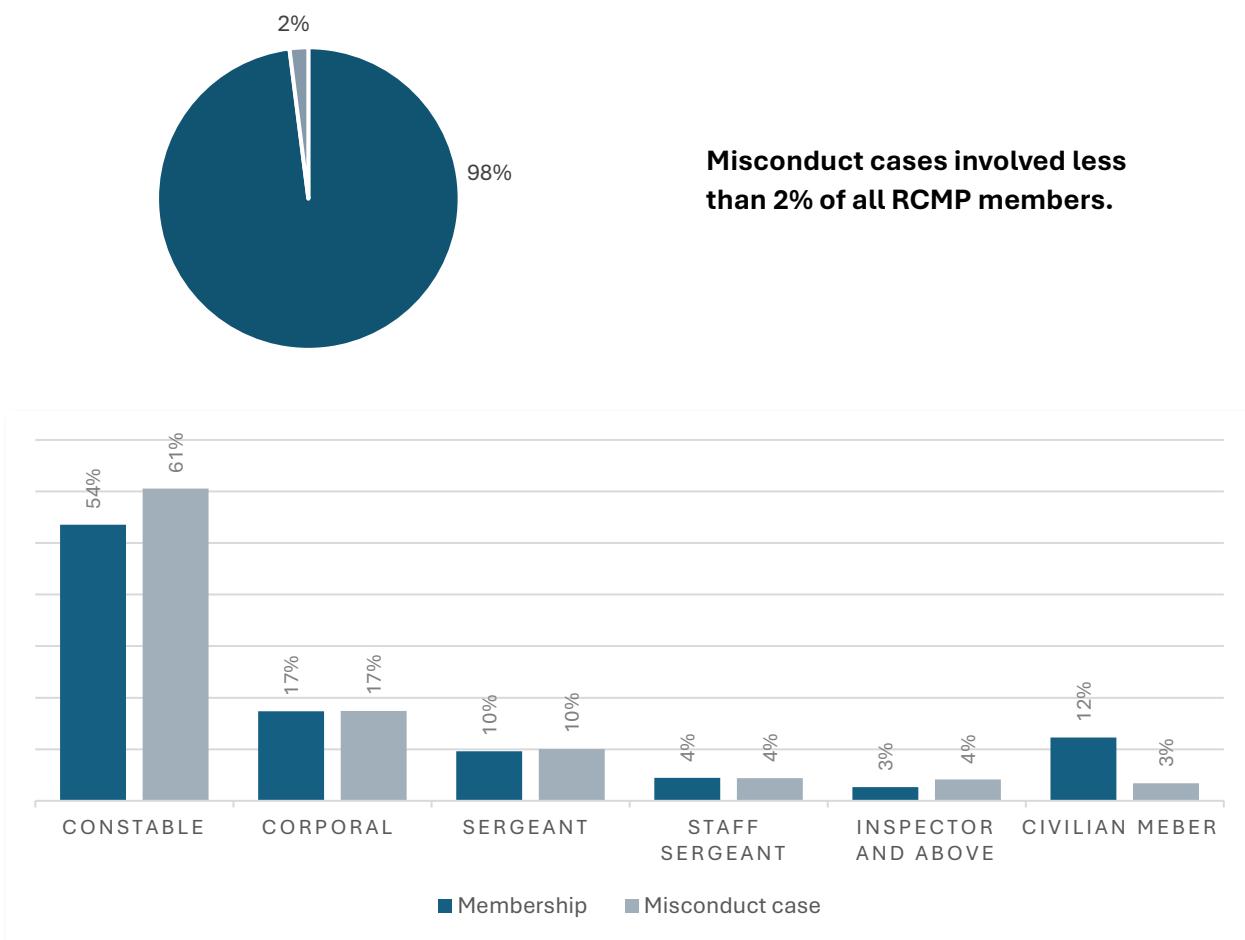


Figure caption: Distribution of misconduct cases by rank compared to workforce size.

In 2024, Constables represented 54% of the overall membership but accounted for 61% of misconduct cases, indicating a modest over-representation relative to their share of the workforce.

Corporals (17%), Sergeants (10%), and Staff Sergeants (4%) each accounted for a proportion of misconduct cases that was directly aligned with their share of the membership. Inspectors and above represented 4% of the misconduct case compared to 3% of the workforce, a slight over-representation. Civilian Member numbers were notably underrepresented, accounting for only 3% of the misconduct cases while comprised of 12% of the membership.

Taken together, these results show that misconduct cases are broadly proportional across most ranks except for Constables who are modestly overrepresented and Civilian Members who are significantly underrepresented.

Allegations

An allegation is a formal claim that a member's conduct is in contravention of a provision of the Code of Conduct. A conduct case may have one or more allegations.

In 2024, discreditable conduct continued to represent the largest portion of allegations, followed by respect and courtesy and reporting activities. Other frequently cited allegations included improper use of equipment, diligence in aid, conflict of interest and failure to give and carry out lawful orders and direction. Allegations related to use of force, abuse of authority and unauthorized access or use of information rounded out the top 10.

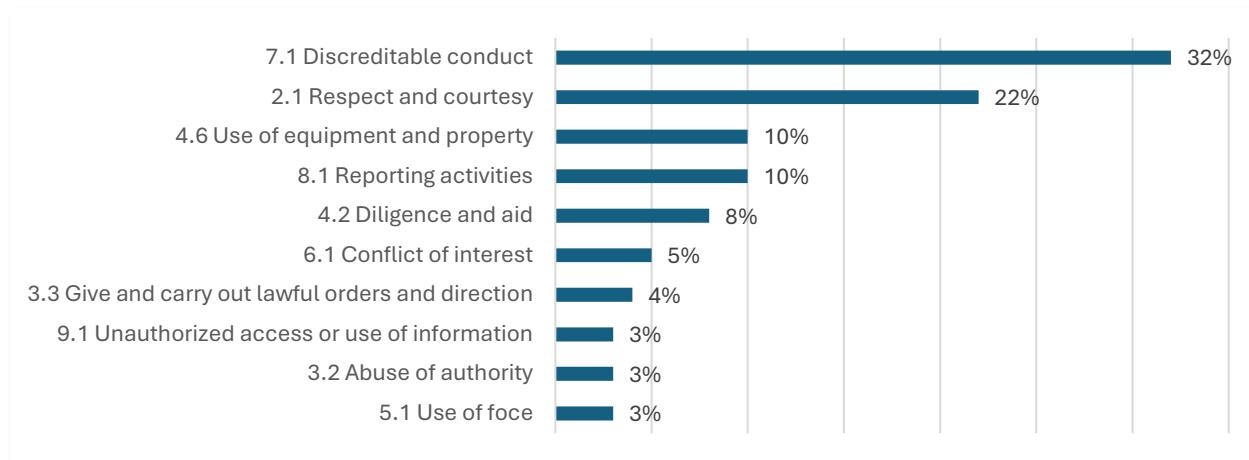


Figure caption: The top 10 most common allegation type for 2024 misconduct cases.

Discreditable conduct continues to be the most reported contravention of the Code of Conduct as it encompasses a wide range of behaviours that are not otherwise specifically provided for in other sections of the Code of Conduct. Some examples of behaviours captured under discreditable conduct include, but are not limited to, contraventions of provincial or territorial regulations, improper posts on social media, sexual misconduct and Criminal Code offences.

Rank	#1	#2	#3
Constable	7.1 Discreditable conduct	2.1 Respect and courtesy	8.1 Reporting activities
Corporal	7.1 Discreditable conduct	2.1 Respect and courtesy	4.6 Use of equipment and property
Sergeant and Staff Sergeant	2.1 Respect and courtesy	7.1 Discreditable conduct	6.1 Conflict of interest
Inspector and above	2.1 Respect and courtesy	6.1 Conflict of interest	7.1 Discreditable conduct

As illustrated above, discreditable conduct and respect and courtesy are consistently among the most common allegations across all ranks. However, the third most frequent allegation varied by rank. Different levels of responsibility and authority may be associated with different types of conduct concerns.

Interim Administrative Measures

When a member is the subject of conduct proceedings under the RCMP Act, a conduct authority may take interim administrative steps to protect the well-being of employees and the integrity of the RCMP and its processes, pending the outcome of the Code of Conduct investigation.

Interim administrative measures are not disciplinary measures, rather they are temporary until the conduct process is concluded. Depending on the circumstances of the case, a member may be temporarily reassigned to other duties, suspended with pay, or their pay and allowances may be stopped.

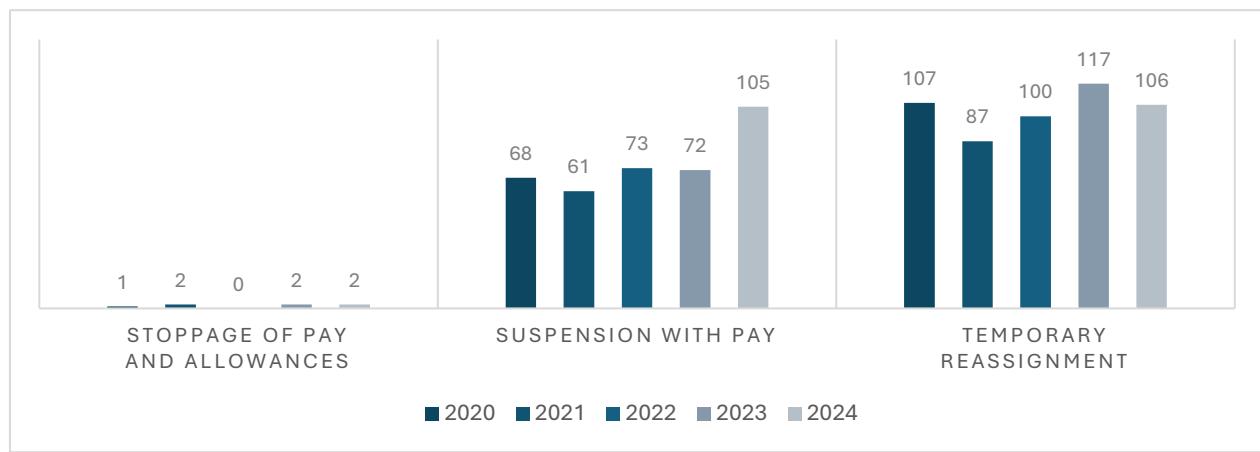


Figure caption: The number of members with interim administrative measures over the last five years.

Stoppage of pay and allowances remains rare, with only one case in 2020, two cases in 2021, none in 2022 and a stable two case annually since 2023. These measures continue to be used only in exceptional circumstances.

Suspension with pay fluctuated between 61 and 73 cases from 2020 to 2023 before rising sharply to 105 cases in 2024, a 47% increase over the previous years. This increase may be indicative of the introduction of the dedicated decision-makers reflecting a consistency in the application of suspensions.

Temporary reassignment remains the most frequently used measure, averaging 103 cases annually. After a dip in 2021 they peaked at 117 in 2023 and settled at 106 in 2024 indicating continuous reliance on this flexible option.

Outcomes

Conduct authorities have several options to respond to findings of misconduct by imposing conduct measures that are remedial, corrective or serious. For the most serious matters, when dismissal is being sought as a potential outcome, a conduct hearing before a conduct board is initiated. Only a conduct board has the authority to impose dismissal or direction to resign.

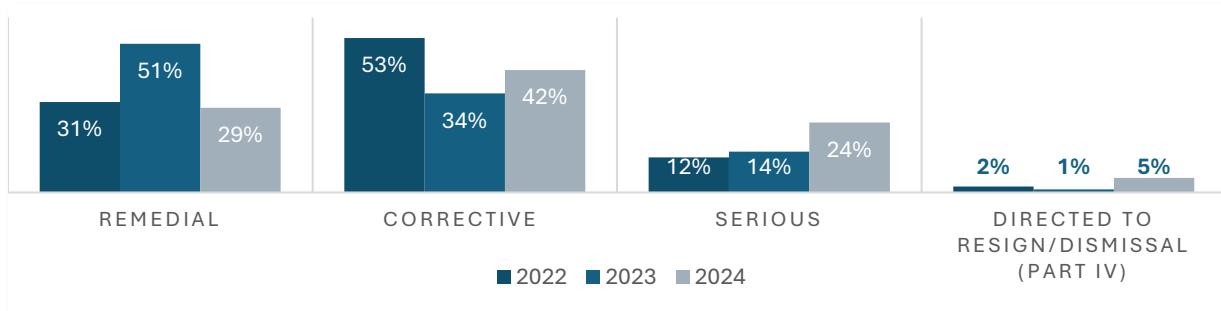
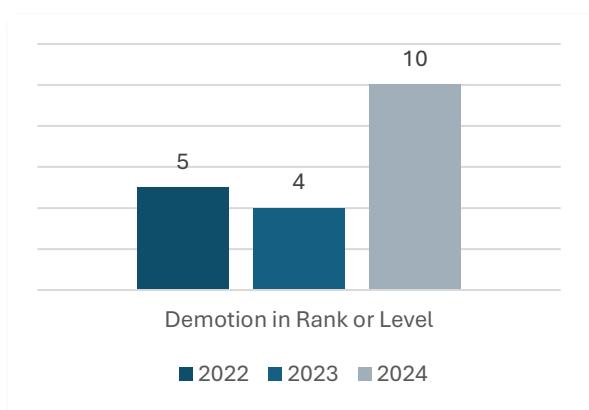


Figure Caption: Distribution of discipline measures from 2022 to 2024.

In 2024, conduct measures show a marked shift compared to previous years. While remedial measures decreased significantly from 51% in 2023 to 29% in 2024, corrective rose to 42%. More notable, is the increase in the serious measures (24% in 2024 versus 14% in 2023) and dismissals (5% in 2024 versus 1% in 2023). This trend indicates a movement towards more serious disciplinary outcomes, aligning with the RCMP's emphasis on accountability and proportionate responses to misconduct.



Compared to the two years prior, the number of demotions more than doubled in 2024. This observed increase in demotion in 2024 aligns with the expert recommendations, which emphasized the importance of progressive, proportionate, and corrective measures that are applied consistently across ranks. Demotion in rank is a serious but not terminal measure, that holds members accountable while preserving opportunity for rehabilitation and continued service.

Remedial: e.g. direction to attend special training, work under close supervision, forfeiture of pay to a maximum of 8 hours etc.

Corrective: e.g. deferral of promotion for a specified period of not more than one year, forfeiture of pay to a maximum of 80 hours etc.

Serious: e.g. demotion, ineligibility for promotion, forfeiture of pay of more than 80 hours etc.

Dismissal/direction to resign.

Appeals

The RCMP Act allows members and conduct authorities to appeal certain decisions rendered in the conduct process.

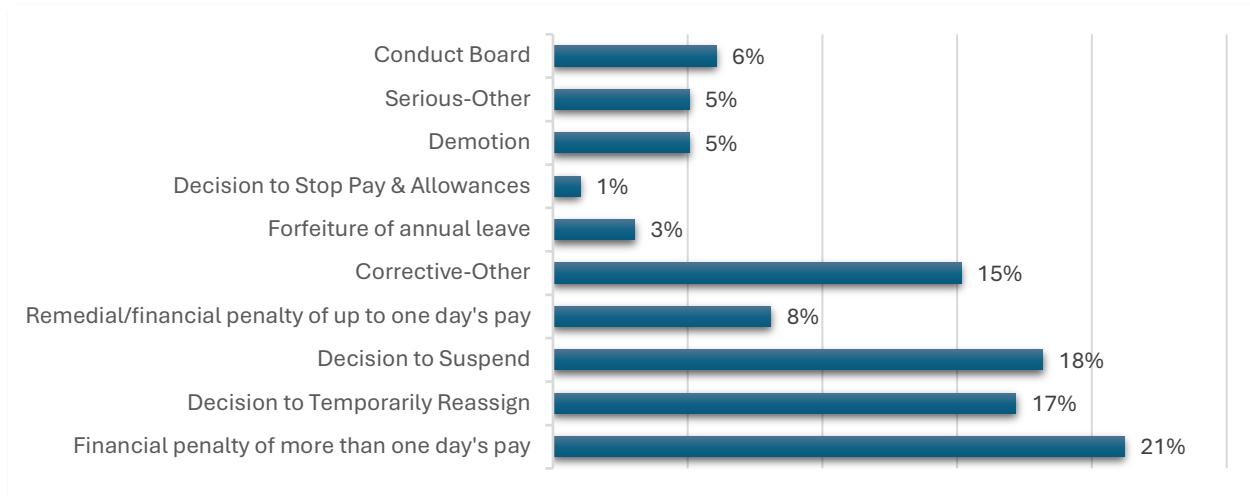


Figure Caption: Percentage of RCMP conduct appeals by type for 2024 (rounded to nearest whole number).

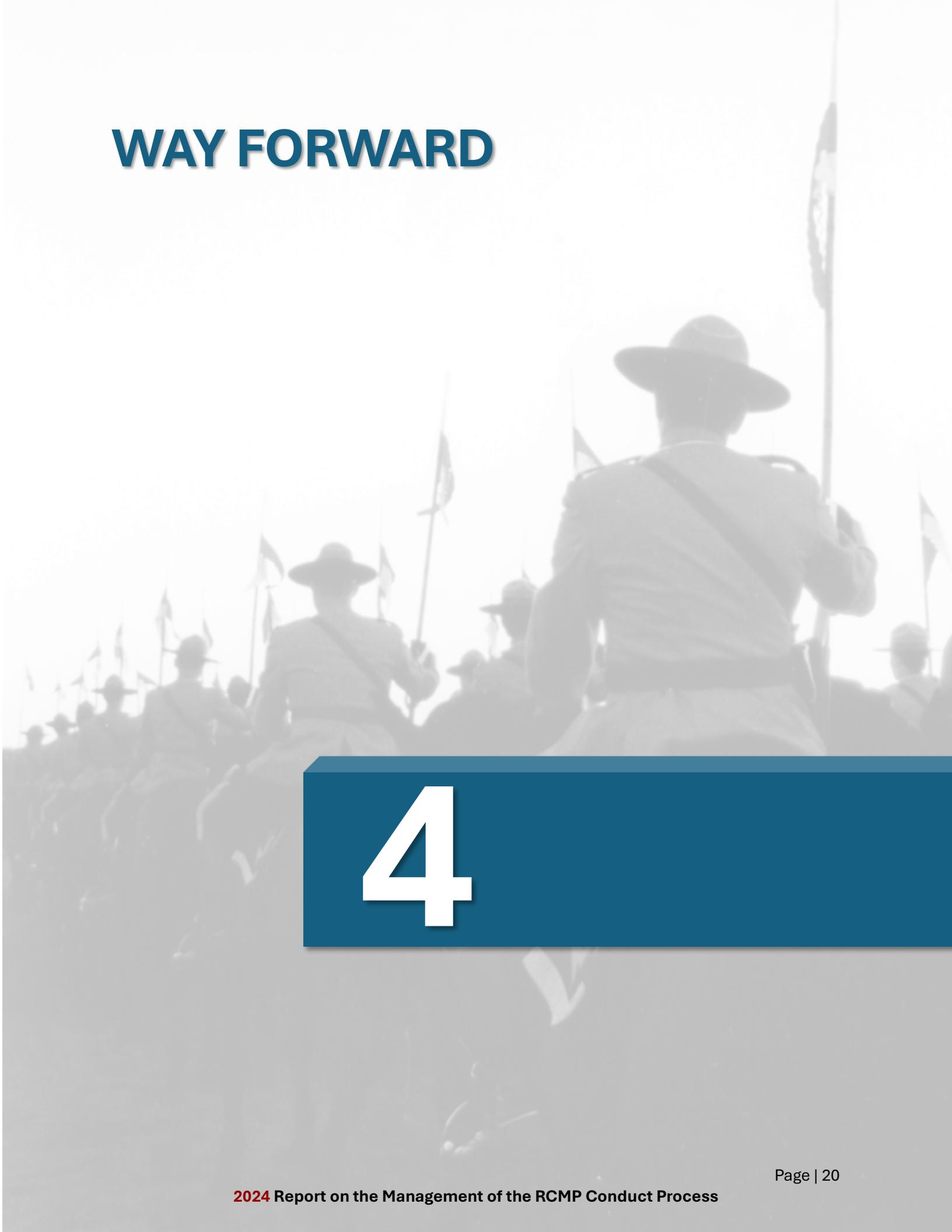
Members may appeal decisions for interim administrative measures including suspensions with pay, suspensions without pay and allowances and temporary reassignments. They may also appeal the final conduct decisions that impose conduct measures.

A conduct authority may appeal a final conduct decision that was made by a conduct board if the conduct authority was seeking more serious conduct measures than were imposed by the conduct board.

Final conduct decisions that are appealed may be referred to the External Review Committee (ERC) when the measures imposed include dismissal, demotion, or financial penalty of more than 8 hours of the member's pay.

The ERC carries out independent and arms-length reviews of certain RCMP employment and labour relations matters involving RCMP members. The ERC will review the decision being appealed to assess whether it was clearly unreasonable, made in breach of principles of procedural fairness or contains an error of law. Therefore, a review by the ERC is not a second chance for an appellant to present their case. The ERC findings and recommendations are forwarded to an RCMP adjudicator, delegated by the Commissioner, who makes a final and binding decision. The appellant may apply for a review of the adjudicator's decision by the Federal Court of Canada.

WAY FORWARD



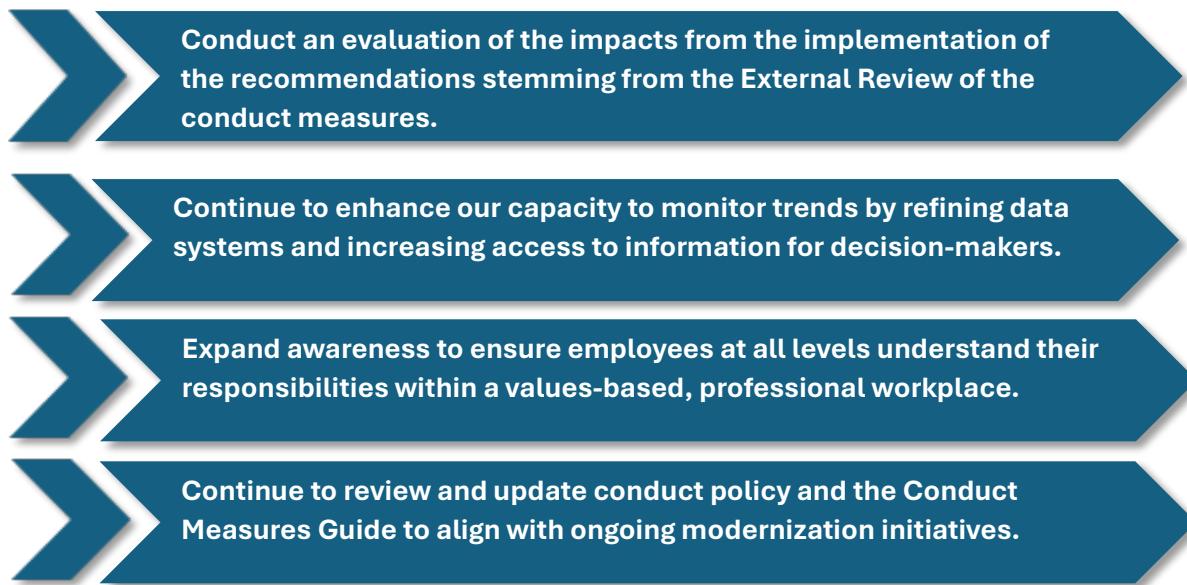
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LOOKING AHEAD

Building on the momentum of the last two years, the Professional Responsibility Sector remains committed to strengthening the conduct process in 2025 and beyond. This includes demonstrating greater accountability, reinforcing our renewed core values, and supporting a safe and respectful workplace for all.

In 2024, we continued the implementation of the expert review recommendations related to the conduct process. A significant milestone was achieved with the introduction of the modernized Conduct Measures Guide, developed through expert input and valuable feedback from diverse stakeholder groups. This updated guide equips decision-makers with the tools to foster a more consistent, fair, and transparent approach to the application of conduct measures, while also supporting positive culture change and reinforcing trust and confidence within both the organization and the communities we serve.

Building on this momentum, in 2025 the RCMP will:



- Conduct an evaluation of the impacts from the implementation of the recommendations stemming from the External Review of the conduct measures.**
- Continue to enhance our capacity to monitor trends by refining data systems and increasing access to information for decision-makers.**
- Expand awareness to ensure employees at all levels understand their responsibilities within a values-based, professional workplace.**
- Continue to review and update conduct policy and the Conduct Measures Guide to align with ongoing modernization initiatives.**

While important progress has been made, we recognize that more work lies ahead. In 2025, the RCMP will take further action to assess and improve how serious misconduct is addressed and communicated. Increasing openness about misconduct outcomes is essential to shifting organizational culture and enhancing the trust and confidence of employees, partners, and the diverse communities that we so proudly serve.

CONTACT INFORMATION

To obtain additional information or reach us, please contact:

PUBLIC ENQUIRIES

RCMP National Headquarters Building
73 Leikin Drive, Ottawa, ON K1A 0R2

 613-843-5999

 RCMP.HQMediaRelations-DGRelationsmedias.GRC@rcmp-grc.gc.ca

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