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RECORDS FROM CFO CONFERENCE, FEBRUARY 13-16, 2017, MIRAMICHI, NB

RCMP Access to Information Act File: A-2018-02026 dated January 2019

Response to Informal Request received by Dennis R. Young July 19, 2019

From: Shaz Khan Shazad.F.Khan@rcmp-grc.gc.ca

Sent: July 19, 2019 1:56 PM

To: dennisryoung@telus.net

Subject: File Request AI-2019-04862

Dear Mr. YOUNG:

This is in response to your informal request, which was received by this office on May 27, 2019, for:

Disclosure package pertaining to A-2018-02026

REQUEST SUMMARY

I am requesting any records (records as defined broadly under the Act) generated from a February 2017 national meeting of RCMP Chief Firearms Officers re: gun licensing policy and mental health, RCMP training and procedure related to this.

Attached is a copy of the records which were previously released [49 pages]

Should you wish to discuss this matter further, contact the undersigned. Please quote the file number appearing on this letter.

Regards,

Shaz Khan

Access to Information and Privacy Branch

Mailstop #61

73 Leikin Drive

Ottawa, Ontario

K1A 0R2

- Ontario legislation

⑥ mental health.

- once have letter from physician,
are accepting letters.

- investigate further if you have
concerns.

- if sufficient evidence to get
doctor — just refuse

- difficult to get medical if
client isn't under active
care.

- 30 days in QC for doctor's note
otherwise refuse / revoke

- NB → 90 days (?)

- PEI → 30 days

- ON → 60 day letter

- need national consistency

⑦ Rob to write up proposals to
clarify timeline closer to 30 days

- working to provide additional
training for FOs on investigation

Annual CFO Conference, February 2017, Miramichi, NB – Agenda

Day 1 - February 14, 2017 (Federal CFOs) - 8:30AM – Rodd Hotel

1. Welcome Message - Directors of FSD and FRS

2. CFO Services Unit Update

Program Expertise Unit (notes available in binder) – Presented by Christine

a. On-site Firearms Officer

b. Decision Matrix

3. Health & Wellness

4. FRSD Projects 2017/18 Strategy Map

-have some staff providing input on proposals on what would be introduced to the strategic mapping.

-input from the FRSD

-1st two columns will remain the same.

-mapping will not include the proposed initiatives

-potential projects to be submitted to FMFS that will be put together and presented to the Directorates

-might include Audit on eligibility

-REVIEW INITIATIVES TO VALIDATE WHICH ONES ARE REALLY STRONG AND MOVE FWD WITH NATIONAL INITIATIVES.

5. Sect. 115 Criminal Code

-Rogue does not apply to other jurisdictions other than Ontario

-new legislation is being written and will be out – will over ride Rogue case

-Lethbridge case to be reviewed on disposition of FA's.

-goes against the "E" Div policy – registrar needs to be consistent with application of law

-need to deal with the actual interpretation of the law – consistent on the regulatory side of the house.

-provides a heads up to all FO's.

-clause for forfeiture – Karen to fwd a document for an over view- transfer of forfeited FA will be refused by the registrar – issuance of certificate.

-reinstating of 12.7 – disposition order will be sent to client outlining the 4 options for disposition of FA – including transfer information.

- message to be sent to all CFO's from Registrar (Suzanne) on the reinstatement

-changing procedures of **request for disclosure of information** between Federal Bodies.

- 330-56 – 1st point of contact should be from NWEST – must have engagement with CFO's before initiating the request.

- will not be approved by Director if no engagement has taken place with CFO's office.

-SOG to be initiated by Registrar outlining the steps to be used Production Order vs 330-56

6. Firearms Officer Training Update

- Rec'd trng packages from all jurisdictions
 - Inclusive is package related to MHA investigations
 - Checklist provided by DEPEW however Karen felt checklist would cause a false investigation.
 - Provide over view of investigations required for MHA investigations.
 - Bob's had assigned a numerical point system and that was not acceptable in describing the risk level.
 - What was positive is if there was nine indicators they could be included on the 6423 for the physician's review.
 - Also no definition of those indicators, ie. Depression, anxiety.
 - Bob's work would be included in the FO trng in the future.
 - Package draft will be provided to CFO in April (week 2)
 - FO desk manual available
 - Seven greatest concern – depression, anxiety, ADD, PTSD, bipolar, schizophrenia, major depression (DEPEW's PPT) – be provided to CFO by CFO MB
 - MB CFO does not support the 60/30 day for MHA... within a week the FO is required to contact the client and interview. ***something to look at***
7. High Volume Buyer Report (PPT available with proposed HVB report)
- Year ago HV report being generated greater than 2 or 10?
 - Reengineering of the report by Denis Savard, Karen Mowatt, FOES analyst fm Man
 - Picking up on top 15 crime guns and 6 guns in 90 days.
 - Focus on suspicious buying and trafficking – potentially diverted FA's.
 - Report in pilot phase has been created.
 - Also provides a listing of the FA's and status of the FA's... bought and immediately sold...
 - Framework of report – policy signed off by Director FRSD and OIC NWEST – who has access and may view the reports... FOES are decentralized to NWEST (FIESD).
 - Emphasis on the use of FOES analyst between NWEST and regulatory.
 - Drafted SOG's for control in place.
 - Plan and agreed policy, FOES analyst will extract info and provide same to CFO for his/her assessment and determine if there is a need to initiate an investigation with communication with NWEST.
 - Extraction of info is for the sole purpose of public safety.
 - Structure and visibility and control of who should get what.
 - Effective immediately for the Federal offices – use of FOES for follow up checks –
 - New HVB will check 6 or more transfers of RF/PF in a 90 day (pattern)
 - Provide useful intel information to law enforcement for their follow up along with information for the CFO to work with on continuous eligibility.
 - Fed CFO effective immediately with national roll out April 1, 2017.
8. Audits & Unit Level Quality Assurance (ULQA) 2017/18
- enhance screening of applicant – down to 1 reference – ULQA on enhanced screening by Rob and CPS.
 - 2016 52000 clients fell into the enhanced screening – only 8 were screened – engaged audit and evaluation to be a third party to see if we are moving forward the right direction.
 - audit stated they do not know what to do for us as we have all the statistics – tell us what we are already doing.
 - broaden the audit to do the review of whole continuous eligibility process, mental health FIPs etc.
 - result audit going away saying they could do this audit to check on our weakness, mental health ... interacting with some of us to put the framework on this.

Acceptable user practice – email link from CFO BC.

9. CFO Operational & Organizational Reviews

- O&O review as to its effectiveness and efficiency
- Review of governance committee, its members, right fit, it's effectiveness
- standardized processes and 8 functions
- standardized with CFO's offices has not been done
- lot of assumptions were made in building the O&O
- do a reboot and reassess what was assumed going in, ie. Volume, efforts, inconsistencies
- review of 5 Fed CFO's – take a look at some observations of the continuous plan
- revalidating – how to orchestrate this.
- look at volumes, establish staff levels, look at consistencies or inconsistencies.
- Rob Mac could look at the Governance committee with assistance from Amy (CPS) in working with Laura.
- Lisa Lindal will be assigned as the analyst to follow up with the CPS Support Unit working with Amy/Laura and follow up with CFO offices
- Rob Mac will come up with a sub plan and follow up with CFO's.

10. 2015 ISSO Review & Update

- Require the SOP's/SOG's – Lisa is working on them – completed 50% - looking for SME's for procedures, have them review what she has completed, needs to articulate what the SME's need
- CFO BC and Lisa will meet in March to discuss further
- CFO MB needs immediate assistance with JV's etc.

11. Mental Health Assessments and Investigations

12. Round Table

Evening Activity – Free Night

Day 2 - February 15, 2017 (All CFOs) - 8:30AM – Rodd Hotel

- Welcome Message - Directors of FSD and FRS
- Central Processing Site (CPS) Presentation
 1. Program Expertise Presentation
 - proactive unit and not reactive.
 - public safety and client service/satisfaction are of highest priority
 - encourage...inspire....streamline....support
 - when one fails, the other prevails
 - excellence through innovation
 - Rob O looking to replicate the PE unit to assist with the regulatory side of the house to support CFO's directly
 - at the exploratory stage for the FRSD, may move thru the registry and/or CFO's...direct with CFO operations.
 2. Canadian Firearms Safety Course Update
 - on line delivery of CFSC – content is done however no update is available as to the on line course.
 - challenges in terms of the RFP process, looking for vendor, concerns with decentralizing the process – pushing for the centralized service delivery – create store fronts on line for each province – results sent to the service delivery for follow up delivery of practical test and exam. It will be province to province decision, but not dictated.

- successful vendor/bidder thru the RFP – struggling with wording on RFP to ensure right bidder is not exempt.
- change in Gov't is positive but having to reconvince and discuss things over again.

Issues with Minor's license (CFO NFLD) – refer to message.

- educational component for the minor only and not eligible to hold a license.
- in summary minor will not be given the opportunity to take the CFRSC.

Other issues with respect to safety courses.

- Rob highlights the policy provided to CFO's
- instruction time 8 hours (not including breaks)
- hours on the course reports must show the 8 hours
- ***review thru the audit program if in fact course reports show anything other than 8 hrs for CFSC.
- ***courses being taught on the same day – 12 hrs – no including breaks
- ***delivery of courses must be done by certified instructor
- *** course reports must be completed for each student including unsuccessful students
- *** individual are not eligible taking the CRFSC without having been successful on the CFSC.
- *** class size must be limited to 12...over 12 ratio is 12:1
- *** course reports need to be signed by instructor.

Instructors must re-familiarize themselves with the policy.

- Electronic submission of course reports – 2018.
- more black powder gun introduced in the course but this causes challenges with respect to the safety of this FA...does challenge course context.
- issues related to exam scoring – pts deducted – double penalized – that was the intent – elements deemed to be bad so you were penalized to the higher degree – check with AHEIA on scoring system – explain the way exam is being scored....

3. 12(6) & 12(7) Progress Update

- 41 clients who has acquired 12(6) FA (120ish FA's)
- each were contacted by the registry
- provided them with disposition options – 115 FA's
- privilege on all 41 licenses have been removed and cert revocations were sent out.
- two know hearing challenges – BC & Sask
- anticipating Alberta reference hearing in Calgary
- directed them to the provincial court system
- monitoring the FA community where lots of discussion related to the 12(6) issue, social media
- appears to be some division on this topic from gun owners – some support and others do not.
- prepared for adverse media with Minister's office and support our decision
- testify in court – not a decision by the CFO – correction of the error – again not a decision of the CFO – administrative error – constructive revocation – CFO may not be dragged in to this but time will tell.
- not a decision the CFO took therefore CFP does not believe CFO will be required to testify but no guarantees.

4. Legislative Updates

- mandate letter for Minister of Public Safety – some related to Guns and Gangs where most is directed to law enforcement by way of resources made available.
- also tracing of FA's – Bill C19 – seriously negatively affected tracing of NR FA's.
- message has been heard loud and clear by the Minister's office – ominous Bill – all issues were compiled into one Bill but recently they have split it into separate bill.

- tracing may require info keeping by the seller/business
- tracing also includes marking of the FA's being imported into Canada.
- CA#17 does not help with respect to tracing – Regs do nothing for the program – provided alternatives – implementation measures and would legitimately enable tracing of FA's.
- importation into Canada for NR is legal but illegal on the exportation from the USA.
- awaiting response from the Gov't once the CFP provided all info.
- C-42 was openly discussed – ATT's where we CFO's are with respect to this – all provided to Minister's.
- electronic format will remain
- all CFO views were delivered to the Minister for his review and eventual decision.
- with no one having shots each other because of an ATT
- believe sec 29 will remain – after purchase and transport will remain –
- Rob's feeling will be that the remaining 4 will be removed but we are waiting to hear
- some interest of allowing prohibited long guns – permitted to be transported to range for target shooting.
- certain prohibited long guns – invalidate the argument of why all other prohibited long guns are not permitted.
- any provincial laws that would exist to contradict the Federal laws.
- will need to change ATT's issued and construction guidelines due to represented on 12(6) HG's.
- CFO NS 25 ranges – considered to be public ranges – concern with unfeathered rules – no monitored – no supervision/monitoring/policing –
- stay tuned ... CHECK WITH MIKE AND BOB
- CZ658 and Classic Green still being considered – cannot fit 12(3) as written – option may be 12(8) etc.
- leaving as is C-42 classification of FA's being reviewed
- CFP has taken the position is contradictory to law enforcement and calling something other than was it is of concern – calling a goose a duck does not work in the world of law enforcement.
- grace period – lic remain in a quasy state for 6 months – no revocation notice issued.
- confusion it will cause for clients and program – it will be going forward regardless- potentially spring 2017 – 214K clients per year – 10K apply within that 6 month period – ATT's will become non valid – CFRO will indicate that information – client will be notified in advance (4 months) and update to clients during grace period.
- Q&A will be forthcoming to the CFO's
- client waits 5 months 29 days – 5 yrs from date of expiry or date issued – it will be from day of expiry – no free months.
- recognition with C-19 – looking at Guns and Gangs etc – have to look at C-19 to satisfy licence verification. Possession of license identity. Looking for options to stenghten this issue.
- wishing to make it mandatory for the business to confirm license status at time of sale of FA thru Business Web Services.
- reference number required to confirm transfer of FA's may be an option.
- rogue FA's that were in police custody at time of prohibition – protective custody – Rogue outside Ontario does not apply and any transfers outside Ont will not be approved.
- all FA's in protected custody will be forfeited to the Crown.
- decision will be provided to us by Legal Services in the near future.

5. POL to PAL Conversions

- Registrar is challenged in the area of POL issued as a measure to allow clients to keep FA's
- used POL if a program error was found and correction was made with use of POL.
- clients are now able and attempting to purchase FA's even though we clearly articulated before that they had only POL
- CFO can have condition of POL to an acquisition for 12(6) license.
- CFO discretion of limiting privileges regardless of the legislation of the day

- registrar would be working with the CFO's as clients surface and a decision would be made.
 - refer to Section 27 where it does not differentiate from the possession license and acquisition license.
 - check with license holder and amend the license accordingly.
6. Mental Health and Eligibility Investigations
 - Firearms licensing – video VICE from Ontario.
 - Quebec Dr's can provide the medical information but by law they do not have to provide same but that protects them against litigation if patients sues on release of medical information.
 - jurisprudence in Manitoba on a case
 - before sending out the 6423 ensure you have made a complete investigation, ie. Background checks, interview.
 - shorter period of time to return the 6423 ie. 30 days rather than the 60/30.
 - Rob O will be sending notice out to support the 30 days for 6423 letter.
 - CFO Manitoba directed FO's in her jurisdiction to contact client within 7 days of rec'ing notification.
 7. High Volume Buyer Report
 8. National Weapons Enforcement Support Teams
 9. De-activation of Firearms
 - certifying the business and not the individual who is doing the deactivation
 - never created compliance and audit to support
 - Registrar came across some deactivations that was non compliant
 - deactivation does not appear in the Act and we should get away from doing this
 - scenario in Ont that deactivates FA's – quality of FA's deactivation was in question – converted autos require photos of the deactivation before transfer is approved.
 - requested photos that were sent to techs and thru conversation with the business, FA was not deactivated with compliance.
 - primary activity for this business
 - ask to review the guidelines
 - review FA's to ensure they meet guidelines and requested add'l photos to confirm compliance.
 - communicate that deactivation be sent in by the business and not the individual
 - business to hold on to FA until approval is granted from the Registrar.
 - attempted to partner with the RCMP armourers
 - instead of SFSS Murray's shop use the armourer to examine FA's – introduce a similar audit program Quebec has. (have Eric send a copy of his conditions placed on business)
 - restrict and limitation of what FA's should be deactivated.
 - not a CFO issue more the Registrar's responsibility (Ontario)
 - CFO's can to come together and come up with a solution with reference to Audit and introducing new businesses.
 - put a policy in place – limiting to pre 1946 models to deactivation
 - do not wish to grow this business – business for individual and not business for business.
 - not supporting the notion of introducing new businesses for deactivation
 - simple audit would include review of paper work, actual gunsmith is still with business
 10. Tour of CPS
 11. CFO Services Unit Site Visit
- Evening Social Activity – Supper (5:30PM) and Sleigh Ride (7PM)

Day 3 - February 16, 2017 (All CFOs) - 8:30AM – Rodd Hotel

12. Parking Lot Issues
NS – letter of conduct – how do we verify agency – what form is acceptable p police agency?
– immigration papers? – two official languages – reasonable letter head above – government
and/or law enforcement – accepting permanent residency of Canada.
13. Firearms Business Improvement Update
-on line follow path
-email notice sent 4 months in advance if email address available
-follow up from IPOT go directly to Rob Mac ie. Spousal notification/fee waiver
722our
-online CFSC trng Oct 2018
-online ATT Oct 2018 – awaiting Gov't approval and decisions
-introducing new license on line applications – incorporate photo guarantors and reference –
will need to provide email address for follow up or paper request if no email – April 2018
-import information to be shared with CBSA – awaiting C-42 decisions –
-review of FO desk manual and update same – last review 1999 – April 2018
-police officer's handbook – FA act regs – reboot handbook – spring 2018
-enhanced screening reassessed phone enhanced screening 52000 applicants – not lots of
value to public safety – credibility for program – other factors resulted in the refusals not the
enhanced screening
-best client group to focus open source searching
14. Re-engineering of Enhanced Screening Project
15. Interjurisdictional ATT's

-practice as NS understands – issuance an ATT by them and advise end destination or if they
stop for another competition on the way.
16. Establishing/confirming Purpose
-proof of membership
-belong to the range/club
-either a member of a gun club or active within a shooting club.
-no change to existing policy
-attestation document
17. Letters of Good Conduct

NS – letter of conduct – how do we verify agency – what form is acceptable p police agency?
– immigration papers? – two official languages – reasonable letter head above – government
and/or law enforcement – accepting permanent residency of Canada.
18. Armed Security
-status quo remains
19. Shooting Range Project Update
-most robust model to move the engineering of ranges to the executive
-do not have articulation at this time to support the complete change
-how do we get people trained – no answer right now
-Quebec range training – use Ontario model – self coaching amongst peers – no formal
training available in Quebec
-Section 70 CC (drilling)- should we attach a condition to all range approvals to eliminate
close hand/tactical training.

- attach this condition (Dean will provide) to ALL ranges.
- training inconsistent with the Regs and Sec 29 range approvals
- how would this condition affect IPSIC – IPSIC is still considered target shooting with scoring.
- provide Dean with your support or non to include such to adding this condition

SEND OUT A RANGE APPROVAL TO ALL CFO'S

20. Fee Waivers

- error in processing the on line applications (\$194) and application was processed without paying \$60 – each will be contacted and told of the error but not collect the fee.
- before sending the communique by CPS/Rob Mac, CFO's will be notified.
- list of each application in the Fed province will be provided
- error made by CFO Support Services and being corrected with add'l trng and ULQA of each fee waiver application
- application is a prescribed form so cannot change the form but may be able to add a pop up alert so the applicant will reconsider if they meet the fee waiver compliance.
- question 5 answers "NO" we should stop the process and not process.
- being discussed at IPOT and follow up with CPS with training

21. ATC issues – proficiency model to use the firearm and not necessarily killing the bear...

22. Business selling PD only – letter of intent/contract

23. Round Table

AFO workshop in Ontario, Peterborough
Range Training in Orillio.

24. Closing

Evening Social Activity – Supper (6PM)

From: Robert Depew
To: Mowatt, Karen
Date: 2017/02/02 12:52 PM
Subject: Firearms officer training program: mental health and firearms safety
Attachments: Revised Mental Health Risk Assessment Tool Jan 31_1_5_1.pptx; Halo Firearms Threat slides.pptx

Hi Karen,

As one component of the developing training program for firearms officers (under the authority of FRS), I have attached a review draft of *Mental Health and Firearms Safety: A Research-based Risk Assessment Tool for Firearms Officers*, prepared by Research and Aboriginal Issues, FMSS.

The document is based on a review of over 100 (most from the United States), international quantitative and qualitative research studies on the relationship between (selected) mental health disorders and violence, including firearm-related violence and misuse. The result of our review is a slide presentation designed for instructional purposes.

The presentation includes a safety risk assessment tool that is designed to support a firearms officer's investigation and screening of firearms licence applicants and holders. As noted on slide #'s 4 - 8, its added value rests on the scientific standards, statistical techniques and multiple factors that were brought to bear on the approach to risk measurement. The result of this exercise (which included converting ratio type research findings into an ordinal measurement scale) is represented by the tables, figure and legend on slide #8.

Slide #8 provides the foundation for seven (7) templates that could be used by firearms officers for the purposes of information gathering and risk assessment calculations (see Appendices 1 - 7, slide #'s 16 - 22).

Finally, several research themes that are highlighted in the *Concluding Remarks* (slide #13) tend to substantiate the approach to licence eligibility investigation and screening taken by the CFOs (some of which provided us with some "Notifications" of application refusals/licence revocations). Furthermore, our review of the available court records from selected jurisdictions in Canada indicate that the evidence and arguments presented by CFOs tend to resonate with the corresponding judicial decisions on licence eligibility.

Once you have had an opportunity to review the presentation, I suggest we chat over the phone to discuss its status. If we agree that this project is worth advancing, then the next step would be to share it with other CFOs and FRS for their feedback and input.

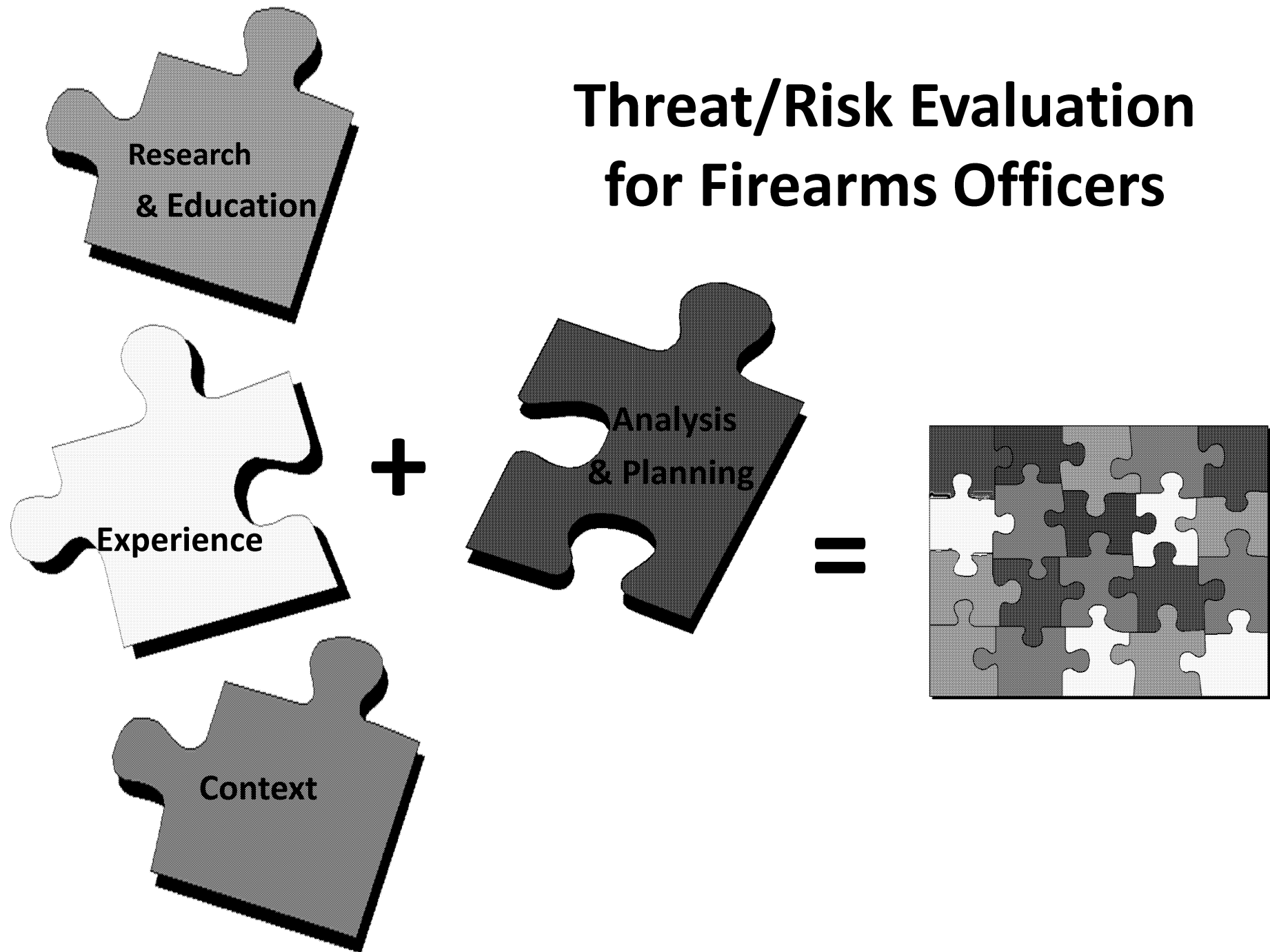
Best regards,

Bob

P.S. In some ways, this presentation takes Dr. Matt Logan's (HALO Forensic Behavioural Specialists) *Threat/Risk Evaluation for Firearms Officers* (a presentation which we attended in February 2014 at the CFP) to the next level. While generally consistent with Dr. Logan's findings, our presentation takes the next step forward by providing a broader, statistically-based and more context-sensitive scoring instrument. Interestingly, Dr. Logan had proposed the topic of a template-based scoring instrument for the CFP's consideration. I have attached Dr. Logan's presentation to refresh your memory.

P.P.S. Gender and age differences in a population, as well as the passage of time, may also be correlated with different violence-related risk levels for certain mental health disorders (e.g., schizophrenia). These types of data were not included in our analysis in order to avoid over-complicating the presentation and scoring instrument.

Threat/Risk Evaluation for Firearms Officers



Risk/Threat Assessment

- In all risk assessments the following should be considered such that a thorough assessment of the risk is completed and the most appropriate risk management strategies can then be employed:
- the likelihood that the behaviour will occur
- the severity of the impact of the behaviour should it occur; and
- the imminence of the behaviour should it occur
- the frequency of the behaviour should it occur

Section 5 (2) of the *Firearms Act*

- Institutionalization associated with actual, attempted or threatened inter-personal violence
- Where mental illness is not associated...reasons of public safety
- Firearms Officer “shall have regard to” the mental health status of an applicant or firearms licence holder

Section 5 (2) of the *Firearms Act*

- During the past five (5) years, have you threatened or attempted suicide, or have you suffered from or been diagnosed or treated by a medical practitioner for: depression; alcohol, drug or substance abuse, behavioural problems; or emotional problems?
- Firearms Officer should know the details of the applicant's treatment for mental illness.

Section 5 (2) of the *Firearms Act*

- Within the previous five years
- has been treated for a mental illness, whether in a hospital, mental institute, psychiatric clinic or otherwise and whether or not the person was confined to such a hospital, institute or clinic, that was associated with violence or threatened or attempted violence on the part of the person against any person; or
- has a history of behaviour that includes violence or threatened or attempted violence on the part of the person against any person.

Identifying Risk

- Unstable or deteriorating psychiatric illness
- Off medications
- Financial and/or marital stress
- Threats of harm to self and/or others
- Access to firearms
- Critical triggering event

Homicide and Major Mental Disorders

Major mental disorders were associated with an increased likelihood of homicide (two-fold in men and six-fold in women). This was mainly due to schizophrenia (men and women) and delusional disorder in men

Comorbid alcohol abuse/dependence (additionally) increased the odds in schizophrenia, major depression and bipolar disorder

Schanda H, et al, 2004

Depression

- Affects 10% of population lifetime
- Carries significant mortality – suicide 15% lifelong
- Familial – genetic component
- Associated with self-treatment ~ alcohol
- Responds to medications
- Psychotherapy alone fails
- Will recover in time – 18 months
- Relapses common and more frequent with age
- Psychosis is uncommon but significant – homicide-suicide more likely, especially with alcohol or drug intoxication

Psychosis

- Presence of hallucinations and/or delusions
- Abnormal brain function
- Causes: depression, mania, schizophrenia, intoxication, infections, brain tumor, brain trauma, dementia
- Diagnosis before treatment
- Antipsychotics of limited benefit

How Dangerous Are Schizophrenics ?

- People with schizophrenia are not significantly more likely to be violent than other members of the general population.
- The proportion of violent crime in society attributable to schizophrenia consistently falls below 10%.
- Comorbid substance abuse increases this risk three-fold (Walsh 'et al', 2002; Steadman 'et al', 1998)
- Psychopathy considerably increases this risk
- Those with paranoid or psychotic symptoms are at an increased risk

How Dangerous Are Schizophrenics ?

Recent studies, especially from Scandinavia and Canada, show a moderate but reliable coherence between violent crime and paranoid and schizophrenic diseases

Homicide and Major Mental Disorders

- Major mental disorders were associated with an increased likelihood of homicide (two-fold in men and six-fold in women).
- This was mainly due to schizophrenia (men and women) and delusional disorder in men
- Comorbid alcohol abuse/dependence increased the odds in schizophrenia, major depression and bipolar disorder

Schanda H, et al, 2004

Mental Health States or Related Behavioural Issues

- The firearms officer can take anything that is relevant to public safety into account in deciding whether it is desirable, in the interests of the safety of that or any other person, that the person not possess a firearm [*R. v. Dumont*, 2002 BCPC]

Mental Health States or Related Behavioural Issues

Mental Disorders/Processes

- Suicidal thought/ideation
- Homicidal thought/ideation
- Delusional Disorder
- Psychopathy
- Active psychotic symptoms *
- Comorbidity with substance abuse *

*associated to major mental disorders

Behavioural Traits

- Dehumanization
- Intolerance
- Lack of empathy
- Sense of entitlement
- Externalizes blame
- Demonstrates rage
- Obsessed with violence
- Harbours resentment
- Fascination with guns

Questions for Threat Assessments

- *What motivated the subject to take the action, that caused him/her to come to attention?*
- *What has the subject communicated to anyone concerning his/her intentions?*
- *Has the subject shown an interest in targeted violence, perpetrators of targeted violence, weapons, extremist groups or murder?*
- *Has the subject engaged in any attack-related behavior, including any menacing, harassing, and/or stalking behavior?*
- *Does the subject have a history of mental illness involving command hallucinations, delusional ideas, feelings of persecution, etc. with indications that the subject has acted on those beliefs?*

Taken from "Threat Assessment: Defining an Approach for Evaluating Risk of Targeted Violence," Randy Borum, Robert Fein, Bryan Vossekuil and John Berglund, Behavioral Sciences and the Law, Volume 17, 1999

Questions for Threat Assessments

- *How organized is the subject? Is he/she capable of developing and carrying out a plan?*
- *Has the subject experienced a recent loss and or loss of status, and has this led to feelings of desperation and despair?*
- *Corroboration - what is the subject saying and is it consistent with his/her actions?*
- *Is there concern among those that know the subject that he/she might take action based on inappropriate ideas?*
- *What factors in the subject's life and/or environment might increase/decrease the likelihood of the subject attempting to attack a target?*

Taken from "Threat Assessment: Defining an Approach for Evaluating Risk of Targeted Violence," Randy Borum, Robert Fein, Bryan Vossekuil and John Berglund, Behavioral Sciences and the Law, Volume 17, 1999

Considerations

- Matrix? (i.e. Quebec Model)
- Template? Risk/Threat Scoring Instrument
- Guidelines? – Set of “if this...then this”
- Interviewing Training? – Extracting Info 201
- It pays to dig deep...**“Staying on the surface all the time is like going to the circus and staring at the outside of the tent.”**

Speaking notes – **Mental Health**

1. We all recognize the importance of a national training program for firearms officers that will improve their knowledge of the firearms environment and enhance their skills in performing their duties.
2. Mental health has emerged as an important training topic, especially given its increasing public exposure as a safety concern and the legislative emphasis on mental health as an eligibility criterion for a firearms licence.
3. As CFOs, we take into consideration the mental health status of licence applicants and licence holders on the basis of information we receive from a variety of sources, including police records and contacts, licence application forms and interviews, and recommendations from a medical practitioner.
4. Yet, it is not always clear or evident how this information is to be used or evaluated by firearms officers.
5. In some cases, the information is quite convincing: we know, for example, that there is an elevated risk of firearms misuse among individuals who have attempted suicide. Similarly, it is generally well known that certain mental health illnesses, such as major depression, significantly increase the risk of suicide; and, where access to a firearm is a factor, it can increase the risk of firearm-related suicide.
6. In other cases, the information may not be so immediately conclusive. A doctor's letter or recommendation, for example, may or may not convincingly demonstrate that a certain patient is or is not an acceptable firearms safety risk. In addition, there is no guarantee that such a recommendation will be immediately forthcoming, and this raises concerns about eligibility assessment efficiency. It also raises concerns about possible over-reliance on information that may turn out to be insufficient for assessment purposes. [You could point out that evidence collected over decades of research shows that medical practitioners are much better at predicting who will not pose a safety risk to themselves or to others than they are at predicting who will.]
7. A firearms officer may also be faced with evaluating an applicant's or licence holder's case history where there is a mix of factors to consider and the connections between them may not be obvious or easily understood for assessment purposes.
8. In order to address these and other uncertainties that may be encountered in the use of our existing information sources, the training program is developing a set of guidelines intended to assist firearms officers in the course of their investigative and risk assessment functions.
9. The guidelines directly address the licence eligibility criteria set out in the Firearms Act and licence application forms. They are based on over 100 studies of safety risks associated with a range of mental health disorders. These studies have been conducted over the last two decades in Canada, the United States and other international jurisdictions, in the areas of medicine, epidemiology, psychology and criminology.
10. Finally, I wish to emphasize that the guidelines are intended to support the investigative and assessment activities of firearms officers — they are neither a substitute for other information sources nor a stand-alone instrument. Rather, the guidelines are intended to complement and, where applicable, supplement these other sources.

Date

FO Training (Karen)

Karen is attempting to set up mental health guidelines working with Bob DeFen

Bob has identified mental health conditions and described indicators that would assist in determining if they were risk.

Bob assigned a value to the risk factors

- This has been returned to Bob to remove the quantitative value associated with perceived risk
- we can leave the indicators in and ask questions the doctor associated with these.

This can be part of the FO training package

Karen hopes to have a draft of complete training by end of April

(This will be the second ^{week} part of the FO training)

Karen is correlating all of the information the CFO's sent hoping to develop similar format to FO Desk manual

Hopefully will be done for review by June meeting



Mental Health and Firearms Safety:

A Research-based Risk Assessment Tool for Firearms Officers

RESEARCH AND ABORIGINAL ISSUES
CANADIAN FIREARMS PROGRAM
JANUARY 31, 2017



Legislative Background

Section 5 of the *Firearms Act*

- directs a firearms officer to take into consideration the status of an individual's mental health over the previous 5 years;
- includes whether an individual has been institutionalized for a mental illness and whether this was associated with actual, attempted or threatened inter-personal violence;
- more generally, a firearms officer "shall have regard to" the mental health status of a licence applicant or licence holder, such as detailed knowledge of treatment for mental illness, and especially in relation to public safety.

Application for a Possession and Acquisition Licence

- requires an applicant to indicate if, over the past 5 years, they have threatened or attempted suicide, suffered from, or have been diagnosed by a doctor for, depression, alcohol, drug or substance abuse, behavioural or emotional problems.



Current Information Sources

When investigating or screening for mental health-related safety risks, firearms officers may refer to:

- police records and files,
- direct contacts with police officers;
- information provided by an applicant on a licence application;
- information obtained during a licence eligibility interview;
- Information provided by a medical practitioner; or,
- general guidelines under the *Firearms Officer Desk Manual*.



A Research-based Risk Assessment Tool

General Purpose:

- To enhance the range of information currently available to firearms officers for the purpose of investigating and screening licence applicants and licence holders for mental health-related firearms safety risks.

Principal Objectives:

- To complement or supplement information sources currently available to firearms officers.
- To provide a systematic measure of the relationship between various mental health disorders and the risks of firearms misuse or violence.

Strengths and Limitations:

- Based on the most recent, independent and reliable research conducted in Canada and the United States on mental health-related conditions and circumstances of violence (including firearms violence) .
- Minimizes subjective, ad hoc or arbitrary assessments by applying scientific standards to risk measurement.
- Facilitates generalization of mental health-related firearm safety risks.
- Addresses mental health-related licence eligibility criteria identified by the *Firearms Act* and firearms licence applications.
- Limited to seven major mental health disorders and fifteen situational factors.



Risk Assessment Tool Design

Major mental health disorders identified in the research literature:

- Depression
- Anxiety
- Post Traumatic Stress Disorder (PTSD)
- Attention Deficit Disorder (ADD)
- Bipolar
- Schizophrenia
- Major Depression



Risk Assessment Tool Design (cont'd)

Situational factors that impact mental health disorders:

Risk Indicators:

- Situational factors relevant to the risk of an individual acting violently or unlawfully with a firearm and that may aggravate or mitigate the level of risk.

- Examples include:
 - Impulsivity
 - Substance Abuse
 - Attempted suicide
 - Current/previous treatment of a mental health disorder
 - Outpatient in treatment
 - Discharged hospital patient



Risk Assessment Tool Design (cont'd)

Establishing a measurement scale:

- Research findings indicate statistically which mental health disorders, either alone or in combination with other situational factors, are more or less likely to pose a firearms safety risk to the individual or public.
- Statistical assessments of mental health-related firearms risks can be represented by a measurement or risk scale that assigns variable numerical weights to mental health disorders and to their situational factors.
- Elements of the risk measurement scale are presented on the following slide where:
 - each of the seven mental health disorders and fifteen situational factors is assigned a numerical weight based on the findings of over 100 international research studies;
 - the mental health disorders and situational factors may be considered independently or in various combinations depending on the particulars of each licence eligibility case;
 - the weight ranges are colour coded to identify their corresponding levels of firearms safety risk; and,
 - the arrows (colour spectrum and colourless) illustrate the rating scale where firearm safety risks may be greater or less depending on the statistical profile of the case being assessed.



Risk Assessment Tool Application: An Illustration

Hypothetical licence applicant/holder mental health profile:

- Depressed, low self-esteem, attempted suicide, and currently in outpatient treatment.

Risk factor tabulation:

- Complete a template that includes:
 - the mental health condition(s) under consideration; and,
 - the relevant situational factors.

Risk scoring:

- Assign appropriate numerical weights to the risk factors: i.e., the mental health disorder(s) and situational factor(s);
- Add all the numerical weights and divide the total by the number of corresponding risk factors;
- Record the resulting score and related risk level for the mental health condition(s) under consideration.



Risk Assessment Tool Application: Summary

- As a stand-alone mental health disorder, depression has a numerical weight or safety risk score of 0 (no known statistically significant safety risk).
- The level of risk or numerical score for depression in this (hypothetical) file could then be used, together with other sources of information available to firearms officers, for the purpose of assessing eligibility for a licence.



Risk Assessment Tool Application: Templates

- The previous exercise can be performed with other types of mental health disorders, together with their situational factors, to assess the level of a firearms safety risk.
- Appendices 1 to 7 provide templates for all mental health disorders, the situational factors, and their corresponding numerical weights.
- Focusing on the template check list, the exercise consists in identifying the situational factor(s) applicable to the client case under consideration and calculating the level of risk.



Concluding Remarks

- Most individuals diagnosed with a mental health disorder are no more likely to commit an act of violence (with or without a firearm) than the general population.
- Only a very small proportion of individuals diagnosed with serious mental health disorders (including those described as a “moderate risk” in Table 1) poses a greater risk of violence than the general population.
- The situational factors described in Table 2 are generally better indicators of a risk of violence to oneself or to others than the mental health disorders described in Table 1.
- However, certain mental health disorders, such as major depression, are strongly associated with suicide or attempted suicide.
- **CFO reasons for licence application refusals or licence revocations are generally aligned with the broader, international research evidence on factors related to risks of violence to oneself or to others.**
- **A limited review of court decisions across Canada suggests that the evidence and arguments provided by CFOs to justify an application refusal or licence revocation tend to resonate with the courts.**



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Appendices 1-7

(12) Mental Health:

Access to Medical Information

* Access 'One - ability' vs wrong 'if Dr & share information'.

- want to do confidentially (NO court)

60/30 Model - too long.

Quebec 30 days DD - call client.

= 'Rev'd be the Justice'

- Note Taking - (investigation)

Dr. Delcaw - Mental Health - 7 Major Disorders:

9/15 Risk Indicators / Situational Factors

→ Karen - Presentation: "Risk Assessment Tool"

Situational Factors: - accept those.

- Low / Medium / High - Definitions

- Major Mental Health Risks - accept those.

(13) RANGES:

① Guidelines

② Robert 'Model' - ownership / engineering to large

Surveyor

Signature

- (confirming) *

Training

- See 29 ranges - Police

- 'Carbine'

- Disarmament Training.

is the large OK for Carbine Training?

Tool to
Assess
FO's

*

Thurs. Feb 16/17

All CFO Mtg - Day 2

Reactivation - Suzanne

- armours in Regina + Ott. may be able to assist (ie: inspecting deactivated FAs)

Letters of Good Conduct - John P.

- not just police (AGs etc) + per^{nt} ^{iter} rec^d + cards

Interjurisd^l ATTs - John P.

- let CFO of destination know but not the in-transit ones

Confirmation of Purpose - John

- ON - long wait-list to join clubs/pages so not even asking for proof anyone or following up on statements of intent unless there's concern w specific ind.^l
- attestation model wasn't really pursued after pres^{nt} govt backed off so stick w memberships + attestations in it's like ON's

AC Guards - Tony

- status quo, as per legal opinion

instead of
5-guns

- Bank of Cda looking at carrying C8s - have bus, lic.

Mental Health - Rob O.

- QC - 30 days, call if not rec'd then revoke if not rec'd
+ NB + PEI

- ON - doing 60 days but like idea of reducing

- NS - depend more on other investⁿ revenues
because of dr. shortages

* - Rob O. to write up 30-day standard policy proposal
+ send out

Shooting Range Proj. - Rob O

TH * → send Eric copies of Wild ATC package
specifically BOP

FBI Updates - Rob Mac.

- EA 53K 2015 applicants' went thru EH & 8
were refused & for these, CFOs wld've seen
them anyway for other reasons

Invite May 16-18 ON CFO staff mtg - Peterborough
May 10-12 Orellia range trip.

Chief Firearms Officers
February 13 - 16, 2017
Draft Record of Decisions and Action Items

#	Item	Action / Decision	OPR	Due Date	Status
1	Police have own insurance if using non-public agency ranges, but not all ranges can withstand sustained carbine practice. It is the responsibility of the police trainers to ensure any s. 29 range approval is appropriate for their level of use.	Trainers for each division, municipal department and CBSA need to be communicated with to ensure they are aware not all approved ranges are the same.	Rob O	?	June: Met with policy centre and arranged for all training coordinators to communicate with their regional trainers
2	Range Project - the status of our taskings assigned to the Range Coordinator in the Fall 2016.	Request a status update on all outstanding tasks: rewriting and reformatting the existing range construction guidelines to simplify them, make the content changes CFOs all agreed on (chapters on process, legal requirements, etc.), establishing use of professional surveyors in place of CFO staff and create a second, more complex, guideline for CFO in-house use. In addition, new CFO employee training platform including increased use of technology.	Rob O	April 13, 2017	
3	Roggie decision from Ontario and resulting policy directions in other jurisdictions (BC).	Rob O stated all BC transfer applications held because of E Division policy regarding the Roggie decision will be refused. This will be communicated by the Registrar to all CFP employees as well as E Division policy unit.	Suzanne	?	June 27: Notices are pending
4	Need Suzanne to give correct phrasing: 12(7) does not specify continuous holding of a valid registration certificate, so if a 12(7) person let licence lapse, the firearm can be transferred to an eligible family member and later transferred back to the original holder.	At one time the multiple transfer scenario was explained to clients as a matter of course, but the Program should be treating all 12(6) transactions consistently. This will be communicated by the Registrar.	Suzanne	?	June: There is more to the process than originall thought, so updates to come later

5	The SOP for medical letters called for the client to be given 90 days to respond, then another 30 days if no response and then action would be taken (e.g. refusal or revocation if appropriate). MB/NU has been piloting a system where FOs have one week in which to speak to the client and act on any mental-health related FIPs, then the client is given 30 days to respond with extensions only in extreme circumstances (e.g. known shortage of medical practitioners in client's area).	Rob O' to draft a 30-day standard policy proposal and send out to all.	Rob O	March 20, 2017	Draft with 60 day DD and reminder notice sent out by Jon on March 6. Final pending June: RobO to follow up & report back
6	Training - 24 CFP candidates selected to attend the RCMP Law Enforcement Investigator's Course in Regina - Feb 20-24. The CFP Training is currently be worked on by Karen, she has requested the assistance of Bob Depew's group with formating/packaging etc.	Assess suitability of LEIC.	Karen		
7	All RCMP employees must read and sign the Acceptable User Practices document on an annual basis.	A link to the policy will be sent to all federal participants.	Terry		Completed February 27, 2017
8	2013 Operational and Organizational Review will need to be revisited to confirm validity of original assumptions, incorporate impacts of subsequent legislative changes on volumetrics & levels of effort, validate FTEs & organizational structures, identify areas of differing operational practices and review the governance structure.	Rob M will take responsibility for the review of the Governance Committee structure and fuctionality. Laura M. will be the analyst assigned to undertake the updated O&O in the CFO offices, with an emphasis on identifying differences between jurisdictional practices.	Rob M Rob M		June: Begins in CPS in August and wrap up in November.

9	2015 ISSO Review implementation needs to be completed. Of the three ISSO positions remaining, one works 80% time, one is on assignment until the end of March and one is focussed on finding other employment. When SOPs are finalized, remaining ISSOs will work to the work description that is currently with Org & Class. The BC ISSO chose to remain surplus, but cannot be replaced indeterminately until the new WD is classified. As per Rob O, due to a shortage of staffing advisors a competition to fill the position with an acting person in the meanwhile cannot be posted until the surplus ISSO receives an offer of employment elsewhere. Once the SOPs are in place, remaining ISSOs will begin to provide support to all federal CFOs.	Lisa Lindal has been working on the SOPs and Terry and Wesley (author of original report) will meet with her in late March to go over the results and identify specific areas where subject matter expertise is required to complete the work. Goal for completion of SOPs is tentatively the end of April.	Terry	April 28, 2017	Completed except for posting of SOPs online & assigning maintenance responsibility (Terry to work with HQ & CPS analysts)
10	A new protocol will identify abnormal firearms acquisition patterns which could lead to the identification of criminal activity to the enforcement community. Beginning in March 2017, CFP Intelligence Analysts will be reviewing reports provided by the Chief Firearms Officers to identify potential straw purchasers or domestic traffickers. Reports will identify multiple purchases in short periods of top crime firearms in the province and will be customizable to add other relevant variables. Following an analysis of the data and cross-referencing checks with enforcement databases not available to regulatory bodies, the CFO will report potential straw purchasers and domestic traffickers to local law enforcement via regional NWest representatives.	The new protocol will be rolled out in federal jurisdictions immediately and in provincial jurisdictions by April 2017.	Rob M?	April 7, 2017	June: Some delays as proof of concept expanded to SK & the Atlantic over the summer, then expand to rest of provinces. October: Hope to have rolled out in all provinces by the end of the calendar year.
11	Disclosure to Federal Bodies form - new SOG will be written - Rob O will review all submissions that get sent to Paul.	New SOG to be rolled out offices by April 2017, starting with federal CFO offices. SOG to be initiated by the Registrar outlining steps to be used. Production Order versus TBS 350-56 to be considered as well.	Suzanne Rob O	March 13, 2017	June : Disclosures no longer exist; only production orders

12	Request for proposal for online safety training to be developed soon. Work on the statement of requirements underway.	Status update to be provided to all CFOs.	Rob O	April 13, 2017	
13	ULQA for 2016-2017	Review guide for instructor audit ULQA to be distributed to CFOs as soon as possible.	Rob O		Completed March 10, 2017
14	Justice Institute of BC provided an estimate to update the 1998 armoured car guard use of force and firearms proficiency guidelines.	There is agreement to proceed. Rob O'Reilly will initiate the contract with the JIBC.	Rob O	?	June: Guylaine approved it but now waiting for funding instrument
15	Fee Waivers. There was an error in processing 194 on-line applications and they were processed without paying \$60.	Each will be contacted and told of the error but not to collect the fee. CPS or Rob M will notify the CFOs before any communications with clients and each fed CFO will be provided a list of applicants in their jurisdiction. The licence application is a prescribed form so cannot change the form but may be able to add a pop up alert so the applicant will reconsider if checking sustenance hunter. Is being discussed at IPOT and will be resolved through that group.	Christine? IPOT?		June: Governance Committee resolved issue.

Last Updated: October 2017

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