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# Canada Border Services Agency

## Part III – Report on Plans and Priorities

2012–13  
Estimates

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**The Honourable Vic Toews, P.C., Q.C., M.P.**  
Minister of Public Safety

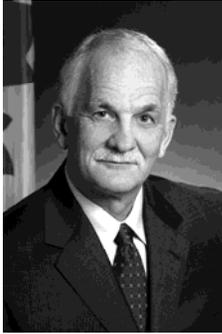


# *Table of Contents*

MESSAGE FROM THE MINISTER	1
SECTION I: ORGANIZATIONAL OVERVIEW	3
Raison d'être	
Responsibilities	
Strategic Outcome and Program Activity Architecture	
Organizational Priorities	
Risk Analysis	
Planning Summary	
Expenditure Profile	
Estimates by Vote	
SECTION II: ANALYSIS OF PROGRAM ACTIVITIES BY STRATEGIC OUTCOME	17
Strategic Outcome	
Program Activity: Risk Assessment	
Program Activity: Secure and Trusted Partnerships	
Program Activity: Admissibility Determination	
Program Activity: Criminal Investigations	
Program Activity: Immigration Enforcement	
Program Activity: Recourse	
Program Activity: Revenue and Trade Management	
Internal Services	
SECTION III: SUPPLEMENTARY INFORMATION	47
Financial Highlights	
Future-oriented Financial Statements	
Supplementary Information Tables	
SECTION IV: OTHER ITEMS OF INTEREST	49
Organizational Contact Information	



## MESSAGE FROM THE MINISTER



The Honourable Vic Toews, P.C., Q.C., M.P.  
Minister of Public Safety

As Minister of Public Safety, I am pleased to present to Parliament the Report on Plans and Priorities for 2012–13 of the Canada Border Services Agency (CBSA).

The CBSA is responsible for a number of critical functions that contribute to the safety and prosperity of Canadians. These functions are carried out in a dynamic operating environment, influenced by a wide array of factors, including human migration and travel patterns, global trade and economic conditions, information technology, and an evolving workforce. The work itself covers pre-arrival analysis and enforcement, programs and operations at the border, as well as post-border investigation and inland enforcement. In other words, the CBSA is working for Canada, around the world and around the clock, guided by its vision of *an integrated border agency that is recognized for service excellence in ensuring Canada's security and prosperity*.

To support its impressive mandate — to protect Canada from the entry of unlawful people and goods, while keeping our country open to legitimate travel and trade — the CBSA will be working to meet a number of overarching strategic priorities that have been identified for the coming year. For example, the Agency will work in co-operation with multiple partners on the Beyond the Border Action Plan, which was announced in December 2011 by Prime Minister Harper and President Obama. The CBSA is a primary participant, with responsibility for a number of core deliverables in 2012–13. For the Agency, this means working with its partners to identify and address threats as close as possible to their point of origin. Finally, the CBSA will also continue to modernize its business practices and implement its Change Agenda to foster a more dynamic, responsive and service-oriented organization.

The CBSA plays an increasingly significant role within the Public Safety Portfolio. In many ways, it constitutes the face and front line of Canada. Throughout 2012–13, the Agency will continue to keep Canada safe and secure while contributing to its ongoing prosperity as a country.

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The Honourable Vic Toews, P.C., Q.C., M.P.  
Minister of Public Safety



## SECTION I: ORGANIZATIONAL OVERVIEW

### RAISON D'ÊTRE

The Canada Border Services Agency (CBSA) provides integrated border services that support national security priorities and facilitate the free flow of people and goods, including food, plants, animals and related products across the border.

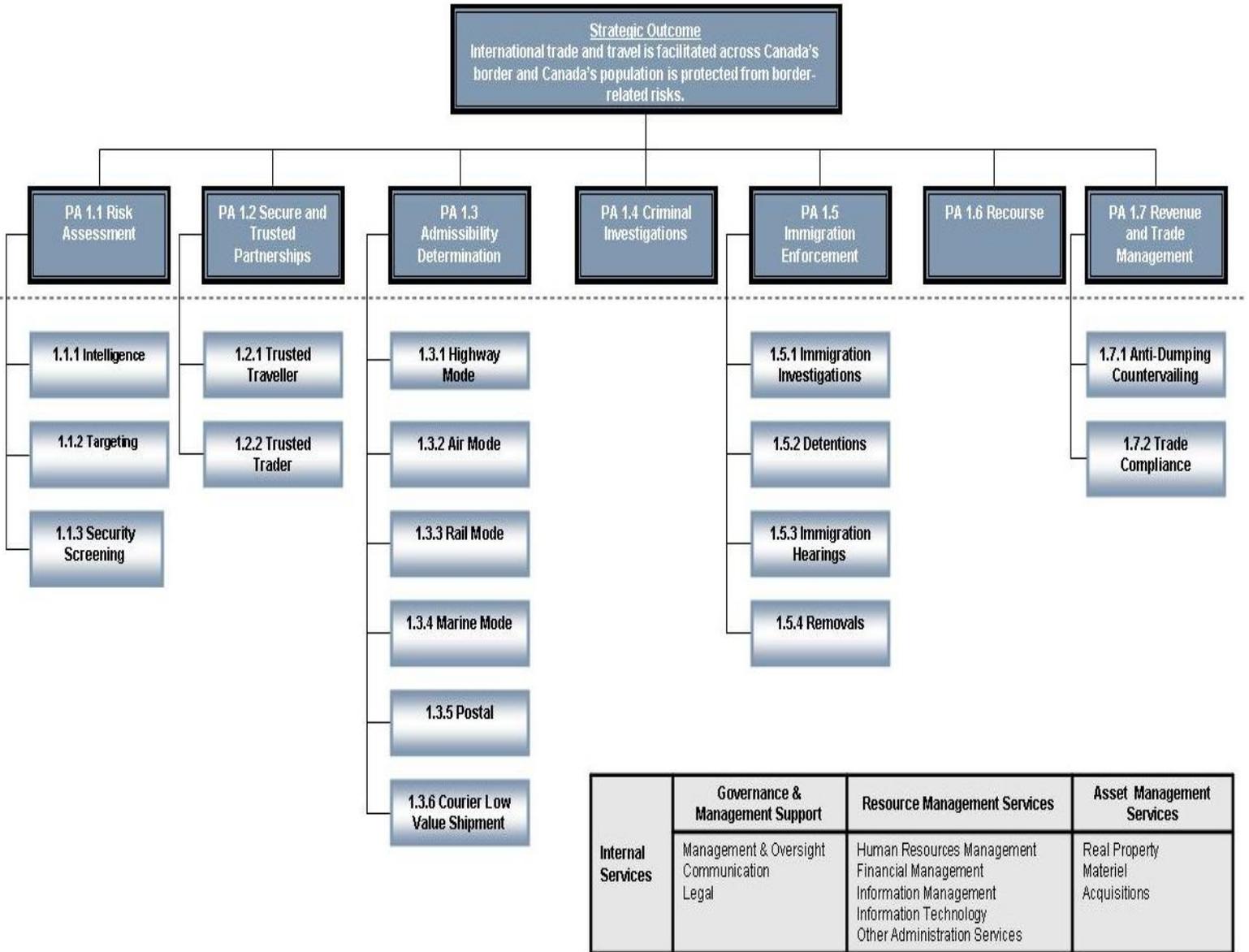
### RESPONSIBILITIES

Created in 2003, the CBSA is an integral part of the Public Safety Portfolio, which is responsible for integrated national security, emergency management, law enforcement, corrections, crime prevention and border management operations. Specific responsibilities include the following:

- Administering legislation that governs the admissibility of people and goods into and out of Canada;
- Detaining people who may pose a threat to Canada;
- Identifying and removing people who are inadmissible to Canada, including those involved in terrorism, organized crime, war crimes or crimes against humanity;
- Interdicting illegal goods entering or leaving Canada;
- Protecting food safety, plant and animal health, and Canada's resource base;
- Promoting Canadian economic benefits by administering trade legislation and agreements, including the enforcement of trade remedies that protect Canadian industry from the injurious effects of dumped and subsidized imported goods;
- Administering a fair and impartial redress mechanism; and
- Collecting applicable duties and taxes on imported goods.

<b>Examples of Acts Administered by the CBSA</b>	<b>CBSA Service Locations</b>
<ul style="list-style-type: none"><li>▪ <i>Agriculture and Agri-Food Administrative Monetary Penalties Act</i></li><li>▪ <i>Canada Border Services Agency Act</i></li><li>▪ <i>Citizenship Act</i></li><li>▪ <i>Criminal Code</i></li><li>▪ <i>Customs Act</i></li><li>▪ <i>Customs Tariff</i></li><li>▪ <i>Excise Act</i></li><li>▪ <i>Excise Tax Act</i></li><li>▪ <i>Export and Import Permits Act</i></li><li>▪ <i>Food and Drugs Act</i></li><li>▪ <i>Health of Animals Act</i></li><li>▪ <i>Immigration and Refugee Protection Act</i></li><li>▪ <i>Plant Protection Act</i></li><li>▪ <i>Special Import Measures Act</i></li></ul>	<p>The CBSA provides services at multiple points across Canada and abroad, including the following:</p> <ul style="list-style-type: none"><li>▪ 117 land border crossings</li><li>▪ 27 rail sites</li><li>▪ 13 international airports</li><li>▪ 440 small vessel marina reporting sites</li><li>▪ 12 ferry terminals</li><li>▪ 3 postal processing plants</li><li>▪ 3 detention facilities</li><li>▪ 48 international locations staffed with CBSA liaison officers</li><li>▪ 4 major marine port facilities</li></ul>

# STRATEGIC OUTCOME AND PROGRAM ACTIVITY ARCHITECTURE



## ORGANIZATIONAL PRIORITIES

In support of the CBSA’s strategic outcome “International trade and travel is facilitated across Canada’s border and Canada’s population is protected from border-related risks,” the Agency has established three priorities for 2012–13:

Priority	Type	Program Activities
Modernize the Agency’s business processes.	New	Risk Assessment Admissibility Determination Criminal Investigations Immigration Enforcement Recourse Revenue and Trade Management
<b>Description</b>		
<p><b>Why is this a priority?</b></p> <p>Once modernized, the Agency’s new business processes will further improve the facilitation of international trade and travel across Canada’s border and enhance the security of Canada’s population through better internal and external harmonization of systems and approaches.</p> <p><b>Plans for meeting the priority</b></p> <ul style="list-style-type: none"> <li>• Modernize the assessment and collection of revenue from importers to improve accuracy and minimize time delays.</li> <li>• Implement advance electronic reporting of cargo, conveyance, crew, and importer trade data to facilitate the risk assessment of shipments before arrival in Canada (eManifest).</li> <li>• Modernize the processing of postal imports by introducing advance electronic information, targeting and risk assessment activities while addressing outdated infrastructure in order to facilitate the timely flow of legitimate mail across the border.</li> <li>• Improve the integrity of Canada’s immigration and refugee programs by implementing the CBSA components of initiatives aimed at reducing the abuse of the refugee determination system, and combating immigration fraud and human smuggling.</li> <li>• Improve client service and the efficiency of processes for travellers by expanding the use of self-service kiosks (Automated Border Clearance) at airports.</li> <li>• Enhance the Recourse Program monitoring process.</li> <li>• Reduce backlog of outstanding files related to appealed enforcement actions.</li> <li>• Implement management tools to re-focus criminal investigations activity onto the cases of highest risk and priority.</li> </ul>		

- Implement a new Targeting Business Model and establish the National Targeting Centre.
- Strengthen International Capacity Building Partnerships.
- Support the Government of Canada’s Free Trade Agreement Negotiations.

Priority	Type	Program Activities
Implement ‘ <i>Beyond the Border: A Shared Vision for Perimeter Security and Economic Competitiveness</i> ’ with the United States.	New	Risk Assessment Secure and Trusted Partnerships Admissibility Determination Immigration Enforcement

**Description**

**Why is this a priority?**

Beyond the Border will help the Agency achieve its strategic outcome by improving the facilitation of trade and travel across Canada’s border with the United States, while at the same time enhancing the CBSA’s ability to protect Canada’s population from border-related risks.

**Plans for meeting the priority**

- Establish an integrated entry and exit information system, in conjunction with a similar system in the United States, which permits the record of an entry into one country to be used to establish an exit record from the other.
- Implement enhanced screening of travellers prior to their departure for Canada, using a common approach.
- Enhance and raise awareness of trusted trader and traveller programs to increase participation, including harmonization of program requirements and expanded benefits.
- Accelerate implementation of the Single Window Initiative and align it as much as possible to the United States single window equivalent.
- Implement physical infrastructure upgrades including potential use of shared plazas/facilities.
- Collaborate with Citizenship and Immigration Canada (CIC) to enhance sharing of information on travellers, immigration applicants and asylum seekers to improve admissibility decisions.
- Develop a harmonized approach to screening inbound cargo arriving from offshore that will result in increased security and the expedited movement of secure cargo across the Canada-US border, under the principle of “cleared once, accepted twice”.
- Implement the CBSA Strategic Framework for Engagement with the United States.
- Enhance bi-national port operations committees.

Priority	Type	Program Activities
Implement the Change Agenda.	Ongoing	Admissibility Determination Internal Services
<b>Description</b>		
<p><b>Why is this a priority?</b></p> <p>The Change Agenda was launched in 2009 as a transformative effort to accelerate the Agency’s progress toward implementing the structure, capacity, processes and corporate culture needed to continue to improve on the delivery of the CBSA’s mandate.</p> <p><b>Plans for meeting the priority</b></p> <ul style="list-style-type: none"> <li>• Advance excellence in frontline service delivery by: improving service consistency through the Service Improvement Plan, integrity and professional standards, and consistent engagement with stakeholders.</li> <li>• Improve people management by reinforcing the alignment between human resources services and program/operational requirements and supporting the development of management capacity.</li> <li>• Improve the delivery of the CBSA’s programs to ensure national consistency through comprehensive program reviews, integrated planning, functional program management, and performance monitoring.</li> </ul>		

# RISK ANALYSIS

## Operating Environment

The CBSA is mandated to balance national security and public safety with the facilitation of legitimate cross-border trade and travel. Balancing these roles requires a strong commitment to service excellence that is underpinned by the Agency's values of respect, integrity and professionalism.

Activities performed by the Agency in support of its mandate are accomplished in a complex and dynamic operating environment, driven largely by factors beyond its control. Current global economic rebalancing, international trade, human migration, dynamic travel patterns, advancements in information technology, and an increasingly changing workforce are among the challenges, threats, risks and opportunities to which the CBSA will be responding over the coming years. In this context, strategic planning relies on risk management principles to inform decision-making, integrating risk management as an essential business activity at all levels of the CBSA.

Border management is an international concern that requires global solutions and strong partnerships. In 2011, Canada and the United States signed an action plan arising from the declaration *Beyond the Border: A Shared Vision for Perimeter Security and Economic Competitiveness*, signalling a commitment to further harmonize travel and trade facilitation and strengthen security efforts between our two countries. While projects within this plan present the CBSA with opportunities to improve its capacity to identify and address threats early, facilitate trade, integrate cross-border law enforcement activities, and upgrade critical infrastructure, this plan may also present project delivery, implementation, and resource challenges.

Border management practices are evolving toward more reciprocal interaction between the CBSA and its domestic partners, including a greater emphasis on information sharing and close interaction and cooperation between federal departments and agencies. The nature and complexity of emerging threats necessitate closer coordination and co-operation with our partners to effectively mitigate them.

The degree to which the North American and European economies and trade channels recover, along with the emergence of new markets and new suppliers, will have a significant bearing on the commercial operating environment of the CBSA. Growing diversification in trade, through new trade partnerships and increasingly complex supply chains, heightens risks related to product safety and invasive or alien species. New trading partners may introduce potentially counterfeit or otherwise unregulated or unsafe imports to Canada. Along with risks associated with new sources or more diverse imports, export controls are increasingly called for to support counterproliferation efforts to intercept dual-use goods such as components used in nuclear technology. The CBSA, together with its federal partners, is taking measures to reduce threats to Canada and mitigate the impact of new risks to the Agency.

In the coming years, immigration is projected to account for most of the net growth in Canada's labour force. While immigration continues to drive Canada's growth, global and domestic demographic patterns suggest the possibility of increased irregular migration from high-risk countries. Increasing numbers of people from non-traditional countries of origin will bring new security risks and greater demands for new services and faster, more predictable and cost-effective screening processes. The increasing volume of refugee claimants has led to initiatives such as Refugee Reform, aiming to deter abuse by non-genuine claimants and to reduce the backlogs of claims and removals. Moving forward, the Government of Canada's efforts to combat human smuggling, fraudulent marriages, and other types of immigration-related fraud, and the subsequent removal of illegitimate persons, will strengthen the integrity of Canada's immigration system.

Recognizing that the CBSA's employees are its most important resource, the Agency will need to consider how best to attract and develop the required workforce to take its operations and service vision forward. Changing demographics, most notably the aging of Canada's population, represent a workforce reality. With the growing reliance on knowledge workers shared across the government, the Agency's capacity to identify corporate resource requirements, attract the diverse range of skills and talents required to meet its operational goals, and develop the next generation of leaders will determine its success in effectively delivering on its mandate.

## Enterprise Risks

In 2011, the CBSA took important steps to ensure that it is well-positioned to identify and mitigate potential risks in achieving its strategic outcome and produced the Enterprise Risk Profile (ERP), in line with the principles of Treasury Board's *Framework for the Management of Risk* and internationally recognized standards. The ERP identifies business risks and enabling risks to the Agency's ability to deliver on its mandate. The table below identifies (in order of risk exposure level) the risks that are being actively mitigated by the CBSA through the improvement of existing controls or the addition of new ones. The table also identifies linkages between the risks and the Agency's organizational priorities.

Recognizing that the context that drives risks is not static, the CBSA is introducing measures to monitor its enterprise risks on a regular basis. In this way, the ERP, in conjunction with the monitoring and reporting strategy, contributes to an ongoing dialogue of risks in the operating environment.

Risk Name	Risk Exposure Level*	Priority Linkage**
<b>Business Risks</b>		
Irregular Migration	High	Implement Beyond the Border
Terrorism	High	Implement Beyond the Border
Immigration Enforcement	High	Modernize the Agency's Business Processes
Strategic Exports	Medium	<i>Core Business***</i>
Contraband	Medium	Implement Beyond the Border
<b>Enabling Risks</b>		
Information Management	High	Implement the Change Agenda
IT Systems	Medium	Modernize the Agency's Business Processes
Targeting	Medium	Modernize the Agency's Business Processes
Management of Border Programs	Medium	Implement the Change Agenda
Human Resources	Medium	Implement the Change Agenda
Information Security	Medium	Implement the Change Agenda
Resource Optimization	Medium	Implement the Change Agenda
Organizational Responsiveness	Medium	Implement the Change Agenda
Ethical Conduct	Low	Implement the Change Agenda

\* The risk exposure level is based on the Executive Committee's evaluation of the likelihood and impact of each risk in the ERP.

\*\* Some risks are aligned with more than one organizational priority. This table identifies the priority with the closest alignment to the risk.

\*\*\* While not directly linked to the Agency-level priorities and supporting initiatives, the mitigation measures for this risk are part of the Agency's core business.

## PLANNING SUMMARY

### Financial and Human Resources

The following tables provide summary data on the financial and human resources of the CBSA for the next three fiscal years.

(\$ thousands)

Financial Resources		
2012–13	2013–14	2014–15
1,776,020	1,666,165	1,620,700

(Full-time equivalents)

Human Resources		
2012–13	2013–14	2014–15
14,034	13,911	13,960

### Planned spending changes from 2012–13 to 2013–14

The planned spending decrease of \$109.9 million is the result of adjustments made to authorities approved in multi-year initiatives.

The most significant decreases stem from the following:

- \$65.0 million final instalment on loan repayment was received in 2012–13 from the Federal Government for a cash flow adjustment to fund the Economic and Fiscal Statement;
- \$28.8 million for the *Balanced Refugee Reform Act*, resulting from the completion of the three-year backlog strategy;
- \$15.1 million resulting from the completion of three small ports at Lyleton, Goodlands and Coulter in Manitoba;

- \$9.4 million resulting from the final year of funding to implement the Accounts Receivable Ledger initiative, which is phase one of the CBSA Assessment and Revenue Management System;
- \$6.7 million resulting from funding used in the implementation of the Data Centre Recovery initiative, which is sunsetting into maintenance mode; and
- \$5.0 million funding reduction in the transfer from Transport Canada for Commercial Processing facilities at St-Bernard-de-Lacolle as a result of the majority of construction costs occurring in 2012–13.
- The most significant increases stem from the following:
  - \$18.6 million for the replacement of mainframe processors in accordance with the Shared Infrastructure Platform initiative; and
  - \$6.3 million for the procurement of detection technology equipment.

#### **Planned spending changes from 2013–14 to 2014–15**

The planned spending decrease of \$45.5 million is the result of adjustments made to authorities approved in multi-year initiatives.

The most significant decreases stem from the following:

- \$19.5 million reduction from the expected purchase of mainframe processors and other equipment in 2013–14 in accordance with the Shared Infrastructure Platform initiative;
- \$15.6 million resulting from the completion of upgrades to the Vehicle and Cargo Inspection System for Detection Technology equipment in 2013–14; and
- \$6.3 million resulting from the procurement of Detection Technology equipment in 2013–14.

## Planning Summary Table

**Strategic Outcome:** International trade and travel is facilitated across Canada's border and Canada's population is protected from border-related risks.

Performance Indicators: Protection Index Facilitation Index		Targets: To be developed To be developed			
Program Activity <sup>(b)</sup>	Forecast Spending 2011–12 (\$ thousands)	Planned Spending (\$ thousands)			Alignment to Government of Canada Outcomes <sup>(b)</sup>
		2012–13	2013–14	2014–15	
Risk Assessment	173,143	154,899	143,665	143,675	A safe and secure world through international engagement
Secure and Trusted Partnerships	70,158	45,989	46,007	46,007	A safe and secure world through international engagement
Admissibility Determination	683,820	663,844	619,701	619,675	A safe and secure Canada
Criminal Investigations	24,578	23,752	23,755	23,755	A safe and secure Canada
Immigration Enforcement	182,030	160,981	139,581	139,101	A safe and secure Canada
Recourse	10,816	10,246	10,246	10,246	A fair and secure marketplace
Revenue and Trade Management	71,143	69,967	69,976	69,976	A fair and secure marketplace
<b>Total Planned Spending</b>	<b>1,215,688</b>	<b>1,129,678</b>	<b>1,052,931</b>	<b>1,052,435</b>	

The decrease in planned spending for 2012–13 to 2014–15 is due mainly to initiatives and projects such as the reform of Canada's refugee determination system (*Balanced Refugee Reform Act*) and a cash flow adjustment between fiscal years, consistent with the Economic and Fiscal Statement 2008 actions to improve spending.

Internal Services	Forecast Spending 2011–12 (\$ thousands)	Planned Spending (\$ thousands)		
		2012–13	2013–14	2014–15
Internal Services	902,863	646,342	613,234	568,265
<b>Total Planned Spending</b>	<b>902,863</b>	<b>646,342</b>	<b>613,234</b>	<b>568,265</b>

Internal Services is a group of related activities and resources that is administered to support the needs of the programs and other corporate obligations of an organization. The main activities are governance and management support (management and oversight, communications, legal services), resource management services (human resources management, financial management, information management, information technology, travel, and other administrative services) and asset management services (real property, materiel, acquisitions).

## Contribution to the Federal Sustainable Development Strategy

The Federal Sustainable Development Strategy strengthens how the Government of Canada promotes environmental sustainability and makes important improvements to the transparency and accountability of environmental decision making.

To assess the environmental impacts of the CBSA's plans, policies and programs, the Agency has enhanced its Strategic Environmental Assessment process. An important step in the assessment is an evaluation of each proposed initiative against the goals and targets of the Federal Sustainable Development Strategy, ensuring that the Agency's initiatives are aligned with government-wide environmental priorities.

The CBSA supports the Federal Sustainable Development Strategy through commitments under two of the four themes:



These contributions are components of the following Program Activities and are further explained in Section II:

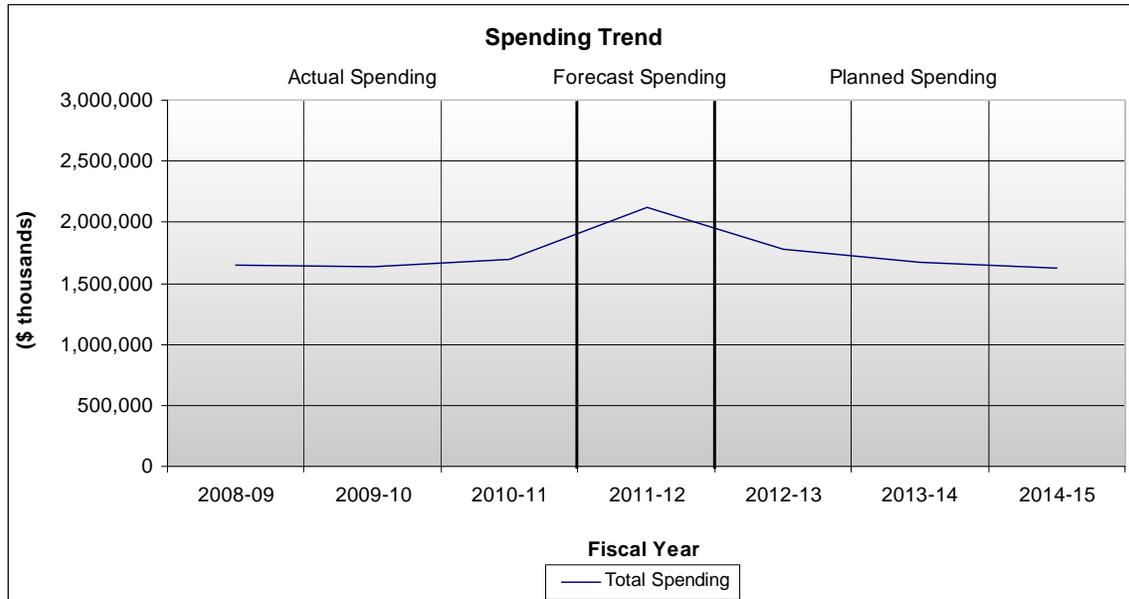
- Program Activity: Admissibility Determination
- Internal Services

For additional details on the CBSA's sustainable development activities, refer to the Agency's [Sustainable Development Strategy 2011–2013](#) and for complete details on the [Federal Sustainable Development Strategy](#), visit Environment Canada's website.

## Expenditure Profile

The CBSA plans to spend \$1,776 million in 2012–13 to achieve the expected results of its program activities and contribute to its strategic outcome. The following graph shows the Agency's spending trend from 2008–09 to 2014–15.

### Departmental Spending Trend



The spike in spending noted above was mainly related to the start of projects such as eManifest, Arming, Refugee Reform and Program Integrity. However, the Main Estimates funding over the next three years will decrease as certain projects move from the implementation phase to maintenance mode.

The CBSA is currently in the process of modernizing its business processes. As such, the Agency will continue to manage program integrity challenges with a cost containment strategy that comprises the use of strategic resource management, functional management and integrated planning. This strategy also involves putting in place a robust investment planning framework that incorporates three pillars: life-cycle asset management, technology investments and operational pressures. The framework will assist in addressing both technology and accommodations infrastructure more strategically. A strong and sustained framework for strategic resource management will enable the Agency to achieve a return on investment that will assist in managing operational and corporate pressures. As a result, the CBSA is working to allocate program integrity funding to the activities with the highest priority and greatest risk.

## ESTIMATES BY VOTE

For information on the CBSA's organizational appropriations, please see the 2012–13 *Main Estimates* publication. An electronic version of the *Main Estimates* is available at <http://www.tbs-sct.gc.ca/est-pre/20122013/p2-eng.asp>.

## SECTION II: ANALYSIS OF PROGRAM ACTIVITIES BY STRATEGIC OUTCOME

The CBSA has one strategic outcome under its 2012–13 Program Activity Architecture. The strategic outcome and seven supporting program activities focus on the Agency’s mandate and responsibility to support Canada’s national security priorities and facilitate the movement of legitimate people and goods, including food, plants and animals, across the border.

### STRATEGIC OUTCOME

**Strategic Outcome: International trade and travel are facilitated across Canada’s border and Canada’s population is protected from border-related risks.**

**Description:** The strategic outcome focuses on the Agency’s mandate and responsibility to support Canada’s national security priorities, while facilitating the legitimate cross-border movement of people and goods, including food, plants, animals and related products.

**Supporting Program Activities:**

**Risk Assessment  
Secure and Trusted Partnerships  
Admissibility Determination  
Criminal Investigations  
Immigration Enforcement  
Recourse  
Revenue and Trade Management**

### PROGRAM ACTIVITY: RISK ASSESSMENT

The Risk Assessment program activity “pushes the border out” by seeking to identify high-risk people, goods and conveyances as early as possible in the travel and trade continuum to prevent inadmissible people and goods from entering Canada. This benefits the travelling public and the trade community by enabling the Agency to focus its examination and interdiction activities on high-risk people and goods; thereby facilitating the entry of low-risk travellers and goods. The Agency uses automated risk assessment systems and intelligence to identify potential risks to the security and safety of people and goods.

Program Activity: Risk Assessment					
Human Resources (full-time equivalents) and Planned Spending (\$ thousands)					
2012–13		2013–14		2014–15	
Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending
1,068.1	154,899	1,072.6	143,665	1,074.3	143,675
Expected Result		Performance Indicator		Target	
Potential threats to the safety and security of Canada are identified and considered prior to arrival		Percentage of threats that led to a result		3.1%	

### 2012–13 Planning Highlights

**Supporting Initiative: Develop a harmonized approach to screening inbound cargo arriving from offshore that will result in increased security and the expedited movement of secure cargo across the Canada-United States border, under the principle of “cleared once, accepted twice.”**

Under the Beyond the Border Action Plan, Canada and the United States will develop an integrated, multi-modal customs and transportation security regime, which will reduce duplication and move activities away from their shared border. This regime will enhance the security supply chains, starting at the earliest possible point, ensuring the integrity of the “screened” cargo through to its destination. The initiative will include the mutual recognition of air cargo systems, the integration of advance data requirements for advance security screening and, finally, a joint strategy to address health, safety and security risks associated with inbound shipments from offshore.

In 2012–13, the CBSA will develop both a common set of required data elements for all modes of transport for advance security screening of cargo and an Integrated Cargo Security Strategy, which will address health, safety and security risks associated with inbound cargo shipments from offshore. The Integrated Cargo Security Strategy will lead to expedited crossings at the border by identifying and resolving security and contraband concerns as early as possible in the supply chain at or before the perimeter. Over time, the Agency will work to cover additional areas of activity, outside of the traditional security and contraband arena.

Finally, in 2012–13, the Agency will launch a feasibility study concerning the interdiction of high-risk wood packaging material at the first point of arrival in North America. Depending on the results of the study, inspections of wood packaging material at the perimeter could be included in the Integrated Cargo Security Strategy.

**Supporting Initiative: Implement advance electronic reporting of cargo, conveyance, crew, and importer trade data to facilitate the risk assessment of shipments before arrival in Canada (eManifest)**

The eManifest program is the third phase of the Advance Commercial Information Initiative which is designed to change the commercial import process to reflect the Agency's integrated risk management approach and keep pace with the changing global security environment. When fully implemented, carriers, freight forwarders and importers in all modes of transportation will be required to provide the CBSA with advance trade data electronically, before the goods arrive in Canada, to enable advance screening. This will "push the border out" by initiating the screening process prior to the arrival of goods at the border. It will also facilitate the flow of goods across the border by reducing at-the-border controls. The CBSA recently made electronic data transmission requirements easier for its clients to meet with the launch of its Internet-based eManifest Portal. This Portal allows businesses to electronically submit their cargo and conveyance data through the CBSA's public website.

In 2012–13, the Agency will continue to make progress in implementing eManifest. Highway will continue and rail carriers will begin to transmit cargo and conveyance data, while freight forwarders will commence transmission of house bill and supplementary cargo data. Implementation is expected to be completed by the end of 2014

**Supporting Initiative: Implement enhanced screening of travellers prior to their departure for Canada, using a common approach to screening**

- **Introduce advance passenger information systems**

In 2012–13, the CBSA will begin to develop, with CIC, an enhanced approach for identifying and interdicting inadmissible persons and security threats prior to their boarding a plane destined for Canada. Over the next four years, two initiatives will be implemented: the Electronic Travel Authorization initiative under CIC's leadership and the Interactive Advance Passenger Information (IAPI) initiative under the CBSA's.

Under the Agency's IAPI initiative, the air carrier will provide passenger data to the CBSA prior to flight departure. The CBSA's existing Advance Passenger Information / Passenger Name Record program is currently used to identify high-risk air travellers while they are en route to Canada. The IAPI program will build on the existing program and will allow the CBSA to mitigate risk and increase security while simultaneously facilitating access to Canada for legitimate travellers. These initiatives will enable enhanced screening of travellers prior to their departure for Canada and the United States and will allow "board/no board" decisions to be made before the departure of inbound flights.

- **Implement a biographic traveller information-sharing capability with the United States**

As part of the Beyond the Border Action Plan, the CBSA, in partnership with CIC will implement a systematic and automated biographic information-sharing capability with the United States by 2013. This system will facilitate the sharing of information to improve immigration admissibility determination and the verification of the identities of travellers. By 2014, this program will expand to include the implementation of a biometric information-sharing capability to reduce identity fraud, enhance screening decisions, and support a variety of administrative and enforcement actions.

**Supporting Initiative: Modernize the processing of postal imports by introducing advance electronic information, targeting and risk assessment activities while addressing outdated infrastructure in order to facilitate the timely flow of legitimate mail across the border.**

The CBSA and the Canada Post Corporation are working together to update the infrastructure and systems used to process international mail at Canada's three international Customs Mail Centres. The modernization initiative will establish an electronic information systems network to enhance risk management and revenue assessment, facilitate the movement of low-risk mail items, and create an enhanced international mail infrastructure that ensures the secure and efficient movement of international mail, while ensuring that the necessary policies are in line with the CBSA's mandate. By leveraging the use of advance electronic information to support targeting and risk assessment practices, the CBSA will have the opportunity to pursue new and more effective ways of intercepting high-risk goods.

As part of its Postal Transformation Project, Canada Post is updating its infrastructure and systems to better process domestic and international mail, including the electronic exchange of data on mail items with foreign postal administrations. This project presents an opportunity for the CBSA to collaboratively review and modernize its postal program, and fully integrate its systems and processes with Canada Post's new mechanical infrastructure.

In 2012–13, the CBSA will continue physical upgrades to mail processing facilities in order to adequately address health, safety and security concerns related to the clearance of private and commercial cross-border shipments. Working closely with the CBSA, Canada Post will begin construction of a new CBSA Mail Centre in Vancouver, which is expected to be completed in 2014. The completion of the Toronto and Montréal modernizations are expected in 2014, and 2015, respectively.

### **Supporting Initiative: Implement a new Targeting Business Model and establish the National Targeting Centre**

The CBSA's targeting process distinguishes between high-risk and low-risk goods and travellers in order to enhance security while facilitating the flow of goods and people across the border. The CBSA has committed to creating a robust, effective and efficient targeting program through the creation of a Targeting Program Functional Authority and the development and implementation of a new Targeting Business Model.

Targeting is currently performed by a number of CBSA officers at the National Risk Assessment Centre and at numerous locations in the regions using a variety of approaches and techniques. In 2012–13, the CBSA will establish a 24/7 National Targeting Centre located in the National Capital Region that will eventually be responsible for all areas of targeting (including national security, contraband, irregular migration and other government department requirements) in the air and marine modes. This single-tier approach for all risks will reduce the duplication of efforts experienced by the current targeting program and will expand and enhance the Agency's ability to identify border-related risks and prevent inadmissible people and goods from entering Canada.

## PROGRAM ACTIVITY: SECURE AND TRUSTED PARTNERSHIPS

Through the Secure and Trusted Partnerships program activity, the CBSA works closely with clients, other government departments and international border management partners to enhance trade chain and traveller security while providing pre-approved, low-risk travellers and traders with streamlined and efficient border processes. The CBSA develops and administers programs and cooperative agreements with its partners to ensure alignment with international standards (e.g. World Customs Organization SAFE Framework of Standards) and promote best practices in global border management. By increasing membership in trusted traveller and trader programs, the CBSA is able to improve its capacity to mitigate risk in advance and focus examination efforts on identifying travellers and traders of unknown or higher risk.

Program Activity: Secure and Trusted Partnerships					
Human Resources (full-time equivalents) and Planned Spending (\$ thousands)					
2012–13		2013–14		2014–15	
Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending
498.7	45,989	498.7	46,007	498.7	46,007
Expected Results		Performance Indicators		Targets	
Increased capacity to focus on high-risk people at the ports of entry		Percentage of trusted traveller passages out of all passages		8%	
Increased capacity to focus on high-risk goods at the ports of entry		Percentage of trusted trader passages out of all passages		Larger than 5%	

### 2012–13 Planning Highlights

In 2012–13, the CBSA will be continuing a review of Pre-Border programs which examines all Canadian processes, policies and systems to identify gaps and opportunities. This analysis will include gaps/issues within the current programs and provide options and solutions for ways forward. In addition, the CBSA will examine these gaps with its U.S. counterparts to reduce and/or eliminate duplication and redundant costs for the bi-national trusted programs. As the review goes forward, these programs will be aligned and harmonized with the Beyond the Border Action Plan, as described below.

### **Supporting Initiative: Enhance the Benefits of Programs that Help Trusted Businesses and Travellers Move Efficiently Across the Border**

- **Increase Harmonized Benefits to NEXUS Members**

The Trusted Traveller Programs are designed to expedite the border clearance process for pre-approved, low-risk travellers entering Canada. The NEXUS program streamlines the border clearance process and is a joint initiative with U.S. Customs and Border Protection in the air, land and marine modes of transportation.

A commitment to increase harmonized benefits to NEXUS members is identified in the Beyond the Border Action Plan. These benefits include: the increased harmonization of the NEXUS program; developing a plan to incorporate third country trusted traveller programs; extending NEXUS membership eligibility to non-resident Canadian and U.S. citizens; the development of program enhancements for all modes in enrolment, compliance and other areas. Also, to mirror the initiative that the Canadian Air Transport Security Authority implemented in 2011–12, the U.S. Transportation Security Administration will be including Canadian NEXUS members in a risk-based screening program that would provide differential treatment to NEXUS members based on levels of risk.

- **Increase benefits to participants of Partners in Protection and Customs Self Assessment by developing a framework for trusted trader programs**

The Trusted Trader Programs simplify many of the border requirements for imports from pre-approved, low-risk participants so that shipments can be processed more quickly and efficiently. In 2012–13, under the Beyond the Border Action Plan with the United States, the CBSA will continue to harmonize the Canadian Partners in Protection program with the U.S. Customs-Trade Partnership Against Terrorism program to strengthen benefits and expand membership. The CBSA will also expand, as part of the Beyond the Border Action Plan, the Customs Self Assessment program by implementing new trade-related benefits that will support economic competitiveness and prosperity. Finally, in 2012–13, the CBSA will conduct a review of its Free and Secure Trade (FAST) commercial initiative with the goal of facilitating a greater number of low-risk shipments at the border and optimizing benefits for trusted traders.

### **Supporting Initiative: Implement physical infrastructure upgrades including potential use of shared plazas/facilities**

- **Enhance Facilities to Support Trusted Trader/Traveller Programs**

As a result of the implementation of the Beyond the Border Action Plan, the CBSA and U.S. Customs and Border Protection will, wherever feasible, align the number of NEXUS lanes and/or booths at ports of entry to accommodate the expected increase in NEXUS membership. In March 2012, the CBSA finalized a plan to expand NEXUS lanes/booths and access to the lanes, as required, at jointly identified ports of entry. As a first step, to align with the existing U.S.

investments, the CBSA will expand NEXUS lanes and/or booths by Summer 2013 at the following nine locations: Abbotsford, B.C.; Aldergrove, B.C.; Fort Erie, Ont.; Sarnia, Ont.; Douglas, B.C.; Pacific Highway, B.C.; Windsor, Ont.; Queenston, Ont.; and Lacolle, Que.

In addition, by Summer 2012, a pilot project will be conducted at specified locations to allow for the use of FAST lanes/booths for all members of the CBSA's trusted trader programs. At the end of the pilot project, the CBSA will complete a review of its FAST lane capacity to determine if future investments are required to support the expansion of the program.

**Supporting Initiative: Accelerate implementation of the Single Window Initiative and align it as much as possible to the United States Single Window equivalent**

The Single Window Initiative is a CBSA-led interdepartmental initiative to improve service to the trade community by providing a single Government of Canada window through which businesses can electronically submit all information required to comply with commercial import regulations. The initiative responds to calls for action by the trade community to simplify processes at the border, reduce the paper burden, and integrate Government of Canada information requirements into the import process.

Under the Beyond the Border Action Plan, Canada and the U.S. will align their respective single window programs for imports entering their territory. Each country will seek to integrate the requirements of all government partners into their Single Window systems using a common design based on World Customs Organization principles. The Single Window Initiative will leverage all the infrastructure improvements made through eManifest to not only streamline and improve the importation process for businesses but also to provide opportunities to develop Government of Canada coordinated risk assessment processes.

As a first step toward service improvement, in 2012–13, the Agency will begin developing an integrated means of electronically collecting and disseminating regulatory information in order to replace the existing paper-based forms that participating government agencies currently employ. This will lead to enhanced and integrated service at the border toward the 2013–14 implementation.

**Supporting Initiative: Implement Strategic Framework for Engagement with the United States**

A key priority for the Agency in 2012–13 will be the implementation of the Strategic Framework for Engagement with the United States. This bilateral relationship is a vital national interest as Canada's livelihood depends on a healthy two-way flow of commerce through the shared border. The Strategic Framework enhances the Agency's engagement activities with U.S. government partners, stakeholders and other key representatives and aligns the Agency's engagement activities with other federal government departments. The framework is designed as a results-driven approach that builds on existing policy guiding documents. In addition, the framework supports the Agency's efforts in the implementation of the Beyond the Border Action Plan.

### **Supporting Initiative: Strengthen International Capacity Building Partnerships**

To mitigate threats to Canada, the CBSA will continue to work with other border management administrations to provide technical assistance and capacity building in 2012–13. Coordination and collaboration with key stakeholders such as the World Customs Organization, the Department of Foreign Affairs and International Trade and the Canadian International Development Agency ensure assistance is provided to those regions identified as both CBSA and Government of Canada priorities.

Capacity Building initiatives planned for 2012–13 include: continuing the five-year, multi-million-dollar modernization of Haitian Customs; combating human smuggling activities in South East Asia; providing strategic and technical assistance to the Afghanistan-Pakistan Co-operation Process; bilateral engagement with Mexican Customs on modernizing their training programs; bilateral engagement with Colombian immigration to enhance their knowledge of fraudulent documents; and partnering with the Organization of American States to deliver multiple air cargo and passenger interdiction workshops in Caribbean and Central American countries.

## PROGRAM ACTIVITY: ADMISSIBILITY DETERMINATION

Through the Admissibility Determination program activity, the CBSA develops, maintains and administers the policies, regulations, procedures and partnerships that enable border services officers to intercept people and goods that are inadmissible to Canada and to process legitimate people and goods seeking entry into Canada within established service standards. In addition, the Agency develops, maintains and administers the policies, regulations, procedures and partnerships to control the export of goods from Canada.

In the traveller stream, border services officers question people upon arrival to determine if they and their personal goods meet the requirements of applicable legislation and regulations to enter Canada. Border services officers will then make a decision to grant entry or refer a person for further processing (e.g. payment of duties and taxes, issuance of a document), and/or for a physical examination.

In the commercial stream, carriers and importers are required to provide information to the CBSA at or prior to arrival in Canada. Border services officers review the status of pre-arrival decisions and/or the provided accompanying documentation to determine whether the goods meet the requirements of applicable legislation and regulations to enter Canada. Based on this determination, a border services officer may refer the goods for further processing, examination and/or scientific/engineering analysis. Upon further examination goods may be seized or penalties imposed.

With some exceptions, all goods being exported from Canada must be reported “in writing” to the CBSA.

Program Activity: Admissibility Determination					
Human Resources (full-time equivalents) and Planned Spending (\$ thousands)					
2012-13		2013-14		2014-15	
Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending
6,641.0	663,844	6,635.7	619,701	6,634.7	619,675
Expected Results		Performance Indicators		Targets	
People and goods that are inadmissible to Canada are intercepted at ports of entry or within Canada		Percentage of people examined who are inadmissible and/or arrested		0.50%	
		Percentage of goods examined that are seized		0.30%	
Legitimate people and goods entering Canada at a land port of entry are processed within established service standards		Percentage of people and goods reaching the primary inspection booth within the time standards (10 minutes on weekdays; 20 minutes on weekends and holidays)		95%	

## 2012–13 Planning Highlights



### Theme III: Protecting Nature

The CBSA contributes to the Federal Sustainable Development Strategy, Theme III – *Protecting Nature*, by preventing the introduction and dispersal of invasive species and disease into Canada. The Agency’s Food, Plant and Animal Program implements measures to mitigate threats posed by invasive species and disease to ecosystems, economies and society. For more information refer to the CBSA’s [Sustainable Development Strategy 2011–2013](#).

#### **Supporting Initiative: Establish an integrated entry and exit information system, in conjunction with a similar system in the United States, which permits the record of an entry into one country to be used to establish an exit record from the other**

As part of the Beyond the Border Action Plan, in 2012–13, the CBSA and U.S. Customs and Border Protection will work to establish an integrated entry and exit information system, with particular focus on the land border environment, in which a record of an entry into one country will be used to establish a record of exit from the other. The new entry-exit system will record the biographical data of all travellers entering and exiting Canada and allow the Government of Canada to know who is in the country at any given time. The entry-exit system is scheduled to be fully implemented by mid-2014, and will apply to Canadian and U.S. citizens, permanent residents of Canada and the United States, as well as foreign nationals. This initiative will contribute to the mitigation of the terrorism, irregular migration, and immigration enforcement risks identified in the Agency’s Enterprise Risk Profile.

In 2012–13, the CBSA will begin the first phase of implementation to exchange data with the U.S. data on third-country nationals, lawful permanent residents of the U.S., and permanent residents of Canada. Implementation will begin at two to four automated common land border ports of entry and will be expanded to all automated common land border ports of entry by 2013. By 2014, the CBSA will expand the program to exchange data with the U.S. on all travellers at land border crossings.

By 2014, the CBSA will also implement an exit information program in the air mode that is similar to the U.S. system that requires airlines to submit their passenger manifest information on outbound international flights. Canada and the U.S. will begin exploratory work regarding the possible future incorporation of other modes in an integrated entry and exit information system.

**Supporting Initiative: Implement physical infrastructure upgrades including potential use of joint U.S./Canadian facilities**

- **Develop a joint Border Infrastructure Investment Plan with the United States and implement physical infrastructure upgrades at select ports of entry**

Port of entry facilities are integral to the CBSA's border operations. Physical capacity, systems and proper equipment are required to ensure that the CBSA can reliably process the volume of goods and people entering Canada within the Agency's border wait time standards. To meet both existing and future program needs, the CBSA is undertaking infrastructure replacements and upgrades.

In 2012–13, the CBSA will develop a joint Border Infrastructure Investment Plan with the United States to establish the scope, required funding, schedule, and roles and responsibilities. The Agency will initially make a significant investment in physical infrastructure at four key border crossings (Emerson, Man.; Lacolle, Que.; North Portal, Sask.; and Lansdowne, Ont.). These infrastructure upgrades may include customs plaza replacement and redevelopment, additional primary inspection lanes and booths, expanded or new secondary inspection facilities, and expanded or new connecting roads, highway interchanges and bridges.

- **Coordinate plans for physical infrastructure upgrades at small and remote ports of entry**

By mid-2012, Transport Canada, the CBSA, the U.S. Department of Transport and the U.S. Department of Homeland Security will develop joint action plans for all small ports of entry. Recommendations from these joint action plans will then be incorporated into the bilateral five-year Border Infrastructure Investment Plan on an annual basis beginning in June 2012.

**Supporting Initiative: Improve client service and the efficiency of processes for travellers by expanding the use of self-service kiosks (Automated Border Clearance) at airports**

The Automated Border Clearance process is designed to process increased volumes of travellers and accelerate passenger screening and border processing by offering the option of using self-service kiosk technology to partially automate the primary inspection process for eligible passengers travelling on valid Canadian passports or permanent resident cards. The self-service kiosks read the required information from Canadian passports or permanent resident cards as well as accept the electronic processing of Declaration Cards.

In 2012–13, the Agency plans to expand the Vancouver Automated Border Clearance pilot project to Montréal's Pierre Elliott Trudeau International Airport. The pilot project will be further expanded to Toronto's Pearson International Airport in 2013–14.

**Supporting Initiative: Enhance bi-national port operations committees**

Building on the 20 land border bi-national port operations committees already established across the country, in June 2011, the CBSA and U.S. Customs Border Protection jointly established eight additional committees at the major international airports in Canada that provide U.S. preclearance. Both the existing and new bi-national port operations committees will play an important role in improving how the CBSA and U.S. Customs and Border Protection manage travel and trade flows and expedite the processing of travellers and goods.

By December 2012, an overall evaluation of the port operations committees will be conducted, and by 2013, a decision will be made with regard to the expansion of the committee model to additional land ports of entry.

**Supporting Initiative: Advance excellence in frontline service delivery by improving service consistency through the Service Improvement Plan, integrity and professional standards, and consistent engagement with stakeholders**

- **Service Improvement Plan 2012–13**

In 2012–13, the Agency will continue to enhance its culture of service excellence by developing and implementing an Operational Service Improvement Plan. The Plan, which focuses mainly on recommendations derived from the mode-specific service improvement working groups, will be updated on an annual basis as action items are implemented. It will serve as the cornerstone of frontline service improvements for the coming years as it seeks to implement a series of multi-modal service improvements that include: providing greater national consistency of CBSA services, refining processes for travellers and commercial clients; promoting greater recognition of the CBSA brand; providing an array of reliable service standards; and exploring technical solutions, automation, and training approaches for greater client service orientation and, ultimately, the enhancement of the client experience.

## PROGRAM ACTIVITY: CRIMINAL INVESTIGATIONS

Under the Criminal Investigations program activity, the CBSA protects the integrity of border-related legislation and contributes to public safety and Canada's economic security by investigating and pursuing the prosecution of travellers, importers, exporters and/or other persons who commit criminal offences in contravention of Canada's border-related legislation.

CBSA investigators review potential border legislation violations and gather evidence using a variety of investigative techniques, including search warrants and production orders. These violations include criminal offences under the *Customs Act*, *Immigration and Refugee Protection Act*, various food/plant and animal legislation, and other border-related legislation. In conjunction with the Public Prosecution Service of Canada, the CBSA pursues the prosecution of individuals or business entities who violate Canada's border-related legislation.

Program Activity: Criminal Investigations					
Human Resources (full-time equivalents) and Planned Spending (\$ thousands)					
2012–13		2013–14		2014–15	
Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending
279.6	23,752	279.6	23,755	279.6	23,755
Expected Result		Performance Indicator		Target	
Concluded prosecutions that result in a conviction		Percentage of concluded prosecutions that result in a conviction		85%	

### 2012–13 Planning Highlights

#### **Supporting Initiative: Implement management tools to re-focus criminal investigations activity on the cases of highest risk and priority**

In 2012–13, the Agency will implement management tools to make more effective and efficient use of investigative resources as per the recommendations of a diagnostic review of the Criminal Investigations Program and the resulting Go Forward Strategy and Action Plan. The risk-based processes will target high-risk and high-priority violations of border legislation, and performance measures will enable the CBSA to monitor results and ensure that investigative resources are invested in key areas of criminal non-compliance.

A number of management tools that were developed in 2011–12 are now ready for implementation in 2012–13. These tools include: the establishment of national investigative priorities to focus the Agency's resources on investigating those violations that pose the highest risk to the safety of Canadians, the economic security of Canada and the integrity of Canada's immigration system; a new framework to guide CIC on the level of information required to enable successful prosecutions; a revised referral policy that increases the threshold frontline

officers must meet before referring a case to criminal investigations; and the use of embedded intelligence analysts within the criminal investigations program to assist in the targeting of high-risk, complex cases.

In 2012–13, the Criminal Investigations Program will also continue to conduct competency-based training aimed at preparing investigators to undertake complex investigations by acquiring forensic interview skills, major case management coordination and complex search warrant drafting capabilities. Finally in 2012–13, specific performance measures will be put in place to engage the CBSA’s internal referral sources in making quality referrals, as well as to better measure the program’s level of assistance to internal and external partners.

## PROGRAM ACTIVITY: IMMIGRATION ENFORCEMENT

The Immigration Enforcement Program determines whether foreign nationals and permanent residents who are or may be inadmissible to Canada are identified and investigated, detained, monitored and/or removed from Canada.

Foreign nationals and permanent residents of Canada believed to be inadmissible are investigated and may have a report written against them by a CBSA inland enforcement officer. Depending on the type of inadmissibility, the merits of the report are reviewed by either a Minister's Delegate or an independent decision maker at the Immigration and Refugee Board of Canada (IRB) where a CBSA hearings officer represents the Minister of Public Safety. Subsequent to this review, a removal order may be issued against the foreign national or permanent resident in question. Removal orders issued against refugee claimants are conditional and do not come into force until the claim is abandoned, withdrawn or denied by the IRB.

Program Activity: Immigration Enforcement					
Human Resources (full-time equivalents) and Planned Spending (\$ thousands)					
2012-13		2013-14		2014-15	
Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending
1,130.1	160,981	1,011.6	139,581	1,040.9	139,101
Expected Results		Performance Indicators		Targets	
Immigration enforcement actions are focused on high-priority foreign nationals and permanent residents who pose a safety and/or security risk to Canada		Percentage of criminals removed annually out of all removals from Canada		11%	
		Percentage of criminals removed from Canada compared to the annual average criminal population in the removals inventory		100%	
Failed refugee claimants are removed from Canada in a timely manner		Percentage of failed refugee claimants removed from Canada within 12 months of a negative decision from IRB		80%	

## 2012–13 Planning Highlights

### **Supporting Initiative: Improve the integrity of Canada’s immigration and refugee programs by implementing the CBSA components of initiatives aimed at reducing the abuse of the refugee determination system and combating immigration fraud and human smuggling**

- **Improve timeliness of removals for failed refugee claimants**

Reforming the refugee determination system has been identified as a Government of Canada priority. In 2012–13, Canada's new refugee determination system will come into force. It will provide more timely protection to those who need it and support more timely removal of those who are determined not to be refugees. At present, the CBSA conducts removals on a risk-based approach, meaning that the inventory of outstanding removal orders largely consists of failed refugee claimants without any public safety or security concerns. Under the reformed system, the objective would be to remove failed refugee claimants within 12 months of a final negative refugee determination made by the Immigration and Refugee Board of Canada.

Furthermore, the implementation of the Assisted Voluntary Returns and Reintegration (AVRR) pilot program will introduce a new approach to removals and will achieve both humanitarian and enforcement objectives by encouraging timely, voluntary removals and allowing failed low-risk claimants to return to their countries of origin with increased anonymity. The AVRR pilot program will increase voluntary compliance with removal orders by providing greater education to claimants on their rights and obligations throughout the refugee determination process as well as incentives to leave in a timely manner. The pilot will begin in the Greater Toronto Area in mid-2012 and will be open to participants from all countries. Failed refugee claimants who have made a claim for refugee protection in advance of the coming into force of the *Protecting Canada’s Immigration System Act* will also be eligible to participate in the AVRR pilot program.

In addition, under the reformed refugee determination system, the Refugee Appeal Division will be created at the Immigration and Refugee Board. CIC will introduce a pilot project on interventions that will allow the Refugee Appeal Division to represent the Minister of Citizenship, Immigration and Multiculturalism on cases related to credibility and program integrity. The CBSA Hearings program will continue however to represent the Minister at the Refugee Protection Division on cases involving issues of national security and criminality. The CBSA Hearings program will also be responsible for supporting CIC in various functions relating to its pilot project. Both activities will be implemented with the coming into force of the *Protecting Canada’s Immigration System Act* in the 2012–13 fiscal year.

The reformed refugee determination system will be supported by enhancements to a number of information technology systems. The Agency will upgrade its National Case Management System and will improve the tracking of refugee claimants through the asylum system and failed refugee claimants through the Removals program. Other enhancements to the Agency’s information

technology systems will include upgrades to the Secure Tracking System and its interface with CIC's Global Case Management System.

- **Enhance Canada's capacity to deal with inadmissible foreign nationals**

At times, some inadmissible foreign nationals require escort in order to remove them from Canada. Currently, CBSA inland enforcement officers perform the escort function when required. In 2012–13, the CBSA will evaluate alternative arrangements for performing the escorted removal function. This initiative will aim at reducing costs associated with escorted removals, and allocate those inland enforcement officers otherwise involved in the escort to investigate and process additional inadmissible cases.

**Supporting Initiative: Collaborate with Citizenship and Immigration Canada to enhance the sharing of information on travellers, immigration applicants and asylum seekers to improve admissibility decisions**

In 2012–13, the CBSA will continue to collaborate with CIC to enhance the sharing of information on travellers, immigration applicants and asylum seekers to improve admissibility decisions.

In 2012–13, the CBSA will undertake a number of collaborative initiatives, including: the finalization of appendices on information management and technology, information sharing, shared services and human resources for CIC/CBSA's Memorandum of Understanding; the development of a joint CBSA-CIC agenda on mutual intelligence and enforcement priorities; the development of a CIC-CBSA vision for the replacement of the Field Operations Support System; and finally, the renegotiation of the CIC-CBSA Memorandum of Understanding with the Government of Ontario with regard to information sharing in cases of welfare fraud.

## PROGRAM ACTIVITY: RECOURSE

The Recourse Program activity provides the business community and individuals with an accessible mechanism to seek an impartial review of service-related complaints, program decisions and enforcement actions taken by the CBSA. This program activity ensures that their decisions are fair, transparent and accurately reflect the Agency's policies and the Acts administered by the CBSA.

Individuals can complete a written submission if they disagree with an enforcement action or a program decision made by the CBSA or wish to submit a complaint or compliment about services. Clients are provided with a timely acknowledgement of their correspondence, before CBSA officials conduct a thorough review, taking into consideration the legislation administered by the Agency, CBSA policies, the client's point of view and, where necessary, technical opinions from CBSA experts or legal advice from the Department of Justice. Individuals who are not satisfied with the CBSA's review can appeal to the appropriate court, tribunal or external review body.

The Recourse Program also facilitates the review of external complaints of discrimination filed with the Canadian Human Rights Commission and assists the Department of Justice representing the Agency on appeals to the Federal Court, various tribunals and other external bodies.

Program Activity: Recourse					
Human Resources (full-time equivalents) and Planned Spending (\$ thousands)					
2012-13		2013-14		2014-15	
Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending
99.6	10,246	99.6	10,246	99.6	10,246
Expected Results		Performance Indicators		Targets	
Initial contact with the appellant is timely		Percentage of enforcement appeals acknowledged within 15 days		85%	
Timely decisions made in support of border services legislation.		Percentage of undecided enforcement appeals over 18 months of age.		Less than 20%	
Decisions rendered by Recourse are consistent with border-related legislation		Percentage of Recourse decisions upheld by the courts or tribunals		85%	

## **2012–13 Planning Highlights**

### **Supporting Initiative: Enhance the Recourse Program monitoring process**

In 2012–13, the Recourse Program’s monitoring activities will be enhanced by the development and implementation of a new quality assurance process coupled with the review of key performance indicators and service standards. Over the next three years, the quality assurance process will review all Recourse activities to achieve optimal efficiency and enhanced levels of accessibility, timeliness, consistency, transparency, and impartiality.

In addition, the ongoing feedback mechanism with the Border Programs Directorate will communicate the lessons learned from appeals, litigation and complaints results. Together, these activities will position the Recourse Program to better support and deliver the Beyond the Border Action Plan and Change Agenda initiatives.

### **Supporting Initiative: Reduce backlog of outstanding files related to appealed enforcement actions**

In April 2011, a project team was created within the CBSA’s Recourse Program to tackle a backlog of outstanding files related to appealed enforcement actions. The implementation of the project team allows for case loads for adjudicators to be brought to an acceptable level by 2012–2013. The project team has two goals for 2012–13: reduce to zero the backlog of workable appeals older than two years; and reduce the overall backlog of appeals to 2,500 or fewer. These goals are on track to be met by March 31, 2013. Going forward, this achievement will enable the Recourse Program to process its files in a more efficient, consistent and timely manner, thus meeting the needs of Canadian travellers and the business community.

## PROGRAM ACTIVITY: REVENUE AND TRADE MANAGEMENT

The Revenue and Trade Management Program ensures that duties and taxes owed to the Government of Canada are collected in compliance with Canadian trade and imports reporting requirements. For the purposes of this program description, “duties” means any duties or taxes levied or imposed on imported goods under certain Acts that the CBSA is responsible for administering. The Program administers international and regional trade agreements and domestic legislation and regulations governing trade in commercial goods. Through its work on free trade negotiations, the Program helps to strengthen international rules related to trade and open new markets for Canadians.

Program Activity: Revenue and Trade Management					
Human Resources (full-time equivalents) and Planned Spending (\$ thousands)					
2012–13		2013–14		2014–15	
Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending
860.7	69,967	860.7	69,976	860.7	69,976
Expected Result		Performance Indicator		Target	
Duties and taxes owed to the Government of Canada are collected in accordance with trade policies		TBD		TBD	

### 2012–13 Planning Highlights

**Supporting Initiative: Modernize the assessment and collection of revenue from importers to improve accuracy and minimize time delays**

- **Initiate the CBSA Assessment and Revenue Management Project: Improve accuracy and minimize time delays through the CBSA’s Assessment and Revenue Management initiative**

Every year the CBSA collects over \$20 billion dollars in duties, taxes and fees. To account for this massive flow of cash, and to properly serve Canadians, the CBSA needs an efficient and effective revenue management system to replace the current outdated one. The CBSA Assessment and Revenue Management (CARM) initiative will allow the Agency to streamline its procedures and automate the many labour-intensive processes required to collect, assess, manage and report on revenues effectively. This initiative will also aid in the mitigation of the risks related to management of border programs identified in the Agency’s Enterprise Risk Profile.

The first phase of CARM, the Accounts Receivable Ledger, began in 2010 and is expected to be fully implemented by 2013. The Accounts Receivable Ledger will allow the CBSA to offset refunds against existing receivables before issuing a payment. In 2012–13 the Agency will launch

subsequent phases of CARM that will allow clients to view their accounts through a self-service portal, enhance the Agency's ability to manage client identification and enrolment in CBSA programs and services, modernize assessment and reassessment processes, and provide new processes and tools to improve the administration and monitoring of trade programs.

**Supporting Initiative: Support the Government of Canada's Free Trade Agreement Negotiations**

Through its work on free trade negotiations, the Agency helps to strengthen international rules related to trade and to open new markets for Canadians by increasing the opportunities for, and the predictability of, export sales. This work contributes to the creation of jobs and boosts Canadian profits which, in turn, stimulate the economy. This program activity also helps to increase imports, making more products available at more affordable prices.

In 2012–13, the CBSA will continue to participate in the current ongoing Free Trade Agreement negotiations involving the following international partners: India, Morocco, the Caribbean Community, Ukraine, Costa Rica, Honduras, and the European Union, among others. At the same time, the Agency remains committed to support any new endeavours undertaken by the Government of Canada in relation to Free Trade Agreement negotiations during the 2012–13 fiscal year.

## INTERNAL SERVICES

Internal Services is a group of related activities and resources that is administered to support the needs of programs and other corporate obligations of an organization. The main activities are governance and management support (management and oversight, communications, legal services), resource management services (human resources management, financial management, information management, information technology, travel, and other administration services) and asset management services (real property, materiel, acquisitions). The CBSA's Internal Services supports the achievement of the Agency's strategic outcome.

Program Activity: Internal Services					
Human Resources (full-time equivalents) and Planned Spending (\$ thousands)					
2012–13		2013–14		2014–15	
Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending	Full-time Equivalents	Planned Spending
3,456.1	646,342	3,452.2	613,234	3,471.6	568,265

### 2012–13 Planning Highlights



**Theme IV:**  
Shrinking the Environmental Footprint –  
Beginning with Government

Internal Services plays a significant role in the implementation of Sustainable Development in the Agency and ensures its commitments to Theme IV of the Federal Sustainable Development Strategy — *Shrinking the Environmental Footprint — Beginning with Government* are achieved. The Agency is responsible for targets in the following areas: greenhouse gas emissions, green buildings, green procurement, electronic and electrical waste, paper consumption, printing units and green meetings. For details on the Agency's activities related to these target areas, refer to the Greening Government Operations table in Section III of this report.

### Implementing the Change Agenda

The CBSA's Change Agenda, a multi-year agency-wide transformational initiative launched in 2009–10, focuses on entrenching a culture of service excellence and ensuring that the Agency is organized to add value for Canadians and improve how it delivers its mandate.

In 2012–13, the CBSA will update its Change Agenda Strategic Framework, including the development of action plans for the three main areas that will guide the ongoing implementation of the Change Agenda, track progress and communicate results. National program consistency will be supported by improved performance monitoring and reporting through the quarterly Agency Performance Report, and the delivery of internal services will be more fully aligned to

Agency priorities and operational requirements. Furthermore, an executive summary will be drafted based on the performance data included in the Agency Performance Report and presented to the Executive Committee on a quarterly basis. As the culture of service excellence and consistent program management becomes more fully entrenched into the daily activities of the Agency, a strategy and timeline will be developed to advance initiatives under the Change Agenda.

**Supporting Initiative: Advance excellence in front-line service delivery by improving service consistency through the Service Strategy and commitments, integrity and professional standards, and consistent engagement with stakeholders**

- **Develop the Port of Entry Capacity Check Program**

The CBSA has developed the Port of Entry Capacity Check (PCC) tool to advance excellence in frontline service delivery. The PCC enables port of entry capacity to be assessed across three elements of operations: people management; frontline service and operational management; and control. The PCC supports continuous improvement by enabling the highest priority capacity needs to be identified and targeted for improvement at each individual port of entry. The PCC has been piloted at two ports of entry and the Agency will continue in 2012–13 with assessments of eight small, medium, and large ports of entry across the country. A total of 28 assessments are planned by the end of 2014–15.

- **Improve the emergency preparedness of the Agency**

The CBSA has recently introduced an operational exercise strategy that aligns with the operational priorities of the Agency and those of partner organizations domestically and in the United States. This effort combined with the Issues Management process and the changes taking place in the recently renovated facility for the Border Operations Centre allows the Agency to better predict, monitor, react and recover from significant events that will impact border travel and service delivery.

In 2012–13, the Agency will complete regional operational business resumption and business continuity plans. These plans will ensure that the economic prosperity and the competitive advantage of Canada is maintained during an emergency by keeping the border open and by supporting trade through predictable border services. In 2012–13, all seven CBSA regions will be required to test and validate their business resumption and continuity plans to ensure their effectiveness, with a business resumption regional exercise strategy to follow in 2013-14.

- **Integrity and professional standards**

In 2012–13, the Agency will begin the development and implementation of a Professional Integrity Program. The key deliverables that will be rolled out in 2012–13 and beyond will support the CBSA's initiative to improve service consistency named in the Report on Plans and Priorities, for which the CBSA commits to ensuring, *employees uphold the highest standards of*

*integrity and professionalism in their conduct and activities.* They include: a Professional Integrity Program Management Framework; online and instructor-led Professional Integrity awareness sessions for all staff; communication products; and outreach to Law Enforcement Agencies within Canada and abroad.

These steps along with enhanced security screening standards and other measures will better align the CBSA with the standards in place in other Canadian and international law enforcement agencies. Furthermore, the CBSA will be better able to provide the tools and procedures necessary to ensure that employees uphold the highest standards of integrity and professional conduct both on and off duty.

- **Increase frontline official languages service delivery capacity in regions with serious gaps**

The linguistic rights of the public are established in the *Official Languages Act* and its related Regulations and policies. The Act and policies are based on the Canadian *Charter of Rights and Freedoms* and provide for the delivery of service from federal institutions in both official languages, English and French. The CBSA, as a representative of the Canadian government, is committed to communicating with and serving the public in the official language of choice in designated offices and facilities.

In 2012–13, the Agency will continue to provide language training to border services officers in regions with a clear need for bilingual frontline service staff.

- **Reinforcing the CBSA Brand**

The Branding Initiative helps to reinforce the identity and culture of the CBSA by providing a unifying image and collective sense of purpose for the Agency and its employees to embrace. Along with enhancing its organizational culture, branding will also help increase the public's recognition and trust of the CBSA by positioning the Agency as an organization known for the quality of its workforce and the contributions it makes to Canadian security and prosperity.

In 2012–13, the Agency will continue to support this key component of the Change Agenda through a number of activities, such as developing and distributing new components of the brand including: name tags, shoulder flashes, cap badges, and vehicle markings; a CBSA flag; a new rank structure; a marksmanship badge; and, the new CBSA integrated stamp. The Agency will also continue to support the Ceremonial Program and outreach activities with the tourism and business communities in 2012–13. The expected results and benefits to Canadians include increased domestic and international awareness of the CBSA brand, roles and responsibilities, increased morale and improved corporate culture, improved image and reputation management, enhanced recruitment and retention of quality employees, and increased stakeholder trust and recognition.

- **Improving the usability of CBSA's Internet site and increasing the use of social media to enhance front-line service delivery**

In 2012–13, the CBSA will develop an external web site that demonstrates service excellence to Canadians and stakeholders by giving timely access to branded, up to date, accurate and timely information on the Agency's programs and services in multiple formats, while at the same time fully complying with government policy. Layout and design usability will be increased to allow for more intuitive searches; performance measurement capacity will be put in place to ensure constant improvement; and a mobile version of the site will be developed for ease and convenience of access. At the same time, the Agency will expand its use of social media to contribute to the CBSA's ability to promote its programs and services using the latest technologies. To ensure success and adequately mitigate risks, strong governance and management structures will be put in place; the necessary policy instruments will be created and communicated; corporate level social media initiatives will be implemented; and the necessary performance measures will be developed, used and reported upon.

- **Consistent engagement with stakeholders**

The CBSA is committed to consulting regularly with its stakeholders with respect to the strategies, policies, operational programs and administrative procedures of the Agency. In 2012–13, the CBSA's Border Commercial Consultative Committee and Air Consultative Committee will each hold three meetings. These meetings serve to promote mutually beneficial collaboration between the CBSA and its stakeholder community on border matters to the benefit of Canada and the Canadian economy. In addition, regular engagement with the CBSA's stakeholders remains vital to ensuring that the CBSA is able to communicate important messages on enhancements to the Agency's programs and services in a timely and consistent fashion.

**Supporting Initiative: Improve people management by reinforcing the alignment between human resources services and program/operational requirements and supporting the development of management capacity**

- **The implementation of a new induction model for the CBSA**

The CBSA is developing an integrated induction model for all entry-level officers. Currently, the CBSA has different recruitment and training standards for new inland enforcement officers and new border services officers. The Agency is developing a new common induction model that includes a national *ab initio* recruitment process, a renewed residential training program for recruits and a structured developmental curriculum following graduation. Collectively, these elements will better prepare officer trainees to fulfill their role as CBSA officers within the context of the Agency's mandate.

The CBSA induction program will enable the Agency, through strategic and targeted recruitment, to attract and retain quality candidates that possess the right mix of experience, skills and abilities to form part of the future CBSA workforce and meet the Agency's goals.

The new program includes the redesign of the recruitment process, with an emphasis on new assessment tools and a national assignment model that will better respond to operational pressures. For instance, the Agency will have the flexibility to post new CBSA officers to any office in Canada. From a training perspective, this program includes 600 hours of learning activities including the development of problem solving scenarios, role plays, group work and supervised study time. This program will introduce a new assessment strategy that allows recruits a second chance to succeed.

The recruitment program was launched in February 2012 and represents a key milestone as the CBSA moves to a national recruitment and training regime for entry-level CBSA officers. It also enhances the capacity of the Agency to respond to official languages and employment equity obligations. The training and developmental components of the induction program are on schedule for a fall 2012 pilot that coincides with completion of the construction at the CBSA Main Campus in Rigaud, Quebec. Full implementation of the induction program is planned for fiscal 2013–14.

- **Arming Initiative**

Arming front line officers is a major ongoing initiative within the CBSA. The Agency intends to train 5,685 officers to carry a duty firearm by 2016 within the established project budget. A recently completed Arming Way Forward Strategy provides an in-depth review of the implementation of the Arming Program. The strategy identifies cost savings and efficiencies that can be implemented over the next several years.

Moving forward in 2012–13, the CBSA will implement a number of major initiatives including implementing the Arming Way Forward recommendations while also commencing training at the new defensive tactics training facility at Rigaud that includes a 36-lane firing range. Other initiatives include launching an electronic national incident management reporting system; assessing the firearm range facility requirements of the CBSA and identifying potential partnership opportunities with other law enforcement agencies; introducing an arming program monitoring framework to confirm regional policy compliance; and implementing the recommendations of phase two of the Arming Policy Review.

**Supporting Initiative: Improve the delivery of the CBSA’s programs to ensure national consistency through comprehensive program reviews, integrated planning, functional program management, and performance monitoring**

- **Continue to functionalize Agency programs**

The Functional Management Model has been gradually introduced since 2009–10 as part of the Agency’s Change Agenda to improve national program consistency and to link program performance and risk considerations to the establishment of program priorities and the efficient management of resources. The model is organized around 10 functional programs that are aligned to the Agency’s Program Activity Architecture and account for all of the Agency’s resources and expenditures.

In 2012–13, the Agency will fully integrate the new management model into the Agency’s planning cycle and finalize a plan that will establish clear targets, milestones and timeframes for full implementation, which is expected to occur over the next three years. Building on the strong progress made to date, the Agency will further develop program strategies, integrated business plans and resource allocation models to set priorities and to track, monitor and assess program performance against those priorities. A consistent and coordinated approach to implementation will be assisted by the development of a full suite of management tools, and the Agency will focus on improving and modernizing its programs by putting in place strategic plans across all the functional programs.

- **Maturing the Enterprise Risk Management Program**

The Agency established the Enterprise Risk Management (ERM) Program to ensure a more consistent, systematic and disciplined approach to managing risks to better inform the decision-making process. This approach is in line with the expectations of good management identified by Treasury Board Secretariat and the Office of the Auditor General.

In 2012–13, the CBSA will continue to mature its ERM Program by ensuring that Agency-wide decisions are supported by complete and integrated risk information. A key activity will be to develop and implement a multi-phased Enterprise Risk Monitoring and Reporting Strategy. The strategy will outline an approach to provide the basis of an annual enterprise risk status report to senior management. In addition to providing risk management training to senior managers, the CBSA will continue to build and maintain risk management capacity across the Agency and launch an online risk management course that will be made available to all CBSA employees. This online tool is intended to increase awareness and understanding of the Agency’s ERM process and its related concepts.

- **Advance Strategic Resource Management within the Agency**

In 2012–13, the CBSA will continue to mature its Strategic Resource Management Framework. This new framework will consolidate the overall financial management framework of the Agency and base the resource allocation process on the principals of risk management. It will also ensure resource allocation is linked to the Integrated Business Planning process. This in turn will assist the Agency’s senior management in the decision-making process, leading to the internal reallocation of resources to the highest-priority activities and the areas of greatest risk.

By May 2012, the CBSA will finalize training on forecasting tools within the Agency and by April 2013 a forecasting framework will be fully implemented. By April 2013, a fully matured multi-year investment planning cycle that incorporates risk, life-cycle asset management, technology investments and temporary operational pressures, will also be fully implemented.

- **Modernize the Agency’s information technology systems and information management**

In 2011–12, the Agency developed a strategy to mitigate risks related to aging information technology used in mission-critical systems. The plan was developed in response to the 2010 Spring Report of the Auditor General of Canada, Chapter 1, “Aging Information Technology Systems” and a subsequent Treasury Board Secretariat identification exercise. In the exercise, the Secretariat worked with federal departments and agencies to agree on a consistent approach to identify the “classification” of information technology systems, and a consistent set of criteria against which to assess mission-critical systems. The development of this strategy responds to a risk identified in the Agency’s Enterprise Risk Profile with respect to information technology systems.

In 2012–13, the Agency will continue to modernize its business processes by deploying the Agency’s Functional Classification Plan; implementing the Information Management Awareness Strategy; designing the Agency’s Electronic Document and Records Management System Tool which will facilitate the capture, access and retrieval of CBSA’s Information Resources of Business Value; and making a recommendation concerning the National File Storage Model.



## SECTION III: SUPPLEMENTARY INFORMATION

### FINANCIAL HIGHLIGHTS

The future-oriented financial highlights presented below provide a general overview of the CBSA's financial operations and position. The highlights are prepared on an accrual basis to strengthen accountability and improve transparency and financial management.

#### Condensed Statement of Operations

For the year ended March 31 (\$ thousands)	Future-oriented 2012-13
<b>Total expenses</b>	1,945,657
<b>Total revenues</b>	18,792
<b>Net cost of operations</b>	1,926,865

#### Condensed Statement of Financial Position

As at March 31 (\$ thousands)	Future-oriented 2012-13
<b>Total assets</b>	623,004
<b>Total liabilities</b>	394,654
<b>Total equity</b>	228,350
<b>Total</b>	623,004

### FUTURE-ORIENTED FINANCIAL STATEMENTS

The Agency's future-oriented financial statements are available on the CBSA's website at <http://www.cbsa-asfc.gc.ca/agency-agence/reports-rapports/menu-eng.html#fs-ef>.

### SUPPLEMENTARY INFORMATION TABLES

The following tables are available on the Treasury Board of Canada Secretariat's website at <http://www.tbs-sct.gc.ca/rpp/2012-2013/info/info-eng.asp>.

Greening Government Operations  
Horizontal Initiatives  
Upcoming Internal Audits and Evaluations  
Sources of Respendable and Non-respendable Revenue  
Status Report on Transformational and Major Crown Projects  
Summary of Capital Spending by Program Activity



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## SECTION IV: OTHER ITEMS OF INTEREST

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### ORGANIZATIONAL CONTACT INFORMATION

For more information on the CBSA and its activities, please visit the CBSA's website at <http://www.cbsa-asfc.gc.ca>. Links to other websites of interest are provided below.

Canada Revenue Agency website: <http://www.cra-arc.gc.ca/>

Canadian Food Inspection Agency website: <http://www.inspection.gc.ca/>

Canadian Security Intelligence Service website: <http://www.csis.gc.ca/>

Citizenship and Immigration Canada website: <http://www.cic.gc.ca/>

Department of Finance Canada website: <http://www.fin.gc.ca/>

Foreign Affairs and International Trade Canada website: <http://www.international.gc.ca/>

Health Canada website: <http://www.hc-sc.gc.ca/>

Immigration and Refugee Board of Canada website: <http://www.irb-cisr.gc.ca/>

Public Safety Canada website: <http://www.publicsafety.gc.ca/>

Royal Canadian Mounted Police website: <http://www.rcmp-grc.gc.ca/>

Transport Canada website: <http://www.tc.gc.ca/>

