

DM INQUIRY - TASKING

DEMANDE D'ENQUÊTE DU SM -
ASSIGNATION DES TÂCHES

CICS CONTROL NO/NO DE CONTRÔLE SEMR: 9 1 0 4 1 5 8 E DATE: 13/11/91

OPI/BPR:
VCDS*VCEMD

OCI/BC:
DM*SM

ADM (PER)*SMA (PER)

1. The correspondent has not requested a reply and the DM does not insist that a reply be provided.

2. If it is deemed that the DM should reply:

- a. prepare an appropriate response for his signature using the directions at flyleaf and return the full file to CICS for transmission to the DM and signed copy distribution.

3. QUERIES ARE TO BE DIRECTED TO CICS AT 996-5030 OR 996-1401.

4. If the Group Principal chooses to reply THE ONLY RESTRICTION IS THAT THE DM SIGNATURE BLOCK IS NOT TO BE USED.

5. ADDITIONAL INSTRUCTIONS:

1. Le correspondant ne demande pas de réponse et le SM ne croit pas qu'il soit nécessaire d'en rédiger une.

2. Si l'on juge à-propos qu'une réponse du SM est nécessaire :

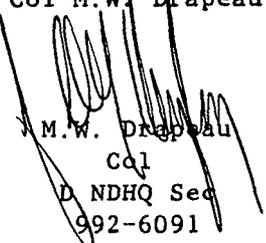
- a. rédiger une réponse en suivant le modèle présenté au dossier. Le dossier au complet doit être retourné à la SEMR afin qu'il soit soumis au SM et la SEMR assurera la diffusion de la réponse une fois que la lettre aura été signée.

3. POUR DE PLUS AMPLES RENSEIGNEMENTS, VEUILLEZ COMMUNIQUER AVEC LA SEMR AU 996-5030 OU 996-1401.

4. Si le Chef de groupe décide de répondre, IL NE FAUT PAS UTILISER LA SIGNATURE DU SM.

5. INSTRUCTIONS SUPPLÉMENTAIRES :

D Sec QGDN
Col M.W. Drapeau


M.W. Drapeau
Col
D NDHQ Sec
992-6091



Revenue Canada / Revenu Canada
Taxation / Impôt
Deputy Minister / Sous-ministre
Ottawa, Ontario / Ottawa (Ontario)
K1A 0L8 / K1A 0L8

0134
C/S/SEMR
NOV 07 1991
INDHQ - CGDN

FLEUR

OCT 21 1991

Referred to / Transmis à
OCT 10 1991
OCT 8 1991
OCT 25 1991
21 CICS

File No. / Dossier No. 1150-110/5238
Charged to / Chargé à JD
9124
1301

Mr. Joseph S. Stanford
Deputy Solicitor General
Solicitor General of Canada
Sir Wilfrid Laurier Building
340 Laurier Avenue West
13th Floor
Ottawa, Ontario
K1A 0P8

RECORDS MANAGEMENT / GESTION DES DOCUMENTS
To - À J Stanford
File No. / No de Dossier 1145-F11
Chg'd. To / Transmis à

Dear Mr. ^{JDS} Stanford:

I have read with interest your exchange of correspondence with Mr. Clark concerning your attempts to obtain permanent funding for the Federal Law Enforcement Under Review (FLEUR) Secretariat. I agree with you that this project is very important to the effective operations of all the departments affected.

In this regard, I am pleased to confirm that Revenue Canada, Taxation will contribute to this undertaking with a permanent transfer of one person-year and \$65,000 in salaries to your department. I understand that this transfer will be implemented through the 1992-93 Multi-Year Operational Plan, and is to be effective for 1992-93.

By copy of this letter, I am also advising Mr. Clark of my agreement to this permanent resource transfer, and my continued support for FLEUR activities.

Yours sincerely,


Pierre Gravelle, Q.C.

RECEIVED IN
DSG'S OFFICE
RECU AU BUREAU
DU SSG

OCT 15 1991

DI/288B

Tel.: (613) 957-3688
Tel.:
Fax: (613) 952-15400004
Bélino: OCT 15 1991/32



Fisheries and Oceans

Pêches et Océans

Deputy Minister

Sous-ministre

RECORDS MANAGEMENT / GESTION DES DOCUMENTS

To - À S. Stanford

File No. / No de Dossier 1145 - F11

Chg'd. To / Transmis à S. Stanford

OCT - 7 1991

FLEUR

OCT 21 1991

91 OCT 9 09 09

RECEIVED

0134151

Mr. Joseph S. Stanford
Deputy Solicitor General
Solicitor General of Canada
13th Floor
Sir Wilfrid Laurier Building
340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

Dear Mr. Stanford:

In response to your letter of September 23, 1991, I am pleased to confirm that DFO will commit \$60K in O&M funds in order to put FLEUR on a permanent basis. As you know I wholeheartedly support the priority which the Government attached to improving the delivery of law enforcement services to the Canadian public, and the coordinating of these services. Officials of the Treasury Board Secretariat have been notified that the transfer of \$60K will be made in the 1991 Fall update to the Multi-Year Operational Plan.

Yours sincerely,

B. Rawson

RECEIVED IN
REG. DIV. DE
REC. AL BUREAU
SSC

OCT 15 1991

DI 1288C



Deputy Minister
National Defence

Sous-ministre
Défense nationale

CICS

7/11

9104158E

P.s. refer to the OP for
appropriate action

S. Dufour

20/10/91

6-5106

| |
|-------------|
| CICS/SEMR |
| NOV 07 1991 |
| NDHQ - QGDN |

000006

With the compliments of avec les compliments de

J.S. Stanford, Q.C./c.r.

Deputy Solicitor General Sous-solliciteur général



Solicitor General Canada Solliciteur général Canada

Canada

000007

Sous - Ministre de la
Défense Nationale

OCT 31 1991

Deputy Minister of
National Defence

9104158E

Bob,
Encouraging replies
which I expect will be
followed by others Joe

000008



9104158

DM INQUIRY - TASKING

DEMANDE D'ENQUÊTE DU SM -
ASSIGNATION DES TÂCHES

J. BA

CICS CONTROL NO/NO DE CONTRÔLE SEMR: 9 1 0 4 1 5 8 D DATE: 21/10/91

OPI/BPR:
VCDS*VCEMD

OCI/BC:
DM*SM

DCDS*SCEMD

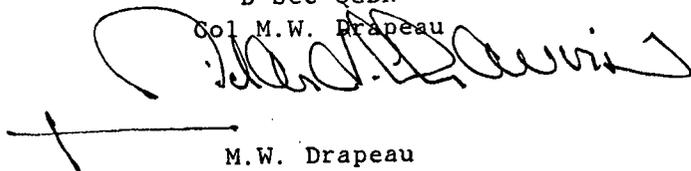
1. The enclosed correspondence
is for your INFORMATION.

1. La correspondance ci-jointe
vous est envoyée à titre
d'information.

2. ADDITIONAL INSTRUCTIONS:

2. INSTRUCTIONS SUPPLÉMENTAIRES :

D Sec QGDN
Col M.W. Drapeau



M.W. Drapeau
Col
D NDHQ Sec
992-6091

NDHQ-CDS/VCD3/SEC
QCDS/VCD3/SEC
Bureau de l'entretien
5/22
EA/VCDS 22/10 JB
PA 23/10 JB

1150-110/5238



Government of
Canada

Gouvernement du
Canada

FLEUR Secretariat
to the
Interdepartmental Committee
of Deputy Ministers
Responsible for Federal
Law Enforcement

Secrétariat de L'ÉALF
au
Comité interministériel
des Sous-ministres
responsables pour l'application
des lois fédérales

340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

September 30, 1991

CICS/SEMR
OCT 17 1991
NDHQ - QGDN

NDRMS 3-3 / SGDDN 3-3 91282
Referred to / Transmis à CICS

OCT 17 1991

File No. / Dossier No. 1150-110/5238
Charged to / Chargé à FD
91282

91041580

Mr. Robert R. Fowler
Deputy Minister of National Defence
North Tower, 13th Floor
National Defence Headquarters
101 Colonel By Drive
Ottawa, Ontario
K1A 0K2

Sous - Ministre de la
Défense Nationale
OCT 16 1991
Deputy Minister of
National Defence 11

Dear Mr. Fowler:

The Interdepartmental Committee of Law Enforcement Management (ICLEM) will meet in Plenary Session on 11 October. A copy of the Agenda for that session is enclosed. We look forward to meeting your representatives to ICLEM on that occasion.

In order to keep you aware of some of the activities of FLEUR I have also enclosed a copy of the September 1991 issue of DOSSIERS. The ICLEM and DOSSIERS are both initiatives of the FLEUR Secretariat under the general project of Information Sharing.

Yours sincerely,

Jim Lumsden
A/Director
Enclosures



Government of Canada

Gouvernement du Canada

INTERDEPARTMENTAL COMMITTEE ON
LAW ENFORCEMENT MANAGEMENT (ICLEM)

COMITÉ INTERMINISTÉRIEL DE GESTION
DE L'APPLICATION DE LA LOI (CIGAL)

A G E N D A

Plenary Session
08:00 hours, October 11, 1991
Sussex Room, National Conference Centre

TIME

- 08:00 - 08:25 Arrival of members. Coffee will be served.
- 08:25 Assemble in Sussex Room.
- 08:30 - 08:40 Chairperson's opening remarks.
- 08:40 - 09:00 STATUS OF FLEUR PROJECTS
Jim Lumsden, A/Director, FLEUR Secretariat.
- PRINCIPAL PRESENTATION - BEN HOFFMAN
 ALTERNATE DISPUTE RESOLUTION
- 09:00 - 10:30 ADR - As Assisted Negotiation
1. Participant exercise: a two-party negotiation
2. De-briefing the negotiation
3. The generic elements of negotiation
- 10:30 - 11:00 COFFEE
- 11:00 - 11:45 ADR - Theory - An Overview
1. Conflict Management - The evolution of ADR
2. Possible Applications in Regulatory Enforcement
- 11:45 - 12:15 ADR in Regulatory Enforcement and Compliance
Initiatives within Bureau of Competition Policy
Don Mercer and Marcie Girouard
- 12:15 - 12:50 Discussion: Implications for Members of ICLEM
Moderator - Val Traversy
Panel - Ben Hoffman, Don Mercer, Marcie Girouard
- 12:50 - 13:00 Closing Remarks and Adjournment



Government of Canada

Gouvernement du Canada

INTERDEPARTMENTAL COMMITTEE ON
LAW ENFORCEMENT MANAGEMENT (ICLEM)

COMITÉ INTERMINISTÉRIEL D'ESTIMATION
DE L'APPLICATION DE LA LOI (CIGAL)

ORDRE DU JOUR

Séance plénière
le 11 octobre, 1991 à 8 h
Salle Sussex, Centre national de conférences

HEURE

- 8 h à 8 h 25 Arrivée des membres. Du café sera servi.
- 8 h 25 Rassemblement dans la salle Sussex.
- 8 h 30 à 8 h 40 Mot d'ouverture du président.
- 8 h 40 à 9 h **ÉTAT D'AVANCEMENT DES PROJETS DE L'ÉALF**
Jim Lumsden, directeur intérimaire, Secrétariat de l'ÉALF.
EXPOSÉ PRINCIPAL - BEN HOFFMAN
RÈGLEMENT DES CONFLITS PARALLÈLE
- 9 h à 10 h 30 **RCP - Négociation assistée**
1. Exercice : négociation bilatéral
2. Compte rendu de la négociation
3. Éléments généraux de la négociation
- 10 h 30 à 11 h **PAUSE CAFÉ**
- 11 h à 11 h 45 **Théorie du RCP - Un aperçu**
1. Gestion des conflits - L'évolution du RCP
2. Applications possibles dans le domaine de l'exécution des règlements
- 11 h 14 à 12 h 15 **Le RCP dans les domaines de l'exécution et de l'observation des règlements**
Initiatives au sein du Bureau de la politique de concurrence
Don Mercer et Marcie Girouard
- 12 h 15 à 12 50 **Discussion : Conséquences pour les membres du CIGAL**
Animateur - Val Traversy
Panel - Ben Hoffman, Don Mercer, Marcie Girouard
- 12 h 50 à 13 h **Mot de la fin et levée de la séance**

DOSSIERS

FEDERAL LAW ENFORCEMENT UNDER REVIEW (FLEUR)

Vol. 3 No. 3 / September 1991

Canada's Internal Security Operations

In Canada, the police forces of the various provinces are normally more than enough to maintain law and order and, like any democracy, Canada does not habitually call out its armed forces to enforce the law. In any country, however, occasions can arise where a lawfully-constituted government feels it is confronted by extraordinary threats. When this is the case in Canada, government can call on the Canadian Forces to render armed assistance in maintaining or restoring law and order.

In 1867, the Fathers of Confederation wanted to ensure that the provinces not be allowed to maintain their own version of a national guard; at the same time, they chose to ensure that the federal government never be able to use its armed forces as a political tool. Accordingly, they gave the federal government exclusive jurisdiction over defence matters while the administration of justice became a provincial responsibility.

Today, the authority for the Department of National Defence to come to the aid of government is contained mainly in the National Defence Act. The department's role is restricted to supporting civil authority — at no time may the Canadian Forces supplant civilian governments. They are normally called on only as a last resort — when a civil authority decides it cannot control a situation, even with all the policing capability at its disposal. Moreover, the forces withdraw from an operation as soon as the situation can again be controlled by the civil authority.



Forces deployed in support of civil authority normally come from the regular combat units of Mobile Command, and it is the Chief of Defence Staff who determines the appropriate level of response. Once deployed, the Canadian Forces operate only in military units under a commander who is responsible for the action of subordinates and decides what methods to use to accomplish a given task. Members wear their military uniform when on internal security operations and are armed with their usual personal military weapons.

Since the government cannot fail when it opposes a real or apprehended threat to its authority, the Canadian Forces cannot fail either. Accordingly, troops

called out for internal security operations will use whatever force is required to accomplish a mission.

Aid of the Civil Power

Internal security operations can take many different forms. First of all, the Canadian Forces can come to the aid of the civil power — and can do so in several ways. They can be used to restore law and order when civil law enforcement methods and resources fail. The Oka crisis in July 1990 is a case in point. They may also play a complementary *(continued on page 6)*

* INSIDE DOSSIERS

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From Cod to Sea Squirts:

Monitoring the Sea's Harvest

Consumers today are a long way from the primary food supply; in fact, most people are quite unfamiliar with farming and fishing. As a result, they have very high expectations about the quality of their food — they demand essentially zero risk. Moreover, they see environmental degradation as potentially harmful to the safety of the food they buy. So they're very concerned about contaminants: they cannot tolerate and do not tolerate any potential risk in the food they eat.

To complicate matters, the variety of products that Canadians consume is far greater today than ever before. Just about everything that comes out of the ocean is fair game these days — even sea urchins and sea squirts. And whenever there's a brand new product, there's also a whole new set of unknown risks that have to be evaluated. Each new commodity has to be monitored and approved for consumption.

A Watchful Eye

National policies and procedures for fish and seafood products are established by Fisheries and Oceans Canada. Everything from a product's harvest area to its distribution is monitored by the Inspection Services Branch. Their obligation, according to David Bevan, director of the branch, is "to provide reasonable assurance that the fish industry in Canada meets acceptable quality grade and identity standards".

To enforce the department's policies and procedures, fisheries inspectors spend a good part of their day examining

products and processing plants. Problems such as illegally imported fish, contaminated products, plants that don't meet sanitation requirements and people digging for shellfish in areas where there are toxins are encountered, albeit infrequently. More common is the mislabelling of products — labelling haddock as cod has a way of increasing one's profit margin. Most of the time, however, inspectors are dealing with responsible and cooperative companies, not poachers or shadows in the night. "Even with uncooperative companies, it's hard to run off with a plant," explains Bevan. "Plus, when an inspector is thinking about detaining or seizing half a million dollars' worth of product, companies usually have some interest in resolving the situation." Today, inspectors warn less and take action more quickly. Companies are warned only once, and on the rare occasions where infractions are just too serious to let go, charges can be laid on the first encounter.

Consequently, there is greater obligation on the company's part to comply. As for the department of Fisheries and Oceans, it's their obligation to ensure that the companies know what the rules are, how often they will be inspected and what the penalties for the different infractions are. They know they can lose their federal registration and they know that if there's a fraudulent label on a product there won't be any warning — they'll simply have their product seized and face court action.

A very recent initiative at Fisheries and Oceans is their Quality Management

Program. In order to get even better results in the area of domestic inspection, the QM program directs its efforts towards problem areas and away from those areas where there is continued compliance (basically a company with a proven track record). A finite number of resources can therefore be used more productively. The program, launched just this season, also standardizes the response of inspectors to problems by giving them the enforcement authority they need to make decisions in the field — not to mention making their workload much more manageable.

Maintaining Standards

Canada's rather high standards have remained pretty constant over the years. (These days, most illnesses related to fish and seafood result when people dig for clams for their own personal consumption in closed areas.) But since there are now many more products to inspect, more sophisticated analysis is needed to detect the wider variety of natural toxins. And brand-new toxins, while certainly not commonplace, do occur. Domoic Acid, discovered in mussels off the Atlantic coast in 1987, is a case in point. "It was an absolute nightmare," explains Bevan. "We chartered airplanes, helicopters, divers — inspectors even ended up falling through the ice trying to get samples." Since this incident, the monitoring program has been expanded. Not only does it search for this particular toxin, the program also looks for unknown potential toxins. "These products are now as safe as they can possibly be."*

Publisher: FLEUR Secretariat to the
Interdepartmental Committee of
Deputy Ministers Responsible for
Federal Law Enforcement

Editor-in-Chief: Robert Malo

Managing Editor: Nancy E. Young

Your comments, criticisms, suggestions and submissions are welcome.

Phone or write to:

DOSSIERS

FLEUR Secretariat

200 Kent Street

9th Floor, Section C

Ottawa, Canada K1A 0P8

phone: (613) 954-6215

fax: (613) 952-7573

Inside Canada's Penitentiaries: The Battle Against Drugs

Drug and substance abuse is a problem shared by all cultures and races — and Canada is no exception. Today, one in every four Canadian deaths is related to substance abuse. A basic coping mechanism, substance abuse is typically an attempt to escape from, or deal with, pain in one's life — be it physical, psychological or sociological.

It has long been recognized that a link exists between substance abuse and criminal behaviour (although the exact nature of this relationship remains ambiguous). It is not surprising, then, that the use of drugs in Canada's penitentiaries is a problem. An estimated 68 percent of all inmates use drugs. And since many offenders are involved with drugs before they are imprisoned, putting them behind bars only serves to collect a great many users under one roof, where they're well connected and well organized.

Custody and Control

Among numerous other responsibilities, the Custody and Control Division of Correctional Service Canada (CSC) is accountable for minimizing substance abuse within Canada's penitentiaries. According to its director, Richard Harvey, the evolution of correctional philosophy in the last 20 years has had an impact not only on life within an institution, but on its drug trade as well. "In the 1970s, drugs were not as big a problem," explains Harvey, "because inmates were more completely cut off from the outside world. But we practically had to teach our inmates how to behave in public again before their release." And social graces aside, a person who was incarcerated for 25 years without any social contact was often a greater risk to society once discharged. So now, much more is done to simulate "real life" within

Canada's penitentiaries: there are contact visits with family and friends, and trailers are often located on site for family weekends. But with more human contact, both within the jail and with the outside world, there are more opportunities to introduce and circulate drugs.

Strict privacy standards preclude a body search without authorization on either an inmate or a visitor. Other methods — the use of x-rays, ultraviolet rays and ultrasound — are presently inadequate because of the health hazards involved. Isolation in a dry cell is also avoided as the living conditions are less than ideal. At present, drying the market appears to be the best way of controlling the drug problem.

Drying the Market

To that end, educating the inmate population about the dangers of substance abuse is one of Correctional Service's major initiatives. In order to make informed decisions inmates must first have factual information. Moreover, knowledge about a number of health and lifestyle issues — proper diet, rest, exercise, productive use of leisure time — as well as the cultivation of specific skills like literacy and vocational training, promote a lifestyle without drug and alcohol abuse.

Other initiatives such as the CSC-RCMP Memorandum of Understanding have also been successful in reducing drug use, possession and trafficking in Canada's penitentiaries. Through this agreement the RCMP lend their support and expertise in numerous ways — drug searches and intelligence work, for instance.

Further endeavours to dry the market involve urinalysis. At present, the National Parole Board, in conjunction with the Custody and Control Division, considers urinalysis results in parole decisions. Work is now under way to

amend the Penitentiary Service Regulations to give CSC the legislative authority to use urinalysis more extensively since its limited use has been successful. Other initiatives include the external prosecution of offenders, recently introduced as a final deterrent. Until recently, anyone found using drugs was punished internally — loss of privileges, for

"Drugs are a major problem because almost all violent incidents are drug-related. That is not to say that the drug-user is violent — it is the trafficking and the struggles for control that create the problems."



example. Now, however, inmates can be prosecuted externally — extended sentences might be granted or parole withdrawn. Still other endeavours include a hand-held electronic detection device that analyses air samples for the presence of drugs and drug-detector dogs.

A Realistic Approach

Problems of drug and substance abuse in prisons include their contribution to prison violence and their continued effect on criminal activity after release. Recognizing these serious repercussions, Harvey and his staff stress interdiction and apprehension, education and the treatment of addicted offenders. Moreover, they strive to develop and implement policies and procedures that will, in turn, recognize the offender's potential to live as a law-abiding citizen. *

Canadian Law Enforcement:

The Multicultural Society



Canada's laws, customs, values and political practices — as well as our economic systems — have evolved from European origins and reflect the cultures and traditions of what are considered our two founding nations: Britain and France. A steady stream of immigrants from many different European societies, together with Canada's own historical evolution, created a Canadian identity long seen as primarily European, homogeneous and unchanging. But in the 1960s, the influx of European immigrants to Canada rapidly declined while the number of refugees and immigrants from third world countries began to increase, until today Canada's cultural profile is no longer what it used to be.

Statistics show steady annual increases in "visible minorities"; they now constitute a sizable minority, if not a majority, in many urban centres. This is drastically changing the face of Canada. While it balances our declining birth rate, it also challenges all Canadians to adapt as our country evolves in new directions.

Getting at the Root

Because laws are the broad rules by which the entire society operates, they cannot afford to be discriminatory. To be effective, laws, by their very nature, demand uniformity. Having laws is important — without them we'd have anarchy — but how they're enforced is equally important. The state of a civilization is most often judged by the state of a country's law enforcement. Canadian law enforcement officers, as highly visible representatives of our society, must not only enforce Canadian law in a uniform manner, they must also understand and allow for cultural diversity. To that end they must use professional judgement, taking personal responsibility in each unique circumstance, rather than blindly adhering to a set of rules.

Many recent immigrants come from societies where law enforcers may also be law breakers — people who have turned the law against the people. Consequently, immigrants from these societies do not have much faith in law enforcement and public authority. It's this type of cultural difference, among others, that Canadian law enforcement officers must confront on a daily basis. Clashes between police and minorities are often the result of attempts to eliminate conflict in the here and now; the officers involved are not looking for long-term solutions in the heat of the moment. But law enforcement officers have to examine carefully how much of the underlying conflict they can resolve on their own. Immediate solutions don't always lead to more permanent ones — in fact, they often lead to greater conflict. And since the purpose of law enforcement is to keep the peace in society, not create conflict, Canadian law enforcement officers need to have a very broad vision of law enforcement.

According to Dieter Schachhuber, Senior Policy Analyst at the Multiculturalism Secretariat, "if law enforcement officers have the power to make decisions and impose rules, then they also have the responsibility to understand the public they're serving". There are, in fact, many initiatives by police forces in all major Canadian cities to become more involved in the communities they serve. Because law enforcement is not meant merely to eradicate conflict after it occurs but to prevent it, working with the community and understanding cultural diversity is of foremost importance. Building networks and understanding — the educational aspect of law enforcement — must be a priority.

Law enforcement has to be flexible — it is not an end in itself. Each officer must think about what professional conduct means in each encounter. Front-line officers, in the middle of the conflict,

have to be particularly aware and must continually examine their own actions. "Law is meant to serve the people," reminds Schachhuber. "It is the reasonable common ground on which we all exist. Respect for human beings, regardless of cultural origin, must be paramount in its enforcement." There's a basic necessity to get the job done and keep the peace, but only by recognizing and dealing effectively with cultural differences will Canadian law enforcement officers maintain their universal reputation as competent and fair professionals.

Practice Makes Perfect

Canada's immigrant population is proportionately greater than that of any other country. What's more, our regional differences and our different historical backgrounds (between the English, French and native communities) have continually forced us to deal with diversity — albeit sometimes imperfectly. We've always tried to negotiate to find the necessary compromises that will allow us to live as a common society but still make room for distinctions. It's the first time, virtually in human history, anyone has tried to create a lawful, democratic society out of many heterogeneous cultures and groups.

And we've only just begun to teach ourselves how to do that. ✱

Calling All Contributors!

Have you an article or a report you'd like to share with your colleagues? Why not send it to us? If your material is in our hands by the first week in January, April, July or October, it will make the next issue. (And don't forget to include photos, if you can.) Send your contributions to the Editor-in-Chief whose address is listed on page 2.

Searches Incidental to Lawful Arrest

by *Fernande Rainville-Laforte, Counsel for FLEUR*

As a general rule, a warrant is needed to conduct a search. While a search can be conducted without a warrant, it is an exception to the rule. Moreover, with or without a warrant, an officer must have reasonable grounds to believe that there is evidence to be found. (This does not include searches conducted with the consent of the accused — a different matter altogether.)

American television and Hollywood movies commonly depict police officers who, after giving chase, apprehend and search an individual. Does this power exist in Canada? And, if so, what conditions govern this kind of search?

The law has long remained unclear. According to case law and scholarly opinion, the power to search has always existed even though opinions differed as to the extent and purpose of conducting a search, as well as to the prerequisites of authorizing one. As a result, it was not known whether conducting searches was automatically permitted as a matter of routine, or whether the officer had to have reasonable grounds to believe that the object sought was to be found on the person arrested. Moreover, what kind of search was permitted? A frisk? The removal of clothing? The taking of external body samples (like hair or particles from under the nails, for example)? Holding someone by the throat or some other form of intrusion?

The Supreme Court of Canada has recently answered these questions. In the *Cloutier v. Langlois*¹ case, the Court had to decide whether the police officers who had arrested a person for a minor offence had the power to conduct a search. The judges decreed that “a police officer may carry out a ‘frisk’ search of a person who has been lawfully arrested and the existence of reasonable and probable grounds is not a prerequisite”. The court also indicated exactly what a “frisk” search entailed:

“Outside clothing is patted down to determine whether there is anything on the person of the arrested individual. Pockets may be examined but the clothing is not removed and no physical force is applied. The duration of the search is only a few seconds”. (page 185)

The Honourable Mr. Justice L'Heureux-Dubé added that the exercise of this power in Canada is not unlimited. Police officers have some discretion: they are not obliged to search an arrested person, but if they do, the search must be conducted for a valid objective — such as the discovery of an object that may be a threat to safety or that may facilitate escape or that may hide evidence of the offence. However, the purpose of the search must not be to intimidate or ridicule the accused and the use of constraint should be proportionate to the objectives sought as well as to the situation. Lastly, the search must not be conducted in an abusive fashion. If the officer does not intend to detain the accused in custody, a search is not justified except for identification purposes.

In the Final Analysis

A search incidental to arrest should not be very thorough. Rather it should be reasonable. The objects that may be sought and seized during such a search are those that may be dangerous or that should be safeguarded as evidence. In the final analysis, such a search should be preventive rather than investigative. However, one question remains: can a delay between the arrest and the search lead to a loss of this power? Not every delay is considered unreasonable, depending on the circumstances. For instance, delaying the search in order to take the accused out of the public eye is reasonable, as is waiting for an officer of the same sex. The Supreme Court in *Cloutier v. Langlois* did not hand down decisions on the possibility of conduct-

ing a search when the accused is brought to the place where he or she will be held in custody. In fact, after studying Canadian case law on this question, the Court has not ruled out this common practice.

Another question comes to mind in this regard: is it permissible to go beyond the limits set by the Supreme Court — opening the mouth, removing clothing, taking certain external body samples, such as hair? It would be hazardous to go beyond the limits prescribed by the Supreme Court in the course of a “frisk” search. When an officer making an arrest decides that a more thorough search is in order, it is because certain observations have led him or her to believe that a more intrusive search is required — for example, when a frisk reveals a suspicious object under the clothing, when the accused is attempting to swallow evidence or when officers have observed the suspect taking possession of narcotics. Under such circumstances, searches of the kind at issue in the *Cloutier v. Langlois* case give way to a different kind of search, subject to different conditions. The officer should then have reasonable grounds to believe that the object sought is concealed on the person of the accused.

Of course, a decision rendered in a specific context is always difficult to apply as a general rule in other circumstances. Therefore, in an area as sensitive as personal searches, the more intrusive a search, the more necessary it becomes to have reasonable grounds. If evidence is being sought, the search falls within the realm of investigation and reasonable grounds must justify it. However, if steps are being taken to guard against a danger, then the search is incidental to the arrest — in short, it is nothing more than a simple precaution. *

¹ [1990] 1 SCR 158

Canada's Internal Security Operations

(continued from page 1)

role, undertaking specialized tasks that are clearly beyond the capability of civil law enforcement authorities — the Akwesasne disturbance is an example here. Finally, the forces can play a supplementary role, replacing civil law enforcement authorities on routine tasks like VIP protection to free police for duties elsewhere, as they did during the 1970 October Crisis.

Under the *National Defence Act* the provincial attorney general has the right to request the services of the Canadian Forces in aid of the civil power in any situation where a riot or disturbance occurs (or is likely to occur) and that is (or is likely to be) beyond the powers of the civil authorities to suppress, prevent or deal with. Any such request must be made in writing, signed by the provincial attorney general and directed to the Chief of Defence Staff. Similarly, in order to end an operation in aid of the civil power, a formal notice signed by the provincial attorney general is officially required.

Other Operations

The Minister of National Defence can also provide military resources, at his discretion, to help other federal departments and agencies. Again, the minister of the department in question must make a request in writing and the Minister of National Defence, if he chooses to respond, retains the authority to determine the exact composition of the military force. In the past, National Defence has been called upon to assist the Department of Fisheries and Oceans with its fishery and pollution patrols, and from time to time, the Solicitor General requests aircraft or ships for counter-narcotics operations. Some of these operations occur fairly regularly and have been made the subject of interdepartmental memoranda of understanding.

The Solicitor General of Canada can ask the Chief of Defence Staff for military assistance if penitentiary staff and the RCMP are unable to ensure adequate

security at one of Canada's penitentiaries. In this case, armed assistance is used to guarantee public safety by preventing unlawful exit from, or entrance to, a penitentiary. Thus, the forces will normally provide perimeter security around an institution. The Chief of Defence Staff must respond to these requests but still retains the authority to determine the exact composition of the military force to be used.

And finally, the protection of defence establishments and military vital points may, from time to time, require military involvement.

Legal Considerations

Members of the Canadian Forces employed in internal security operations have the powers and duties of peace officers as outlined in the Criminal Code, and they also enjoy the protection regularly afforded to peace officers. They are not, however, in the service of civil authorities: they continue to be part of the armed forces, are governed by military discipline and must obey the orders of their superior officers.

In operations to support internal security Canadian Forces members must also obey the regulations that apply to peace officers — particularly those governing the use of force. Peace officers are justified in using as much force as is reasonably necessary to enforce the law but the Criminal Code also states that peace officers are criminally responsible if they use excessive force. In the final analysis, of course, it is the commanding officer who is solely responsible for the action the forces take, bearing in mind the instructions he or she has been given.

The following rules apply to the use of force during internal security operations:

- Only the minimum force necessary to restore a situation will be used.
- Each separate act of force must be justifiable and will be applied no longer than necessary.
- Force will never be applied in reprisal

or with the intent to punish.

- Self-defence is the right of every soldier, provided that minimum force is used.
- The lives or well-being of innocent bystanders should not be endangered.
- A record of the events surrounding the use of force must be kept by the individuals ordering or applying the force.

The actions of military personnel during internal security operations are subject to review by civil courts and also to military law. Provided that personnel obey the lawful orders of their superiors, act within the law and take only the necessary action to achieve their immediate aim, their conduct is not questioned. Only the malicious use of force results in disciplinary action.

Standing By

The National Defense Operations Centre can quickly determine the location and availability of resources across Canada and place them on standby or dispatch them as required. In general, three battalion-sized (600 person) Immediate Reaction Units are maintained on 12-hour standby and three company-size (100 person) vanguards are always on eight-hour standby. Two bases can provide Penitentiary Assistance Teams on eight hours' notice, while Maritime Command and Air Command maintain various ships, aircraft and helicopters on different stages of alert. Often, the military has advanced warning when a situation warrants their involvement, and so long as the lines of communication are open, response times can be even shorter.

Internal security is not an area in which the Canadian Forces like to operate. Face-to-face confrontation with civilians is not their preferred domain — particularly when it becomes highly visible through today's media. They stand ready, however, to carry out their responsibilities in a professional manner whenever internal security is being compromised and their help is needed. *

Les opérations de sécurité interne au Canada

(suite de la page 1)

En tout premier lieu, les Forces canadiennes peuvent se porter au secours du pouvoir civil et elles peuvent le faire de bien des façons. Elles peuvent intervenir pour rétablir l'application des lois et le maintien de l'ordre si les méthodes et les ressources habituelles servant à faire respecter les lois s'avèrent insuffisantes. Elles peuvent aussi jouer un rôle accessoire, se chargeant de tâches spécialisées qui dépassent clairement la capacité du pouvoir civil de faire appliquer la loi. Enfin, les forces armées peuvent remplir un rôle supplétif, remplaçant les forces policières pour l'exécution de certaines tâches de routine, telles que la protection des dignitaires, afin de libérer les forces constabulaires pour qu'elles puissent s'acquitter d'autres devoirs.

En vertu de la *Loi sur la défense nationale*, le procureur général d'une province a le droit de faire appel aux Forces canadiennes pour soutenir le pouvoir civil dans toute situation de troubles ou de soulèvement, réels ou appréhendés, et qui risqueraient d'être d'une telle ampleur que le pouvoir civil n'aurait pas les moyens de les prévenir, de les contenir ou de les réprimer. Une telle demande doit être soumise par écrit, signée par le procureur général de la province et adressée au Chef de l'état major de la défense. De la même façon, pour mettre fin à une opération de soutien au pouvoir civil, le procureur général de la province doit émettre et signer un avis officiel à cet effet.

Autres opérations

Le Ministre de la Défense nationale peut aussi, à sa discrétion, mettre des ressources militaires à la disposition des ministères et organismes fédéraux. Encore une fois, le ministre titulaire doit soumettre une demande écrite au Ministre de la Défense nationale, qui décide de la composition exacte des forces militaires qu'il convient de déployer, s'il consent à intervenir. Dans le passé, la Défense nationale s'est vu solliciter pour aider le ministère des Pêches et des Océans à effectuer ses patrouilles de

pêches et de pollution et, de temps à autre, le Solliciteur général demande l'appui d'avions ou de navires dans la lutte contre le trafic des narcotiques. Certaines de ces opérations sont assez courantes et font l'objet de protocoles d'entente interministériels.

Le Solliciteur général du Canada peut solliciter une aide militaire du Chef de l'état major de la défense si le personnel d'un pénitencier et la GRC ne sont pas assez puissants pour assurer adéquatement la sécurité dans un des établissements carcéraux du Canada. Dans un tel cas, l'aide militaire a pour but de garantir la sécurité publique en empêchant certaines personnes de sortir illégalement de l'établissement ou d'autres d'y entrer sans mandat. Les forces assurent donc normalement le déploiement d'un périmètre de sécurité autour du pénitencier. Le Chef de l'état major de la défense se doit de répondre à une telle demande, mais c'est encore lui qui décide de la composition exacte des forces militaires qu'il convient de déployer.

Enfin, la protection des établissements de la défense et de certains points militaires névralgiques peut, de temps à autre, nécessiter une intervention militaire.

Considérations juridiques

Les membres des forces canadiennes déployés dans des opérations de sécurité interne sont investis des pouvoirs et des devoirs des gardiens de la paix énoncés dans le Code criminel et jouissent, par le fait même, de la protection qui est régulièrement accordée à ces derniers. Cependant, ils ne relèvent pas du pouvoir civil; ils continuent de faire partie des forces armées, sont astreints à la discipline militaire et sont aux ordres de leurs officiers supérieurs.

Dans des opérations de soutien à la sécurité interne, les militaires sont soumis aux règlements qui s'appliquent aux gardiens de la paix — particulièrement ceux qui concernent l'usage de la force. Ces agents ont la latitude de déployer une force raisonnable pour faire

appliquer la loi, mais le Code criminel les tient criminellement responsables s'ils ont recours à une force excessive. En fin de compte, c'est l'officier commandant qui est seul responsable de l'action que poursuivent les forces, compte tenu des ordres reçus.

Les faits et gestes du personnel militaire engagé dans des opérations de sécurité interne sont soumis au droit militaire, mais aussi à l'examen des tribunaux civils. Si les militaires obéissent aux ordres légitimes de leurs supérieurs, se comportent de façon légale et restreignent leurs interventions à ce qui est nécessaire pour atteindre leurs buts immédiats, leur comportement est sans reproche. Seul un usage de la force empreint de méchanceté peut entraîner des mesures disciplinaires.

Le Contrôle des opérations de la défense nationale peut rapidement localiser les ressources et en déterminer la disponibilité dans l'ensemble du Canada, soit pour les mettre sur un pied d'alerte, soit pour les déplacer selon les besoins. Normalement, les forces maintiennent trois unités d'intervention immédiate, dont les effectifs sont de la taille d'un bataillon (600 personnes), et qui sont prêtes à répondre à toute éventualité 12 heures par jour, et trois têtes d'avant-garde de la taille d'une compagnie (100 personnes), prêtes à répondre à l'appel huit heures par jour. Deux bases peuvent dépêcher des équipes de soutien vers les pénitenciers à huit heures d'avis, tandis que les Commandements maritime et aérien maintiennent plusieurs avions, navires et hélicoptères en alerte plus ou moins immédiate.

Les Forces canadiennes ne sont pas particulièrement attirées vers les opérations de sécurité interne. Elles ne recherchent pas la confrontation face-à-face avec des civils, compte tenu de la visibilité à laquelle les exposent les médias modernes. Toutefois, elles se tiennent prêtes à accomplir leur devoir de façon professionnelle chaque fois que la sécurité interne est compromise et que leur soutien devient nécessaire.

La fouille accessoire à l'arrestation

par Fernande Rainville-Laforte, avocate de l'ÉALF

En règle générale, une fouille doit être exécutée au moyen d'un mandat. La fouille sans mandat est donc exceptionnelle. En outre, avec ou sans mandat, l'agent doit posséder des motifs raisonnables de croire que l'objet recherché se trouve à l'endroit qu'il veut fouiller. (Cela ne concerne pas les fouilles effectuées avec le consentement de la personne qui peut être inculpé.)

L'état du droit sur cette question est longtemps demeuré incertain. Si la jurisprudence et la doctrine s'accordaient à énoncer que le pouvoir de fouille existait, les opinions différaient quant à l'étendue et à l'objet de la fouille ainsi qu'aux conditions préalables qui doivent l'autoriser. Ainsi, nous ignorions: si la fouille était permise automatiquement, comme simple routine ou si l'agent devait posséder des motifs raisonnables de croire que l'objet recherché se trouvait sur la personne arrêtée; quel genre de fouille était permis? Simple palpation, enlèvement des vêtements, prélèvements extérieurs (cheveux, particules sous les ongles, etc.), prise à la gorge ou autre forme d'intrusion?

La Cour suprême du Canada a récemment répondu à ces questions. Dans l'affaire *Cloutier c. Langlois*¹ la Cour devait décider si les policiers qui avaient procédé à l'arrestation d'une personne pour une infraction mineure possédaient le pouvoir de la fouiller. Les juges ont décrété «qu'un policier peut procéder à la fouille sommaire d'une personne légalement mise en état d'arrestation et la présence de motifs raisonnables et probables n'est pas une condition préalable.»

Le tribunal a également précisé en quoi consiste la fouille sommaire: «Les vêtements sont palpés de façon à vérifier par l'extérieur la présence d'objets sur la personne mise en état d'arrestation. Les poches peuvent être examinées mais les vêtements ne sont pas retirés et aucune force physique n'est appliquée. La

fouille ne dure que quelques secondes.» (page 185)

L'honorable juge L'Heureux-Dubé a ajouté que l'exercice de ce pouvoir au Canada n'était pas sans limites. Les policiers jouissent d'une discrétion dans l'exercice de ce pouvoir; ils ne sont pas obligés de fouiller une personne arrêtée et la fouille doit viser un objectif valable: la découverte d'un objet pouvant menacer la sécurité ou faciliter l'évasion ou mettre à l'abri une preuve de l'infraction. À l'inverse la fouille ne doit pas avoir pour but d'intimider le prévenu ou de le ridiculiser et l'usage de contrainte ne doit pas être hors de proportion avec les objectifs poursuivis et les autres circonstances de la situation. Enfin la fouille ne doit pas être effectuée de façon abusive. En effet, sauf pour fins d'identification, si l'agent n'a pas l'intention de garder le prévenu en détention, une fouille dans un tel cas s'avérerait non justifiée.

La fouille permise après l'arrestation ne doit pas être très exhaustive et en outre elle doit être raisonnable. Quant aux objets qui peuvent être recherchés et saisis lors d'une telle fouille il apparaît clairement qu'il s'agit en général d'objets pouvant s'avérer dangereux ou d'une preuve qui doit être mise à l'abri. Somme toute, il s'agit d'une fouille purement préventive et non d'une investigation. Cependant, certaines questions demeurent: Est-ce qu'un délai entre l'arrestation et la fouille peut entraîner la perte de ce pouvoir? Quelques arrêts mentionnent que tout délai n'est pas déraisonnable et que cela dépend des circonstances. Ainsi, le fait de retarder la fouille afin de soustraire le prévenu aux yeux du public est raisonnable, ainsi que d'attendre un agent du même sexe pour procéder à la fouille. De plus la Cour suprême dans l'arrêt *Cloutier c. Langlois* ne s'est pas prononcée quant à la possibilité d'une fouille lorsque le prévenu est amené au lieu de sa détention. Néanmoins, après avoir examiné la jurispru-

dence canadienne sur cette dernière question la Cour n'a pas réfuté cette pratique courante.

Une autre question nous vient à l'esprit à ce sujet: est-il permis de dépasser les limites fixées par la Cour suprême? Nous soumettons qu'il serait hasardeux de dépasser les limites prescrites par la Cour suprême dans le cadre d'une fouille sommaire. Lorsqu'un agent qui procède à une arrestation décide qu'une fouille plus poussée s'avère nécessaire, c'est que certains fait qu'il a constatés l'ont amené à croire à l'opportunité de procéder à une fouille plus intrusive. Par exemple, lorsque la palpation révèle l'existence d'un objet suspect sous les vêtements, lorsque le prévenu cherche à avaler une preuve (de la drogue par exemple) ou lorsque suite à une filature, les agents ont observé la prise de possession de stupéfiants. Dans de telles circonstances, la fouille dont il est question dans l'arrêt *Cloutier c. Langlois* cède le pas à une fouille différente, soumise à d'autres conditions et l'agent doit alors avoir des motifs raisonnables de croire que l'objet recherché est dissimulé sur le prévenu.

Bien sûr, suite à une décision rendue dans un contexte précis, il est toujours difficile d'en tirer une règle générale applicable en toutes circonstances. Aussi, dans un domaine aussi délicat que la fouille de la personne, nous ne pouvons que rappeler le principe que plus la fouille revêt un caractère intrusif, plus il devient nécessaire d'avoir des motifs raisonnables. Si on cherche des preuves, la fouille relève alors du domaine de l'investigation et des motifs raisonnables doivent la justifier. Par contre, si on doit se prémunir contre un danger, il s'agit alors d'une fouille accessoire à l'arrestation et, en somme elle ne constitue alors qu'une simple précaution. *

¹ [1990] 1, R.C.S. 158

L'application de la loi : Une société multiculturelle

Les lois, les coutumes, les valeurs, les usages politiques — de même que nos systèmes économiques — sont issus de l'Europe et reflètent les cultures et traditions des deux nations qu'on reconnaît comme fondatrices : la Grande-Bretagne et la France. Un flot constant d'immigrants issus de diverses sociétés européennes est venu se fondre dans l'évolution historique du Canada pour faire émerger une identité canadienne, depuis longtemps considérée principalement européenne, homogène et immuable. Mais, dans les années 60, le courant d'immigration européenne a rapidement décliné, tandis que de nombreux réfugiés et immigrants du tiers monde ont commencé à affluer, de sorte que le profil culturel du Canada n'est plus ce qu'il était jadis.

Les statistiques montrent un accroissement annuel constant des «minorités visibles»; celles-ci forment maintenant une très forte minorité, sinon une majorité, dans plusieurs centres urbains. Cela est en train de changer radicalement le visage du Canada. Si, d'une part, ce phénomène tend à stabiliser un taux de naissance décroissant, il incite, d'autre part, tous les Canadiens à s'adapter aux nouvelles orientations qui marquent l'évolution de leur pays.

Allons au fond des choses

Puisque les lois définissent les règles générales qui régissent l'ensemble de la société, elles ne sauraient être discriminatoires. De par leur nature et pour être efficaces, elles exigent une application uniforme. Il est, bien sûr, important de posséder un code de lois — sans elles, nous serions dans un état d'anarchie — mais la façon dont elles sont appliquées a tout autant d'importance. Le degré de civilisation auquel une société est arrivée est souvent jugé au mode d'application de ses lois. Les agents chargés d'appliquer les lois canadiennes, qui sont des représentants extrêmement visibles de notre société, doivent non seulement les

appliquer de manière uniforme, mais ils doivent, en même temps, comprendre et tolérer la diversité culturelle. À cette fin, ils doivent manifester un jugement professionnel très sûr, faisant preuve de responsabilité personnelle dans des situations à caractère unique, plutôt que de s'en tenir aveuglément à une réglementation arbitraire.

Plusieurs immigrants ont connu dans leur pays d'origine une situation équivoque où les agents de police pouvaient en même temps enfreindre les lois qu'ils étaient chargés d'appliquer, et qui retournaient ainsi la loi contre la population. En conséquence, les immigrants issus de ces sociétés font peu confiance à la loi et à l'autorité publique. C'est à ce genre de différence culturelle que sont confrontées les forces de l'ordre, de façon quotidienne. Les affrontements entre celles-ci et les minorités naissent souvent d'une tentative d'éliminer les conflits immédiats. Dans l'énerverment du moment, les agents ne cherchent pas de solutions à long terme. Mais ils devraient considérer avec beaucoup d'attention quelle portion du conflit sous-jacent ils peuvent résoudre d'eux-mêmes. Les solutions immédiates n'aboutissent pas toujours à des règlements permanents — en fait, elles ont plutôt tendance à engendrer des conflits plus radicaux.

«Si les gardiens de la paix ont le pouvoir de prendre des décisions et d'imposer des règles de conduite,» fait observer Dieter Schachhuber, analyste principal des politiques du Secrétariat au multiculturalisme, «ils ont également le devoir de comprendre le public qu'ils desservent». On note, en fait, diverses initiatives des forces de l'ordre dans toutes les grandes villes du Canada pour participer plus activement aux courants sociaux des populations qu'elles desservent. Puisque l'application de la loi n'a pas pour seul but de résoudre les conflits qui se manifestent déjà, mais encore de prévenir

l'éclosion de nouveaux conflits, il importe au premier chef de travailler avec la communauté et de comprendre la diversité culturelle. Il devient prioritaire d'établir des voies de communication et de compréhension puisque c'est là l'aspect éducatif de l'application de la loi.

L'application de la loi n'est pas une fin en soi; elle doit donc s'imprégner d'une certaine souplesse. Chaque agent doit se demander quel est le sens de son comportement professionnel dans une situation donnée. «La loi est au service de la population,» rappelle M. Schachhuber. «C'est la base raisonnée de notre existence au sein d'une communauté. Le respect des individus, quelle que soit leur origine culturelle, s'impose au premier chef dans toutes les mesures d'application.» On reconnaît volontiers la nécessité de maintenir l'ordre. Mais ce n'est qu'en traitant efficacement les différences culturelles que les gardiens canadiens de la paix pourront maintenir leur réputation universelle de professionnels compétents et justes.

C'est par la pratique que nous y arriverons

La population d'immigrants est proportionnellement plus élevée au Canada que dans tout autre pays. De plus, nos disparités régionales et les antécédents historiques des communautés anglaise, française et autochtone, nous ont constamment mis au défi de traiter et respecter les diversités culturelles — parfois de façon imparfaite, il faut bien le reconnaître. Nous avons toujours tenté de négocier pour en arriver à des compromis qui nous permettent de vivre en commun tout en faisant place aux distinctions. C'est virtuellement la première fois, dans l'histoire de l'humanité, qu'on ait tenté de créer une société démocratique et juridique issue de plusieurs groupes culturels hétérogènes.

Et nous sommes au tout début d'un processus d'apprentissage qui nous permettra d'y arriver. *

Les pénitenciers du Canada : La lutte contre les drogues

Les drogues et l'abus des narcotiques posent un problème au sein de toutes les cultures et de toutes les races. Le Canada ne fait pas exception. De nos jours, un décès sur quatre survenant au Canada est lié à l'abus de narcotiques. En tant que mécanisme d'adaptation, ce genre d'abus est une tentative typique de s'adapter ou d'échapper à la douleur physique, psychique ou sociologique.

On admet depuis longtemps qu'il y a un lien entre l'abus des narcotiques et les comportements criminels (quoique la nature exacte de cette relation demeure ambiguë). Il n'est donc pas étonnant que l'usage des drogues dans les pénitenciers du Canada cause un problème. On estime que 68 p.100 de tous les détenus consomment des drogues. Et puisque plusieurs d'entre eux étaient mêlés à la drogue avant leur détention, en les incarcérant, on les a réunis en grand nombre sous un même toit, où ils se trouvent bien branchés au réseau et bien organisés.

Garde et contrôle

La Division de la garde et du contrôle du Service correctionnel du Canada (SCC) a pour tâche, entre autres, d'abaisser le taux d'abus des narcotiques dans les pénitenciers canadiens. De l'avis de son directeur, Richard Harvey, l'évolution de la philosophie correctionnelle depuis 20 ans a eu une influence non seulement sur la vie dans les établissements carcéraux, mais également sur le trafic de drogues qui s'y pratique. «Dans les années 70, les drogues n'y constituaient pas un problème de la même ampleur,» observe M. Harvey, «parce que les détenus étaient plus complètement isolés du monde externe. Mais il nous fallait pratiquement réapprendre à nos pensionnaires comment se comporter en société avant de les relâcher.» Et bien au-delà des règles de bienséance, une personne détenue pendant 25 ans, sans aucun contact social, pouvait poser à la société

un risque bien plus grand lorsqu'elle recevait son congé. En conséquence, nous faisons beaucoup plus maintenant pour recréer «la vraie vie» dans les pénitenciers canadiens : il y a des visites de contact avec la famille et les proches et on aménage souvent des caravanes sur les lieux pour permettre de reconstituer la vie familiale durant les fins de semaine. Mais en multipliant les contacts humains, tant à l'intérieur de l'établissement qu'avec le monde externe, on a aussi multiplié les occasions d'introduire les drogues et d'en faire le trafic dans les centres carcéraux.

Des normes rigoureuses de respect des personnes interdisent la fouille corporelle des détenus ou des visiteurs. D'autres méthodes de détection — rayons X et ultraviolets ou ultrasons — sont présentement inadéquates à cause des risques qu'elles représentent pour la santé des individus. On ne pratique pas non plus l'isolement dans une cellule imperméable aux drogues, parce que les conditions y sont plutôt tristes. Présentement, il semble que le meilleur moyen de faire échec au problème des drogues est d'assécher le marché.

À cette fin, le Service correctionnel se sont donné pour tâche majeure d'éduquer la population carcérale sur les dangers que présente l'abus des narcotiques. Pour être en mesure de prendre des décisions éclairées, les détenus doivent d'abord bien connaître les faits. De plus, une meilleure connaissance de divers sujets liés à la santé et au mode de vie de même que la pratique de certaines activités de perfectionnement telles que l'alphabétisation et la formation professionnelle, appuient un mode de vie qui exclut l'abus des drogues et de l'alcool.

D'autres mesures, telles que des protocoles d'entente entre le SCC et la GRC, ont également réussi à réduire l'usage, la possession et le trafic des drogues dans les pénitenciers canadiens.

Parmi les méthodes qui se prêtent à l'assèchement du marché, on a parfois recours à l'analyse d'urine. À l'heure présente, la Commission des libérations conditionnelles, de concert avec la Division de la garde et du contrôle, tient compte des résultats des analyses d'urine lorsqu'elle rend ses décisions. On a fait des démarches pour amender la régle-

«La drogue constitue un problème majeur parce qu'elle se trouve mêlée à plupart des incidents violents. Nous n'affirmons pas par là que les narcomanes soient violents; ce sont le trafic et les luttes de pouvoir qui sont à l'origine des problèmes.»



mentation des services pénitenciers dans le but de donner au SCC le pouvoir juridique d'étendre l'usage des analyses d'urine puisqu'elles se sont révélées efficaces à une échelle réduite. On peut faire appel à d'autres moyens comme la poursuite externe des contrevenants, récemment introduite comme méthode extrême de dissuasion. Jusqu'à tout récemment, les détenus incarcérés pour cause de narcomanie recevaient un châtement interne — perte de privilèges par exemple. Maintenant, ils peuvent être traduits en justice et recevoir une sentence supplémentaire ou se voir retirer une libération conditionnelle. M. Harvey et son personnel insistent sur l'interdiction et l'arrestation, l'éducation et le traitement des narcomanes. En outre, ils s'efforcent d'élaborer et d'appliquer des politiques et des méthodes qui permettront de reconnaître aux contrevenants la capacité de s'amender et de devenir des citoyens respectueux des lois. *

De la morue à l'ascidie : Un œil vigilant sur la récolte marine

De nos jours, les consommateurs sont très loin des sources primaires d'alimentation; en fait, la plupart connaissent à peine les rudiments de l'agriculture ou de la pêche. Ils exigent donc une qualité très élevée pour les aliments qu'ils achètent : essentiellement, le taux de risque acceptable se situe à zéro. En outre, ils considèrent que la dégradation de l'environnement peut éventuellement contaminer les aliments. Ils s'inquiètent donc de la prolifération des substances polluantes : ils ne tolèrent aucun risque potentiel lié aux aliments qu'ils consomment.

Par ailleurs, les produits de consommation des Canadiens sont beaucoup plus diversifiés que jamais auparavant. Cela ne simplifie pas les choses. À peu près tout ce que la mer peut prodiguer est aujourd'hui un produit comestible, même les oursins et les ascidies. Et chaque fois qu'on obtient un produit tout à fait nouveau, on doit évaluer une toute nouvelle gamme de risques inconnus.

L'œil vigilant

Les politiques et procédures d'inspection nationales pour le poisson et les fruits de mer relèvent de Pêches et Océans Canada. Depuis les zones de pêche jusqu'à la distribution des produits qu'on en tire, tout tombe sous la surveillance des services d'inspection de ce ministère. David Bevan, directeur général de ces services, définit ainsi leur rôle : «Nous devons apporter aux consommateurs une assurance raisonnable que l'industrie canadienne de la pêche se conforme à des normes acceptables de qualité et d'identification des produits.»

Pour appliquer les politiques et les normes établies, les inspecteurs des pêches passent une bonne partie de la journée à examiner des produits et des usines de transformation. Dans l'exercice de leurs fonctions, il leur arrive, quoique rarement, de rencontrer certains problèmes liés à l'importation illégale de poissons, à des produits contaminés, à des usines qui ne rencontrent pas les normes sanitaires imposées et à des gens qui tentent de dénicher des mollusques dans des lieux où on a repéré la présence de toxines. Une entorse plus commune est le faux étiquetage : si l'aiglefin s'appelle morue, on accroît sa marge de profit. La plupart du temps, cependant, les inspecteurs ont affaire à des entreprises responsables, qui apportent toute leur collaboration, plutôt qu'à des braconniers ou à l'ombre nocturne des contrebandiers. «Même si l'entreprise ne se montre pas très empressée à collaborer, il est difficile d'emporter une entreprise,» commente M. Bevan. «De plus, lorsqu'un inspecteur songe à retenir ou à saisir des produits qui valent un demi-million de dollars, les entreprises savent qu'elles ont intérêt à trouver une solution au problème.» De nos jours, les inspecteurs sont moins enclins à servir des avertissements; ils préfèrent agir promptement. Les entreprises ne reçoivent qu'un seul avis et, dans quelques rares circonstances où les infractions sont trop énormes pour qu'ils fassent preuve de compréhension, les inspecteurs peuvent tenter des poursuites dès leur première constatation.

Tout cela fait que les entreprises se sentent pressées de se plier à la réglementation. En ce qui concerne le ministère des Pêches et des Océans, il doit faire en sorte que les entreprises connaissent les règlements, la fréquence des inspections et les pénalités imposées pour diverses infractions.

Chez Pêches et Océans, le Programme de gestion de la qualité, lancé au début de la présente saison, représente une initiative toute récente. Dans le but d'obtenir des résultats encore meilleurs en ce qui a trait à l'inspection domestique, ce programme oriente les activités des inspecteurs vers les secteurs qui font problème plutôt que vers ceux où l'on respecte constamment les règlements.

Le maintien des normes

Au cours des ans, les normes plutôt élevées du Canada se sont maintenues à un niveau assez constant. Mais puisqu'il faut maintenant inspecter un plus grand nombre de produits, il faut effectuer des analyses plus poussées pour déceler des toxines naturelles beaucoup plus diversifiées. Et, il arrive que nous soyons en présence de toxines totalement inconnues. Par exemple, l'acide domoïque, découvert dans certaines moules de la côte atlantique en 1987 «a provoqué un véritable cauchemar,» rappelle M. Bevan. Depuis cet incident, le programme de surveillance s'est étendu. Non seulement a-t-il pour but de déceler cette toxine particulière, mais il cherche aussi à repérer des toxines potentielles encore inconnues. «On doit donc concéder que ces produits ne sont pas aussi sûrs qu'ils pourraient l'être.» *

Éditeur : Secrétariat de l'ÉALF
au Comité interministériel
des Sous-ministres responsables
pour l'application des lois fédérales

Rédacteur en chef : Robert Malo
Rédactrice
administrative : Nancy E. Young

Vos observations, critiques, suggestions et soumissions sont toujours les bienvenues. Adressez-vous à :

DOSSIERS
Secrétariat de l'ÉALF
200, rue Kent
9ième étage, Secteur C
Ottawa (Canada) K1A 0P8
Téléphone: (613) 954-6215

Télécopieur : (613) 952-7573

DOSSIERS

ÉTUDE DE L'APPLICATION DES LOIS FÉDÉRALES

Vol. 3 N° 3 / septembre 1991

Les opérations de sécurité interne au Canada

Au Canada, les forces policières des diverses provinces suffisent ordinairement à faire observer la loi et à maintenir l'ordre et, comme les autres démocraties, le Canada ne fait pas habituellement appel aux forces armées pour faire appliquer la loi. Cependant, tous les pays peuvent se trouver dans des situations où le gouvernement constitutionnel est confronté à des menaces extraordinaires. Si cela se produit au Canada, le gouvernement peut faire appel aux forces armées.

En 1867, les Pères de la Confédération voulaient s'assurer que les provinces ne puissent maintenir leur version individuelle d'une garde nationale; en même temps, ils firent en sorte que le gouvernement fédéral ne puisse recourir aux forces armées pour des motifs politiques. Ils décidèrent donc d'accorder au gouvernement fédéral une compétence exclusive en matière de défense, tandis que l'administration de la justice devenait une responsabilité de compétence provinciale.

Aujourd'hui, les pouvoirs autorisant le ministère de la Défense nationale à se porter au secours du gouvernement sont principalement explicités dans la *Loi sur la défense nationale*. Le rôle du ministère se limite à soutenir le pouvoir civil; en aucune circonstance, les forces armées ne peuvent se substituer aux gouvernements civils. Les autorités ne les sollicitent normalement qu'en dernier ressort, lorsqu'elles constatent qu'elles ne peuvent seules maîtriser une situation même en réunissant tous les corps policiers disponibles. De plus, les forces armées se



retirent d'une opération dès que les autorités civiles peuvent reprendre la situation en main.

Les forces déployées pour soutenir le pouvoir civil proviennent des unités de combat régulières du Commandement mobile et c'est le Chef de l'état major de la défense qui décide du niveau d'intervention approprié. Lorsqu'elles sont déployées, les forces canadiennes n'opèrent qu'en formations militaires, sous les ordres d'un commandant qui assume la responsabilité de ses subordonnés et décide des méthodes appropriées pour s'acquitter d'une tâche déterminée. Les combattants sont vêtus de leur uniforme militaire et portent leurs armes militaires habituelles.

Puisque le gouvernement ne peut faillir à la tâche lorsqu'il est confronté à une menace réelle ou appréhendée à l'exercice de ses pouvoirs, les Forces canadiennes ne peuvent non plus se permettre de faillir à la tâche. En conséquence, les troupes mobilisées pour une opération de sécurité interne feront usage de toute la force nécessaire pour s'acquitter de leur mission.

Le soutien du pouvoir civil

Les opérations de sécurité interne peuvent se présenter sous diverses formes. (suite à la page 6)

À L'INTÉRIEUR

| | |
|---|---|
| De la morue à l'ascidie | 2 |
| La lutte contre les drogues dans les pénitenciers du Canada | 3 |
| L'application de la loi dans une société multiculturelle | 4 |
| La fouille accessoire à l'arrestation | 5 |

FILE/DOSSIER
1150-110/J238

T.D.# SEC GU
91267 U

COMMITTEES AND BOARDS (WITH CODES)
Interdepartmental Committee On Federal Law
Enforcement

9104158C

NON TRADUIT

SEC GU
T.D.# 91267 U

| CIRCULATION | | | | P.A. RANGER | | B.F. RAPPEL | |
|--------------|------------------------|---------|-------------|-------------|-------|-------------|-------|
| TO A | REMARKS REMARQUES | DATE | INIT. | DATE | INIT. | DATE | INIT. |
| CICS | WITH 23 Sept 91 EP 2.4 | 10/1/91 | [Signature] | | | | |
| VCDS | " " | 3-10-91 | JM | | | | |
| DG Secur | Action req'd by 9 Oct | 7 Oct | MMP | | | | |
| D Police ops | Manily Sheet | 9/10/91 | [Signature] | | | | |
| VCDS | Passed PA [Signature] | 2/12/91 | [Signature] | | | | |
| PA | | 12/1/91 | B | | | | |
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TEMPORARY DOCKET DOSSIER TEMPORAIRE

INSTRUCTIONS

- Temporary Dockets are to deal WITH ONE CASE ONLY.
Les dossiers temporaires sont créés à l'égard d'un SEUL CAS.
- T.D.'s NOT to be placed on main file UNLESS Records Management Office informed by File Control Form GC 97.
Ne PAS placer un dossier temporaire dans le dossier principal SANS-en informer le Bureau de la gestion des dossiers au moyen de la formule GC 97.
- T.D. No. together with main file number to be quoted on all correspondence originated.
Mentionner le numéro du dossier temporaire et le numéro de référence du dossier principal dans toute correspondance.
- Action should be taken as soon as possible in order that main file may be kept up to date. If action cannot be taken within 5 working days, B.F. Docket.
Donner suite le plus tôt possible, afin de tenir le dossier principal à jour. Si non réalisable dans les 5 jours ouvrables, acheminer et inscrire une date de rappel.
- T.D.'s to be requisitioned, passed, B.F.'d, etc., in the same manner as main files by means of Form GC 97.
Utiliser la méthode applicable aux dossiers principaux pour les demandes, acheminements, rappels, etc., des dossiers temporaires; employer la formule GC 97.

FROM/DE TO/A
FILE/DOSSIER
1150-110/J238



NDHQ - CDS / VCDS / SEC
 QGDN - CED / VCED / SEC
 General Office
 Bureau d'administration

14/4

| referred passé a | DATE | by par |
|---------------------|-------|-----------|
| EA/VCDS | 18/11 | JB |
| EA/Dm | 10/12 | KSD |
| EA/VCDS | 30-12 | my |
| PA | 31/12 | JB |

2011

NDHQ - CDS / VCDS / SEC
 QGDN - CED / VCED / SEC
 General Office
 Bureau d'administration

14/4

| referred passé a | DATE | by par |
|---------------------|-------|-----------|
| EA/VCDS | 4/10 | E |
| SO/CIS | 4/10 | JB |
| CICS | 18/10 | KC |
| EA/VCDS | 22/10 | JB |
| SO/CIS | 24/10 | JB |
| SO/VCDS | 15/11 | JB |

000028



National Defence

Défense nationale

Deputy Minister

Sous-ministre

National Defence Headquarters
Ottawa, Canada
K1A 0K2

Quartier général de la Défense nationale
Ottawa, Canada
K1A 0K2

RETURNED FOR FURTHER ACTION
OR P.A. AS APPLICABLE
RETOURNÉE POUR RENSEIGNEMENT
OU CLASSER SELON LE CAS

DATE 24-12-91 *J. Robins, mgl*
CICS/SEMR

12 Dec 91

Mr. J.S. Stanford
Deputy Solicitor General Canada
13th Floor
Sir Wilfrid Laurier Building
340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

Dear Mr. Stanford:

Thank you for your letter of 23 September 1991,
in which you seek my support for the establishment of a
permanent resource base for FLEUR.

Let me assure you I recognize the importance of
FLEUR and its contribution to the effective management of
federal law enforcement agencies. Therefore, I am prepared
to provide the \$60K O&M funds on a permanent basis as
requested.

Yours sincerely,

[Signature]
Robert R. Fowler

Vice Chief of the Defence Staff



Vice-chef d'état-major de la Défense

MEMORANDUM

1150-110/J238 TD 91267 (VCDS)

09 Dec 91

DM (thru *J.S.* CDS)

Sous - Ministre de la
Défense Nationale
Sep 30
SEP 12 1991
Deputy Minister of
National Defence *10*

FLEUR REQUEST FOR FUNDS

- Refs: A. CICS 91-4158C 3 Oct 91
B. Deputy Solicitor General letter of 23 Sep 91

1. Reference B is a request from the Deputy Solicitor General of Canada, seeking your support for the establishment of a permanent resource base for FLEUR, through the transfer of \$60K in O&M funds from this Department's resources.

2. A suitable response, offering O&M funds, is enclosed for your signature. The delay in responding was occasioned by an internal staffing initiative, which inserted a PY (secondment/loan) dimension into the equation. While this possibility may merit further consideration as FLEUR evolves, we are confining this response to meeting Mr. Stanford's request for O&M funding.

F.R. Sutherland
LGen

Enclosure: 1



Deputy Minister
National Defence

Sous-ministre
Défense nationale

CICS

2/10

9104158C

Please refer to The
OPI.

* PARA 7: ... world

be grateful for an early

re file

| |
|-------------|
| CICS/SEMR |
| OCT - 31991 |
| NDHQ - QGDN |

SD/TE000031

6-5100

DM INQUIRY - TASKING

DEMANDE D'ENQUÊTE DU SM -
ASSIGNATION DES TÂCHES

CICS CONTROL NO/NO DE CONTRÔLE SEMR: 9 1 0 4 1 5 8 C DATE: 03/10/91

OPI/BPR:
VCDS*VCEMD

OCI/BC:
DM*SM

DCDS*SCEMD
ADM (PER)*SMA (PER)
ADM (FIN)*SMA (FIN)

PRECEDENCE: U R G E N T

DEGRÉ DE PRIORITÉ : U R G E N T

WORKING DAYS AVAILABLE
TO MEET DEADLINE: 4

NOMBRE DE JOURS OUVRABLES
AVANT LA DATE D'ÉCHÉANCE : 4

1. An interim or final reply to the enclosed correspondence is required for the signature of the Deputy Minister by 1000 hrs 09 OCT 91. The reply is to be prepared in accordance with the example at flyleaf, and copies for each addressee are to be included. CICS will distribute copies after signature.

1. Une réponse provisoire ou définitive à la correspondance ci-jointe doit être préparée afin que le Sous-ministre la signe, au plus tard le 09 oct 91 à 10 heures. La réponse doit être rédigée en suivant le modèle présenté au dossier et une copie doit être faite à l'intention de chaque destinataire. La SEMR en assurera la distribution une fois que la lettre aura été signée.

2. The routing slip is to remain with the file.

2. La fiche doit rester au dossier.

3. QUERIES ARE TO BE DIRECTED TO CICS AT 996-5030 OR 996-1401.

3. POUR DE PLUS AMPLES RENSEIGNEMENTS, VEUILLEZ COMMUNIQUER AVEC LA SEMR AU 996-5030 OU 996-1401.

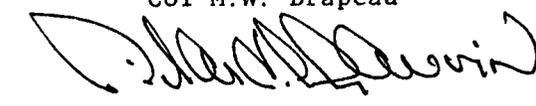
4. ADDITIONAL INSTRUCTIONS:

4. INSTRUCTIONS SUPPLÉMENTAIRES :

a. Please coordinate reply with OCI(s), as required.

a. Veuillez coordonner la réponse avec le (les) BC(s), si requis.

D Sec QGDN
Col M.W. Drapeau



M.W. Drapeau
Col
D NDHQ Sec
992-6091



Deputy Solicitor General Sous-solliciteur général
Canada Canada

Ottawa, Canada
K1A 0P8

SEP 23 1991

CICS/SEMR
OCT - 3 1991
NDHQ - QGDN

Sous-Ministre de la
Défense Nationale
SEP 30 1991
Deputy Minister of
National Defence 10

9104158C

NDRMS 3.3 / SGDDN 3.3
Referred to
Transmis à CICS

SEP 24 1991

File No.
Dossier No. 1450-110/5238
Charged to / Chargé à 10
91267

Mr. Robert R. Fowler
Deputy Minister of National Defence ✓
North Tower, 13th Floor
National Defence Headquarters
101 Colonel By Drive
Ottawa, Ontario
K1A 0K2

Dear Mr. *Bob* Fowler:

You will recall that last December the Committee of Deputy Ministers of the FLEUR Departments agreed to put FLEUR on a permanent basis by locating it in the Ministry of the Solicitor General (though still reporting to the FLEUR Deputies Committee) and providing it with a permanent personnel and financial resource base. The resource base was to be established by transfers from the FLEUR Departments matched, at least in respect of personnel, by new resources from Treasury Board. I was charged by the Deputies Committee to secure the agreement of Treasury Board to provide new resources from the centre.

Because of the resource constraint measures in the last budget, my approach to TBS was delayed until the impact of those measures could be fully assessed by Departments. My letter of July 8 to Ian Clark was copied to you at the time it was sent but I enclose a further copy for convenient reference. Also enclosed is a copy of Ian's reply. I have subsequently spoken to Ian and he has confirmed to me that his reply constitutes TBS support for new funding on a matching basis.

The next (and close to final) step in implementing our decision of last December to put FLEUR on a permanent basis, therefore, is for individual FLEUR departments to confirm their transfers to the FLEUR resource base.

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- 2 -

The Solicitor General Secretariat will transfer to FLEUR two person years with salaries, including one executive complement, and O&M funding of \$100,000. Although the executive complement for the FLEUR Director will come from the Solicitor General Secretariat, that position will be open for competition to qualified personnel from all FLEUR Departments.

My purpose in writing at this time, in addition to providing this progress report, is to ask that your Department now confirm that it will commit to FLEUR, in accordance with the arrangement described above, \$60,000 in O&M funds. Upon receipt of your confirmation to this effect and that of the other FLEUR Deputies to whom I am writing for PY and salary commitments or O&M funds, I will take the necessary measures to secure the transfer of resources from Treasury Board. FLEUR will then be able to undertake its work program.

The willingness of Treasury Board to allocate new resources to FLEUR at a time of severe resource constraint confirms the priority which the Government attaches to improving the delivery of law enforcement services to the Canadian public and to improving the coordination of these services as urged by the Auditor General.

I would be grateful for an early response to this request. Should you have any queries or concerns, I would welcome the opportunity to discuss these with you personally. I believe the permanent establishment of FLEUR is a matter which merits the personal attention of Deputies. I look forward to your positive reply.

Yours sincerely,



J. S. Stanford

Enclosures

 Deputy Solicitor General Sous-solliciteur général
Canada Canada

Ottawa, Canada
K1A 0P8

July 8, 1991

Mr. Ian D. Clark
Secretary of the Treasury Board
Treasury Board Secretariat
L'Esplanade Laurier
140 O'Connor Street
Ottawa, Ontario
K1A 0R5

Dear Mr. *Ian* Clark:

I am writing as Chairman of the FLEUR Deputies Committee to seek your support at a critical point in the evolution of the FLEUR initiative to upgrade and better coordinate the delivery of law enforcement services by the federal government.

The need for a mechanism of this kind to support the management of the large number of federal agencies with law enforcement responsibilities was recognized some years ago. For the past four years the FLEUR Secretariat, consisting of a small group of seconded officers, has demonstrated that significant advances can be made in the management of federal law enforcement services. Its successful projects have related to such critical areas as accountability, information sharing and firearms guidelines. It is about to consider the issue of the granting of enforcement powers under federal legislation.

At a meeting of the FLEUR Deputies Committee on December 11, 1990, there was consensus that FLEUR had proven its worth and should be continued. There was also a strong belief, however, that to do effectively the job which faces it, FLEUR must be freed from the uncertainty and distraction of its temporary existence and annual resource-funding appeals and put on a permanent basis, in both organizational and resource terms.

On the organizational level, the Deputies Committee decided that the FLEUR Secretariat should become a permanent part of the Solicitor General Secretariat, reporting as in the past to the Deputies Committee.

The further progress of the FLEUR initiative now depends upon the establishment of a permanent resource base of about 10 PYs and 300K in O&M. All of us, including TBS, have

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assumed that this base would come from two sources, the FLEUR Departments and Treasury Board. We are, however, stalled by a chicken-and-egg situation. TBS officials would like the FLEUR Departments to make their resource commitments, after which Treasury Board would "top-up" to the required resource level. The problem with this approach is that, without a clear commitment from the centre of government to the success of FLEUR and its adequate resourcing, there is little basis upon which I can ask my colleagues in the FLEUR Departments to commit permanently their own scarce PYs and dollars.

The principal objective of the FLEUR initiative, the effective coordination of all federal law enforcement services to avoid unproductive duplication, is one to which I believe the centre of government attaches special importance. I am therefore writing to ask that the centre of government exercise leadership at this critical point in the development of the FLEUR initiative by committing 6 PYs (including one management complement) and salary dollars, to the resource base of FLEUR. With this firm commitment, I am confident my colleagues in the major FLEUR Departments will be prepared to make permanent resource allocations to FLEUR to complete the resource base. From the Solicitor General Secretariat, I am prepared to commit a PY, the accompanying salary dollars and an annual O&M contribution of 100K. I ask also that Treasury Board authorize FLEUR Departments to fund from O&M reserves the salaries for the PYs which Departments allocate to the permanent resource base of FLEUR.

Although the decision of the Deputies Committee to put FLEUR on a permanent basis was taken some months ago, I have delayed raising the resource issue until the smoke had cleared from the most recent cuts and we all had a clearer sense of our resource positions. But now it is decision time for the future of this low-budget but very productive initiative. I would be grateful for an early indication of your support so that FLEUR can resume its activities at the end of the summer with confidence that it will be able to fulfil its function.

Yours sincerely,



J. S. Stanford

cc: FLEUR Deputy Ministers

Secretary of the Treasury Board Secrétaire du Conseil du Trésor

Ottawa, Canada
K1A 0R5

AUG - 9 1991
AOUT

Mr. Joseph S. Stanford
Deputy Solicitor General
Solicitor General of Canada
13th Floor
Sir Wilfrid Laurier Building
340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

Dear Mr. Stanford:

Thank you for your letter of July 8, 1991, in which you seek my support for the establishment of a permanent resource base for FLEUR.

At the outset, let me assure you that my staff and I recognize the importance of FLEUR and its contribution to the management of federal law enforcement agencies. In addition, let me also assure you that we also recognize the importance of establishing a permanent resource base for FLEUR. The issue here however, is not one of merit but rather one of affordability.

As you may know, the current status of the Operating Reserve makes it difficult to fulfil many requests, notwithstanding that they represent genuine workload and/or operationally desirable projects. However, I am sensitive to the difficulties of persuading departments - even large ones such as you are dealing with - to agree to permanent resource transfers to the FLEUR organization. In these circumstances, I would be willing to support a request to the Board that they underwrite a portion of the overall permanent requirement, covering not more than 50% of the proposed PYs and salary dollars. Even at this level, I would anticipate some difficulty in

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SSG'S OFFICE
BUREAU AU BUREAU
DU SSG

AUG 15 1991

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persuading the Board that these resources should not be found from within the participating departments. Accordingly, I would recommend that the resources be conditional on your demonstrating by end 1991-92 that agreements on permanent resource transfers have been reached with the other departments, covering the balance of the PYs, salary dollars and operating dollars. As well, I note that a commitment from your department, closer to the historical level than the one PY you propose, should be made.

I believe this proposal is consistent with the approach you propose and is a realistic solution in the present climate of severe restraint. If you agree, I would suggest that our officials negotiate and develop a detailed proposal for Treasury Board within these parameters.

Yours sincerely,



I. D. Clark

Minute Sheet

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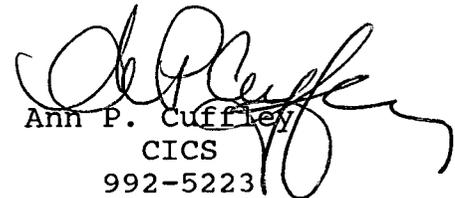
/ Aug 91

D Sec

DM INQUIRY - 9104158B

1. D Police Ops has advised that all is in hand and that there is no need to provide an answer to this inquiry, which Mr. Stanford wrote to TB, with a copy to Mr. Fowler.

2. If you have no objection I will close the file and I recommend file closure. SO/DM has advised that Mr. Fowler does not like to commit himself until he has to and he might well appreciate waiting until he has been asked to contribute to FLEUR before he offers.


Ann P. Cuffley
CICS
992-5223

② CICS
OK

JP
2 Aug

③
hume

Please close file
AC
CICS
2 Aug

MEMORANDUM



CIS

FROM: ^ASO / CIS

TO: CR.

Please deliver to .

EA/UCDS

EA.

30/7

Office of the
Vice Chief of the Defence Staff



Cabinet du
Vice-chef d'état-major de la Défense

23 July

(1)

So/CIS

For action pls.

J. van
EA

(2)

So D6 Secur

See memo 2 yellow sheet

J. Jones
D. Pollock
30 Jul 91

MEMORANDUM



CIS

FROM: SO / CIS

TO: EA / VCDs.

30 Jul 91

Jean

See min 2 on yellow sheet.
Our D Police ops has called
Richard Gervin at DND lang.
and determined that no
action is necessary.

Jean
SA/CIS
945-5127.

② CIS
Pls see min ②
top folio.
→ Jean
EA

DM INQUIRY - TASKING

DEMANDE D'ENQUÊTE DU SM -
ASSIGNATION DES TÂCHES

CICS CONTROL NO/NO DE CONTRÔLE SEMR: 9 1 0 4 1 5 8 B DATE: 07/02/91

OPI/BPR:
VCDS*VCEMD

OCI/BC:
DM*SM

DCDS*SCEMD
ADM (PER)*SMA (PER)

(J)

PRECEDENCE:

DEGRÉ DE PRIORITÉ :

WORKING DAYS AVAILABLE
TO MEET DEADLINE:

NOMBRE DE JOURS OUVRABLES
AVANT LA DATE D'ÉCHÉANCE :

1. An interim or final reply to the enclosed correspondence is required for the signature of the Deputy Minister by 1000 hrs 08 AUG 91. The reply is to be prepared in accordance with the example at flyleaf, and copies for each addressee are to be included. CICS will distribute copies after signature.

1. Une réponse provisoire ou définitive à la correspondance ci-jointe doit être préparée afin que le Sous-ministre la signe, au plus tard le 08 août 91 à 10 heures. La réponse doit être rédigée en suivant le modèle présenté au dossier et une copie doit être faite à l'intention de chaque destinataire. La SEMR en assurera la distribution une fois que la lettre aura été signée.

2. The routing slip is to remain with the file.

2. La fiche doit rester au dossier.

3. QUERIES ARE TO BE DIRECTED TO CICS AT 996-5030 OR 996-1401.

3. POUR DE PLUS AMPLES RENSEIGNEMENTS, VEUILLEZ COMMUNIQUER AVEC LA SEMR AU 996-5030 OU 996-1401.

4. ADDITIONAL INSTRUCTIONS:

4. INSTRUCTIONS SUPPLÉMENTAIRES :

(2)
MR Gawn
NDHQ Eng

D Sec QGDN
Col M.W. Drapeau



M.W. Drapeau
Col
D NDHQ Sec
992-6091

We spoke. No reply is necessary. This letter is for information purposes only. Copy kept for the Drapeau's Ehour file

J. J. J. J.
Drapeau
30 Jul 91 9457303



Deputy Solicitor General
Canada

Sous-solliciteur général
Canada

Ottawa, Canada
K1A 0P8

July 8, 1991

Mr. Ian D. Clark
Secretary of the Treasury Board
Treasury Board Secretariat
L'Esplanade Laurier
140 O'Connor Street
Ottawa, Ontario
K1A 0R5

Dear Mr. Clark:

I am writing as Chairman of the FLEUR Deputies Committee to seek your support at a critical point in the evolution of the FLEUR initiative to upgrade and better coordinate the delivery of law enforcement services by the federal government. **91199**

The need for a mechanism of this kind to support the management of the large number of federal agencies with law enforcement responsibilities was recognized some years ago. For the past four years the FLEUR Secretariat, consisting of a small group of seconded officers, has demonstrated that significant advances can be made in the management of federal law enforcement services. Its successful projects have related to such critical areas as accountability, information sharing and firearms guidelines. It is about to consider the issue of the granting of enforcement powers under federal legislation.

At a meeting of the FLEUR Deputies Committee on December 11, 1990, there was consensus that FLEUR had proven its worth and should be continued. There was also a strong belief, however, that to do effectively the job which faces it, FLEUR must be freed from the uncertainty and distraction of its temporary existence and annual resource-funding appeals and put on a permanent basis, in both organizational and resource terms.

On the organizational level, the Deputies Committee decided that the FLEUR Secretariat should become a permanent part of the Solicitor General Secretariat, reporting as in the past to the Deputies Committee.

The further progress of the FLEUR initiative now depends upon the establishment of a permanent resource base of about 10 PYS and 300K in O&M. All of us, including TBS, have

...2

ND INQ - EDN
JUL 19 1991

Sous-Ministre de la
Défense Nationale
NDHQ - QGDN
JUL 16 1991
Deputy Minister of
National Defence
SDDN 3-3

9104158B

Referred to
Transmis à CICS

JUL 18 1991

File No.
Dossier No. 1150-110/J238
Charged to / Chargé à T.D.

2

assumed that this base would come from two sources, the FLEUR Departments and Treasury Board. We are, however, stalled by a chicken-and-egg situation. TBS officials would like the FLEUR Departments to make their resource commitments, after which Treasury Board would "top-up" to the required resource level. The problem with this approach is that, without a clear commitment from the centre of government to the success of FLEUR and its adequate resourcing, there is little basis upon which I can ask my colleagues in the FLEUR Departments to commit permanently their own scarce PYS and dollars.

The principal objective of the FLEUR initiative, the effective coordination of all federal law enforcement services to avoid unproductive duplication, is one to which I believe the centre of government attaches special importance. I am therefore writing to ask that the centre of government exercise leadership at this critical point in the development of the FLEUR initiative by committing 6 PYS (including one management complement) and salary dollars, to the resource base of FLEUR. With this firm commitment, I am confident my colleagues in the major FLEUR Departments will be prepared to make permanent resource allocations to FLEUR to complete the resource base. From the Solicitor General Secretariat, I am prepared to commit a PY, the accompanying salary dollars and an annual O&M contribution of 100K. I ask also that Treasury Board authorize FLEUR Departments to fund from O&M reserves the salaries for the PYS which Departments allocate to the permanent resource base of FLEUR.

Although the decision of the Deputies Committee to put FLEUR on a permanent basis was taken some months ago, I have delayed raising the resource issue until the smoke had cleared from the most recent cuts and we all had a clearer sense of our resource positions. But now it is decision time for the future of this low-budget but very productive initiative. I would be grateful for an early indication of your support so that FLEUR can resume its activities at the end of the summer with confidence that it will be able to fulfil its function.

Yours sincerely,



J. S. Stanford

cc: FLEUR Deputy Ministers

Date: 10/7

TO: CICS (through NDRLS 3-3)

À: SEMR par l'intermédiaire du
SGDLN 3-3) *9104158B*

1. The attached
correspondence
requires
follow-up.

2. NDRLS please
register this
correspondence,
place it on a
temporary docket
and then pass it
to CICS who will
transmit it to
the OPI.

1. La correspon-
dance ci-jointe
nécessite d'y
donner suite.

2. Cette corres-
pondance doit
être enregistrée
par le SGDLN qui
la placera dans
un dossier tem-
poraire et ensui-
te la passera
à SEMR pour trans-
mission au BPR.

Sylvain Dufour
SO/DM - OEM/SM
996-5106

[Signature]
ND INQ - EDN
JUL 19 1991
NDHQ - QGDN

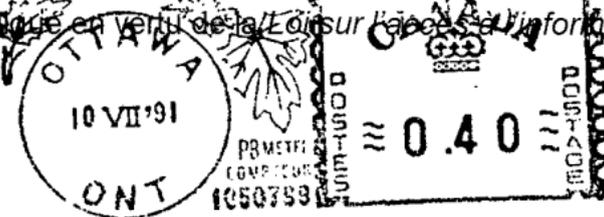
000047



Deputy Solicitor General
Canada

Sous-solliciteur général
Canada

Ottawa, Canada
K1A 0P8



Mr. Robert R. Fowler
Deputy Minister of National Defence
North Tower, 13th Floor
National Defence Headquarters
101 Colonel By Drive
Ottawa, Ontario
K1A 0K2



000048

Canada 

SECRET

(Unclassified with Enclosure Removed)

MEMORANDUM

PA → 1150-110/J 238

~~1180-1~~ (DC Pol)

16 Oct 90

Assoc ADM(Pol) (Thru DG Pol Ops)

FEDERAL DRUG LAW AND AERIAL DRUG INTERDICTION MEETING -
18 OCT 90

The enclosed self-explanatory briefing note is provided for your participation in the subject meeting.

O.S.D.
H.M. Leduc
Col
DC Pol
992-3960

Enclosure: 1

8
Cdr J.B. McCarthy/DC Pol 2/996-9114/jn
WANG # 4585 dcpol
DIST: Orig (File) Circ Chron Float

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(Unclassified with Enclosure Removed)

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18 OCT MEETING AT SOLGEN

CREATION OF AN INTERDEPARTMENTAL COMMITTEE

ON FEDERAL DRUG LAW ENFORCEMENT

ISSUE: Departmental views and participation in an 'Interdepartmental Steering Committee on Federal Drug Law Enforcement' and comment on a draft 'Statement of Policy Principles and Umbrella Framework Agreement'

BACKGROUND

1. On 9 April 1990, this Department conducted a series of briefings for the Deputy Solicitor General and members of his staff on 'DND Drug Interdiction Activities'. Also in attendance were the Commissioner of the RCMP and a senior representative from the Privy Council Office. Upon completion of the briefings, an open exchange of views and concerns took place. At this time a general sentiment was expressed by all participants that interdepartmental coordination on drug interdiction issues would benefit from a more formal direction at senior levels. Summary minutes of this meeting are attached as Flag A. As a result of this, Deputy SOLGEN agreed to organize a meeting at the DM level of all involved government departments. The subject meeting on 18 Oct is in support of this commitment.

2. The Interdepartmental Steering Committee on Aerial Drug Interdiction referred to in the letter first met in November 1989. The second and last meeting to date was held in January of this year. The draft 'Statement of Policy Principles and Umbrella Framework Agreement' was also distributed for review of participants during that time period. This is the identical version to that which was attached to the SOLGEN letter of 1 Oct.

3. This Department (the Directorate of Continental Policy) reviewed the draft and submitted comments on 14 December 1989 (Flag B). As stated in that response, we felt that the document should be more succinct and generic in nature. In addition, specific editorial and contextual changes were recommended. These changes have not been implemented and it may therefore be appropriate to re-introduce them at the upcoming meeting. These comments appear even more germane when considering the Policy Principles as they apply to a newly created and more senior Interdepartmental Steering Committee on Federal Drug Law Enforcement.

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- 2 -

4. DND has been appointed lead department for the Working Group on Operational Cooperation which is one of the four formed by the Aerial Interdiction Steering Committee. Work has progressed largely as a result of the presence of our permanent liaison officer assigned to the RCMP.

5. On 27 August 1990, the Director General of Police and Law Enforcement from SOLGEN visited ADM(Pol) to specifically discuss the SOLGEN mandate as agreed at the post briefing discussion to organize a meeting at the DM level. At this meeting he expressed their view that the dedicated attention of several individuals would be required to initially draft a mandate for the scrutiny of the Deputy Ministers and to then subsequently administer the complexities of any coordination process. Our support for this effort in the form of one or more PYs was requested. A memo was sent to the VCDS requesting his views on this subject to which a reply has not yet been received.

DND AREAS OF CONCERN

6. The following areas of concern had surfaced from time to time in interdepartmental fora and may need to be reinforced in any new organization:

- a. confusion over a perceived desire on the part of DND to assume an independent law enforcement responsibility resulting from a lack of appreciation of our subordination to the RCMP on all aspects of law enforcement; and
- b. the limitations of DND's ability to address capability gaps (particularly in the area of surveillance) if the threat to Canada's security from the perspective of our primary and larger responsibility of the defence of Canada is not affected.

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- 3 -

7. In general, the level of understanding between the Canadian Forces and the RCMP in any or all of these areas is excellent. This is due to the Memorandum of Understanding which currently exists between our two organizations and the significant level of interchange and liaison at all levels that occurs on a regular basis.

8. Other areas which were raised during the briefing to Deputy SOLGEN which include coordination of intelligence, command and control, and tasking of resources are the subject of ongoing staff review in this Headquarters and elsewhere.

Prepared by: Cdr J.B. McCarthy, DC Pol 2, 996-9114

Date Prepared: 15 Oct 90

SECRET

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MAIN DOSS. No. MUNICIPAL

1150-110/J238

T.D. No. 90081
 D.T.

TEMPORARY DOCKET DOSSIER TEMPORAIRE

9000876

15-03-90

| TO À | CIRCULATION | | | | P.A. RANGER | | B.F. RAPPEL | | REGISTRY ONLY DÉPÔT CENTRAL | |
|---------|-------------------------|-------------|-------|------|----------------|------|-------------------|-----------------------|--------------------------------|--|
| | REMARKS REMARQUES | Date | Init. | Date | Init. | Date | Cancel Annuler | Inspected Inspecté | Station No. Poste N° | |
| ND INQ | WITH PAPER'S RECORDS | MAR 22 1990 | OM | 25/5 | (S) | | | | | |
| ND Inq | Please PA | 26-3 | LS | 27/3 | W | | | | | |
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INSTRUCTIONS

- Temporary Dockets are to deal WITH ONE CASE ONLY.
 Les dossiers temporaires sont créés à l'égard d'un SEUL CAS.
- T.D.'s NOT to be placed on main file UNLESS Records Management Office informed by File Control Form DND 710.
 Ne PAS placer un dossier temporaire dans le dossier principal SANS en informer le Bureau de la gestion des dossiers au moyen de la formule DND 710.
- T.D. No. together with main file number to be quoted on all correspondance originated.
 Mentionner le numéro du dossier temporaire et le numéro de référence du dossier principal dans toute correspondance.
- Action should be taken as soon as possible in order that main file may be kept up to date. If action cannot be taken within 48 working hrs., B.F. Docket.
 Donner suite le plus tôt possible, afin de tenir le dossier principal à jour. Si non réalisable dans les 48 heures ouvrables, acheminer et inscrire une date de rappel.
- T.D.'s to be requisitioned, passed, B.F.'d. etc., in the same manner as main files by means of Form DND 710.
 Utiliser la méthode applicable aux dossiers principaux pour les demandes, acheminements, rappels, etc., des dossiers temporaires; employer la formule DND 710.

90081

T.D. No.

D.T.

1150-110/J238

MAIN FILE NUMBER
DOSSIER PRINCIPAL



Government of Canada

Gouvernement du Canada

FLEUR Secretariat to the Interdepartmental Committee of Deputy Ministers Responsible for Federal Law Enforcement

Secrétariat de L'ÉALF au Comité interministériel des Sous-ministres responsables pour l'application des lois fédérales

340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

9000876

Sous - Ministre de la Défense Nationale
MAR 15 1990
Deputy - Minister of National Defence 14

ND INQ - EDN
MAR 27 1990
NDHQ - QGDN

March 15, 1990

Mr. R. O. Burton
Executive Assistant to the Deputy Minister
National Defence
North Tower, 13th Floor
National Defence Headquarters
101 Colonel By Drive
Ottawa, Ontario
K1A 0K2

NDRMS 3-3 / SGDDN 3-3

Referred to Transmis à ND/TnB

MAR 22 1990

File No.
Dossier No. 1150-110/1238
Charged to Chargé à 90081 TD

Dear Mr. Burton:

The attached supporting materials are for the March 19, 1990, 2:30 p.m. meeting of the Interdepartmental Committee of Deputy Ministers Responsible for Federal Law Enforcement which will be held in the 8th floor Auditorium at 340 Laurier Avenue West.

The materials include:

NTF: Was forwarded to CIS acted on
PA'd
SD

Document

Comment

- | | | |
|----|--|--|
| a) | Preliminary usage projections for interdepartmental basic enforcement courses offered at a central institute | Departments are encouraged to estimate their own usage of such a facility for in-service enforcement training and for non-enforcement training |
| b) | Potential Course Subjects for Federal Enforcement Training | Should be helpful in estimating the employee time involved in attending generic courses |

JK

Received in NDRMS 3-3.4 22/3/90

.../2

Canada

RT
JK.

- 2 -

- c) Operating Cost Estimates for a Canadian Institute for Federal Enforcement Training Gives institute operating costs for Customs College in Rigaud and estimates the costs to send students to Summerside for six, four and three week generic courses
- d) Preliminary Facility Requirements These were sent to Public Works Canada in Halifax to facilitate the preparation of capital cost estimates for a facility at Summerside
- e) Interim Report on Enforcement Training in Federal Departments and Agencies Background information prepared for FLEUR by consultant D. Timms

Should there be any questions on this material please call the undersigned at 954-6209.



C.J. Collingridge
Director

Attachments

PRELIMINARY USAGE PROJECTIONS
FOR
INTERDEPARTMENTAL BASIC ENFORCEMENT COURSES OFFERED
AT A CENTRAL INSTITUTE

FLEUR Secretariat
March 1990

**CANADIAN INSTITUTE FOR FEDERAL ENFORCEMENT TRAINING - SUMMERSIDE, P.E.I.
 PRELIMINARY USAGE PROJECTION
 FOR BASIC ENFORCEMENT COURSES**

| AGENCY | OWN PERMANENT FACILITY | NUMBER OF FEDERAL OFFICERS INVOLVED IN ENFORCEMENT NOTE (1) | APPROXIMATE NUMBER OF NEW OFFICERS TO INSTITUTE EACH YEAR BASED ON 8% TURNOVER NOTE (2) | RESIDENCE DAYS FOR NEW OFFICERS @ 28 EACH NOTE (3) |
|---------------------------------|------------------------|---|---|--|
| AGRICULTURE | no | 186 | 15 | 420 |
| ATOMIC ENERGY CONTROL BOARD | no | 151 | 12 | 336 |
| CEIC IMMIGRATION | no | 900 | 72 | 2,016 |
| CEIC UNEMPLOYMENT INVESTIGATORS | no | 400 | 32 | 896 |
| CANADA PORTS CORPORATION POLICE | uses Cornwall | 175 | 14 | 392 |
| CANADA POST CORP. | no | 130 | 11 | 308 |
| COMMUNICATIONS | no | 320 | 26 | 728 |
| CONSUMER & CORPORATE AFFAIRS | no | 700 | 56 | 1,568 |
| CN POLICE | now uses Cornwall | 300 | 24 | 672 |

NOTE (1): Three categories of federal officers involved in enforcement are defined in the paper "Potential Course Subjects".

NOTE (2): The turnover rate of 8% was obtained from the Public Service Commission

NOTE (3): Residence days are used throughout to project facility utilization. The figure of 28 days represents the average length of a basic generic course.

**CANADIAN INSTITUTE FOR FEDERAL ENFORCEMENT TRAINING - SUMMERSIDE, P.E.I.
 PRELIMINARY USAGE PROJECTION
 FOR BASIC ENFORCEMENT COURSES**

| AGENCY | OWN PERMANENT FACILITY | NUMBER OF FEDE- RAL OFFICERS INVOLVED IN ENFORCEMENT NOTE (1) | APPROXIMATE NUMBER OF NEW OFFICERS TO INSTITUTE EACH YEAR BASED ON 8% TURNOVER NOTE (2) | RESIDENCE DAYS FOR NEW OFFICERS @ 28 EACH NOTE (3) |
|---|------------------------|---|---|--|
| ENVIRONMENT | no | 532 | 43 | 1,204 |
| FISHERIES & OCEANS | no | 750 | 60 | 1,680 |
| HEALTH & WELFARE | no | 393 | 31 | 868 |
| LABOUR CANADA | no | 170 | 14 | 392 |
| SUPT. OF BANKS | no | 150 | 12 | 336 |
| REVENUE CANADA - CUSTOMS | Rigaud | 2,900 | | |
| REVENUE CANADA - EXCISE | Rigaud | 50 | | |
| REVENUE CANADA - TAXATION | Heron Road | 5,728 | | |
| RCMP - FEDERAL ENFORCEMENT | Depot CPC | 3,800 | | |
| SOL. GEN. CORRECTIONS | Kingston Laval | 4,500 | | |
| TRANSPORT CANADA | Cornwall | 1,100 | | |
| OVERALL TOTAL OFFICERS | | 23,335 | | |
| TOTAL POPULATION FOR INSTITUTE | | 5,257 | 422 | 11,816 |

NOTE (1): Three categories of federal officers involved in enforcement are defined in the paper "Potential Course Subjects".
 NOTE (2): The turnover rate of 8% was obtained from the Public Service Commission
 NOTE (3): Residence days are used throughout to project facility utilization. The figure of 28 days represents the average length of a basic generic course.

POTENTIAL COURSE SUBJECTS

FEDERAL ENFORCEMENT TRAINING.

Fleur Secretariat
March 1990

The following is a chart showing the type of subject material which appears to be appropriate for each of the main categories of federal enforcement officers. This assessment was arrived at on the basis of educated projections by the FLEUR Secretariat. In depth consultations with departments/agencies have not been completed for the Investigators Course nor have they been initiated for the Inspector Course. Such consultations will be carried out and are expected to result in changes in the subject/course mix for these type of officers.

Appendix "A" of this document contains a draft overview of the federal enforcement training strategy.

Draft 90-03-09

POTENTIAL COURSE SUBJECTS

For the purpose of this draft document, the following definitions apply:

Enforcement officers: Officers, normally in uniform, who possess specified powers which include the powers of arrest and use of force.

Investigators: Officers who carry out in-depth reviews which can lead to administrative sanctions or criminal prosecutions.

Inspectors: Officers who normally require specialized knowledge and skills pertinent to their legislation; their primary function is to inspect, audit, examine, for compliance purposes.

| <u>Subjects</u> | <u>Enforcement Officers</u> | <u>Investigators</u> | <u>Inspectors</u> |
|---|-----------------------------|----------------------|-------------------|
| Access to information and Privacy Acts | X | X | X |
| Admissions and confessions | X | X | X |
| Arrest, detention & release | X | X? | - |
| Basic photography technique | X | X | - |
| Bomb threats | X | - | - |
| Break, control techniques | X | - | - |
| Canadian laws | X | X | X |
| Care & handling of firearms/weapons | X | - | - |
| Communications skills | X | X | X |
| Compliance program overview | X | X | X |
| Court evidence | X | X | - |
| Dangerous goods | X | - | - |
| Drug enforcement | X | - | - |
| Effective presentations | X | X | X |
| Electronic data systems (CPIC - PIRS & others) | X | - | - |
| Electronic equipment | X | - | - |
| Employee assistance programs (If FLEUR is to provide) | X | X | X |
| Evidence gathering | X | X | X |

Draft 90-03-09

| | | | |
|--|---|----|---|
| Handcuffing & searching | X | - | - |
| Interviewing techniques | X | X | X |
| Intelligence gathering | X | X | X |
| Judicial/quasi-judicial administrative procedures | X | X | X |
| Media communications (If FLEUR) is to provide) | X | - | - |
| Mock trial (judicial and quasi-judicial) | X | X | X |
| Multi-culturalism | X | X | X |
| Note taking | X | X | X |
| Nutrition and fitness | X | - | - |
| Officer/offender contact | X | X | - |
| Officer safety | X | X? | - |
| Physical conditioning | X | - | - |
| Planning investigation/ Inspection | - | X | X |
| Radio operating technique | X | - | - |
| Report writing | X | X | X |
| Search & seizure | X | X | X |
| Security of information | X | X | X |
| Situation diffusion | X | X | X |
| Stress management | X | X | X |
| Transportation of suspects/ prisoners | X | - | - |
| Use of force | X | - | - |
| Young Offenders Act | X | X? | - |
| Work ethics & deportment | X | X | X |

FLEUR Secretariat
 March 9, 1990

FEDERAL ENFORCEMENT TRAINING STRATEGY

APPENDIX "A"

APPENDIX "A"

| TRAINING CATEGORY | TYPE OF COURSE | FEDERAL MINIMUM STANDARDS | INTERDEPARTMENTAL TRAINING COURSES | AGENCY/DEPT. TASK RELATED TRAINING | REFRESHER |
|-------------------|---|---|---|--|---|
| MANAGEMENT | SENIOR MANAGERS (DM & ADM) | OVERVIEW OF LEGAL, MANAGEMENT & ACCOUNTABILITY ASPECTS OF ENFORCEMENT | SUPPLEMENTARY TO DM AND ADM TRAINING COURSES | OPTIONAL | NOT REQUIRED |
| | ENFORCEMENT MANAGERS | LEGAL, MANAGEMENT & ACCOUNTABILITY ASPECTS OF ENFORCEMENT | SUPPLEMENTARY TO EX AND SM TRAINING COURSES | OPTIONAL | NOT REQUIRED |
| | ENFORCEMENT SUPERVISORS | LEGAL, MANAGEMENT, ACCOUNTABILITY AND PRACTICAL | CENTRAL COURSE IF DEMAND WARRANTS | DEPT. MAY INTEGRATE STANDARDS INTO ITS OWN COURSES | PERIODIC REFRESHERS ON LEGAL CHANGES & NEW GOV'T POLICY |
| | MANAGEMENT INFORMATION SYSTEMS | BRIEF MODULES ON MIS & OTHER TOOLS E.G. PERFORMANCE APPRAISAL | OPTIONAL | STANDARDS MAY BE INCLUDED IN AGENCY TRAINING | NOT REQUIRED |
| TECHNICAL | USE OF FORCE, RESTRAINTS & SELF-DEFENCE | MANDATORY STANDARDS EMPHASIZING PRACTICAL COMPETENCIES | CENTRAL COURSES FOR SMALL DEPARTMENTS | AGENCIES SHOULD DEVELOP MAINTENANCE PROGRAMS | REQUALIFICATION MAY BE COMBINED |
| | FIREARMS | MANDATORY STANDARDS ON CONFLICT RESOLUTION AND FIREARM QUALIFICATION | GIVEN BY FEDERAL INSTRUCTORS AT AN APPROVED FACILITY | MAINTENANCE PROGRAMS | REQUALIFICATION ON AN ANNUAL BASIS |
| | INTELLIGENCE ANALYSIS | INFO. GATHERING, SOURCES ANALYSIS, SECURITY BRIEFING, CASEWORK | IF DEMAND EXISTS - ONLY AFTER BASIC TRAINING COMPLETED | DEPARTMENTS MAY ADD THEIR OWN MATERIAL | NOT REQUIRED |
| BASIC | INVESTIGATOR | MANDATORY STANDARDS ON LAW, RIGHTS, COURT, AUDITING, EVIDENCE, ETC. | CENTRAL COURSE BUT DEPTS. CAN ALSO INCLUDE IN THEIR OWN | MAY COMBINE OWN WITH STANDARDS OR ADD AFTER | MANDATORY EVERY 3 TO 5 YEARS FOR UPDATES |
| | ENFORCEMENT OFFICER | MANDATORY STANDARDS ON LAW, RIGHTS, COURT ARREST, FORCE, ETC. | CENTRAL COURSE BUT DEPTS. CAN ALSO INCLUDE IN THEIR OWN | WILL COMBINE WITH SPECIFIC SUBJECTS OR ADD OWN AFTER | MANDATORY EVERY 3 TO 5 YEARS |
| | INSPECTORS | MANDATORY STANDARDS ON LAW, RIGHTS, POWERS, | CENTRAL COURSE BUT DEPARTMENTS CAN ALSO INCLUDE | MAY COMBINE OWN WITH STANDARDS OR ADD AFTER | MANDATORY REFRESHER EVERY 3 TO 5 YEARS |

OPERATING COST ESTIMATES
FOR A
CANADIAN INSTITUTE FOR FEDERAL ENFORCEMENT TRAINING

FLEUR Secretariat
March 1990

At the February 27, 1990 meeting of the Committee of FLEUR Deputy Ministers Ken Cox, the Customs & Excise representative offered to provide some data on operating costs pertaining to the CAE College, Rigaud, Québec. Please note that DPW construction and maintenance costs are not included in these figures.

The residence capacity of Rigaud is 300 rooms. Daily costs for catering and room housekeeping per resident range between \$18 and \$24 depending on the occupancy rate. Assuming an 80% occupancy rate, the total O&M costs for catering and residence housekeeping would be:

$(.80 \times 300) \times 345 \text{ days} \times 20 = \$1,656,000$
Note: Catering and Housekeeping at Rigaud is contracted out.

Trainees are entitled to incidentals of \$4.00/day for a cost of:

$240 \text{ occupants} \times 345 \text{ days} \times \$4.00 = \$331,200$

They are entitled to phone calls at \$7.00 per 5 days for a cost of:

$240 \text{ occupants} \times \frac{345}{5} \times \$7.00 = \$11,592$

Other O&M costs would be incurred for contracting out Security, Recreational Consultants, Shuttle buses, etc.

Total operating costs Rigaud during 89-90 are estimated to be:

| | |
|--|--------------|
| <u>Salaries:</u> (Staff of 99* plus 20 secondees | \$ 4,415,000 |
| <u>O&M:</u> | \$ 3,706,000 |
| <u>CAPITAL:</u> ** | \$ 353,600 |
| <u>TOTAL:</u> | \$ 8,174,600 |

* one third engaged in administration and not directly in training.

** this figure represents maintenance capital. Start up capital costs could be estimated at \$2,000,000.

- 2 -

As Rigaud is a 300 bed facility the foregoing should give order of magnitude estimates for a similar size institute to be located at Summerside, PEI.

The following pages provide a breakdown of the catering and housekeeping costs (included in the O&M above) and travel per student for the three basic courses (Enforcement Officer, Investigator and Inspector) which FLEUR has under development. These are the costs which are most likely to be allocated to departments based on their usage of the institute.

These estimates do not include teaching costs such as salaries for support staff, media services or supplies.

Travel costs are calculated at today's regular prices from the locations shown to Charlottetown plus 8 taxis and 2 meals.

Travel training costs consist of phone calls estimated @ \$7.00 for each officer every 5 days, plus \$4.00/day incidentals.

BASIC ENFORCEMENT - 6 WEEKS

| PARTICI- PANTS HOME | TRAVEL FROM REGION 2 TRIPS | CATERING & HOUSE- KEEPING | TRAVEL TRAINING | TOTAL COST/ PERSON 6 WEEKS |
|--|---|--|----------------------------|---|
| Halifax | 664.00 | 720.00 | 216.00 | 1,600.00 |
| Quebec | 1,152.00 | | | 2,088.00 |
| Montreal | 1,152.00 | | | 2,088.00 |
| Ottawa | 1,232.00 | | | 2,168.00 |
| Toronto | 1,452.00 | | | 2,888.00 |
| Hamilton | 1,452.00 | | | 2,388.00 |
| London | 1,556.00 | | | 2,492.00 |
| Windsor | 1,632.00 | | | 2,568.00 |
| Winnipeg | 2,208.00 | | | 3,144.00 |
| Calgary | 2,896.00 | | | 3,832.00 |
| Vancouver | 3,284.00 | | | 4,220.00 |
| NATION- WIDE AVERAGE COST | 1,698.00 | 720.00 | 216.00 | 2,632.00 |

BASIC INSPECTOR COURSE - 3 WEEKS

| PARTICI- PANTS HOME | TRAVEL FROM REGION 2 TRIPS | CATERING & HOUSE- KEEPING | TRAVEL TRAINING | TOTAL COST/ PERSON 3 WEEKS |
|--|---|--|----------------------------|---|
| Halifax | 312.00 | 378.00 | 112.00 | 802.00 |
| Quebec | 556.00 | | | 1,046.00 |
| Montreal | 556.00 | | | 1,046.00 |
| Ottawa | 596.00 | | | 1,086.00 |
| Toronto | 706.00 | | | 1,196.00 |
| Hamilton | 706.00 | | | 1,196.00 |
| London | 756.00 | | | 1,246.00 |
| Windsor | 796.00 | | | 1,286.00 |
| Winnipeg | 1,084.00 | | | 1,574.00 |
| Calgary | 1,428.00 | | | 1,918.00 |
| Vancouver | 1,622.00 | | | 2,112.00 |
| NATION- WIDE AVERAGE COST | 828.91 | 378.00 | 112.00 | 1,318.00 |

BASIC INVESTIGATOR COURSE - 4 WEEKS

| PARTICI- PANTS HOME | TRAVEL FROM REGION 2 TRIPS | CATERING & HOUSE- KEEPING | TRAVEL TRAINING | TOTAL COST/ PERSON 6 WEEKS |
|--|---|--|----------------------------|---|
| Halifax | 312.00 | 504.00 | 156.00 | 972.00 |
| Quebec | 556.00 | | | 1,216.00 |
| Montreal | 556.00 | | | 1,216.00 |
| Ottawa | 596.00 | | | 1,256.00 |
| Toronto | 706.00 | | | 1,366.00 |
| Hamilton | 706.00 | | | 1,366.00 |
| London | 756.00 | | | 1,366.00 |
| Windsor | 796.00 | | | 1,416.00 |
| Winnipeg | 1,084.00 | | | 1,744.00 |
| Calgary | 1,428.00 | | | 2,088.00 |
| Vancouver | 1,622.00 | | | 2,282.00 |
| NATION- WIDE AVERAGE COST | 828.91 | 504.00 | 156.00 | 1,488.91 |

PRELIMINARY FACILITY REQUIREMENTS

(sent to Public Works Canada
for capital cost estimates)

FLEUR Secretariat
March 1990



Government of
Canada

Gouvernement du
Canada

FLEUR Secretariat
to the
Interdepartmental Committee
of Deputy Ministers
Responsible for Federal
Law Enforcement

Secrétariat de L'ÉALF
au
Comité interministériel
des Sous-ministres
responsables pour l'application
des lois fédérales

340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

March 9, 1990

Mr. Donald W. Mackey
Regional Director Accommodation
Public Works Canada
P.O. Box 2247
Halifax, Nova Scotia
B3J 3C9

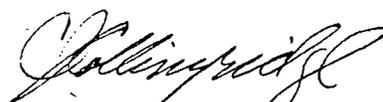
Dear Mr. Mackey:

Following up on our meeting on March 7 my staff and I have had a session to conceptualize in more detail the type of facility we see for Summerside. This is attached in order to facilitate the costing exercise we discussed as being necessary for the Deputies meeting scheduled for March 19.

The facility we have described should be able to accommodate enforcement training as well as other subject matter. Indeed it appears that the scope of proposed activity for the centre may be broadened to the point where it is considered a federal regional training centre which contains a large enforcement training facility.

Should any of the attached require clarification please give me a call at (613) 954-6209. I really appreciate the assistance you are giving us in this area.

Yours sincerely,


C.J. Collingridge
Director

Attachment

Canada

RESIDENCE

300 bed facility

- single rooms each with own washroom
 - includes shower & tub
- television in each room - cable
- telephone
- desk, 2 chairs, bookcase
- double bed
- reading lamp
- clock radio
- each with window
- building to be air conditioned
- front desk reception area
- one study area on each floor
- entrance security similar to a normal hotel standard
- clothes washer & dryer facility

CAFETERIA - dining area

- through put of 450 (300 students, 100 staff) in 1½ hours
- must be able to reach from residence without going outside
- food preparation on site

- Bar lounge
 - to accommodate 200 people
 - wet bar with fridges, etc
- Tuck shop

Access to common recreational facilities.

SCHOOL

- 15 X 20 person classrooms
- 2 X 40 person classrooms
- 1 X 200 person theatre
- 1 normal size gymnasium
- 2 teachers' lounges
- 10 syndicate rooms (10'X10')

- entrance with reception area - coat room
- 3 sets of washrooms
- supplies/equipment storage
- administration offices for school

1 student lounge (coffee breaks)

CLASSROOMS

- dropped ceilings
- carpeting
- modern writing boards
- desks and chairs

ADMINISTRATION & COURSE DEVELOPMENT

- to accommodate 100-125 staff in offices according to TB guidelines assume 10 single offices
- 2 meeting rooms (15-20 persons)
- library (to service school area as well)
- audio/visual production area
- reception area
- connected to school

PMO's

- retain 6 for training purposes (roll plays, searches etc.)
- 30 to house seconded personnel for the institute

RANGES

- one indoor range
- 6 position - detroit bullet trap type system to handle up to 9mm
- ventilation to modern standards
- outdoor rifle range 30 cal.
- 10 positions

DRIVER TRAINING

- use existing facilities now maintained by Holland College for this purpose.

PERIMETER

- entrances to buildings should be controlled through staffed reception areas
- no requirement for perimeter fencing around institute

PARKING SPACES

- around school, administrative building, and residences

Sidewalks as appropriate

**INTERIM REPORT ON
ENFORCEMENT TRAINING IN
FEDERAL DEPARTMENTS AND AGENCIES**

**FLEUR Secretariat
March 1990**

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INTRODUCTION

1. This interim report contains a summary of the information received in the survey on the level of law enforcement training in the federal government generally, and, to some degree, on the level of resources devoted to the training conducted in 1988/89.

2. The Deputy Solicitor General of Canada, in his letter of December 4, 1989 to the members of the Inter-Departmental Committee Responsible for Federal Law Enforcement, stated that, in his view, the Committee needed a report informing them on the level of law enforcement training carried out in the federal government and on related expenditures.

3. The information required was contained in the letter. The organizational responses ranged from nil reports to major instructional programs conducted at major training facilities. It is considered that the lack of certain specific costs, such as trainee, trainer or organizational, is due, in part, to the capabilities of individual organization's training information management systems or to decisions that many costs are not training costs.

4. In any event, those assigned as the departmental contact persons were most cooperative and, it is believed, they produced the best information available at the time. It is anticipated that additional training costs will be identified and some course descriptions amplified for the final report.

PART B - DEPARTMENTAL ENFORCEMENT TRAINING

Agriculture Canada

1. The Agricultural, Veterinary and Technical inspectors' work is primarily regulatory and investigative in nature, and, in this light, they are not deemed to be law enforcement officers. The objective of enforcement training in the Department is; to provide the inspectors with the knowledge and skills of identifying when an offence is committed under the various Agriculture legislations, to ensure that they know their powers and limitations under legislation, to provide them with the skill of collecting evidence and the ability to produce a summary of evidence. During the process of collecting evidence and drafting of the summary of evidence, the Special Investigations Branch is involved with the inspectors.

2. Enforcement training in Agriculture Canada is delivered by the Food Production and Inspection Branch by means of the following:
 - a. Enforcement sections are included in various program Manuals of Procedures for easy reference and for self-study.
 - b. Enforcement training modules have been developed for reference, self-study and formal classes.
 - c. A new three-day Enforcement course which is delivered by the Special Investigations Division at the regional level.
 - d. A five-day National Headquarters Enforcement course delivered centrally.

3. The five-day National Headquarters Enforcement course, although effective in terms of meeting departmental training needs, is considered to be too expensive. It is often cancelled because of a lack of funds and/or resources. The result is that few

regional inspectors are able to take this training. It is proposed to replace this course with the new three-day regional course.

4. The three-day, up to three-and-a half days, Enforcement course is considered to be the most cost effective and efficient way to meet Agriculture Canada's enforcement training needs at the regional officer level. It is to become mandatory for all new inspectors, standards are being written and it will become incorporated into the mandatory departmental Technical Training Program for newly-hired inspectors.

5. It is planned to conduct the three-day course and the technical course at regional facilities, i.e. RCMP Depot, Fairmont Academy, Canadian Police Colleges, University of Guelph as well as the two regional training facilities in Quebec and Ontario. The intent to regionalize is to cut costs of travel and accommodation, even to the point where participants could commute to take the training.

6. It is planned to deliver six of the three-day courses annually either as part of the mandatory program or separately, with 20 candidates in each session for an annual total of one hundred and twenty (120). Costs will be about one hundred and forty dollars (\$140.00) per participant per day. Instructors will be selected, and seconded for the training, from the Special Investigations Division and the Department of Justice. No trainer cost were identified.

Communications

1. Enforcement training in the Department of Communications is part of the three-year Radio Inspector Recruit Training Program and is included in the Phase III part of the program. This module includes the following enforcement areas of study:

- a. Canadian Law.
- b. Enforcement Policies.
- c. Prosecution Procedures.
- d. Equipment Forfeiture Procedures.
- e. Revocations and Suspensions.

2. The enforcement module consists of two days of formal classroom instruction followed by a period of on-job-training. This module deals briefly with areas of non-compliance and stresses that the objective of this activity is to establish and maintain an equitable and consistent approach to the enforcement of the Radio Act and assorted regulations. There are 10 students in Phase III in 1989/90.

3. The purpose of the Radio Inspector Recruit Training Program is to train and qualify newly-hired Level 1 Electronic Technicians (EL) in a three-year period to the EL 4 level. Training is given in the five regions if required or, at two or three regions, if certain regions have larger intakes than others. In 1989/90 training for five recruits was started in Halifax. Ontario recruited 18 EL1 while Pacific and central recruited a total of five. These five recruits are taking their program with the Ontario region. Instructional staffs are seconded from selected inspectors or subject matter experts in the Department.

Consumer and Corporate Affairs of Canada

1. Responses were received from the three operational bureaux of Consumer and Corporate Affairs of Canada:
 - a. The Bureau of Competition Policy.
 - b. The Bureau of Corporate affairs and Legislative Policy, Bankruptcy Branch.
 - c. The Bureau of Consumer Affairs, Consumer Products Branch and the Legal Metrology Branch.

Bureau of Competition Policy

2. Pertinent training in the Bureau of Competition Policy consists of four seminars, three of which are less than a day in length and one of two days duration. Subject matter deals with evidence gathering and evidential requirements in support of charges in accordance with the Competition Act. Seminars of less than a day's duration have no costs and have senior departmental officers (EX,SM) as instructors. Participants range in number from 35 to 65 per session. Sessions are held in Hull, Quebec. The two-day session has about 24 participants with departmental instructors (C01, C02, and C03 levels). Sessions are held at Carson Road and cost about \$4,000.00 each. Guest lecturers from other departments and agencies who are specialists in specific areas are also invited to instruct on an as-required basis. No trainer costs were identified.

Bureau of Corporate Affairs and Legislative Policy

3. Enforcement training in this bureau is conducted by the Bankruptcy Branch. Official Receivers in Bankruptcy are appointed by Order-In-Council and receive their authority from that appointment. Newly appointed Official Receivers in Bankruptcy must attend a mandatory 12-week modularized training course in Halifax

before they become attached to a unit across Canada. This training is followed by a three-year program with a "barrier exam" at the end of each year. One course of five participants is conducted each year. Experienced and senior departmental specialists in the Bankruptcy Branch are assigned a module for one or two years to develop, revise and instruct in their area of expertise. The Bankruptcy Branch course emphasis the following topics: Canadian Laws, court evidence and procedures, drug-related issues, effective presentations, electronic equipment and data systems utilization, interpersonal skills, interrogation and interviewing skills, note-taking and reports, search and seizure, security of information, statements and confessions, stress, and departmental work ethics.

Bureau of Consumer Affairs

4. The two major training programs in the Bureau of Consumer Affairs are the 14-week National Training Program for Consumer Products Inspectors operated by the Consumer Products Branch and the eight-week Weights and Measures National Technical Training Program by the Legal Metrology Branch. The Bureau conducts its training in the regional offices in Montreal (Quebec Region), Toronto (for Atlantic and Ontario Regions) and Edmonton (for Prairie and Pacific Regions). Instructional staff for the Consumer Products National Training Program are Headquarters program officers, regional product specialists and senior product inspectors with outside resources from Justice.

5. The Enforcement module of the Consumer Products Program is four-and-a-half-days long and is entitled "Compliance Strategies". The purpose of the module is to provide participants with a uniform level of knowledge and skills sufficient for the achievement of acceptable compliance levels and the performance of consistent enforcement actions to achieve those levels. Topics include making presentations, warning letters, seizure, show cause hearing process, role of CCA inspectors in the prosecution process

(evidence, narration, witness for Crown). Costs for 1988/89 for the Compliance Strategies module were about \$18,000.00, mainly for travel and accommodation. No trainer costs were identified.

6. The two-and-a-half day Inspection Procedures module includes the identification of enforcement choices, factors influencing choices, client feed-back, and the identification of essential follow-up enforcement actions. There are no identified costs for this module except supplementary printing costs.

7. The Legal Metrology Branch conducts a mandatory Weights and Measures National Technical Training Program consisting of three phases. Enforcement subjects are taught in each phase, however, they form a small part of each phase as follows;

- a. Phase 1 - 210 hours. Enforcement - 14 hours
- b. Phase 2 - 105 hours. Enforcement - 7 hours
- c. Phase 3 - 111 hours. Enforcement - 7 hours

8. Instructional staff is selected from volunteers who are the best and experienced instructors in the regions and Headquarters. There are about 290 person-years in Metrology Branch of which 180 are inspectors.

9. Enforcement does not appear to be a problem with Weights and Measures as the business community is always trying to keep in line. It does not like the publicity associated with improper scales.

10. Subjects include Canadian Law, Weights and Measures Act and Regulations, enforcement actions and devices and tests.

Correctional Service of Canada

1. The present eight-and-a-half-week Correctional Officer Induction Training Program is being replaced by a new 17-week program to be introduced in 1990. The present course, although comprehensive in nature, emphasizes institutional enforcement but it does not meet the expectations of the organization regarding training in human relations, communications and rehabilitation.

2. The new 17-week Correctional Officer Induction Training Program places emphasis on human relations, communications and rehabilitation as well as dealing with institutional enforcement. This new program responds also to the recommendations of an internal departmental enquiry on correctional training. Many of its subject areas are similar to the FLEUR/FLEO course but the content, depth of knowledge and skill levels would appear to be different. The emphasis of this program is; on the penal institutional environment; the roles and responsibilities of the correctional officer; inmates sub-culture, rights and privileges; discrimination; multiculturalism and the problems of every day operations in a penitentiary.

3. Training is now mainly conducted at five regional centres located at Mission, B.C., Saskatoon, Sask., Kingston, Ont., Laval, Quebec and Moncton, N.B. Instructional duties are managed and performed by a small instructional staff of approximately a dozen persons across the five centres and augmented by regional specialists who are seconded to the centre while the courses are in session. Approximately 380 new correctional officers are trained each year.

Employment and Immigration

1. The Canada Employment and Immigration Commission operates separate training programs under Employment or Immigration.

Employment

2. The Unemployment Insurance Control Branch conducts a three-week self-instructional training package program. The objective of this training is to provide newly-appointed Investigative and Control officers with the required knowledge and skills to prevent, detect and deter abuse and fraud committed against the Unemployment Insurance programs and services administered under the Unemployment Insurance Act and regulations.

3. The self-instructional training package consists of 25 modules. Each module consist of information, examples, questions and answers. A post test is administered to measure a candidate's progress. Training is conducted at one of the 433 local centres across Canada with the officers also receiving on-job-training under instructor/supervisor direction.

Immigration

4. Immigration conducts two specific courses with enforcement-related training: the Peace Officer Training Program and the Investigator Training Program.

5. The Peace Office Training Program is three weeks in duration and is operated at the RCMP Depot, Regina, Sask. by the RCMP for Immigration investigators and experienced examining officers and counsellors. Three courses of 30 participants each are conducted each year for an annual target population of 90 Immigration officers. The objective of this course is to train Immigration officers in their responsibilities as Peace Officers under the

Immigration Act. Estimated annual cost for the three deliveries which include trainee, trainer and organizational costs is about \$100,000.00.

6. The Investigator Training Program is a new program to be piloted in march 1990 with an expected annual output of 40 candidates. The objective of this training is to give full-time Immigration investigators the knowledge and skills to perform their job in conjunction with the Peace Officer training taken in Regina. The course is four weeks in duration with a student loading of approximately 20 with an annual student target population of forty. Instructors are from the Department's National Training Centre, Vanier, Ont. Estimated annual cost is approximately \$66,000.00

Energy, Mines and Resources

1. The enforcement role in Energy, Mines and Resources is carried out by the Explosives Division which has a staff of 14 inspectors, eight of whom are located in the regions and who carry out the bulk of inspections. When infractions occur for which prosecution seems desirable or is warranted, the matter is sent to the police.

Environment Canada

1. Responses were received from the following services of Environment Canada:
 - a. Canadian Parks Service.
 - b. Canadian Wild Life Service.
 - c. Environmental Protection.

Canadian Parks Service

2. The Canadian Parks Service Law Enforcement Program consists of three courses - Seasonal Warden, Basic Law Enforcement and Advanced Law Enforcement.

3. The candidates for the Seasonal Warden course are classified as indeterminate park wardens, newly-hired term employees or native-trainee. The overall objective of this course is to provide the basic knowledge, skills and techniques required for newly recruited park wardens to perform their duties. The course is 15-days in duration of which 10 days are devoted to law enforcement. The course is offered once a year to about 20 participants but the demand is usually twice that number. Lack of facilities and instructional staff capable of handling the training coupled with the lack of resource funds restrict the training to one course per year. Ninety percent of training is given by the Atlantic Police Academy, Charlottetown, PEI and the other 10 percent by the RCMP and the Parks Service.

4. The Basic Law Enforcement Course is also 15 days in length. The course provides both the basic law enforcement skill and technical knowledge required by park wardens to perform their law enforcement duties. It is designed for: park wardens who have demonstrated a need for this training, that is, current responsibilities require regular law enforcement duties; have shown a lack of adequate knowledge and skills in their jobs; have had no

previous law enforcement training or who had no law enforcement training at the national level within the past four years. Participants are expected to achieve competence in each section of training. Attendance per course is restricted to approximately 25 participants. This course is taught nearly 100 percent by a consulting firm.

5. The Advanced Law Enforcement course is designed to prepare experienced park wardens for more advanced duties relating to the law enforcement function with emphasis on confidence building and professional investigative skills. Course length is 10 training days. This is not a developmental course. Candidates must have attended the Basic Law Enforcement Course, have several years experience as a park warden and be actively involved as a supervisor of enforcement or investigations. In 1989, 16 participants attended the one course.

Canadian Wildlife Service

6. The information for both regions was gathered from internal departmental memoranda and is not complete. In the Western and Northern region, enforcement training is obtained from outside sources such as; investigation techniques by RCMP, firearms training by Alberta Fish and Wildlife staff, C.I.T.E.S. (Convention of International Trade and Endangered Species) and special investigations by the U.S.W.L.S., Glynco, Georgia.

7. This situation has evolved because the Wildlife Service has never had sufficient resources of any kind to carry out or to make the training financially feasible. They consider the concept of a federal law enforcement training centre to be a positive step.

8. The Pacific and Yukon Region has had similar training problems and sees a requirement for enforcement training generally as well as in investigation, surveillance and legislation.

9. Some training was done in 1989/90 - firearms (two days at various locations); the Migratory Birds Convention Act and Identification (one day at various locations for 15 trainees); and the C.I.T.E.S. (two weeks at Georgia).

Environment Conservation and Protection Branch

10. In 1988/89, Inspector training in the Conservation and Inspection Branch was organized both by Headquarters and regions. The Headquarters training consists of seminars of one and four-days duration and dealt generally with administration and basic investigative skills respectively. Instructors came from the Department augmented by outside specialists, such as judges, crown prosecutors and accountants.

11. Regional training was conducted in Ontario Region and the Pacific and Yukon Region. The Ontario training was two days in duration and was for new inspectors. The objective of the Pacific and Yukon Region training was to introduce inspectors to investigative techniques. Instructors came from the regions.

12. Training for 1990/91 will be focused on three inspector courses to new and existing inspectors. These course will cover inspector's powers, basic investigative skills, application of regulations, and compliance and inspection techniques. Course length is five days. Attendance requirements on this course include a degree of involvement with enforcement of acts and regulations. Instructional staff will be composed of environment staff. Training will be conducted at Gananoque, Ont.; Edmonton, Alberta; and Halifax N.S.

13. A 10-day inspector course to 50 trainees who are experienced investigators and senior inspection staff is in Cornwall, Ontario. Training staff will be departmental staff, crown prosecutors and contract experts.

Fisheries And Oceans

1. The Fisheries and Oceans National Law Enforcement Career Program consists of the following courses:

- a. National Orientation Course for Fishery Officer Recruits.
- b. Canadian Fisheries Enforcement Course.
- c. Enforcement Training for Ships Personnel Course.
- d. Regional Orientation Courses.

Regional courses specific to a region are not included in this program.

National Orientation Course for Fishery Officer Recruits

2. The National Orientation Course is six weeks in length, has an average of 16 recruits per year at a cost of \$3,000 per recruit and is conducted at the Canadian Police College, Ottawa. Subject matter experts and instructors are experienced departmental personnel in various disciplines in the Department. A limited use is made of outside consulting firms. This formal training is followed up by a period of on-job-training in the regions.

3. Selection criteria includes a psychological assessment of their ability to use a firearm. Topics are similar to the FLEUR/FLEO course but knowledge and skills achievement levels are specific to departmental needs.

Canadian Fisheries Enforcement Course

4. The Fisheries Enforcement Course is 33 training days in duration and is conducted at the RCMP Academy, Regina Sask. for both recruits and existing staff. It is mandatory for both groups. Two courses are presented annually for a total student intake of 64 candidates. Instructors are drawn from the RCMP, Regina Academy.

Individual candidate cost is \$4,600.00. Topics are similar to those taught on the FLEUR/FLEO course but levels of achievement are designated to meet departmental needs.

Enforcement Training for Ships Personnel

5. This training is a four-day course conducted at the regional level for the purpose of introducing designated Fishery Officers to enforcement techniques to ensure that they can enforce the Fisheries Act in a professional manner. Instructors are senior Fishery Officers. Individual cost per candidate is \$300.00. There are 15 candidates per course with four courses offered annually for a total of 60 candidates. There are some topics which are similar to the FLEUR/FLEO courses.

Regional Orientation Course

6. The Regional Orientation Course is conducted annually at Surrey, B.C. and the Canadian Coast Guard College, Sydney, N.S. for Anglophones and at Rimouski, Quebec for Francophones for up to 24 participants per course and is mandatory for both recruits and staff for an annual total of 72 participants. Instructional staff is drawn from experienced senior departmental personnel. Course costs per candidate are \$2,000.00. The course is 23 days in duration and subjects include preventative enforcement, investigative techniques, interrogation, interviewing and note-taking, reports, writing and laying information, search and seizure, Fisheries legislation, court procedures and the role of peace officer.

Health and Welfare

1. Enforcement training in Health and Welfare is centred in the Bureau of Dangerous Drugs, Drugs Directorate and the Bureau of Field Operations, Field Operations Directorate.

2. The Inspector Investigator Training in the Drugs Directorate is organized into three phases. Phase I is given in the National Capital Region and Phases II and III in the regions. All three phases are mandatory for newly-hired inspectors. The total inspection population is 39 with a low turn-over rate. Only eight new inspectors have been hired in the past three years. Instructional staffs are selected managers and operational staff. Phase I (2 weeks) contains an introduction to the Bureau with some hands-on exposure. Phase II combines lecture and on-job-exposure (3 to 6 months) and Phase III is specialized training with emphasis of on-job-training.

3. The Basic Investigator's Course of the Field Operations Directorate is two weeks in duration, with up to 24 participants per course. It is conducted at various locations across the country.

Revenue Canada - Customs

1. Customs Branch of Revenue Canada operates five programs or courses which have enforcement as part of the syllabi. These are:

- a. Customs Inspector Recruit Training Program.
- b. Investigator Training Course.
- c. Computer Fraud Investigative Techniques.
- d. Customs Drug Enforcement Course.
- e. Customs Inspector Field Training Course.

2. The Customs Inspector Recruit Training Program is designed to provide basic training to newly-hired Customs Inspectors. This program is 16 weeks (about 72 training days) in duration with a pass 1 fail standard and is designed to produce generalists. It is also part of the employee's probationary period. Enforcement areas of study are about two-thirds of the FLEUR/FLEO course.

3. The Investigator Training Course is 15 days in length. It is designed to provide investigators with the knowledge necessary to carry out their tasks. On completion of this course, the participant will be able to identify the major steps in an investigation, to use the necessary techniques to successfully complete an investigation, and to defend actions taken before a judge and jury in criminal matters and, on adjudication in civil matters. This course emphasizes the legal process, evidence gathering, note taking, statements, search, interviewing techniques, reports, courtroom procedures, situation diffusion briefs and case studies.

4. The 15-day Computer Fraud Investigative Techniques Course will prepare the candidate to investigate Customs and Excise irregularities. Participants must be senior investigators or have significant computer experience. Enforcement subjects such as search and seizure, evidence and fraud are combined with computers

and computer programs to be able to identify possible computer frauds.

5. The 10-day Customs Drug Enforcement Course provides the participants with drug enforcement trends, strategies and techniques. At the conclusion of the course the participants will be able to identify, detect and utilize procedures used in drug enforcement. Enforcement subjects include search, seizure, arrest and detention, interviewing techniques, and surveillance techniques and procedures.

6. The Customs Inspector Field Training Course consists of five detachable modules - highway, marine, rail, air and release and accounting procedures. Each transportation mode is subdivided into traveller and cargo environments. Each environment is in three parts - facilitation, verification and enforcement. Each traveller or cargo environment mode is 20 days in duration and release and accounting 10 days.

Revenue Canada - Excise

7. The Special Bureau Excise Branch of Revenue Canada conducts three Investigations courses: Basic (Module I); Intermediate Investigations Course (Module II); and, Advanced Investigations Course (Module III). Each module builds on the previous module.

8. There are 50 investigators employed in the nine regions of Excise Branch. Training may be given regionally or at the Customs and Excise College, Rigaud, Quebec. The role of the investigator in Excise Branch is one of audit of non-compliance with regulations.

9. The Basic Course (Module I) is five days in duration and is designed to provide basic instructions and theories on a program of enforcement against deliberate non-compliance, why enforcement is

necessary and how the program works. The objective of Module I is to provide participants with the basic knowledge relating to enforcement, offence sections, indicators of fraud and fraud detection and, with the skills to detect fraudulent situations encountered during the course of Excise audits. Content includes basic enforcement subjects.

10. The Intermediate Investigations Course (Module II) is 10 days in duration. It is designed to provide the experienced investigator with the latest techniques and procedures involved in the detailed investigation of a taxpayer suspected of tax evasion. The participant will be able, with these specialized skills, to conduct full scale investigations with a view to prosecuting the taxpayer in a court of law. Topics on this course include; search and seizure actions (a law, search, warrant), alternative methods of collecting evidence, investigative techniques, interviewing and interrogation, reports and a role play of conducting a search.

11. The Advanced Investigation Course (Module III) is 10 days in length. The purpose of this course is to prepare the experienced investigator for the preparation and presentation of evidence in a criminal court of law. The participant will be able, with these skills, to assist the Crown Counsel in the presentation of an Excise tax case. Participants on this course will have taken the Module II Course and have also completed investigations leading to the prosecution of the taxpayer. Emphasis is on the sufficiency of evidence, the assistance to Crown Counsel, presentation of evidence, appearing as a witness, cross examination and finalization of a case after prosecution.

6. In both Modules II and III, resource instructors come from various fields of expertise outside the Branch (RCMP, Justice and defence attorneys).

Revenue Canada - Taxation

13. Taxation Branch of Revenue Canada conducts four major courses for the Special Investigations staff as follows:

- a. Initial Training Course.
- b. Advanced Training Course.
- c. Senior Information Sessions.
- d. First Line Supervisor.

In addition, an in-house reading course, the Orientation Training Course, is available for the use of newly-hired investigations staff in District Offices. It covers every subject matter of specific interest to investigators. It is estimated that about 60 percent of the material will have a direct relationship to a combined Federal law enforcement training program.

14. The five-day Initial Training Course is mandatory for all newly-hired special investigators. Participants will ideally have completed the Orientation reading course. Participants will have an opportunity to discuss material presented in the Orientation course. Course content includes; fraud and willfulness, evidence and proof, search and seizures, collection and preservation of evidence, interrogations and interviews, statements and note-taking. Course loading is about 16 participants. This course will be increased to 10 days in 1990 with the introduction of a case study.

15. The Advanced Training Course is five days in duration and is mandatory for all investigators who have about one year or more experience in Special Investigations, and who have completed the Initial Training Course. Course loading is about 18 participants. The main thrust is the collection and preservation of evidence and the presentation of such evidence in a court of law. Course content includes; informations, searches and seizures,

interrogations and interviewing, presentation of evidence and courtroom demeanour (RCMP), and, the Canada Evidence Act.

16. The five-day Senior Information Session is designed for investigators who have completed four years of service since joining Special Investigations. The objective of this training is to assist longer service staff in maintaining a high level of expertise and familiarity with current operational matters. Course content includes; computers - relative to search and seizure actions, informations, weaknesses in cases from the defence side, cross examinations, current prosecution problems, forensic accounting, and interrogations and interviewing. Course loading is about 15 participants.

17. The First Line Supervisor Study Sessions have no enforcement subjects.

18. Statistics for these three courses for 1988/89 and the first nine months of 1990/91 are combined for this report as follows:

| <u>Courses</u> | <u>Participants</u> | <u>Costs</u> |
|--------------------------------|---------------------|--------------|
| a. Initial training | 154 | \$97,500.00 |
| b. Advanced Training | 114 | \$77,609.00 |
| c. Senior Information Sessions | 127 | \$70,833.00 |

19. Further enforcement training descriptions and costs will be included in the final report.

Transport Canada

1. Enforcement training in Transport Canada is mainly required in the Aviation Group, Civil Aviation Branch; the Surface Group, Transport of Dangerous Goods Directorate; Marine Group, Ship Safety Branch; and, the Security Emergency Planning Directorate.

Aviation Group

2. Inspector Engineer training in Civil Aviation consists of three major areas of sequential and progressive training: Phase I-Orientation and Initial; Phase II-Basic Specialty; and, Phase III-Advanced Specialty.

3. The Orientation course is five days in length with 40 participants per course and four courses per year for a total of 160 participants. It is held in conjunction with the five-day Initial or Aviation Enforcement Course for Inspectors. Both of these courses are mandatory and are prerequisites for Phase II and Phase III courses.

4. Phase II, Basic Specialty Training is designed to develop a qualified Inspector/Engineer capable of performing the basic duties of his/her assigned specialist area. These courses include; Air Carrier Basic Speciality (10 days); Airworthiness Inspector Basic Specialty (18 days); Basic Avionics for Airworthiness Inspectors (10 days); Airworthiness Engineer Basic Specialty (18 days); and, Licensing Basic Specialty (18 days).

5. Phase III, Advanced Specialty training presently consists of only a five-day Audit Procedures Module. In addition, there is a 10-day Aviation Enforcement Course for Enforcement Specialists. Details of the Inspector/Engineer training are contained in the Transport Canada Calendar of Courses available from the Training Directorate.

Surface Group

6. Enforcement responsibilities in the Surface Group are mainly located in the Transport of Dangerous Goods Compliance and Operations Directorate. It is considered that a generic Investigator's course such as planned in the FLEUR Secretariat will be required for about 60 investigators over the next few years.

7. The Directorate also conducts a five-day Enforcement Inspector for the Transport of Dangerous Goods Course to departmental and outside agencies. The anticipated departmental target population is for about 40 in the 1990/91 fiscal year. This training is given to supervisor/instructor personnel who then return to their units to instruct employees on the job.

Marine Group

8. Enforcement responsibilities in the Marine Group are centred mainly in the Ship Safety Branch and are authorized under the Canada Shipping Act (CSA) and other marine regulations such as Small Boats. No enforcement training is being conducted at present but training is being planned for the 1990/91 fiscal-year and beyond.

Security Emergency Planning Directorate

9. The Security Emergency Planning Directorate operates two Security courses which have enforcement subjects in the syllabi. The first, Pre-Boarding Passenger Screener Trainer Course is given about nine times per year to about 15 participants per course with refresher training required every three years. Participants are mainly supervisors of private and public screening personnel at airports. The second course, Security Inspector course has a loading of 24 participants. The purpose of this course is to ensure multi-modal security at airports and aviation industry. A

12. Revenue Canada
 - a. Customs - P. Harkness, G. Labonte (1-514-451-5357)
 - b. Excise - D. Skogstad (954-0214)
 - c. Taxation - R. Davis (957-9390)
13. Transport - L. Desrosiers (991-6503), E. Hossack (990-3137),
L. Valois (990-5566)
 - a. Airports
 - b. Aviation
 - c. Coast Guard
 - d. Security
 - e. Surface

Crown Corporations and Agencies

1. Atomic Energy Control Board - J. Didyk (995-2031)
2. Canada Post Corporation - A. Whitson, G. O'Neil (953-9635)
3. Canadian National Police - P. Danylewich (1-514-399-8444)
4. Financial Institutions of Canada - B. Knapp (990-9004)
5. National Transportation Agency - D. Western (997-6643)
6. Patented Medicine Review Board - B. Labelle (954-8369)
7. Ports Canada Police - B. Turcotte (957-6799)
8. Procurement Review Board - R. Heggart (990-1988)
9. St. Lawrence Seaway Authority - Y. Leblanc (1-514-672-4110)

APPENDIX B

List of departments, crown corporations and agencies which do not have a defined enforcement role for the purpose of this project.

a) Departments

- Energy, Mines and Resources
- Justice
- National Defence
- Privatization
- RCMP
- Treasury Board

b) Crown Corporations and Agencies

- Bank of Canada
- Financial Institutions of Canada
- National Transportation Agency
- Procurement Review Branch
- St. Lawrence Seaway Authority

third course, Departmental Protection Services Officer is given as well.

10. It is anticipated more details concerning these training programs and course will be available for the final report.

PART C - CROWN CORPORATION AND AGENCY ENFORCEMENT TRAINING

Atomic Energy Control Board

1. The Atomic Energy Control Board did not participate in any type of law enforcement training during fiscal years 1988/89 and 1989/90. It is planning to conduct its first training in 1990/91 to about 30 employees with emphasis on investigation and enforcement. The training will be conducted with the assistance of an outside consultant, the Justice Department and the RCMP in Ottawa. The first course will be in English with bilingual aspects.

2. Topics will include investigative techniques and several enforcement areas similar to the FLEUR/FLEO course such as Canadian Laws and Regulations, roles of investigator and inspector, conduct of investigations, evidence (gathering, safety, giving), court procedure, enforcement and compliance policy, note taking and a mock trial on the last day. The course will be four days in length but the design of the schedule and lesson plans are not yet completed.

3. Course frequency has not yet been determined. This course could, in the future, be a basic course with other courses and modules as part of an enforcement training program.

Canada Post Coporation

1. Canada Post Corporation operates a mandatory 10-day Inspectors Course for all newly-hired inspectors. Course loading is 12 participants. Instructional resources are about 80 percent from the Corporation and 20 percent from outside resources. One English and one French course is conducted each year at a cost of \$12,500 per course to cover design, preparation, delivery, follow-up and outside resources. Training is conducted in an Ottawa hotel.

2. Subject matter emphasis is on the Criminal Code, powers of arrest, the Corporation's Act, preventative security, financial irregularities, interpersonal skills, stress management, interviewing techniques and an examination.

Canadian National Police

1. The Canadian National Police six week annual in-house training program has been in existence since 1986. Training is conducted at the Transport Canada Training Institute, Cornwall, Ontario with an annual intake of 20 participants. The course is designed to provide formal training in police and security techniques appropriate to the officer's level of responsibility. Students and instructors are from across Canada.

2. There are 35 subjects covering police and security. Many are similar to the FLEUR/FLEO but they are not necessarily designed with the same objectives or depth of knowledge and skills. Some similar areas are confessions, bomb threats, Canadian Law, court procedures, arrests, detention, evidence, firearms training, informers, interrogations, interviewing, use of force, notebooks, report writing, prisoner transportation, radio techniques, search and seizure, conflict diffusion and multiculturalism.

3. Costs associated with this training are not available at this time, but they include developing of trainers and course material, training equipment, travel and accommodation.

Patented Medicine Review Board

1. The Patented Medicine Review Board has had no enforcement training in the past, however, there is a possibility that some enforcement training will be identified in the 1990/91 Annual Training Plan.

2. The FLEUR Secretariat will contact the Board after April 1, 1990.

National Transportation Agency

1. The National Transportation Agency has six Enforcement Examiners located in regions across Canada. It is planned to send some on the FLEUR course in fiscal-years 1990/91 and 1991/92.

Ports Canada Police

1. Law enforcement training information will be available for the final report.

APPENDIX A

Contacts in departments, crown corporations and agencies:

Departments

1. Agriculture - Dr. D. W. Teeter, Dr. D. A. Stewart (992-2114)
2. Communications - P. Dalton (990-4743), L. Greetham (990-4420)
3. Consumer and Corporate Affairs - V. Traversey (997-2683)
 - a. General - Michelle Hamelin (953-3299)
 - b. Bureau of Competition Policy - J. Beaulieu (953-8651)
 - c. Bureau of Corporate Affairs and Legislative Policy
 - Bankruptcy Branch-Ives Pigeon (997-1059), W. Clair (997-1210)
 - d. Bureau of Consumer Affairs
 - Consumer Products - P. Cuillerier (953-3464), Faye Lemay (953-1486)
 - Weights and Measures - P. McLellan (952-0660)
4. Correctional Services - P. Breun (995-7099)
5. Employment and Immigration - G. Cuierrier (994-6324)
6. Energy, Mines and Resources - R. Shaw (995-8416)
7. Environment
 - a. Canadian Parks Service - D. Lohnes (994-3244) K. Stefanak, (994-5532)
 - b. Canadian Wildlife Service - A. Chartrand (953-1406)
 - c. Environmental Protection - G. Jacob (953-1164), C. McDonald (953-1676)
8. Fisheries and Oceans - C. Lamarche (990-0115)
9. Health and Welfare - I. Malyniwsky (954-6526)
10. Labour - C. Chauven - Evans (997-2556), M. J. McLean (997-2557)
11. Privatization - L. Blackwell (952-3460)

MEMORANDUM

NOTE DE SERVICE

DND INQ CONTROL NO/NO DE CONTROLE DEDN: 9 0 0 0 2 6 5 B DATE: 22/02/90

OPI/BPR:
SO/CIS*OE/CRMS

① OCI/BC:
DM*SM
VCDS*VCED
DCDS*SCED

DEPUTY MINISTERIAL INQUIRY

DEMANDE D'ENQUÊTE AU SOUS-MINISTRE

Refs: A. Chap 2, Art 236, and
Chap 11 of A-AD-D30-001/
JS-001
B. 1150-110/J238
TD: 0053

Références: A. Chapitre 2, article
236, et chapitre 11,
A-AD-D30-001/JS-001
B. 1150-110/J238
TD: 0053

1. The enclosed correspondence is for your INFO and/or ACTION deemed appropriate by the OPI.

1. Vous êtes prié de prendre connaissance de la correspondance ci-jointe et au BPR d'y donner suite s'il y a lieu.

2. If actioned, a reply is to be prepared for:

2. Veuillez au besoin présenter une réponse:

- a. Signature of the DM; or
- b. Signature and dispatch by the action group principal on behalf of but not for the DM.

- a. pour la signature du Sous-ministre, ou
- b. pour la signature du chef de groupe compétent, qui en assurera l'expédition au nom du Sous-ministre.

3. If an interim or final reply is considered appropriate, a copy is to be prepared for each addressee by the originator and delivered by hand to DND Inq, 13NT for distribution.

3. Lorsqu'on juge qu'il convient de rédiger une réponse provisoire ou définitive, l'auteur doit préparer une copie à l'intention de chaque destinataire et les faire livrer par messenger au DEDN, au 13e étage de la Tour Nord, qui en assurera la diffusion.

4. ADDITIONAL INSTRUCTIONS:

4. AUTRES INSTRUCTIONS:

② DM
Did not attend please PA.
JL.

DEDN intérimaire
R.L. Gauvin
A/DND Inq
996-5030

INDEX: --



Deputy Minister
National Defence

Sous-ministre
Défense nationale

ND INQ

9000265B

22/2

Please refer to The OPT

S. D. J. F.

SO/DM

6-5106



Government of
Canada

Gouvernement du
Canada

FLEUR Secretariat
to the
Interdepartmental Committee
of Deputy Ministers
Responsible for Federal
Law Enforcement

Secrétariat de L'ÉALF
au
Comité interministériel
des Sous-ministres
responsables pour l'application
des lois fédérales

DND HQ - BCDN
FEB 22 1990
NDHQ - OGDN

340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

340 ouest, avenue Laurier
Ottawa (Ontario)
K1A 0P8

FEB 22 1990

Sous - Ministre de la
Défense Nationale
FEB 22 1990
Deputy - Minister of
National Defence

9000265B
NDRMS 3-3 / SGDDN 3-3
Referred to
Transmis à ND Inq
FEB 22 1990

File No.
Dossier No. 1150-110 / 5238
Charged to / Chargé à TD

Mr. R. O. Burton
Executive Assistant to the Deputy Minister
National Defence
North Tower, 13th Floor
National Defence Headquarters
101 Colonel By Drive
Ottawa, Ontario
K1A 0K2

90053

Dear Mr. Burton:

In preparation for the
February 27, 1990 meeting of
the Interdepartmental
Committee of Deputy Ministers
Responsible for Federal Law
Enforcement the FLEUR
Secretariat has prepared the
following document:

En prévision de la réunion du
Comité interministériel des
sous ministres responsables de
l'application de la loi
fédérale qui aura lieu le
27 février 1990, le
Secrétariat de l'ÉALF a
préparé le document suivant:

Preliminary Concept Paper
(Draft One) - Canadian
Institute for Federal
Enforcement Training
Summerside, PEI.

Preliminary Concept Paper
(Draft One) - Canadian
Institute for Federal
Enforcement Training
Summerside, PEI.

This paper is not a plan or a
statement that FLEUR will be
proceeding with this matter.
Rather it is a paper drafted

Ce document n'est ni un plan
ni une déclaration indiquant
que l'ÉALF compte s'engager à
cet égard. Il vise plutôt à

.../2

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to promote discussion within departments and between departments and the FLEUR Secretariat in advance of the Deputies meeting. As additional information becomes available the FLEUR Secretariat may, time permitting, produce and send out a second draft.

The contact persons for this material are Chuck Collingridge 954-6209 and Robert Malo at 954-6215.

Yours sincerely,

susciter la discussion au sein des ministères, et entre les ministères et le Secrétariat en prévision de la rencontre. Lorsque nous aurons plus d'information, nous produirons une seconde version, si nous avons le temps.

Pour plus d'information prière de s'adresser à Chuck Collingridge 954-6209 ou à Robert Malo 954-6215.

Veillez agréer l'expression de mes sentiments les meilleurs.



C.J. Collingridge
Director/Directeur

Attachment

p.j.

PRELIMINARY CONCEPT PAPER

CANADIAN INSTITUTE
FOR
FEDERAL ENFORCEMENT TRAINING
SUMMERSIDE, PEI

Draft # One
The FLEUR Secretariat
February 1990

The purpose of this paper is to promote discussion on the adaptation of CFB Summerside to a central enforcement training facility. The FLEUR Secretariat in writing this paper realizes that some of the concepts and indeed all assumptions of departmental support do not reflect firm positions taken by the various agencies at the time of writing.

A study is currently under way to determine the resources currently committed to enforcement training within FLEUR departments. As this information along with scenarios currently being developed by Public Works Canada for adapting Summerside become available the concept paper will no doubt change.

At this time we have structured the paper to respond to a series of hypothetical questions designed to cover various aspects of the institute. We welcome additional questions from departments as all organizations potentially affected attempt to clarify their positions on the proposal.

1. What would be delivered at such an Institute?

- a) generic courses now being developed by the FLEUR Secretariat to be delivered to interdepartmental groups of enforcement officers, supervisors and managers.
- b) specific courses to be put on by departments for their own enforcement personnel.
- c) other training compatible with an enforcement training facility.
- d) enforcement meetings and symposium.

2. Who will participate in the facility?

Hopefully all FLEUR departments, agencies and crown corporations. This should also include agencies such as the RCMP, Customs, Taxation, Transport and Corrections which currently have training facilities of their own. These well established agencies may want to use the central facility for courses which their current facilities cannot accommodate; besides each of these agencies should be able to assist the central facility by virtue of their experiences in administering their own centres.

Anticipated positions of departments are shown on the following charts:

| DEPARTMENT | OWN FACILITY | STUDENTS TO CENTRAL INSTITUTE | OFFICER POPULATION FOR INSTITUTE | DIRECT OR SUPPORTING INVOLVEMENT | POTENTIAL OVERFLOW USE WHEN OWN FACILITY FULL | COMMENTS |
|--------------------------------|--|-------------------------------|----------------------------------|-----------------------------------|---|--|
| Employment and Immigration | small facility in leased building | yes | | direct | | - important agency to get on side |
| Energy Mines and Resources | no | yes | | direct | | - very small agency dealing with explosives |
| Fisheries and Oceans | no | yes | | direct | | - well organized training programs but no facility |
| Health and Welfare | no | yes | | direct | | |
| Labour | no | yes | | direct | | |
| Environment | no | yes | | direct | | - contains three enforcement agencies |
| Agriculture | no | yes | | direct | | |
| Communications | no | yes | | direct | | |
| Consumer and Corporate Affairs | no | yes | | direct | | |
| Transport | Cornwall Sydney | | | supporting | | - TCTI in Cornwall is usually full - CCG Sydney handles initial training for Coast Guard recruits |
| Taxation | Heron Road, Ottawa | yes | | supporting and direct involvement | yes | - strong support expected from Mr. Gravelle |
| RCMP | - Depot Division - Canadian Police College administered by RCMP | | | supporting | yes | - both RCMP facilities often full - accommodation at Depot not suitable for federal departments |

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| DEPARTMENT | OWN FACILITY | STUDENTS TO CENTRAL INSTITUTE | OFFICER POPULATION FOR INSTITUTE | DIRECT OR SUPPORTING INVOLVEMENT | POTENTIAL OVERFLOW USE WHEN OWN FACILITY FULL | COMMENTS |
|----------------------------------|-------------------|-------------------------------|----------------------------------|----------------------------------|---|--|
| Corrections | Kingston Laval | | | supporting | yes | |
| Customs and Excise | Rigaud | | | supporting | yes | - Rigaud often full - may use central facility for some specialized enforcement and intelligence training |
| National Defence | Various | unlikely | | supporting | unlikely to be required | |
| Canada Post Corporations | | yes | | direct | yes | |
| Canadian National Railway Police | uses Cornwall | yes | | direct | yes | - interested in using FLEUR enforcement officer course |
| Ports Canada Police | uses Cornwall | possibly | | supporting | yes | |
| Atomic Energy Canada (Security) | at AECL sites | unlikely | | supporting | yes | - most training focused on security |

1
3
1

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3. How would we go about ensuring support for a Canadian Institute for Federal Enforcement

In setting up their Federal Law Enforcement Training Centre (FLETC) the Americans used a presidential order to bring departments (and funding) together in support of a central facility located in a former naval air base near Glynco, Georgia. Three federal groups, the FBI, the Drug Enforcement Agency and the Department of Agriculture opted to maintain their own training facilities.

In order to set up a FLETC type of facility in Canada it would appear necessary to obtain a directive from the centre of government.

4. What arrangements will be made for administration and funding?

Borrowing from the U.S. model in Glynco Ga. all participating agencies would become members of a governing board which would meet periodically (the U.S. agencies now meet once a year) to consider generic course modifications and administrative issues. The FLEUR Deputies Committee could fill this role or we could create a steering group composed of operational ADM's and the head trainers from each of the enforcement agencies directly involved.

Ongoing funding for such a venture would likely entail departments agreeing to offset portions of the administrative costs and any capital costs after initial set up. User pay practices similar to those now in place at Cornwall and Depot Division in Regina would serve to recover per diem costs per students.

5. What group or department would look after administration of the institute?

As the largest group using the Glynco facility, the U.S. Treasury Department was designated as the organization which would assume the day to day operation of FLETC.

The options for organizational leadership for a similar Canadian facility would appear to involve:

- (a) a private firm;
- (b) a community college;
- (c) a large department which currently does not have a facility of its own (e.g. Environment, CEIC or Fisheries and Oceans));

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- (d) a permanent central group having expertise in law enforcement such as the Solicitor General Department - Ministry Secretariat;
- (e) Public Works Canada; and
- (f) a department or agency which currently administers a large training facility i.e. Transport, Taxation, RCMP, Customs or Corrections.

6. Why does this proposal focus on CFB Summerside?

The CFB Summerside Task Force established by the Hon. Barbara McDougall may propose to the government that CFB Summerside become a multi-use facility which would include a federal enforcement training component.

Although, the future occupants are likely to include some private companies (a helicopter servicing depot, a flying school, and possible a trade school), the task force is expected to propose the FLEUR initiative and Holland College from Charlottetown become the main users of the facilities.

Preliminary discussions held with Holland College have focused on the compatibility of the Atlantic Police Academy and the Atlantic Justice Institute with the proposed federal enforcement clients. While considerably more thought is required on the nature of a combined initiative there would be some benefits in terms of cost and program sharing if Holland College were to locate its enforcement training at Summerside.

The FLEUR Secretariat has been responding to enquiries by stressing that its own project to consider a central institute is still very much on the drawing boards. The Secretariat, the Deputies Committee and member departments are being encouraged to consider: (a) the potential of Summerside and (b) whether or not the proposal appears to make economic sense based on the information available. A positive response on the part of the federal enforcement community could cut years off the process to acquire a training institute.

7. What is the preliminary evaluation of CFB Summerside?

In its current state, CFB Summerside could not be used as a federal enforcement training centre. The accommodations and the base school do not meet the standards used throughout the government for training facilities.

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The base does possess the land (1585 acres) and infrastructure (heating, water, sewage, roads) to support a training centre. Creation of a facility containing similar amenities to the Transport Canada Training Institute in Cornwall or the Customs College in Rigaud would likely involve all new construction for residences, and dining facilities and substantial renovations to the teaching buildings.

Public Works Canada in Halifax has been developing alternatives for constructing and renovating facilities to create a training institute which could accommodate 320-350 students and approximately 120 staff and instructors. A very preliminary concept based on clustering new residences around a renovated base school has been estimated to cost about \$9.5 million.

More information on alternatives and projected costs will be added to the paper as these become available.

8. What will this cost in terms of PY's and O&M funds?

It would appear that a 320-350 bed facility which is being fully utilized will require between 100 and 125 PY's. This estimate is based on the following comparisons with existing facilities:

| <u>Facility</u> | <u>Student Rooms</u> | <u>PY's</u> |
|-------------------------|----------------------|--|
| Cornwall | 624 | 225 |
| Rigaud | 320 | 92 full time 35 seconded instructors (1-2 year term) |
| Canadian Police College | 223 beds | 92 PY's [49 Regular members 10 Civilian members 33 Public Servants |

Estimates for \$O&M requirements will have to be calculated in conjunction with Public Works Canada after the preliminary design work is further under way. PWC has however indicated that costs for space, maintenance and utilities would have to compare favourably with those available elsewhere.

FEDERAL LAW ENFORCEMENT OFFICERS

BASIC TRAINING COURSE --

EVALUATION REPORT

Prepared by: FLEUR Secretariat
February 1990

FEDERAL LAW ENFORCEMENT OFFICER TRAINING COURSE -- EVALUATION BRIEF

Executive Summary

In April 1989, to ensure that consistent, efficient, cost effective and high standard training is provided to all federal law enforcement officers, the Committee of Deputy Ministers Responsible for Federal Law Enforcement asked the FLEUR Secretariat to develop and test a basic generic course for this population.

Individuals from representative departments developed training standards for 39 topics. A pilot course was held from October 16 - November 10, 1989 at the Transport Canada Training Institute in Cornwall, Ontario. Fifteen candidates from seven departments and agencies attended the course. Instructors, recruited from fourteen departments and agencies, instructed on the program. Private consultants also participated as instructors and as resource people for the mock trial. The lecture was the primary instructional technique used with some use of role plays, group discussions, and practical exercises.

A comprehensive evaluation strategy was designed to determine the validity of the objectives and assess the level at which the course content was delivered. Course candidates completed questionnaires at several stages throughout the course as well as in a six week follow-up. Extensive oral and written data were also collected and utilized in making the recommendations suggested in the final report.

Recommendations. Based on the results and the ensuing discussion, there are several major recommendations which flow from the evaluation report. They are as follows:

1. Content. The current topics and objectives provide a strong framework for the basic law enforcement officers training course. As discussed, some topics and related objectives should be re-written to provide a clearer and more pertinent focus to the session (e.g., drug enforcement). Some sessions (e.g., note taking, interviewing skills) should be re-designed to include a stronger practical component. Other sessions (e.g., mock trial) should be expanded to highlight their importance for training. Two additional topics, crime scene management and observation skills, should be included in the curriculum.

One of the most consistent comments which occurred throughout the evaluation process was the need to integrate practical, "hands-on" experience within the various sessions. It is important that new law enforcement officers be given the opportunity to practice and receive feedback on newly acquired skills within the classroom environment. This will allow them to correct mistakes prior to returning to the field. As well, this strategy is

essential in encouraging the transfer of knowledge or skills from the classroom to work environment. As a result, the course syllabus should be refined to include role play, scenario or case studies as appropriate to each topic. With careful design, some of the scenarios could culminate in a mock trial during the final week of the course.

2. Instructors. Key instructional areas such as legal studies (Canadian law, court procedures, law enforcement powers), self-defense, and human relation skills would benefit from the use of single instructors in each of these areas. These instructors would be required to have an in-depth knowledge of not only their speciality area but also of the parameters of law enforcement within the federal government. This is critical in the area of legal studies; it isn't sufficient that an instructor in this area have expertise in only the mandate of his/her department. In the area of self-defense and physical fitness, it is essential that training and practice be provided on an daily basis throughout the course. Given that human relations and communication skills have a direct impact on all of the other topics, a single qualified instructor is necessary. It is recommended that instructors in these areas be seconded to the FLEUR Secretariat prior to the training program to expand their area of expertise as well for the duration of the course. As well, given the importance of cohesion and bridging between subjects and the need to avoid duplication of materials, it is recommended that a general briefing session be held for all instructors involved in the program. This would ensure consistency of information to all individuals as well as allow instructors to exchange ideas and discuss the parameters of their topics.

3. Instructional process and techniques. Most of the instructors on the course had well-developed instructional skills, particularly in lecturing. Unfortunately, even though many of them were skilled lecturers, some were not very skilled in their use of audio-visual aids (particularly the over-head projector). In most instances, this detracted from the valuable knowledge which they were presenting. As well, given the strong practical skills component for many sessions, some instructors must incorporate role plays, case studies and practice sessions within their lectures. As this course is targeted to new law enforcement officers, course instructors must be highly competent not only in their area of expertise but also in instructional skills. For most new law enforcement officers, their initial contact and impression of federal law enforcement officers will be formed by the model which these instructors provide. The FLEUR Secretariat is dependent on the good graces and cooperation of various federal departments to provide their best instructors for this training course.

4. Scheduling. The training course should be expanded from four to six weeks. This would allow for the expansion of some topics to include critical practical components for the training. As well, two new topics (i.e., crime scene management and observational skills) should be included in the curriculum, requiring additional time. Scheduling of sessions within the course should also be revamped. A primary example of this is self-defense and physical fitness training. Given the requirements to develop physically based skills such as self-defense techniques, candidates should have the opportunity to practice the skills and participate in physical fitness activities on a daily basis. This recommendation also relates to the previous suggestion that in some key areas, instructors be seconded to the FLEUR Secretariat for the duration of the training course.

BASIC LAW ENFORCEMENT OFFICERS COURSE --
 EVALUATION REPORT FOR DEPUTY MINISTER'S MEETING

The following report presents a summary of the evaluation and concomitant recommendations for the Basic Law Enforcement Officers training course sponsored by the FLEUR Secretariat. The contents include: (i) an overview of the course content, instructors and their representing department or agency; (ii) a profile of the fifteen candidates; (iii) a description of the evaluation and data analysis strategy; (iv) a summary of the findings; (v) a discussion; (vi) a list of recommendations flowing from the evaluation; and (vii) a conclusion. Available on request are two appendices. Appendix 1 contains a topic-by-topic commentary as well as graphed results from the evaluation. Commentary on the evaluation process is contained in Appendix 2.

The Training Course

The pilot for the Basic Law Enforcement Officers' Course was held from October 16 - November 10, 1989 at the Transport Canada Training Institute in Cornwall, Ontario. The course consisted of 39 topics which ranged in length from one hour to one day. Instructors were recruited from 14 different federal departments or agencies. Private consultants also instructed on the course or participated in the mock trial. The following table presents the topics, session duration, and department or agency which the instructor represented.

| <u>Session Title</u> | <u>Duration</u> | <u>Department/Agency</u> |
|--|-----------------|-----------------------------------|
| Access to Information | 1 hr. | Solicitor General |
| Arrest, Detention, Release of Persons | 3 hrs. | CN Police |
| Basic Photography Techniques | 1 hr. | R.C.M.P. |
| Bomb Threats | 1 hr. | R.C.M.P. |
| Break, Control Techniques Weapons Defence | 1 day | Fisheries & Oceans |
| Canadian Laws | 3 hrs. | CN Police |
| Care & Handling of Firearms | 6 hrs. | R.C.M.P. |
| Contacts & Informants | 1 hr. | Customs |
| Court Evidence | 4 hrs. | FLEUR Secretariat |
| Court Procedures | 4 hrs. | CN Police |
| Creativity & Innovation | 4 hrs. | FLEUR Secretariat |
| Dangerous Goods | 1 hr. | Transport Canada |
| Dog Teams | 1 hr. | Customs |
| Drug Enforcement | 4 hrs. | R.C.M.P. |
| Effective Presentations | 4 hrs. | FLEUR Secretariat |
| Electronic Equipment | 1 hr. | Parks Canada |
| Electronic Data Systems | 2 hrs. | R.C.M.P. |
| Employee Assistance Programs | 1 hr. | Corrections National Defense |
| Fingerprinting | 1 hr. | R.C.M.P. |
| Interpersonal Skills | 4 hrs. | Consultant |
| Interviewing Techniques | 7 hrs. | Customs |
| Media Communication | 1 hr. | Ports Canada |
| Multi-Culturalism | 9 hrs. | Immigration Secretary of State |
| Note Taking | 2 hrs. | Customs |

| | | |
|---|--------|--------------------|
| Nutrition & Fitness | 1 hr. | Immigration |
| Officer Safety | 6 hrs. | Fisheries & Oceans |
| Officer-Offender Contact | 2 hrs. | Fisheries & Oceans |
| Privacy Act | 2 hrs. | Solicitor General |
| Radio Operating Techniques | 1 hr. | Communications |
| Report Writing | 4 hrs. | Consultant |
| Search & Seizure | 3 hrs. | CN Police |
| Security of Information | 1 hr. | Ports Canada |
| Situation Diffusion | 4 hrs. | Fisheries & Oceans |
| Statements & Confessions | 4 hrs. | FLEUR Secretariat |
| Stress Management | 4 hrs. | R.C.M.P. |
| Transportation of Suspects & Prisoners | 5 hrs. | Consultant |
| Use of Force | 4 hrs. | Fisheries & Oceans |
| Work Ethics & Department | 4 hrs. | Fisheries & Oceans |
| Young Offenders Act | 2 hrs. | Justice |
| Mock Trial | 4 hrs. | Consultants |

Most training sessions were held in the classroom. The lecture was the most commonly used instructional technique though some instructors also used group discussions, case studies, and role play activities. Self-defense training was conducted in the gymnasium facilities and outside. The firearms range at the institute was used for the firearms training.

In addition to these sessions, a mock trial was held during the last week of the course. Course candidates were assigned various roles associated with the investigation. Court personnel were represented by Judge Riley Watson, Don Johnson as the Crown Prosecutor, and André Gagnon as the Defense Counsel. In addition to instructors, guests from various representative departments visited the course throughout the four weeks.

Course Candidates

Fifteen candidates representing seven departments and agencies attended this pilot course. As well as representing various federal departments or agencies involved in law enforcement, they also travelled from several provinces in Canada to attend the program. The following table shows the departments represented, the number of candidates from that department, and the region.

| <u>Department or Agency</u> | <u>No. of Candidates</u> | <u>Region</u> |
|-----------------------------|--------------------------|-----------------------------------|
| Canadian Wildlife Service | 2 | Headquarters Quebec |
| CN Police | 1 | Quebec |
| Customs | 2 | Ontario Manitoba |
| Fisheries | 2 | New Brunswick British Columbia |

3

| | | |
|---------------------|---|--|
| Immigration | 4 | British Columbia Alberta Ontario Quebec |
| Parks Canada | 3 | Saskatchewan Ontario Newfoundland |
| Ports Canada Police | 1 | Nova Scotia |

The years of experience as law enforcement officers for the five women and ten men ranged from six months to 13 years. Departments and agencies selected their candidates based on their years of experience as law enforcement officers and their expertise in the field. This range of experience was beneficial to the course evaluation in terms of assessing the validity of the course objectives and related content as it would apply to new law enforcement officers.

Evaluation Strategy

The purpose of the evaluation was to determine the validity of the training objectives and assess the content delivered during the course. Several different strategies were used to collect the evaluation data. The first strategy consisted of a questionnaire which participants completed in four different stages (in its implementation this differed slightly from the intended strategy). Using their field experience and expertise as a frame of reference, candidates were asked to focus on the question "if you were new to your job, what kind of basic information or skills do think are necessary to get you started?" That is, candidates were asked to determine how important the course objectives and its related content were, based on the training needs of a new law enforcement officer. The scale "Must Know", "Nice to Know" and "Not Appropriate at this level or time" were used for each training objective and its content. Their assessment was carried out as follows:

- Stage 1 -- individual and syndicate assessment at the end of each day or each session;
- Stage 2 -- class assessment at the end of each week;
- Stage 3 -- individual and syndicate assessment at the end of the course;
- Stage 4 -- individual assessment six weeks after the course was completed.

The second strategy consisted of recording written and oral evaluation comments. As well as completing the scales, participants and syndicates were asked for written comments. The class assessment at the end of each week consisted of a completed questionnaire as well as in-depth discussions of each session. The evaluator recorded notes from this discussion. On the final day of the course, based on a further in-depth discussion of each of the sessions, participants were asked to make recommendations for changes. The evaluator again recorded notes from this discussion.

The third, and most informal strategy, consisted of conversations between the evaluator and candidates and some of the instructors. As well, the evaluator attended all of the sessions and recorded notes as required.

Data Analysis

For analysis purposes, the scale points on the questionnaires were scored as follows: "Must Know" = 3; "Nice to Know" = 2; and "Not appropriate at this level or time" = 1. Questionnaire data were analyzed

using the Statistical Package for the Social Sciences (SPSS-PC Plus, Version 3.0). Mean scores were calculated for individuals, syndicates, and the class as a whole. As well, an analysis of variance was conducted to determine whether or not there were any significant changes in individual perceptions across the three administrations or between the three groups. This procedure indicated there were no significant changes. For the final report, mean scores were calculated across the three groups (individual -- three administrations, syndicate -- two administrations, class as a whole -- one administration). In Appendix 1, these scores are displayed as graphs for easier comprehension.

Results

As stated, there were no significant differences in the candidates' or syndicates' perceptions, across time, of the importance of the training objectives and their related content. There were however, different perceptions as to the importance of the various objectives for basic law enforcement officer training. As well, there were a number of discrepancies between the importance of the objective and its related content. That is, participants perceived that the importance of the objective was at one level whereas the content was delivered at a different level of importance.

For most of the objectives, candidates considered that the knowledge and skills underlying the objectives were "must know" for new law enforcement officers. Most of these objectives focused on the areas of legal issues and the court process, self defense, communication and human relation skills, and basic law enforcement skills. In most cases, the level at which the instructor delivered the content was in accordance with the importance of the objective. Sessions showing such congruency included: Break, Control Techniques, and Weapons Defense, Dangerous Goods, Stress Management and Work Ethics.

In several instances, candidates determined that objectives were "nice to know" in terms of knowledge or skills required by new law enforcement officers. These topic areas included: basic photography skills, bomb threats, creativity and innovation, dog teams, drug enforcement, finger printing, media communication skills, radio communication techniques, and security of information. Some of these perceptions can be attributed to the fact that these topic areas were not particularly applicable to law enforcement officers representing some of the federal departments or agencies (for example, information on bomb threats has limited perceived relevance for park wardens). In some instances, candidates commented that training was too specialized for their functions and, if required by some departments, these topics could be within the training mandate for the specific department (for example, officers from Ports Canada or CN Police have a greater need for finger printing skills than do park wardens). For some topics, revision to the objectives would enhance their relevancy. For example, candidates suggested that, on the topic of finger prints, if the focus was changed to crime scene management and the preservation of finger print evidence, the session would have more relevance than a session focusing on the taking of finger prints. A second example is the area of drug enforcement. The candidates perceived that the current objectives were too specific for the training needs (information or skills) of most new law enforcement officers. They suggested that this session be changed to focus more generally on specific legislation regarding illegal drugs and who they should contact if they suspect illegal drug use.

In some cases, candidates perceived a discrepancy in the level of importance for an objective's knowledge or skill and the level at which the content was delivered. In most of these instances, the importance of the objective was higher than the level of content received. For example, on the topic of transportation of suspects and prisoners, candidates perceived that the objectives were "must know" but that the content was "not appropriate at this time or level". Their written and oral comments indicated that the instruction in this area was poor; objectives were not adequately covered and they were given little opportunity to practice the required skills. A second example was radio communication techniques. Though most candidates considered that two of the objectives were important, their perception of the content delivery was that it was "not appropriate". A third example was the topic of nutrition and

fitness. Candidates indicated that this topic was "nice to know" but that the level of content was "not appropriate". In their comments, they suggested that major changes should be made to both the objectives and content of these sessions if there are going to remain a component of the curriculum. A reverse example was the topic of creativity and innovation. Candidate perceptions were that the objectives were largely "nice to know" but that the manner and level at which the content was delivered was "must know". Candidates did however comment that this topic, delivered on the second morning of the training program, served as a good "ice breaker".

Several issues relating to the content and process of the training program were not measured in the questionnaire. They became apparent in the class evaluation discussions and in conversations between the evaluator and participants, the evaluator and some of the instructors, and in the evaluator's perceptions (based on knowledge of good adult education/training process). One of these issues was the confusion which candidates experienced during some of the training sessions. This confusion stemmed from either the instructor's lack of clarity as to the purpose of the session and the level of content required or the overlap in content areas. As well, in some instances the instructor did not seem to have a good knowledge of the field of law enforcement, particularly the mandates of the departments and the powers accorded to their law enforcement officers. Several times, participants commented that the different instructors were addressing the same issues or content and didn't seem to be aware that information had been previously addressed. The best example of this was the instance when three different instructors came prepared to show the same videotape as part of their individual training session. As a result, candidates perceived a lack of coordination between the sessions and instructors.

An issue stemming from the use of a number of different instructors to deliver information on related topics, is that there was often a lack of bridging between the sessions. Information or skills gained in one session were not connected to new knowledge or skills gained in subsequent sessions. Experienced law enforcement officers, such as those attending this training program, are often able to make those connections for themselves. Newly hired officers however would find this very difficult.

A third issue was the need to refocus or redefine the purpose of some of the sessions. According to the candidates, one of the most valuable sessions was the mock trial held in the last week of the course. Those individuals who were assigned participatory roles in the trial found the experience very valuable. Those participants who had an observer status also found that they learned a lot but commented that the entire session would have been more effective if everyone had had an active role. A related observation was that the knowledge/skills gleaned from some of the previous sessions could be more closely connected with the mock trial (for example, the use of notebooks, issuing appearance notices or summons). As well, the general comment was that this session should be scheduled for an entire rather than half a day.

Related to the issue of re-focusing objectives was the observation that some sessions required a greater skills orientation rather than a focus on the delivery of information. One example was the session on court procedures. Candidates were given detailed information on the different means for compelling individuals into court but were not given the opportunity to complete an appearance notice or summons. A second example was the session on note books. Even though candidates received a notebook and sufficient instruction on its use, they were not required to use their notebooks throughout the course. Nor did they receive feedback on the appropriateness of their entries. They commented that this would have provided them with a more valuable learning experience than the current session did.

A fifth issue was the scheduling of some sessions. Given that some instructors were brought in from across the country, it was necessary to schedule their training sessions in one block. In some cases, such as in self-defense training, this did not provide for the most effective training possible. Given the type of training and practice required to learn physical skills, these training sessions would have been more

effective if they had been scheduled for the duration of the course. Candidates strongly suggested that some type of physical or self-defense training be scheduled every day (preferably in the afternoon) for the entire course.

Despite some of these problems, candidates stated very strongly that the course was a very valuable learning experience -- not only for themselves but for prospective law enforcement officers. They believed that most of the objectives (i.e., knowledge and skills) were "must know" for new law enforcement officers. Their feedback also suggested that many of the objectives, which they considered to be "nice to know" could, with re-focusing, provide valuable knowledge and skills at an entry level.

Candidates were very thorough in their evaluation of the training program and the evaluation process itself! This thoroughness was evident in their written and oral comments, particularly in the evaluation discussion at the end of each week and at the end of the course.

Discussion

As stated, the candidates were very positive about their involvement in this pilot project. As well, they highly recommended that this type of training should be made available for all new law enforcement officers. One of the very valuable aspects of the course was their exposure to individuals working for different departments and agencies. This exposure had several benefits. The first benefit was that it gave them a much broader perspective on the law enforcement function within federal government departments. As a result, they were able to see how their own law enforcement functions connected with the overall area of law enforcement. Secondly, this exposure to other departments gave participants the opportunity to more critically assess their own department's policies, procedures and practices in a number of different areas. A third benefit was that these participants established a network of contacts both within their own departments and with outside agencies. They believed that similar benefits would be accrued by new law enforcement officers.

Even though many of the participants had considerable experience as law enforcement officers, they believed that they gained new knowledge, skills, and insights as a result of attending this course. These insights and their previous field experience allowed them to critically assess those knowledge and skill areas which are essential to new law enforcement officers. As stated previously, the participants indicated that most of the objectives provided "must know" knowledge or skills for new law enforcement officers. As well, the level of content delivered in the different sessions was congruent with the importance of the objectives. Despite their departmental orientation, the candidates were able to generalize the need for knowledge and skills to the broader law enforcement functions within the federal government.

For the objectives which they perceived as "nice to know", candidates offered a variety of suggestions which would serve to make the training more applicable to new law enforcement officers. As pointed out in the results, some of these objectives require a re-focusing or re-definition. Content could then be delivered accordingly. In some instances, the focus of the session and its related objectives should be re-oriented towards more general information rather than specific skills as, for example, the session on drug enforcement. In other cases, the objectives need to be refined to allow for a greater emphasis on the practical skills flowing from a knowledge base. An example of this is the session on court procedures. In other situations, topics and objectives need to be redefined to connect more closely with other sessions and the broader mandate of the course, as for example, the session on nutrition and fitness.

In their written and oral comments, participants offered several strong suggestions which they felt would strengthen the course, especially as a training program for new law enforcement officers. One of the strongest suggestions was that the course should have a very strong practical component. The words

which the candidates consistently used was "hands-on" training. That is, in addition to the knowledge which students would gain from classroom lectures, it is necessary to have an opportunity to practice and receive feedback on the skills flowing from the knowledge. Primary examples are the sessions on court procedures (e.g., the opportunity to complete a summons or appearance notice), note taking (e.g., practice in taking notes), radio communications techniques (e.g., practice in using radio communications and if possible, qualification as a radio operator), and the care and handling of firearms (e.g., much more emphasis on the "making safe" of a variety of firearms). For sessions which involve a strong practical component, it is also critical that candidates receive feedback on their developing skills.

A second strongly recommended suggestion involved the focus and scheduling of sessions related to self-defense techniques. Candidates believed that good self-defense training is vital for all law enforcement officers, particularly as many of them do not carry firearms. They also argued that, given increasing incidents of violence, increasing numbers of female law enforcement officers, the fact that many agencies don't provide weapons or self-protective wear, and the need for self-preservation rather than offender apprehension all support the need for greater focus on self-defense training. Good self-defense techniques also require a good physical fitness base. In order to enhance the training in this area, several changes are required. The first is the need to reschedule these sessions so that self-defense or some aspect of physical fitness training is practised every day. A second change requires one instructor, rather than several, who would be required to cover all aspects of self-defense (e.g., use of force, officer safety, break and control techniques, transportation of suspects) and physical fitness training. The orientation of the physical fitness training could be expanded to one of lifestyles which would incorporate topics on stress and nutrition.

One common problem in the sessions was the lack of continuity or connection between the different sessions. That is, there was either too much overlap between sessions or else a lack of connection between sessions that required bridging. The areas which suffered from this were those focusing on legal issues and human relations or communication skills. One way of alleviating this problem would be to use fewer instructors for these topics. For example, one instructor, responsible for the area of Canadian law, enforcement powers, and court process, would bring greater continuity to these topics. This would require an individual with considerable expertise in these areas, particularly in understanding the wide discrepancy in powers between law enforcement officers working for different federal departments or agencies.

The area of communication or human relations skills would also benefit from utilizing only a single instructor. As the candidates pointed out, three different instructors all gave almost identical information on communication skills. Yet areas such as questioning techniques were only superficially covered, given the minimal skill practice involved. In the area of interviewing skills, participants suggested a much greater need to practice these skills. As well, on the topic of situation diffusion, candidates suggested a greater emphasis on verbal diffusion techniques rather than the current focus on the levels of force.

Continuity or bridging between sessions could also be enhanced through the use of role plays, scenarios or case studies which require participants to utilize knowledge or skills learned in different sessions. Through careful planning and preparation, it is possible to design several scenarios which integrate knowledge and skills and which would culminate in a mock trial. As participants pointed out, the mock trial was one of the most effective sessions of the course and they recommended that greater emphasis be placed on this session. This could include a visit to a courtroom to watch legal proceedings as well as classroom lectures on the different levels, functions and personnel of the courts.

Though several of the topics would be enhanced by utilizing selected instructors, other topics benefitted from the variety of instructors used. Topics such as employee assistance programs, dangerous goods, Access to Information and Privacy Acts, Young Offenders Acts, and electronic data systems were

enriched by the perspectives which these instructors were able to offer. Topics such as the care and handling of firearms or finger printing require experts in those areas. As well, given that these instructors represented a number of different departments or agencies, participants were exposed to these different areas within the federal government. Most instructors had well developed presentation skills. Unfortunately, several of them were unprepared, lacking in presentation skills, and ineffective in their use of audio-visual aids, especially the overhead projector and transparencies. Though the information they presented was relevant and important to the training, their poor delivery detracted from the subject matter.

For the most part, the 39 different topics covered the wide range of knowledge and skills which new law enforcement officers require to begin their jobs. One area which became apparent through its omission was the topic crime scene management. Information and skills related to this topic include: duties of the first officer at the scene, conducting a crime scene search or examination, preserving evidence and basic forensics. In subsequent discussions, a second topic which should be included in the curriculum is observation skills. Instructional and skill elements would include: observational and identification skills related to individuals, observational skills related to environment and crime scenes, and recording observations in note books.

It would be an incredible feat to cover all of this training in the four weeks which the course currently comprises! All of the candidates strongly agreed that four weeks was insufficient for this type of training. Given the current content and recommendations for changes, they suggested that this course should be a minimum of five to six weeks long. This would allow for expanded sessions, the inclusion of two new sessions and greater emphasis on "hands-on" training.

Recommendations

Based on the results and the previous discussion, there are several major recommendations which flow from this evaluation report. They are as follows:

1. Content. The current topics and objectives provide a strong framework for the basic law enforcement officers training course. As discussed, some topic and related objectives should be re-written to provide a clearer and more pertinent focus to the session (e.g., drug enforcement). Some sessions (e.g., note taking, interviewing skills) should be re-designed to include a stronger practical component. Other sessions (e.g., mock trial) should be expanded to highlight their importance for training. Two additional topics, crime scene management and observation skills, should be included in the curriculum.

One of the most consistent comments which occurred throughout the evaluation process was the need to integrate practical, "hands-on" experience within the various sessions. It is important that new law enforcement officers be given the opportunity to practice and receive feedback on newly acquired skills within the classroom environment. This will allow them to correct mistakes prior to returning to the field. As well, this strategy is essential in encouraging the transfer of knowledge or skills from the classroom to work environment. As a result, the course syllabus should be refined to include role play, scenario or case studies as appropriate to each topic. With careful design, some of the scenarios could culminate in a mock trial during the final week of the course.

2. Instructors. Key instructional areas such as legal studies (Canadian law, court procedures, law enforcement powers), self-defense, and human relation skills would benefit from the use of single instructors in each of these areas. These instructors would be required to have an in-depth knowledge of not only their speciality area but also of the parameters of law enforcement within the federal government. This is critical in the area of legal studies; it isn't sufficient that an instructor in this area

have expertise in only the mandate of his/her department. In the area of self-defense and physical fitness, it is essential that training and practice be provided on a daily basis throughout the course. Given that human relations and communication skills have a direct impact on all of the other topics, a single qualified instructor is necessary. It is recommended that instructors in these areas be seconded to the FLEUR Secretariat prior to the training program, in order to expand their area of expertise, as well for the duration of the course.

As well, given the importance of cohesion and bridging between subjects and the need to avoid duplication of materials, it is recommended that a general briefing session be held for all instructors involved in the program. This would ensure consistency of information to all individuals as well as allow instructors to exchange ideas and discuss the parameters of their topics.

3. Instructional process and techniques. Most of the instructors on the course had well-developed instructional skills, particularly in lecturing. Unfortunately, even though many of them were skilled lecturers, some were not very skilled in their use of audio-visual aids (particularly the over-head projector). In most instances, this detracted from the valuable knowledge which they were presenting. As well, given the strong practical skills component for many sessions, some instructors must incorporate role plays, case studies and practice sessions within their lectures. As this course is targeted to new law enforcement officers, course instructors must be highly competent not only in their area of expertise but also in instructional skills. For most new law enforcement officers, their initial contact and impression of federal law enforcement officers will be formed by the model which these instructors provide. The FLEUR Secretariat is dependent on the good graces and cooperation of various federal departments to provide their best instructors for this training course.

4. Scheduling. The training course should be expanded from four to six weeks. This would allow for the expansion of some topics to include critical practical components for the training. As well, two new topics (i.e., crime scene management and observational skills) should be included in the curriculum, requiring additional time. Scheduling of sessions within the course should also be revamped. A primary example of this is self-defense and physical fitness training. Given the requirements to develop physically based skills such as self-defense techniques, candidates should have the opportunity to practice the skills and participate in physical fitness activities on a daily basis. This recommendation also relates to the previous suggestion that in some key areas, instructors be seconded to the FLEUR Secretariat for the duration of the training course.

Conclusion

A great deal of time, effort and cooperation on behalf of the staff of the FLEUR Secretariat and representative from various federal departments and agencies lay behind the development of this training course. The results of their efforts were demonstrated in a very successful pilot training program held from October 16 - November 10th, 1989. The fifteen candidates who attended the course, the instructors, the visitors during the four weeks all realized the potential and significance for this endeavour. As much as possible, this evaluation report attempts to capture the process, content, and spirit of the pilot training program. The recommendations are designed to move the course from its pilot status to a on-going training program.

The candidates selected to attend this pilot program carried a large burden of responsibility. Their responsibilities were threefold: (i) as professional law enforcement officers; (ii) as representatives for their departments or agencies; and (iii) as evaluators of this training program for future law enforcement officers. They are to be commended for the manner in which they responded to these responsibilities. Their diligence and efforts in completing the evaluation form in its various iterations (which included struggling through three different individual completions as well as two syndicate efforts) was essential in

compiling "hard data" for this evaluation. Their analysis of the program in light of training needs for all federal law enforcement officers was essential in ensuring a high quality yet generic training program. And finally, their frank assessments and comments provided the detail surrounding the discussion and recommendations. This evaluator's task was made much easier as a result of this high spirit of cooperation.

**INTERDEPARTMENTAL COMMITTEE ON
LAW ENFORCEMENT MANAGEMENT**

**COMITÉ INTERMINISTÉRIEL DE GESTION
DE L'APPLICATION DE LA LOI**

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| Dr. Brian Peart | Chief Transportation and Animal Welfare Food Production and Inspection | 995-5433 |
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| G. Randall | Corporate Manager Field Services, West Security and Investigation Services | 952-4147 |
| Al Whitson | Director Security and Investigation Services | 952-1925 |

CANADIAN SECURITY INTELLIGENCE SERVICE

David Flavelle Corporate Planning 993-9620

COMMUNICATIONS

A.S. Cobham Manager, Spectrum Management
Operations Division 990-4736

Peter Dalton Spectrum Management
Operations Division 990-4743

CONSUMER AND CORPORATE AFFAIRS

Val Traversy Director General
Executive Services 997-2704

Mr. Ron Twohig Official Receiver
Office of the Superintendent
of Bankruptcy
Halifax, N.S. (902) 426-2990

Mr. F.H. Sparling Director
Enforcement & Investigation Division 997-1058

Mrs. R. Larabie-LeSieur Director
Enforcement and Investigations 997-1064

M. Wadsworth Director
Consumer Services 997-1203

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R.G. Knapp Director
Legal Metrology 952-0655

Dr. R. Viau Chief
Chemical and Biological Hazards
Consumer Affairs 997-1194

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| R. Stewart | Director, Control Programs Control Branch Unemployment Insurance | 994-2811 |
| W.R. Clark | Chief Control Operations Unemployment Insurance | 994-4788 |
| G.A. Barnett (Gordon) | Director General Immigration Program Delivery | 994-1913 |

ENERGY, MINES AND RESOURCES

| | | |
|-------------|--|----------|
| R. Shaw | Chief Inspector of Explosives Explosives Branch | 995-8416 |
| G. McCallum | Counsel | 992-0419 |

ENVIRONMENT CANADA

| | | |
|---------------|--|----------|
| D.M. Lohnes | Director Natural Resources Branch | 994-2639 |
| Giselle Jacob | Director Regulatory Affairs and Program Integration Branch Environmental Protection | 953-1164 |
| Yvan Lafleur | Chief Legislation, Regulations & Enforcement Division | 997-1123 |

FINANCE CANADA

| | | |
|-----------------|--|----------|
| Robert Mitchell | Administrative Officer Registration and Investigations Division | 996-7488 |
|-----------------|--|----------|

FISHERIES AND OCEANS

| | | |
|------------------|---|----------|
| Dennis Brock | Director Regulations and Enforcement Branch | 990-0108 |
| David Bevan | Director Field Operations Branch Inspection Services Directorate | 990-0413 |
| Hugh Trudeau | Director Atlantic Operations Branch Atlantic Operations Directorate | 990-0016 |
| Thomas Poetschke | Director Pacific and Yukon Fisheries Pacific and Freshwater Fisheries | 990-0001 |
| Claude Lamarche | Coordinator Enforcement Training and Standards | 990-0115 |

HEALTH AND WELFARE

| | | |
|---------------|---|----------|
| I. Malyniwsky | Chief Inspection Services Division Health Protection Branch | 954-6526 |
| C. Roy | Director Controls Program Income Security Programs | 054-8752 |
| Pat Hill | Chief Investigations and Studies Income Security Programs | 954-8757 |
| J.F. Riou | Director Field Operations | 957-3853 |

INTERNATIONAL CENTER FOR OCEAN DEVELOPMENT

| | | |
|-------------------|-------------------------|----------------|
| Peter Flewwelling | Immediate Past Chairman | 1-902-426-5255 |
|-------------------|-------------------------|----------------|

LABOUR CANADA

| | | |
|----------------|---------------------------|----------|
| J. Laframboise | Manager, Field Operations | 997-8454 |
|----------------|---------------------------|----------|

NATIONAL DEFENCE

Lt. Col. E.D. Sanford Director, Police Operations 998-7220
 National Defence Headquarters

NATIONAL MUSEUMS OF CANADA

J. Prok Assistant Director 994-6098
 Management Services

CANADIAN MUSEUM OF CIVILIZATION

P. Lepage Chief 994-2972
 Protection Services

NATIONAL GALLERY OF CANADA

J. Desjardins Chief 990-6433
 Protection Services

NATIONAL MUSEUM OF NATURAL SCIENCES

Robert A. Marchand A/Chief 996-0124
 Protection Services

NATIONAL MUSEUM OF SCIENCES AND TECHNOLOGY

A. Chapman Chief 991-3095
 Protection Services

PATENTED MEDICINE PRICES REVIEW BOARD

Mr. Roy C. Atkinson Executive Director 952-7622
 Patented Medicine Prices Review Board

PRIVATIZATION AND REGULATORY AFFAIRS

D.C. Henley Manager, Public Participation 952-3465
 Regulatory Affairs Branch

PUBLIC WORKS CANADA

C.H. Kroeger A/Chief 998-4979
 Security Division

REVENUE CANADA

CUSTOMS

| | | |
|-----------------|---|----------|
| W.C. McKissock | Chief, Enforcement and Liaison Interdiction Division | 954-7582 |
| A. McKinnon | A/Director Intelligence Division | 952-7092 |
| Mr. Steve Sloan | A/Directort Investigation Division | 954-7625 |

EXCISE DIVISION

| | | |
|---------------|--------------------------|----------|
| D.R. Skogstad | Director, Special Bureau | 954-0214 |
|---------------|--------------------------|----------|

TAXATION

| | | |
|--------------|--|----------|
| Ron A. Davis | A/Director General Compliance Research and Investigations | 957-9390 |
|--------------|--|----------|

THE SENATE

| | | |
|---------------------|--|----------|
| Ronald E. Gladstone | Deputy Gentleman Usher of the Black Rod | 992-9265 |
|---------------------|--|----------|

SOLICITOR GENERAL

CORRECTIONAL SERVICE OF CANADA

| | | |
|-----------|-------------------------------|----------|
| R. Harvey | Director, Custody and Control | 992-8319 |
|-----------|-------------------------------|----------|

ROYAL CANADIAN MOUNTED POLICE

- Customs and Excise Branch

| | | |
|-----------------------|-------------------|----------|
| Insp. J.A.R. Lincourt | Officer in Charge | 993-8320 |
|-----------------------|-------------------|----------|

- Drug Enforcement

| | | |
|------------------------------|----------|----------|
| Asst. Commr. J.J.M. Coutu | Director | 993-2086 |
|------------------------------|----------|----------|

- Economic Crime Directorate

| | | |
|-----------------|------------------------|----------|
| Norman Doucette | Assistant Commissioner | 993-2929 |
|-----------------|------------------------|----------|

- Federal Enforcement Branch

Insp. B.G. (Brian)Watt Officer in charge 993-2211

- Immigration and Passport Branch

Officer in charge 993-1924

- Strategic Planning and Corporate Policy Branch

Toni Murray Officer in charge 990-0654

Insp. Roger Holdright Officer

S/Sgt. Robert Connell Officer 990-0653

F.L.E.U.R.

C.J. Collingridge Director 954-6209/6208

Eric Ross Project Coordinator 954-6217

Robert Hudon Project Coordinator 954-6212

Eugene Whitney Project Coordinator 954-6211

Ingrid Pipke Project Coordinator 954-6213

Fernande Rainville-Laforte Project Coordinator 954-6214

E.P. (Gene) Shinkle Project Coordinator 954-6216

Robert Malo Chief, Training & Development 954-6215

TRANSPORT CANADA

AIRPORTS SECURITY SERVICES

R. Frenette Senior Officer 990-3703
Airport Security Services

C.N. POLICE

| | | |
|---------------|--------------------------------------|----------------|
| P. Danylewich | Chief | (514) 399-8444 |
| R. Charest | Sr. Superintendent Eastern Region | (514) 399-8444 |
| Amby Leblanc | Training Officer | (514) 399-7900 |

CIVIL AVIATION

| | | |
|--------|-------------------------------|----------|
| M. Huq | Chief Aviation Enforcement | 990-1188 |
|--------|-------------------------------|----------|

COAST GUARD

| | | |
|--------------|---|----------|
| M.J. Hubbard | Director General Ship Safety Branch | 998-0610 |
| A.D. Watt | Director, Port Development Harbours and Ports Branch | 993-5194 |
| F.H. Sherwin | Director, Executive Services | 990-3068 |
| R.E. Sparks | Coast Guard Security Officer | 988-9011 |

DANGEROUS GOODS DIRECTORATE

| | | |
|---------------|---------------------------------------|----------|
| R.G. Thomason | Director Compliance and Operations | 998-6540 |
|---------------|---------------------------------------|----------|

PORTS CANADA

| | | |
|------------------------|------------------|----------|
| C.S. Sampson | Director General | 957-6796 |
| Insp. Bernard Turcotte | Police Services | 957-6799 |

RAIL

| | | |
|---------------------|--|----------|
| C.J. Churcher, MCIT | Director General Railway Safety Directorate | 998-2984 |
|---------------------|--|----------|

ROAD SAFETY AND MOTOR
VEHICLE REGULATIONS

| | | |
|--------------------|--|----------|
| B. Kershaw, P.Eng. | Director Planning and Regional Operations | 998-1990 |
|--------------------|--|----------|

SECURITY AND EMERGENCY PLANNING

| | | |
|------------|----------|----------|
| J.A.R. Roy | Director | 990-1076 |
|------------|----------|----------|

MEMBERS OF EXECUTIVE COMMITTEE

| | |
|---|----------|
| Mr. Val Traversy, Chairperson Director General Executive Services Consumer and Corporate Affairs Place du Portage, Phase I 23rd Floor 50 Victoria Street Hull, Quebec K1A 0C9 | 997-2704 |
| Mr. Brian Peart, Chief Transportation and Animal Welfare Food Production and Inspection Branch Department of Agriculture 2255 Carling Avenue 3rd Floor Ottawa, Ontario K1A 0C5 | 995-5433 |
| Mr. Chris Sampson, Deputy Chairperson Director General Ports Canada Police 99 Metcalfe Street 9th Floor Ottawa, Ontario K1A 0N6 | 957-6796 |
| Mr. David Lohnes Director Natural Resources Branch Canadian Parks Canada Environment Canada Terrasses de la Chaudière 10 Wellington Street, Room 208 Ottawa, Ontario K1A 0H3 | 994-3244 |

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SUB-COMMITTEE CHAIRMEN

SEARCH & SEIZURE

Mr. R. Harvey
Director, Custody and Control
Correctional Service of Canada
Solicitor General Canada
340 Laurier Ave. West
Ottawa, Ontario
K1A 0P9

992-8319

TRAINING

Mr. W.C. McKissock, Chief
Enforcement and Liaison
Interdiction Division
Canada Customs, Revenue Canada
18th Fl., Sir Richard Scott Bldg.
191 Laurier Ave. West
Ottawa, Ontario
K1A 0L5

954-7582

INFORMATION SHARING

Mr. J.P. Brown
Director
Compliance Division
Food Production and Inspection Branch
2323 Riverside Drive
Ottawa, Ontario
K1A 0C5

993-5833

USE OF FORCE/FIREARMS

Mr. J.A.R. Roy
Director
Security Operations
(Inspection and Compliance)
Transport Canada
Place de Ville
Room 219, Podium Building
Ottawa, Ontario
K1A 0N5

990-1076

COMPLIANCE AND REGULATORY REMEDIES

Mr. Reg Gatenby
Senior Project Officer
Management Strategies and
Priorities Directorate
Food Production and Inspection Branch
Agriculture Canada
930 Carling Avenue
Ottawa, Ontario
K1A 0C6

992-2114

- 3 -

IMMEDIATE PAST CHAIRPERSON

Mr. Peter Flewwelling
International Center for
Ocean Development
Technical Assistance Division
5670 Spring Garden Road
Halifax, Nova Scotia
B3J 1H6

(902) 426-5255

FLEUR MEMBERS

C.J. (Chuck) Collingridge
E.P. (Gene) Shinkle

954-6209
954-6216

EXECUTIVE SECRETARY

E.P. (Gene) Shinkle

954-6216

INTERDEPARTMENTAL COMMITTEE ON
LAW ENFORCEMENT MANAGEMENT

COMITÉ INTERMINISTÉRIEL DE GESTION
DE L'APPLICATION DE LA LOI

(ICLEM/CIGAL)

February 21, 1990

NOTE TO DEPUTY MINISTERS RESPONSIBLE FOR FEDERAL LAW ENFORCEMENT

Subject : ICLEM Report

I am forwarding, in advance of next Tuesday's meeting of the Committee of Deputy Ministers Responsible for Federal Law Enforcement, a report on the activities of the Interdepartmental Committee on Law Enforcement Management (ICLEM) since the Committee last met in April, 1989. Attached to the report is a list of ICLEM's current membership.

I will be happy to respond to any comments or questions you may have concerning this report.

Val Traversy

Val Traversy
Chairman, ICLEM

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Les sous-ministres doivent se rappeler qu'ils ont reçu une copie d'une lettre que j'ai envoyée en septembre dernier à tous les membres du Comité de la part de la Direction du CIGAL et dans laquelle je les incitais à profiter de l'occasion qui leur était offerte de traiter de questions relatives à l'application de la Common law au moyen d'une participation active à l'organisation. La réponse a été restreinte à cause, sans doute, des exigences de leurs responsabilités administratives. Néanmoins, l'infrastructure existe maintenant et peut être mobilisée comme ce fut le cas récemment lors des événements relatifs à la formation en matière d'application de la loi.

Pour ce qui est des progrès accomplis à ce jour, je peux remercier mes collègues de la direction du CIGAL, y compris les présidents de nos sous-comités des efforts qu'ils ont faits, et le secrétariat de l'EACF, de sa collaboration. Cette collaboration s'est surtout traduite par la prestation des services de M. Gene Shinkle en qualité de secrétaire de direction du CIGAL. C'est M. Shinkle qui a été le ferment d'unité du CIGAL lors de sa période de mise en place. Il retournera au ministère auquel il appartient (Revenu Canada, impôt) en juin et prendra sa retraite de la fonction publique à la fin de cette année.



Val Traversy
Président du CIGAL

INTERDEPARTMENTAL COMMITTEE ON
LAW ENFORCEMENT MANAGEMENT

COMITÉ INTERMINISTÉRIEL DE GESTION
DE L'APPLICATION DE LA LOI

(ICLEM/CIGAL)

CHAIRMAN'S REPORT TO THE COMMITTEE OF DEPUTY MINISTERS
RESPONSIBLE FOR FEDERAL LAW ENFORCEMENT

FEBRUARY, 1990

Introduction

The period since the Committee of Deputy Ministers last met in April, 1989 has been a developmental one for ICLEM. Prior to that time, ICLEM had been launched with two plenary sessions (October, 1988 and February 1989) and the establishment of an initial set of working groups on key subjects. The initial membership was 55, drawn from 20 departments and agencies.

In the past 10 months, ICLEM has held two further plenary sessions, formalized a number of sub-committees and established links with a number of bodies concerned with law enforcement research and policy. Currently, the membership is 85, drawn from 20 departments and agencies.

Purpose

The Committee of Deputy Ministers established ICLEM to provide support for the Committee at the operations level and to complement the work of the FLEUR Secretariat. ICLEM's principal terms of reference are:

- to contribute to the development of government policies relating to law enforcement
- to enhance cooperation and information sharing
- to propose methods for resolving common enforcement problems
- to promote higher standards in law enforcement
- to provide a forum for presentation and discussion of law enforcement issues, to make appropriate recommendations to Deputy Ministers and to participate generally in all initiatives relating to the management of federal law enforcement activities.

Plenary Sessions

In order to provide an opportunity for managers from across the wide spectrum of federal law enforcement to meet periodically and discuss matters of common interest, ICLEM meets in plenary session 2-3 times a year.

The June, 1989 meeting was introduced by Mr. Pierre Gravelle, Deputy Minister, National Revenue, Taxation. In addition to sub-committee reports, the plenary considered a Law Reform Commission report on "administrative policing" and panel presentations on access to information and privacy.

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Lors de sa réunion du 18 janvier 1990, le sous-comité de la formation a communiqué au Secrétariat de l'EACF ses observations préliminaires sur le cours pilote de formation à l'échelle nationale destiné aux agents responsables de l'application de la Loi qui portent un uniforme. La réaction générale a été très positive. Des améliorations précises ont été proposées au sujet de la prolongation de la durée de cours (au moins cinq semaines au lieu des quatre semaines du cours pilote) et de l'examen des documents de conférences faites par des personnes venues de l'extérieur afin de diminuer les répétitions inutiles.

Les compétences des sous-comités ne se limitent pas aux questions en cours d'élaboration au Secrétariat de l'EACF. En outre, un sous-comité de la perquisition et de la saisie a été créé pour débattre les intérêts et les préoccupations communs dans ce domaine. Ce sous-comité a présenté un rapport écrit à la séance plénière du CIGAL le 1^{er} novembre 1989 et a décidé de se réunir périodiquement afin d'aborder "les questions enjeux de la politique de perquisition, de saisie et d'inspection, des contestations basées sur la Charte et des expériences des organismes gouvernementaux du Comité".

Réseau

Même si c'est avec le Secrétariat de l'EACF que le CIGAL entretient les relations de travail les plus étroites, des contacts ordinaires se sont aussi établis avec le Projet sur l'Observation des lois et des sanctions réglementaires au ministère de la Justice et la section de recherche en droit administratif de la Commission de réforme du droit. M. Fairbairn (Projet sur l'Observation des lois et des sanctions réglementaires) aussi bien que M. Robardet (CRDC) ont pris la parole lors des séances plénières du CIGAL. Le CIGAL est représenté dans le Groupe de travail du Projet sur l'Observation des lois et des sanctions réglementaires et le CRDC a utilisé la liste de membres du CIGAL comme outil de consultation.

Implantation

Grâce à ces initiatives, le CIGAL est maintenant conçu comme un réseau assez considérable de gestionnaires responsables de l'application des lois fédérales. Jusqu'à maintenant, il a surtout été utilisé comme une tribune permettant la collaboration et le partage de l'information, mais l'expérience du Sous-comité de la perquisition et de la saisie semble indiquer que le travail en commun peut s'intensifier lorsqu'il existe un intérêt suffisant.

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In November, 1989, a plenary was held at the Canadian Police College, introduced by R.C.M.P. Commissioner Inkster. Following regular business, ICLEM members were provided with an overview of the College's operations.

Sub-Committees

Following the approval by the Committee of Deputy Ministers of a substantial two-year work program for the FLEUR Secretariat, the original ICLEM working groups were realigned as sub-committees largely complementary to FLEUR's activities. These include:

- | | |
|-----------------------------|---|
| <u>Training:</u> | - enforcement officer pilot course implementation |
| | - investigator training course development |
| <u>Information Sharing:</u> | - activity reporting systems study |
| | - model interagency agreement |
| <u>Use of Force:</u> | - implementation of firearms guidelines |
| | - use of force project |

At its meeting on January 18, 1990, the Training Sub-Committee provided preliminary observations to the FLEUR Secretariat concerning the pilot national training course for uniformed law enforcement officers. The overall reaction was very positive. Specific suggestions for refinement were that the course should be extended to at least five weeks (instead of four in the pilot), and that the material of outside lecturers should be reviewed to minimize unnecessary duplications.

The sub-committees are not restricted in scope to matters under development in the FLEUR Secretariat. As well, a further sub-committee, on Search and Seizure, was formed to address common interests and concerns in this area. The sub-committee submitted a written report at the ICLEM plenary on November 1, 1989, and has decided to continue to meet periodically to address "issues arising from search, seizure and inspection policy, Charter challenges and the experiences of the member agencies".

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Séances plénières

Afin de fournir aux gestionnaires qui oeuvrent dans le large éventail d'application des lois fédérales l'occasion de se réunir régulièrement et de s'entretenir de sujets d'intérêt commun, le CIGAL se réunit en séances plénières deux ou trois fois par année.

À la réunion de juin 1989, c'est M. Pierre Gravel, sous-ministre du Revenu national, Impôt, qui a prononcé les paroles d'ouverture. En plus des rapports des sous-comités, les participants de la séance ont examiné un rapport de la Commission de réforme du droit sur les "police administrative" et ils ont assisté à des présentations de spécialistes traitant de l'accès à l'information et de la protection de la vie privée.

En novembre 1989, une séance plénière a eu lieu au Collège canadien de police et le commissaire Inkster de la Gendarmerie royale du Canada a prononcé le mot d'ouverture. Après avoir traité les questions courantes, les membres du CIGAL ont eu une présentation sur les activités générales du collège.

Sous-comités

Après que le comité des sous-ministres eut approuvé un important programme de travail qui s'étendra sur deux ans pour le Secrétariat de L'EACF, les premiers groupes de travail du CIGAL ont été réorganisés en sous-comités qui compléteront en grande partie les activités de l'EACF. Ce sont les sous-comités :

De la formation :

- mise en oeuvre du cours pilote pour les agents responsables de l'application de la loi
- élaboration de cours de formation des enquêteurs

De l'échange d'information :

- étude sur les systèmes d'établissement de rapports sur les activités
- accord type entre les organismes gouvernementaux

Du recours à la force :

- mise en oeuvre de lignes directrices sur les armes à feu
- projet sur le recours à la force

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Linkages

Although ICLEM's closest working relationship is with the FLEUR Secretariat, regular contact has also been established with the Compliance and Regulatory Affairs Project in the Department of Justice and the Administrative Law Project of the Law Reform Commission. Both Mr. Fairbairn (Compliance Project) and Dr. Robardet (LRCC) have addressed ICLEM plenaries. ICLEM is represented on the Compliance Project Working Group and the LRCC has used the ICLEM membership list as a means of consultation.

Development

As a result of this activity, ICLEM is now established as a sizeable network of federal law enforcement managers. As yet, it has been used largely as a forum for communication and information sharing, but the experience of the Search and Seizure Sub-Committee suggests that collaborative work can be mounted where sufficient interest exists.

Deputy Ministers may recall receiving copies of a letter which I sent last September to all members on behalf of ICLEM's executive, urging that they take advantage of the opportunity to contribute to common law enforcement matters through their active participation in the organization. The response has been limited, presumably reflecting the demands of their operational responsibilities. Nevertheless, the infrastructure now exists, and can be mobilized as in the case of recent developments concerning law enforcement training.

For the progress to date, I can thank the dedicated efforts of my colleagues on the ICLEM executive, which includes our sub-committee chairmen, as well as the cooperation of the FLEUR Secretariat. This cooperation has included, most significantly, the services of Mr. Gene Shinkle as ICLEM's Executive Secretary. Mr. Shinkle has been the glue that has held ICLEM together over its formative period. He will be returning to his home department (National Revenue, Taxation) in June and retiring from the Public Service at the end of the year.



Val Traversy
ICLEM Chairman

RAPPORT DU PRÉSIDENT AU COMITÉ INTERMINISTÉRIEL
DES SOUS-MINISTRES RESPONSABLES DE
L'APPLICATION DES LOIS FÉDÉRALES

FÉVRIER 1990

Introduction

La période qui s'est écoulée depuis la dernière réunion du Comité des sous-ministres en avril 1989 a été une période de mise en place pour le CIGAL. Auparavant, le CIGAL avait été inauguré par deux séances plénières (octobre 1988 et février 1989) et la création d'un ensemble initial de groupes de travail chargés de sujets clés. Au début, le comité comptait 55 membres venus de 20 ministères et organismes gouvernementaux.

Pendant les 10 derniers mois, le CIGAL a tenu deux autres séances plénières, structuré un certain nombre de sous-comités et établis des liens avec un certain nombre de groupes concernés par les recherches et les lignes de conduite relatives à l'application des lois. Le Comité compte actuellement 85 membres provenant de 20 ministères et organismes gouvernementaux.

Objectif

Le Comité des sous-ministres a créé le CIGAL afin de fournir un soutien opérationnel au Comité et de seconder les efforts du Secrétariat de l'EACF. Le mandat principal du CIGAL est :

- de contribuer à l'élaboration de politiques gouvernementales d'application de la loi
- d'accroître la collaboration et le partage de l'information
- de proposer des méthodes pour résoudre des problèmes communs en matière d'application de la loi
- de promouvoir des normes plus rigoureuses dans le domaine de l'application de la loi
- de fournir une tribune pour la présentation et la discussion de questions liées à l'application de la loi, faire des recommandations opportunes aux sous-ministres et participer de façon générale à toutes les initiatives de gestion des activités d'application des lois fédérales.

INTERDEPARTMENTAL COMMITTEE ON
LAW ENFORCEMENT MANAGEMENT

COMITÉ INTERMINISTÉRIEL DE GESTION
DE L'APPLICATION DE LA LOI

(ICLEM/CIGAL)

Le 21 février, 1990

**NOTE AUX SOUS-MINISTRES RESPONSABLES DE L'APPLICATION DES LOIS
FÉDÉRALES**

Sujet : Rapport CIGAL

Je vous envoie, en prévision de notre rencontre de mardi prochain du Comité des sous-ministres responsables de l'application des lois fédérales, un rapport sur les activités du Comité interministériel de gestion de l'application de la loi (CIGAL) depuis la dernière fois que le Comité a siégé, en avril 1989. Une liste des membres actuels de CIGAL est jointe au rapport.

Si vous avez des questions ou des commentaires au sujet du rapport, je me ferai un plaisir de vous répondre.

Val Traversy

Val Traversy
Président, CIGAL

MEMORANDUM

NOTE DE SERVICE

DND INQ CONTROL NO/NO DE CONTROLE DEDN: 9 0 0 0 2 6 5 C DATE: 22/02/90

OPI/BPR:
SO/CIS*OE/CRMS

OCI/BC:
DM*SM
VCDS*VCED
DCDS*SCED

DEPUTY MINISTERIAL INQUIRY

DEMANDE D'ENQUÊTE AU SOUS-MINISTRE

Refs: A. Chap 2, Art 236, and
Chap 11 of A-AD-D30-001/
JS-001
B. 1150-110/J238
TD: 0052

Références: A. Chapitre 2, article
236, et chapitre 11,
A-AD-D30-001/JS-001
B. 1150-110/J238
TD: 0052

1. The enclosed correspondence is for your INFO and/or ACTION deemed appropriate by the OPI.

1. Vous êtes prié de prendre connaissance de la correspondance ci-jointe et au BPR d'y donner suite s'il y a lieu.

2. If actioned, a reply is to be prepared for:

2. Veuillez au besoin présenter une réponse:

- a. Signature of the DM; or
- b. Signature and dispatch by the action group principal on behalf of but not for the DM.

- a. pour la signature du Sous-ministre, ou
- b. pour la signature du chef de groupe compétent, qui en assurera l'expédition au nom du Sous-ministre.

3. If an interim or final reply is considered appropriate, a copy is to be prepared for each addressee by the originator and delivered by hand to DND Inq, 13NT for distribution.

3. Lorsqu'on juge qu'il convient de rédiger une réponse provisoire ou définitive, l'auteur doit préparer une copie à l'intention de chaque destinataire et les faire livrer par messenger au DEDN, au 13e étage de la Tour Nord, qui en assurera la diffusion.

4. ADDITIONAL INSTRUCTIONS:

4. AUTRES INSTRUCTIONS:

② DM
Did Not attend
P/S
Sof

DEDN intérimaire

E. J. Gauvin
A/DND Inq
996-5035

INDEX: --



Deputy Minister
National Defence

Sous-ministre
Défense nationale

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NO INFO

22/2

Please refer to the OPTI

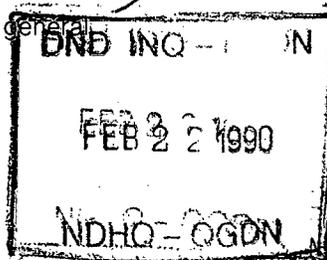
S. Dufren
So/om
6-5106



Deputy Solicitor General
Canada

Sous-solliciteur général
Canada

Ottawa, Canada
K1A 0P8



9000265C

FEB 15 1990

FORMS 3-3 / SGDDN 3-3
Referred to
Transmis à ND/INQ

FEB
FEV 21 1990

Mr. Robert R. Fowler
Deputy Minister of National Defence
North Tower, 13th Floor
National Defence Headquarters
101 Colonel By Drive
Ottawa, Ontario
K1A 0K2

File No.
Dossier No. 1150-110/J238
Charged to / Chargé à TD

90052

Dear Mr. ^{Bob}Fowler:

Attached is the agenda for the February 27, 1990 meeting of the Interdepartmental Committee of Deputy Ministers Responsible for Federal Law Enforcement.

The main agenda item focuses on the FLEUR training courses and also requests that Deputies give approval in principle for a project to consider a central training facility. There is, however, a strong likelihood that we will have to discuss this matter in the context of a proposal to the government to locate such a facility in Summerside, P.E.I.

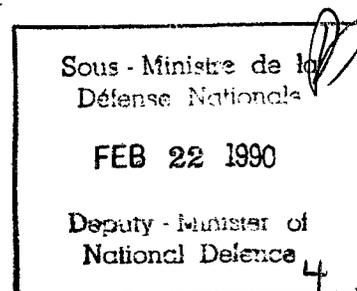
As briefing materials become available the FLEUR Secretariat will send these to your Executive Assistant and to operational managers in your department who belong to the Interdepartmental Committee on Law Enforcement Management.

I look forward to seeing you on February 27th.

Yours sincerely,

J. S. Stanford

Attachment



Canada

A G E N D A

INTERDEPARTMENTAL COMMITTEE OF DEPUTY MINISTERS RESPONSIBLE FOR FEDERAL LAW ENFORCEMENT

Meeting February 27, 1990
8th floor Boardroom, 2:00 p.m.
340 Laurier Avenue West

1. Federal Law Enforcement Training - Approval of Direction
 - a) Evaluation of Basic Enforcement Officers Course Pilot Report
 - b) Development of Basic Investigator Course Report
 - c) Requirements for training Preliminary
Statistical Report
 - d) Options for providing training Discussion
 - e) Location Factors Discussion

2. ICLEM - a brief report by Val Traversy Report

N.B. This agenda will change if a request is received to seriously consider CFB Summerside as the site for a training centre.



Solicitor General
Canada

Solliciteur général
Canada

①

7150-110/5238
TD 8299

October 21, 1988

Colonel A.R. Forand
Director
Military Operations Coordination
National Defence Headquarters
101 Colonel By Drive
OTTAWA, Ontario
K1A 0K2

Dear Colonel Forand:

Subject: Changed Date for Meeting on SERT Paper

With reference to my letter of October 19, 1988 I propose to advance the date of our next meeting to Monday, November 21 at 10:00 a.m. (the RCMP have requested the change as a series of meetings are planned November 22-24 with RCMP ERT personnel from across Canada). I trust this will not cause any inconvenience.

I should also note that there was an error in the previous letter -- policy guidance may be required for topic 5 vice 6.

Sincerely,

Alasdair MacLaren
Director General
Security Planning and Coordination

② SERT/LOS
1. For your info.
JMF
Dmac
24/10/88

③ NTF noted. PA.
D. [unclear]
25/10/88

Y H



Deputy Solicitor General Sous-solliciteur général
Canada Canada

Ottawa, Canada
K1A 0P8

JAN - 4 1988

Mr. Daniel Bevis Dewar
Deputy Minister of National Defence
North Tower, 13th Floor
National Defence Headquarters
101 Colonel By Drive
Ottawa, Ontario
K1A 0K2

CDRMS 3-3 / SGDDN 3-3
Referred to
T... ..

JAN 8 1988

... ..
... ..
Chargé de /

Be
Dear Mr. Dewar:

I was pleased that your representative, Major General C.W. Hewson, was able to attend the meeting of Deputies Responsible for Federal Law Enforcement last December 1st.

Attached, for your information, is a record of the salient points of the meeting, together with a copy of the interim "Guidelines on the Granting of Enforcement Powers Under Federal Legislation" the meeting agreed to, and a copy of the proposal for an association of federal law enforcement managers. With respect to the latter, I hope to be able to inform you early in 1988 of the names of those who will form the first Executive Committee.

I should like to take this opportunity to thank you in advance for your support and collaboration during the coming year as the FLEUR Secretariat gets to grips with the priority issues we identified last March. I expect to call the next meeting of our Committee in June, when I hope to be able to report substantial progress in research and policy development by our Secretariat.

Yours sincerely,

J. C. Tait
John C. Tait

Att.

*Destroyed
When
TD FOOT
Come back*

Canada

Original send to DVD/ITB on file number 1150-110/523 000160
TD 0008

INTERDEPARTMENTAL COMMITTEE ON FEDERAL LAW ENFORCEMENT

Notes: Meeting of December 1, 1987

Attendance

Department

| | |
|---------------------------|------------------------------|
| Mr. J.C. Tait, Chair | Solicitor General |
| Dr. John McGowan | Agriculture |
| Mr. R.A. Gordon | Communications |
| Mr. Morris Rosenberg | Consumer & Corporate Affairs |
| Maj. Gen. C.W. Hewson | Defence |
| Mr. J.B. Bissett | Employment and Immigration |
| Tamara Parschin-Rybkin | Energy Mines and Resources |
| Mr. Jim Stoner | Environment |
| Mr. Scott Sarson | Finance |
| Mr. Louis Tousignant | Fisheries |
| Mr. Peter Flewelling | Fisheries |
| Dr. A.J. Liston | Health and Welfare |
| Mr. Daniel Préfontaine | Justice |
| Mr. R. Mosley | Justice |
| Mr. Lyle Fairbairn | Justice |
| Mr. Peter Sorokan | Labour |
| Lisette Lafontaine | PCO |
| Mr. Robert Tait | Customs |
| Mr. Hervé Diguier | Taxation |
| Commissioner N.D. Inkster | RCMP |
| Mr. E.R. Cherrett | Transport |
| Sylvie Lauzon | Transport |
| Mr. David Miller | Treasury Board |
| Linda Blackwell | Regulatory Affairs |
| Doreen Henley | Regulatory Affairs |

Solicitor General Staff: R.W. Christensen

FLEUR Secretariat:

Tonita Murray (Solicitor General)
Chuck Collingridge (Customs)
S/Sgt. Bob Connell (RCMP)
Ann Johnstone (Transport)
Fernande Rainville-Laforte (Justice)
Eugene Shinkle (Taxation)

.../2

- 2 -

1. The Chairman announced that Dr. Janet Smith, Deputy Minister, Ministry of State for Privatization and Regulatory Affairs, had agreed to join the Interdepartmental Committee of Deputies Responsible for Federal Law Enforcement.
2. FLEUR Secretariat members provided status reports on priority issue projects now under way:
 - A. Guidelines for the Possession and Use of Firearms (Bob Connell): a questionnaire designed to assess the current situation will be circulated to appropriate federal departments and agencies in December.
 - B. Training Standards and Courses (Bob Connell): preparation of an inventory of federal enforcement training courses and facilities is under way and will be followed by development of minimum training standards for federal enforcement personnel.
 - C. Information Sharing (Eugene Shinkle): in order to exhibit the benefits of sharing of information and to stimulate a sense of community among federal law enforcement personnel, two manuals are being prepared for distribution:
 - a list of the names, department, addresses and telephone numbers of federal law enforcement management/supervisory personnel and the pertinent statutes
 - a reference manual of sources of public information useful for law enforcement purposes.
 - D. Accountability and Enforcement Powers (Chuck Collingridge): a questionnaire designed to elicit information relating to the authority, powers, control and accountability of federal enforcement officers will serve as a basis for preparing appropriate recommendations to the Interdepartmental Committee in 1989.
It was agreed that interim "Guidelines on the Granting of Enforcement Powers Under Federal Legislation" would be followed by, but not binding on, departments preparing legislation involving enforcement powers for the next two years, pending the development of formal guidelines to be approved by FLEUR Deputies.

.../3

3. Proposal for an Association of Federal Law Enforcement Managers (Tonita Murray): in response to the need identified in the FLEUR report for co-ordinating mechanisms to assist law enforcement managers in resolving common problems, improving their professional knowledge and contacts and generally to enhance the quality of federal law enforcement, it was proposed that a managerial group representing law enforcement units within departments be formed under the guidance of an executive committee.

It was agreed that the FLEUR Secretariat would canvass departments and propose members for a non-elected Executive Committee to organize a voluntary association of law enforcement unit heads and develop terms of reference and a schedule of meetings during the next year. Thereafter, members would elect the Executive Committee from among themselves. The FLEUR Secretariat would provide initial support and its representatives would be present as observers and for consultation at meetings of the initial Executive Committee.

4. Compliance and Regulatory Remedies Project:
Mr. Daniel Préfontaine, Department of Justice, described the objective (decriminalization) and proposed time-frame and methods for carrying out this project, subject to Cabinet approval. The key issues that the Justice and Regulatory Affairs working group will tackle are:
- the definition of "regulatory offence"
 - providing a wider range of remedies for non-compliance
 - the exercise of discretion
 - development of a Federal Infractions Code
 - appropriate sentencing
 - compliance strategies

The role of the lead Departments (Justice and Regulatory Affairs) will be facilitative, with the aim of providing line departments with better advice on appropriate compliance and enforcement strategies. A report to Cabinet is being prepared for submission towards the end of January, 1988; if Cabinet agrees, a Discussion Paper will be developed over a period of 6-9 months for possible use as a public consultation tool.

5. Other Business: Provincial Concerns

Mr. Tait drew the Committee's attention to jurisdictional concerns recently expressed by the Attorney-General for Nova Scotia with respect to the activities of some federal enforcement agencies in that province. Other provinces have raised this issue in the past. Meetings are to be held to discuss this matter, which is essentially one of communication, and the FLEUR Secretariat will attempt to develop a mutually acceptable plan for keeping provinces informed of federal enforcement activities. Mr. Tait will keep members of the Committee informed of developments in this area.

**A PROPOSAL TO FORM AN ASSOCIATION OF MANAGERS
OF FEDERAL LAW ENFORCEMENT ORGANIZATIONS**

FLEUR Secretariat

November, 1987

PROPOSAL

The creation of an association of managers of federal law enforcement groups, which would meet at frequent, regular intervals to discuss issues such as the resolution of inter-agency conflict, the sharing of management and operational information, joint planning for common goals and strategies and co-operative enforcement practices.

BACKGROUND

The 1984-85 review of the federal law enforcement system revealed that many of the 46 constituent agencies had little contact with each other and, in some cases, were unaware of each other's existence. Even with agencies that had working relationships, contact was usually of an ad hoc nature.

This factor contributes to many of the observable problems found in the federal law enforcement system: lack of communication and co-ordination, conflict of enforcement objectives and strategies, differing standards of enforcement, rivalry and the lack of cohesion or a common identity.

Unless agencies develop closer ties, these problems are likely to persist and other initiatives to improve the efficiency and effectiveness of federal law enforcement will never achieve their maximum impact. If, however, federal law enforcement agencies are encouraged to establish closer relationships, communication will improve, the sense of professional community will grow, and the resulting cohesion will promote the success of other initiatives to improve the efficiency and effectiveness of the federal law enforcement system.

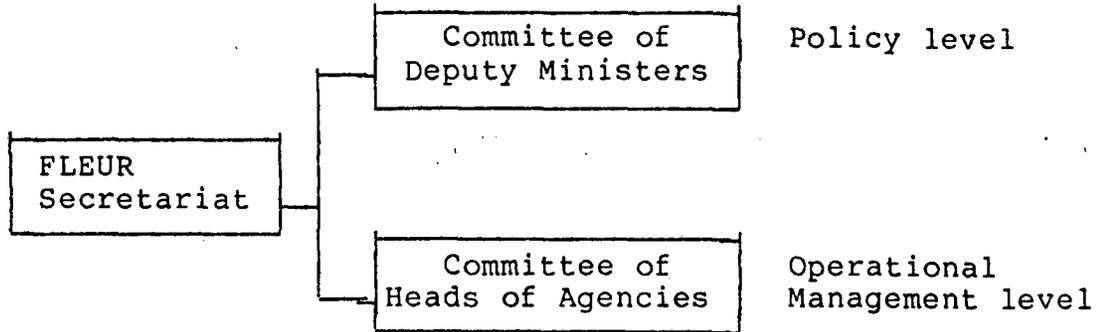
RATIONALE

The proposed association would complement the Interdepartmental Committee of Deputy Ministers Responsible for Federal Law Enforcement. Where this latter body is mainly concerned with policy and administration, the association of agency heads would be responsible for matters of an operational nature, thus relieving deputy ministers of the burden of decision-making on operational details.

The present Secretariat serving the Committee of Deputy Ministers could provide similar services to the new association. There would then be three levels of responsibility within the interdepartmental organization concerned with the horizontal management of federal law enforcement: the policy, operations and working levels.

This organization would ensure that policy and operational problems would have an appropriate interdepartmental body to address them, and that no aspect of law enforcement would be neglected.

STRUCTURE



MANDATE

Apart from considering matters brought to it by its member agencies, the association could be commissioned by the Committee of Deputy Ministers to examine and resolve common operational problems and take co-operative action where appropriate. In turn, the association could identify and refer issues to be considered by the FLEUR Secretariat. It could also facilitate the work of the FLEUR Secretariat by making information or other resources available and by providing advice.

Among its other responsibilities, it could promote the efficiency and effectiveness of federal law enforcement and assist in promoting higher standards of enforcement and accountability by sponsoring interdepartmental workshops, seminars and training sessions, encouraging information sharing and providing a contact network that will reduce isolationism and stimulate an atmosphere of collegiality.

COMPOSITION OF THE ASSOCIATION

The association would be composed of the heads, or equivalent, of all the agencies engaged in federal law enforcement or property security. The RCMP would also be a member. There would be about 46 members and, to avoid unwieldiness, there could be an executive committee, representing sectoral interests, elected at suitable intervals to oversee the business of the whole committee, and sub-committees could be formed when necessary to deal with specific matters. The first Executive Committee would be nominated by Deputies from among departments that are not represented on the FLEUR Secretariat. Members of the FLEUR Secretariat would be ex officio participants at association meetings and available for consultation as required.

- 3 -

A representative of the FLEUR Secretariat could be a non-voting member of the Executive Committee and the elected Chairperson of that committee would attend meetings of the Committee of Deputy Ministers to ensure linkage among the three bodies.

MEETINGS OF THE ASSOCIATION

To be effective, in terms of joint planning, information sharing and generating a spirit of collaboration and mutual assistance, meetings of the association should be held on a regular basis, the frequency of which can be established at the founding meeting.

START-UP OF THE ASSOCIATION

The FLEUR Secretariat could organize a one- or two-day conference of managers of law enforcement groups to inaugurate the association. The program would include presentation of the first Executive Committee, consideration of a constitution or guidelines for operation, identification of issues for attention, the setting of an agenda for the first year (1988) and other matters requiring immediate attention.

Memorandum

From: PCO SEC/INT/TDEV/PSEL

To: DPCO (thru ^{JGM} PCO3)

Subject: DM Inquiry - Fleur.

1. Noted. I have discussed the possibility of having to provide a Sec 81 officer to the Fleur. Interdepartmental Committee with DG Secur. DG Secur. has been actively involved in Fleur for a number of years now.
2. The Sec 81 Bn is about 10% short. Critical areas are Maj's at 9% and Capt's at 18%. It will be difficult to provide an officer for secondment. I presume that we would have to provide at least a Maj to Fleur.
 Because of the lateness of the posting year and lack of posting funds the officer will have to draw out of D6 Secur. org.
3. according to min & no reply is necessary

W/10/1

⑥

*JPCO
PA to JPCO
KJH / G. Juncz*

*J. Juncz M7
Rto Sec
Elen
24893*

PCAO
PA n/r.
RH / 8 June 82

From: DGPCO

T

DATE / PCO 3

note - treat as
warning ~~is~~ / heads up.

Re H/29 May 87

Pa.

P.W. Cairns
Cmdre
DGPCO
992-3417

(Date)

000172

17-5-87



Office of
Assistant Deputy Minister
(Personnel)

Bureau du
Sous-ministre adjoint
(Personnel)

MEMORANDUM

②

CPCSA

This amounts to advance notice
of a coming request. I do not see any
requirement for a reply in

[Signature]
A. J. [Name] (Pn)

26 May 87

Daleo

THIS MAY GENERATE A REQUEST
FOR SECONDMENT. IF IT HAPPENS
IT WILL PROBABLY BE HIGH PRIORITY,
AS 87 AND POINTED AT THE
SECURITY CLASSIFICATION.

~~NO~~
W.B. WICKHAMPTON
RADM

28.5.87

MEMORANDUM

DND INQ CONTROL NO: (8700570H)
DATE: 25/05/87

TO: ADM (PER)

INFO: DM
VCDS
DCDS

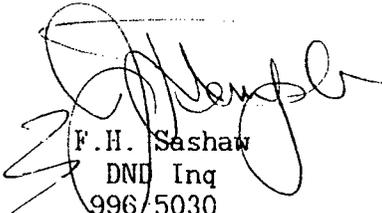
DEPUTY MINISTERIAL INQUIRY

- Refs: A. Chap 11 and Chap 2, Art 236, Para 11 of A-AD-D30-001/JS-001
(Administrative and Staff Procedures Manual, Administrative Procedures
for NDHQ).
B. 1180-050/0 TD 7141

SUBJECT: JOHN C. TAIT - SOL. GEN - INTERDEPARTMENTAL COMMITTEE OF
DMs RESPONSIBLE FOR LAW ENFORCEMENT-RESOURCING OF
SECRETARIAT

1. The enclosed correspondence is for your INFO AND APPROPRIATE ACTION.
2. Receipt of this correspondence has not been acknowledged. If actioned, a reply is to be prepared for:
 - a. Signature of the DM; or
 - b. Signature and dispatch by the action group principal on behalf of but not for the DM (ie: the group principal's signature block is to be used).
3. A copy of the reply is to be prepared for this office and each addressee by the originator. DND Inq will distribute these copies after signature.
4. Interim or final replies for signature of the DM are to be placed in the Inquiry Docket and delivered by hand to DND Inq, Executive Floor, NT. The Inquiry Docket will be returned to the originator for final action when submitted with an interim reply. When replies are signed by a group principal, the Inquiry Docket is to be returned to DND Inq with the final reply copies.
5. ADDITIONAL INSTRUCTIONS/REMARKS:

INDEX: 20-40-00


F.H. Sashaw
DND Inq
996/5030

1-6-87

7141

Deputy Solicitor General
Canada

Sous-solliciteur général
Canada

Ottawa, Canada
K1A 0P8

DND - DEDN
MAY 22 1987
DNDHQ - QGDN

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MAY 19 1987

DRMS 3-3 / SGDDN 3-9
Referred to
Transmis à

PA
DND

21 1987

File No.
Dossier No. 1150-110/J238
Charged to / Chargé à 7-D

Mr. Daniel Bevis Dewar
Deputy Minister of National Defence
North Tower, 13th Floor
National Defence Headquarters
101 Colonel By Drive
Ottawa, Ontario
K1A 0K2

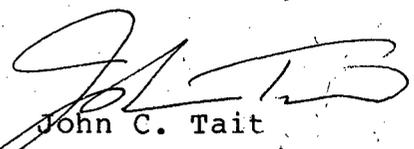
Dear Mr. Dewar:

Thank you for your attendance at the meeting on federal law enforcement held on March 23, 1987, and for your support in establishing the Interdepartmental Committee of Deputy Ministers Responsible for Federal Law Enforcement and its Secretariat. Notes from the meeting are attached for your information.

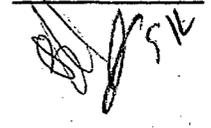
As you are aware, the meeting approved the proposal that the Secretariat to the Interdepartmental Committee should be resourced by contributions of person-years or seconded officers from the participating departments. I am in the process of approaching those departments having major law enforcement responsibilities to ask for a temporary transfer of A-base resources. Once I am certain that we have the person-years for a core group, I shall be writing to you again to ask if you will be able to make seconded personnel available to work on the priority issues approved by the Interdepartmental Committee. I am anxious to see the substantive work on this second stage of FLEUR begin by July 2, 1987 at the latest so that we can have some tangible results as soon as possible.

I am very grateful for your encouragement in this joint exercise and look forward to our co-operative efforts leading to a more cohesive and effective federal law enforcement system.

Yours sincerely,


John C. Tait

Attachment



Canada

NOTES FROM THE MEETING ON FEDERAL LAW ENFORCEMENT

HELD MARCH 23, 1987

In attendance:

| | |
|-------------------------------|-----------------------------|
| Mr. J.C. Tait, Chairperson | Solicitor General |
| Mr. D.B. Dewar | National Defence |
| Mr. L. Huneault | Customs and Excise |
| Dr. M. Law | Health and Welfare |
| Mrs. J. McQueen | Labour |
| Mr. P. Sorokan | Labour |
| Commissioner R.H. Simmonds | RCMP |
| Deputy Commissioner H. Jensen | RCMP |
| Mr. R. Protti | Privy Council Office |
| Mr. P. Gravelle | Treasury Board |
| Mr. J. McGowan | Agriculture |
| Mr. R. Gordon | Communications |
| Mr. G. Duncan | Comptroller General |
| Mr. J. Bissett | CEIC |
| Mr. T.N. Sommerville | Energy, Mines and Resources |
| Mr. B. Gay | AECL |
| Mr. J. Stoner | Environment |
| Mr. J. Lynn | Finance |
| Mr. R. Mosley | Justice |
| Mr. D. Good | Fisheries and Oceans |
| Ms. M. Walsh | Fisheries and Oceans |
| Mr. John Robertson | Revenue Canada |
| Mr. J. Rodoconachi | Transport |
| Ms. A. Johnstone | Transport |
| Mr. J.M. Shoemaker | Solicitor General |
| Mr. R. Christensen | Solicitor General |
| Ms. T. Murray | Solicitor General |

An action plan was presented for establishing an Interdepartmental Committee of Deputy Ministers Responsible for Federal Law Enforcement and a small Secretariat to serve the Committee. It was proposed that the Committee Secretariat be staffed by the transfer of person-years and the secondment of officers from participating departments. The work priorities proposed were:

- 2 -

- . the development of co-ordination mechanisms;
- . study of the feasibility of instituting activity reporting, basic resource and management information systems for federal law enforcement;
- . review of the policy and guidelines for the granting of powers, protections and the use of discretion (to be undertaken by the Department of Justice in co-ordination with the Interdepartmental Committee);
- . development of standards for training, enforcement procedures and the possession and use of firearms;
- . organization of interdepartmental training programs;
- . development of guidelines for information sharing.

The proposals were approved and the following decisions made:

Priorities:

1. On the suggestion of Transport, the clarification of the role and responsibilities of the RCMP vis-à-vis departments will also be a priority.
2. Owing to resource restraints, Justice will be unable to review peace officer powers within the Federal Infractions Code in the short term, but will address the issue as soon as possible.
3. As far as possible, the issues previously identified as policy items would be dealt with administratively.

Interdepartmental Committee

1. The need for functional or sectoral sub-committees will be considered at a later date. For the time being meetings of the whole Committee will be held. Agenda will be circulated before meetings for members to decide whether to attend or not.
2. The Committee will be kept at the Deputy Minister level but, to permit flexibility, Assistant Deputy Ministers might substitute.

Committee Secretariat and Resourcing

1. The Solicitor General Secretariat committed two person-years.
2. Transport committed one person-year.
3. The RCMP agreed to provide a seconded officer.
4. The Solicitor General Secretariat will have bilateral discussions with participating departments to obtain further resources for the FLEUR Secretariat.

Communications

1. There would be no announcement of the FLEUR initiative in the short term.
2. A low-key communications plan would be developed to insert in an appropriate way the news that an interdepartmental committee and secretariat had been formed to improve the efficiency and effectiveness of federal law enforcement.