



Public Safety    Sécurité publique  
Canada            Canada

Deputy Minister    Sous-ministre

Ottawa, Canada  
K1A 0P8

Dear Minister,

Congratulations on your appointment as Minister of Public Safety and Emergency Preparedness and welcome to the Public Safety Portfolio. I look forward to working with you as Acting Deputy Minister of Public Safety Canada. I am confident that you will be well supported by a dynamic, diverse and experienced team at the Department and across the Portfolio.

There is no greater responsibility than keeping Canadians safe. A fundamental priority for the federal government is the safety of its citizens and we all look forward to working with you in the pursuit of this goal. In the coming days, I will meet with you to introduce you to the Portfolio and various important public safety issues.

In the meantime, as you may be approached by the media regarding your appointment and some of the key issues facing the Portfolio, enclosed is a pocket book with holding media lines and key contact information.

If you have any questions, please feel free to contact me, or my Acting Chief of Staff, Ken Moreau. Our office numbers are 613-990-4976 and 613-991-2893 respectively.

Sincerely,

Monik Beauregard  
Acting Deputy Minister



# Public Safety Portfolio Pocket Book



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# The Portfolio

The Public Safety and Emergency Preparedness Portfolio was established in 2003 with the goal of consolidating a range of responsibilities in the safety and security realm under one Minister. Your general powers, duties and functions are set out in the Public Safety and Emergency Preparedness Act (PSEP Act).

The Portfolio is composed of the **Department of Public Safety and Emergency Preparedness** (the Department, PS); and five agencies: the **Royal Canadian Mounted Police** (RCMP), the **Canada Border Services Agency** (CBSA), the **Canadian Security Intelligence Service** (CSIS), the **Correctional Service of Canada** (CSC), and the **Parole Board of Canada** (PBC); and three review bodies: the **RCMP External Review Committee** (ERC), the **Civilian Review and Complaints Commission for the RCMP** (CRCC), and the **Office of the Correctional Investigator** (OCI).

The Portfolio is the biggest, non-military Portfolio in the Government of Canada. The Portfolio's 2019-20 budget is approximately \$9.8 billion, and it employs more than 66,800 people working in every part of the country and internationally. Each organization contributes to public safety and to the mission of building a safe and resilient Canada through its unique mandate and responsibilities.

**The Department's** principal role is to bring strategic focus, coordination and direction to the government's overall safety and security agenda. It plays a key role in the development, coordination and implementation of policies and programs in the areas of national security,

community safety, crime prevention, law enforcement and emergency management. The Department's annual budget is approximately \$915 million with 1,136 employees. The majority of the Department's employees work in the National Capital Region, but regional offices are also located in five regions: Ontario, Quebec and Nunavut, Atlantic, Prairies and Northwest Territories, and Pacific (British Columbia and Yukon) regions.

The Department is made up of the following five Branches:

- Community Safety and Countering Crime Branch
  - Policing, law enforcement and border strategies, crime prevention, corrections and criminal justice.
- Corporate Management Branch
  - Finances, human resources, IT/IM, procurement, security.
- Emergency Management and Programs Branch
  - Emergency management, programs, national disaster mitigation, Government Operations Centre.
- National and Cyber Security Branch
  - Critical infrastructure, cyber security, national security.
- Portfolio Affairs and Communications Branch
  - Countering radicalization to violence, international affairs, Cabinet and Parliamentary affairs, Ministerial correspondence, strategic policy and planning, communications.

## **The Five Agencies**

### **Royal Canadian Mounted Police (RCMP)**

The RCMP's mandate is to: prevent and investigate crime, maintain peace and order, enforce laws, contribute to national security, ensure the safety of senior officials and foreign missions, and provide operational support services to other law enforcement agencies within Canada and abroad.

### **Canada Border Services Agency (CBSA)**

Provides integrated border services in support of national security and public safety priorities by enforcing Canadian laws governing trade and travel, facilitating legitimate cross-border traffic, collecting duties and taxes and interdicting goods and people that pose a potential threat to Canada.

### **Canadian Security Intelligence Service (CSIS)**

Investigates and reports on activities that may pose a threat to the security of Canada. CSIS also provides security assessments, on request, to all federal departments and agencies.

### **Correctional Service of Canada (CSC)**

Responsible for administering court-imposed sentences of two years or more for adult offenders and supervising offenders on various forms of conditional release in the community.

### **Parole Board of Canada (PBC)**

Independent administrative tribunal that has exclusive authority to grant, deny, cancel, terminate or revoke

day parole and full parole, and authorize or approve temporary absences for federal offenders and offenders in provinces and territories that don't have their own parole boards.

## **The Three Review Bodies**

### **RCMP External Review Committee (ERC)**

Provides civilian oversight of labour relations within the RCMP by conducting independent reviews of certain types of grievances as well as demotions and dismissals.

### **Civilian Review and Complaints Commission for the RCMP (CRCC)**

Receives complaints from the public about the conduct of RCMP members and conducts reviews when complainants are not satisfied with the RCMP's handling of their complaints. It also initiates complaints and investigations into RCMP conduct when it is in the public interest to do so, holds hearings, and reports findings and makes recommendations.

### **Office of the Correctional Investigator (OCI)**

Conducts independent investigations about issues related to CSC that affect offenders either individually or as a group. The Office is also responsible for reviewing and making recommendations on CSC's policies and procedures associated with the area of individual complaints to ensure that systemic areas of concern are identified and addressed.

# Media Lines

**MEDIA LINES**

## **Key message:**

- I am honoured that the Prime Minister has entrusted me with a mandate of such importance and significance.
- Canadian communities are fundamentally safe and peaceful places to live, work and play but that doesn't mean there isn't more work to do.
- In the days ahead, I look forward to working with the Public Safety portfolio to move forward on keeping people safe while safeguarding Canadians' rights and freedoms.
- Our platform commitment is to:
  - Ban assault rifles and crack down on gun crime.
  - Combat terrorism and prevent the radicalization to violence that puts people and communities at risk.
  - Improve public safety in First Nations communities.
  - Help Canadians deal with the realities of increased climate-related risks and disasters.
  - Take steps to ensure our borders are secure.

## **Hot Issue Messages:**

### **Guns and Gangs**

- The Government of Canada is committed to keeping Canadians and communities safe.
- Our cities, towns and some First Nations communities have identified gun and gang violence as a significant public safety issue.
- An effective gun and gang strategy needs to take a holistic and blended approach that supports prevention, gang exit and enforcement initiatives, and takes into account regional variations and specific community issues.

## **Border Integrity and Irregular Migration**

- The first priority of the Government of Canada is to protect the safety and security of Canadians.
- The Government of Canada stands committed to working in close collaboration with partners, both domestic and international, to ensure early detection and prevention of any potential threats to the public.
- Canada and the United States share the same interest in maintaining a strong and secure border, while making it more efficient and expeditious for legitimate trade and travel.

## **Returning Foreign Fighters**

- It is a *Criminal Code* offence to travel abroad to engage in terrorist activity. Those individuals did so out of their own free will, and must live with the consequences of their decisions.
- When the government learns that an extremist traveller is planning a return, a coordinated whole-of-government approach is initiated so every measure to mitigate any potential threat can be leveraged, prior to their arrival in Canada. Our objective in dealing with these individuals is arrest and prosecution.
- While Canadian law enforcement actively pursues investigations to lay criminal charges, the national security and intelligence community also uses a number of other tools to keep Canadians safe, including surveillance and monitoring; intelligence gathering; terrorism peace bonds; *Criminal Code* terrorist listings; no-fly listings; refusals, cancellations or revocation of passports; and, legally authorized threat reduction measures.

## **5G Telecommunications**

- An examination of emerging 5G technology and the associated security and economic considerations is underway.
- The Government of Canada is carefully assessing the security challenges and potential threats involved in future 5G technology, while recognizing the potential this technology holds for Canadians.
- Many countries, our allies in particular, have been taking a close look at this matter for some time. We are constantly reviewing evolving information to make sure our understanding is complete, accurate and up to date.
- We will be taking appropriate decisions in due course. The safety and security of Canadians is our paramount concern. We will ensure that Canada's public interest is protected.

## **The RCMP Ortis Case**

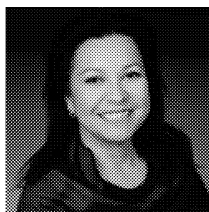
- The RCMP acted as soon as possible to arrest the individual.
- The full scope and extent of any injury is not yet known. The investigation is still in the early stages.
- The RCMP is aware of the potential risk to its investigations and those of its partners in Canada and abroad. Necessary mitigation strategies will be employed as required.
- Recognizing this matter is before the courts and the investigation is ongoing, we will provide as much information as possible as we learn more.
- Canadians can continue to have confidence in their security and intelligence agencies to protect our safety and rights.

## **Eliminating Administrative Segregation**

- The Government of Canada continuously works to ensure that federal correctional institutions provide a safe and secure environment for staff and inmates, support the rehabilitation of offenders and reduce the risk of re-offending to keep our communities safe.
- Once in effect, Bill C-83 will significantly strengthen our federal corrections system in a variety of important ways, including eliminating administrative and disciplinary segregation in all federal institutions, increasing mental health services for inmates and implementing Structured Intervention Units (SIUs).
- Bill C-83 creates a mechanism for binding independent external review throughout an inmate's SIU placement. It bolsters oversight by establishing independent external decision-makers to make decisions in certain circumstances as to whether the inmate should be released from the SIU or conditions of confinement are altered.
- These measures will ensure inmates have access to the interventions, programs and mental health care they need to safely return to the general inmate population and make progress toward successful rehabilitation and reintegration.

# Key Contacts

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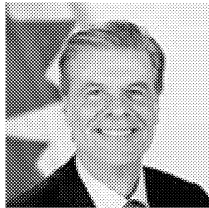
## Portfolio Agencies



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## 1. PORTFOLIO AND DEPARTMENTAL OVERVIEW

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### 1.1 Roles and Responsibilities

Public safety, national security and emergency management are critical to Canada's prosperity and to the integrity of its social fabric. The Public Safety and Emergency Preparedness Portfolio was established in 2003 by consolidating a range of responsibilities in the safety and security realm under one Minister.

The Portfolio is composed of the Department of Public Safety and Emergency Preparedness (the Department<sup>1</sup>, PS); and five agencies: Royal Canadian Mounted Police (RCMP); the Canada Border Services Agency (CBSA), the Canadian Security Intelligence Service (CSIS), the Correctional Service of Canada (CSC), and the Parole Board of Canada (PBC), and three review bodies: the Civilian Review and Complaints Commission for the RCMP (CRCC), the Office of the Correctional Investigator (OCI), and the RCMP External Review Committee (ERC).

The Portfolio is the biggest, non-military Portfolio in the Government of Canada. The Portfolio's 2019-20 budget is more than \$9.8 billion, and it employs more than 66,800 full-time equivalents working in every part of the country and internationally. Each organization contributes to the public safety agenda through its unique mandate and responsibilities.

#### 2019-20 Budget and Full-Time Equivalents (FTEs):

- PS: \$915 million / 1,136 FTEs
- CBSA: \$2.1 billion / 14,470 FTEs
- CSIS: \$610 million / [REDACTED]
- CSC: \$2.6 billion / 17,466 FTEs
- PBC: \$47 million / 485 FTEs
- RCMP: \$3.5 billion / 30,067 FTEs
- ERC: \$3.4 million / 17 FTEs
- CRCC: \$11.1 million / 82 FTEs
- OCI: \$5.3 million / 41 FTEs

The **Department's** principal role is to bring strategic focus, coordination and direction to the government's overall safety and security agenda. It plays a key role in the development, coordination and implementation of policies in the areas of national security, community safety, crime prevention, law enforcement and emergency management, and maintains a presence in regional offices across the country and in Washington, D.C. The Department provides transfer payments and support to various programs, including crime prevention, border policy, disaster mitigation, preparedness and recovery, search and rescue, serious and organized crime, countering radicalization to violence, cyber security and critical infrastructure. The largest include: Disaster Financial Assistance Arrangements, First Nations Policing Program, National Disaster Mitigation Program, Gun and Gang Violence Action Fund and the National Crime Prevention Strategy.

<sup>1</sup> The Department's legal name is the Department of Public Safety and Emergency Preparedness. The Department is commonly referred to as Public Safety Canada (PS). The legal name must be used in statutory instruments, such as legislation or Orders in Council, as well as other types of documents that have legal effect, including contracts or other formal agreements.



The Department also maintains the Government Operations Centre (GOC), a 24/7 facility that supports preparedness and coordinates the integrated federal response to all-hazard events of national interest (e.g. the 2016 wildfire in Fort McMurray, the 2018 Danforth shooting, and the 2018 power and communications outages in the Magdalen Islands). The vast majority of the Department's employees work in the National Capital Region, but regional offices are also located in five regions: Ontario, Quebec and Nunavut, Atlantic, Prairies and Northwest Territories, and Pacific (British Columbia and Yukon) regions.

The **RCMP** provides federal policing services to all Canadians and policing services under contract to the three territories, eight provinces (except Ontario and Quebec), more than 150 municipalities, more than 600 Indigenous communities and three international airports. The RCMP offers coordinated and integrated programs to all law enforcement and criminal justice officials in Canada to assist in the detection and investigation of crime, and to ensure sound prosecutions. This includes preventing, detecting and investigating offences against federal statutes; maintaining law and order; providing investigative and protective services to other federal departments and agencies; and providing Canadian and international law enforcement agencies with specialized police training and research, forensic laboratory services, identification services and informatics technology. The RCMP has liaison officers and criminal intelligence analysts deployed in other countries, and is engaged in peacekeeping and international capacity building. The RCMP is led by a Commissioner, who is appointed for an unspecified term.

The **CBSA** provides integrated border services by enforcing Canadian laws governing trade and travel (as well as international agreements and conventions), facilitating legitimate cross-border traffic, assessing and collecting duties and taxes and interdicting goods and people that pose a potential threat to Canada. This includes immigration enforcement, such as the removal of people who are inadmissible to Canada for terrorism, organized crimes, war crimes or crimes against humanity. The CBSA provides services at 1,174 points across Canada and abroad, including international airports, land ports of entry, and remote border crossings. The CBSA is led by a President, who is appointed to a term of no more than five years.

**CSIS** investigates and assesses activities that may be suspected of posing threats within or outside Canada, and include the authority to take threat reduction measures, subject to limitations. CSIS supports other government departments and agencies through its security screening programs, provides security assessments to Government and plays a critical role in immigration processes through security advice to CBSA and Immigration Refugees and Citizenship Canada (IRCC). Upon request from the Minister of Foreign Affairs or the Minister of National Defence, CSIS collects foreign intelligence within Canada to support the Government's broader national interests. CSIS has resources dispersed across Canada and internationally to investigate threats and to liaise with domestic and international partners working within Canada and abroad. CSIS is led by a Director, who is appointed to a term of no more than five years. This appointment can be renewed as long as the aggregate term does not exceed ten years.



**CSC** administers court-imposed sentences of two years or more for adult offenders, supervises offenders on various forms of conditional release in the community, and helps protect society by encouraging offenders to become law-abiding citizens while exercising reasonable, safe, secure and humane control. CSC also administers post-sentence supervision of offenders with Long-Term Supervision Orders for up to 10 years and provides services to victims of crime, such as information sharing and awareness building to support victims. It is responsible for the management of 43 institutions of various security levels, including four Indigenous healing lodges. CSC is led by a Commissioner, who is appointed for an unspecified term.

**PBC** is an independent administrative tribunal that has exclusive authority to grant, deny, cancel, terminate or revoke day parole and full parole for federal offenders and offenders in provinces and territories that do not have their own parole boards, and to authorize or approve temporary absences in prescribed cases. The Board also imposes conditions on any kind of conditional release and can order certain offenders to be held in prison until the end of their sentence. The PBC makes pardons, record suspensions and expungement decisions, and makes recommendations for the exercise of clemency through the Royal Prerogative of Mercy. The Board is led by a Chairperson who is appointed for a term of up to five years.

The **CRCC** is an independent agency created by Parliament to ensure that public complaints made about the conduct of RCMP members are examined fairly and impartially. The CRCC receives complaints from the public about the conduct of RCMP members; conducts reviews when complainants are not satisfied with the RCMP's handling of their complaints; initiates complaints and investigations into RCMP conduct when it is in the public interest to do so; holds hearings; undertakes systemic reviews and reports findings and makes recommendations. The Commission consists of a Chairperson, who is appointed to a five-year term, and a maximum of four other members, one of whom may be named the Vice-Chairperson.

The primary responsibility of the **OCI** is to investigate and bring resolution to individual offender complaints. The Office conducts independent investigations into the problems of offender related to decisions, recommendations, acts or omissions related to the CSC that affect offenders either individually or as a group. The OCI may initiate an investigation based on a complaint from (or on behalf of) an offender, at the request of the Minister of Public Safety, or on its own initiative. The Office is also responsible for reviewing and making recommendations on CSC's policies and procedures associated with the area of individual complaints to ensure that systemic areas of concern are identified and appropriately addressed. The Office is headed by a Correctional Investigator, who is appointed by the Governor in Council, for a term of up to five years.

The **RCMP ERC** provides civilian oversight of labour relations within the RCMP. It aims to promote fair and equitable relations by conducting independent reviews of certain types of grievances, appeals on formal disciplinary measures and demotion cases, and provides non-binding recommendations to the RCMP Commissioner. The Committee may institute hearings, summon witnesses, administer oaths and receive and accept evidence. The Committee is headed by a Chairperson, who is appointed to a three-year term.



You are answerable to Parliament for all organizations within the Portfolio and have full responsibility for the following statutes: the *Customs Act*; *DNA Identification Act*; *Sex Offender Information Registration Act*; *Firearms Act*; *Prison and Reformatories Act*; *Secure Air Travel Act*; and *Prevention of Terrorist Travel Act*. Your general powers, duties and functions are set out in the *Department of Public Safety and Emergency Preparedness Act*. Under the authority of the *Emergency Management Act*, you are responsible for exercising leadership in Canada by coordinating, among federal departments and agencies and in cooperation with provinces and territories, responses to events affecting the national interest (e.g., terrorism, human-induced and natural disasters, and cyber incidents). When such events occur, you may expect to be involved in exercising immediate leadership on behalf of the Government of Canada<sup>2</sup>.

### **1.2 Operational Context and Threat Environment**

Canada is facing an increasingly complicated threat environment that is intimately connected to the world beyond the country's borders. The Portfolio faces significant pressures to adapt to constant changes to the threat environment, including new threat actors, cyber threats, global trends in commerce and migration, foreign interference and espionage, and extreme weather events and catastrophic risks. The adoption of digital and online technology has created disruptions and attacks on the digital and critical infrastructure upon which Canadians rely, which can undermine Canada's national security, democratic institutions, community safety and economic prosperity. These issues present policy, legal and operational challenges and create pressures for law enforcement and intelligence services.

Natural disasters have become an increasing threat to the safety, well-being, and prosperity of Canadians. The increasing frequency and impact of natural hazards also places a financial and operational strain on the Portfolio and the broader emergency management community.

Concerning crime and safety, issues such as organized crime, money laundering, cybercrime, and online child sexual exploitation continue to be prominent. Drug-impaired driving incidents are on the rise with 4,423 incidents of drug-impaired driving recorded in 2018.

All policy priorities within the Portfolio require leadership and coordination with Portfolio partners, as well as with other federal departments and provincial, territorial and municipal governments which can also have responsibilities in these areas.

#### **1.2.1 Terrorism**

Canada's current National Terrorism threat level is medium, meaning that a violent act of terrorism could occur, and has been at this level since October 2014. The principal terrorist threat to Canada and Canadian interests continues to be that posed by individuals or groups who are inspired by violent ideologies and terrorist groups, such as Daesh or al-Qaida (AQ).

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<sup>2</sup> Additional information can be found in the Minister's Handbook.



At the same time, Canada also continues to face threats from individuals inspired to commit violence based on other forms of extremism, including from right-wing extremists, individuals who support terrorist groups such as Hizballah, and extremists who support violent means to establish an independent state within India. The risk of violence emanating from individuals inspired by these forms of extremism currently poses a lower threat to Canada than that of Daesh or AQ inspired individuals or groups.

### *1.2.2 Canadian Extremist Travellers*

The threat posed by extremist travellers presents significant challenges to both Canada its allies. According to the 2018 Public Report on the Terrorism Threat to Canada, approximately 190 extremist travellers with a nexus to Canada are currently abroad. Approximately 60 individuals with a nexus to Canada who are suspected to have engaged in terrorist activities abroad have returned to Canada. Those numbers have remained stable over the past three years, as it has become more difficult for extremist travellers to successfully leave or return to Canada.

### *1.2.3 Cyber Security*

Cyber security is the protection of digital information and the infrastructure on which it resides. One of Canada's greatest cyber challenges is the increasing number of incidents causing harm to the economy and society, ranging from breaches, crimes, disruption of essential services, and destruction of corporate and country assets. From social media, smartphone applications, online shopping, networked devices, the cloud, and beyond, Canadians rely on digital technologies for more than personal enjoyment –they are integral to the systems that underpin the Canadian economy and way of life. These technological advances are also critical to seizing on efficiencies that will support economic competitive into the future.

On a per capita basis, Canadians spend the most time online of any country in the world (43.5 hours monthly). From commercial supply chains to critical infrastructure, risks in the cyber world have multiplied, accelerated, and grown increasingly malicious. Criminals and other malicious cyber threat actors, many of them operating outside our border, take advantage of security gaps, low cyber security awareness, and technological developments in an effort to compromise cyber systems. They steal personal and financial information, intellectual property, trade secrets, and disrupt the infrastructure that Canadians rely on for essential services.

### *1.2.4 Hostile Activity by State Actors (HASA)*

HASA encompasses any effort by a foreign state, or its proxies, to undermine Canadian values and national interests, including our sovereignty, security, economic prosperity, or the integrity of and trust in Canada's political system. HASA encompasses actions that are short of armed conflict yet deceptive, threatening, corrupt, covert or illegal in nature. HASA manifests itself in various forms and can have a broad range of impacts on Canada's national security and strategic interests. Espionage, foreign interference operations and cyber-attacks play a significant role in helping foreign states as they seek to gain a military, strategic, economic or political advantage over Canada. Foreign actors may target many areas of society, including our economy, democracy, citizens, critical infrastructure, and international affairs and defence.



Canada's advanced industrial and technological capabilities, combined with expertise in certain sectors, make it an attractive target for state actors who may seek to acquire Canadian technology and expertise by utilizing a range of sophisticated means, at the expense of Canada's national interests. Taking advantage of the increasingly interconnected nature of today's digital world, foreign state actors have capitalized on computer network exploitation, using inexpensive cyber tools to steal sensitive information and personal data on a massive scale. HASA can systematically target Canada's public and private sector research and development investments

#### *1.2.5 Proliferation of weapons of mass destruction*

Proliferation is evolving in ways never seen before: people, goods, and money flow quickly and easily around the globe thanks to modern transportation, trade, financial networks, and the Internet. As well, many goods and technologies have the potential to be used or modified to produce weapons and military items. These "dual-use items" and their illicit acquisition and potential misuse by states and non-state actors are an important concern. Countries seeking to develop or expand their weapons of mass destruction capabilities generally rely on procurement of technology and scientific knowledge from highly developed countries, including Canada, who is a major exporter of nuclear technology and knowledge.

#### *1.2.6 Money Laundering and Organized Crime*

Criminal syndicates operating in Canada are linked to money laundering, cybercrime, fraud, theft, the trafficking of drugs, humans and weapons, child sexual exploitation and violence, among other security issues. Canada's illegal economy is estimated to be valued at approximately \$78 billion and rising. Although organized crime has been a major priority of law enforcement agencies for years, Canada has little usable data, making law enforcement's task of combatting organized crime groups more difficult. Money laundering compromises the integrity of legitimate financial systems and institutions, and gives organized crime the funds it needs to conduct further criminal activities. Technological advances in e-commerce, the global diversification of financial markets and new financial products provide further opportunities to launder illegal profit and obscure the money trail leading back to the underlying crime. Profit-motivated crimes span a variety of illegal activities from drug trafficking and smuggling to fraud, extortion and corruption. The scope of criminal proceeds is estimated at \$590 billion to \$1.5 trillion (U.S.) worldwide each year.

#### *1.2.7 Border Integrity*

In 2018, there was a record high number of individuals claiming asylum (55,000), as well as a significant increase in the number of air travellers (34.5 million). Increasing costs for core infrastructure and a growing need to modernize ports of entry to manage these increasing



volumes have also put additional pressure and strain on existing resources and aging infrastructure.

Transnational organized crime groups are active along the border and they continually adapt their smuggling methods and routes to avoid detection by Canadian and US law enforcement.



### *1.2.8 Weather-related Threats*

Disaster losses are likely to increase into the foreseeable future as a result of drivers of change, including: climate change; critical infrastructure interdependence; and shifting demographics in Canada. Disasters pose significant risks to communities, individual health and well-being, the economy, and the natural environment. Moreover, many Indigenous communities are among the most vulnerable to climate change due to their remote and coastal locations, lack of access to Emergency Management services, and reliance on natural ecosystems. In the event of a large-scale natural disaster that is beyond the capacity of a jurisdiction to cope with on their own, as noted, the Government of Canada provides financial assistance to provinces/territories through the Disaster Financial Agreement Arrangement (DFAA) administered by the Department. It is projected that the DFAA average annual payout from 2016-2021 will be \$900 million which significantly exceed the program's \$100 million annual base. The prospect of a future possibly impacted by harsher climate events will require a change in behaviour, concrete actions and incentives to ensure that building and recovery efforts are done in areas that are safe and secure, including outside of floodplains.

### **1.3 The Deputy Minister of Public Safety and the Department**

The Deputy Minister of Public Safety is your principal policy advisor for the full range of policy issues managed within the Portfolio. While the Deputy Minister does not have direct authority over Portfolio agencies, he/she plays a key role in promoting policy coordination, and building coherence among Portfolio partner activities.

In this way, the Deputy Minister and the Department complement the operational focus of Portfolio organizations with a strategic policy perspective on public safety issues. Given this responsibility, most Portfolio Cabinet business originates from the Department.



The Deputy Minister is your primary contact on briefings on Memoranda to Cabinet (MCs), although it is common practice that you be accompanied to a Cabinet Committee by the appropriate Agency Head when an MC does not originate within the Department or when other operational expertise is required. The heads of the RCMP, CBSA, CSIS, CSC, and PBC are Deputy Minister-level officials and you will have a direct relationship with each of them. However, your relationship with the Chairperson of the PBC is different due to the Chairperson's independence as head of an administrative tribunal.

**Deputy Minister and Agency Heads:**

- Gina Wilson, Deputy Minister, PS  
- Monik Beauregard, Associate Deputy Minister and acting Deputy Minister
- Brenda Lucki, Commissioner, RCMP
- John Ossowski, President, CBSA
- David Vigneault, Director, CSIS
- Anne Kelly, Commissioner, CSC

In collaboration with your Office, the Department provides a strategic planning and coordinating function for the Portfolio throughout the legislative process, and offers advice on parliamentary procedure from the moment a Bill is ready for introduction, through to Royal Assent. Likewise, the Department is also responsible for providing you with strategic policy advice in its role in supporting your relations with key provincial, territorial and international partners.

## **2. RELATIONSHIPS AND STAKEHOLDERS**

### ***2.1 Statutory Activities***

You have the statutory authority to provide “direction” to the heads of the Portfolio agencies (who are, in turn, responsible for the “control and management” of their agency). This includes coordinating their activities and establishing their strategic priorities in relation to public safety and emergency management. As a result of these authorities, subject to certain principles, you can issue directions that clarify or set reporting requirements in order to support ministerial accountability to Parliament. You are also entitled to request information regarding an agency's administration of a specific program and to establish accountability mechanisms. Your responsibilities with respect to the agencies involve over 100 pieces of legislation, many of which involve a shared responsibility and close collaboration with other federal Ministers and departments. Each agency has its own governing legislation which sets out its statutory authority and to various degrees, the role of the Minister.

As you exercise your responsibilities, it will be important to keep some key principles in mind, such as that of police independence. For instance, with respect to law enforcement activities of RCMP and CBSA officers, while you can be informed generally of a particular criminal investigation and have the right to be informed of any operational matter if it raises an important question of public policy, you may not inquire about the specifics of a particular investigation or attempt to influence in any way the investigation or direct the conduct of specific police operations. Also, while directions you provide may relate to general policies, including operational policies, they cannot infringe on a specific law enforcement function (e.g.,



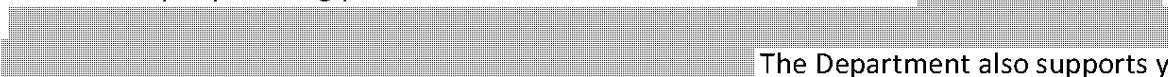
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a criminal investigation, an arrest, the laying of charges or a prosecution – often referred to as “core policing decisions”). Any direction that does touch on core policing decisions must be general in nature and not be specific to a particular investigation.

As Minister, you can provide directions to the RCMP and CBSA in writing or verbally. A formal Ministerial Directives mechanism exists for providing written directions to the RCMP. This process is typically reserved for exceptional, longstanding issues. No formal mechanism has been developed for CBSA. However, the Minister has provided written and verbal directions to the CBSA President in the past. Directions may be provided to CSC on general policies, including operational policies, but may not interfere in the management of a specific case. For example, you may direct that CSC take steps to ensure that all inmates are properly assessed and incarcerated accordingly (minimum vs. maximum security). General directions will then be applied to individual cases by responsible officials. You may not provide specific direction for a CSC officer’s decision, where the agency statute requires that the officer make the decision.

- Key relevant statutes are:
- the *Royal Canadian Mounted Police Act*;
  - the *Canadian Security Intelligence Service Act*;
  - the *Canada Border Services Agency Act*;
  - the *Corrections and Conditional Release Act*; and,
  - the *Criminal Records Act*.

As CSIS is not a law enforcement agency and does not investigate crimes or make arrests, your relationship with the Director of CSIS is not affected by the principle of police independence. Although the *CSIS Act* grants the Director of CSIS general responsibility for the management of the agency, it also contemplates Ministerial involvement in a number of areas, for example, applications for warrants enabling CSIS to investigate security threats, or conduct foreign intelligence collection activities, and cooperative arrangements with domestic and foreign agencies. In addition, the *CSIS Act* establishes an important role for the Deputy Minister of Public Safety in providing you advice on sensitive CSIS-related matters.



The Department also supports you in developing and issuing Ministerial Direction to CSIS, such as on CSIS’ intelligence priorities. A new direction was issued on September 10 on Accountability, outlining the Minister’s expectations with respect to how and when the Minister and the Deputy Minister are informed of CSIS activities, and CSIS’ relationship to the Federal Court.

Recently, the *Avoiding Complicity in Mistreatment by Foreign Entities Act*, enacted as part of the *National Security Act, 2017*, established a new mechanism through which direction can be provided to departments and agencies, including the RCMP, CSIS and CBSA, regarding the use of information that is likely to have been obtained through the mistreatment of an individual by a foreign entity as well as the disclosure of, or request for, information that would result in a substantial risk of mistreatment.



Most directions should be high-level in nature and require the Agency Head to determine the ways and means of accomplishing your objectives. While you bear responsibility for the Department and the Agencies, it is the Agency Heads who handle their management of routine business and operations. Broad direction rather than transactional engagement is the norm.

## 2.2 Heads of Administrative Tribunals and Review Bodies

The Parole Board of Canada is an independent administrative tribunal that has exclusive authority and absolute discretion to make decisions regarding different types of conditional release (e.g., parole) and to make decisions on pardons, record suspensions and expungements. You can expect that the Chairperson of the Parole Board of Canada will keep you apprised of significant policy issues which may raise public concerns; however, you do not have the authority to direct the Chairperson or other members of the Board in the exercise of their decision-making powers. This ensures the Board's independence and integrity. For the same reason, it would be inappropriate for you to comment publicly or inquire to the Board about its reasons for making particular decisions.

You are able to turn to the review bodies to help support your accountability for the RCMP and CSC. You may request that the Civilian Review and Complaints Commission for the RCMP undertake a review of a specified activity and provide a report to you. The Correctional Investigator may also inquire into matters of concern to you.

### Heads of Administrative Tribunals and Review Bodies:

- Jennifer Oades, Chairperson, PBC
- Michelaine Lahaie, Chairperson, CRCC
- Ivan Zinger, Correctional Investigator
- Charles Randall Smith, Chairperson, ERC

## 2.3 Cabinet Counterparts

Many aspects of the Portfolio's work require close collaboration with other federal Ministers. Your key partners outside the Public Safety Portfolio include Ministers responsible for Justice (DOJ); Immigration, Refugees and Citizenship Canada (IRCC); Innovation, Science and Economic Development (ISED); Foreign Affairs; Infrastructure Canada (INFC); Environment and Climate Change Canada (ECCC); Natural Resources Canada (NRCAN); Crown and Indigenous Relations and Northern Affairs (CIRNA); and Indigenous Services (IS). The Department will support you in maintaining these relations through ongoing collaboration.

- The Minister of Justice and Attorney General will be your key partner in advancing policy work related to the criminal justice system, including firearms, and in responding to litigation related to your Portfolio. The Minister is also your partner in working with your provincial and territorial counterparts on public safety and justice-related issues, including through the Federal/ Provincial/Territorial (FPT) Table of Ministers Responsible for Justice and Public Safety, which you both co-chair. You will also work together to maintain bilateral relations with international counterparts on a variety of issues.
- You will share responsibility with the Minister of Immigration, Refugees and Citizenship Canada for the implementation and enforcement of the *Immigration and Refugee*



*Protection Act (IRPA)*, which outlines the legal requirements for individuals seeking entry into Canada, including, the granting of refugee status to individuals who are displaced, persecuted or in danger. The CBSA, CSIS and the RCMP, perform various roles, including, intelligence, security screening and in the case of the RCMP and CBSA, enforcement (admissibility, detention and removals) roles under IRPA.

- You will work closely with the Minister of Innovation, Science, and Economic Development on the review of foreign investments that could threaten Canada's national security under the *Investment Canada Act (ICA)*. You will also work closely with the Minister on plans to create a new high-speed mobile network that will better enable first responders to communicate directly with one another during emergencies.
- The Minister of Foreign Affairs is the lead on all international treaties and will engage you on those that affect your Portfolio. The Minister will support you in your review of the cooperative arrangements that CSIS may enter into with foreign agencies, provide support with respect to the preclearance treaty with the U.S., and also shares responsibility with you for the International Police Peacekeeping Program.
- The Ministers of Crown-Indigenous Relations and Northern Affairs and Indigenous Services are the leads on meeting the Government's obligations and commitments on issues related to the First Nations, Inuit and Métis. You will support the Minister through programming related to First Nations policing, as well as community safety and crime prevention in Indigenous communities. You will also work with the Minister of Crown and Indigenous Relations and Northern Affairs in the negotiation and implementation of modern treaties with Indigenous communities on matters related to the Portfolio.

#### **2.4 Provincial and Territorial Counterparts**

Criminal justice, public safety and emergency management are areas of shared federal, provincial and territorial responsibility, which means that intergovernmental collaboration and consultation are essential. In some jurisdictions, PT Ministers are accountable for broad areas of responsibility similar to yours, while in others, these responsibilities are assigned differently.

You will work with your PT counterparts through the FPT Table of Ministers Responsible for Justice and Public Safety and the FPT Table of Ministers Responsible for Emergency Management. These fora provide you with the opportunity to consult your PT colleagues and exchange views and concerns on issues of common interest.

#### **2.5 External Stakeholders**

Advancing Canada's public safety and emergency management interests requires effective engagement with domestic and international stakeholders. In a number of instances, these organizations are also partners in policy development and program implementation. Allied nations, including Canada's 5 Eyes Partners (i.e., Australia, New Zealand, United Kingdom, and the U.S.), are among the Department's key international stakeholder groups.



Among the many with which you will engage, key domestic stakeholder groups include:

- National police associations (e.g., the Canadian Association of Chiefs of Police; Canadian Police Association and the Canadian Association of Police Governance);
- Organizations representing first responders (e.g., fire fighters, police and paramedics);
- Community and non-governmental organizations (e.g., Red Cross; John Howard Society);
- Private sector organizations (e.g., digital and social media companies, critical and cyber infrastructure owners, importers and exporters);
- Indigenous communities and organizations (e.g., Assembly of First Nations; Native Women's Association of Canada, Metis National Council, Inuit Tapiriit Kanatami, Congress of Aboriginal Peoples);
- Civil liberties organizations; and
- Research institutions and forums representing academia (e.g., Canadian Network for Research on Terrorism, Security and Society; Canadian Risks and Hazards Network).

The Department and Portfolio engage with these groups on an ongoing basis and will also support your relations with these organizations as you require. The Portfolio also engages Canadians through a variety of communications and outreach activities. For example, the Cross-Cultural Roundtable on Security provides a forum for the Government to seek community-level input on national security issues. The views of members help inform the Department's policy work. There are 15 members of the Roundtable, who are leaders within their communities and bring their own personal experiences to the table. Members of the Roundtable are appointed by you and the Minister of Justice.

### **3. POLICY AGENDA**

The Portfolio policy agenda is informed by the threat environment, research and evidence-based data, and is designed to increase Canada's capacity to proactively mitigate and respond to a wide scope of public safety and security priorities and interests. Many of these issues implicate multiple agencies within the Portfolio as well as the full range of Government departments. The following is a brief overview of key issues.

#### ***3.1 National Security***

Threats continue to multiply and increase in complexity, which puts pressure on existing resources and increases the need for prioritization to ensure an effective approach going forward. You will often be looked to by your colleagues to play a leadership role in presenting the security and intelligence community's views of sensitive national security issues that Cabinet must consider within the context of other, sometimes competing perspectives. The review of foreign direct investments under the *Investment Canada Act*, terrorist listings under the *Criminal Code*, and the response to critical incidents are examples where national security interests may be considered in a context that may include economic, diplomatic and *Charter of Rights and Freedoms* perspectives, to name a few.



### 3.1.1 Cyber Security

Ensuring that Canada's economic interests and overall safety are protected by addressing threats to cyber security through enhanced technical capabilities and strong leadership is a key policy concern. Cyber security is increasingly driving innovation and economic activity in Canada, benefiting the economy as a whole. It already contributes \$1.7 billion to Canada's GDP and consists of over 11,000 well-paying jobs.

A Cyber Review was launched in 2016 to gather information and lessons learned to renew Canada's approach to cyber security. Canada's new National Cyber Security Strategy was released in 2018. The Strategy established three goals in response to evolving threats: secure and resilient Canadian systems; an innovative and adaptive cyber ecosystem; and effective leadership, governance, and collaboration. The private sector will continue to be an important partner in achieving these goals. Public Safety plays the lead policy role in implementing the Strategy, while the Communications Security establishment, under the authority of the Minister of National Defence leads on operational matters through the Canadian Centre for Cyber Security. Through the National Cybercrime Coordination unit, the RCMP works with partners and international allies to reduce cyber-related criminal activity.

### 3.1.2 Critical Infrastructure

In the last decade the risk landscape has undergone a socioeconomic and technological evolution, which has made safeguarding Canada's critical infrastructure an increasingly complex challenge. As the rate and severity of natural disasters increases, there is a corresponding increase in the possibility of disruptions to critical infrastructure. This could result in the prolonged loss of essential services. The 2010 National Strategy for Critical Infrastructure recognizes three strategic objectives: building partnerships, implementing an all-hazards risk management approach, and sharing and protecting information. The increasingly interconnected (e.g., fifth generation (5G) wireless) and advanced systems (e.g., artificial intelligence) create challenges in securing Canadian infrastructure. Physical and digital resilience is increasingly a competitive advantage, driving investment, facilitating innovation, and positioning Canada as a credible place to do business.

Infrastructure resilience is based on integrated systems that deliver critical functions and services to Canadians. The convergence of the physical and digital realms also means that infrastructure security and cyber security efforts need to be coordinated, with risks managed in an integrated manner. Ongoing and rapid technological advancements, including reliance on critical cyber systems and the emergence of 5G technologies, combined with greater integration of the physical and digital domains within and across sectors, have a multiplying effect on the potential impact of critical infrastructure failures. Five Eyes countries have undertaken substantial reviews of the security risks to 5G networks. The nature of 5G would increase the potential impact of an attack against telecommunications networks. As such, Canada must determine its way forward with respect to those technologies.



### 3.1.3 Economic Based Threats to National Security

While foreign investments and trade help businesses to succeed and grow, Canada must have the tools and resources it needs to protect against economic-based security threats. The Government of Canada has a suite of tools to protect against threats. These include: the Controlled Goods Program; the *Export and Import Permits Act*; and the *Investment Canada Act* (ICA). The Department leads the national security review investigative process of the ICA which permits the review of proposed foreign investments that could be injurious to Canada's national security.

In response to these challenges, an interdepartmental Task Force led by Public Safety is working to develop long-term policy solutions to ensure Canada's national security framework promotes economic prosperity while safeguarding security interests. In collaboration with other government departments and agencies such as the Department of National Defence, the Canadian Security Intelligence Service and Innovation, Science and Economic Development Canada, among many others, the Task Force continues to explore ways in which the government can strengthen its toolkit to ensure the resiliency and integrity of some of our most critical economic spheres, while also mitigating potentially injurious economic-based activities and transactions. Relatedly, in February, 2019 Public Safety established a Sensitive Technologies Working Group, whose work in identifying sectors of concern, will form the basis of many Task Force recommendations.

### 3.1.4 Access to Digital Evidence

In the course of law enforcement or national security investigations, investigators need to be able to identify individuals based on communication identifiers (e.g. phone number or internet protocol address). The absence of clear legal mechanisms for law enforcement to compel the production of such basic subscriber information following the 2014 Supreme Court of Canada decision in *R. v. Spencer*,



### *3.1.5 Countering Radicalization to Violence and terrorism*

Terrorism and radicalization to violence continue to be enduring threats for Canada. The Canada Centre for Community Engagement and Prevention of Violence (Canada Centre) leads the Government of Canada's efforts to counter radicalization to violence through providing policy guidance, promoting coordination and collaboration with a range of stakeholders to build and share knowledge, allocating funding and planning research and supporting interventions through the Canada Centre's Community Resilience Fund. In December 2018, the Government of Canada released the National Strategy on Countering Radicalization to Violence, which outlines three priorities: building, sharing and using knowledge; addressing radicalization to violence in the online space; and supporting interventions. The Canada Centre is among a small core group of government stakeholders invited to advise the recently re-launched Global Internet Forum to Counter Terrorism (GIFCT), led by Facebook, Microsoft, Google, and Twitter, to deepen industry collaboration on preventing terrorists and violent extremists from exploiting digital platforms.

### *3.2 Community Safety and Countering Crime*

Although the overall crime rate in Canada is lower than it was a decade ago, the crime rate has been increasing for the past four consecutive years (2015-2018). Additionally, Indigenous peoples continue to represent a notable proportion of homicide victims, with 2018 homicide rates five times the rate for non-Indigenous victims.

#### *3.2.1 Crime Prevention*

The *National Crime Prevention Strategy* involves responding to national crime issues/priorities and advancing evidence-based crime prevention in Canada. Key recent developments on crime prevention include the establishment of a National Human Trafficking Hotline, which became operational in May 2019, and will be a centrepiece for the implementation of a new whole-of-government strategy to combat human trafficking, as well as an expansion of the National Strategy for the Protection of Children from Sexual Exploitation on the Internet.

#### *3.2.2 Guns and Gangs*

Gun and gang activity is a complex issue. Gang-related homicides continue to involve firearms at a rate significantly higher (76%) than non-gang related homicides (20%). In recent years, jurisdictions across Canada have reported an increase in the number of incidents of several offences related to organized crime such as first degree murder, manslaughter, extortion and human trafficking. Canadians have expressed concern about the level of gun and gang violence in their communities.

Data from Statistics Canada show that firearm-related violent crime was unchanged in 2018 from the previous year, following a period of increases since 2013. Although gang-and firearm related homicides decreased in 2018, gang-related homicides continued to account for 25% of



all homicides. The rate of firearm-related violent crime in Canada is higher in western Canada, nearly twice as high in the north as it is in the south, and more than twice as high in rural areas. Public Safety has been leading the Initiative to Take Action against Guns and Gang Violence, complementing recent legislation to strengthen gun laws and keep communities safe.

### *3.2.3 Drug Policy*

The illegal drug landscape in Canada is complex and ever-changing. In recent years, much attention has been on the opioid crisis, with more than 10,300 opioid-related deaths between 2016-2018. During this time, some regions saw increased use of methamphetamine, with it overtaking that of fentanyl in certain areas. In December 2016, the Government launched the Canadian Drugs and Substances Strategy which restores harm reduction as a pillar, alongside prevention, treatment, and enforcement, to guide the federal response to the opioid crisis. The enforcement pillar of the Strategy encompasses regulatory and enforcement activities aimed at reducing the illegal drug supply and the ways in which law enforcement and public health officials may collaborate to reduce drug-related harms.

Additionally, synthetic opioids, like fentanyl, continue to be trafficked via international and domestic mail. The Department is working to enhance ties between postal inspectors and law enforcement, with a view to developing a collaborative approach to stem the flow of illegal opioids through the mail system. Preventing, treating and combatting the abuse of illicit and prescription drugs is an ongoing policy priority. Moving forward, there are opportunities to increase enforcement tools, including strengthening the legislative response to drug-impaired driving and exploring new ways to address the illicit diversion, production and trafficking of fentanyl in Canada.

### *3.2.4 Vulnerable Populations*

Socially or economically disadvantaged groups are more likely to be victims of violent crime, such as human trafficking. This includes: Indigenous women and girls; migrants and new immigrants; LGBTQ2 persons; persons living with disabilities; children; and at-risk youth. Women are especially vulnerable to trafficking for sexual exploitation: 95% of human trafficking victims between 2009 and 2016 were women.

The effects of colonialism in Indigenous peoples have resulted in inter-generational cycles of abuse (physical and sexual), poverty and homelessness, as well as substance abuse. Within the Canadian Indigenous population, there is a clear intersection of multiple vulnerabilities, leaving this group at great risk. A disproportionate amount of violent crime occurs in Northern Canada (i.e., Yukon, the Northwest Territories and Nunavut), with young women and girls most at-risk for violence. Indigenous women and girls are particularly vulnerable to being trafficked and to other forms of violent crime such as homicide. While young women and girls in the North accounted for less than 7% of Canada's female population aged 24 and younger, they represented 17% of young female victims of police-reported violent crime. As a result, the rate of violent crime against young women and girls living in the North was nearly three times higher than it was in the South.



Indigenous peoples continue to be disproportionately represented within the federal correctional system. Gaps between Indigenous and non-Indigenous offenders remain across the spectrum of federal correctional outcomes. Legislative changes, anticipated population growth and strategic initiatives to expand integration of Indigenous perspectives in correctional processes will exert significant pressures on CSC's Indigenous Initiatives portfolio. Providing effective and culturally appropriate correctional and reintegration support for Indigenous offenders has and will continue to be a CSC corporate priority.

### *3.2.5 Law enforcement*

Costs of contract policing are expected to increase significantly due to the RCMP's impending unionization. Under Police Service Agreements, PTs determine the number of officers required. The existing contract policing model is expensive and not sustainable for the federal government. In addition, demands from PTs and municipalities have outstripped RCMP capacity to recruit and train and has led to the shrinkage of Federal Policing capacity in order to backfill contract policing demands.

As the cost of policing continues to rise, strong leadership and close collaboration with PT partners continue to be important factors in the pursuit of effective and efficient resource allocation for police services, as well as the development of new models of community safety and improving the efficiency of the police-justice interface.

### *3.2.6 Corrections*

The population of federally-sentenced offenders contains an increased number of women offenders, a disproportionate representation of Indigenous offenders, a growing number of offenders with mental health issues and those who identify as members of an ethnic minority, as well as an aging inmate population (50 years +). CSC has identified addressing the needs of vulnerable populations as an immediate priority.

PS is responsible for providing you with advice and support on legislation and policies governing corrections and criminal justice issues, like those addressing the practice of administrative segregation, which was eliminated by the *Act to amend the Corrections and Conditional Release Act and another Act* and replaced with Structured Intervention Units (SIU) and independent external decision makers to ensure oversight and transparency.

The Department is also responsible for engaging with community-based organizations to support the safe rehabilitation and successful reintegration of federal offenders, while helping to ensure victims' rights are protected and respected. This includes management of the Public Safety National Office for Victims, which is responsible for outreach, referral services, and educational activities to support victims of crime.

### *3.2.7 Conditional Release and Criminal Records System*

The legislation governing conditional release, the *Corrections and Conditional Release Act*, is prescriptive, specifying when and how the PBC makes conditional release decisions (e.g., when



a review is required by law; and when to conduct hearings). The PBC must deal with high workload volumes involving issues critical to public safety under tight timeframes, and amid intense public scrutiny. The PBC continues to work closely with criminal justice partners to support quality conditional release decisions and has a renewed focus on community outreach and engagement. The PBC also works closely with its Indigenous partners and communities, as well as other federal government departments and community partners, to enhance and strengthen its responsiveness to the needs of Indigenous peoples. The legislation governing the PBC's record suspension/pardon program, the *Criminal Records Act*, specifies precisely how it conducts its business. The Board has identified as an additional priority the need to reform the pardons and record suspension program. The complexity of administering five different legislative schemes and operating a very dated system that is not user or client friendly puts the integrity of the program at risk.

### **3.3 Emergency Management**

You are responsible for leading the Government's emergency management from an all-hazard perspective which means the government adopts a holistic approach that recognizes the need to address natural hazards, technological incidents and man-made threats in an integrated manner. The *F/P/T Emergency Management Strategy for Canada: Toward a Resilient 2030*, released in 2019, seeks to align the efforts of all Canadians as well as to strengthen overall resilience through five priority areas of activity: strengthen resilience, improve understanding of disaster risks, focus on whole-of-society disaster prevention and mitigation activities, enhance disaster response capacity and, strengthen recovery efforts.

#### **3.3.1 Disaster Recovery**

A key responsibility includes providing financial assistance to provincial/territorial governments for response and recovery efforts from natural disasters. From a federal perspective, the rising cost of disasters is particularly concerning as significant federal funding is provided through the Disaster Financial Assistance Arrangements (DFAA). Disaster assistance to PTs and Indigenous communities is also provided by other Federal programs under the responsibility of other ministers. Unsustainable development and a changing climate are directly contributing to an increase in both the severity and frequency of natural disasters, leading to significant increases in post disaster, cost-shared, federal assistance to provincial and territorial government through the DFAA. The percentage of eligible costs reimbursed under the DFAA is determined by the cost-sharing formula outlined in the arrangements and is up to 90% of eligible expenditures. A review of the program is underway to assess how the DFAA is evolving, and how it could be updated to ensure the program continues to be a relevant, effective and sustainable instrument in a context of rising frequency, severity and costs of natural disasters.

#### **3.3.2 Disaster Mitigation**

Given the rising cost, severity and frequency of disasters in Canada, a reactive approach to emergency management is no longer sufficient. In support of this shift, in 2017, FPT governments approved revisions to the *Emergency Management Framework for Canada* that establish a common approach for a range of collaborative emergency management initiatives in support of safe and resilient communities. The *Emergency Management Strategy for Canada:*



*Toward a Resilient 2030* identified FPT priorities including a specific emphasis on increasing focus on whole-of-society disaster prevention and mitigation activities.

The Department has responded to changing trends by shifting toward an approach that involves investing in disaster prevention and mitigation. The National Disaster Mitigation Program (2015-2020) was established to support measures aimed at identifying, preventing and mitigating the impact of floods in Canada.

### *3.3.3 Government Operations Centre*

On behalf of the Government of Canada, the Government Operations Centre (GOC) coordinates integrated federal responses to all-hazards events of national interest. It provides 24/7 monitoring and reporting, national-level situational awareness, warning products and integrated risk assessments, as well as national-level planning and whole-of-government response management. The GOC further reinforces the principles of emergency management through the coordination of the National Exercise Program and Continuous Improvement of Federal Event Response. An internal audit in 2016 recognized the inadequacy of the current GOC facilities. The Department is working to modernize the GOC, including a project with Public Services and Procurement Canada and Shared Services Canada to re-locate the GOC in 2022.

### **3.4 Borders**

Secure and efficient borders are vital to Canada's economy, security, and credibility with foreign partners. Core responsibilities in border management and enforcement are becoming increasingly complex in the face of growing volume, increasing expectations for faster and better border services, rapidly changing technologies, and emerging security vulnerabilities. Automated and simplified border processes, as well as reducing administrative burdens, continue to be areas of sustained interest for stakeholders.

Continued implementation of effective border management strategies will be a key part of your relationship with your main U.S. counterpart, the Secretary of Homeland Security. You will be asked to respond to increased U.S. pressure to share information with possible operational or privacy impacts, and to advance Canada's focus on immigration matters (e.g. Safe Third Country Agreement and irregular migration).

#### *3.4.1 Irregular Migration & Asylum*

More than 62 million people are currently displaced by wars, persecution and natural disasters. Canada is not immune to this global trend. Since 2017, Canada has seen record high numbers of individuals seeking asylum (50,395 in 2017 and 55,040 in 2018), when the current asylum system is only funded to support 26,000 claims annually. During this period, Canada has also seen an increase in irregular migration across the southern border in-between ports of entry in an attempt to circumvent the Safe Third Country Agreement in place between Canada and the US, which has not been updated since 2004. Regardless of how individuals arrive in Canada, all persons are legally entitled to make a claim for asylum and have their eligibility to have a hearing assessed. The Border Enforcement Strategy aims to detect and discourage the misuse



of Canada's immigration system, better manage arrivals at the border, and make strategic investments to key federal departments responsible for managing the immigration system.

#### *3.4.2 Preclearance*

Preclearance is the process whereby customs, immigration and other border laws of an inspecting country are conducted in the host country. Preclearance has produced significant benefits for Canada in the air environment including allowing roughly 12 million passengers each year to avoid lengthy and unpredictable customs lines at U.S. airports and increasing the competitiveness of Canadian airports as hubs for in-transit travel. In August 2019, Canada and the US brought into force the *Agreement on Land, Rail, Marine, and Air Transport Preclearance between the Government of Canada and the Government of the United States of America*. The new agreement allows for the continuation of existing air preclearance operations while opening the door for the reciprocal expansion of operations in the air mode and the establishment of similar operations in other land, rail and marine modes for both passengers and cargo.

#### *3.4.3 Securing the Arctic*

Anticipation of melting sea ice and the opening of Arctic marine trade routes is fueling international interest and investment in the Arctic. Increased access and growing competition brings safety and security challenges to which Canada must be ready to respond. The northern frontier is defined by complex multilateral geopolitics including China's self-declaration as a "near-Arctic state". There are now more ships, including research vessels and cargo ships, navigating through northern waters. Growing economic activity and developing transportation networks will also create markets and opportunities for criminal activities, including the smuggling of illegal goods and the movement of unauthorized persons. As the north becomes more accessible and the volumes of both travellers and commercial traffic continues to increase, Canada's response will be crucial.



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s.69(1)(g) re (a)

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**First 100 Days English, Accessibility Description:**

Regulatory, Statutory & Legal, priorities:



Cabinet Affairs, priorities:



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Appointments & Vacancies, priorities:

Ministerial Appointment, decision required for various Ministerial advisory committees, timeline of mid-December 2019 to end of January 2020.

Parliamentary Affairs & Reports to be Tabled, priorities: Approve legislative priorities, a decision will be required regarding Fall and Winter legislative priorities, timeline of mid-November 2019 to mid-December 2019.

2018-

19 Fees Reports, to be tabled by December 13, 2019, timeline of mid-November 2019 to mid-December 2019. Tabling of Annual Reports in Parliament (n = 12), numerous reports must be tabled 15 to 30 days of new Parliamentary session (statutory requirement), including: National Security and Intelligence Committee of Parliamentarians, National Security and Intelligence Review Agency, Record Suspension, Access to Information & Privacy, Civilian Review & Complaints Commission for the RCMP, RCMP External Review Committee, Commissioner of Firearms, National DNA Bank of Canada, Office of the Correctional Investigator, Witness Protection Program, Recognizance with Conditions (Arrests Without Warrant), Use of Electronic Surveillance, timeline of mid-November 2019 to mid-December 2019. Tabling of Auditor General report (Respect in the Workplace), the Auditor General is expected to release and table in Parliament a report on Respect in the Workplace. Canada Border Services Agency and Correctional Service of Canada are among the agencies included in this report, timeline of mid-December 2019 to end of January 2020. Tabling of Auditor General Report (Immigration Detention and Removal), the Auditor General is expected to release and table in Parliament a report on Immigration Detention and Removal, timeline of February 2020.

Departmental & Financial Administration, priorities:

Delegation of Financial Signing Authorities, Access to Information and Privacy

Delegation Orders and CBSA legislative authorities (i.e., *Customs Act*), delegations for PS Portfolio must be reviewed within 90 days of Ministerial appointment, timeline of mid-November 2019 to mid-January 2020.

Disaster Financial

Assistance Agreements (DFAA), DFAA request for advance payments for Quebec 2019 Spring Flood, New Brunswick 2019 Spring Flood, and Alberta 2019 Wildfires, timeline of beginning of January 2020 to mid-February 2020.

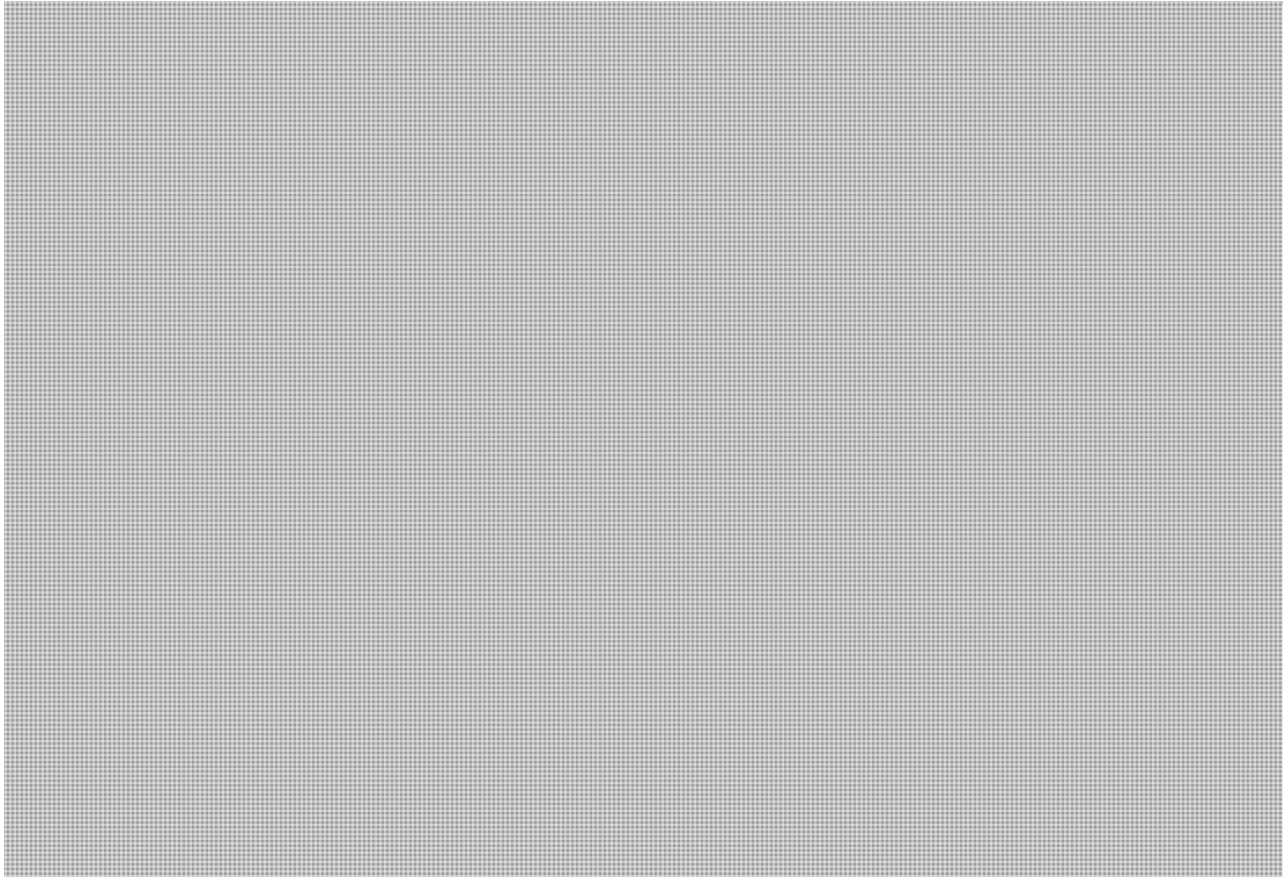
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**SECRET / SECRET**





First 100 Days Placemat

| Category   | Priority | November 2019 | December 2019 | January 2020 | February 2020 | Comments |
|--|----------|---------------|---------------|--------------|---------------|----------|
| s.69(1)(g) re (a)<br>s.69(1)(g) re (c)<br>s.69(1)(g) re (e)<br><br>Regulatory,<br>Statutory &<br>Legal |          |               |               |              |               |          |
| Cabinet Affairs  |          |               |               |              |               |          |



First 100 Days Placemat

| Category                                     | Priority  | November 2019 | December 2019 | January 2020 | February 2020 | Comments  |
|--|---|---------------|---------------|--------------|---------------|---|
| Appointments & Vacancies                     | Ministerial Appointment   |               | ◆             |              |               |   |
|  | Approve legislative priorities  | ◆             | ◆             |              |               | Decision required for various Ministerial advisory committees. A decision will be required regarding Fall and Winter legislative priorities.  |
| Parliamentary Affairs & Reports to be Tabled | 2018-19 Fees Reports  | ◆             | ◆             |              |               | To be tabled by December 13, 2019.  |
|  | Tabling of Annual Reports in Parliament (n = 12)  | ◆             | ◆             |              |               | Numerous reports must be tabled 15 to 30 days of new Parliamentary session (statutory requirement), including: National Security and Intelligence Committee of Parliamentarians, National Security and Intelligence Review Agency, Record Suspension, Access to Information & Privacy, Civilian Review & Complaints Commission for the RCMP, RCMP External Review Committee, Commissioner of Firearms, National DNA Bank of Canada, Office of the Correctional Investigator, Witness Protection Program, Recognition with Conditions (Arrests Without Warrant), Use of Electronic Surveillance. |
|  | Tabling of Auditor General report (Respect in the Workplace)  |               | ◆             |              |               | The Auditor General is expected to release and table in Parliament a report on Respect in the Workplace. Canada Border Services Agency and Correctional Service of Canada are among the agencies included in this report.   |
| Departmental & Financial Administration      | Tabling of Auditor General report (Immigration Detention and Removal)   |               |               |              | ◆             | The Auditor General is expected to release and table in Parliament a report on Immigration Detention and Removal.   |
|  | Delegation of Financial Signing Authorities, Access to Information and Privacy Delegation Orders and CBSA legislative authorities (i.e., Customs Act) |               | ◆             | ◆            |               | Delegations for PS Portfolio must be reviewed within 90 days of Ministerial appointment.  |
|  | Disaster Financial Assistance Agreements (DFAA)   |               |               | ◆            | ◆             | DFAA request for advance payments for Quebec 2019 Spring Flood, New Brunswick 2019 Spring Flood, and Alberta 2019 Wildfires.  |



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### First 100 Days Placemat

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| Category  | Priority | November 2019 | December 2019 | January 2020 | February 2020 | Comments |
|---|----------|---------------|---------------|--------------|---------------|----------|
| s.69(1)(g) re (a)<br>s.69(1)(g) re (c)<br>s.69(1)(g) re (e) |          |               |               |              |               |          |
| Other Key Actions   |          |               |               |              |               |          |



## Key Events and Suggested Calls with Stakeholders

### Key Events

November 2019:

- Halifax International Security Forum (November 22-24, 2019) – The Minister of Public Safety and Emergency Preparedness and the Minister of National Defence have been invited to attend the 11<sup>th</sup> Annual Halifax International Security Forum.
- Meeting of RCMP Management Advisory Board (November 21-22, 2019) – The Minister may choose to briefly welcome members of the Advisory Board by way of introduction, at some point during the 2 day meeting.

January 2020:

- Federal, Provincial and Territorial Ministers Responsible for Justice and Public Safety (January 21-22, 2020) – The Minister of Justice and the Minister of Public Safety and Emergency Preparedness co-chair the meeting, with the Minister of the Province or Territory where the meeting is held, to discuss emerging and continuing issues, to review trends, and to develop new strategies and approaches.

### Suggested Calls

International:

- U.S. – Acting Secretary of Homeland Security, Chad Wolf
- U.S. – Attorney General, William Barr
- U.K. – Home Secretary, Priti Patel

Domestic:

- Canadian Association of Chiefs of Police – President, Adam Palmer
- Canadian Police Associations – President, Tom Stamatakis
- Canadian Association of Police Governance – President, Mary Anne Silverthorn
- First Nations Chiefs of Police Association – President, Dwayne Zacharie
- Canadian Red Cross – President and CEO, Conrad Sauvé
- Select Provincial / Territorial Ministers Responsible for Public Safety

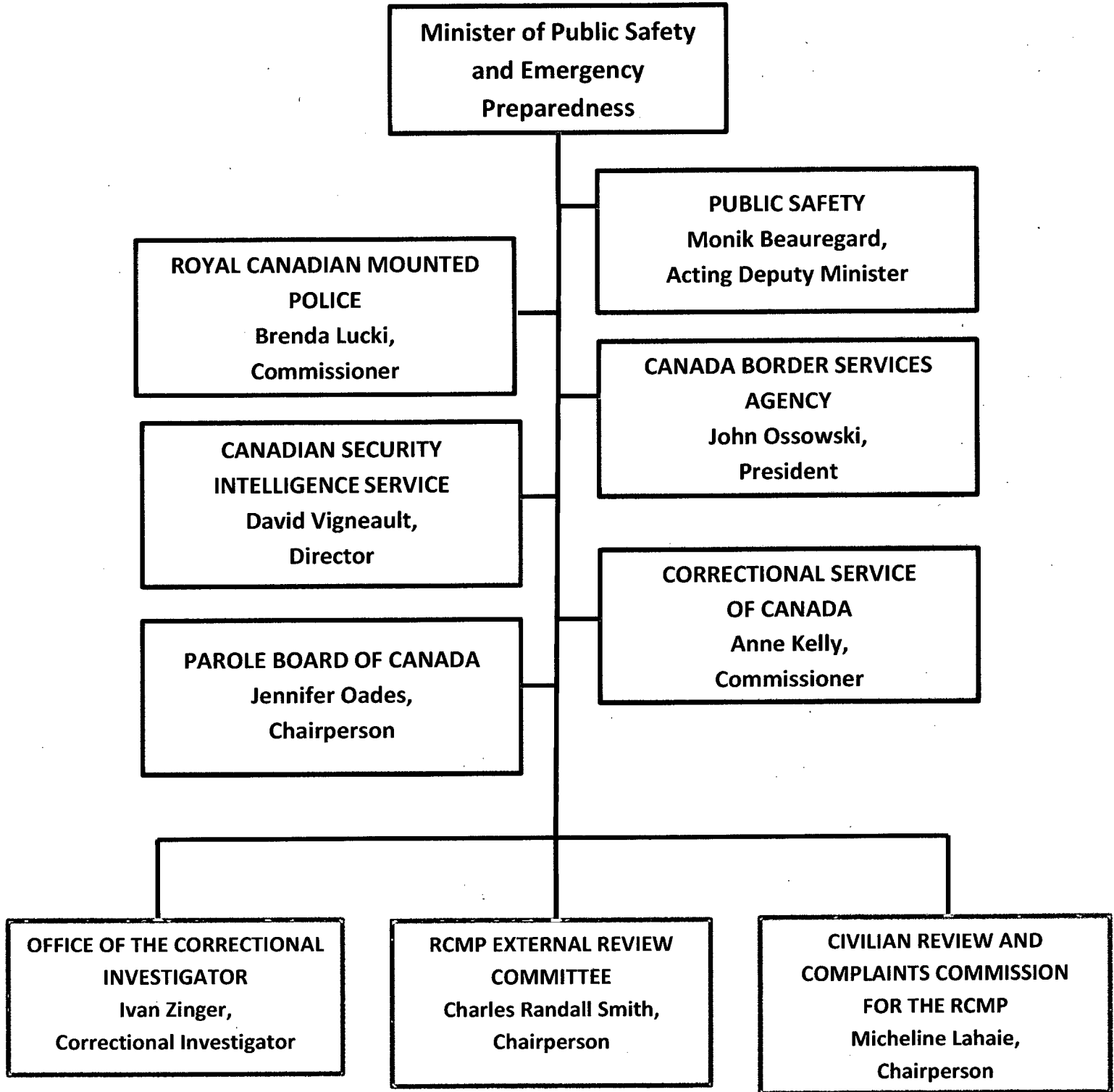
**Pages 49 to / à 59  
are withheld pursuant to section  
sont retenues en vertu de l'article**

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**of the Access to Information  
de la Loi sur l'accès à l'information**

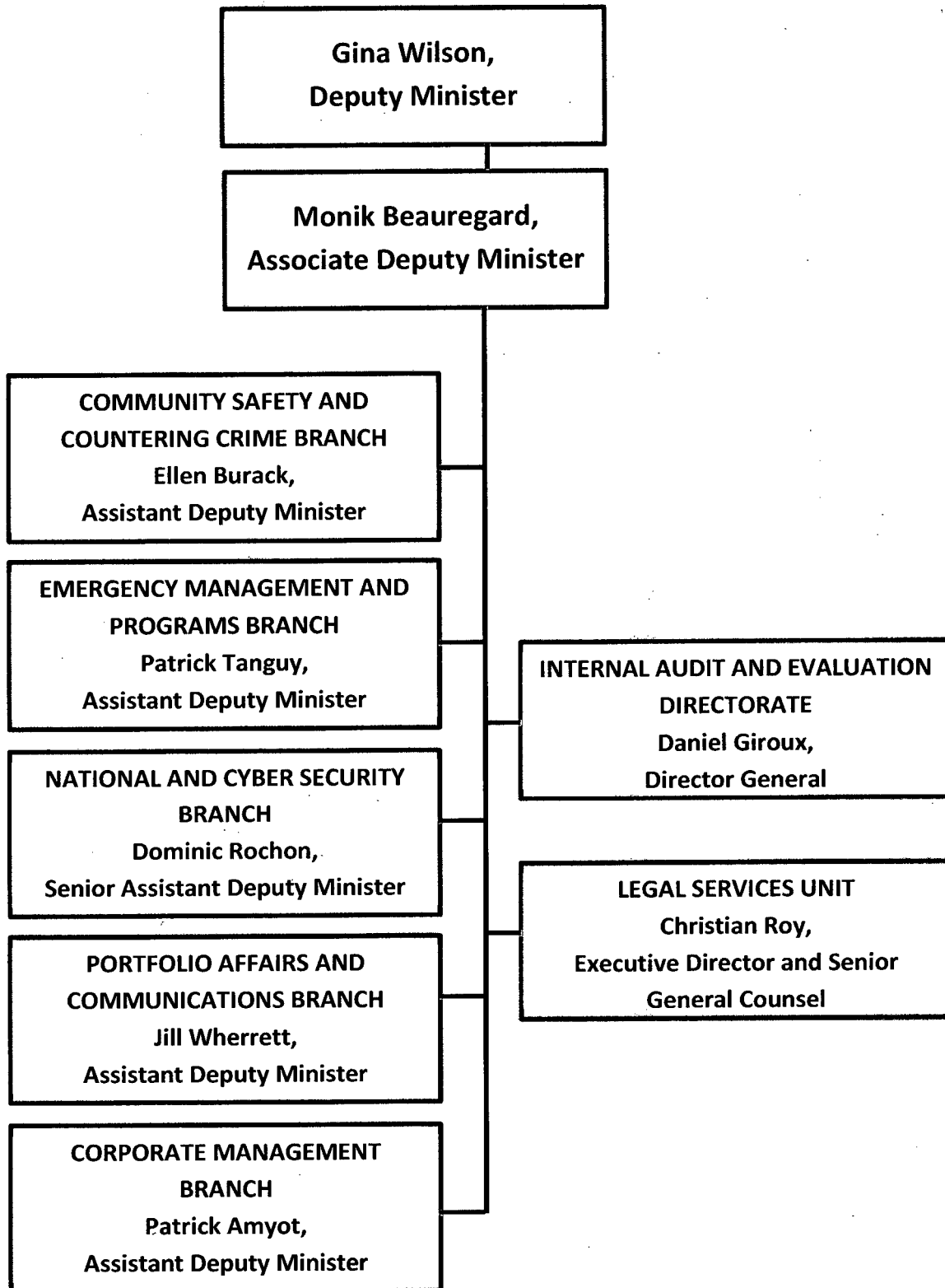


## Public Safety Portfolio Organizational Structure



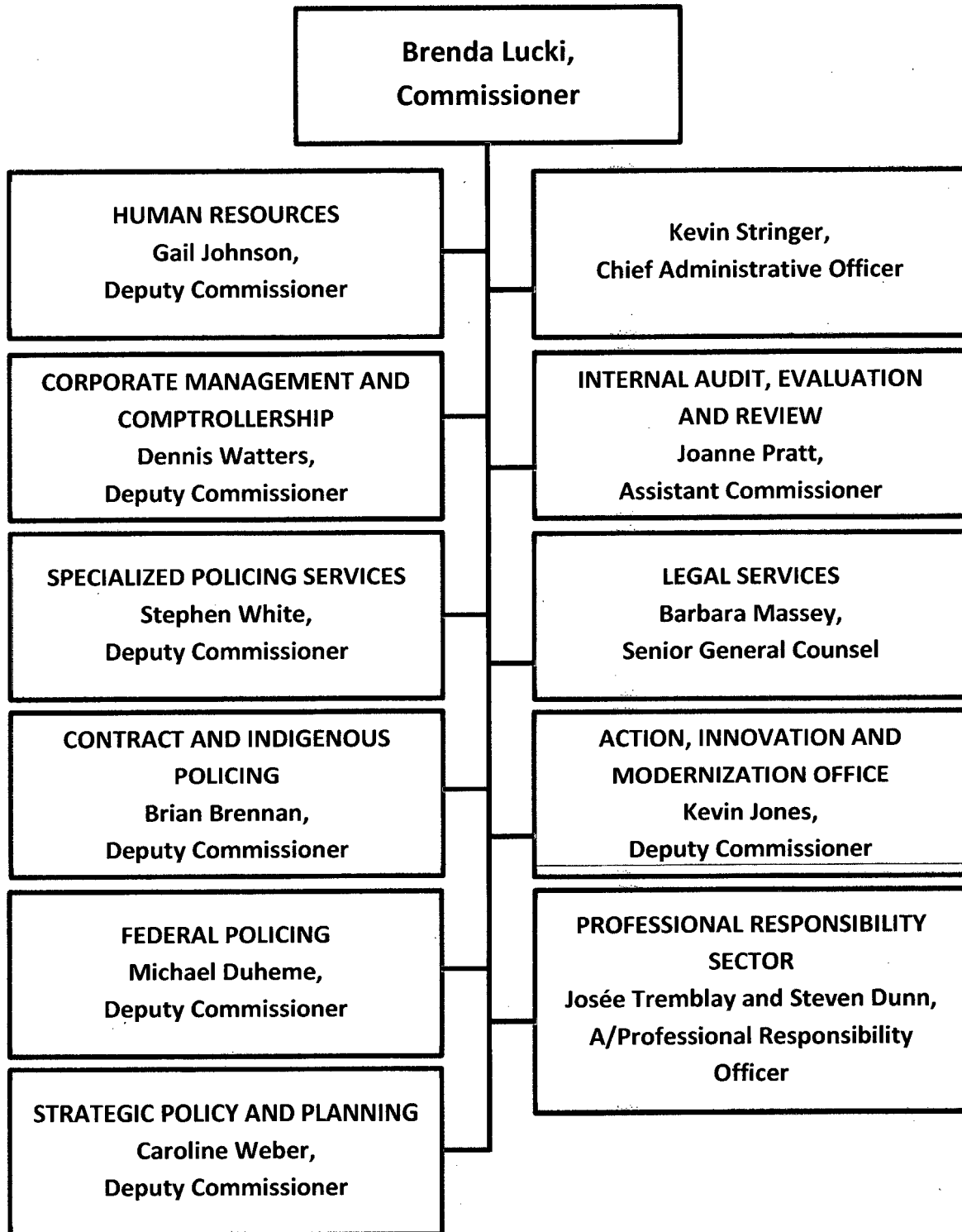


## Public Safety Canada Organizational Structure



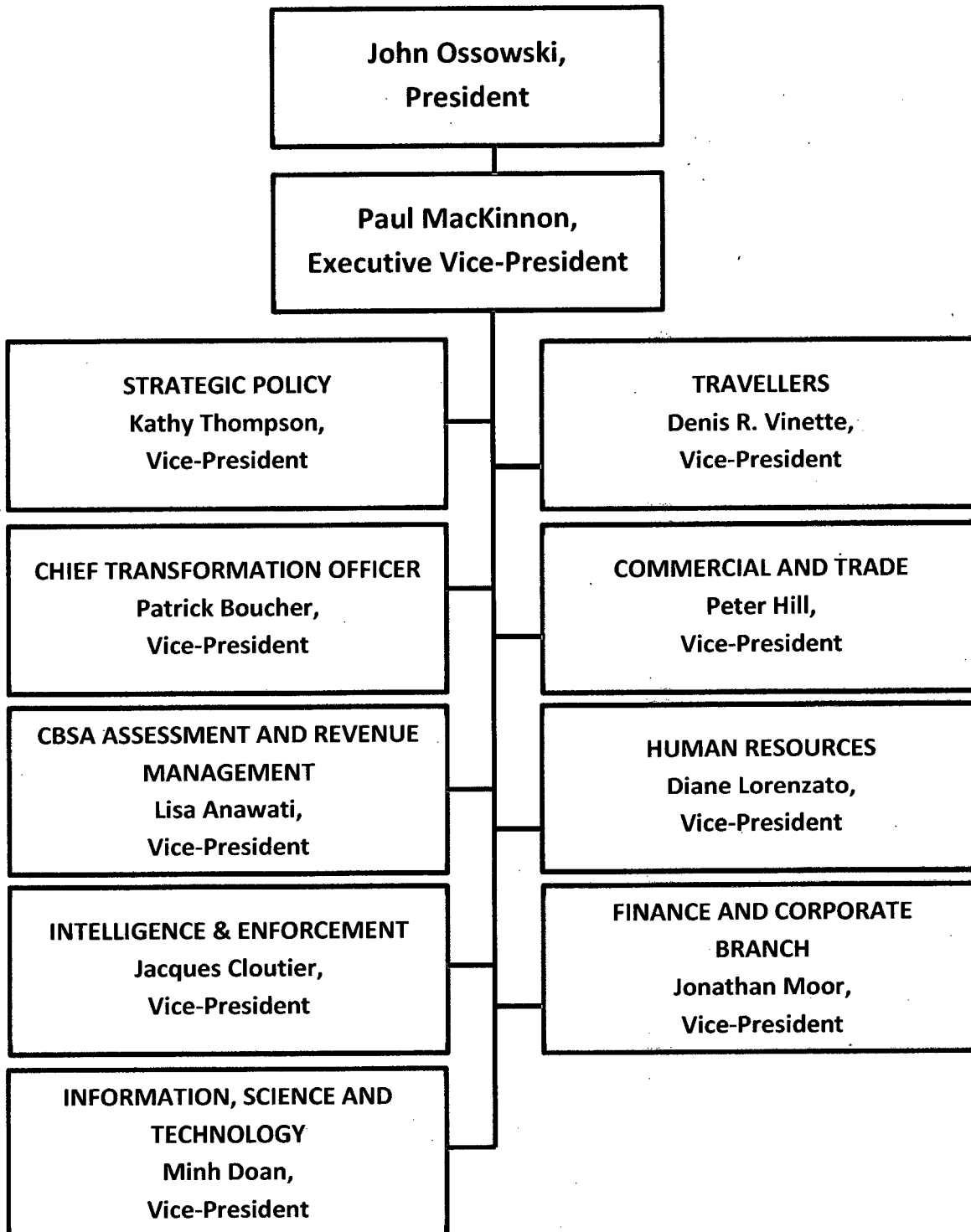


## Royal Canadian Mounted Police Organizational Structure



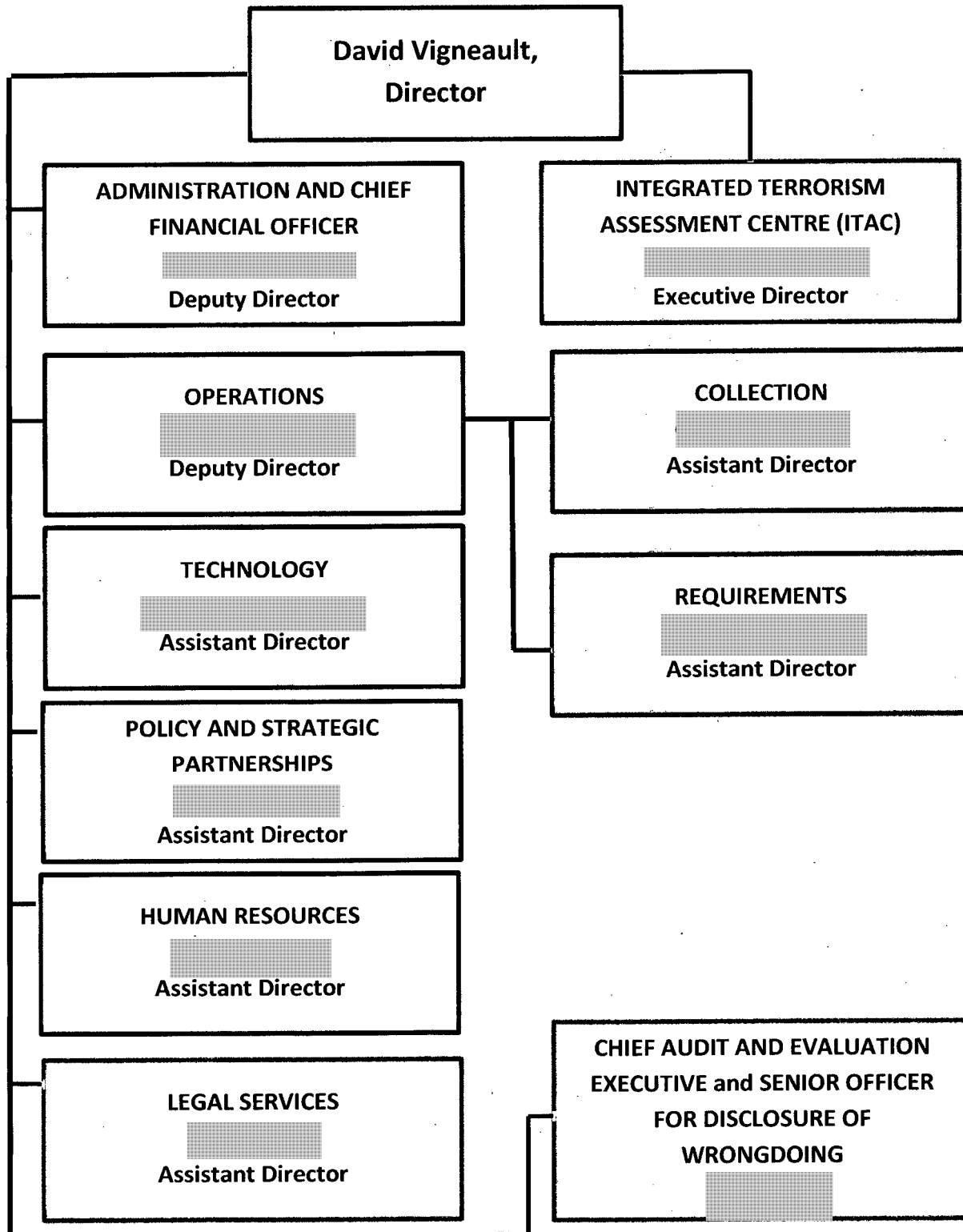


## Canada Border Services Agency Organizational Structure



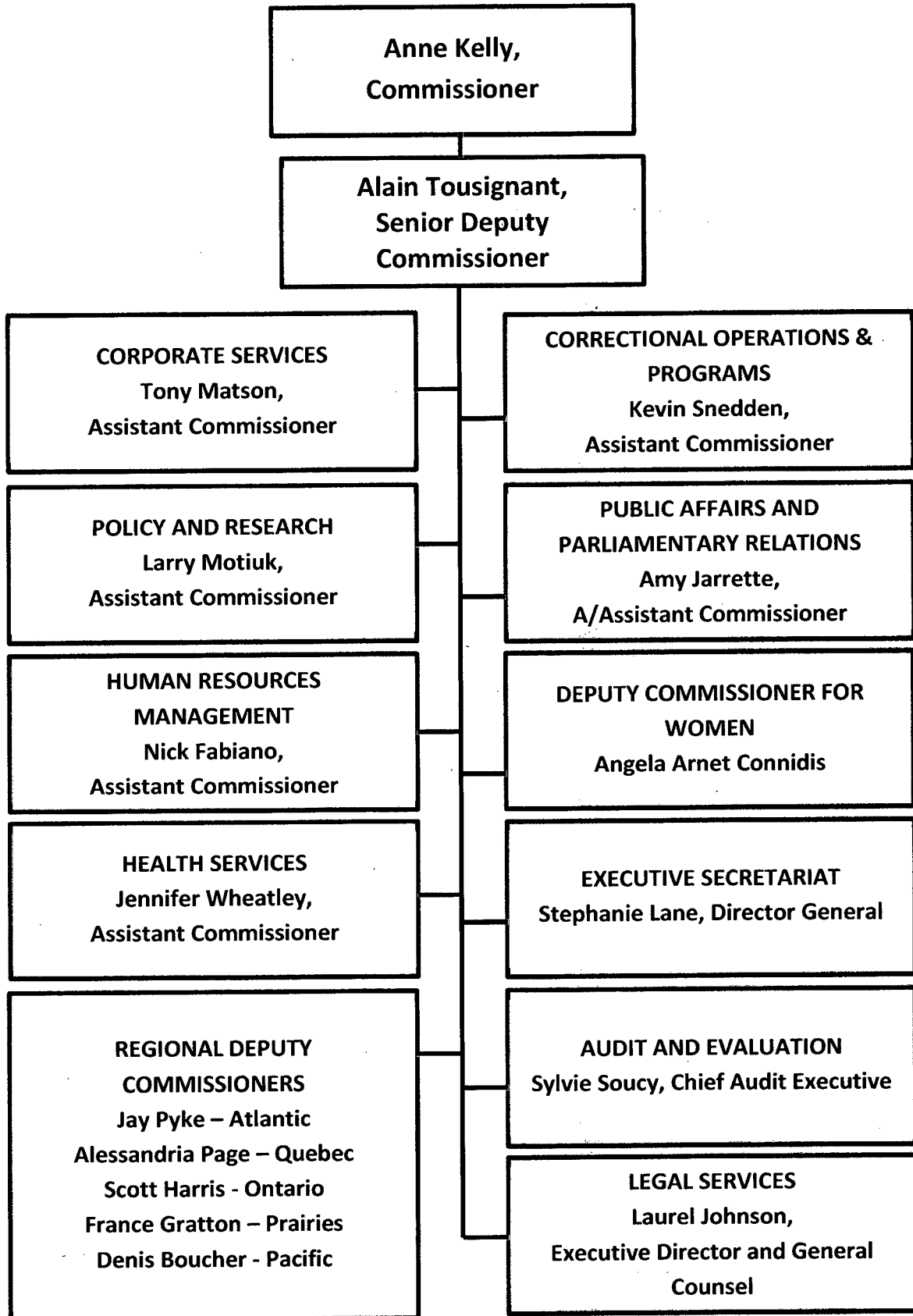


### Canadian Security Intelligence Service Organizational Structure



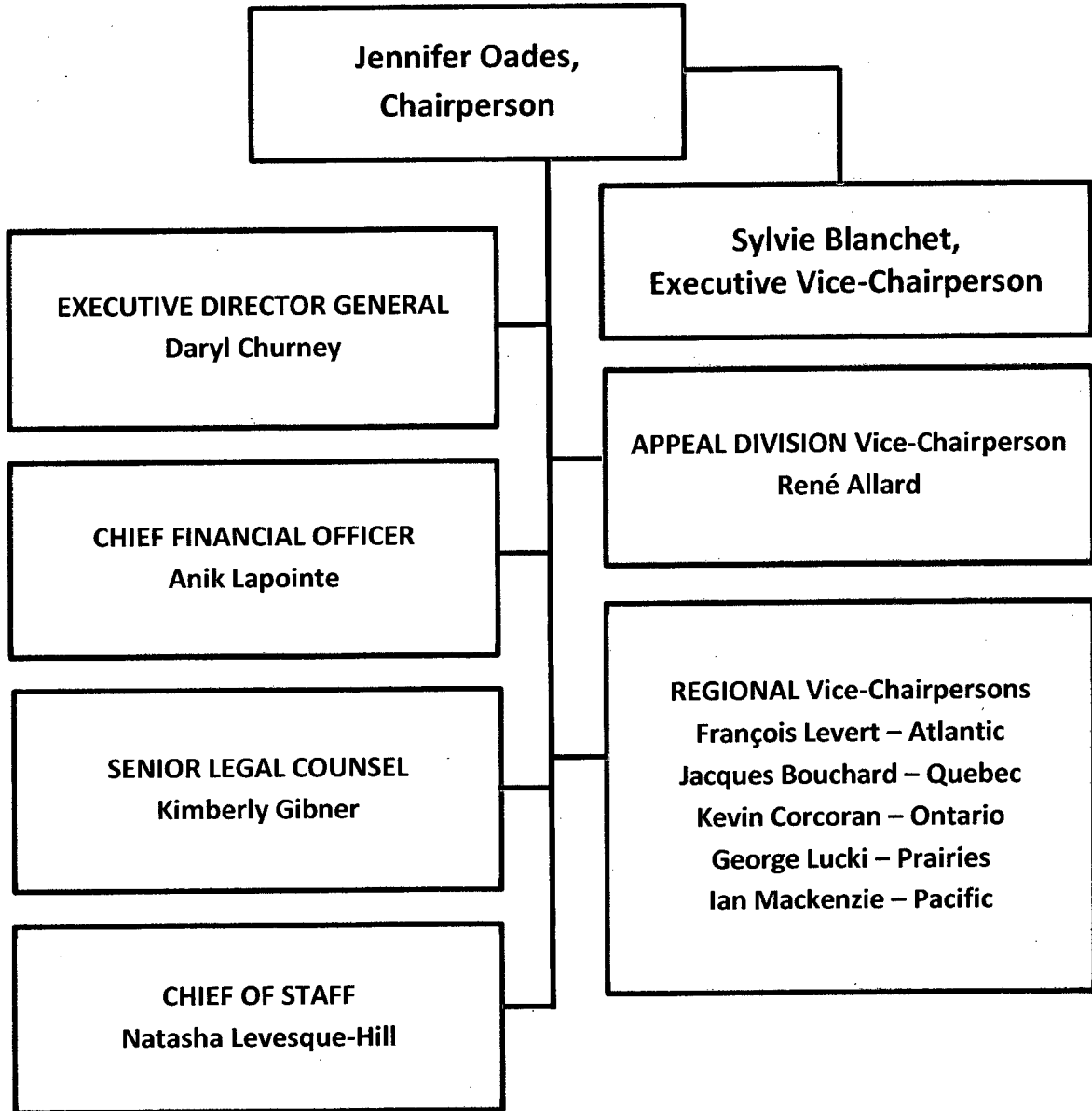


### Correctional Service of Canada Organizational Structure





## Parole Board of Canada Organizational Structure





## Public Safety Assistant Deputy Ministers

### Gina Wilson, Deputy Minister



Gina Wilson was appointed Deputy Minister of Public Safety Canada effective May 6, 2019.

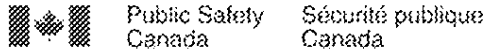
Gina Wilson is Algonquin and began her career in her First Nation community of Kitigan-Zibi as Executive Director of Health and Social Services and as Director of the Wanaki Treatment Centre. Ms. Wilson was a Senior Manager with the Assembly of First Nations (AFN), a national Aboriginal organization representing First Nation communities in Canada when she joined the Federal Government in 1996 and for five years served as Director General, Aboriginal Affairs at Correctional Service Canada. In 2003, she became Director General at Human Resources Skills Development Canada, before moving to the Privy Council Office (PCO) in 2005 as

Director General of Engagement, where she organized a First Ministers' Meeting.

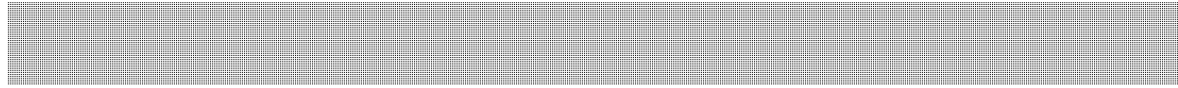
Ms. Wilson was appointed in 2006 as Assistant Deputy Minister (ADM) with Indian Residential Schools Resolution Canada and was a partner in the implementation of a settlement agreement for approximately 80,000 survivors of Indian Residential Schools in Canada. Her office oversaw the co-ordination of events leading to the Prime Minister's historic Apology on June 11, 2008. She then was named Senior Assistant Deputy Minister, Regional Operations, at Indian and Northern Affairs Canada (INAC) and was responsible for the implementation of operations and programming in seven regions. She was also a participant in the Advanced Leadership Program (ALP) in 2009.

Ms. Wilson was Assistant Deputy Minister of Emergency Management and Regional Operations at Public Safety Canada in 2011-2013, where she lead a national emergency management system and strategies to reduce and mitigate disasters in Canada and then was Senior Assistant Deputy Minister, Treaties and Aboriginal Government at Aboriginal Affairs and Northern Development Canada focused on reconciling Aboriginal and Crown interests through the negotiation and implementation of modern treaties.

Ms. Wilson was then appointed as Associate Deputy Minister at Employment and Social Development Canada in March 2014, where she served the Minister of State for Seniors and the Minister of State for Social Development, while tackling departmental efforts to reduce the backlog at the Social Security Tribunal. In addition, Ms. Wilson led initiatives such as "Job Bank/Job Match" - a national website to match employers and job seekers and several additional corporate and workplace initiatives. From 2015 to 2017, she was Associate Deputy Minister of Public Safety Canada where she focused her efforts on transforming the department to a healthy and caring workplace, and led files such as cannabis legislation,



firearms and criminal justice reform. Ms. Wilson was appointed as Deputy Minister for Women and Gender Equality, formerly Status of Women Canada, on May 23, 2017.





### **Monik Beauregard, Associate Deputy Minister**



Monik Beauregard was appointed Associate Deputy Minister of Public Safety Canada effective August 12, 2019.

Prior to her appointment, Ms. Beauregard was Senior Assistant Deputy Minister, National and Cyber Security Branch (NCSB) at Public Safety Canada, where she was responsible for advancing a cohesive strategic vision for both national and cyber security.

On both counts, the focus was on articulating and addressing a broad range of policy issues critical to shaping, modernizing and implementing the national security and cyber security frameworks. Ms. Beauregard played a leadership and convening role in developing policies, programs, structures, tools and planning mechanisms as well as providing strategic advice on how to remain effective in addressing new and emerging threats.

Prior to her appointment at Public Safety Canada, Ms. Beauregard played a key leadership role in providing functional direction for the Canada Border Services Agency's Enforcement and Intelligence Programs, including leading the development of the Agency's enforcement and intelligence priorities, strategies, policies and programs.

From April 2009 to 2014, Ms. Beauregard served as Executive Director of the Integrated Terrorism Assessment Centre (ITAC) where she led the transformation of the ITAC, including reviewing its core mandate programs and support functions. Ms. Beauregard has also previously worked at the Privy Council Office from August 2003 to April 2009, where she was Deputy Executive Director of the Intelligence Assessment Secretariat. While in those functions, she was responsible for setting the strategic direction of the Secretariat, as well as leading the coordination of key intelligence files.

Ms. Beauregard started her public service career with the Department of National Defence where she held a variety of policy and intelligence positions. She holds a Master's degree in Political Science from the Université de Montréal.



## Public Safety Assistant Deputy Ministers

### Ellen Burack, Assistant Deputy Minister, Community Safety and Countering Crime Branch



Ms. Burack has more than 25 years of experience in public policy development, program design and delivery, policy planning, research and analysis. Appointed in May 2018, she previously held the position of Director General of Environmental Policy at Transport Canada, working on a broad range of issues, including leading negotiations for Canada on reducing greenhouse gas emissions from international aviation and maritime shipping and various policy development, legislative and regulatory files. She has worked in a number of federal departments including Foreign Affairs and International Trade, Industry Canada, Environment Canada, and Public Works and Government Services, as well as at the Canada Science and Technology Museums Corporation, generally focused on

environmental and related matters. She began her government career as an economist, and was first appointed as a Director General in August 2007 responsible for greening federal government operations.

### Patrick Tanguy, Assistant Deputy Minister, Emergency Management and Programs Branch



Patrick Tanguy joined the Department of Public Safety in July 2017 as the Assistant Deputy Minister responsible for the Emergency Management and Programs Branch (EMPB). Prior to his appointment, Mr. Tanguy held various positions with increasing responsibilities in several departments including the Privy Council Office, Infrastructure Canada and the Department of National Defense. Most recently, Mr. Tanguy worked at the Privy Council Office as the Assistant Secretary to the Cabinet, Intergovernmental Relations, where he provided support to the Prime Minister for the planning and management of First Ministers Meetings focused on intergovernmental priorities. He has a Bachelor's degree in Political Science and a Master's degree in Public Administration, both from Université Laval (Québec City).



### **Dominic Rochon, Senior Assistant Deputy Minister, National and Cyber Security Branch**



Dominic Rochon joined the Department in October 2019. Prior to his appointment, he was Assistant Deputy Minister, People Management Systems and Processes at TBS. His responsibilities included Phoenix stabilization, leading in shaping a Next Generation HR and Pay solution, and contributing to the transformation of business solutions. Prior to this role, Dominic was Deputy Chief, Policy and Communications with the Communications Security Establishment (CSE), where he was responsible for the organization's Strategic Policy, Strategic Planning, Strategic Communications and Communications Services. Previously, Dominic served as Acting Director of Operations in the Security and Intelligence Secretariat at PCO. Earlier in his career, Dominic spent four years in TBS's

International Affairs, Security and Justice Program Sector. Dominic received his Bachelor's Degree in Political Science with Honours in International Politics from the University of Ottawa.

### **Jill Wherrett, Assistant Deputy Minister, Portfolio Affairs and Communications Branch**



Jill Wherrett was appointed in September 2017. Prior to her appointment as ADM, she was Public Safety's Director General, Strategic Planning, Research, Policy and International Affairs. Prior to joining Public Safety in 2012, Ms. Wherrett spent a number of years in various executive and senior advisor positions at Indigenous and Northern Affairs Canada, including leading the department's Parliamentary and Cabinet affairs functions and serving as an advisor on strategic policy and intergovernmental relations matters. Earlier in her career, she was a research officer with the Parliamentary Research Branch and policy advisor with the Royal Commission on Aboriginal Peoples. She holds a Bachelor's degree in Political Studies from Queen's University and a Master's degree in Political Science

from the University of British Columbia. In 2012, she completed the Certificate Program in Public Sector Leadership and Governance at the University of Ottawa.

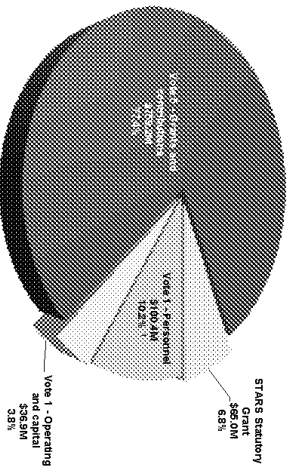


## **Patrick Amyot, Chief Financial Officer and Assistant Deputy Minister, Corporate Management Branch**



Patrick Amyot was appointed in June 2019. From October 2018 to June 2019, he was Director General of Programs in the Emergency Management and Programs Branch at Public Safety. Prior to that, he was Comptroller and Deputy Chief Financial Officer for the Department for three years. Patrick has been working within the federal government for 25 years. Since 2006, he has occupied various executive positions such as the Senior Director General, Integrated Corporate Accounting and Accountability at Employment and Social Development Canada. He has also held a range of positions with Industry Canada, Agriculture and Agri-Food Canada, the Office of the Privacy Commissioner of Canada, the Public Service Commission, and Transport Canada. Mr. Amyot holds a Bachelor's degree in accounting as well as a graduate diploma in Management accounting from the Université du Québec en Outaouais. He is a Chartered Professional Accountant (CPA) and a Certified Management Accountant (CMA).

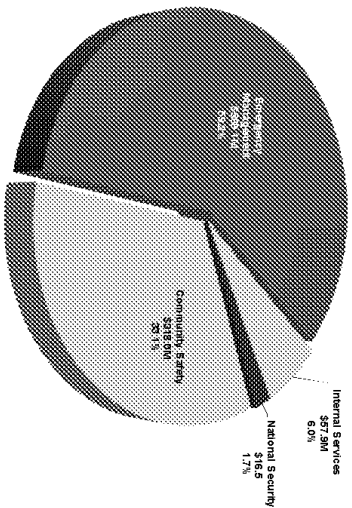
**Main Estimates by Vote**  
(as at September 28th, 2019)



**Income Description**

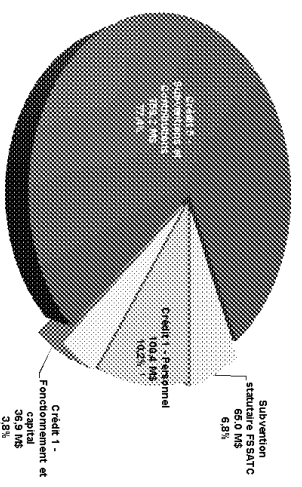
- Total authorities are \$261,512,836 and are allocated like this:
- 261,512,836 in Vote 1 - Grants and contributions;
- 517,442,232 (19.8%) in Vote 1 - Operating and capital;
- 536,894,524 (18.8%) in Vote 1 - Personnel; and
- 595,000,000 (16.8%) in STAR 8 Statutory Grant.

**Main Estimates by Core Responsibility**  
(as at September 28th, 2019)



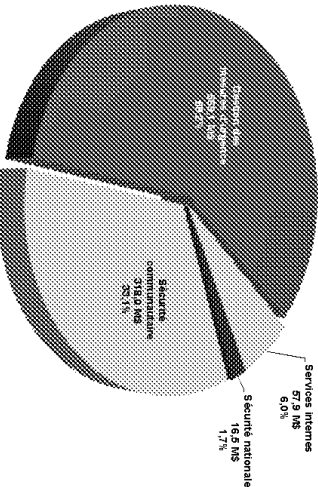
**Income Description**

- Total available authorities to date are \$261,512,836 and are allocated by core responsibilities:
- 146,250,000 for Strategic Management;
- 9,918,000 (3.8%) for Community Safety;
- 1,628,000 (0.6%) for National Security; and
- 557,836 (0.2%) for Internal Services.



**Description de L'Income**

- Les subventions totales s'élevent à 992,542,036 \$ et sont allouées comme ceci:
- 650 M\$ en STAR 8 FSB/C;
- 1,004 M\$ (0.2%) en Crédit 1 - Personnel;
- 2,727 M\$ (0.3%) en Crédit - Services internes;
- 2,529 M\$ (0.3%) en Crédit - FSB/C;
- 26,918 M\$ (8.8%) en Crédit 1 - Fournissement et capital; et
- 493,000,000 (16.8%) en Subventions réglementaire FSB/C.



**Description de L'Income**

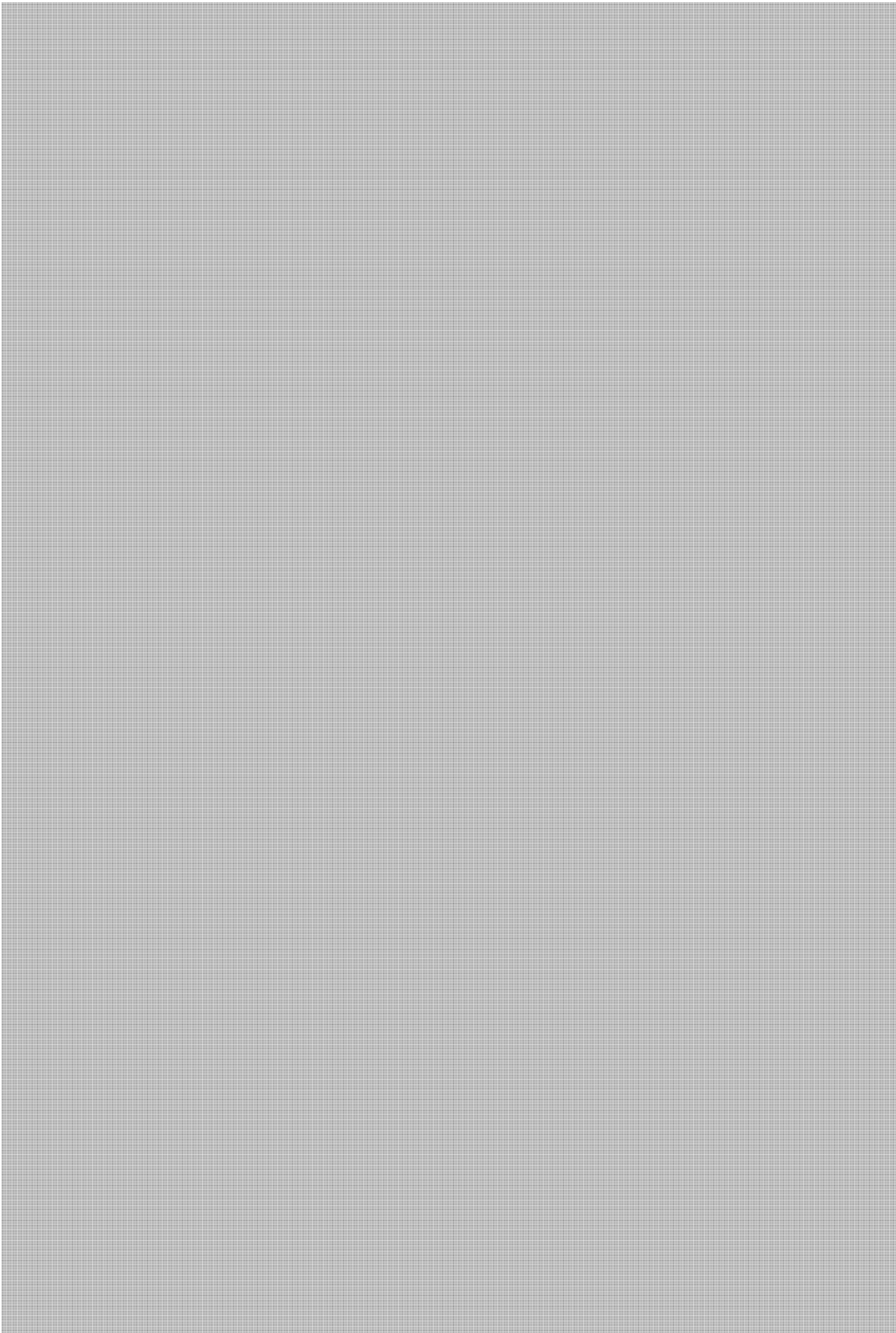
- Les autorisations totales s'élevent à 992,542,036 \$ et sont allouées par responsabilité essentielle:
- 146,250,000 \$ en Stratégie de gestion;
- 9,918,000 \$ (0.3%) en Sécurité communautaire;
- 163,000 \$ (0.02%) en Sécurité nationale; et
- 657,320,036 (1.7%) en Services internes.

(as at September 26th, 2019)

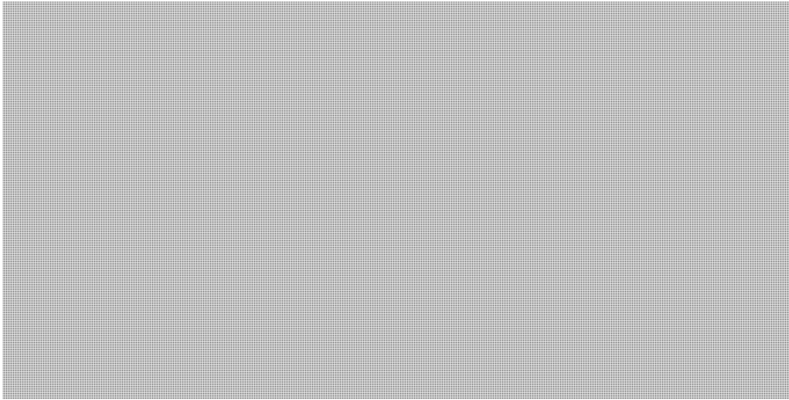
| Grants  | Authorities Date | to                |
|---|------------------|-------------------|
| Avalanche Canada Foundation                                     |                  | 25,000,000        |
| Grant - Memorial Grant for First Responders                     |                  | 21,600,000        |
| Countering Radicalization to Violence                           |                  | 3,500,000         |
| Heavy Urban Search and Rescue Program                           |                  | 3,100,000         |
| Canadian Red Cross for flood recovery efforts                   |                  | 2,500,000         |
| Sustaining Funding Program for National Voluntary Organizations |                  | 1,796,144         |
| National Crime Prevention Strategy                              |                  | 1,760,000         |
| National Crime Prevention Strategy                              |                  | 1,460,000         |
| Gender-Based Violence (Cyber Bullying)                          |                  | 300,000           |
| National Flagging System  |                  | 1,000,000         |
| <b>Total Grants</b>   |                  | <b>60,256,144</b> |

| Contributions   | Authorities | to                 |
|---|-------------|--------------------|
| Disaster Financial Assistance Arrangements  |             | 354,350,206        |
| First Nations Policing Program  |             | 156,230,605        |
| National Disaster Mitigation Program  |             | 57,061,000         |
| National Crime Prevention Strategy  |             | 40,696,275         |
| National Crime Prevention Strategy  |             | 32,050,899         |
| Youth Gang Prevention Fund  |             | 6,132,000          |
| Funding in support of non-legislative measures to address prostitution            |             | 2,113,376          |
| Gender-Based Violence (Cyber Bullying)  |             | 400,000            |
| Combat Serious and Organized Crime  |             | 24,246,395         |
| Drug-Impaired Driving   |             | 4,020,631          |
| Expansion of National Strategy for Protecting Children from Sexual Exploitation   |             | 16,058,764         |
| Online  |             | 3,050,000          |
| Strategy to Prevent and Address Gender-Based Violence                             |             | 917,000            |
| Addressing the Opioid Crisis  |             | 200,000            |
| Guns and Gangs  |             | 20,867,891         |
| First Nation & Inuit Policing facilities  |             | 13,100,000         |
| Search and Rescue New Initiatives Fund  |             | 7,540,500          |
| Biology Casework Analysis Contribution Program                                    |             | 6,900,000          |
| Policy Development Contribution Program   |             | 3,872,000          |
| Policy Development Contribution Program   |             | 362,000            |
| Support to Address Post-Traumatic Stress Injuries for Public Safety Officers      |             | 3,250,000          |
| Murdered Indigenous Women and Girls Intern Report: Our Women and Girls are Sacred |             | 260,000            |
| Countering Radicalization to Violence   |             | 3,500,000          |
| Aboriginal Community Safety Development Program                                   |             | 3,358,737          |
| Combat Child Sexual Exploitation and Human Trafficking                            |             | 2,035,600          |
| Communities at Risk   |             | 2,000,000          |
| Municipalities (including police force)   |             | 2,000,000          |
| Search and Rescue Volunteer Association of Canada                                 |             | 500,000            |
| International Association of Fire Fighters Canada                                 |             | 500,000            |
| SARSAT Secretariat  |             | 190,000            |
| <b>Total Contributions</b>  |             | <b>698,949,209</b> |

| Subventions   | Autorisation à ce jour |
|---|------------------------|
| Fondation Avalanche Canada  | 25 000 000             |
| Programme de subvention commémoratif pour les premiers répondants | 21 600 000             |
| Lutte contre la radicalisation menant à la violence               | 3 500 000              |



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## Sunsetter Funding - Ends in 2019-20

| Program Name   | Vote 1           | Vote 5            | Total Funding     |
|--|------------------|-------------------|-------------------|
| Action Plan to Address Family Violence and Violent Crimes Against Aboriginal Women and Girls   | 904,647          | 700,000           | 1,604,647         |
| Addressing the recommendations of the National Inquiry into Missing and Murdered Indigenous Women and Girls Interim Report: Our Women and Girls are Sacred | 243,838          | 260,000           | 503,838           |
| Biology Casework Analysis Contribution Program   | -                | 6,900,000         | 6,900,000         |
| Funding in support of non-legislative measures to address prostitution   | -                | 2,113,376         | 2,113,376         |
| National Counterfeit Enforcement Strategy (NCEs)   | 105,759          | -                 | 105,759           |
| Nation's Capital Extraordinary Police Costs Contribution Program (Budget 2015)   | -                | 2,000,000         | 2,000,000         |
| National Disaster Mitigation Plan (Federal Budget 2014)  | 2,632,059        | 57,061,000        | 59,693,059        |
| Funding in support of the Government Operations Centre Accommodations Project, Phase 1   | 1,230,450        | -                 | 1,230,450         |
| <b>Total</b>   | <b>5,116,753</b> | <b>69,034,376</b> | <b>74,151,129</b> |

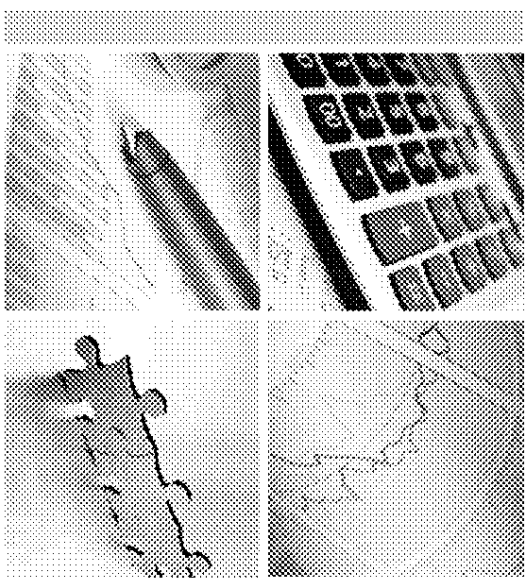
| Nom du programme  | Crédit 1         | Crédit 5          | Total du financement |
|---|------------------|-------------------|----------------------|
| Plan d'action pour contrer la violence familiale et les crimes violents à l'endroit des femmes et des filles autochtones  | 904 647          | 700 000           | 1 604 647            |
| Répondre aux recommandations de l'Enquête nationale sur le rapport des femmes et des filles autochtones disparues et assassinées: Nos femmes et nos filles sont sacrées | 243 838          | 260 000           | 503 838              |
| Programme de contribution aux analyses biologiques  | -                | 6 900 000         | 6 900 000            |
| Financement à l'appui de mesures non législatives pour lutter contre la prostitution  | -                | 2 113 376         | 2 113 376            |
| Stratégie nationale de répression de la contrefaçon   | 105 759          | -                 | 105 759              |
| Programme de contribution pour les coûts extraordinaires de police au sein de la capitale nationale (Budget 2015)   | -                | 2 000 000         | 2 000 000            |
| Programme national d'atténuation des catastrophes (Budget fédéral 2014)   | 2 632 059        | 57 061 000        | 59 693 059           |
| Financement à l'appui du projet de locaux du Centre des opérations du gouvernement  | 1 230 450        | -                 | 1 230 450            |
| <b>Total</b>  | <b>5 116 753</b> | <b>69 034 376</b> | <b>74 151 129</b>    |



Public Safety  
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AGENCE A SURETÉ AND RESCUE CANADA  
LE DÉPT EN CANADA SÉCURITÉ ET DÉFENSE

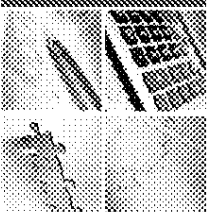


Public Safety Canada  
2019-20 Departmental Financial  
Situation  
Presentation to the Minister

RDIMS: 3392544



# Outline

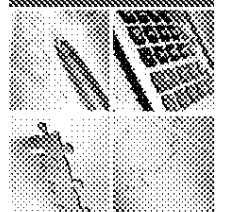


THE INFORMATION ACT / LA LOI SUR L'ACCÈS À L'INFORMATION

|   |          |
|---|----------|
| <b>Main Estimates 2019-20</b>                                     | <b>2</b> |
| <b>Main Estimates 2019-20 - Vote 5 Grants &amp; Contributions</b> | <b>3</b> |
| <b>Supplementary Estimates</b>                                    | <b>4</b> |
| <b>Sunsetter Funding - Ends in 2019-20</b>                        | <b>5</b> |
| <b>Delegation of Financial Signing Authority</b>                  | <b>6</b> |

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# Main Estimates 2019-20



The Department manages two (2) voted appropriations:

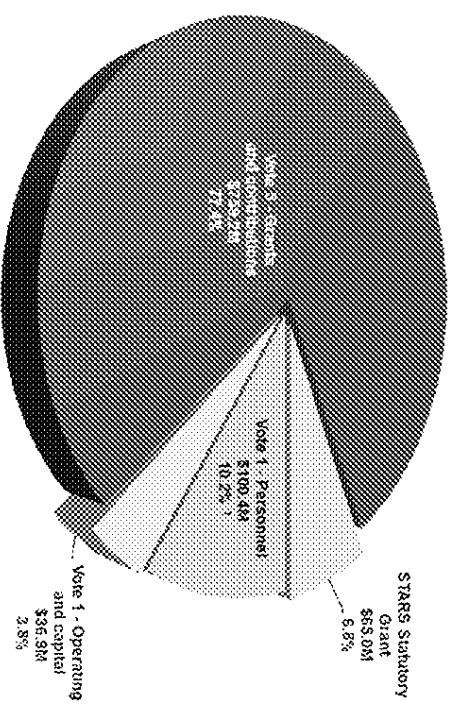
**Vote 1 – Operating expenditures (\$137.3 million):**

- Main Estimates have increased by 19.2% over the last five years (from \$115.2 million in 2014-15 to \$137.3 million in 2019-20).

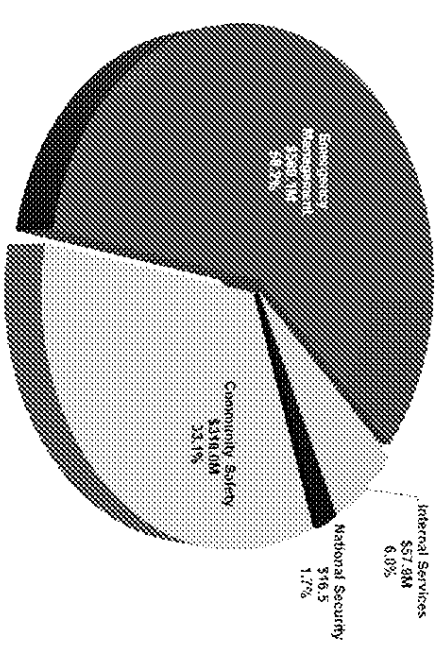
**Vote 5 – Grants & Contributions (\$759.2 million):**

- Main Estimates have decreased by 23.5% over the last five years (from \$993.0 million in 2014-15 to \$759.2 million in 2019-20). This is mainly related to temporary fluctuations in the timing of payments to be issued to provinces and territories for the Disaster Financial Assistance Arrangements (DFAA) program.

**2019-20 Main Estimates by Vote and Statutory Grant**



**2019-20 Main Estimates by Core Responsibility**



<sup>1</sup> Vote 1 - Personnel expenditures represent 1,136 FTEs

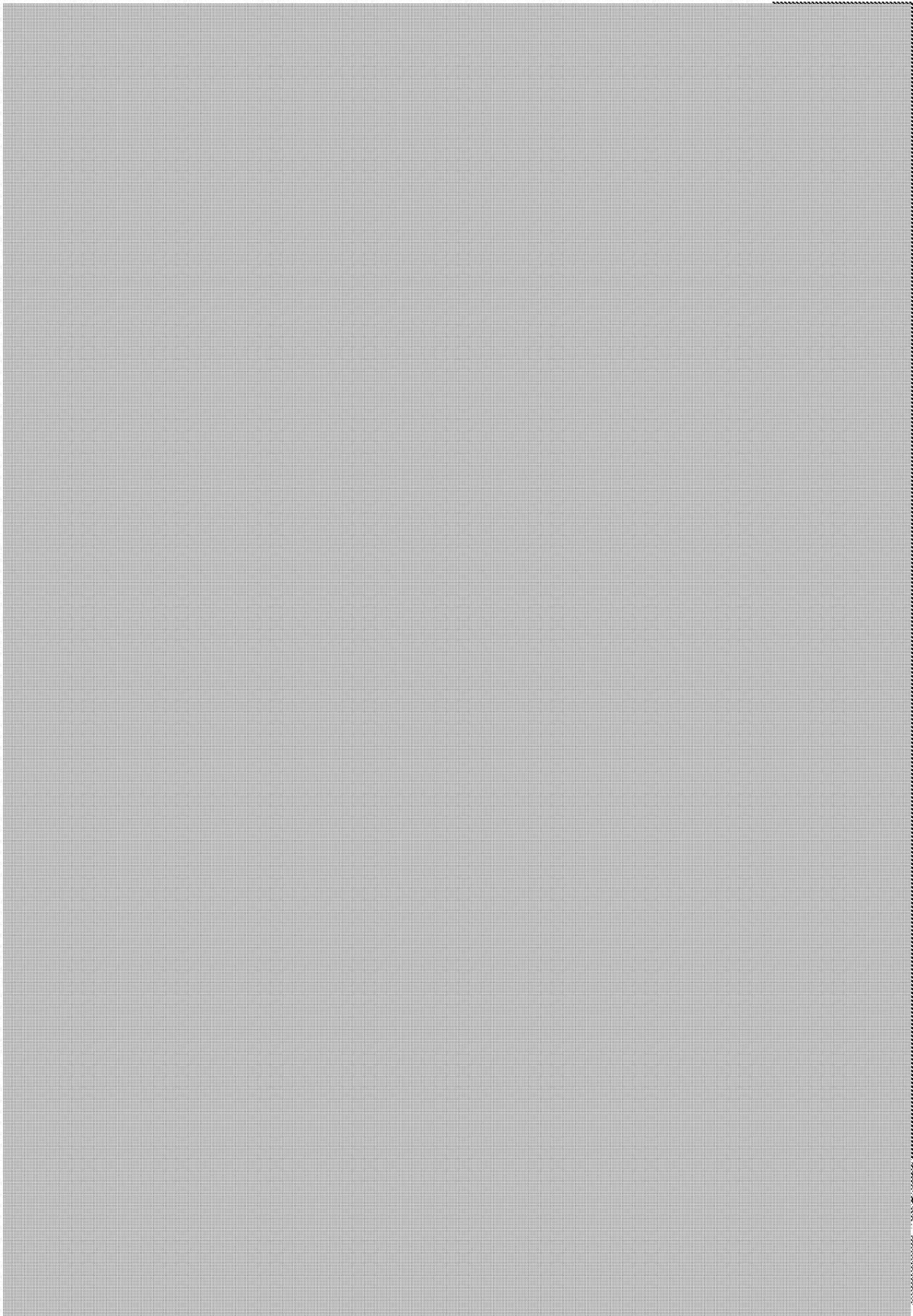
# Main Estimates 2019-20 - Vote 5 Grants & Contributions

The following table presents the programs funded through PS' Vote 5 in 2019-20

| Grants  | Authorities to Date |
|---|---------------------|
| Avalanche Canada Foundation                                     | 25,000,000          |
| Grant - Memorial Grant for First Responders                     | 21,600,000          |
| Countering Radicalization to Violence                           | 3,500,000           |
| Heavy Urban Search and Rescue Program                           | 3,100,000           |
| Canadian Red Cross for flood recovery efforts                   | 2,500,000           |
| Sustaining Funding Program for National Voluntary Organizations | 1,796,144           |
| National Crime Prevention Strategy                              | 1,760,000           |
| National Flagging System  | 1,000,000           |
| Total Grants  | 60,256,144          |

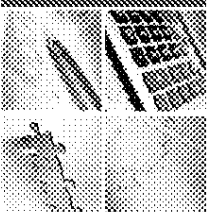
**Total Grants & Contributions:  
\$759,205,353**

| Contributions  | Authorities to Date |
|--|---------------------|
| Disaster Financial Assistance Arrangements   | 354,350,205         |
| First Nations Policing Program   | 156,230,605         |
| National Disaster Mitigation Program   | 57,051,000          |
| National Crime Prevention Strategy   | 40,656,275          |
| National Crime Prevention Strategy   | 32,082,636          |
| Local Community Policing Fund  | 6,142,000           |
| Funding in support of non-legislative measures to address prostitution                     | 2,115,575           |
| Gender Based Violence (Child Sexual)   | 400,000             |
| Combat Serious and Organized Crime   | 24,246,395          |
| Organized Crime and Organized Crime  | 4,011,631           |
| Organized Crime  | 16,086,764          |
| Elimination of National Strategy for Reducing Organized Crime (Budgetary Control)          | 1,654,000           |
| Strategy to Prevent and Reduce Transnational Trafficking                                   | 917,000             |
| Supporting the Criminal Justice System   | 209,000             |
| Guns and Gangs   | 20,867,891          |
| First Nation & Inuit Policing Facilities   | 13,100,000          |
| Search and Rescue New Initiatives Fund   | 7,546,500           |
| Biology Casework Analysis Contribution Program   | 6,900,000           |
| Policy Development Contribution Program  | 3,872,000           |
| Policy Development Contribution Program  | 361,656             |
| Support to Address Non-Harassment Sexual Assault for Public Safety                         | 1,282,000           |
| Addressing the re-entry/re-admission of the National Gangs and Serious and Organized Crime | 282,000             |
| Violence and Guns in Schools   |                     |
| Countering Radicalization to Violence  | 3,500,000           |
| Aboriginal Community Safety Development Contribution Program                               | 3,358,737           |
| Combat Child Sexual Exploitation and Human Trafficking                                     | 2,035,600           |
| Communities at Risk  | 2,000,000           |
| Municipalities (including police force)  | 2,000,000           |
| Search and Rescue Volunteer Association of Canada  | 500,000             |
| International Association of Fire Fighters Canada  | 500,000             |
| SARSAI Secretariat   | 190,000             |
| Total Contributions  | 696,949,209         |



Public Safety  
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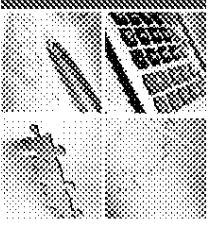
# Sunsetter Funding - Ends in 2019-20

s.69(1)(g) re (e)

| Program Name  | Vote 1            | Vote 3            | Total Funding     |
|---|-------------------|-------------------|-------------------|
| Action Plan to Address Family Violence and Violent Crimes Against Aboriginal Women and Girls  | 904,647           | 700,000           | 1,604,647         |
| Addressing the recommendations of the National Inquiry into Missing and Murdered Indigenous Women and Girls Interim Report Our Women and Girls are Sacred | 243,838           | 260,000           | 503,838           |
| BiologY Casework Analysis Contribution Program  | -                 | 6,900,000         | 6,900,000         |
| Funding in support of non-legislative measures to address prostitution  | -                 | 2,113,376         | 2,113,376         |
| National Counterfeit Enforcement Strategy (NCES)  | 105,759           | -                 | 105,759           |
| Nation's Capital Extraordinary Police Costs Contribution Program (Budget 2015)  | -                 | 2,000,000         | 2,000,000         |
| National Disaster Mitigation Plan (Federal Budget 2014)   | 2,632,059         | 57,061,000        | 59,693,059        |
| Funding in support of the Government Operations Centre Accommodations Project Phase 1   | 1,230,450         | -                 | 1,230,450         |
| <b>Total</b>  | <b>\$,116,753</b> | <b>69,034,376</b> | <b>74,151,129</b> |

## Delegation of Financial Signing Authority

- The Delegation of Financial Signing Authority (DFSA) allows Ministers to delegate their financial authorities associated with the expenditure process to authorized positions within the Department.
- The DFSA sets strict limits on approval levels that are consistent with Treasury Board policy and ensures an appropriate segregation of duties within the payment process.
- In this manner, the DFSA defines clear accountabilities for the exercise of financial authorities while ensuring that management controls are appropriate to the level of risk.
- Departments are required to provide new Ministers with an updated DFSA for approval within 90 days of a transition.
- Until the new DFSA is approved, departmental officials will continue to exercise financial authorities that were conferred under the previous DFSA.





## Community Safety and Countering Crime Branch Overview

### Branch Overview

The Community Safety and Countering Crime Branch (CSCCB) supports both the Minister of Public Safety and Emergency Preparedness and the Minister of Border Security and Organized Crime Reduction to execute their respective national leadership roles in policing, corrections, criminal justice, and border issues. These roles are supported through evidence-based policy, strategic advice, and federal-provincial-territorial and stakeholder engagement. The Branch also manages programs that support specific objectives with targeted partners, including program legislation, regulation, and machinery. To ensure collaboration and integrated efforts, the Branch also works closely with Public Safety Canada's Portfolio departments and agencies.

The Community Safety and Countering Crime Branch is comprised of 4 Directorates (Policing Policy Directorate; Law Enforcement and Border Strategies Directorate; Crime Prevention, Corrections and Criminal Justice Directorate and; Research, Intergovernmental Affairs and Horizontal Policy Directorate). Currently the Branch employs 192 full-time employees with an operating budget of approximately \$21 million and a Grants and Contributions budget of approximately \$38 million.

### Key Files and Responsibilities

**Indigenous Policing Policy:** policy advice on the First Nation Policing Program (FNPP) and policing in Indigenous communities; engagement on FNPP management, which implemented by the Emergency Management and Programs Branch in close collaboration with CSCCB; exploration of options in response to the Final Report of the National Inquiry on Missing and Murdered Indigenous Women and Girls (MMIWG); and, negotiation and implementation of modern treaty and self-government obligations as it pertains to the administration of justice.

**Firearms and Operational Policing Policy:** develop legislative, policy and regulatory requirements for the safe and legal use of firearms and firearms-related operational policing issues; and, policy expertise on Guns and Gangs and the administration of the *Firearms Act*.

**RCMP Governance and Modernization:** support to the overall implementation of the Royal Canadian Mounted Police (RCMP) transformation agenda (e.g., harassment resolution process, the Deputy Ministers' role as an ex-officio member of the Management Advisory Board and ongoing unionization of RCMP regular members).

**Contract Policing Program/Police Services Agreements:** leadership in managing the Contract Policing Program, which is the RCMP's largest business line; leadership, negotiations, interpretation and day-to-day administration of the 2012 Police Service Agreements that underpin the program and enable the RCMP, as the service provider, to deliver front-line policing services to all provinces and territories except Ontario and Quebec, as well as some



150 municipalities; and, leadership on a Program sustainability assessment and strategies to resolve ongoing disputes with certain jurisdictions.

**Security Cost Framework:** administration of the Major International Event Security Cost Framework to facilitate cooperation with partner jurisdictions by reimbursing, through contribution agreements, the incremental, extraordinary, justifiable and reasonable policing and security related costs incurred in support of RCMP-led security operations for Prime Minister-led events (e.g. G8/G20).

**Drug Policy:** *Cannabis:* policy development to ensure organized crime does not infiltrate the legalized system and prevent the cross-border transport of cannabis. *Drug Impaired Driving:* policy development, research and public awareness regarding the dangers of drug-impaired driving; coordination of national drug impaired data collection and reporting. *Opioids and other Drugs:* engagement with law enforcement partners to develop and implement strategies to reduce supply and interdict the flow of illicit drugs, including targeting pill presses used to produce illegal drugs and the distribution of opioids through the postal system and online; develop and deploy de-stigmatization awareness training for law enforcement.

**Border Law Enforcement and Immigration:** policy development to advance key immigration and law enforcement initiatives with a nexus to border security and integrity (e.g., irregular migration, advancing maritime security policy, and administering contribution agreements with Indigenous communities to improve law enforcement and combat contraband tobacco); engagement and collaboration with lead departments to advance national police services (e.g., DNA, forensic casework), including Government responses, regulatory and legislative amendments, and negotiation and administration of federal-provincial-territorial contribution agreements.

**Serious and Organized Crime:** The Branch leads initiatives to counter organized crime including human trafficking, child sexual exploitation on the internet, money laundering and witness protection.

**Crime Prevention Policy:** policy direction on evidence-based crime prevention priorities and initiatives; lead federal-provincial-territorial working group on crime prevention; research and evaluation for the implementation of the National Crime Prevention Strategy; policy engagement with the United Nations Commission on Crime Prevention.

**Indigenous Community Safety and Community Corrections:** policy direction underpinned by programming to Indigenous communities to develop community safety plans as part of the Action Plan to Address Family Violence and Violent Crimes against Aboriginal Women and Girls, as well as support Indigenous community engagement in the reintegration of Indigenous offenders; policy guidance to support departmental participation on the Deputy Minister Task Force on Reconciliation and the Deputy Minister Steering Committee for Aboriginal Justice.

**Corrections and Criminal Justice:** policy advice and support on corrections and criminal justice policy issues related to key legislation (i.e., *Corrections and Conditional Release Act*, *Criminal Records Act*, *Expungement of Historically Unjust Offences Act*, *International Transfer of Offenders Act*, *Sex Offender Information Registration Act* and the *Victims Bill of Rights Act*); policy direction and programming to support the reintegration of federal offenders, and engage with the National Joint Committee of Senior Justice Officials and the National Associations Active in Criminal Justice; funding to national voluntary sector organizations that support the reintegration of offenders and to Indigenous organizations for reintegration and alternatives to incarceration services for Indigenous offenders; management of the Public Safety National Office for Victims, which is responsible for outreach, referral services and educational activities to support victims of crime.

**Research:** evidence-based information and program evaluations to support policy development in the priority areas of crime prevention, corrections, criminal justice and law enforcement.

**Intergovernmental Affairs and Horizontal Policy:** strategic advice to Ministers, Deputy Minister and senior departmental officials to advance the federal-provincial-territorial public safety agenda and organize annual/bi-annual meetings to facilitate decision-making; corporate planning and reporting, including tracking of human and financial resources.

### Key Partners

CSCCB works with a variety of partners, including Portfolio organizations and other federal government departments and agencies with community safety, corrections and security-related responsibilities. The Branch also works with non-governmental organizations, provinces and territories, Five Eyes and other international partners, and Indigenous organizations and communities.

CSCCB is also engaged with a variety of tri-service organizations, like the Canadian Association of Chiefs of Police, First Nations Chiefs of Police Association, Canadian Police Association and the Canadian Association of Police Governance, National Police Federation, Canadian Fallen Firefighters Foundation, Canadian Firearms Advisory Committee, International Association of Firefighters, and Canadian Paramedic Association.



## Possible Public Safety Components of the National Action Plan to respond to the Final Report on Missing and Murdered Indigenous Women and Girls

### Background

A process is underway to develop a National Action Plan by summer 2020 in response to the National Inquiry into Missing and Murdered Indigenous Women and Girls (MMIWG) final report entitled, *Reclaiming Power and Place*, including over 231 Calls for Justice. This is expected to include broad-based engagement and discussion with First Nation, Inuit and Métis organizations and women's groups to determine priority areas. Interjurisdictional cooperation with provinces and territories will be required to effectively address the findings of the Inquiry.

The Minister of Public Safety and Emergency Preparedness's responsibilities fall within a number of Calls for Justice in the final report such as policing, the criminal justice system, human trafficking, community safety and the correctional system. Calls for Justice of particular interest to Public Safety include:

- Replacing the First Nations Policing Program with a new legislative and funding framework; transforming policing from a delegation to an expression of self-determination with equitable and stable funding;
- Creating Indigenous civilian police oversight bodies;
- Creating a national task force to review and, if required, reinvestigate cases;
- Implementing the Indigenous specific provisions of the *Corrections and Conditional Release Act* (SC 1992, c. 20); and,
- Addressing distinctions-based Calls for Justice specific to the Inuit, Métis and 2SLGBTQQIA community.

In response to the Inquiry's interim report, released in November 2017, the RCMP established the National Office of Investigative Standards and Practices, and Public Safety Canada launched a two-year review of policing policies and practices concerning relations between police and the Indigenous Peoples they serve.

### Status

Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC) has been leading the government-wide response to the final report, aimed at establishing an inclusive, distinctions-based (First Nations, Inuit and Métis) process for co-developing a National Action Plan in response to the Calls for Justice of the National Inquiry on MMIWG. A relatively short period of time during which to undertake discussions and co-develop options with multiple partners and stakeholders has been proposed.

The Public Safety portfolio has thoroughly reviewed the final report and its Calls for Justice. An officials-level task force has been established to identify recommendations pertinent to the portfolio and take stock of current activities underway.

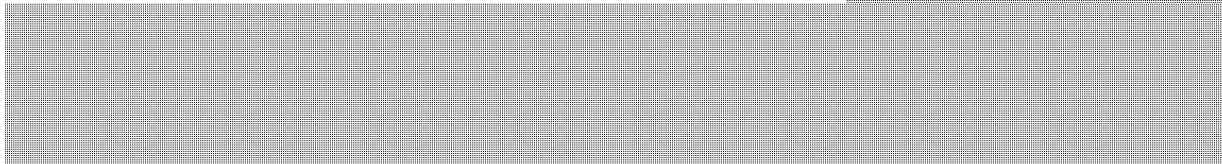


## Considerations

The implementation of the Calls for Justice will require extensive collaboration amongst various levels of government given provincial/territorial jurisdiction over policing and other elements of the justice system, particularly with respect to Indigenous policing which would require significant reform. Additionally, Indigenous women and girls, communities and Indigenous organizations will expect to be active participants as this process unfolds.

s.21(1)(c)

The final report's call for the creation of a national task force to reinvestigate unresolved files would require provincial and territorial agreement as well as collaboration and partnership with other levels of government, police forces and Indigenous people.



Provinces and territories have signalled a commitment to working collaboratively with the federal government to respond to the final report. To date, only the Northwest Territories has released an initial formal response, entitled "Doing Our Part". The Government of Quebec has indicated it will not be responding to the National Inquiry prior to the conclusion of the Public Inquiry Commission on relations between Indigenous Peoples and certain public services in Quebec, the Viens Commission, later this fall.

## Next Steps

Public Safety Canada will continue to work with federal partners on the development of a National Action Plan as well as options for responding to the Calls for Justice within its mandate.

Officials will continue to participate in various MMIWG fora, including a Federal/Provincial/Territorial Working Group, the CIRNAC-led Steering Committee and the Public Safety Portfolio Task Force.



## First Nations Policing Program

### Background

The First Nations Policing Program (FNPP) financially supports professional, dedicated and responsive policing services to First Nation and Inuit communities in Canada. The Program was created in 1991, and has faced increasing criticism over the years as being inappropriate for funding an essential service such as policing. Recent reports, such as the Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls (MMIWG) stress the limits of the current model while pointing to the need for fundamental transformation.

FNPP policing agreements are cost-shared between the federal government (52%) and the relevant province or territory (PT) (48%). This cost-share ratio reflects a shared interest pursuant to the *Constitution Act, 1867*, where the federal government has legislative jurisdiction for “Indians, and lands reserved for Indians” (s.91(24)) and PTs have exercised their legislative jurisdiction over the administration of justice, including policing (s.92(14)).

In 2018-2019, Public Safety Canada (PS) provided close to \$146 million under the FNPP to support more than 1320 police officer positions in over 450 communities in Canada.

### Status

In January 2018, a total investment of up to \$291.2 million over five years was allocated for policing in First Nation and Inuit communities currently served under the FNPP. This funding, which is ongoing and includes a 2.75% annual increase, included support for priorities such as officer safety, salaries and policing equipment, as well as for up to 110 additional police officer positions for existing FNPP agreements.

FNPP funding supports two main types of policing agreements:

1. **Self-Administered Police Service Agreements (SAs):** where a First Nation or Inuit police service is authorized or established by the PT government, and provides primary (day-to-day) policing services to a First Nation or Inuit community; and
2. **Community Tripartite Agreements (CTAs):** where a contingent of officers from the RCMP provide dedicated policing to a First Nation or Inuit community that is intended to supplement the level of PT policing services provided to that community. CTAs are made pursuant to bilateral Framework Agreements between Canada and the participating PT.

A federal investment of \$88.6 million over seven years was also announced in November 2018 to repair, renovate or replace policing facilities owned by First Nation or Inuit communities. Similar to the FNPP, this dedicated funding is cost-shared (52% federal and 48% PT).



## Considerations

The FNPP has been criticized by key policing and Indigenous stakeholders, including the Assembly of First Nations (AFN), First Nations Chiefs of Police Association and the Canadian Association of Chiefs of Police, who view a discretionary contribution program like the FNPP, where communities have to compete with each other for limited funding, as inconsistent with the principles of self-determination and reconciliation. The AFN's 2019 election priorities document calls upon the federal government to develop and implement a statutory framework recognizing First Nations Police Services as essential services with appropriate funding. In addition, Call for Justice 5.4 of the Final Report of the MMIWG National Inquiry explicitly called for the FNPP to be replaced with a new legislative and funding framework – to be co-developed with PTs and Indigenous peoples – that must, at a minimum, provide equitable funding levels with all other non-Indigenous police services in Canada.

Despite recent funding announcements, demand for funding continues to exceed the available FNPP budget, due to cost drivers such as the need for additional officers, equipment and infrastructure. In addition, one-third of First Nation communities are not currently covered under the existing FNPP footprint, Métis communities remain ineligible for the Program, and there are no FNPP agreements in Inuit communities in Nunavut (and very limited presence in other Territories).

The Canadian Human Rights Tribunal (CHRT) is currently hearing two complaints against PS related to the FNPP: one from First Nation communities in northern Ontario (Mushkegowuk) and one in a First Nation in Quebec (Mashteuiash), alleging that the level of funding for policing services is less than that provided to non-Indigenous communities. The Ontario case is currently in abeyance while a pilot project for police officer housing is implemented. The Quebec case will be heard in December 2019.

## Next Steps

Should the Government of Canada move toward developing and implementing a legislative and funding framework for Indigenous policing, consistent with Call for Justice 5.4 of the Final Report of the MMIWG National Inquiry, a budgetary decision would be required to support the co-development process with Indigenous communities, provinces and territories.



## Expanding the Memorial Grant Program

### Background

The opportunity exists to expand the Memorial Grant Program for First Responders to include correctional officers, as well as continue to consult with other public safety workers to further broaden the program as appropriate.

Presently, the program provides a lump sum, tax-free payment of up to \$300,000 to family members of police officers, firefighters and paramedics (first responders) — employed full-time or part-time, or formally engaged as a volunteer — who have died on or after April 1, 2018, as a result of their duties, that is, the death resulted from a fatal injury, an occupational illness, or a psychological impairment (suicide). Individuals who are not part of the eligible classes but who are performing the duties of a first responder at the time of their death are encouraged to apply, and are considered for the grant, on a case-by-case basis.

To date, memoranda or letters of agreement have been signed [REDACTED] — that have committed to take best efforts so that the grant is incremental to existing benefits and is not subject to any reduction under a provincial/territorial program. We anticipate agreements will be in place with the remaining jurisdictions by the end of 2019. (Public Safety Canada will issue a payment to an eligible recipient whether or not such an agreement has been signed.)

### Status

Since the program launch on April 1, 2018, [REDACTED] applications have been received — 79% [REDACTED] from the families of firefighters, 16% [REDACTED] from police and 5% [REDACTED] from paramedics.

s.19(1)

It follows that occupational illness (cancer) has been the leading cause of death [REDACTED].

The provinces with the largest number of applicants are: Ontario [REDACTED], Alberta [REDACTED], and British Columbia [REDACTED].

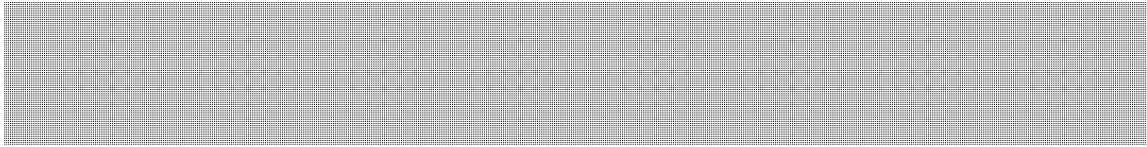
We estimate that [REDACTED] payments will be made in fiscal year 2019–20.

### Considerations/Next Steps

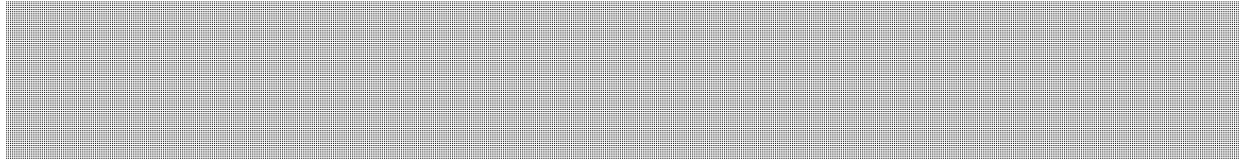
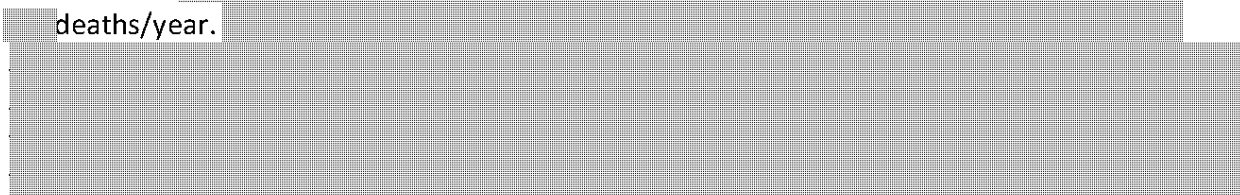
Expanding the program to include correctional officers (and other public safety workers) would not be complex and could be done quickly. Such a change to the program terms and conditions may be achieved by means of a letter from the Minister of Public Safety and Emergency Preparedness to the Treasury Board President.



Correctional officers, their families and unions are likely to welcome the proposal.



Existing annual funding of \$21.6 million covers [redacted] grant payments. For the period of 2012–19, an estimated [redacted] correctional officers died in the line of duty ([redacted] by suicide) for an average of [redacted] deaths/year.





## RCMP Governance, Transformation and Modernization

### Background

In the past decade, numerous independent expert reviews of the RCMP have resulted in more than 200 recommendations for governance change in order to: address recurring program integrity; promote a safe and healthy workplace; and enable required transformation at the RCMP. A series of changes are underway and under development to tackle these challenges.

Pursuant to the *Royal Canadian Mounted Police Act* and *Department of Public Safety and Emergency Preparedness Act*, the Minister of Public Safety and Emergency Preparedness — who is accountable to Parliament for the RCMP — may provide direction to establish the RCMP's objectives, priorities and goals in relation to public safety and emergency preparedness. The Commissioner has control and management of the RCMP under the Minister's direction. The Department supports and provides independent advice to the Minister, e.g., to help enable machinery and administrative reforms, on funding proposals and on strategies to enhance accountability of the RCMP.

In March 2018, Brenda Lucki, the 24<sup>th</sup> Commissioner, was selected to lead the RCMP. Highlights of her Vision 150 plan and 'People First' approach to modernize the RCMP include: greater civilianization of non-operational roles, enhanced leadership training, increased employee wellness supports, and investments to increase efficiency and enhance policing capacity.

### Status

RCMP efforts are underway with regards to implementing all 13 recommendations from reviews on harassment by the Civilian Review and Complaints Commission (CRCC) and by former Auditor General Sheila Fraser. The RCMP is also involved in four significant class actions on harassment.

In 2017, the Merlo/Davidson settlement was approved and as a result, compensation is being provided to certain female RCMP employees. In 2019, the Tiller agreement was approved to provide compensation for other women working with the RCMP, e.g., municipal employees in RCMP buildings. Two actions — Gray and Greenwood and AMPMQ — are ongoing and seek compensation for other male and female employees, volunteers and other individuals.

In July 2019, changes to the RCMP Act came into force to make permanent a Management Advisory Board, as recommended by the CRCC and Ms. Fraser. Its 13 members are in place and providing expert external advice to the Commissioner to help guide foundational changes. Of note, the creation of the Board did not change the existing authorities of the Minister of Public Safety and Emergency Preparedness, of the Commissioner or of Treasury Board as the employer.



Also in July 2019, regulations were approved to prescribe a definition of “serious injury” in order to clarify when the RCMP must invoke its obligations to initiate an external investigation of a death or serious injury incident as set out in the *RCMP Act*. In August 2019, a new Chief Administrative Officer of the RCMP (Associate Deputy Minister) was appointed to play a lead role in the administrative management of the organization.

Other initiatives of note intended to better address emerging threats and resource pressures are, a realignment of federal policing resources and a renewed people strategy.

### **Considerations/Next Steps**

A recent review of the entire RCMP budget focused on funding for systematic program integrity gaps, enhancements to operational and technical capabilities and transformation. Some of the pressures identified have been addressed, while others remain.

Enhancements to the RCMP’s harassment resolution process have been proposed to make it more accessible, independent and timely, to address CRCC and Fraser recommendations and to comply with amendments to the *Canada Labour Code*. This would require additional funding.

The pending unionization of officers — which will magnify fiscal and human resource pressures — heightens the need to modernize the RCMP. Delays in the certification of a bargaining agent have prevented the RCMP from addressing officer pay and other terms and conditions of employment, which remain frozen. The Commissioner has identified the resulting officer dissatisfaction as an obstacle to advancing transformation. The Department is working with the RCMP and Treasury Board Secretariat officials to develop a bargaining strategy that extends beyond human resource management to consider modernization, cost containment and the impact on provincial/territorial and municipal contract jurisdictions.

A separate note describes work on an examination of the sustainability of contract policing, which is also central to RCMP transformation and modernization.



## Contract Policing

### Background

The Minister of Public Safety and Emergency Preparedness is accountable for the management and the conduct of the RCMP and for the extent and quality of the services it provides, including under the 166 bilateral Police Service Agreements between the Government of Canada and provincial/territorial and municipal governments where the RCMP is employed by these jurisdictions to provide front line policing. While the Minister is not involved in the day-to-day management of the RCMP and service delivery in contract jurisdictions, the Department supports the Minister's role as contract policing program authority and provides advice on important management and administrative issues that affect the services under the contracts, have resourcing implications and relate to the relationship with contract jurisdictions.

The RCMP is also accountable to the Minister responsible for policing matters in contract jurisdictions (whereas federal policing duties are managed entirely at the federal level). When the RCMP is acting as a provincial or territorial police force, it is the provincial/territorial Minister that sets those police services' priorities. Provincial/territorial ministers can also increase or reduce the number of RCMP officers in their forces (unless the Minister believes the reduction would go below a minimum standard.)

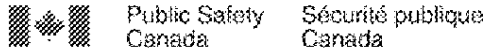
This shared accountability is significant as over 60% of RCMP resources (\$2.6 billion) and over 70% of RCMP officers (13,723) are assigned to contract policing in eight provinces (all but Ontario and Quebec), in the territories and in 153 municipalities. Under the contracts, the RCMP is the police service for about 22% of Canada's population in about 75% of Canada's geographic land mass and in much of rural Canada.

Under the existing 20-year agreements (signed in 2012 and in effect to 2032), the Government of Canada pays a share of the policing costs of contract jurisdictions — provinces and territories and municipalities with populations under 15,000 now pay 70%, and municipalities with populations over 15,000 pay 90% of eligible costs.

### Status

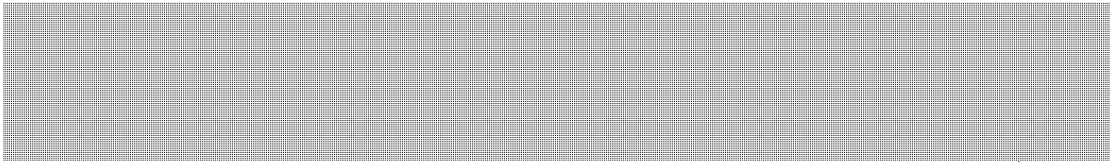
Public Safety Canada and the RCMP have confirmed that there are systemic sustainability challenges impacting the whole of the RCMP:

- The demand for contract officers outstrips the RCMP's capacity to recruit and train.
  - Under-resourcing is resulting in officer health and wellness concerns.
- Federal policing responsibilities have been and are being eroded to meet contract demands.
  - Since 2010, contract officers increased 17% and federal officers decreased 30%.
  - Budget reductions/shortfalls have disproportionately impacted federal policing.



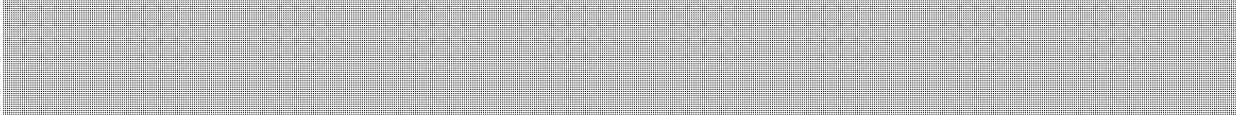
- The program is costly and Government of Canada is not recovering all costs related to policing in contract jurisdictions.
  - The federal share is approaching \$750 million annually (from \$618 million in 2012–13).
  - Various studies have found a deficit in what is cost-shared relating to, e.g., disability, civil litigation and administration.

### Considerations

- Provincial responsibility for the administration of justice includes policing matters. It has been the Government of Canada's objective since the 1960's to decrease its contract policing financial liability.
- There is growing dissatisfaction from contract jurisdictions relating to, e.g., costs, officer vacancies and the resultant impact on community safety.
  - 
  - Surrey, B.C. — the largest contract municipality — has proposed to transition from the RCMP to an independent municipal force; others are also considering alternatives.
- The pending unionization of officers will magnify fiscal and human resource pressures.

### Next Steps

A dedicated Public Safety-RCMP team is developing proposals to: 





## Firearms and Guns and Gangs

### Background

Escalating firearms-related violence is fueling public concern and has given rise to demands for further federal action. Since 2013, gang-related homicides in Canada's largest cities have almost doubled and shootings have now become the most common method of homicide in our country. There were 266 firearm-related homicides in 2017, compared to 134 in 2013, with a decline to 249 in 2018. Montreal and Toronto city councils have called for a ban on handguns.

Gun and gang violence is complex and constantly evolving. Collaboration is required among all levels of government, academics and community groups to address the social determinants of crime (e.g. poor housing, limited access to education and/or jobs, and appropriate interventions for at-risk youth).

The federal approach to combat gun violence has focused on: legislative elements related to regulating legal firearms; program elements targeting the criminal use of firearms and gun violence, and interdicting the entry of guns into the illicit marketplace; and, public consultations on a potential ban of certain types of firearm and other possible measures to address gun crime.

### Status

Regarding legal ownership, *An Act to amend certain Acts and Regulations in relation to firearms* (Bill C-71) received Royal Assent on June 21, 2019. Measures now in force include: a *Criminal Code* amendment to clarify that firearms seized upon issuance of a prohibition order shall be forfeited to the Crown (in response to *Roggie v. Ontario*); and, allowing the Commissioner of Firearms, upon request by the Quebec Minister of Public Safety, to provide the remaining Quebec records of non-restricted firearms to the Government of Quebec.

Additional measures, such as strengthened background checks, tightened restrictions on the transport of restricted and prohibited firearms, business record-keeping of firearms transactions, and revised authority to determine the classification of firearms, would come into force on Order-in-Council over the next couple of years, once administration and systems arrangements are in place.

Regarding programming to combat illegal gun and gang activity, the *Initiative to Take Action Against Gun and Gang Violence* provides resources to provinces and territories (PTs) to bolster prevention, gang exit and outreach programming; intelligence sharing; and, law enforcement capacity. Agreements have been signed with all PTs except Quebec and Prince Edward Island. The Royal Canadian Mounted Police (RCMP) and the Canada Border Services Agency (CBSA) also received resources to enhance firearms investigations and strengthen border controls to prevent smuggling.



Public consultations were held in 2018 on the question of banning certain types of firearms such as handguns and assault-style weapons, in response to mass shooting events in Canada, the United States, New Zealand and elsewhere. While the consultations revealed that Canadians are strongly polarized on the effectiveness of a gun ban, several other measures emerged, including: tightening regulations on secure storage to deter theft; adding an administrative suspension element to the licencing regime, or other mechanisms for licence holders who may pose a risk of harm to themselves or others due to a mental health issue; strengthening enforcement capacity to trace more crime guns and imposing harsher penalties for gun-related crime; updating and improving the transparency of the classification regime; enhancing collaboration and information-sharing among law enforcement and other stakeholders; and, providing for city-specific restrictions on firearms in urban areas.

### Considerations

The Minister of Public Safety and Emergency Preparedness is responsible for the *Firearms Act* and its regulations to determine licence eligibility and regulate the possession and use of firearms, while the Minister of Justice is responsible for the *Criminal Code* and its regulations, which address firearms classification and offences.

The Minister of Public Safety and Emergency Preparedness is supported by the Canadian Firearms Advisory Committee (CFAC). The Committee provides advice on reforms to Canada's firearms policies, laws, and regulations. Members are appointed by the Minister for a period of two years, and may be re-appointed. A new Chair, the Honourable Wallace Oppal, was appointed on February 18, 2019, for a term of two years. The tenure of most members will be completed in October 2019. The frequency of meetings is determined by the Minister, with at least one in-person meeting per year.

The RCMP Canadian Firearms Program administers the national program through the issuing of licences, providing safety training and information, maintaining the Firearms Reference Table, and assisting with firearms-related law enforcement investigations and prosecutions. Public Safety works closely with the Canadian Firearms Program to advise on and implement Canada's firearms policy.

s.21(1)(a)

### Next Steps

Public Safety is also working to develop a national strategy on gun and gang violence, and is collaborating with stakeholders to improve data collection, sharing and analysis.

A meeting of the Canadian Firearms Advisory Committee is tentatively planned for December 2019 or January 2020.



## Human Crimes (Human Trafficking and Online Child Sexual Exploitation)

### Background

#### *Human Trafficking*

Human trafficking (HT), also known as trafficking in persons (TIP), involves the recruitment, transportation or harbouring of persons for the purpose of exploitation, typically sexual exploitation or forced labour. HT is a very serious criminal offence under Canada's *Criminal Code*, which prohibits TIP for any exploitative purpose, regardless of whether the trafficking occurs wholly within Canada or involves the bringing of persons into Canada.

The National Action Plan to Combat Human Trafficking (NAP-HT) was launched in June 2012 and focused on four pillars (4-P): prevention, protection, prosecution and partnerships. After its expiry in 2016, a horizontal evaluation of the NAP-HT was conducted. Key findings included the need to: develop a more coordinated approach to combatting HT; establish a mechanism to connect victims to required supports/services; and improve capacity to collect national data on HT. Regional and national consultations held by Public Safety in 2018 echoed similar findings on ways to improve Canada's response to the crime.

In fall 2019, 'empowerment' was added as a new pillar to emphasize the new focus on supporting victims and survivors and their ongoing role in informing Canada's approach. The Canadian Centre to End Human Trafficking was selected by Public Safety to operate and maintain the Canadian Human Trafficking Hotline, which launched on May 29, 2019.

Public Safety is the lead at the federal level for work on HT and works in partnership with the Human Trafficking Taskforce (HTT) and Portfolio partners, including the RCMP and the CBSA. The RCMP Human Trafficking National Coordination Centre (HTNCC) is the focal point for law enforcement in its efforts to combat and disrupt human trafficking activities. The CBSA works to identify and interdict suspected cases of HT at the border and within Canada, including referring victims to support services, and referring cases to the RCMP.

Current Public Safety activities include: a national awareness campaign; development of tools to support at-risk youth; enhanced contribution funding for trauma-informed support services; development of a national case management standard, and multi-sectoral training tools to support the identification of potential HT victims.

#### *Online Child Sexual Exploitation*

Online child sexual exploitation (CSE) is one of the digital age's most pressing safety issues, which continues to increase in terms of scope, reach and impact. The *National Strategy for the Protection of Children from Sexual Exploitation on the Internet* (CSE National Strategy), led by

Public Safety and in partnership with the RCMP, Justice Canada and the Canadian Centre for Child Protection (C3P), a not-for-profit organization that receives contribution funding from Public Safety to operate Cybertip.ca, Canada's national tip-line for reporting CSE; was launched in April 2004 and renewed on an ongoing basis in 2009. The objectives of the CSE National Strategy are to increase law enforcement's capacity to combat CSE; support the operation of a national tip-line; support research on CSE; and provide overall coordination, oversight and training.

The RCMP's National Child Exploitation Coordination Centre (NCECC) is the national law enforcement arm of the CSE National Strategy, functioning as the central point of contact for investigations related to CSE across the country, as well as internationally when the victim or offender is Canadian. Justice Canada reviews and develops legislation, and provides training, legal advice and support to federal CSE Strategy partners and others.

To address the changing technological landscape and threat environment since the renewal of the CSE National Strategy, Public Safety and other partners have taken on work in additional areas to: develop further public awareness; enhance policy coordination and research; support C3P's Project Arachnid, a web crawling technology solution to identify and increase the rate of removal of child sexual abuse material; increase RCMP and local law enforcement investigation capacity; improve prevention for individuals at-risk of offending; increase criminal justice professionals knowledge on CSE; and enhance engagement with the digital industry to discuss gaps in industry-led efforts and develop tools/practices to prevent CSE.

## **Considerations**

Child sexual exploitation and abuse online was a key issue discussed at the 2019 Five Country Ministerial meeting in London, UK. In particular, during a digital industry roundtable, Five Eyes Ministers and digital industry partners committed to work together to develop a set of voluntary principles that would provide industry actors with guidance on actions and standards for combating online child sexual exploitation, including the identification, disclosure and removal of illegal and harmful content. Five Eyes countries met with industry partners in early September to advance this joint work, with the goal of having a set of endorsed principles in fall/winter 2019. There is currently no whole-of-government strategy to manage digital industry or platform governance to address online harms, which include child sexual exploitation, violent extremist and terrorist use of the internet, as well as hostile state activity.



## Transformation Underway in Corrections

### Background

In recent years, the Government of Canada has taken important steps to transform the federal correctional system by advancing mental health care improvements for all inmates, addressing the needs of Indigenous offenders who are overrepresented in the criminal justice system, and introducing legislative reform to eliminate the practice of administrative segregation. These issues have garnered national attention as a result of numerous high profile deaths in custody and constitutional challenges against the Government of Canada's use of, and legislation governing, administrative segregation in the provinces of Ontario and British Columbia. There are also class actions challenging the use of administrative segregation as well as complaints before the Canadian Human Rights Tribunal.

On June 21, 2019, *An Act to amend the Corrections and Conditional Release Act and another Act* received Royal Assent. This Act provides for important changes to strengthen health care governance; better support victims in the criminal justice system; consider the specific needs of Indigenous offenders; introduce body scanning technology, eliminate the use of administrative and disciplinary segregation; and, introduce a new correctional model to promote rehabilitation in a secure environment. Under this model, structured intervention units (SIUs) will provide inmates who cannot be managed safely within the mainstream inmate population with targeted interventions, programs and mental health care with the goal of facilitating their reintegration into the mainstream inmate population as soon as possible. In addition to Correctional Service Canada internal oversight of SIU placements, external oversight will be provided by independent external decision-makers (IEDMs).

### Status

Amendments introduced in the Act came into force immediately upon Royal Assent,

To support the implementation of SIUs, an advisory panel has been established to monitor its progress and ensure greater transparency. The Panel will provide ongoing feedback to the Commissioner of CSC, and will alert the Minister of Public Safety and Emergency Preparedness about any problems or concerns related to the implementation of the new system.

### Legal Considerations related to Administrative Segregation

There have been two constitutional challenges to the federal government's use of, and legislation governing, administrative segregation. On December 18, 2017, the Ontario Superior



Court of Justice ruled, in the case of *Corporation of the Canadian Civil Liberties Association v. Her Majesty the Queen*, that the absence of review by an independent (internal) decision-maker by the fifth day is procedurally unfair and violates section 7 of the *Canadian Charter of Rights and Freedoms* (the *Charter*); the Court had suspended its declaration of invalidity of the legislation until December 2018. Canada sought an extension, but did not appeal that finding.

On April 26, 2019, the Ontario Court of Appeal granted the extension until June 17, 2019, if CSC implemented the fifth-day independent review, but in its order stated that regardless, on June 18, 2019, the legislation governing administrative segregation would be of no force or effect. On June 13, 2019, Canada sought leave to appeal the Ontario Court of Appeal's order with the Supreme Court of Canada (SCC). It also sought a stay and extension until November 30, 2019. On June 14, 2019, the SCC granted an interim stay and interim extension until it determines the motion for an extension and stay.

The Canadian Civil Liberties Association appealed the lower court's decision, with the exception of the finding related to the fifth-day review, and on March 28, 2019, the Ontario Court of Appeal determined that administrative segregation longer than 15 consecutive days violates section 12 of the *Charter*; the Court granted a 15-day suspension of its declaration of invalidity. Canada has sought leave to appeal that decision with the SCC and sought a stay. On April 11, 2019, the SCC granted Canada an interim-interim stay until the SCC makes a decision on the interim stay.

On January 17, 2018, the Supreme Court of British Columbia, in *British Columbia Civil Liberties Association and John Howard Society of Canada v. Canada*, ruled that administrative segregation was unconstitutional pursuant to sections 7 and 15 of the *Charter* on the grounds of prolonged, indefinite placement in administrative segregation; placement of mentally ill/disabled inmates in administrative segregation; lack of an independent (external) decision-maker; deprivation of inmates' right to counsel; and potential for discriminatory application for Indigenous inmates. Canada appealed that decision and sought an extension of the suspension of invalidity. On June 26, 2019, the British Columbia Court of Appeal (BCCA) granted Canada's request for an extension of the suspension of invalidity until November 30, 2019.

On June 24, 2019, the British Columbia Court of Appeal released its decision, allowing Canada's appeal in part. The Court upheld the lower court's declaration that the CCRA violates section 7 of the *Charter*, as it authorizes prolonged, indefinite administrative segregation and does not require external review at the fifth working day. The Court issued a declaration that CSC breached its statutory obligations to ensure that inmates in administrative segregation have a reasonable opportunity to retain and instruct counsel; the Court declared that inmates have a constitutional right to be represented by counsel at segregation review hearings. The Court disagreed with the finding that the impugned provisions violate section 15 of the *Charter* for either Indigenous or mentally ill and/or disabled inmates. The Court issued a declaration that CSC has, in its administration, breached its statutory obligations to give meaningful consideration to the health care needs of mentally ill and/or disabled inmates before placing or confirming the placement of such inmates in administrative segregation.



## Criminal Records

### Background

There are approximately 3.8 million Canadians who possess a criminal record. The management and storage of criminal records in Canada is decentralized and is the responsibility of federal, provincial and municipal jurisdictions; namely, police and courts. While there is an Royal Canadian Mounted Police (RCMP) managed National Repository of Criminal Records, it does not include all criminal record information. There is very little interoperability between jurisdictional systems; therefore, information sharing, including for law enforcement purposes, is largely a manual process and can vary between jurisdictions. Similarly, background screening/criminal record check requirements vary between jurisdictions.

The federal government is responsible for the record suspension (formerly known as pardons) program and decisions pertaining to the disclosure of suspended criminal records which is governed by the *Criminal Records Act* (CRA). Record suspensions allow individuals who have completed their sentence and have waited a prescribed number of years, to apply to have their criminal record sequestered from the RCMP National Repository of Criminal Records. Record suspensions contribute to public safety by reducing the barriers to reintegration that are associated with having a criminal record, such as the ability to secure meaningful employment and housing. The Minister of Public Safety and Emergency Preparedness has the discretion to disclose a suspended criminal record for purposes consistent with the administration of justice (e.g., court cases); related to the safety and security of Canada (e.g., police pre-employment); and vulnerable sector checks (e.g., those seeking to work with vulnerable populations, such as children). There have been no changes to disclosure provisions in the past ten years.

Amendments to the CRA in 2010 and 2012 resulted in increased wait periods for summary convictions from three to five years, and a requirement for an independent Parole Board of Canada (PBC) Board Member to consider the “good conduct” of applicants. For indictable offences, wait periods increased from five years to ten years and additional criteria were added, including whether it would bring the administration of justice into disrepute. Those convicted of a sexual offence against a minor, as well as those convicted of more than three indictable offences where each received a custodial sentence of two years or more, became ineligible to apply for record suspensions. The user fee was increased to \$150 in 2010 and then to \$631 in 2012 to reflect full-cost recovery, and “pardons” were renamed “record suspensions.”

The changes to the record suspension program and the resulting impact (e.g., significant decrease in applications) have been the subject of a large volume of correspondence to the government, a public consultation process, and parliamentary scrutiny (Standing Committee on Public Safety and National Security M-161 Report, Bill C-93 Parliamentary debates). The retrospective application of these legislative changes has also been found to be unconstitutional in a number of provinces, leading to inconsistencies in how the record suspension scheme is applied across the country (i.e., some provinces can access the pre-2010/2012 pardon schemes and others cannot).



## Status

In 2016, the PBC and the Department of Public Safety (PS) held online consultations on the record suspension program with the Canadian public and targeted in-person consultations with a variety of stakeholders. [REDACTED]

On August 1, 2019, *An Act to provide no-cost, expedited record suspensions for simple possession of cannabis* came into force, amending the CRA to allow persons who have been convicted only of simple possession of cannabis offences to apply for a record suspension without being subject to the wait period required by the CRA, or to the \$631 application fee.

## Considerations

**Legal and Charter risks:** Amendments to the CRA in 2010 and 2012 made record suspensions more difficult to obtain and these changes were applied retrospectively. The retrospective application of these changes was found to be unconstitutional in courts in Ontario and British Columbia. As a result, applications submitted by residents of Ontario and British Columbia are being processed under the version of the CRA that was in place at the time of their most recent offence. Legislative changes would be required to address these court decisions. Similar cases are pending in New-Brunswick and in federal court.

**Intergovernmental:** While the record suspension application process can be administratively heavy for the client and the PBC, the federal government is limited in its ability to streamline or modernize service delivery (e.g., automate record suspensions), specifically because of the decentralized nature of criminal records information. Changes to how criminal record information is stored, shared or screened would therefore require collaboration with jurisdictions.

**Cost:** The current record suspensions program operates at full-cost recovery for the PBC. Any changes to the application fee, wait periods, and decision-making criteria would have cost implications for PBC, RCMP and possibly PS. Changes to the management and storage of criminal records would also have significant cost implications for the RCMP.

**Stakeholder perspective:** In 2016, PBC and PS both held public consultations on the record suspension program, which yielded moderate media attention. Although views of stakeholders varied, those consulted generally felt that record suspensions, particularly for minor and non-violent offences, should be made more accessible, affordable, have shorter wait periods, and that the application process should be streamlined with a view of moving toward automation. Stakeholder views in relation to more serious offences, such as violent and sexual offences, were mixed with some stakeholders, particularly victims and women groups of the mindset that these decisions should be made on a case-by-case basis, considering the nature, gravity and harm of the offence.



## Law Enforcement Related to Cannabis

### Background

The *Cannabis Act*, which sets out the legal framework for controlling the production, distribution, sale and possession of cannabis across Canada, came into force on October 17, 2018. The two overarching objectives of the framework are to displace the illegal market and to keep cannabis out of the hands of youth.

In advance of cannabis legalization, the impaired-driving regime in Canada's *Criminal Code* was changed to include the addition of three new offences with regard to concentrations of drugs in the blood in excess of set limits within two hours of driving; corresponding penalties; and authorization for police to use approved oral fluid drug screeners.

Public Safety (PS) is supporting efforts to enforce the legalization and regulation of cannabis through activities to deter criminal activity and to help ensure that organized crime does not penetrate the legalized system. PS is also leading the implementation of the new drug-impaired driving regime, particularly in the context of cannabis legalization, through research, standardizing data collection and reporting practices, raising public awareness about the dangers of drug-impaired driving, and administering contribution funds to provinces and territories (PTs) to increase law enforcement capacity to detect and deter drug-impaired driving.

### Current Status

PS has been working with PTs on enhancing training and trainer capacity to increase the number of front-line officers able to administer Standard Field Sobriety Testing (SFST), Drug Recognition Expert (DRE) evaluations, and taking SFST Refresher courses, as well as on procuring approved drug screening devices. As of October 1, 2019, contribution agreements were signed with nine jurisdictions (BC, NWT, NU, ON, NB, PEI, QC, SK and YK) and the remaining agreements are with the provinces for signature.

Federal funding has also been provided to support salaries of data analysts who are working closely with PS to develop a set of standardized national indicators on drug-impaired driving, and to prepare regular reports on current issues, trends, and impacts. PS is working with the PTs and other key stakeholders (e.g., Statistics Canada, RCMP, Canadian Centre on Substance Use and Addiction) to prepare the first national report for release in mid-2020.

Just as the legal supply of recreational cannabis is becoming more firmly established, the internet has evolved into a distribution channel for the illicit sale of drugs. PS is working with federal, provincial and territorial (FPT) partners to develop an action plan to disrupt online illicit cannabis sales.



Health Canada (HC) has reported that there were about 100 dispensaries known to be operating on reserves across Canada, as of April 2019. The Government has heard from Indigenous communities that providing Indigenous peoples with ways to participate in the legal market is key to displacing illegal cannabis-related activities. To support Indigenous participation in the regulated cannabis market,

As part of its engagement with Indigenous communities, PS worked with the First Nations Chiefs of Police Association to develop community engagement training material on drug-impaired driving for First Nations Police Services to use in First Nations communities.

In July 2019, the Assembly of First Nations (AFN) adopted a resolution requesting a separate regulatory regime for Canada's Indigenous peoples that recognizes their autonomy and sovereignty and that covers all aspects of cannabis cultivation, processing and retail operations within their territories. The AFN is expected to put forward its proposal to the Government of Canada by April 1, 2020.

### Considerations

The displacement of the illicit cannabis market will take time to achieve. While an estimated 47% of cannabis users, or 2.5 million Canadians, obtained cannabis from legal sources, 38% of users are still obtaining cannabis from illegal sources, and 15% from multiple sources (legal and illegal) (Statistics Canada, National Cannabis Survey 2019, 1<sup>st</sup> quarter).

### Next Steps

PS will continue to engage with PTs to finalize the four drug-impaired driving contribution agreements; prepare a draft national report on calendar year 2019; work with FPT partners to disrupt online illicit cannabis sales; engage in trilateral discussions with PTs and Indigenous communities;



## Law Enforcement Related to Opioids

### Background

Canada continues to experience an unrelenting rate of opioid overdose deaths. Between January 2016 and March 2019, there were more than 12,800 apparent opioid-related deaths and thousands more Canadians that experienced non-fatal overdoses and other opioid related harms. The rate of opioid overdose fatality is showing signs of stabilizing; however, it remains alarmingly high.

To date, the collaborative opioid response between the federal government, provinces, territories, and key stakeholders has been critical in preventing the crisis from growing unabated. The Canadian Drugs and Substances Strategy (CDSS) includes four pillars: harm reduction, prevention, treatment, and enforcement. In the context of the evolving opioid crisis and as a key component of the CDSS, the enforcement pillar encompasses efforts to prevent illicit use and trafficking of opioids and related substances.

The *Good Samaritan Drug Overdose Act* supports the new strategy by providing some legal protection for those who seek emergency help during an overdose. Furthermore, the *Controlled Drugs and Substances Act* (CDSA) requires that all pill presses and encapsulators be registered with Health Canada prior to being imported into Canada and grants border officers the authority to open suspicious international mail weighing 30 grams or less. These authorities assist law enforcement and border officers in their efforts to interdict the flow of illicit drugs.

### Status

The enforcement pillar of the CDSS encompasses regulatory and enforcement activities aimed at reducing the illegal drug supply and the collaborative methods used by law enforcement and public health officials to reduce drug-related harms. Areas of focus for Public Safety Canada are set out below.

As part of Budget 2018, Public Safety has received funding to develop and deploy de-stigmatization awareness training to law enforcement. To date, engagement sessions between law enforcement and stakeholders representing individuals with lived and living experiences of problematic substance use have been completed and draft awareness material prepared. The development of an e-learning module is currently underway and is scheduled to be rolled out to law enforcement in early January 2020.

Also as part of Budget 2018, Public Safety has committed to lead a series of roundtable sessions that bring together police and border services, community leaders, government officials, and other stakeholders to discuss best and promising practices, as well as identify existing and emerging challenges related to opioids and other illicit drugs. Information shared at these events is used to help inform policy approaches to drug enforcement. The third law enforcement roundtable was held in Winnipeg on October 8-9, 2019, covering topics such as



emerging and existing drug trends and threats; identifying information and data gaps; technology; supply reduction efforts; and community responses.

Public Safety is working closely with federal law enforcement agencies and Health Canada to explore gaps and challenges in regulating the import and re-sale of pill presses and encapsulators. Public Safety is also leading discussions with Canada Post and federal partners to take additional action against the use of the domestic postal system to distribute illicit drugs such as synthetic opioids.

Public Safety works closely with the United States to address drug threats. Most recently, on June 20, 2019, the US and Canada committed to developing a joint action plan to find solutions to the opioid crisis. Public Safety also supports continued trilateral engagement at the officials level with the US and Mexico through the North American Dialogue on Drug Policy (NADD). NADD is administered out of the White House Office of National Drug Control Policy (ONDCP) and provides a forum for information sharing to address the movement of drugs across the continent.

### **Considerations**

Although the broad law enforcement community is supportive of de-stigmatization awareness training, such training cannot easily be made mandatory because law enforcement agencies are administered by different levels of government. Senior officials within law enforcement have indicated that they will encourage their staff to complete the online module.

### **Next Steps**

Public Safety will continue to lead discussions with federal partners to advance efforts to curtail the illegal opioids supply within Canada. Public Safety will work with law enforcement on the deployment of de-stigmatization awareness training and continue to engage with the law enforcement and public safety communities to increase information sharing and best practices on emerging drug threats.



## Emergency Management and Programs Branch Overview

### Branch Background

The Government of Canada plays a crucial role in helping Canadians and their communities protect themselves from emergencies and disasters related to all kinds of hazards – natural, human-induced, and technological. Pursuant to the *Emergency Management Act*, Public Safety Canada has the legislative mandate to build a safe and resilient Canada by providing national leadership in emergency management in the development and implementation of policies, plans and a range of programs.

The Emergency Management and Programs Branch (EMPB) supports this mandate by working with other federal departments and agencies, provinces and territories, national Indigenous organizations, as well as other stakeholders, to advance an integrated policy, programmatic, and operational approach across the four components of emergency management:

- prevention and mitigation of emergencies and their impacts;
- preparedness (e.g. training, exercises and planning);
- response to incidents; and,
- recovery (to rebuild infrastructure and communities in order to reduce vulnerability to future hazards).

EMPB, with approximately 330 employees, is composed of four directorates: 1) Policy and Outreach; 2) Programs; 3) Government Operations Centre (GOC); and, 4) GOC Modernization. In addition, the Branch is also responsible for the Department's regional offices located across Canada. With presence in 13 locations (one in each province and one in the Northwest Territories), these regional offices serve as the primary point of contact for the Department at the regional level and play an important role in building and maintaining partnerships for emergency management operations and in supporting communities.

### Key Files and Responsibilities

Emergency management is a core responsibility of the Government of Canada and a collective responsibility of all federal government institutions. The Minister of Public Safety and Emergency preparedness has statutory responsibilities of coordinating emergency management activities among government institutions and in cooperation with the provinces and other entities. As disasters in Canada continue to increase in frequency, severity and costs, the leadership role that Public Safety Canada plays in Canada's emergency management system is becoming increasingly important in order to ensure a whole-of-society approach to strengthening Canada's response and resilience.

## *Policy*

The Policy and Outreach Directorate is responsible for providing emergency management policy advice as well as developing policy and program instruments that translate policy into action. Through outreach and engagement activities, EMPB fosters relationships with key partners, including provinces and territories, municipalities, international partners, Indigenous communities, academia, volunteer sector, private sector and civil societies, to raise awareness, promote a common approach, and advance emergency management policy objectives.

Guided by the *Emergency Management Framework for Canada (2011)* and in collaboration with provinces and territories, the Directorate led the recent publication of the *Emergency Management Strategy for Canada: Toward a Resilient 2030*. The strategy is a collaborative, whole-of-society roadmap to strengthening Canada's ability to assess risk, prevent and mitigate, prepare for, respond to, and recover from disasters. Furthermore, it identifies federal, provincial and territorial priorities that will strengthen Canada's resilience by 2030. The development of a corresponding pan-Canadian action plan is well underway and is aimed for review at the next meeting of the Federal/Provincial/Territorial Ministers Responsible for Emergency Management in March 2020 (TBC).

The Policy and Outreach Directorate is also conducting a review of the Disaster Financial Assistance Arrangement (DFAA) – a program that provides significant financial assistance to provinces and territories in the event of large-scale natural disasters, when response and recovery costs exceed thresholds specific to each province and territory.

The Directorate is also working with partners in monitoring the implementation of the Post-Traumatic Stress Injuries Action Plan; in developing a National Risk Profile that identifies national risks and capability gaps; in advancing search and rescue initiatives in Canada; and, in leading policy and program development with respect to emergency communications, such as the National Public Alerting System and the Public Safety Broadband Network.

## *Programs*

The Programs Directorate, with the support of its 13 regional offices, delivers departmental programming related to Indigenous policing, crime prevention, exiting prostitution, radicalization, search and rescue, and emergency management. In the last fiscal year, the Directorate delivered approximately \$560M in program payments – for instance, \$309.5M in DFAA and \$146.1M in First Nations Policing Program expenditures.

In order to strengthen the Directorate's capability to deliver a total of 27 programs by April 2020, the Programs Directorate is reviewing its existing payment and reporting processes as well as organizational design, to optimize program delivery efficiency.



## *Operations*

The Government Operations Center (GOC) provides an integrated federal emergency response to all-hazards events (potential or actual, natural or human-induced, accidental or intentional) of national interest. Despite being situated within EMPB, the GOC operates on behalf of the Government of Canada, and is an asset for the entire federal government. This includes support to the Minister of Public Safety and Emergency Preparedness in coordinating the federal response to provincial or territorial requests for assistance to address local or regional emergencies. Specifically, the GOC provides 24/7 monitoring and reporting, national-level situational awareness, warning products and integrated risk assessments, as well as national-level planning and whole-of-government response management.

As part of the GOC modernization initiative, EMPB is working with key partners to implement incremental improvements to the GOC, with a focus on mandate, governance, capacity, and resources. For instance, one aspect of the initiative is to re-locate the GOC to a refurbished facility in 2022.

## **Key Partners**

- The Canadian Red Cross
- The Insurance Bureau of Canada
- Canadian Association of Fire Chiefs
- Paramedic Chiefs of Canada
- Canadian Association of Chiefs of Police
- National Indigenous Organizations
- United States Department of Homeland Security
- United States Federal Emergency Management Agency
- Federation of Canadian Municipalities



## Emergency Management Strategy (EMS) for Canada

### Background

In 2015, the Department set out to work with provinces and territories, Indigenous Peoples, and municipalities to develop a comprehensive action plan that allows Canada to better predict, prepare for, and respond to weather-related emergencies and natural disasters. Following broad consultations across the country, Federal, Provincial and Territorial (FPT) governments began co-drafting the first ever Emergency Management Strategy for Canada (EMS).

The EMS establishes the following five priorities for FPT action on emergency management, aligned to the United Nations Sendai Framework for Disaster Risk Reduction, in order to increase whole-of-society resilience in Canada by 2030:

1. Enhance whole-of-society collaboration and governance to strengthen resilience;
2. Improve understanding of disaster risks in all sectors of society;
3. Increase focus on whole-of-society disaster prevention and mitigation activities;
4. Enhance disaster response capacity and coordination and foster the development of new capabilities; and
5. Strengthen recovery efforts by building back better to minimize the impacts of future disasters.

The EMS was approved by FPT Ministers Responsible for Emergency Management in January 2019, at which point FPT Ministers directed Senior Officials Responsible for Emergency Management (SOREM) to draft a FPT action plan for implementing the EMS, for presentation at the next FPT Ministers' meeting (expected in Spring 2020). A FPT working group has been established to advance this work.

Budget 2019 announced a proposed investment of \$151.23 million (M) over five years, starting in 2019–20, and \$9.28M per year ongoing, to improve emergency management in Canada, including in Indigenous communities.

Of this total, PS received \$13.9M / 5 years and \$1.4M ongoing to enhance our understanding of the nature of the risks facing Canada and to support critical infrastructure protection. This includes funding to improve Canada's ability to predict and respond to threats, including enhancing our understanding of the nature of risks posed by various hazards. PS received \$7.53M / 5 years to support the development a National Risk Profile (NRP), a strategic-level risk assessment aimed at identifying, analyzing, and comparing risks. The Department also received two other Budget 2019 items related to emergency management: \$5M / 5 years for an all-hazards public awareness campaign and \$260M / 2 years to address anticipated costs under the Disaster Financial Assistance Arrangements.

PS has worked in parallel with other federal departments to support federal implementation of EMS-enabling initiatives, including Environment and Climate Change Canada (ECCC), Natural Resources Canada (NRCan), and Indigenous Services Canada (ISC) aligned with the Strategy's five priority areas. The balance of EMS-related funding proposed in Budget 2019 was shared among the three federal departments as follows: \$6 M / 5 years for ECCC; \$48 M / 5 years for ISC; and \$88 M / 5 years with \$7.9 M ongoing for NRCan. These initiatives aim to improve Canada's ability to predict and respond to threats through the use of early warning systems, and enhance our understanding of the nature of the risks posed by floods, wildfires and earthquakes.

### **Status**

Following the Ministerial meeting in January 2019, SOREM reconstituted the EM Strategy Working Group and tasked them to undertake the development of an Action Plan. Subsequently, the Working Group proposed to adopt consistent terminology for identifying capabilities and gaps across the EM System in Canada. This approach was approved by SOREM in June 2019.

FPT Working Group members have commenced engagement with internal (government) and external stakeholders, a process that will conclude in late Fall 2019. This engagement includes validation of the proposed terminology, presented through a Canadian Core Capabilities List, as well as collecting an inventory of programs and policies that address the capabilities within each jurisdiction. The Working Group will meet in-person in early November to review the feedback received to-date and finalize a draft Action Plan.

The information being collected will also help to strengthen EM policy and planning at the federal level. For example, the NRP can utilize the identified gaps found from the engagement process as a way to identify potential risks, and monitor progress on reducing them.

### **Next Steps**

Work on the Action Plan will continue into Winter 2019-20. FPT Ministers are expected to review progress on the Action Plan in Spring 2020.



## National Disaster Mitigation Program

### Background

The National Disaster Mitigation Program (NDMP) exists to fill a critical gap in Canada's ability to effectively mitigate, prepare for, respond to, and recover from flood-related events by building a body of knowledge on flood risks in Canada, and investing in foundational flood mitigation activities, including small-scale infrastructure and non-structural activities.

Funding to establish the NDMP was provided in Budget 2014, which earmarked \$200M over five years starting in FY 2015-2016. This included \$183M in Grants and Contributions funding for cost-shared projects with provinces and territories under four streams: Risk Assessments; Flood Mapping; Mitigation Planning; and Investments in Non-structural and Small Scale Structural Mitigation Projects (maximum \$1.5M Public Safety Canada funding to Provinces and \$2.25M to Territories under this final stream). The investment also included \$17M in Operating and Maintenance funding to assist in building the foundation for future, informed, proactive prevention and mitigation by investing in the areas of risk, resilience, and return on investment tools; risk and resilience information repository; and public awareness and engagement activities.

Since the program's inception, Public Safety Canada has approved 363 projects, for a total value of just over \$94M in Grants and Contributions, across all program streams. The uptake has steadily increased year over year as well as the total requested federal funding, with most of it going towards flood mapping (38%) and small-scale infrastructure projects (47%). Approximately 240 projects are currently active under the program.

The NDMP will sunset on March 31, 2020.

### Considerations

The NDMP serves to meet the insurance industry's preconditions for establishing a residential overland flood insurance market in Canada. These conditions were reiterated in June 2019 by the Insurance Bureau of Canada as being essential to making residential flood insurance commercially viable in Canada:

1. Accurate and up-to-date flood hazard mapping to allow all tiers of government and stakeholders to make risk informed decisions;
2. Ongoing and adequate funding for mitigation investments in public and private infrastructure;
3. Widespread awareness of flood risk and sound understanding by all stakeholders of the consequences of flood risk and the available tools; and
4. Post disaster assistance for residential flooding that encourages investments in mitigation and strong disaster reduction behaviours.

In 2015, the insurance industry began offering residential overland flood insurance and is working to further strengthen its ability to increase the availability of insurance coverage. Prior to 2015, Canada was the only G7 country without residential flood insurance. Today, about 35% of households have such insurance; however, take-up varies regionally across the country, and those at high risk of flooding are generally considered to be uninsurable.

In addition to the NDMP, there is dedicated mitigation funding through Infrastructure Canada's Disaster Mitigation and Adaptation Fund. This is a national merit-based program that will invest \$2B over 10 years to support large-scale infrastructure (over \$20M), disaster mitigation and climate adaptation.

None of the disaster mitigation funding available through Infrastructure Canada supports non-structural disaster mitigation measures, such as risk assessment, hazard mapping, mitigation planning, public awareness or land-use planning and implementation.

Stakeholders have expressed concern that no plans have been announced to extend the NDMP beyond its sunset, which will leave a gap in dedicated federal grants and contributions related to small-scale structural and non-structural flood mitigation, as well as a gap in funding for flood mapping, federal activities supporting disaster mitigation research and policy development, and disaster mitigation public awareness. Limited funding for some non-structural mitigation measures such as public awareness was made available in Budget 2019. However, stakeholders are still signaling that there is a gap.

The Insurance Bureau of Canada has called on the federal government to continue to invest in initiatives that mitigate the future impacts of extreme weather and build resilience to its damaging effects. It has also called for a commitment to a national action plan on flooding.

### **Next Steps**

The Department is considering options concerning the sunset of the NDMP, as well as the broader approaches for mitigation overall and managing disaster costs.



## Disaster Financial Assistance Arrangements (DFAA)

### Background

In the event of a large-scale natural disaster, the Government of Canada provides financial assistance to provincial and territorial governments (PTs) through the DFAA, administered by Public Safety Canada. When response and recovery costs place a significant burden on the PT's economy and would exceed what individual PTs might reasonably be expected to bear on their own, the DFAA provides the federal government with a fair and equitable means of assisting PTs.

Through the DFAA, assistance is paid to the PT – not directly to affected individuals, small businesses or communities. In fact, PT governments design, develop and deliver disaster financial assistance, deciding the amounts and types of assistance that will be provided to those that have experienced losses. The DFAA place no restrictions on the PT in this regard.

Any request for financial assistance under the DFAA must be made by the PT within six months of the end of the disaster. Under the *Emergency Management Act*, an Order in Council is required to declare the event to be of concern to the Government of Canada and authorizes the provision of financial assistance under the DFAA. The Governor in Council authorizes the provision of financial assistance to the affected PT; the Minister of Public Safety and Emergency Preparedness is the final authority regarding eligibility of events and expenditures, and amounts of payments to be made through the DFAA.

Eligible expenses are defined in the program's Terms and Conditions. These include, but are not limited to, rescue operations, restoring public works and infrastructure to their pre-disaster condition, as well as replacing or repairing basic, essential personal property of individuals, small businesses and farmsteads. Expenses related to mitigation activities undertaken to reduce the vulnerability of damaged infrastructure to future emergencies would also be eligible for cost-sharing under the DFAA (e.g. raising homes). Examples of expenses that would not be eligible for reimbursement include, but are not limited to: repairs to a non-primary dwelling (e.g. cottage), repairs to structures or items that are insurable, as well as costs that are covered in whole or in part by another federal program.

The percentage of eligible costs reimbursed under the DFAA is determined by a cost-sharing formula and is up to 90% of eligible expenditures.

#### *Example:*

For a disaster in a PT with a population of 1 million where the total eligible expenses for responding to and recovering from a disaster are \$20 million, the table below shows how eligible expenditures would be cost-shared under the DFAA.



| Eligible Expenditures                       | PT Government | GoC            |
|---|---------------|----------------|
| First \$3.19 per capita (100% PT)           | \$3.19M       | Nil            |
| Next \$6.39 per capita (50 % PT   50 % GoC) | \$3.19M       | \$3.19M        |
| Next \$6.39 per capita (25 % PT   75 % GoC) | \$1.6M        | \$4.8M         |
| Remainder (10 % PT   90 % GoC)              | \$403K        | \$3.6M         |
| <b>TOTAL</b>                                | <b>\$8.4M</b> | <b>\$11.6M</b> |

Under the DFAA, a PT has up to five years after the approval of the Order in Council to request the final payment. A request for reimbursement is processed following receipt of the required documentation of PT expenditures and review by federal auditors. Advance and/or interim payments up to 60% of the federal share can also be requested within the five-year timeframe.

### Status

Since the inception of the DFAA in 1970, it has paid out \$5.15 billion in post-disaster financial assistance. More than half (52%) was paid out between 2013 and 2018.

A number of factors will contribute to the continued rise of program costs in the future: extreme weather conditions due to changing climate, demographic growth, the state and location of private dwellings and public infrastructure, the market availability and penetration of insurance against various disasters, and the parameters of disaster financial assistance programs, including the DFAA itself.

### Considerations

Public Safety is appropriated \$100M annually for the DFAA payments. Additional appropriations are sought as needed to supplement this amount. In recent years, \$100M has been typically insufficient to cover requests for federal funding. Budget 2019 provided the Department with an additional \$260M to cover obligations over two years (\$155M for fiscal year (FY) 2019-20; and \$105M for FY 2020-21). Additional appropriations will be required to cover outstanding liabilities in future years.

The DFAA Terms and Conditions were recently extended to March 31, 2022. This extension provides a window for PS to complete an ongoing review of the DFAA with a view to ensure that it remains an effective and a sustainable instrument given the rise in frequency, impact and costs of natural disasters.

### Next Steps

Moving forward on the results of the DFAA review will involve a number of decisions early in a new mandate that could help address natural disaster impacts and extreme weather events in the decades to come.



## National Crime Prevention Strategy

### Background

There is evidence that well-planned crime prevention interventions prevent crime and victimization, promote community safety, and reduce the long term costs associated with the criminal justice system. Created in 1998, the National Crime Prevention Strategy (NCPS) is the principal framework for the implementation of crime prevention policies and programs in Canada, and is administered by Public Safety Canada (PS) in partnership with the provinces and territories. The NCPS provides funding for community-based crime prevention projects, as well as for the development and dissemination of practical knowledge to help Canadian communities adopt effective prevention practices. In 2008, the NCPS shifted to an evidence-based approach to testing crime prevention intervention by putting in place impact evaluations for developing the knowledge of what works to prevent crime.

### Status

Through the NCPS, Public Safety provides time-limited funding in the form of grants (maximum of 36 months) and contributions (maximum of 60 months) to organizations to address priority crime issues such as youth gangs, drug related crimes, hate crimes, cyberbullying, and bullying. Time-limited funding allows the flexibility to support new and innovative initiatives.

There are four funds that fall under the NCPS:

- \$6.1M annually ongoing and an additional \$2M for the *Initiative to Take Action Against Guns and Gangs* until 2022-23
  - **Youth Gang Prevention Fund (YGPF)** – targets youth at risk of joining, or already in gangs
- \$36M annually ongoing
  - **Crime Prevention Action Fund (CPAF)** – evidence-based crime prevention for at-risk groups.
  - **Northern and Aboriginal Crime Prevention Fund (NACPF)** – culturally sensitive initiatives in Indigenous communities and in the North.
- \$4M annually until 2021-22 and \$3M ongoing starting in 2022-23
  - **Communities at Risk: Security Infrastructure Program (SIP)** – funding to enhance security infrastructure for communities at risk of hate-motivated crime.

From 2008 to 2019, the NCPS has provided funding to 450 projects in communities across Canada, representing multi-year investments of \$421M.



## Considerations

### *2018 Call for Applications*

In 2018, PS worked in collaboration with provinces/territories and other stakeholders to launch a call for applications for the YGPF, CPAF, and NACPF programs. Applications were accepted under two streams: Direct Intervention and Strengthening Community Readiness projects among Indigenous and vulnerable populations. Projects selected aim to prevent or reduce the impacts of youth gangs, youth violence, youth bullying, and youth cyberbullying on communities.

Projects under Direct Intervention are targeted initiatives that use evidence-based models and promising approaches to address specific risks and protective factors associated with youth violence, youth gangs, youth bullying and youth cyberbullying. Strengthening Community Readiness refers to initiatives that work to strengthen community development, and explore ways to develop and implement local, culturally-sensitive crime prevention practices.

The call for applications was held from June to July 2018 and resulted in an unprecedented response with over 500 applications. Project assessments and final decisions were made by taking into consideration the following criteria:

- Provinces and territories feedback;
- National representation in all provinces and territories; and
- Available funding.

The selection and development of projects from the 2018 Call relies on the grouping of projects into six cohorts, created in response to the call priorities and identified gaps in knowledge. By strategically funding projects that incorporate similar crime prevention components, PS will be in a position to analyze and compare the results within a cohort of projects with similar attributes.

The call resulted in an unprecedented response of over 550 applications representing about \$1 billion. A total of 50 applications were selected for development from the 2018 NCPS Call, totaling an investment of \$94M over 5 years. A total of 22 Strengthening Community Readiness projects have been approved, representing \$7M and 28 Direct Intervention projects have been approved, representing \$87M.

## Next Steps

CPAF funds have been fully committed until 2021-2022 and YGPF funds have been fully committed until 2023-2024. As such, the next call for applications for these programs will only take place as funds become available. PS will continue to move ahead with bi-annual call for applications under SIP based on available funds.



## Post-Traumatic Stress Injuries (PTSI)

### Background

On April 8, 2019, the Government of Canada announced the release of *Supporting Canada's Public Safety Personnel: An Action Plan on Post-Traumatic Stress Injuries*. The plan will support research, prevention, early intervention, stigma-reduction, care and treatment for all types of public safety personnel, all across the country.

The Action Plan was informed through several consultations which began in 2016 with key stakeholders, including Federal, Provincial and Territorial governments, the Public Safety and Health portfolios, public safety organizations, academia, union representatives, mental health professionals, and non-governmental organizations.

Public safety personnel is a term that broadly encompasses front-line personnel who ensure the safety and security of Canadians across all jurisdictions. Examples can include: tri-services (police – including the Royal Canadian Mounted Police, firefighters, and paramedics), correctional employees, border services personnel, operational and intelligence personnel, search and rescue personnel, Indigenous emergency managers, and dispatch (9-1-1) personnel.

The Action Plan builds on recent investments by the Government in this area, including:

- \$20 M over five years to support a new National Research Consortium on PTSI among public safety personnel between the Canadian Institutes of Health Research (CIHR) and the Canadian Institute for Public Safety Research and Treatment (CIPSRT) of which \$11M in grant funding has already been announced. This consortium is the first of its kind in Canada and will work specifically to address the incidence of PTSI among public safety officers.
- \$10M for an Internet-based Cognitive Behavioural Therapy pilot to provide greater access to care and treatment for public safety personnel, especially in rural and remote areas; and
- \$400K for Road to Mental Readiness (R2MR) training. R2MR is an evidence-based program designed to reduce mental health stigma, as well as to address and promote mental health resiliency among public safety personnel. Under this project, CIPSRT will deliver four R2MR Master Trainer programs (30 participants per program for a total of 120 participants) over two years. These 120 participants will return to their home organizations and each deliver 1 additional Master Trainer program for 30 new participants, thus producing an additional 3600 Master Trainers.

The Action Plan will also be a key component of a broader Federal Framework on PTSD. Bill C-211, otherwise known as the *Federal Framework on Post-Traumatic Stress Disorder Act*,



received Royal Assent on June 21, 2018. Pursuant to the Bill, a national conference was convened on April 9-10, 2019, with key stakeholders on the development of a Federal Framework on PTSD to be tabled in Parliament by the Minister of Health by December 2019. The Federal Framework will have a wider scope; while inclusive of public safety personnel, it will also include other audiences such as military, veterans and healthcare professionals.

## **Status**

Departmental officials are currently engaging with CIPSRT, Portfolio members, public safety organizations, academia, and where possible, provinces and territories (PTs) to determine roles and responsibilities for each of the 16 actions listed in the Action Plan.

## **Considerations**

The Action Plan articulates the need to continue to engage PTs through existing fora so that they can be advised of progress and identify ways in which they may contribute toward the achievement of key actions identified in the Plan. The engagement of PTs in the implementation of the Action Plan will require an integrated approach with other federal partner organizations. Public safety personnel work in multiple jurisdictions, each with their own responsibilities, for providing mental health support to their employees.

There are aspects of the PTSI Action Plan that touch different PT areas, such as emergency management; labour; and public health, which are covered by separate FPT fora led by different departments. PS will work with counterparts in Economic and Social Development Canada (Labour), the Public Health Agency of Canada and Health Canada to examine how their respective FPT fora can be engaged. PS will involve PTs through the Senior Officials Responsible for Emergency Management table.

## **Next Steps**

In late Fall 2019, PS will convene a meeting of the CIPSRT steering committee, consisting of national and federal organizations which represent public safety personnel, to advance the Action Plan and identify concrete outcomes for 2019-20, such as specific research activities, R2MR training and Internet-based Cognitive Behavioural Therapy pilot treatment opportunities.

PS will also be engaging with search and rescue and Indigenous public safety personnel to identify particular mental health challenges faced by personnel in these communities and examine opportunities to provide support by leveraging the activities of CIPSRT.

PS will also work with PHAC officials to ensure the initiatives and activities under both the Action Plan on PTSI and the Federal Framework on PTSD are aligned so they are complementary and not duplicative. The Federal Framework on PTSD is to be tabled in Parliament by December 2019.



## Security Infrastructure Program

### Background

The Communities at Risk: Security Infrastructure Program (SIP) provides funding to enhance the security infrastructure of communities targeted by hate-motivated crimes. Under SIP, Public Safety Canada provides funding to private, non-profit organizations linked to a community at risk of hate-motivated crime, to make security improvements to their community gathering spaces, up to maximum amount of \$100,000.

The objectives of the program are to:

- Reduce incidents of hate-motivated crime;
- Increase the sense of security in communities at risk of hate-motivated crime; and
- Increase awareness of the particular challenges faced by communities at risk of hate-motivated crime.

### Status

Budget 2017 provided an additional \$1M in funding per year for the SIP over 5 years, while Budget 2019 provided an additional \$2M in ongoing funding per year resulting in a current annual budget of \$4M. In addition to new funding, improvements were made to the program to streamline the application process including increasing the frequency of the call for applications and extending the list of eligible expenditures.

### Considerations

#### *Program Efficiencies*

In recent years, in response to the changing needs of vulnerable populations across the country, key improvements have been implemented in an effort to facilitate the application process for applicants and expand the program. These changes include:

- The implementation of a bi-annual call for applications as opposed to an ongoing open call. SIP project proposals are accepted from December 1st to January 31st and from June 1st to July 31st of each year;
- A commitment by Public Safety Canada to render a decision within 4 months of the close of a call, i.e. advising the applicant that their project has been selected for funding;
- Expanding eligible expenditures to include interior security systems (e.g. interior cameras, alarm systems and lighting); and,
- Improved administrative efficiencies including an online application, mandatory templates to assist applicants in obtaining quotes and an average market value price list.



While funding decisions are made within 4 months of the close of the call for applications, the development of the project with the applicant that leads to the finalization of a funding agreement can take some time (up to 8 months). Recipients are often part-time volunteers with limited experience with federal funding requirements which can delay the submission of required documentation in order to finalize an agreement. PS Program Officers provide enhanced support to applicants with limited experience.

#### *Recent Amendments to the Program's Term and Conditions*

In response to the ongoing needs and concerns of the communities at risk of being victimized by hate-motivated crime, the Program's terms and conditions were amended on June 1, 2019. The changes include:

- The list of eligible expenditures was expanded to include such items as doors, windows, intercoms and public address systems, minor renovations to the main entrance or lobby area of a building to enhance security, and basic training for staff to respond to a hate-motivated incident (up to a maximum of \$10,000).
- Umbrella organizations (e.g. such the Muslim Association of Canada) can now receive up to the maximum funding amount of \$100,000 for each of their project sites, as opposed to \$100,000 per recipient, per year.

#### **Next Steps**

The most recent call for SIP project proposals (June 1 – July 31 2019) resulted in the submission of 136 applications with an estimated total funding ask of \$5.3M. The results of the assessment will confirm the number of eligible applications and the approximate total Public Safety Canada funding request. Public Safety Canada has committed to communicating funding decisions to applicants by November 30, 2019.



## Government Operations Centre and Request for Federal Assistance

### Background

The *Emergency Management Act* (2007) gives the Minister of Public Safety and Emergency Preparedness responsibility for coordinating the Government of Canada's response to an emergency. The Federal Emergency Response Plan (FERP), approved by Cabinet in 2011, identifies Public Safety as the federal coordinating department. Public Safety's Government Operations Centre (GOC) provides definitive national-level awareness of events and serves as the coordination centre for the federal response to events of national interest. When the GOC is informed of an event of national significance, the Director General of the GOC ensures senior leadership situational awareness. Significant events may be beyond the capacity of the Province or Territory (P/T) to respond. In these circumstances, federal assistance may be sought through a Request for Federal Assistance (RFA).

### Status

Emergencies are first managed at the municipal level before escalating to the provincial or territorial level. In turn, when a P/T has exhausted their resources to prepare for or respond to a situation, the Provincial/Territorial Minister responsible for the public safety portfolio will request federal support through an RFA addressed to the Minister of Public Safety and Emergency Preparedness. RFAs can be limited in scope and fairly straightforward with specific or limited resource requirements. RFAs can also be complex and require significant and sustained responses that are expensive and demanding of resources.

When there is clear consensus on a routine or straightforward request, the GOC will make a recommendation directly to the Minister's Office. When an RFA is broader or more sensitive, the GOC will inform Public Safety Deputy Ministers and the Assistant Deputy Minister of Emergency Management and Programs Branch to ensure organisational awareness and strategic recommendations are provided to the Minister.

RFAs are often for Canadian Armed Forces (CAF) military assistance. The Minister of Public Safety and Emergency Preparedness will endorse the RFA and forward it to the Minister of National Defence. The *National Defence Act* gives the Minister of National Defence the authority to provide CAF assistance if the request is related to an emergency for the purpose of public service.

The RFA letter from the P/T is normally submitted to the Public Safety Regional Office in the affected P/T and then forwarded to the GOC by email. A Provincial/Territorial Minister can also seek federal assistance by contacting the Minister of Public Safety and Emergency Preparedness directly.

The GOC will conduct an assessment of the request to determine if the assistance can be provided by other federal departments or the private sector. If the GOC determines that there are no other available options, they will consult with senior CAF officials to verify if they can support the RFA.

The Director General of the GOC will then provide a recommendation to the Minister of Public Safety and Emergency Preparedness (via email with the Minister's staff) to endorse the RFA. Should the Minister of Public Safety and Emergency Preparedness endorse the request, a recommendation is made directly between Ministers' offices to the Minister of National Defence to approve the RFA. Once the RFA is approved, the staff of the Minister will confirm approval by email to the Director General of the GOC, who will then inform the Province accordingly through the Public Safety Regional Office.

There may also be special circumstances where the CAF is requested to provide support to law enforcement (e.g. aerial support to locate two suspects in Gillam Manitoba in summer 2019). Requests of this nature will be forwarded to the Minister of Public Safety and Emergency Preparedness by the Commissioner of the Royal Canadian Mounted Police.

Once the CAF support is no longer required to respond to the event, the GOC will submit a formal RFA termination package to the Minister. This step ensures that all approval authorities are properly documented.

### **Considerations**

Normally the GOC is informed in advance within a few hours, or a few days, that a formal RFA is forthcoming. As common practice, the Director General of the GOC will provide a heads-up email to the Minister's staff explaining the situation and the rationale for the potential RFA. If a provincial Minister submits a RFA directly to the Minister bypassing the Public Safety Regional Office or the GOC, the Minister's staff is encouraged to consult with the Director General of the GOC to ensure proper consideration is given to the request. Some RFAs also require consultations with Department of Justice legal counsel.

### **Next Steps**

The GOC is available to provide an in-depth presentation on the RFA process and a tour of the GOC operations centre.



## National Security and Cyber Security Branch Overview

### Branch Background

The National Security and Cyber Security Branch (NCSB) aims to ensure that Canada is prepared for, and can respond to, a range of national security and cyber security threats by:

- Supporting and coordinating prevention, detection, denial, response and recovery efforts of the Public Safety Portfolio, and other government departments and agencies, on matters relevant to cyber and national security;
- Working with operational and policy partners to provide the Government with strategic advice on rapidly evolving and often sensitive issues;
- Assisting the Minister and Deputy Minister in fulfilling key statutory obligations;
- Identifying and closing gaps in Canada's ability to address national security threats; and
- Coordinating, and developing policies and implementation processes related to issues such as cyber security, foreign investments, critical infrastructure, the proliferation of weapons of mass destruction, hostile state activity and counter terrorism (e.g. the listing of terrorist entities, radicalization leading to violence, travel abroad for terrorism related purposes).

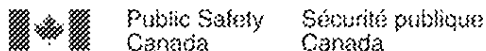
### Key Files and Responsibilities

The Branch is comprised of five (5) Directorates: National Security Policy, National Cyber Security, National Security Operations, Critical Infrastructure and National Economic Security.

The National Security Policy Directorate supports the Minister in coordinating key national security issues. Key files include the Passenger Protect Program, implementation of the *National Security Act, 2017*, Returning Foreign Fighters, Terrorist Financing, Counter Proliferation, Intelligence and Evidence, Lawful Access, *Canadian Security Intelligence Service Act* Operations, Transparency, Gender Based Analysis+ in National Security, Cloud Act, the *Security of Canada Information Disclosure Act*, and the Five Country Ministerial.

The National Cyber Security Directorate supports the Minister in coordinating the Government's overall policy approach on cyber security. Key files include Critical Cyber Systems Initiative, Fifth Generation (5G) Technology and the National Cyber Security Strategy.

The National Security Operations Directorate coordinates and leads activities to prevent individuals and entities who pose threats to national security from operating in Canada. Key files include Terrorist Listings, Hostile State Activity, the Public Report on the Terrorist Threat to Canada, National Security Operations Incident Management, Investment Canada Act, Canadian Extremist Travelers and hostage cases.



The Critical Infrastructure Directorate is responsible for supporting the Minister in leading an overall national effort to enhance the resilience of Canada's critical infrastructure against all hazards.

The Task Force on Economic Security analyzes and provides policy options on Canada's suite of tools to respond to economic-based threats to national security. [REDACTED]

As of July 2019, NCSB has a total of 200 FTEs with a current salary budget of approximately \$14.6M and an O&M budget of \$3.8M.

### **Key Partners**

Given the diversity and depth of the branch, key partners can greatly vary. The branch regularly works with the Portfolio entities, other government departments, the provinces and territories, private and public sector critical infrastructure owners. Key international partners are the Five-Eyes alliance and the G7.



## Economic-based Threats to National Security

### Background

In a few short years Canada's threat environment has evolved dramatically. With a changing global economy, the rapid worldwide diffusion of technology, and a shifting international distribution of power, Canada finds itself facing increasingly complex and sophisticated economic-based threats from both state and non-state actors. Potential adversaries have developed new and aggressive multi-dimensional strategies to acquire sensitive technology, critical infrastructure, intellectual property and personal data that can advance their military and intelligence capabilities and offer them potentially new avenues for economic coercion.

In an environment where technology is increasingly becoming a domain of interstate competition, Canada's most important security partners have been strengthening their capacities to defend against these threats

Canada's S&I community has identified four gateways which state and non-state actors are using to exploit Canadian technology and expertise, obtain personal data, and access critical infrastructure – all of which create economic-based threats to national security. These four gateways or threat vectors include - foreign investment, trade and exports, knowledge, as well as rights and licenses. While Canada does have some tools/programs in place to control and limit access to these gateways, each continues to present unique threats.

### Status

Since early 2019, the Task Force on Economic Security has been working with interdepartmental stakeholders

### Considerations

**(iii) International Stakeholders** - Canada's most important security partners have been strengthening their capacities across a broad front to defend against the same threats. The OECD notes in a report from March 2019, that "in the past two years alone, nine out of the



world's largest ten economies have modified or introduced new, comprehensive policies to manage acquisition- or ownership-related risk to essential security interests".

In 2018 the United States enacted comprehensive changes to their foreign investment and export control regimes to better address these risks.

[Redacted]

[Large redacted area]

(viii) **Timing** – Budget 2019 contained funding, starting in FY 2018-2019, for additional FTEs for Departments which currently administer our economic security programs.

[Redacted]

**Next Steps**

[Redacted]



## Fifth Generation Wireless Technology (5G)

### Background

Wireless networks are the modern infrastructure upon which the global, data-driven economy is built. The global telecommunications sector is undergoing a transition from fourth generation wireless technology (4G) to fifth generation (5G) that will drive future economic growth. In Canada, this means Canadian telecommunications service providers will invest approximately \$26 billion in Canadian networks by 2026. 5G wireless technology is expected to directly and indirectly contribute as much as \$40 billion annually to Canada's economy within the same timeframe.

5G networks will become a crucial component of Canada's critical infrastructure over the next few years. They will operate at significantly higher speeds and provide greater versatility, capability, and complexity than previous generations. This will make 5G networks the foundation upon which an increasing number of devices will connect to the internet and to each other. The high level of interconnectivity and complexity in 5G networks means that an exploitation of vulnerabilities by malicious actors will be more difficult to safeguard against, and that incidents will have a broader impact than in previous generations of wireless technology.

Canada's current approach to the security of its telecommunications networks is through the Security Review Program conducted by the Communications Security Establishment (CSE). This voluntary and collaborative program has been in place since 2013, and has helped mitigate risks stemming from equipment and services under consideration for use in Canadian 3G/4G/LTE telecommunications networks, including Huawei. To date, this program has led to the exclusion of particular equipment in sensitive areas of Canadian networks; mandatory assurance testing in independent third-party laboratories for certain equipment before use in less sensitive areas of Canadian networks; and, restricting outsourced managed services across government networks and other Canadian critical networks.

### Status

In late 2018, Public Safety began coordinating, through a working group, an intragovernmental examination of the economic opportunities and security risks associated with 5G technology. This group, comprised of Public Safety, CSE, Global Affairs Canada, National Defence, Innovation, Science, and Economic Development, the Canadian Security Intelligence Service, and the Privy Council Office, is preparing options based on the examination that will help safeguard Canada's wireless telecommunications networks.





s.15(1) - Int'l

s.21(1)(b)

s.69(1)(g) re (a)

s.69(1)(g) re (e)

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**Considerations**

*International*

Canada's Five Eyes partners have all made public announcements on how they plan to protect 5G wireless telecommunications networks.

[Redacted]

The United States (US) added Huawei to its Entity List on May 15, 2019, thereby indicating that Huawei is seen as a threat to national security. Although this prevents US companies from doing business with Huawei, a Temporary General License was issued, delaying the implementation of the Entity List and allowing US companies to work with Huawei for 90 days. A second 90 day License was granted on August 19, 2019.

On July 22, 2019, the United Kingdom (UK) released a risk mitigation framework that addresses security challenges posed by vendors. While the specifics of the UK approach have yet to be decided, the UK's Digital Secretary announced that a decision on Huawei's involvement in their 5G networks will be made sometime this autumn.

Australia has fully restricted any vendor who may be subject to extrajudicial directions from a foreign government that conflict with Australian law from its 5G telecommunications networks.

New Zealand is able to restrict the use of equipment and services in 5G telecommunications networks through a case-by-case review of the national security risks of proposed deployments by Telecommunications Services Providers. They are required to notify the Government Communications Security Bureau of proposed decisions, courses of action, or network changes for security review purposes.

[Redacted]

**Next Steps**

[Redacted]



## Critical Cyber Systems

### Background

The need to protect cyber systems that underpin Canadian critical infrastructure (CI) became a concern in 2013 following the identification of risks to telecommunication networks from equipment acquired from untrusted vendors (such as companies subject to foreign influence or control).

To address this, Budget 2015 provided \$36.4 million to support the Government's efforts to ensure Canada's vital cyber systems (VCS) – cyber systems that underpin CI - remain safe and reliable. This initiative expanded the scope of protection to federally-regulated CI sectors in addition to telecommunication, namely the finance, transport, and energy sectors.

Following the public consultation on existing measures to protect Canadians and CI from cyber threats in 2016-17,

### Status

Budget 2019 earmarked \$144.5 million, in addition to the funding already in the fiscal framework, to support the introduction of legislation and establish a framework for such activities.

### Considerations

The cyber security concerns identified for CI remain unaddressed.

s.69(1)(g) re (a)

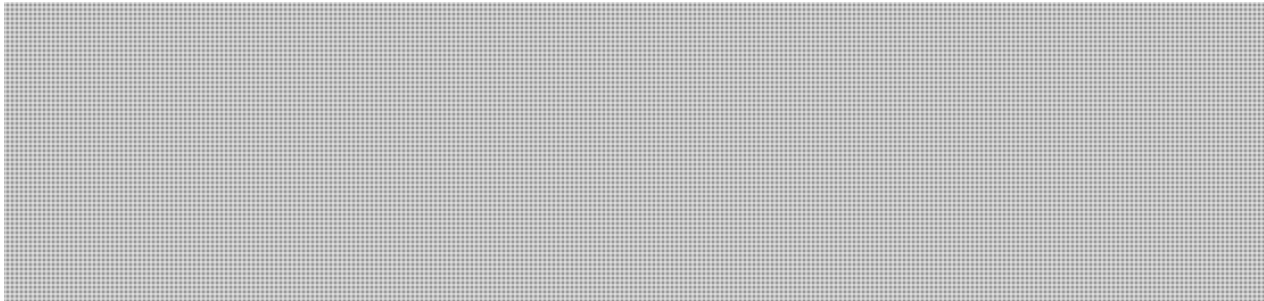
s.69(1)(g) re (e)



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Canadians likely expect that the government will introduce measures for the protection of cyber systems that underpin CI, because commitments to introduce legislation related to CCS were made publicly by the Minister of Public Safety and Emergency Preparedness in the spring of 2019.



### **Next Steps**





## CSIS Accountability and Legislative Reform

### Background

In 1984, CSIS was established as a separate civilian intelligence agency as a response to the failings of the RCMP Security Service. The *CSIS Act* created strong accountability mechanisms, as well as the Service's primary mandate to collect, analyse, and retain information "to the extent that is strictly necessary" to investigate and provide advice to Government on threats to the security of Canada.

The intervening 35 years have brought significant changes to the landscape in which CSIS operates, both with respect to the threat and technological landscape and to its legal authorities and accountability. These trends have had a significant impact on the Minister's ability to exercise meaningful oversight over CSIS and CSIS' ability to fulfill its mandate in support of the Government's intelligence priorities.

CSIS has experienced significant challenges in adapting to the new technological and threat environment while operating in compliance with the legal framework. The Federal Court has twice found CSIS to have breached its duty of candour to the Court, and also determined that it had retained non-threat-related metadata without lawful authority.

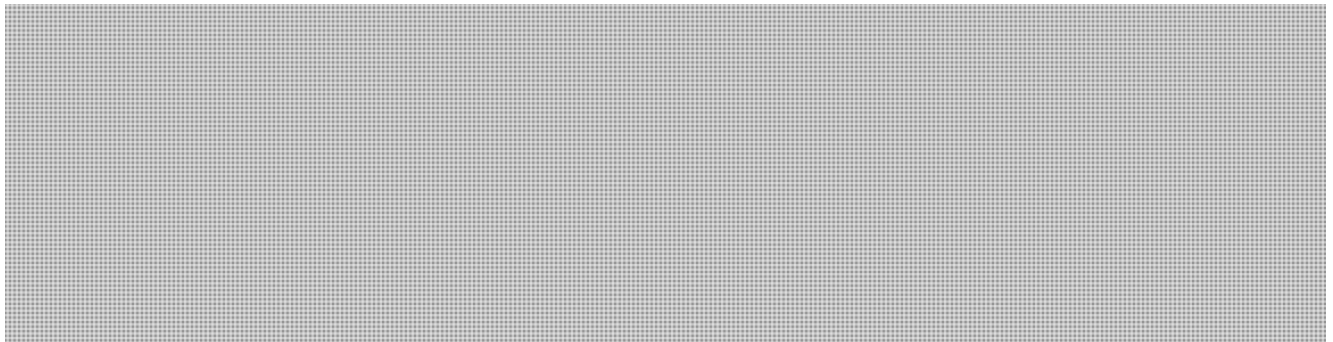


### Status

In September 2019, a standalone Ministerial Direction (MD) on Accountability was issued to CSIS. This was intended to address gaps that had been identified in CSIS's accountability framework as a result of CSIS's above-noted interactions with the Federal Court. The two primary changes were 1) an enhanced role for Public Safety in supporting the Minister's accountability role, and 2) more detailed direction with respect to the duty of candour. A framework governing co-operation between Public Safety and CSIS is currently being negotiated.

### Considerations

Notwithstanding the recent legislative changes, reform continues to be needed in order to clarify and update legal authorities and accountability mechanisms in response to certain ongoing issues:





## 2. *Operational Environment*

A 2018 Federal Court decision on s. 16 of the *Act* outlined a clear gap with respect to collection of foreign intelligence information on individuals who are physically located within Canada

In addition, the Federal Court's 2016 decision finding against CSIS's previous interpretation of s. 12 has created legal uncertainty at the Service over the status of current holdings and future collection. The Service also finds itself constrained by its information sharing and disclosure provisions, which date from 1984.

As a result of these ongoing issues, the following key areas should be taken into consideration when exploring how to improve CSIS accountability and efficacy of CSIS operations:

1. Strengthening the role of Public Safety – The *CSIS Act* requires CSIS to consult the Deputy Minister of Public Safety. The legal challenges faced by CSIS have highlighted the importance of this role in supporting Ministerial accountability for CSIS through well-informed advice to the Minister regarding significant and emerging issues affecting the legality and efficacy of CSIS operations. Public Safety will need to consider how to organize itself to best support you in the current dynamic threat and technological context.

2.

Consideration should also be given to a regular review of national security legislation that may consider minor modifications according to certain themes that affect CSIS operations, such as intelligence as evidence (we have provided you a separate note on this); foreign interference, and economic security.

### **Next Steps**

Public Safety and CSIS will work together to operationalize the new Ministerial Direction on Accountability, which will include a protocol on co-operation between the two organizations, as well as a new process intended to ensure that CSIS discharges its duty of candour.

CSIS, Public Safety, and the Minister, including increased scrutiny by review bodies. Public Safety, in co-operation with CSIS, will provide you advice as needed.

Public Safety will work with partners to bring forward to you options for legislative reform based on the most pressing needs.

s.15(1) - Int'l

s.21(1)(a)

s.21(1)(b)



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## ***CLOUD Act***

### **Background**

The explosive growth of Internet-based communications and cloud based computing has resulted in most 'domestic' communications crossing borders, with many popular providers being based in the United States. Canada's legal mechanisms for timely access to data held in foreign jurisdictions for criminal and national security investigations are insufficient to deal with this issue.

Law enforcement and CSIS obtain judicial authorizations to search a computer or intercept communications. As more and more communications services are based outside of Canada, the ability of law enforcement and national security agencies [REDACTED] as Canadian courts do not have jurisdiction to issue orders against companies located outside of Canada. Currently, to obtain data directly from providers outside of Canada, law enforcement can make use of Mutual Legal Assistance (MLA) treaties for access to stored data. However, this presents challenges as the process can be lengthy, and, MLA is ill equipped to handle the volume of cross-border requests in the Internet era. More critically, MLA treaties can only be used by law enforcement, not CSIS. [REDACTED]

[REDACTED]

### **Status**

The US passed the *CLOUD Act* in March 2018, has recently signed the first agreement under the Act with the UK, and is interested in negotiating an agreement with Canada. Official negotiations have also been launched with the EU and Australia. [REDACTED]

[REDACTED]



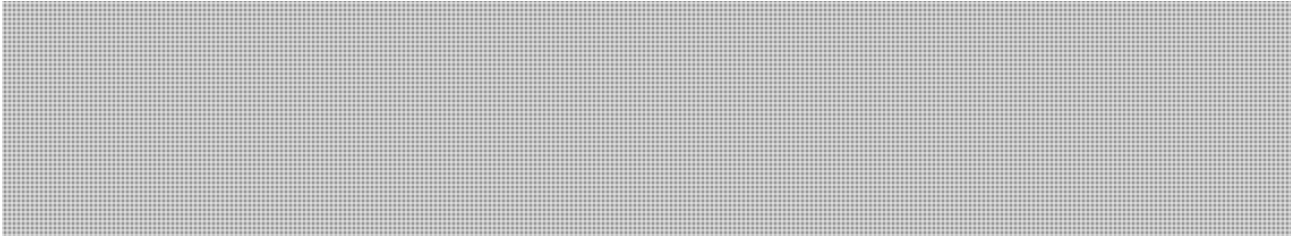
s.21(1)(a)

s.21(1)(b)

s.69(1)(g) re (e)

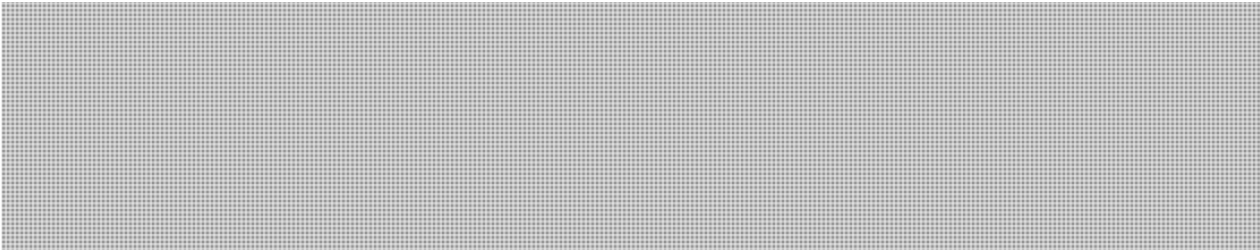
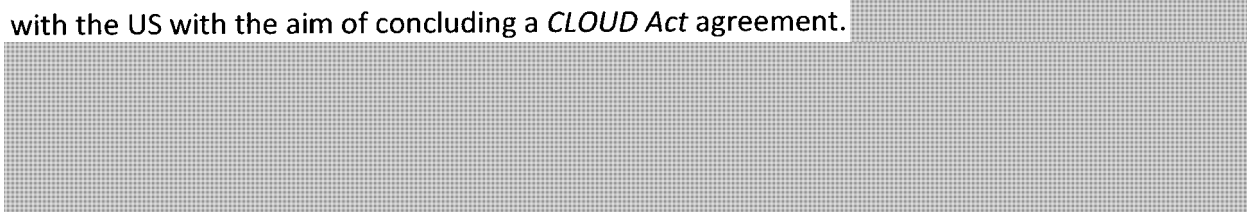
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## Considerations

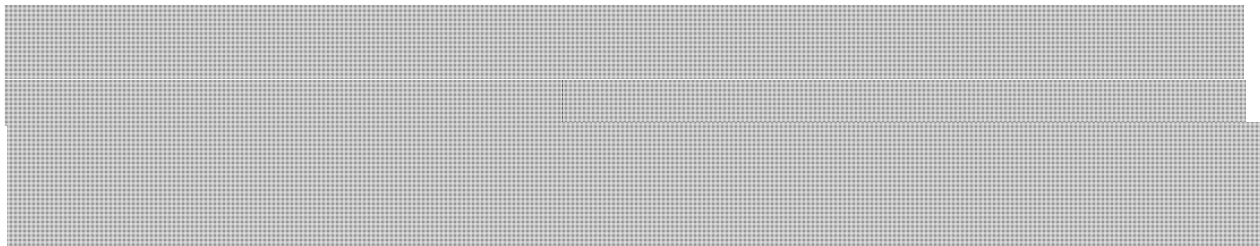


### *Stakeholder Perspectives*

The private sector in the US has been supportive of the *CLOUD Act* model. Most major US providers such as Google, Apple, and Facebook have endorsed it. As the *CLOUD Act* model is based on voluntary cooperation, the support of these companies is crucial. In August 2018, the Canadian Association of Chiefs of Police expressed support for Canada entering negotiations with the US with the aim of concluding a *CLOUD Act* agreement.



## Next Steps





## Encryption

### Background

Encryption has gained considerable traction over the years as the importance of online content for the public, business, and governments has grown. Encryption protects the integrity of critical national infrastructure, individuals, and businesses, from malicious intrusion, including everything from telecommunications and transportation systems to financial services and the energy sector. More and more communication products and services for personal use are defaulting to the use of strong encryption to protect exchanges from being exploited.

While encryption has had several positive impacts, it has also seriously impeded law enforcement and national security agencies' ability to investigate in cyberspace, even when the agencies obtain the appropriate authorisation from a judge to intercept the communication of a suspect. This problem has been exacerbated by "user controlled end-to-end encryption", which protects data such that it can only be read either at the point of the sender or the recipient. Many mobile devices now feature full disk encryption when locked, [REDACTED]

Encryption is a significant obstacle for the full spectrum of law enforcement and national security investigations, [REDACTED]

[REDACTED] As much as 67% of data that the CSIS lawfully collected in the fiscal year 2017-2018 [REDACTED]

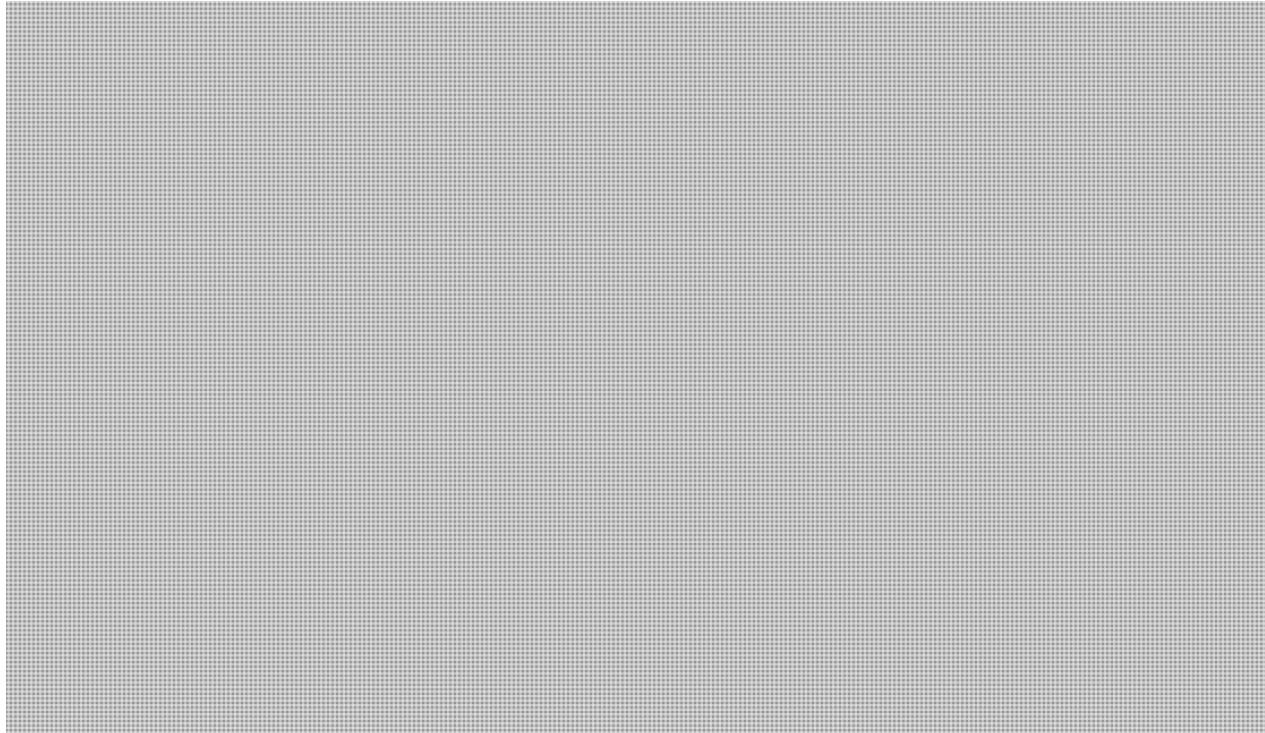
[REDACTED] Technology continues to trend towards more encryption. All Apple devices now employ full disk encryption by default. In March 2019, Facebook announced its "Privacy-Focused Vision for Social Networking", which is its plan to combine Facebook Messenger, WhatsApp, and Instagram into one encrypted communications platform.

### Status

Without robust and timely information and evidence, the RCMP cannot investigate or intervene to halt criminal activity such as online child exploitation. CSIS ability to monitor and counter threats to national security is similarly affected by the difficulty in accessing digital data. [REDACTED]

[REDACTED]

[REDACTED]



## Considerations

### *Increasing Transparency*

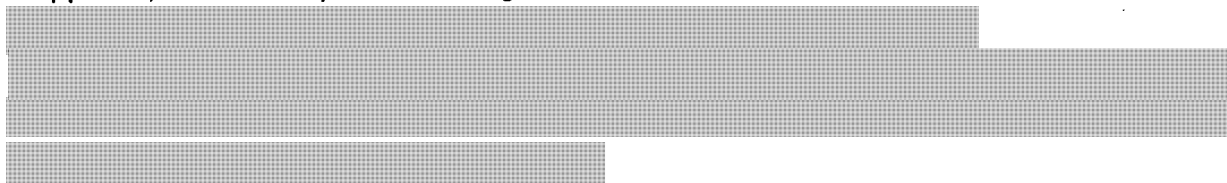
One of the main difficulties that impedes governmental efforts to change lawful access policies, legislation or funding is the public's lack of understanding and trust around these issues. The lack of clarity on the government's authorities and capabilities in different circumstances has led to an erosion of public trust, which has fed opposition to proposed governmental actions. Any progress on encryption will require more transparency, including strong public outreach and improved communications. It would also be essential to engage key stakeholders and gain the support of prominent voices in industry and academia.

### *Five Eye Discussions*

Recently, Cabinet level officials have raised the subject of encryption with Canadian counterparts in bilateral meetings, and at meetings of the Five Eyes Ministers. [REDACTED] For the last three years, there has been a strong push among the partners for collective action to be taken on the subject. Canada's position is to support safeguarding encryption while being a proponent of mitigating its challenges through cooperation and positive relations with industry.

## Next Steps

With approval, Public Safety Canada along with federal partners is proposing to:





## National Security & Intelligence Review and Oversight Framework

### Background

There has been a significant shift in the national security and intelligence (NSI) review and oversight landscape in the past two years with the introduction of a Committee of Parliamentarians in 2017, and in 2019, the creation of an Intelligence Commissioner, and a new National Security Intelligence Review Agency that spans all government NSI activities.

#### *Intelligence Commissioner (IC)*

The new IC provides enhanced oversight to certain intelligence and cyber security functions set out in the legislation for the Communications Security Establishment (CSE) and the Canadian Security Intelligence Services (CSIS) Act. Specifically, the IC assumes a new and binding oversight role in approving specific authorizations issued and determinations made by the Minister of National Defence and Minister of Public Safety and Emergency Preparedness for certain intelligence activities prior to their conduct.

#### *National Security and Intelligence Review Agency (NSIRA)*

The NSIRA will assess the efficacy and performance of NSI agencies across government by reviewing and reporting on the lawfulness of all NSI activities. NSIRA also investigates complaints made against CSIS and CSE, and from individuals denied security clearances, as well as national security-related complaints made against the the Royal Canadian Mounted Police. It has unfettered access to all information, except Cabinet Confidences.

NSIRA must submit its mandatory annual reports on:

- CSIS' and CSE's compliance with their respective law and ministerial directions as well as the reasonableness of their actions under their powers to their respective Minister;
- the disclosure of information under the *Security of Canada Information Disclosure Act* of the previous calendar year to the Minister of Public Safety; and
- on their reviews, findings and recommendations to the Prime Minister. NSIRA must also review the implementation of all directions issued under the *Avoiding Complicity in Mistreatment by Foreign Entities Act*.

#### *National Security and Intelligence Committee of Parliamentarians (NSICOP)*

The NSICOP is comprised of Parliamentarians with the authority to review all national security and intelligence activities across the federal government. The NSICOP has access to all information except: Cabinet confidences, human source names and witness protection program information, and details of ongoing law enforcement operations. Although the NSICOP and NSIRA have slightly different mandates, it is expected that they will conduct complimentary reviews to ensure a more comprehensive assessment of NSI activities.



In 2018, the NSICOP conducted two reviews:

- the process for setting intelligence priorities, and
- the Department of National Defence and the Canadian Armed Force's (DND/CAF) intelligence activities, published in their first annual report. Public Safety (PS) was implicated in the first review.

In 2019, the NSICOP conducted four reviews:

- the Canada Border Services Agency's NSI activities;
- DND's collection, use, retention and dissemination of Canadian Citizen's information;
- the Government's foreign interference activities; and,
- Diversity and Inclusion efforts in the NSI community. PS is implicated in the latter two.

The NSICOP submitted its 2019 annual report (classified) on August 30, 2019 to the PM. The public version of the report is expected to be tabled in Parliament in February/March 2020. The review agenda for the coming year for the NSICOP is not yet known, since the Committee needs to be reconstituted post-election and set its new priorities.

#### *PS Review Secretariat*

The PS Review Secretariat (the Secretariat), located within the National Security Policy Directorate, coordinates the collection of information and documents within PS in response to information requests from review bodies and is the point of contact for both NSIRA and the NSICOP. The Secretariat will also facilitate any appearances by senior officials before the review committees.

#### **Considerations**

There will be a learning curve for departments/agencies that are new to independent review, including PS. The retrieval and review of requested documents from review bodies could put additional pressure on PS, depending on scope and time of review, especially if it is implicated simultaneously in reviews for both the NSICOP and NSIRA. Also, PS might be implicated in portfolio reviews given its collaborative work with them in policy development.

#### **Next Steps**

The Secretariat is developing internal procedures for responding to information and document requests from review bodies. These procedures will include details on approval levels for disclosure of information to certain review bodies and methods of keeping senior officials and Minister's Office informed of developments on review agendas and disclosure of documents.

The Minister of PS will be notified and kept apprised of high profile reviews involving sensitive topics; any NSICOP conclusions related to activities or ongoing operations that could be injurious to NS; and, any ad hoc or special reviews that may garner public interest.



## Intelligence and Evidence

### Background

The intelligence and evidence (I&E) dilemma arises from the challenges and obstacles encountered when actionable intelligence is used to inform criminal investigations and eventual prosecutions, or other government action to address national security threats.

Protecting intelligence and/or sensitive information from public disclosure is the fundamental challenge facing governments. There are tools to protect sensitive information from unnecessary disclosure in court proceedings (e.g., section 38 of the *Canada Evidence Act*, s. 18.1 of the *Canadian Security Intelligence Service Act*), however, their use comes with uncertainty as claims of privilege are adjudicated in court and, ultimately, claims of injurious information are subject to the court's interpretation. There are recent examples of decisions on the disclosure of information unfavourable to the government that have changed the course of proceedings in certain cases (e.g., *Huang*, an ongoing prosecution of espionage charges laid under the *Security of Information Act*).

The fear of disclosure of injurious information in court can lead to a chilling effect at the operational level, as national security (NS) agencies may be reticent to share information or collaborate, undermining the government's ability to prosecute and ensure the security of Canada.

### Status

Recent work to identify potential options to address I&E issues has identified that the legal framework is largely sound and that a drastic legislative overhaul to mandates or machinery is not required. The way forward, instead, consists of significant operational reform, complemented by targeted policy/legislative measures and related governance, coordination and process improvements.

#### *Operational Reform*

From an operational perspective, the Canadian Security Intelligence Service (CSIS) and the Royal Canadian Mounted Police (RCMP) are undertaking extensive efforts to reform their collaborative approach to identify and address NS threats, informed by two recent operational reviews. Broadly speaking, these reviews have found that within the existing legal framework, considerable improvements to the CSIS-RCMP relationship can be instituted to better leverage each organization's mandate towards a truly collaborative model to address threats.

#### *Targeted Policy/Legislative Reform*

To complement operational reform efforts, in order to achieve a comprehensive approach to addressing I&E issues, the following key policy and legislative measures are being considered:

s.15(1) - Subv

s.21(1)(a)

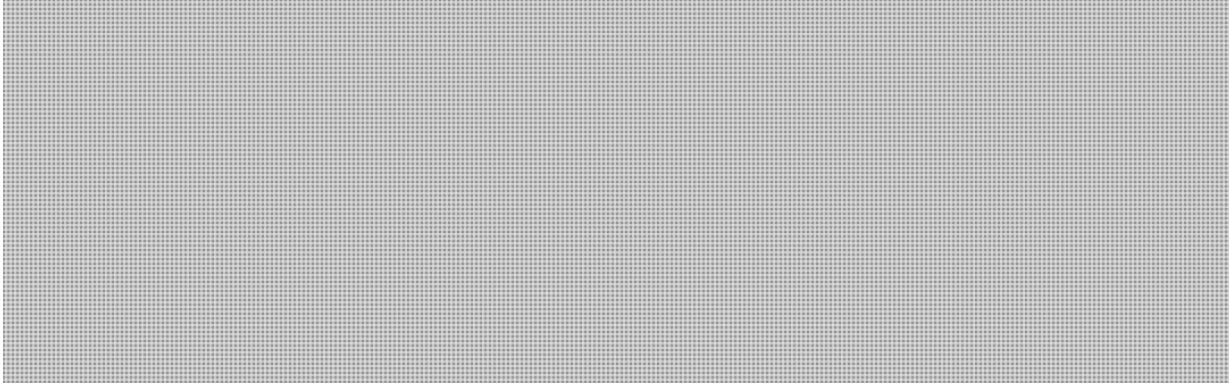
s.21(1)(b)



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### *Governance*

Existing senior level committees are being explored as potential venues to ensure coordination across the NS apparatus to proactively mitigate I&E issues and better manage large-scale litigation implicating multiple departments and agencies.

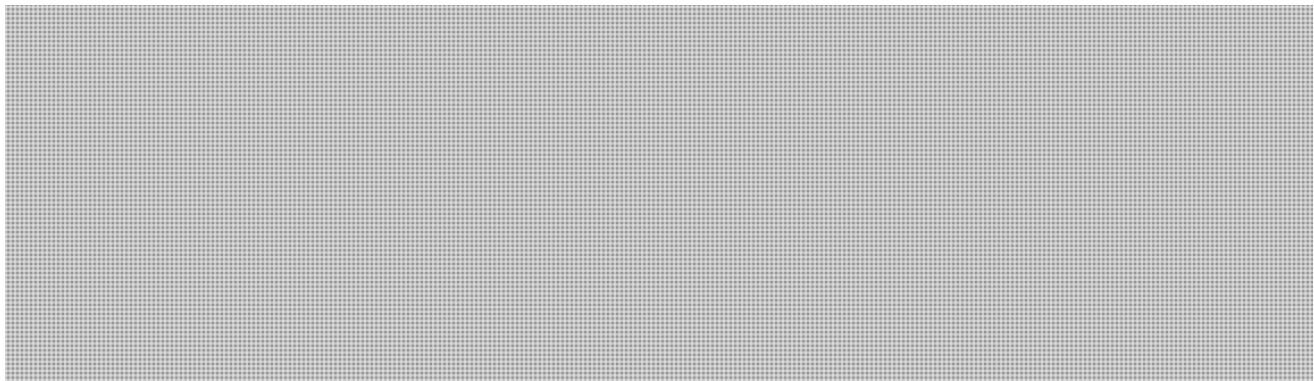
### **Considerations**

Failing to address I&E issues will continue to severely limit the government's ability to deal with the most serious current and emerging NS threats. Further, partners will continue to experience difficulties in managing lengthy, burdensome court proceedings. Absent a statutory regime that facilitates the simultaneous use and protection of sensitive information in many judicial proceedings, the government will not be able to confidently rely on intelligence when acting to counter major NS threats such as economic-based threats.

Advancing legislative/policy and operational reform initiatives will involve significant budgetary considerations, including investments for new personnel, advanced information technology systems and secure infrastructure. Investments may also be required for the Federal Court, should



### **Next Steps**





## Portfolio Affairs and Communications Branch Overview

### Branch Background

The Portfolio Affairs and Communications Branch (PACB) leads strategic policy and planning integration within the Department and across the Portfolio, coordinates Portfolio, Cabinet and Parliamentary business, and is the focal point for public communications and engagement.

PACB provides strategic communications advice and services and is responsible for departmental efforts related to consultation, stakeholder relations, and citizen engagement. It plays a lead role in shaping the Department's international policy agenda through a strategic, evidence-based framework that identifies challenges and the countries and institutions that can help mitigate them. The Branch leads on cross-cutting policy issues related to international cooperation, Arctic policy, and frameworks for cooperation with like-minded countries.

PACB is composed of three Directorates: Strategic Policy, Research, Planning and International Affairs; Communications; and Cabinet and Parliamentary Affairs and Executive Services. PACB also houses the Canada Centre for Community Engagement and Prevention of Violence (Canada Centre), which provides leadership on the Government of Canada's response to radicalization to violence. As of July 24, 2019, the Branch had 179 full-time equivalents. The Branch has an operating budget of \$19.8M in 2019-20.

### Key Files and Responsibilities

#### *Canada-United States (U.S.) Relations and International Relations*

PACB provides strategic advice on international issues of relevance to the Department and Portfolio, with a view to ensuring that engagement abroad furthers Canada's domestic security. PACB facilitates international engagement by providing advice and support for the Minister's participation in different international fora, and in meetings with other international counterparts and multilateral organizations.

Assisted by Public Safety's Counsellor at the Canadian Embassy in Washington, PACB supports the Minister's relationships with U.S. counterparts, most frequently with the Secretary of Homeland Security, and tactically with U.S. Attorney General, who leads the Federal Bureau of Investigation and Drug Enforcement Administration. This is informed by Public Safety's Counsellor and PACB officials' engagement with the department and Portfolio agencies to provide a whole of portfolio view of bilateral cooperation. PACB also administers the Canada-U.S. *Agreement on Land, Rail, Marine and Air Transport Preclearance* and the *Preclearance Act*, 2016, and plays the lead role in supporting the expansion of preclearance operations in Canada on behalf of the Government of Canada.

PACB is responsible for a number of annual ADM-level interdepartmental engagements that aim to advance Canada's public safety priorities with key partners. These are the Canada-U.S.



Executive Coordination Committee, the Preclearance Consultative Group, the Canada-Mexico Security Dialogue, and the annual meeting for the Declaration of Intent with Israel.

#### *International Police Peacekeeping Program/Canadian Police Arrangement*

PACB manages the International Police Peacekeeping Program and the Canadian Police Arrangement in cooperation with the RCMP and Global Affairs Canada, which support Canada's commitment to international security through police participation in international peace support and stabilization missions.

#### *Public Outreach*

PACB is responsible for the Cross-Cultural Roundtable on Security, a forum for consultation with representatives of diverse ethno-cultural communities on national security issues. Together with the Minister of Justice, the Minister appoints Roundtable members, and has an opportunity to engage directly with them when they meet, typically three times annually. Additionally, PACB leads outreach events with Canadians, which provide an opportunity to highlight the importance of working with communities and to learn about their concerns.

#### *Communications*

PACB is responsible for strategic and operational communications services to the Minister, Deputy Minister and all Branches of the Department. The Branch coordinates the Government of Canada's communication response for broad public safety and security issues ranging from major events to natural disasters (e.g., drug-impaired driving campaign, cyber safe tips, and the emergency management "Get Prepared" campaign). As part of this function, it provides support to the Government Operations Centre and develops and strengthens communications networks with provincial/territorial and international partners. Communications also works closely with key private sector partners to advance awareness of key messages in support of safety and security.

#### *Strategic Policy, Research, and Corporate Planning*

The Strategic Policy and Research Division leads the tracking of the Public Safety Portfolio mandate priorities and commitments, coordinates the Portfolio's Federal Budget process and provides input on horizontal policy issues (e.g. the Arctic and Northern Policy Framework). It is responsible for the development and implementation of the Public Safety Data Strategy, facilitates research collaboration and coordination across the Portfolio and collaborative efforts between the Portfolio and the Canadian Centre for Justice Statistics of Statistics Canada.

The Strategic Planning Division leads Public Safety's corporate planning cycle and produces annual corporate products including the Departmental Plan and the Departmental Results Report. It is the center of expertise on risk management, performance measurement and experimentation. It also coordinates the annual response to the Management Accountability Framework assessment.

### *Cabinet, Parliamentary, Regulatory Affairs and Appointments*

The Directorate manages the Portfolio's Cabinet, Parliamentary, and Regulatory agendas, including Governor in Council and Ministerial Appointments. The Public Safety Portfolio's Cabinet and Parliamentary business is typically one of the largest across the federal government.

PACB delivers Access to Information and Privacy programs for the Department and Ministerial Correspondence and Secretariat Services for the Public Safety Portfolio.

### *Countering Radicalization to Violence*

Through the Canada Centre, PACB provides national leadership on countering radicalization to violence, including through implementation of the 2018 National Strategy on Countering Radicalization to Violence; engaging with groups across diverse sectors, including through the National Expert Committee on Countering Radicalization to Violence; coordinating talent and expertise; and funding programs and research to better understand and more effectively counter violent radicalization.

### **Key Partners**

In addition to key partners within the Department, the Portfolio, and the federal government, PACB works closely with other governments on issues of international cooperation, most notably the U.S. and other Five Eyes partners (United Kingdom, Australia, New Zealand).



## Preclearance

### Background

“Preclearance” is an arrangement between two countries that allows customs and immigration officials from the country of destination to be located in the country of origin in order to clear or deny the admission of travellers or goods to the destination country prior to entry into the destination country.

The United States (U.S.) has been conducting air preclearance at an increasing number of airports in Canada since 1952 under various arrangements. From 2002 until August 2019, the legal basis for these operations was provided by a treaty called the *Air Transport Preclearance Agreement between the Government of Canada and the Government of the United States of America* (Air agreement) and the *Preclearance Act* of 1999. This agreement provided for air preclearance of travellers but it did not include other modes of transport or cargo operations.

The U.S. is currently conducting preclearance operations at eight Canadian airports: Calgary, Edmonton, Stanfield (Halifax), Montréal (Trudeau), Ottawa, Toronto (Pearson), Vancouver and Winnipeg. In addition to these locations, the U.S. is conducting a narrower form of preclearance or “pre-inspection” to ensure compliance with U.S. immigration laws in British Columbia at Vancouver (both marine and rail), Sidney, Prince Rupert and Victoria.

In March 2015, Canada and the United States signed a new treaty entitled the *Agreement on Land, Rail, Marine and Air Transport Preclearance between the Government of Canada and the Government of the United States of America* (LRMA), which was a commitment of the 2011 *Beyond the Border Action Plan*. The LRMA is a modernized framework that provides for preclearance operations to be established in either country and to be conducted in all modes of transport (i.e., land, rail and marine as well as air) as well as for cargo operations. The new *Preclearance Act, 2016* (PCA, 2016) provides the legal basis for the LRMA under Canadian law.

### Status

The LRMA was ratified by both countries on August 15, 2019. Canada’s obligations under this treaty were implemented in Canada through the PCA, 2016 and associated legal instruments, which entered into force the same day. They replace the previous Air agreement and *Preclearance Act*, of 1999. The LRMA also establishes the Preclearance Consultative Group. This group is comprised of senior U.S. and Canadian officials at the Assistant Deputy Minister level or equivalent and will meet at least annually to review performance and resolve any issues related to the implementation of this Agreement.

With the entry into force of the PCA, 2016, leadership responsibility for the legislative framework supporting preclearance has been formally transferred to the Minister of Public Safety from the Minister of Foreign Affairs. As such, the Minister of Public Safety is responsible for the administration of the PCA, 2016 and has specific duties under this Act, such as ensuring



U.S. preclearance officers receive training on applicable Canadian laws and for designating land-based preclearance locations. Other Ministers have been assigned specific roles under the legislation: the Minister of Transport is responsible for the designation of rail, marine, and air preclearance locations; the Minister of Foreign Affairs can recommend the restriction of civil immunities afforded to U.S. preclearance officers; and the Attorney General of Canada is responsible for advising the Minister of Public Safety with respect to the exercise or waiver of primary criminal jurisdiction.

## Considerations

With the entry into force of the LRMA and the PCA, 2016, it will now be possible for:

- The five existing rail and marine pre-inspection sites in British Columbia to transition to full preclearance;
- New preclearance sites to be established in Canada or the U.S. in any mode of transport;
  - In this regard, much attention has been given to potentially establishing preclearance at Billy Bishop Toronto City Airport and Jean Lesage International Airport in Quebec City. Support for these sites was publicly announced in a joint statement from Prime Minister Trudeau and President Obama and a subsequent statement from Prime Minister Trudeau and President Trump. Both facilities have signalled a strong interest to establish preclearance operations but have also indicated that government funding is required in order to establish preclearance.
- U.S. preclearance officers can be armed in Canada in the same operational environment as Canada Border Services Agency (CBSA) officers (reciprocity). U.S. officers are not currently armed in Canada, pending the installation of appropriate storage facilities in preclearance airports. U.S. officers have been afforded, by way of amendment to the Criminal Code, new duty-related protections and accountabilities under the new regime.

## Next Steps

- Public Safety, in collaboration with other government departments, will support all prospective Canadian preclearance locations in their efforts to determine the feasibility of establishing preclearance.
- CBSA is in the process of establishing the operational framework and identifying potential sites to pilot Canadian preclearance locations in the U.S.
- Public Safety, as the overall program lead for preclearance in Canada, will ensure compliance with the PCA, 2016, the *Canadian Charter of Rights and Freedoms* and other applicable laws in the conduct of preclearance operations. Public Safety will also provide on-going administrative support for the preclearance framework, which includes ongoing bilateral relations with the U.S. and stakeholder relations.



## Countering Radicalization to Violence

### Background

The Government of Canada's domestic efforts to counter radicalization to violence (CRV) are led by Public Safety Canada (PS) through the Canada Centre for Community Engagement and Prevention of Violence (Canada Centre). Radicalization to violence refers to processes by which individuals and groups adopt an ideology and/or belief system that justifies the use of violence in order to advance their cause. Activities include policy guidance on CRV; funding, planning and coordinating research on CRV issues; and targeted programming to support initiatives that aim to prevent and counter radicalization to violence in Canada.

In December 2018, the Canada Centre released the National Strategy on Countering Radicalization to Violence (National Strategy), which identifies three priorities: (1) building, sharing and using knowledge; (2) addressing radicalization to violence in the online space; and (3) supporting interventions. The Canada Centre supports these areas of work through the Community Resilience Fund (CRF), which provides funding for research and programming across Canada directed at CRV.

### Status

#### *Violent Extremist and Terrorist Use of the Internet (VETUI)*

The Canada Centre is leading federal efforts to address VETUI. Activities include policy guidance; engaging with digital industry through the GIFCT (Global Internet Forum to Counter Terrorism, established in 2017 by Google, Facebook, Twitter and Microsoft); and, participating in multilateral efforts including the G7, G20, Five Country Ministerial, and the Christchurch Call to Action. Through these initiatives, the Canada Centre is helping to improve the evidence base of online harm and effective prevention (e.g. content moderation); crisis protocols during emergency situations involving viral online content; support for small and emerging technology companies to counter VETUI; and, information-sharing between digital industry and the security and intelligence community, among other priorities.

#### *Interventions*

The Canada Centre provides support to intervention programs aimed at CRV. Through the CRF, the Canada Centre supports multiple organizations that help coordinate local-level interventions in major urban centres. Most interventions are led by health or social service professionals who address the needs, risks, and vulnerabilities of the individual to steer them away from violent extremism. Some programs focus their interventions with individuals who are in the initial stages of radicalization, while other programs can also intervene with individuals who have already radicalized towards violence, such as those who have been incarcerated for terrorism offences or have travelled abroad to join a terrorist group.



### *Hate Crimes and Incidents and Violent Extremism*

The Canada Centre's approach to prevention includes better understanding and addressing hate-motivated forms of terrorism and violent extremism. The Canada Centre was made a supporting partner for the new Anti-Racism Strategy, led by Canadian Heritage, and is receiving \$0.9 million over the next three years to expand efforts in areas such as improving reporting of hate incidents, training and education, public awareness, research about online dynamics, and support for new pilots/programs.

## **Considerations**

### *Violent Extremist and Terrorist Use of the Internet*

The Canada Centre's work is connected to broader Government of Canada efforts to address online harms, such as child sexual exploitation and abuse and hostile state activity.

Important considerations for options to address VETUI include lessons from recent international efforts to combat online harms, which include the introduction of legislation against VETUI in and efforts to regulate online platforms. Digital industry has also increased voluntary efforts to address VETUI, though increased collaboration with civil society and governments, and notably through a re-launch of the GIFCT as an independent, dedicated initiative with more resources to address issues like crisis response, transparency, and support for small companies.

### *Interventions*

The Canada Centre is involved in a number of initiatives related to interventions, including identifying and supporting the needs of frontline practitioners on issues such as risk assessment and case management. The Canada Centre is also collaborating with programs to address challenges such as information sharing and referring cases between sectors, which can be difficult given different mandates, privacy requirements, professional requirements (e.g. informed consent), and perceptions of risk/harm. Further, the Canada Centre is working with international counterparts, as well as local programs and researchers in Canada, to develop more effective ways to gather data to help identify trends, gaps, and training needs, while protecting personal information and practitioner/client privilege.

## **Next Steps**

The Canada Centre is focused on advancing the three priorities of the National Strategy and addressing VETUI and broader online harms will be a key priority file moving forward. In addition, as the Canada Centre moves from the development phase to considering its expertise as the result of initiatives funded under the CRF and through domestic and international partnerships, it will increasingly focus on helping to solve key challenges for CRV in Canada and sharing knowledge with key stakeholders.



## Canadian Police Arrangement – International Police Peacekeeping and Peace Operations Program

### Background

The International Police Peacekeeping and Peace Operations (IPP) Program gives the Ministers of Foreign Affairs, International Development and Public Safety the authority to deploy up to 150 Canadian police officers to peace operations and stabilization missions around the world. More than 4,000 Canadian police officers have participated in over 66 operations since 1989.

The IPP is managed by the Canadian Police Arrangement (CPA), a partnership between Global Affairs Canada (GAC), Public Safety Canada and the Royal Canadian Mounted Police (RCMP). Annual ongoing program funding of \$46.9 million from the International Assistance Envelope is administered by GAC and the RCMP.

Police deployments to fragile and conflict-affected states include roles in capacity-building, technical assistance, training and mentorship programs for host state police, while also leveraging Canada's expertise in community policing and countering sexual and gender-based violence. By participating in multilateral missions and initiating Canadian missions in a few countries, the IPP contributes to a safer and more secure world, which also benefits Canada's security. Deployed Canadian police officers also enhance their ability to face complex policing challenges, and bring back these valuable experiences to their own communities.

Public Safety's role within the CPA is to: ensure that domestic security considerations are reflected in decision making; provide advice on missions, including proposing new missions for approval; and collaborating with the RCMP and GAC to design and implement a strategic approach for the Program.

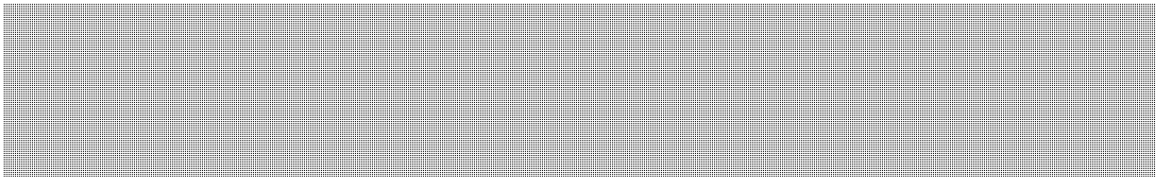
### Status

As of September 5, 2019, there were 83 Canadian police officers deployed across all approved missions. The CPA continues to prioritize the deployment of female police officers, and is far exceeding the established UN target of 21% for female police officers deployed. Currently, 37 Canadian policewomen are deployed, 45% of the total.

Key CPA missions include the following:

- **Haiti:** Canada has maintained a presence in Haiti since 2004. Following the scaling down of the UN mission this year, CPA Ministers authorized the deployment of up to 10 police officers to the UN's new and smaller mission in Haiti. [REDACTED]

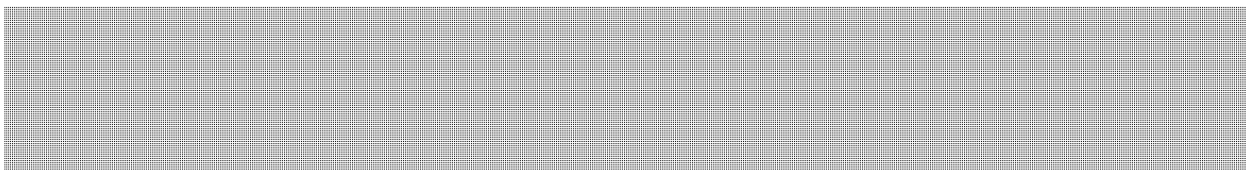


- **Ukraine:** Initial deployments began in 2015. The CPA deploys up to 45 officers to two missions in Ukraine to support Ukraine’s police reform efforts: bilaterally with the National Police of Ukraine; and with the European Union Advisory Mission for Civilian Sector Reform.
- **Mali:** Initial deployments began in early 2019. The CPA deploys up to 20 officers to the UN and European Union missions in Mali to support security sector reform efforts and build the capacity of the Malian police.
- 
- **Iraq:** Initial deployments began in 2016. The CPA deploys up to 20 officers to two missions in Iraq to build the capacity of Iraqi security institutions and train Iraqi police: the Global Coalition Against Daesh and the EU Advisory Mission in Iraq.
- **West Bank:** Begun in 2008, up to seven officers are deployed to two missions in the West Bank to build the capacity of the Palestinian Civil Police: to the Canadian Forces’ Operation PROTEUS and to the EU police mission.

### Considerations

IPP missions are mostly in fragile and conflict-affected states with the risk of violence towards the deployed Canadian police. Risks are carefully assessed by the RCMP to ensure that satisfactory duty of care, training, and logistical arrangements meet security concerns and appropriate risk mitigation measures are taken.

### Next Steps





## Canada-United States Relationship

### Background

Public Safety Canada and the portfolio agencies have a long-standing and comprehensive relationship with a broad range of U.S. counterparts. PS plays a key role in leading and supporting cooperation with the U.S. on issues of national security, emergency management, community safety, and border management. The relationship is grounded in various formal arrangements (e.g., the Agreement on Land, Rail, Marine, and Air Preclearance; arrangements to share no-fly lists), engagement mechanisms, and regular operational interactions, which lay the groundwork for cross-border collaboration.

The most recent major horizontal Canada-U.S. initiative was the Beyond the Border (BTB) Action Plan, launched in 2011. It included various interdepartmental initiatives to enhance security and foster economic competitiveness. While BTB ended in 2016, several PS-led BTB initiatives are now part of regular departmental business (e.g., joint threat assessments; our approach to assessing the resilience of critical infrastructure; and cybersecurity threat assessment and communication).

### Status

With the conclusion of BTB, Public Safety Canada engages bilaterally with U.S. counterparts, notably the Department of Homeland Security (DHS) and its agencies, to advance Canada's safety and security agenda. Bilateral interactions, from the Minister to the working level, complement multilateral cooperation with the U.S. within the G7 and Five Eyes groups.

#### *Ministerial engagement*

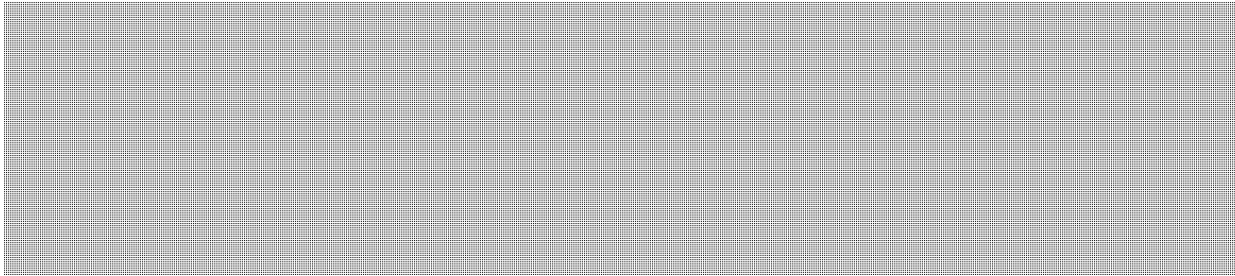
The Minister of Public Safety and Emergency Preparedness's direct U.S. counterpart is the Secretary of Homeland Security. Regular meetings take place in Washington, D.C., Ottawa, or on the margins of international meetings (e.g., G7 Security Ministers, or the annual Five Country Ministerial meeting). Chad Wolf became the Acting Secretary of Homeland Security on November 11. He has extensive experience with DHS, having been with the Department since 2002. As former chief of staff to Secretary Nielsen, he has also been engaged in ministerial meetings with Canadian Ministers. Canada's Minister of Immigration, Refugees and Citizenship leads engagement with the Secretary on issues of irregular migration and renegotiation of the Safe Third Country Agreement. The Minister of Public Safety also engages the U.S. Attorney General, as the cabinet secretary responsible for the Federal Bureau of Investigation (FBI) and Drug Enforcement Administration (DEA), on issues of law enforcement and national security.

#### *Senior officials engagement*

Public Safety Canada and the portfolio agencies chair various bilateral fora that support the implementation or help monitor progress of cross-border commitments. For example, the CBSA President co-chairs an annual Joint Senior Executive Meeting with the head of U.S. Customs and Border Protection on border management issues. Public Safety's Assistant Deputy Ministers co-chair targeted mechanisms with U.S. counterparts on preclearance (Preclearance Consultative Group) and emergency management (Emergency Management Consultative Group). These are in addition to regular bilateral engagements by departmental officials with their U.S.

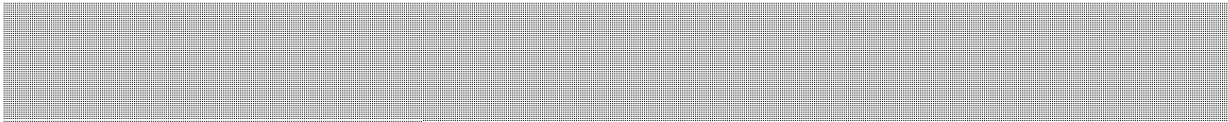


counterparts on issues related to emergency management (with the U.S. Federal Emergency Management Agency); national security (with the FBI-National Targeting Center); and cybersecurity files (with the U.S. Cybersecurity and Infrastructure Security Agency).

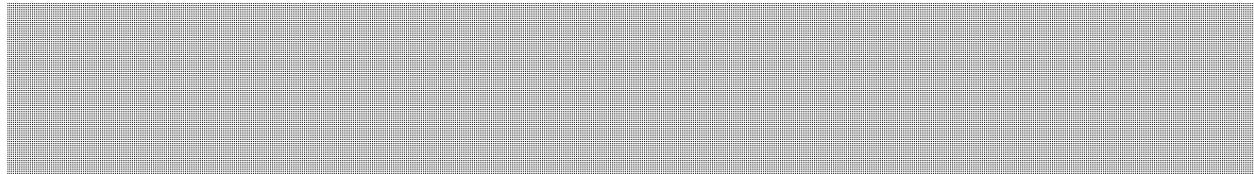


PS also coordinates federal government engagement with the private sector-led Beyond Preclearance Coalition that includes more than 50 Canadian and U.S. stakeholders to explore opportunities for greater efficiencies and security at the Canada-U.S. border (e.g., expanded facial recognition).

### Considerations



Under the current administration, there have been five different Secretaries of DHS, including three interim secretaries. It is unclear when President Trump intends to nominate a permanent candidate for Senate confirmation.

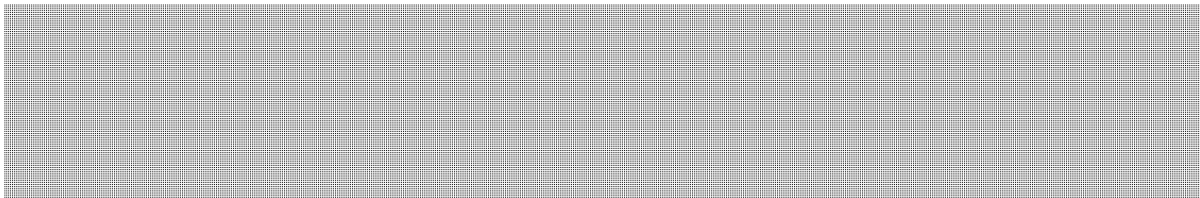


### Next Steps

On-going interactions between senior officials of the two countries will continue to play a key role in advancing Canada's security priorities.



In addition to robust on-going interactions, there could be an opportunity to focus on advancing newer issues; for example:



- Supporting Health Canada (lead) to develop a Canada-U.S. action plan to address the opioids crisis, in support of the commitment made by the leaders of the two countries in June 2019.



## Corporate Management Branch Overview

### Branch Background

The Corporate Management Branch (CMB) provides advice, guidance and services to Public Safety (PS) employees in the areas of financial management, human resources management, security management, facilities management, procurement and asset management, information management and information technology.

CMB also supports the Deputy Minister in ensuring accountability to Parliament. This is done in collaboration with the senior management team by:

- Ensuring a sound system of internal controls is in place;
- Demonstrating our accountability to the Minister and Parliament through Chief Financial Officer attestations; and
- Supporting the Deputy Minister's role of accounting officer to Parliament through reporting instruments such as the estimates publications.

CMB also provides internal services on a cost recovery basis to three small agencies within the PS Portfolio (Office of the Correctional Investigator, the Royal Canadian Mounted Police (RCMP) External Review Committee, and the Civilian Review and Complaints Commission for the RCMP).

CMB's total budget for 2019-20 is \$22.6M. As of summer 2019, there were 225 full-time equivalents in CMB.

In addition, CMB manages \$15.7M in custodial allocations that cover departmental expenses (ex.: information technology assets such as computers and printers, accommodations project cost, financial management and human resources systems, etc.)

The Corporate Management Branch is comprised of four directorates:

1. The **Comptroller and Deputy Chief Financial Officer Directorate** ensures PS has sound financial systems, policies and internal controls. Financial activities include accounting operations, financial advisory services to program areas on financial reporting and support to program branches on grants and contributions, Memoranda to Cabinet, and coordination of Treasury Board Submissions, and financial statements.
2. The **Corporate Services Directorate** supports and ensures the success of PS's broad mandate through the delivery of key administrative programs and services. The Directorate is responsible for procurement, material management, facilities management, security, business continuity, health and safety, and sustainable development. The Directorate is also responsible for providing administrative and coordination support to some department corporate committees. Together, these



functions aim at ensuring the safety and security of employees and assets as well as the effective functioning and execution of the department's mandate.

3. The **Human Resources Directorate** supports PS managers and executives in creating a workplace of choice and in attracting, developing and retaining a workforce that ensures the success of its programs. The Directorate is responsible for guidance, policies, programs and services related to: staffing, classification, labour relations, human resource planning and reporting, performance and talent management, learning, employment equity, inclusiveness, official languages, wellness, values, and ethics.
4. The **Chief Information Officer Directorate** incorporates information management (IM) and information technology (IT) responsibilities in support of departmental operations, business priorities and government-wide direction regarding digital modernization.

On the **information management (IM)** side, the focus is on departmental compliance with rules and support of information repositories, life cycle management and data standardization. Guidance is provided to Branches regarding information resources, both physical and digital, to ensure they are managed as strategic assets and safeguarded as a public trust. It also operates the Public Safety library, the mailroom, invoice processing and forms management.

On the **information technology (IT)** side, two divisions are responsible for a range of internal services: IT security management and operations, policies, incident handling as well as the support and delivery of the Department's corporate and classified systems; IT Helpdesk support, account and IT asset management; and the development of new technology solutions as well as maintenance and support of business and corporate applications

### Key Services and Projects

Development of short- and long-term accommodation strategies that will address current occupancy challenges, seek opportunities to optimize space utilization and improve accessibility.

Develop and implement the Values, Inclusiveness, Ethics and Wellbeing (VIEW) Strategic Framework for 2019-2022.

Lead enterprise transformation and system improvements, particularly with operation system and document management (e.g. Windows 10 migration, eDocs, etc.).

## Key Partners

CMB collaborates with a range of federal partners including the Privy Council Office, Treasury Board Secretariat, Public Services and Procurement Canada, and Shared Services Canada. Human Resources works closely with the bargaining agents that represent PS employees.

CMB is actively engaged with portfolio partners through numerous forums such as the portfolio department security officer forum, the Chief Information Officer Portfolio forum and through regular engagement with departmental Chief Financial Officers and heads of Human Resources.

In addition, CMB plays a lead role in networks and forums that allow PS Portfolio partners to share best practices and to influence policy-making and strategic direction.

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**23**

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## Ministerial Appointments

### Background

Ministerial appointments are those made under the authority of a Minister of Public Safety that do not require the approval of the Governor in Council. A Minister's authority to make ministerial appointments may come from a variety of sources, including federal and provincial legislation, federal/provincial/territorial and international agreements, and the documents (e.g., act, order in council, charter) that create, continue or establish an organization.

The Privy Council Office provides support and guidance with respect to the appointment process or the creation of a position/body.

### Status

There are over one hundred Ministerial appointment positions in the Public Safety Portfolio, spanning across eleven bodies. They are:

- Canadian Firearms Advisory Committee – 10 (up to 15)
- CORCAN Advisory Board – up to 12 (all vacant since 2013)
- Cross-Cultural Roundtable on Security – up to 15 (current membership has expired with the exception of one member)
- Correctional Service Canada (CSC) Independent Chairpersons – over 40 positions across the country's five regions
- Independent External Decision-Makers – 12
- National DNA Data Bank Advisory Committee – 8
- National Expert Committee on Countering Radicalization to Violence – 9
- Royal Canadian Mounted Police (RCMP) Pension Advisory Committee – 8
- RCMP Public Sector Pension Investment Board – 2
- Special Advisor to Combat Human Trafficking – 1
- Structured Intervention Unit Implementation Advisory Panel – 8

### Considerations / Next Steps

Public Safety officials will support your office with respect to the appointment process. You may wish to designate a senior member of your staff to be responsible for appointments, including liaison with the Department, Portfolio agencies, Privy Council Office and the Prime Minister's Office.

## Governor in Council Appointments

### Background

Governor in Council (GIC) appointments are those made by the GIC – the Governor General acting on advice of Cabinet. An Order in Council is the legal instrument, which, when signed by the Governor General, formalizes an appointment.

In 2016, the Government implemented a new approach for GIC appointments. Appointments are subject to a formal, advertised selection process (GIC appointments website), and candidates are assessed against the selection criteria developed for the position. Recommendations under this process take into consideration gender parity, representation of Indigenous Peoples, linguistic, regional and employment equity representation.

The Privy Council Office (PCO) is responsible for supporting the GIC appointments process for some 2,000 GIC positions on behalf of the Prime Minister and his Office. As the Minister of Public Safety, you are responsible for managing vacancies to ensure continuity of operations – there is a total of 110 active GIC positions within the Public Safety Portfolio. You are also encouraged to provide advance notice to incumbents, to inform them of the process should they wish to be reappointed.

GIC appointments in the Public Safety Portfolio fall into five categories:

I. Appointments to Portfolio review bodies made on the recommendation of the Minister of Public Safety:

- Royal Canadian Mounted Police External Review Committee (ERC) – maximum of five members (including a Chairperson and Vice-Chairperson)
- Civilian Review and Complaints Commission for the RCMP (CRCC) – maximum of five members (including a Chairperson and Vice-Chairperson)
- Office of the Correctional Investigator (OCI) – the Correctional Investigator

II. Appointments to a Portfolio independent body made on the recommendation of the Minister of Public Safety:

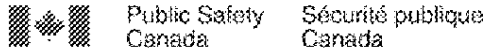
- Parole Board of Canada (PBC) – maximum of 60 full-time and an unspecified complement of part-time Board members (approx. 30), to hold office during good behaviour for periods not exceeding 10 years (full-time positions) and three years (part-time positions).

#### *Chairperson and Vice-Chairperson of the PBC*

- On recommendation of the Minister of Public Safety, the GIC shall designate one of the full-time members of the Board to be its Chairperson and one to be its Executive Vice-Chairperson.
- PCO manages the selection process for leadership positions in the PBC, and will provide general oversight of all selection processes.

#### *Members of the PBC*

- The management of selection processes for non-leadership positions within the PBC is currently delegated to the Minister of Public Safety.
- Under this delegated responsibility and with the oversight of the Minister of Public Safety, the PBC assumes the management of selection processes for all non-leadership positions.



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- The Chairperson submits regional lists of qualified candidates, as needed, in writing to the Minister of Public Safety for appointment consideration.
- The Minister of Public Safety recommends appointments to the GIC from the pool of qualified candidates, taking into account the Chairperson's recommendations regarding PBC operational requirements, as well as any gender, diversity and linguistic requirements.

III. Appointments to the RCMP Interim Management Advisory Board, which consists of up to 13 part-time members appointed by the GIC, including the Chair and Vice-Chair, on recommendation of the Prime Minister, to hold office during pleasure for a term of 18 months.

IV. Appointments, promotions, and retirements of commissioned officers in the RCMP, made on the recommendation of the Minister of Public Safety, which are managed by the RCMP itself, without involvement of the Department or the Deputy Minister. There are over 700 commissioned officers in the RCMP but they are not counted among the Portfolio's GIC population.

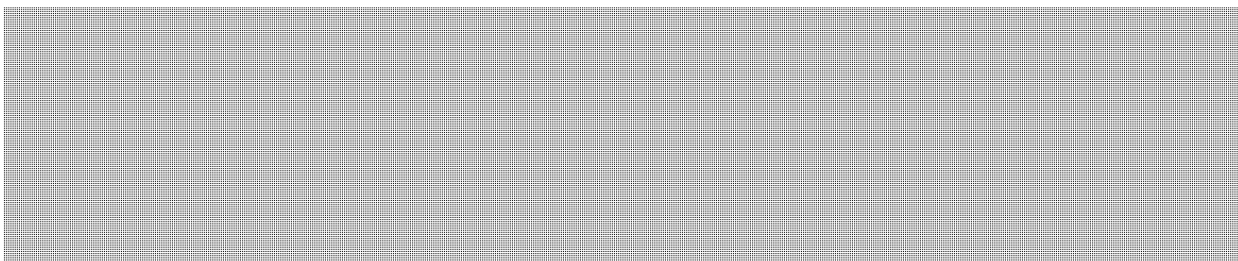
V. Appointments to deputy-level positions made on the recommendation of the Prime Minister, which are managed by PCO:

- Deputy Minister of Public Safety
- Associate Deputy Minister of Public Safety
- President and Executive Vice-President of the Canada Border Services Agency
- Commissioner of the RCMP
- Director of the Canadian Security Intelligence Service
- Commissioner of the Correctional Service of Canada

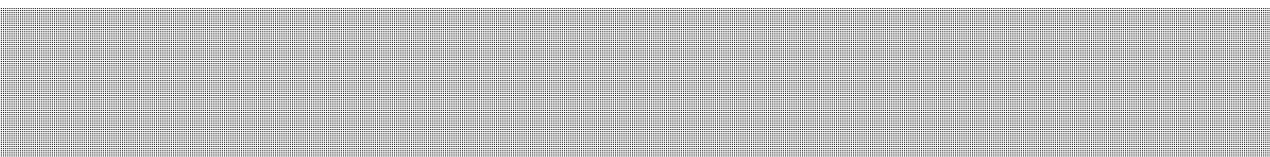
**Status**

The vacancy rate of the Portfolio is approximately 12% (13 vacancies out of 110 active GIC positions). Eleven vacant positions belong to the PBC (12% vacancy rate – 11 vacancies out of a complement of 91).

**Considerations**



**Next Steps**





## Advisory Committees

The Minister of Public Safety and Emergency Preparedness has established advisory committees to provide evidence-informed advice on a number of issues, in accordance with his authority under the *Department of Public Safety and Emergency Preparedness Act* (subsection 6(2)). They serve as mechanisms to ensure that security policies and programs are informed by diverse views and expertise from around the country. Each Committee operates with its own governance structure, mandate, membership and meeting schedule. A summary of existing Ministerial Advisory Committees is provided below:

### **The National Expert Committee on Countering Radicalization to Violence**

The National Expert Committee was established in February 2019 to provide a non-governmental voice and subject matter expertise to advise the Minister of Public Safety and Emergency Preparedness, and to inform and support the work of the Canada Centre for Community Engagement and Prevention of Violence in implementing the National Strategy on Countering Radicalization to Violence. The Expert Committee is made up of 10 members appointed by the Minister of Public Safety and Emergency Preparedness who have diverse experience in matters ranging from youth engagement, community development, public health, policing, gender-based violence and hate crimes. The Expert Committee meets in-person at least twice annually and has videoconference meetings as required.

One of the Co-Chairs of the Expert Committee has resigned, leaving a vacancy. The Terms of Reference require a chair and/or co-chairs to be appointed from among the Expert Committee members. The Minister can appoint additional members from a pool of recommended candidates, or remove members at the Minister's discretion.

### **The Cross-Cultural Roundtable on Security (CCRS)**

The CCRS, established in February 2005, brings together citizens who are leaders in their respective communities and have extensive experience in social and cultural matters, to engage with the Government on national security and public safety related topics. The group meets approximately three times a year in different regions across Canada, and provides a forum for the Minister of Public Safety, the Minister of Justice and government officials to obtain strategic advice on initiatives, policies, and programs relating to public safety and security. A Year-in-Review document outlines the CCRS members' participation in consultations throughout the year; summary reports are published on the CCRS's webpage following each meeting. In the last two years, members have provided guidance on important topics such as, for example: the language to describe extremism, human trafficking in Canada and proposed changes to the Passenger Protect Program.

Membership renewal options are being explored for recommendation to the Ministers. The Roundtable is currently comprised of 14 out of 15 possible members. Per the CCRS terms of reference, members are appointed for a two-year period with a possibility of an additional one year extension at the discretion of the Minister of Public Safety and the Minister of Justice. The most recent CCRS member was appointed in July 2019, while the other members were

appointed in March 2017. These 13 members' terms expired in March 2019 and were extended until September 30, 2019. A recommended CCRS membership renewal approach will be presented to the Minister, with the intent of having new members appointed by early 2020.

### **The Canadian Firearms Advisory Committee**

The Committee provides advice to the Minister of Public Safety and Emergency Preparedness on reforms to Canada's firearms policies, laws and regulations, to ensure a modernized firearms regime that will keep Canadians safe and be fair to law-abiding firearms owners. Its membership includes individuals with diverse views, for example: civilian firearms users; public health advocates; conservationists; Coroners; members of the legal community; representatives of Indigenous communities and, the agricultural/farming sector. Members are appointed by the Minister for a maximum of two years. The frequency of the meetings is determined by the Minister but at least one in-person meeting is held every year. The Department provides secretarial support for the Committee.

The Committee consists of up to 15 members of which there are currently ten. A new Chair, the Honourable Wallace Oppal, was appointed on February 18, 2019, for a term of two years. The tenure of most members will be completed in October 2019. Members serve at the pleasure of the Minister who may, at any time, extend the service of members; appoint new members; remove members; or, disband the Committee. The period following the election is an opportune time to consider the Minister's preferences for membership, and the issues CFAC will be asked to examine early in the new Parliament.

### **Committee to Combat Human Trafficking**

The Committee was established in September 2019 to offer advice to the Minister of Public Safety and Emergency Preparedness on the implementation of the *National Strategy to Combat Human Trafficking*. The Committee provides recommendations to help ensure that Canada's efforts to combat human trafficking remain responsive to emerging issues and trends, and is responsible for raising awareness of Canada's actions and overall approach both domestically and internationally. The Committee is expected to consist of one or more individuals who have an understanding of issues related to human trafficking, have experience engaging at-risk and vulnerable populations, and are able to effectively engage with a broad range of stakeholders. Members are appointed by the Minister of Public Safety and Emergency Preparedness, with the Special Advisor to Combat Human Trafficking having been appointed on September 4, 2019.

### **Survivor-led Advisory Committee on Human Trafficking**

As part of the new *National Strategy to Combat Human Trafficking*, PS is intending to establish a survivor-led Advisory Committee on Human. The Committee will provide a platform for human trafficking victims and survivors from diverse backgrounds and experiences (e.g., Indigenous women and girls, LGBTQ2 persons, persons with disabilities, at-risk youth) to provide advice and recommendations to help inform the Government of Canada's anti-trafficking efforts. The Minister will be responsible for establishing the committee and appointing members of the committee. Recommendations for appointees will be presented to the Minister by end of fiscal 2019-20.