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Solicitor General Solliciteur général
Canada Canada



**NATIONAL
POLICE
SERVICES**

Consultation Document

HV
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1997

Canada 

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N3
1997

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National Police Service Consultation document

Solicitor General Canada Royal Canadian Mounted Police

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EXECUTIVE SUMMARY

The history of National Police Services is closely tied to the emergence of new law enforcement technology. Since the Canadian Criminal Identification Bureau was established in 1910, numerous federal information, technical and training services have been created to assist law enforcement agencies across Canada. These services were formally consolidated under the name of National Police Services at the 1966 Federal-Provincial Conference on Organized Crime. Current National Police Services consist of the Canadian Police Information Centre, Forensic Laboratory Services, Identification Services, Canadian Police College and Criminal Intelligence Service Canada. These services employ 752 staff and annually cost approximately \$81 million.

In the years following the 1966 Conference, many changes have occurred in the type of crime and the financial context of policing. Yet the current arrangements in place have remained virtually unchanged since that time. Therefore it is opportune to undertake a policy review of National Police Services, focussing on how to improve client services, identify emerging needs, and seek opportunities for cost-sharing arrangements.

To date, through input received from National Police Service clients and management across the country, the Solicitor General's Department and the Royal Canadian Mounted Police have developed an historical analysis, user surveys and an environmental scan. This information has identified three guiding principles in the delivery of National Police Services to assist future discussion: *partnership* among all users; *fairness* in the distribution of costs; and a commitment among all users to maximize the *efficiency* and *effectiveness* of program delivery.

The purpose of the consultation document is to solicit views concerning the governance, funding and continued operation of National Police Services in order to identify service delivery options to meet existing and future program needs.

For the purpose of this document, the discussion of these issues is grouped into the three consultation themes: *governance*, *services* and *funding*. *Governance* refers to the assessment of the current organizational structure of National Police Services to ensure appropriate accountability and management relationships with provincial and territorial partners. *Services* refers to potential changes in information management and technology to ensure National Police Services is capable of meeting future user needs. *Funding* refers to the identification of appropriate financial options to ensure stability in the delivery of National Police Services.

Questions for each of the consultation themes have been developed for discussion with National Police Services' provincial and territorial partners. The Consultation Team will be meeting with National Police Services partners in the fall of 1997 to elicit their views on these issues. The results of the consultation process will be synthesized in a report which will be used to develop options concerning governance, service and funding for the continuing delivery and renewal of National Police Services.

NATIONAL POLICE SERVICES - A BRIEF HISTORY

The history of National Police Services is closely tied to the emergence of new law enforcement technology. The evolution of the current services began in 1910 when the federal government authorized the organization of the Canadian Criminal Identification Bureau. The Bureau functioned as a central repository for finger-prints and to promote the use of finger-printing technology and photography as a means of identifying criminals across Canada. In its first year of operation the Bureau provided cameras to each federal penitentiary and sent finger-print equipment and instructions to some police forces across Canada. The distribution and use of this equipment was based on a new police awareness on the need to collect and share information across provincial and jurisdictional boundaries.

In 1920, the Northwest Mounted Police was amalgamated with the Dominion Police to create the Royal Canadian Mounted Police. Through continuing promotion, by 1937 RCMP Commissioner MacBrien was able to declare that "practically every police department in Canada co-operates to its fullest extent with the Finger Print Bureau of this force."

Throughout the 1930s and 1940s, the methods and means of criminal identification continued to evolve. Concurrently, the RCMP's national role in policing was also expanding through the establishment of provincial policing agreements in the majority of provinces. In addition to the services offered by the Finger Print Bureau (formerly the Canadian Criminal Identification Bureau), new services were launched: restricted weapon registry (1934); forensic laboratory service in Regina (1937); Modus Operandi registry as a forerunner to criminal intelligence services (1938); training of the Canadian police community at both Rockcliffe and Regina in police science and management (1939); RCMP Gazette as a publication tool to share crime index information and best practices (1940); fraudulent cheques/document examination (1944); and ongoing administration of the national registry for the *Ticket-of-Leave Act* (i.e. parole) which began in 1899.

These services continued to grow independently until 1944 when they were amalgamated into a single RCMP "Identification Branch." They would eventually be described as "National Police Services" in the early 1950s in recognition that each of these services was being shared with all police forces throughout Canada.

The official creation of the current National Police Services emerged out of a 1966 Federal-Provincial Conference on Organized Crime in Canada. The exploration of this complex issue led to the conclusion that an effective response to organized crime required co-ordination and co-operation among all police forces.

The result was an RCMP proposal for: the expansion of the existing National Police Services; the creation of the National Stolen Automobile Bureau, the Canadian Police College and the Criminal Intelligence Service Canada; and improved telecommunications-information handling through the Canadian Police Information Centre.

National Police Services was to provide technical and information services for all police jurisdictions in Canada with particular emphasis on the "gathering, correlation and dissemination of intelligence information on organized crime" (The Right Honourable Lester B. Pearson, 1965). The 1966 Federal-Provincial Conference on Organized Crime highlighted the general agreement of both levels of government that jurisdictions would have to work in close collaboration to successfully address crime or problems of public order. While no formal statement of principles was made at this juncture, it did mark the informal confirmation of a number of issues:

- new technologies advanced by governments were required to combat organized crime;
- federal and provincial co-operation was essential;
- the RCMP was to champion the new strategies for combating organized crime; and
- the new or improved services largely were provided free of charge by the federal government to all law enforcement agencies.

In 1985, the Nielsen Task Force Report noted specific gaps in the management procedures to develop future information technology for policing. In particular, individual management information systems increased expenses and inhibited inter-police communication. As a result, the Nielsen Task Force recommended continuing: the federal government's responsibility for the Criminal History/Fingerprint repositories; the cost shared agreements for the Criminal Intelligence Service Canada; and the federal government's Canadian Police Information Centre, but with user agencies' payment for the cost of terminals and access lines. The Task Force also recommended the introduction of Forensic Laboratory Services cost recovery through the police servicing agreements and Canadian Police College cost recovery through course fees.

The recommendations of the Nielsen Task Force were not implemented and these issues partially re-emerged in the 1990 Report of the Office of the Auditor General of Canada that examined the economy, efficiency and effectiveness of National Police Services. The Auditor General's report stated that the services lacked a consolidated operating philosophy and integrated vision of the future. The report also noted that there was no consistent approach to user participation and input in that not all services had advisory committees or an appropriate accounting of costs.

National Police Services continued to evolve in response to the increasing scope and influence of criminal activity across national and provincial boundaries as well as the increasing public concern about high risk offenders, violent crime and the maintenance of public safety and order. As highlighted in 1966, National Police Services continue to reflect a shared recognition that no jurisdiction can single handedly address crime or problems of public order without effective mechanisms to gain access to the knowledge and services available from other police forces across Canada.

Many of the issues facing National Police Services are linked to the current environment of fiscal restraint that exists at all levels of government. The need for National Police Services is not questioned in terms of their importance to national law enforcement. National Police Services cost \$81 million annually, accounting for a small proportion of total criminal justice expenditures in Canada. Nevertheless, the issue of increasing costs to keep pace with new technology is important to all National Police Services law enforcement partners.

What is the Purpose of the Consultation Document?

The purpose of the consultation document is to seek views concerning the governance, funding and continued operation of National Police Services in order to identify service delivery options to meet existing and future program needs. It is opportune to undertake a policy review of National Police Services, focusing on how to improve client services, identify emerging needs, and seek opportunities for cost-sharing arrangements.

Starting the Consultation Process - 1997

Preparatory work for the consultation process began in 1995 with a review of current National Police Services (a summary of work completed to date is contained in Annex A). This consultation document builds on the findings of the review process that included interviews with service clients and providers along with a history of National Police Services; focus groups and questionnaires; an environmental scan; and an activity-based costing study.

Throughout the initial review process, key questions were asked of NPS management and clients with regard to the federal government's role in National Police Services as they are currently being delivered within the RCMP. The responses to these questions indicate that the federal government is committed to National Police Services as an essential component in Canadian law enforcement and the administration of justice. The responses, however, also indicate that a stable financial and management base for National Police Services should be considered to enable these services to continue to facilitate the implementation of Canadian public safety priorities.

Proposed Principles

As noted earlier, no formal statement of broad principles underpinning National Police Services was made in 1966. Accordingly, the following proposed principles are put forward now for comment and reaction:

- **Partnership** - National Police Services contribute to the administration of justice in Canada and reflect the co-operative efforts of all jurisdictions. Without a continuing commitment of all partners to work together, the fundamental collaborative nature of these services will be eroded.
- **Fairness** - a fair apportioning of costs, based on the inputs and benefits accruing to each partner, taking each partner's financial capacity into account.
- **Maximized Efficiency and Effectiveness** - a commitment by all partners to seek ways of jointly improving the efficiency and effectiveness of services provided to all law enforcement jurisdictions.

BUILDING ON SUCCESS: THE CONTINUING NEED FOR NATIONAL POLICE SERVICES

Effective law enforcement is closely linked to an understanding of societal and technological change, reflected in new and different patterns of criminal activity. Responding to these changes often requires new and innovative methods of criminal detection (e.g. DNA testing) and prevention (e.g. community policing). Many types of criminal activity are becoming more complex and increasing electronic sophistication requires law enforcement agencies to utilize more effective methods to analyse information on criminal activity gathered from many sources. And, at the same time, police forces are increasingly restricted by reduced funding affecting all levels of government. Within this framework of change, it is expected that National Police Services will play an increasingly important role in enabling law enforcement agencies to respond to the following issues:

- New recruits and the upgrading of existing officer skills will increasingly rely on new technology and training from National Police Services. Each component of National Police Services is a centre of accumulated expertise which will perform a key role in providing technological, scientific and training support to the Canadian law enforcement community.
- The growth of more sophisticated crime such as fraud, money laundering, technological and electronic crime will place increased demand on National Police Services for information management, forensic science and training services for police agencies.

- The current fiscal environment has forced governments at all levels to identify areas where duplication of services exist or where economies of scale can be achieved through enhanced co-operation in service delivery. National Police Services offer economies of scale in information management, central repositories and scientific expertise.
- Canada is becoming increasingly tied to the global economy. This change is reflected in both conventional trade and criminal activity such as money laundering, drugs, fraud and electronic technology transcending provincial, federal and national borders. Combating this type of crime will require a commensurate level of sophistication on the part of National Police Services serving all Canadian police forces.
- The complexity of information used in modern law enforcement has vastly increased the level of reliance on scientific analysis such as DNA and new information technology. Through centralized information management and training which is not available within all other police organizations, National Police Services provide a program that capitalizes on shared information, technical advancement, reduction of overlap and duplication, standard setting and problem solving on a national level.
- Increasing reliance on scientific data in the courts emphasizes the urgency of ensuring appropriate standards in the collection and use of forensic data and police equipment. National Police Services will continue to play a lead role in ensuring that national standards of scientific evidence and information management are employed throughout the criminal justice system.

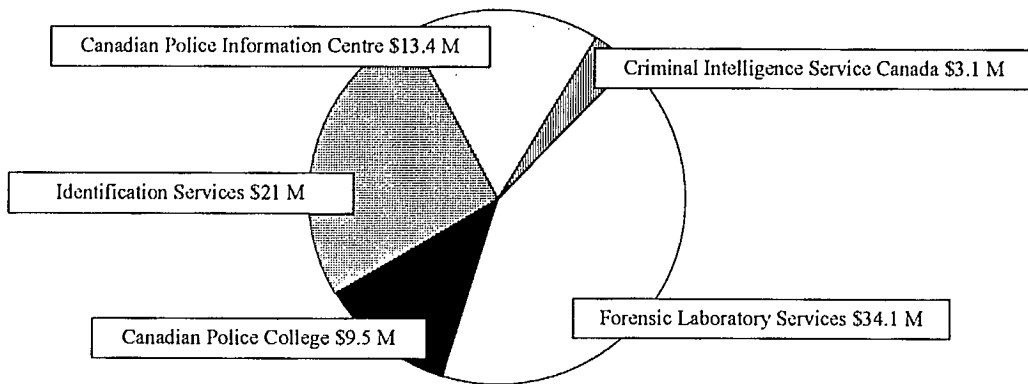
The ability of National Police Services to keep pace with the cost of new technology to meet the growing demand for service exceeds the financial resources available during a time of fiscal restraint. Further evolution is contingent upon a process of renewal and technical innovation linked to appropriate governance, improved services and increased financial support.

WHAT ARE THE NATIONAL POLICE SERVICES?

National Police Services consist of five organizations which deliver services to law enforcement agencies, governments and communities across Canada. The size, budget and client groups for each of the National Police Services differ widely. Each Service exists within the organizational and budgetary framework of the RCMP, and

does not reflect fully the cost or benefits of other administrative and support services provided to National Police Services by other branches of the RCMP. While a more complete description of these services is provided in the Annex, this section provides a brief overview to assist readers to respond to the Questions for Consultation.

Federal Cost - \$81 Million



1. **Canadian Police Information Centre (CPIC)**

Federal cost \$13.4 Million 58 Staff

The Canadian Police Information Centre was created in 1967 to meet the requirements of the law enforcement community for timely, accurate and accessible police information. CPIC, in conjunction with the Centre des renseignements policière du Québec (CRPQ), enables participating agencies to store and retrieve information on a provincial or national basis, as well as send inter-agency messages.

CPIC provides service to a wide range of clients including: police agencies and training centres; National Insurance Crime Prevention Bureau; federal and provincial government departments; and community organizations. CPIC has an Advisory Committee of 20 voting members from the federal, provincial and municipal levels of the Canadian police community. Since its inception, CPIC has grown dramatically and now contains approximately 3 million files generating over 79 million inquiries annually.

2. *Forensic Laboratory Services (FLS)*

Federal cost \$34.1 Million 330 Staff

Forensic Laboratory Services provide forensic analyses, fraudulent document and counterfeit money examinations, consultations and expert testimony to police, crown and defence counsel, and the judiciary across Canada. Quebec and Ontario have their own forensic laboratories in support of their provincial and municipal services. FLS is also responsible for the Canadian Police Research Centre which develops, evaluates and commercializes police equipment.

3. *Identification Services (Criminal Histories and Fingerprint Repositories)*

Federal cost \$21 Million 310 Staff

The Criminal Histories and Fingerprint Repositories contain about 2.7 million fingerprints and linked criminal records which are provided to the RCMP by police agencies from all provinces and territories.

Provincial and territorial jurisdictions, as well as the RCMP, rely on the repositories to provide 24-hour access to fingerprints, criminal records and other identification data to police investigators and the courts. Each year, the repositories receive more than 20 million inquiries.

4. *Canadian Police College (CPC)*

Federal cost \$9.5 Million 85 Staff

The Canadian Police College provides a wide spectrum of advanced police training in specialized investigative techniques and police administration. It also conducts research in support of the police community and provides a national library and reference centre.

In 1995, the Canadian Police College provided training for approximately 2,500 police officers from across Canada and approximately 150 police officers from outside Canada in support of Canada's international commitments. The college also conducted library research for approximately 5,500 clients; 55 per cent of these clients were from outside the RCMP.

5. *Criminal Intelligence Service Canada (CISC)*

Federal cost \$3.1 Million 19 staff

Through its central bureau in Ottawa and nine provincial bureaux, CISC provides police agencies with an intelligence network that facilitates the gathering, analysis and sharing of information on criminal activity. CISC bureaux are staffed by provincial, municipal and RCMP officers.

CISC member organizations include more than 120 federal, provincial and municipal police departments and 167 affiliate members from investigative and enforcement units within the private and public sectors.

CONSULTATION FOCUS

The RCMP and Solicitor General Secretariat are proposing that the consultations focus on the following three themes:

- GOVERNANCE: providing National Police Services with a strategic vision, policy orientation and appropriate organizational structure
- SERVICES: improving the quality of service
- FUNDING: providing sustained financial support for the continuing delivery and renewal of National Police Services

GOVERNANCE - A NEW MODEL

Each service is headed by an RCMP Director who is a member of the National Police Services - Technical Committee which is responsible for management co-ordination and liaison for all services. This committee reports to the RCMP Executive Committee. Advisory Committees comprised of representatives of the law enforcement community exist for several services; e.g. CPIC, CPC and CISC. The Advisory Committees generally influence operational decisions rather than long term strategic policy.

We may wish to consider whether National Police Services would benefit from the formation of a governing body to monitor effectiveness and to provide guidance to assist the organization to achieve its societal and stakeholder obligations. A new governance model selected for National Police Services could establish a clear accountability relationship among the governing body, stakeholders and management. The role of the governing body would be to provide the strategic vision and policy direction. It would be management's responsibility to implement the strategic vision and policy direction to achieve the National Police Services' organizational objectives in accordance with client expectations and allocated funding.

Various governance models potentially are applicable to National Police Services, for example: Crown corporation, departmental corporation, public/private consortium, Special Operating Agency, Government department; Government agency or commission (descriptions of these organizational models are at Annex B).

Regardless of the individual organizational characteristics and requirements of each of these models, a fundamental governance point of discussion is whether National Police Services should continue to be delivered within or outside the RCMP organizational structure.

A new governance model within the RCMP could entail the establishment of a National Police Services Board comprised of federal/provincial/territorial representatives. The Board would review effectiveness and provide guidance on the long term direction of National Police Services, but accountability for these services would remain within the RCMP Executive Committee. This new Board would be in addition to current advisory boards established for individual services.

A governance model for a separate National Police Services organization outside the RCMP would require a more independent governing body such as a Board of Governors comprised of federal/provincial/territorial representatives, including the RCMP. The Board of Governors would be accountable directly for National Police Services through the Solicitor General of Canada.

Adopting either of these models may require creating a senior executive position which would be responsible for the management of National Police Services at an integrated level. This position would be responsible for the implementation of policy direction established by either an Advisory Board and RCMP Executive Committee within the current RCMP structure, *or* a Board of Directors outside the RCMP.

Questions for Consultation

- a) **Should NPS have a new governance structure?**
- Should your jurisdiction be more directly involved in the governance of NPS?**
- b) **Should NPS establish an Advisory Board to oversee all services within the current RCMP organizational structure?**
- Or**
- Should NPS be reconfigured as a new organization (such as a Crown corporation, departmental corporation or Special Operating Agency) with its own governing body outside the RCMP organizational structure?**
- c) **Should NPS create a senior management position responsible for NPS at an integrated level?**

SERVICES - IMPROVING QUALITY

We may need to consider how the ability of National Police Services to meet the expanding need for information can be maintained, and how this requirement to implement new technology can be met. The need to introduce new data integration to improve the quality of service is broadly needed throughout National Police Services but is particularly urgent within the Canadian Police Information Centre.

Canadian Police Information Centre

- capital investment to modernize existing technology
- increased data capacity
- enhanced data linkages
- improved data sharing

Forensic Laboratory Services

- DNA typing and data bank
- increased demand for scientific analysis
- increased capacity to deal with computer crime
- increased research and development

Identification Services (Criminal Histories and Fingerprint Repositories)

- capital investment to modernize existing technology
- integration of new systems for high risk, long term offenders and sex offenders
- capacity to meet increased demand from users for non-criminal background checks
- automated data entry systems

Canadian Police College

- strengthened research capacity to identify future training requirements
- partnerships with other educational institutions
- increased revenue to cover current costs and expand capacity to meet client training requirements
- expanded user fees

Criminal Intelligence Service Canada

- better inter-agency co-ordination
- strengthened inter-agency linkages through personnel secondments and exchanges

Questions for Consultation

- a) Are you satisfied with the quality of services being provided? If not, why not?**
- b) What services are most indispensable for the future?**
- c) Are these emerging needs in client services closely matched with your own priorities?**
- d) Are there new services which should be added? If so, which ones?**
- e) What public policy issues would be affected by private sector management involvement in service delivery?**

FUNDING OPTIONS - SECURING THE FUTURE

As one looks to the future, consideration should be given to the need for increased revenue and capital spending to maintain the current standard of client services and to keep pace with new technology. While the RCMP administers federally provided funds for all National Police Services, the cost of generating the data contained in the data banks is largely borne by the provincial partners. In return the partners are able to access without charge the information contained in the National Police Service data banks. Frequent users of most National Police Services are also those who contribute most heavily to the information provided for the benefit of all users.

For the past 30 years this arrangement has proved satisfactory, but the success of this arrangement has also led to the need to increase National Police Services' capacity to meet expanding service demand. Meeting this demand will require new financial commitments from the federal government and its National Police Services partners.

As a result of directions received from earlier reviews of National Police Services, several services have made changes to improve efficiency and increase revenue. While these changes represent significant first steps in dealing with resource constraints and improved client services, the modernization of National Police Services will require capital allocations beyond the current fiscal capacity of the federal government.

Questions for Consultation

Are there preferred options for the funding of NPS such as:

- a) user fees?
- b) targeted financial contributions, e.g. CPIC?
- c) federal-provincial/territorial cost shared agreements?
- d) private sector investment?

Should different funding options be considered for each Service (for example, the Forensic Laboratory Services' DNA casework analysis and databank) or should NPS be considered as a single funding unit?

NEXT STEPS

National Police Services' functions and client relationships rely on an uninterrupted flow of information among all partners. This consultation process is intended to generate discussion on the best means of ensuring continuity and growth in the delivery of these essential services.

Following distribution of this document, a Consultation Team from the Solicitor General's Department and the RCMP will set up regional consultation sessions in the fall of 1997 to meet with partners and solicit their views. Written comments and responses to the Consultation Document will be welcomed.

The information collected by the Consultation Team will be synthesized into recommendations and summarized in a Consultation Report. Subsequent consideration of the draft Consultation Report will result in the preparation of specific federal government options to be tabled at an appropriate federal/provincial/territorial meeting. The purpose of these discussions would be to reach agreement on which options should be pursued and to establish an appropriate means and timetable to achieve the goal of National Police Services renewal.

Written submissions can be forwarded to the address indicated below.

Mr. Michel Perron
Senior Advisor
8th floor, 340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8
e-mail: Perronm@sgc.gc.ca

Summary List of Consultation Questions

GOVERNANCE

- a) Should NPS have a new governance structure?

Should your jurisdiction be more directly involved in the governance of NPS?
- b) Should NPS establish an Advisory Board to oversee all services within the current RCMP organizational structure?

Or

Should NPS be reconfigured as a new organization (such as a Crown corporation, departmental corporation or Special Operating Agency) with its own governing body outside the RCMP organizational structure?
- c) Should NPS create a senior management position responsible for NPS at an integrated level?

SERVICES

- a) Are you satisfied with the services being provided? If not, why not?
- b) What services are most indispensable for the future?
- c) Are these emerging needs in client services closely matched with your own priorities?
- d) Are there new services which should be added? If so, which ones?
- e) What public policy issues would be affected by private sector management involvement in service delivery?

FUNDING

Are there preferred options for the funding of NPS such as:

- a) user fees?
 - b) targeted financial contributions, e.g. CPIC?
 - c) federal-provincial/territorial cost shared agreements?
 - d) private sector investment?
- Should different funding options be considered for each Service (for example, the Forensic Laboratory Services' DNA casework analysis and databank) or should NPS be considered as a single funding unit?



Royal Canadian
Mounted Police

Gendarmerie royale
du Canada



ANNEX "A"

to Consultation Document

National Police Services

Service Profiles

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ACTION PLAN FOR SOLICITOR GENERAL/RCMP POLICY REVIEW OF NATIONAL POLICE SERVICES

Background:

The Solicitor General of Canada and the Royal Canadian Mounted Police have jointly undertaken a policy review of National Police Services. For the purposes of the Review, National Police Services were defined as *Forensic Laboratory Services, Fraudulent Cheque Section, Canadian Police Information Centre (CPIC), Criminal History/Fingerprint Repository* components of Identification Services, *Criminal Intelligence Service - Canada (CISC)*, and the *Canadian Police College (CPC)*. The objective of the joint review is to seek ways to improve client services, identify emerging needs, and explore opportunities for cost-sharing arrangements.

Work Plan:

The work plan has been comprised of the following components to date:

- research the origin and evolution of National Police Services from inception, through the 1966 Federal/Provincial Conference on Organized Crime, to the present;
- conduct a costing study of National Police Services;
- survey National Police Services program managers, employees and clients concerning internal strengths and weaknesses;
- develop an environmental scan to assess the external environment for opportunities and threats in the areas of socio-demographic trends, fiscal pressures/political situation, immigration trends, crime trends, technological threats, and technological trends; and,
- prepare a consolidation report of findings to support consultations and development of options for the future of National Police Services.



PROFILES OF NATIONAL POLICE SERVICES

FORENSIC LABORATORY SERVICE

Mandate/Statutory Authority for the Forensic Laboratory Services(FLS)

The current mandate statement of the RCMP Forensic Laboratory Service is as follows:

“The RCMP shall maintain forensic laboratories for the purposes of providing scientific and technical assistance to law enforcement agencies, the latter includes federal and provincial governments and agencies, and courts of criminal jurisdiction.”

Major Lines of Service

The major lines of service of the FLS include:

- *Laboratory analyses and examinations* and provision of reports in response to physical evidence submitted by police agencies.
- *Expert testimony in criminal courts* on results obtained and conclusions to be drawn from the results.
- *Research and Development* in support of forensic science and police equipment
- *External Training/Assistance*

Client Groups by Major Lines of Service

For analyses/examinations and expert testimony, the main client groups include all public police agencies across Canada, except in Quebec and Ontario, which have their own laboratory services. The FLS does provide limited assistance to police agencies in Quebec and Ontario, i.e. in the National Capital Region and for all national services (e.g. counterfeits). Other client groups include crown counsel and criminal courts in all jurisdictions, and to a lesser extent, defence counsel.



For Research & Development, public police agencies are the primary client group.

For external assistance, the client group includes the Canadian police community, federal and provincial government departments and forensic science services in other jurisdictions.

Service Delivery Resources and Organization

Budget

The overall estimated cost to the federal government of providing the FLS in fiscal year 1994-95 was \$33,154,068 (KPMG Study). Of this total, the largest portion, \$30,490,786, was devoted to the first line of service identified above.

Information is available on the costs of analyses and examinations in relation to cases submitted to the FLS, including information on the different unit costs.

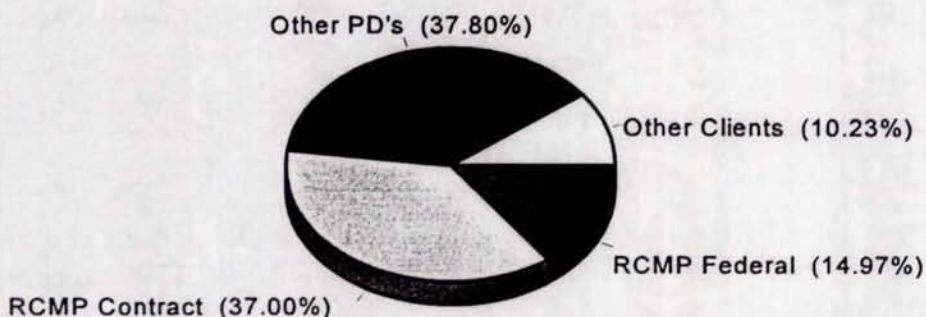
Relatively small amounts were allocated to the remaining:

- expert testimony - \$1,000,000;
- R & D - \$393,260; and,
- training/assistance - \$420,000



Forensic Laboratory Services

KPMG Cost Allocation Model



Cost-Recovery Arrangements

FLS has very limited cost-recovery; in 1994/95, \$16,730 was cost-recovered and \$123,000 was received for R&D from National Defence and the National Research Council.

FTE's

FLS personnel totals about 320 forensic scientists, technologists, and Public Service personnel with expertise in conducting analyses and examinations of various kinds of evidence including alcohol, biological, chemical, and toxicological substances. In addition, the FLS has experts in firearms identification, including examination of evidence in crimes committed with firearms; the use of photography in forensic science; and examination of documents, including questioned documents and counterfeit money.

Organizational Arrangements for Service Delivery

The FLS deliver services through a laboratory located in Ottawa and regional laboratories in Halifax (serving Atlantic Canada), Winnipeg (serving Manitoba), Regina (serving Saskatchewan), Edmonton (serving Alberta and NWT), and Vancouver (serving British Columbia and the Yukon). All the laboratories provide a full range of services. The laboratory in Ottawa is also responsible for a centralized service for the examination of counterfeit currency and travel documents, for R&D and external assistance, and provides analyses and examination for RCMP federal law enforcement in Ontario and Quebec. Forensic services are also provided to NCR police agencies through agreement.



Inputs/Utilization of Forensic Laboratory Services by Jurisdictions/Agencies

Canadian police and law enforcement agencies do not contribute directly to the delivery of FLS, either financially or in kind (e.g., provision of specialized personnel to work in the FLS).

Utilization of FLS analysis and examination is indicated by annual statistics on volume of cases submitted and reports prepared. For Fiscal year 1994-95, the number of cases submitted was 22,971 and the number of reports issued to clients was 24,560. Of the total number of cases reported, only 3,397 or 13.8% were provided to Federal RCMP or other federal enforcement programs. The remaining 21,163 or 86.2% of reports were for provincial and municipal police agencies, including RCMP provincial and municipal detachments. Of the reports issued, approximately 50% were pursuant to the examination of travel documents and counterfeit money.

Issues For the Future of FLS

Improving Services to Clients

While client surveys indicated strong overall ratings of the services provided by the FLS, one of the needs identified by clients was improvement in the timeliness of response to cases submitted to the FLS for analysis and examination.

With respect to the effectiveness of the utilization of FLS by police, there is systematic information available on the distribution of cases by type of offence, as well as information on the impact of FLS results and conclusions on the outcome of police investigations (e.g. determination of criminal offence; suspect developed; association established between victim, suspect and crime scene; suspect eliminated, etc.).

Emerging Needs

In a survey of clients, DNA typing was most frequently cited as requiring more resources to provide information in a timely manner and to be available in a wider range of cases. In addition, there is a growing demand for analyses and examinations of all types in relation to crimes against the person, a growing reliance by the courts on forensic evidence, more crime involving technology (computer crime), growing use of new scientific methods of identification and the need for a DNA databank.



FRAUDULENT CHEQUE SECTION (FCS)

Mandate/Statutory Authority for the Service

The Fraudulent Cheques Section was created as one component of the Services developed as a result of the 1966 Federal-Provincial Conference on Organized Crime. *In 1995, the FCS was incorporated into the FLS; although separately profiled here, will be dealt with generally as a component of FLS.*

Major Lines of Service

The two key lines of service of the FCS are:

- Examination of handwriting and identification of authors of fraudulent documents through the use of the national repository of handwriting used in the commission of offences such as forgery, uttering, threats, robbery, etc.
- Maintaining a national repository of handwriting used in the commission of offences.

Client Groups within Police, other Criminal Justice Agencies, Law Enforcement Agencies, etc.

FCS provides investigative leads to police investigators by providing the names of suspects whose handwriting is similar to that on a questioned fraudulent document and associating questioned written documents with material in the repository. All Canadian police forces qualify as potential clients of the service.

Service Delivery Resources and Organization

Budget

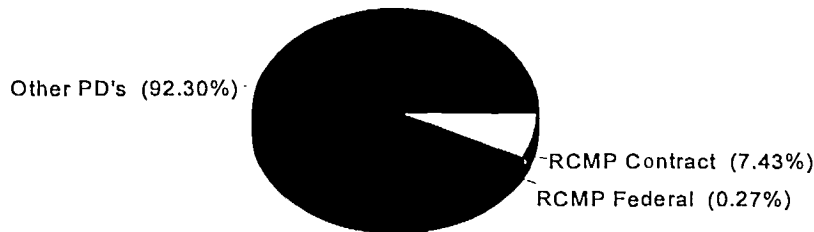
The estimated cost to the federal government of providing this service is \$978,674 in 1994/95:

| | |
|-----------------|-----------------|
| RCMP Contract - | \$ 72,715; |
| RCMP Federal - | \$ 2,642; |
| Other PD's - | \$903,317; and, |
| Other Clients - | \$ 0. |



Fraudulent Cheques Section

KPMG Cost Allocation Model



Cost-Recovery Arrangements

There are no cost-recovery arrangements in place.

FTE's (Including Expertise Possessed by Personnel)

There are 10 FTE's within the FCS, with expertise in document examination, handwriting and patterns, and types of crime involving handwriting.

Organizational Arrangements for Service Delivery

The FCS is located in Ottawa and serves all jurisdictions from this central location. The forensic laboratories operated by Ontario and Quebec do not provide this type of service.

Inputs into FCS by Jurisdictions/Agencies

Samples of handwriting/hand printing submitted by police investigators in connection with suspected criminal offences are included in the national repository upon completion of the case examination. The national repository and the expertise of the FCS members are the two main assets of this program.

Utilization of Service by Jurisdiction

There were about 43,000 cases submitted to the FCS over the five-year period from 1990-1995, an average of approximately 8,600 requests per year. About 90% of all the cases were submitted by police agencies in Quebec (47%) and Ontario (46%), with the bulk of the queries originating from the Metropolitan Toronto Police and the Montreal Urban Community Police Services.



Issues for the Future of the Service

Improving Service to Clients

The most important demand from clients is improvement in the timeliness and efficiency of the service through the electronic transmission of documents, and automated image storage and retrieval.

Emerging Needs

The demand for FCS service has increased in the area of credit card fraud and decreased somewhat in the area of fraudulent cheques, reflecting the evolving nature of financial transactions. The computer recognition of handwriting has a potentially significant impact on FCS casework processes.

CANADIAN POLICE INFORMATION CENTRE (CPIC)

Mandate/Statutory Authority for the Service

Sections 5, and 21(2) of the RCMP Act provide authority for the provision of CPIC as a National Police Service.

Major Lines of Service

The main lines of service of CPIC include the following:

- *Investigative Data banks:* Persons Files (missing and wanted persons, persons on conditional release (probation and parole), prohibitions (e.g., owning a firearm), Stolen Vehicles, Property, and Marine Files.
- *Access to Identification Data Banks:* Criminal Record/Criminal Name Index/ Criminal Synopsis Files, Missing Persons, and the Restricted Weapons Registration System(RWRS)
- *Ancillary Data Banks* which provide access to information from other agencies and jurisdictions, including Motor Vehicle Registration and Licence bureaux, Offender



Management System (OMS) of the Correctional Services of Canada, the Citizenship and Immigration Canada Field Operations Support System (FOSS) and the Automated Canada-United States Police Information Exchange System (ACUPIES).

- *Intelligence Data Banks* includes the access to the Automated Criminal Intelligence Information System (ACIIS) operated by the Criminal Intelligence Service of Canada.
- *CPIC Audit Function* - technical assistance to agency members; audits of the Investigative Data Bank; compliance with CPIC policies regarding information integrity and authorized access; and training to member agencies.
- *Off-Line Searches in support of major investigations.* Due to the complex nature of these queries, involving one or more CPIC data banks, these searches are performed by CPIC Services personnel located at RCMP Headquarters.
- *CPIC Messaging Function*, permitting bilateral or multilateral communication among all member agencies.

Client Groups for Each Line of Service

There are three categories of agencies, with different degrees of access to CPIC Data Banks:

- *Category I Agencies*, law enforcement agencies whose personnel have full peace officer powers under the *Criminal Code of Canada*, as specified in federal legislation and provincial police acts. These agencies, which include virtually all public police agencies in Canada, have the authority to create, modify and delete files from CPIC Data Banks;
- *Category II Agencies*, agencies with limited peace officer powers under the *Criminal Code* specified in federal or provincial legislation (e.g., *Customs Act*, *Immigration Act*, etc.) These agencies have access to certain files, and some authority to create, modify and delete files from CPIC Data Banks.
- *Category III Agencies*, agencies which have a role complementary to policing and law enforcement. These agencies have access to certain CPIC files, but no authority to create, modify or delete files. This category includes CSIS, the National Insurance Crime Prevention Bureau, etc.



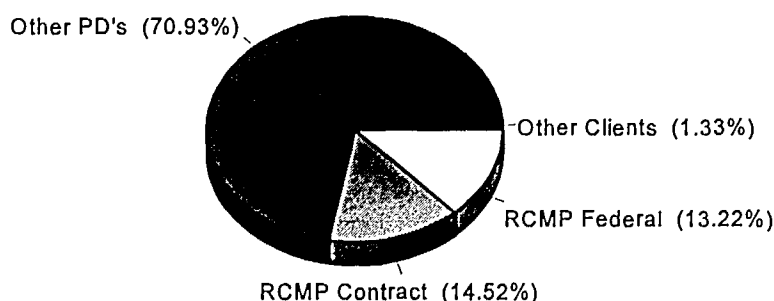
CPIC Services also provide support to law enforcement queries from other jurisdictions, through the ACUPIES interface with the U.S.

CPIC Identification Data Banks indirectly provide a service to a wide range of public, private and voluntary sector organizations conducting background screening checks of persons seeking employment or seeking positions of responsibility.

Service Delivery Resources and Organization

Canadian Police Information Centre

KPMG Cost Allocation Model



Budget

The estimated total cost to the federal government for the CPIC was \$13,480,901 for fiscal year 1994/95 (KPMG Study). No budget estimates are available for the different lines of service identified above.

Cost-Recovery Arrangements

There is increasing cost-sharing in the provision of CPIC services to member agencies. CPIC Services have in the past provided each Category I agency, at federal cost, with the number of communication lines necessary to support the level of transactions between the agency and CPIC.

For Category II and III agencies, the full cost of communications links to the CPIC system is the responsibility of the agency. The only exception to this policy is with respect to the four provincial motor vehicle/licence data bases (B.C., Alta., Ont., and Que.), where the cost of the



communications link to CPIC is borne by the federal government, with each level of government assuming the cost of its side of the interface between the provincial data base and CPIC.

FTE's (Including Expertise Possessed by Personnel)

CPIC's 58 FTE's include personnel with expertise in information technology, police investigative and enforcement-related information requirements, and policy and operational issues involved in providing a common information service with many users and contributors.

Organizational Arrangements for Service Delivery

CPIC services are provided from the RCMP Data Centre in Ottawa. Network facilities to member agencies are provided through commercial telecommunications services, with Government Telecommunication & Informatics Service (GTIS) being responsible for contracting for "bandwidth" from the private sector. CPIC Audit and User Services are located in RCMP Divisions in all provinces except Prince Edward Island, and provide services to CPIC agencies. The Nova Scotia office services Prince Edward Island, British Columbia services the Yukon, and Alberta services the Northwest Territories.

Inputs into CPIC Data Banks by Jurisdictions and Agencies

Over the past several years, a CPIC Advisory Committee, made up of about 20 members from police agencies in Canada, has provided direction on its operation.

All jurisdictions contribute heavily to CPIC Data Banks. In the Fiscal Year 1994/95, these jurisdictions, including federal departments and agencies, created or updated over 1.3 million records and there were a total of about 2.9 million files on CPIC Data banks at any given time. In addition, information from provincial and territorial motor vehicle and licencing bureaux was available nationally through CPIC. Overall, provincial and municipal jurisdictions (including RCMP contract policing), provide most of the information available through CPIC. No precise quantitative measure of the proportion of information provided by federal, provincial and municipal jurisdictions is available.

Utilization of CPIC Files by Jurisdictions/Agencies

Over 79 million queries of CPIC Data Banks were made during Fiscal Year 1994-95, distributed proportionally to the population of each jurisdiction. The bulk of the queries was directed to the files relating to persons under some form of constraint under the *Criminal Code of Canada*, and who pose some degree of threat to public safety.



Of the total of about 2.9 million records on CPIC Data Banks, approximately 1.3 million are records of persons, most of whom (over 1.0 million), are persons with some form of involvement in the criminal justice system, e.g. federal inmates, persons on conditional release programs from federal and provincial institutions, wanted persons, persons prohibited from various activities/privileges, etc. The remainder of the entries consist of stolen property/valuables of various kinds, with two of the most important categories being stolen motor vehicles and firearms.

Federal departments and agencies rely heavily on information accessed through CPIC for the delivery of federal public safety and criminal justice programs, including the following:

- Provision of access to the Correctional Service of Canada Offender Management System to all police agencies, thereby providing information on conditions of release for all federal inmates.
- Access by police and law enforcement officials to files on high risk offenders.
- Access to the Criminal History Repository for security screening by the Canadian Security Intelligence Service (CSIS) and other federal government security officials.
- Access to the Restricted Weapons Registration System (and eventually the Canadian Firearms Registration System) by police officers responsible for administering firearms legislation across Canada.

Similarly, CPIC is a critical service to all provincial and municipal policing programs.

Issues For The Future of the Service

Improving Services to Clients

The survey conducted by CPIC Services in 1994 indicated that users wanted major improvements in terms of timely access to critical information in order to make optimal decisions that ensure the safety of the public and of the enforcement officer. The solution envisaged by all users was a move towards a more integrated approach to the management and sharing of information within the criminal justice and law enforcement sectors, as well as access to information in the mental health and civil justice sectors. Improved information technology was viewed by users as the major vehicle for improvement of services. Based on interviews



with the program employees, removal of policy constraints to allow access to other federal and provincial databases would improve service. They agreed with the clients on the need for improved technology.

Emerging Needs

Following the Campbell Inquiry into the Bernardo investigation, there is a recognition within the police and law enforcement community of the need for improved information analysis and linkage in order to deal effectively with serial crimes, organized criminal activities and sophisticated economic crime. There is also a widespread recognition of the need for information technology tools to enable the police and law enforcement community to effectively collect, analyse and disseminate information on criminal activities, to support the management of major criminal investigations, and to provide police personnel with the training to use these tools effectively.

Program manager and employee interviews highlighted the expected increase in information that will be placed on the system, and the increase in the number of parties that will have access. The requirement to search, analyze, and link data will become increasingly important in the future.

Funding/Cost-Sharing Arrangements

The largest single issue facing CPIC Services, (including the Criminal History/Fingerprint Repositories) is to find the up-front capital necessary to modernize the network and transactional software, and to ensure coordination with provincial jurisdictions in re-engineering criminal justice programs and systems (CPIC 2001 and Ident 2000 initiatives). Unless the resources can be found to modernize the systems and networks that support criminal justice and law enforcement information management and sharing, then it will not be possible to achieve gains in efficiency and effectiveness required to ensure public safety in a climate of fiscal restraint.

IDENTIFICATION SERVICES (CRIMINAL HISTORY AND FINGERPRINT REPOSITORIES)

Statutory Authority for the Service

The statutory authorities for the operation of Criminal History and Fingerprint Repositories are as follows:

Identification of Criminals Act and Order in Council, P.C. 1954 - 1109
Criminal Code, Sections 667(1)(a),(c) and (5)



Criminal Records Act, Section 6 (2)
Young Offenders Act, Sections 41 (1),(2), 44 (1), 45.

Major Lines of Service

The focus of this Policy Review is on the following information banks and services:

- *Criminal History/Fingerprint Repository*, which can be queried through CPIC, containing about 2.7 million records and linked fingerprints of persons charged and convicted of criminal offenses.

Client Groups Within Police, Other Criminal Justice Agencies, Law Enforcement Agencies, etc.

Criminal History/Fingerprint Repositories serve a wide range of client groups across the entire criminal justice and law enforcement sectors, and also extend to the national security as well as to the private and voluntary sectors.

The bulk of the information contained in these repositories is provided by criminal justice agencies (police, courts, corrections and conditional release) under provincial and municipal jurisdiction.

Federal departments and agencies rely heavily on these Repositories for federal public safety and criminal justice programs, including the National Parole Board screening of applicants for pardons, screening of applicants for firearms licences, security clearance and background checks performed by CSIS and federal department security officers, Citizenship and Immigration Canada and Revenue Canada Customs.

Service Delivery Resources and Organization

Budget

The total estimated federal cost for maintaining the Criminal History and Fingerprint Repositories in 1994-95 was \$8,416,650 and \$12,573,439, respectively (KPMG Study). About \$6.7 million per year of the RCMP O&M budget is allocated to ongoing updating and maintenance of the Criminal History Repository. The corresponding amount for the Fingerprint Repository is \$5.3 million.



Cost-Recovery Arrangements

There are limited cost-recovery arrangements in place at present for the provision of Identification Services. These include approximately \$510,000 per annum for civil (non-criminal) checks of the Criminal History Repository, and an additional \$850,000 per annum from the National Parole Board for the performance of Criminal History Repository checks for pardon applicants.

Although the Federal government does not charge fees for access to the data banks, except as noted above, there are some indirect cost-recovery arrangements related to the use of these repositories. Specifically, many municipal police agencies charge a fee for background checks of the Criminal History Repository on behalf of private sector employers and for some requests from voluntary sector agencies screening volunteers for positions of responsibility. These fees cover agency resources expended during the searches. There is no quantitative information available on the extent of these practices, or the amount of revenue generated.

FTE's (Including Expertise Possessed by Personnel)

The approximately 310 personnel responsible for the maintenance of the Criminal History and Fingerprint Repositories possess a wide range of expertise, including expertise in the areas of criminal law and the administration of justice and the operation of automated information databases containing criminal history and fingerprint data.

Organizational Arrangements for Service Delivery

The Criminal History and Fingerprint Repositories are maintained centrally in Ottawa, with direct access provided through the CPIC network to the Criminal History Repository and related indices to all Category I, II, and III agencies.

Inputs Into Services by Jurisdiction/Agencies

Most of the information contained in the Criminal History and Fingerprint Repositories is supplied by police and other criminal justice agencies within provincial and territorial jurisdiction (including RCMP contract resources). At this time, most records are created and updated through a paper-based process requiring the completion and mailing of forms for verification and entry into the repositories. As part of *Identification 2000*, seven police agencies participated in pilot testing of direct entry technology to capture and automatically down-load



criminal history information directly to the Criminal History Repository. The RCMP is now planning to implement direct-entry of criminal history information nationally. This re-engineering initiative will be implemented as fast as provincial and territorial jurisdictions can implement direct-entry information technology.

The Criminal History/Fingerprint Repositories contain about 2.7 million criminal records and linked fingerprint records. Approximately 240,000 new criminal records and associated fingerprint records are added to the repositories and about 240,000 records are updated every year.

Utilization of Services by Jurisdictions/Agencies

Departments and agencies at all levels of government rely extensively on these repositories to support regulatory, law enforcement, and criminal justice programs. For example, at the Federal level: pardons applications, background checks on employees, security checks, and applications for immigration.

Provincial and Territorial jurisdictions rely heavily on these Repositories for criminal investigations; prosecution of individuals for criminal offences; classification of, and planning for, offenders serving sentences in provincial institutions; and screening of individuals. These repositories are also used in screening applicants for firearms licenses. Overall, about 25% of queries to CPIC are directed to the Criminal History Repository, about 20 million queries per year.

No precise quantitative information is available at this time on the levels of contributions to, and use of, information in these repositories. Generally, it is believed that the jurisdictions with larger populations and higher levels of crime are the largest contributors and users. In terms of the police community, this means that the large municipal police agencies are the largest users of these repositories, followed by provincial police agencies (including RCMP contract services).

Issues for the Future of the Service

Improving Service to Clients

One of the key issues for the Criminal History Repository is the accuracy, completeness, and timeliness of information available from this repository. The present paper-based arrangement for information input and updating is labour-intensive, cumbersome, and inefficient with potential problems in terms of the accuracy and completeness of information provided to the



repository by the police community. Significant resources are devoted by the Repositories to quality control of information submitted for entry. Accordingly, an important area for improvement in service to clients is the promotion of improved quality in the information provided to the Repositories. Service standards are expected to improve with the implementation of state-of-the-art technology in the *Identification 2000 project*.

The Criminal History and Fingerprint Repositories will undoubtedly play an integral role in an integrated criminal justice information system, once established.

Emerging Needs

An important emerging need in relation to these repositories is the steady increase in the demands on these repositories, e.g. remands on CPIC, pardon applications, YOA information, and for background screening of candidates for positions of responsibility in the private, public and volunteer sectors.

Another emerging need is the improvement of access to these repositories through the modernization of CPIC to support current federal government public safety priorities, including the flagging system for high risk offenders, the sex offender registry, the future identification of long term offenders, and support for screening of applicants for firearms licences (including local indices checks).

Funding/Cost-Sharing Arrangements

As with CPIC Services, one of the critical funding issues is the need to acquire sufficient up-front capital to undertake program and system re-engineering in order to achieve the necessary gains in efficiency and effectiveness demanded by all jurisdictions. The conversion to technology for direct-entry of criminal history/fingerprint information on the central repositories will permit major gains in the reliability, accuracy and completeness of the information, provided there is increased quality control by agencies submitting information.

While there have been significant resource implications for NPS in re-engineering the repositories (now nearing completion), there are also major costs for re-engineering police and other criminal justice information management systems to facilitate direct-entry of fingerprint and criminal history information.



CRIMINAL INTELLIGENCE SERVICE CANADA (CISC)

Mandate

The CISC was created as a result of the 1966 Federal-Provincial Conference on Organized Crime, and the subsequent Report of the Committee on Crime Intelligence submitted in 1967 to Federal and Provincial Ministers responsible for the administration of justice. The specific mandate of the CISC is based on:

The RCMP Act, Sections 4 & 8
1970 Constitution of the CISC

Major Lines of Service

The key lines of Service of CISC are:

- *Automated Criminal Intelligence Information System II (ACIIS II)* operation and technical support to the CISC partnership
- *Strategic intelligence analysis and reporting* to support efforts to combat organized crime by all jurisdictions
- *Training courses and information sharing meetings and workshops* for CISC member agency personnel
- *Administrative and management support for Provincial Bureaux of CISC*

Client Groups

The primary clientele of CISC are the regular member police agencies with permanent criminal intelligence units. CISC also includes associate (police agencies without a full-time intelligence unit) and affiliate members, including Correctional Services Canada, Revenue Canada Customs, Citizenship and Immigration, Fisheries and Oceans, National Defence, provincial regulatory and enforcement agencies, CSIS, and police agencies other than regular or associate CISC members.



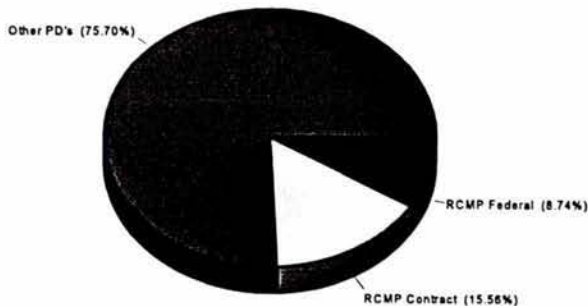
Service Delivery Resources and Organization

Budget

The total estimated cost to the federal government of operating CISC in Fiscal Year 1994-95 was \$3,138,257 (KPMG Study). The CISC O & M budget for Fiscal Year 1994-95 was about \$1.1 million.

The budget for providing four CISC training courses delivered regionally rather than from a central location is about \$65,000 per year.

Criminal Intelligence Service Canada KPMG Cost Allocation Model



Cost-Recovery Arrangements

Cost-recovery programs in place include registration fees for CISC workshops and occasional cost-sharing of workshops with other partners (e.g. the Canadian Bankers Association).

FTE's provided by the RCMP (federal contribution)

CISC central bureau staff includes about 11 RCMP officers, three public servants, and 5 police and law enforcement officers seconded from other agencies. One federal RCMP officer is assigned full-time to both Ontario and Quebec CISC Bureaux.

CISC personnel possess expertise in the management of criminal investigations, the planning, resourcing and management of Joint Forces Operations (JFO's), the gathering and analysis of criminal intelligence to support investigative and enforcement activities, the operating of an



automated criminal intelligence information system (ACIIS), and have in-depth knowledge of the scope, organization and activities of organized crime groups, ranging from street gangs to transnational organized crime syndicates.

Organizational Arrangements for Service Delivery

CISC is comprised of a Central Bureau located in RCMP Headquarters, and nine provincial bureaux, located in all provinces except Prince Edward Island.

The Central Bureau is responsible for managing ACIIS II, coordination of training and information sharing courses and workshops, liaison with the police and law enforcement community, and provision of strategic intelligence reports in collaboration with the RCMP Criminal Intelligence Directorate.

Provincial Bureaux are responsible for criminal intelligence gathering, analysis and dissemination in support of criminal investigations by police forces in the province, the promotion of joint forces operations (JFO'S), and administrative support for Bureau-sponsored activities.

Inputs into CISC by Jurisdictions/Agencies

CISC is provided direction by an Executive Committee, chaired by the Commissioner and a Supervisory Committee chaired by the Director, CISC. Both committees consist of ex-officio and appointed members of police organizations.

There are other substantial contributions by provincial and municipal jurisdictions and agencies to CISC priorities and activities. Nationally, provincial CISC Bureaux are staffed by a total of about 30 RCMP (contract) officers and approximately 24 secondees drawn from other provincial and municipal police agencies.

In addition to secondments and operational support, provincial and municipal agencies provide most of the information regarding organized crime activities in proportion to the amount of activity in their jurisdiction. This flows from the fact that organized criminal activities are largely concentrated in large urban centres, principally in Ontario, Quebec, and British Columbia.

Utilization of CISC Services by Jurisdiction/Agency

As a result of a policy decision by the Executive Committee of CISC in 1994, all member agencies are expected to use the ACIIS II system. The province of Quebec has its own criminal



intelligence system, G-11. CISC is examining the feasibility of interfacing ACIIS II with G-11 as well as with the National Criminal Data Bank operated by the RCMP Criminal Intelligence Directorate.

Issues For the Future of CISC

Improving Service to Clients

Over the last decade, a number of management reviews, workshops, and consultations have identified a need for strengthening CISC service delivery, including:

- *improvement to ACIIS (first developed in 1978, and now enhanced as ACIIS II), as the technical support for the management and sharing of information on organized crime.*
- *ensuring sufficient training and professional expertise for criminal intelligence analysts in CISC. This need is being met through regionally delivered courses to staff assigned to CISC Bureaux.*
- *increasing the amount, timeliness and quality of information shared among jurisdictions through a greater commitment by CISC member agencies to share information through ACIIS, and promoting greater participation of non-police agencies (e.g. Revenue Canada Customs) in intelligence sharing.*

Emerging Needs

The growing scope and influence of organized crime as a menace to the integrity of our judicial, political, economic and social institutions is widely recognized.

Organized crime syndicates have shown an increasing sophistication and capacity to survive and prosper in spite of vigorous enforcement activities. This is due to factors such as the increasing freedom of circulation of goods, people and fiscal instruments as part of the globalization of world economies. The resilience and vigour of organized crime is also facilitated by technological advances in communication, including new technologies for preventing the interception of communications within and between organized crime groups by enforcement and national security agencies.

The Canadian criminal intelligence community has also underscored the need for legislative changes and strengthened organizational arrangements to ensure a more coordinated and effective use of resources to combat organized crime.



Funding/Cost-Sharing Arrangements

The RCMP is of the view that one of the key issues identified is the need for significant increases in the level of funding by all jurisdictions to support the fight against organized crime in combination with effective management and sharing of information and coordination of investigative and enforcement activities.

The proceeds of crime legislation, related federal-provincial agreements on the sharing of proceeds of crime, and the creation of Integrated Proceeds of Crime (IPOC) Units in all major urban centres in Canada are important aspects of the response of the federal government to this challenge.

The program manager and employees both identified increased secondments as a potential cost-sharing measure.

Other Issues

One important issue in combatting organized crime is to ensure that there are the appropriate links between criminal intelligence data banks and other criminal justice information.

Accordingly, in modernizing CPIC, it is essential to ensure the appropriate linkages between police and law enforcement Record Management Systems and specialized criminal intelligence files, while ensuring the confidentiality of sensitive intelligence information.

Another issue is the importance of ensuring effective and timely cooperation and information sharing between national security agencies and law enforcement agencies, given that the same criminal organization may be the target of investigations by different agencies.

CANADIAN POLICE COLLEGE(CPC)

Mandate/Statutory Authority for the Service

The mandate of the Canadian Police College is to improve individual and organizational effectiveness within the Canadian police and law enforcement community through the planning, development, and implementation of training and education programs. International cooperation with other countries is promoted through the limited availability of College courses to members of foreign police agencies.



Major Lines of Service

- the provision of advanced operational and management training
- the conduct of research on topical police issues
- the provision of a national police library and reference centre

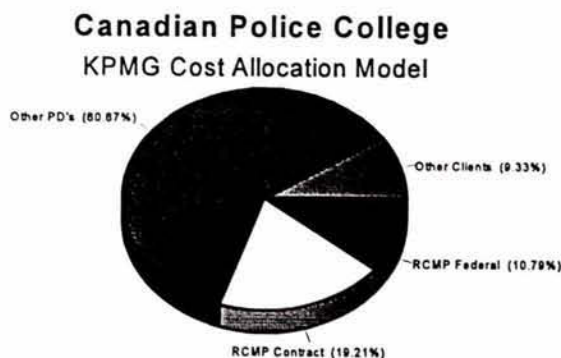
Client and Major Stakeholders

- RCMP, provincial and municipal police organizations
- international police organizations
- federal ministries involved in law enforcement
- Canadian Association of Chiefs of Police
- Solicitor General of Canada and provincial counterparts

Service Delivery Resources and Organization

Budget

In 1994/95, KPMG determined the total cost to the federal government of the CPC to be \$9,480,164. In addition, the Treasury Board provides the College with an annual travel grant of approximately \$350,000 for police officers to attend College courses.



Cost-Recovery Arrangements

The College is authorized to cost-recover approximately 12% of its appropriation, excluding human resource costs, through a cost-recovery regulation established in 1994. Recent consultations with users have demonstrated a willingness for police organizations to accept a reasonable increase in the fee schedule, provided it is introduced gradually over time. The fee



schedule is specific to training courses; cost-recovery does not occur for Program Development and Evaluation, the CPC Research Centre, and the CPC Library.

Outside the formal regulation on cost-recovery there exists a working arrangement with the Canadian police community. During 1994/95, more than 3,500 lecture hours were provided at no salary cost by various police services, with an estimated value of \$255,000. The College funded associated hotel, travel and meal expenses for these lecturers.

Through the CPC Reengineering Initiative, the College has been examining other models to determine the most effective way of achieving its financial objectives. One of the key challenges facing the College is making certain that the funds generated through cost-recovery be invested in the CPC without affecting RCMP appropriations.

FTE's

The CPC has an establishment of 85 full-time positions, with the FTE breakdown as follows: 40 regular members, 7 civilian members, and 38 public service employees of the RCMP. Staff possess expertise in training, policing, criminology, educational programs, and library and reference service. CPC complements existing in-house resources with private contractors and members of the police community.

Organizational Arrangements For Service Delivery

Traditionally, CPC training has been centralized and offered at the College campus in Ottawa. Courses are now being offered regionally, using regional resources and focussing on regional policing issues. Costs are shared by the CPC and the participating police organizations. This has meant that more officers can receive CPC training, in a timely manner, and at a substantial reduction in cost.

Inputs of CPC Services by Jurisdictions/Agencies

The CPC Advisory Committee has recently been reactivated and its membership will consist of Chiefs of Police with training backgrounds, and who can make a substantial contribution by way of providing strategic advice and direction to the Director.

Canadian police organizations contribute to the delivery of CPC training services by offering resource staff to deliver course modules. For the most part, these resources are offered at no cost to the College.



The College is committed to seeking out partnership opportunities with its customers and is examining the feasibility of increasing the CPC secondment program.

Utilization of CPC Services by Jurisdictions and Agencies

Annually, approximately 2,200 police officers receive training from the Canadian Police College. A recent client survey revealed strong support and a high level of satisfaction with respect to the training provided. In support of the RCMP's international commitments, the CPC trains police officers from other countries; during 1995, 154 police officers from 25 countries participated in College courses. Prior to implementation of regionalized training and due to limited resources on the campus, the CPC had been only able to meet approximately 50% of its training demands.

The College library has approximately 237,000 items in its collection which is available to RCMP staff, police and law enforcement officers across Canada, course participants, and members of the general public. During 1994/95, approximately 5,500 clients contacted the library for information searches and loans. Of these clients, 45% were from the RCMP. The CPC is now in the process of introducing new technology which will provide a wider access to the Library services.

Campus facilities are available for workshops and conferences and during 1995, 15 workshops and information sessions were held by outside groups, using these facilities. At present, there is no fee charged for using Campus facilities.

Issues for the Future of the Service

Improving Service to Clients

The CPC, experiencing shrinking resources while at the same time being pressured to provide quality services to its customers, is studying and improving those things that have "bottom line" impact in order to support the College's mission, values, and strategic objectives.

Introducing distance learning, rationalization of courses with outside educational institutions, and partnerships with universities are some of the areas to be addressed.

Emerging Needs

There is a growing need for the College to strengthen its research capability in order to identify future issues which will impact on policing in Canada. It is expected that the CPC research



group will play a key role in identifying emerging policing issues which can then be translated into training requirements.

Other Issues

The NPS Review and the Special Operating Agency study will impact on the framework for CPC service delivery. The CPC client survey and recent consultations indicate that CPC customers want the College to remain within NPS, administered by the RCMP. At the same time, however, they want input into the strategic direction and operations of the College.



ANNEX B

Considerations When Choosing Program Delivery Alternatives

[Source: Treasury Board of Canada Secretariat *Framework for Alternative Program Delivery* (Ottawa: Planning and Communications Directorate, Treasury Board of Canada, Secretariat, 1995) at 18-21 & 24.]

| Means of delivery | Means of accountability | Financing | Human resource framework |
|---|--|--|---|
| <p>Department, e.g.,</p> <ul style="list-style-type: none"> • Public Works and Government Services Canada • Transport Canada | <p>This is a department as described in Schedule I of the <i>Financial Administration Act</i> operating under a departmental statute with a responsible minister and deputy head. It is subject to requirements of the <i>Official Languages Act</i> and all Treasury Board policies, and to audit by the Auditor General.</p> | <p>The financing of the departments is generally governed by the <i>Financial Administration Act</i>. In some cases departments have specific statutory financing authorities. Departments receive financing primarily through appropriations voted annually by Parliament. Departments may also have net voting authority when user fees finance all or a distinct part of the cost of a program, with any balance provided by appropriation. Departments may also have continuing parliamentary authority to operate under a revolving fund regime, with the ultimate aim of attaining financial self-sufficiency.</p> | <p>Treasury Board, as the employer, retains responsibility for personnel management. Part I of the <i>Public Service Staff Relations Act</i> governs labour relations for these employees. The Work Force Adjustment Directive governs changes in employment status. The <i>Financial Administration Act</i>, <i>Public Service Employment Act</i>, <i>Public Service Superannuation Act</i>, <i>Public Sector Compensation Act</i>, <i>Official Languages Act</i>, <i>Access to Information Act</i> and <i>Privacy Act</i>, and <i>Canadian Human Rights Act</i> also govern the human resources framework. A department is part of central administration in matters affecting rates of pay, conditions of employment, official languages, employment equity, classification, organization and pay equity. It is part of the Public Service universe for matters related to recruitment, promotion and termination.</p> |

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| <p>Special operating agency (SOA), e.g.,</p> <ul style="list-style-type: none"> • Passport Office • Consulting and Audit Canada | <p>This is an operational unit of a department that the Treasury Board has designated as an SOA. It operates within the departmental legislative framework and Treasury Board policies, and is accountable to the deputy head. A framework document and business plan establish accountability. These agencies promote a more businesslike approach within the departmental context. They have tailored authorities and flexibility delegated from the department and Treasury Board. They are subject to audit by the Auditor General.</p> | <p>These agencies receive financing through any mechanisms available to departments, as appropriate. Many SOAs have revolving funds.</p> | <p>Staff are subject to the <i>Public Service Staff Relations Act</i> (either Part I or separate employer provisions), and other provisions that apply to departments. Indian Oil and Gas Canada and the Canada Communication Group have separate employer status.</p> |
| <p>Separate (statutory) agency, e.g.,</p> <ul style="list-style-type: none"> • Canadian Space Agency • Statistics Canada | <p>Separate agencies are components of the Public Service as set out in Schedule I.1 of the <i>Financial Administration Act</i>. They operate under constituent legislation and are responsible to a minister and deputy head. These organizations operate within the policy framework set out by the minister. They are subject to the <i>Financial Administration Act</i> and <i>Official Languages Act</i> and to audit by the Auditor General.</p> | <p>Financing is similar to that for departments.</p> | <p>Staff are subject to the <i>Public Service Staff Relations Act</i> and other statutory provisions and Treasury Board policies that apply to departments.</p> |

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| <p>Departmental corporation e.g.,</p> <ul style="list-style-type: none"> • Canadian Centre for Management Development • Atomic Energy Control Board • National Research Council | <p>This is a corporation established by an Act of Parliament and named in Schedule II of the <i>Financial Administration Act</i>. It performs administrative, research, supervisory or regulatory functions. It is subject to the same administrative requirements and controls as departments, but it has increased decision-making independence from government.</p> | <p>Financing is similar to that for departments. Under section 29.1 of the <i>Financial Administration Act</i> departmental corporations may acquire special powers to spend revenues through net voting or revolving funds.</p> | <p>There are two main models; Public Service model, as for departments, and the Public Service separate employer model. These corporations are subject to the broad legislative framework that applies to departments, but they have direct control over personnel management and collective bargaining. They negotiate mandates and develop policies under corporate Treasury Board direction. Most are not subject to the <i>Public Service Employment Act</i>. Their organization and compensation systems are similar to those of the Public Service.</p> |
| <p>Crown Corporation e.g.,</p> <ul style="list-style-type: none"> • Export Development Corporation • Canada Post Corporation • Atomic Energy of Canada Ltd. • Canadian National Railway Co. | <p>This is a separate legal entity established pursuant to constituent legislation and subject to Part X of the <i>Financial Administration Act</i> and to the <i>Official Languages Act</i>. Crown corporations operate under broad policy framework established by the government, and deliver goods or services using sound commercial practices. They are accountable to Parliament through a board of directors and a minister. They table corporate plans and annual reports. They usually carry out their day-to-day operations at arms length from government. The Auditor General audits all Schedule III, Part I Crown corporations (Schedule III, Part II Crown corporations have private-sector auditors).</p> | <p>Financial self-sufficiency is desirable but not necessary. Crown corporations under Schedule III, Part I receive parliamentary appropriations to subsidize their operations since they may not be profitable or may provide a monopoly service. Part II Crown corporations are commercial in that they operate in a competitive environment and are expected to earn a profit. They can borrow with approval of the Minister of Finance.</p> | <p>Crown corporations are subject to the <i>Canada Labour Code</i> and have direct control over personnel management and collective bargaining. There are two exceptions where a Crown corporation is subject to the <i>Public Service Staff Relations Act</i> as a separate employer. The <i>Financial Administration Act</i>, <i>Public Service Superannuation Act</i>, <i>Official Languages Act</i>, and <i>Access to Information Act</i> and <i>Privacy Act</i> apply differently to each. Certain corporations are subject to the <i>Public Sector Compensation Act</i>. Staff of a few agencies can apply for Public Service jobs. Successor rights apply in the federal jurisdiction. Large entities (except Canada Post) usually have separate pension plans due to their need for autonomy.</p> |

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| <p>Public partnership e.g.,</p> <ul style="list-style-type: none"> • Canadian Centre for Justice Statistics • Canada Business Service Centres • Canadian Tourism Commission | <p>This is a relationship formed when the federal government and other levels of government or governmental organizations agree to work cooperatively toward shared or compatible objectives. The partnership is based on a formal agreement specifying its purpose and nature, and the terms and conditions governing it, such as financing, staffing and reporting. The specific instrument may be established pursuant to Governor-in-Council approval. This category includes joint enterprises, which are corporations jointly owned by the federal government with other levels of government. Where the partnership also includes private-sector participation, that component is governed by public-private sector arrangements.</p> | <p>Financing will vary from case to case, subject to negotiation. The federal contribution will normally flow through a department in the form of a grant or contract.</p> | <p>Treasury Board remains the employer for federal partners. Administrative agreements are negotiated for participating federal employees to protect their status, rights and guarantees, and to provide a management framework to govern the initiative. Secondments and interchanges are used for temporary arrangements.</p> |

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| <p>Other public and private arrangement, e.g.,</p> <ul style="list-style-type: none"> infrastructure development, as in build-own-transfer, such as the P.E.I. bridge | <p>This is primarily used in infrastructure projects where the public and private sectors jointly finance and develop the project within a contractual framework. The exact arrangements for project planning, design, financing, construction, ownership, operation and revenue collection can vary to suit the project and public policy requirements. The actual arrangements can include:</p> <ul style="list-style-type: none"> arrangements established to undertake a specific project; contributions, subsidies or loan guarantees; private-sector operation of an existing publicly owned facility under contract; or private-sector financing of a project in return for a guaranteed rate of return for a fixed time period or ownership in perpetuity. | <p>The terms of a negotiated contract govern this arrangement.</p> | <p>The human resource framework depends on the nature of the association, the degree of integration and risk-taking, and how long this arrangement is expected to last. Projects often use both public and private-sector staff.</p> |

