


## Federal Policing Major Project Prioritization and Governance Tool

 Royal Canadian Mounted Police    Gendarmerie Royale du Canada		<b>Federal Policing Major Project Prioritization and Governance Tool</b>	DIVISION __ Date
<b>PROJECT NAME:</b>	<b>FP STREAM:</b>	<b>FILE #</b>	
<b>LEAD INVESTIGATOR: FP ASSESSMENT</b>		<b>RMS SYSTEM</b>	
Scope of Service Elements			
Political Integrity			N/A
Economic Integrity			N/A
Social Integrity			N/A
International Scope			N/A
Strategic Relevance			
Federal Policing Priorities			N/A
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Partner Law Enforcement and Government Agencies			N/A
Trust and Confidence in the Administration of Justice			N/A
Horizontal Initiatives			N/A
Target(s)			
Person of Significant National Influence / Authority			N/A
Executive			0
Individual of Strategic Relevance			0
Specialized Supporter			0
Supporter			0
Specialized Investigative Techniques			
Agent Source			None
Undercover Operator (UCO)			None
Informant Source			None
Electronic Surveillance			None
Investigational Objective ( <i>Choose only ONE</i> )			
Dismantle			No
Disrupt / Deny			No
Detect			No
Resource Requirement			
Number of FTR			N/A
Duration			N/A
Special "I" – High Complexity			N/A
Special "I" – Low Complexity			N/A
Specialized Surveillance Teams			N/A

**Crown Notified / Engaged:**Yes  No **FPCO Director/Reviewer Consulted:**Yes  No 

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**Justification for Selections within Prioritization Tool**



Political Integrity:

Economic Integrity:

Social Integrity:

International Scope:

Federal Policing  
Priorities:

National Threat  
Assessment Group:

Partner Law Enforcement  
and Governmental  
Agencies:

Trust and Confidence in  
the Administration of  
Justice:

Horizontal Initiatives:

**Summary:**

# Prioritization and Governance of Major Projects Tool User Guide



Royal Canadian Mounted Police  
Federal Policing  
January 2020

## PURPOSE

This police management tool is designed to assist the RCMP's Federal Policing program in the application of its investigative resources on major projects against the most important priorities, criminal threats and activities.

It also assists National Headquarters (NHQ) to determine the levels of governance, oversight, and direction that should apply over major projects; as well as tracking the effects of enforcement actions associated with major projects. This tool will provide a common platform upon which decisions are made for the benefit of the Federal Policing program.

Divisions should submit a request to prioritize a file as soon as the file has met the threshold of a Federal Major Project as established below under Definition.

## THE TOOL

The Prioritization and Governance of Major Projects Tool (Prioritization Tool) is structured as a cost benefit equation. It takes into consideration a series of variables designed to gauge the overall profile of the project, its targets, the expected impact against those targets, as well as the expected costs in terms of investigative resources and the length of time they will be dedicated to the project. By weighing its importance against its expected cost, the tool allows for a balanced assessment of the project.

However, the way in which projects are assessed – either in terms of overall importance (profile score), cost (resource requirement score), or net benefit (priority score) – is strictly a matter of organizational and, ultimately, executive judgment. The intent of this police management tool is to provide decision-makers with at least three different comparative lenses through which to view ongoing and prospective major projects.

## DEFINITION

**Federal Major Project:** investigations, operations, or probes which score in one or more of the Scope of Service Elements in the Prioritization Tool; or incur cost beyond the unit commander's delegated authority (see Delegation of Financial Signing Authorities Matrix 9-2-4 D); and/or require authorization from NHQ for the use of specialized investigative techniques. Overall discretion remains with the Division Federal CROPS concerning when to submit a project for prioritization.

## SCOPE

The Prioritization Tool is for use in the prioritization of Federal Major Projects only.

## PROCESS

The Prioritization Tool is only required for Major Projects and must be accompanied with a completed Investigational Planning and Report (2350). The information contained in the Prioritization Tool must reflect the information contained in the 2350 and must be realistic and verifiable. The Investigational Planning and Report should sufficiently articulate linkages, clearly identify elements of the offence, list the objectives of the investigation, the involvement of partner agencies, any Special "I" techniques used and source/undercover components. Lastly, **the Prioritization Tool should reflect only resources currently in use and financially approved rather than what may be used in later phases of the investigation.**

Disclosure pressures and information relevant for prioritizing that may not be contained in the Investigational Planning and Report should be communicated to Federal Policing Criminal Operations (FPCO) and/or Federal Policing National Security (FPNS) for presentation to the NHQ Prioritization Committee, if appropriate.

Previously prioritized projects are to be resubmitted for review and re-prioritization when major changes occur in the investigation. Major changes are defined as any alteration to the initially approved Investigational

Planning and Report (2350) (i.e. direction of the investigation) or the addition or modification of specialized investigative techniques. For example, the introduction of undercover operator(s), the signing of a police agent, the use of new Special "I" techniques, the approval of a Part VI, and any changes in targets. Major changes require a new Investigational Planning and Report (2350).

For any request to review the previously assigned tier of a project, a new Prioritization Tool and most recent Investigation Report (form C-237) must be submitted and tasked to Federal Policing Assessment Unit on PROS/SPROS.

For changes to reporting requirements, please consult directly with your FPCO/FPNS reviewer.

## TASKS

To have a project prioritized, a task must be assigned to the Federal Policing Assessment Unit in:

- PROS: All Federal Policing projects (HQ Div Federal Policing Assessment – Collator N1679)
- SPROS: Only National Security projects (HQ Div Federal Policing Assessment – Collator N1627)

## TIERS

A tier is a priority level assigned to a Major Project relating to either National Security, Serious and Organized Crime, Financial Crime or Cybercrime projects. The Federal Policing NHQ Standing Committee on Prioritization is responsible for assigning tier levels to Major Projects.

- **Tier 1:** projects deemed a top priority and requiring significant oversight and direction from NHQ. Reporting requirements are at the discretion of the Prioritization Committee but are typically 14 days.
- **Tier 2:** projects deemed a priority and requiring some level of oversight and direction from NHQ. Reporting requirements are at the discretion of the Prioritization Committee but are typically 28 days.
- **Tier 3:** projects not deemed a priority. Reporting requirements are at the discretion of the Prioritization Committee.

For further information on the Prioritization process, please see "National Prioritization Process" under Federal Policing, Federal Operational Support and Services on the Infoweb.

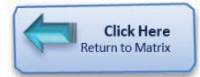
## DISCLAIMER

*This tool is not intended to replace, remove, marginalize, or minimize the exercise of police discretion in the decision of whether or not to pursue an investigation.*

# 1. SCOPE OF SERVICE ELEMENTS

The intent of this section is to gauge the extent to which the criminality threatens the political, economic and/or social integrity of Canada while considering international/national impact.

## Political Integrity



<p><b>DEFINITION</b></p>	<p><b>Significant:</b> The criminality is <b>directly</b> related to activities that could pose a threat to or be injurious to the reputation of Canada’s integral political institutions.</p> <p><b>Moderate:</b> The criminality is <b>indirectly</b> related to activities that could pose a threat to or be injurious to the reputation of Canada’s integral political institutions.</p>
<p><b>EXAMPLES</b></p>	<ul style="list-style-type: none"> <li>➤ High treason; espionage; conspiracy</li> <li>➤ Intimidating Parliament or a legislature; intimidating the justice system</li> <li>➤ Corruption, extortion, blackmail, defrauding or intimidation (of/by) Federal political officials</li> <li>➤ Federal electoral fraud</li> <li>➤ Offences under Security of Information Act (SOIA) and other forms of unauthorized disclosure of privileged information</li> <li>➤ Offences against Internationally Protected Persons</li> <li>➤ Major instances of Breach of Trust</li> <li>➤ Major instances of fraud against the Federal Government</li> <li>➤ Hostile foreign actions that are State sponsored</li> </ul>

## Economic Integrity



<p><b>DEFINITION</b></p>	<p><b>Significant:</b> The criminality is <b>directly</b> related to activities that threaten Canada’s reputation as a secure, transparent and integral place to conduct commerce.</p> <p><b>Moderate:</b> The criminality is <b>indirectly</b> related to activities that threaten Canada’s reputation as a secure, transparent and integral place to conduct commerce.</p>
<p><b>EXAMPLES</b></p>	<ul style="list-style-type: none"> <li>➤ Conspiracies contrary to the <i>Competition Act</i> such as collusion between competitors and bid rigging</li> <li>➤ Corruption of foreign public officials by Canadian corporations through bribery or other forms of extortion</li> <li>➤ Economic espionage through the communication of trade secrets to foreign economic entities</li> <li>➤ Fraudulent bankruptcies, stock market frauds, Ponzi schemes, “pump and dump” frauds, and insider trading</li> <li>➤ Mass marketing fraud</li> <li>➤ Technological threats aimed against the capacity of the stock markets or banking systems</li> <li>➤ Threats aimed against Canadian critical infrastructure including pipelines, power grids, railways, ports, airports and border crossings</li> <li>➤ Mortgage fraud</li> <li>➤ Currency counterfeiting</li> <li>➤ Money Laundering</li> </ul>





## Social Integrity

<p><b>DEFINITION</b></p>	<p><b>Significant:</b> The criminality is <b>directly</b> related to activities that threaten the safety and security of Canadian citizens through the violence of an extremist or seek to victimize in a way that fundamentally conflicts with Canada’s social fabric (society) or way of life.</p> <p><b>Moderate:</b> The criminality is <b>indirectly</b> related to activities that threaten the safety and security of Canadian citizens through the violence of an extremist or seek to victimize in a way that fundamentally conflicts with Canada’s social fabric or way of life.</p>
<p><b>EXAMPLES</b></p>	<ul style="list-style-type: none"> <li>➤ Inter-jurisdictional in scope with national implications; crosses at least one provincial border</li> <li>➤ Terrorist activity (domestic and international)</li> <li>➤ Kidnapping of Canadians abroad</li> <li>➤ Hijacking of aircraft</li> <li>➤ Offences under the <i>Crimes Against Humanity and War Crimes Act</i></li> <li>➤ Acts of human smuggling or human trafficking</li> <li>➤ Counterfeit pharmaceuticals</li> <li>➤ Pharmaceuticals/drugs posing a significant risk to the Canadian public (ex. fentanyl)</li> </ul>



## International Scope

<p><b>DEFINITION</b></p>	<p><b>Primary:</b> The investigation into criminal offences within Canada; and international law enforcement agencies are required to assist/coordinate aspects of the investigation. Enforcement and/or prosecution would take place in Canada.</p> <p><b>Secondary:</b> Assistance to international law enforcement or foreign government agencies where part of the offence or investigation may be occurring within Canadian jurisdiction but where enforcement and/or prosecution would take place outside of Canada.</p>
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## 2. STRATEGIC RELEVANCE

The intent of this section is to gauge the relevance of the project to the broader priorities, policies and ongoing strategic initiatives of the R and the Government of Canada, while maintaining domestic and foreign partnerships.

### Federal Policing Priorities



<b>DEFINITION</b>	<p><b>Direct:</b> The operational activities in the project are linked to an established Federal Policing priority. The <b>current</b> Federal Policing priorities are (as of April 2019):</p> <ol style="list-style-type: none"> <li>1) <b>National Security:</b> Criminal activities that threaten Canada’s national security including terrorist offences and criminal activities directed by hostile state actors such as espionage.             <ul style="list-style-type: none"> <li>• <b>Terrorism:</b> Organizations, groups or individuals with credible intent to plan or undertake a terrorist attack or other act of violent extremism with Canada, against Canadians allies and/or other Canadian interests.</li> <li>• <b>Foreign Interference Activities:</b> Criminal activities that threaten Canada’s economic security, undermine the country’s social cohesion, threaten the integrity of Canada’s critical infrastructure or involve espionage, interference or sabotage directed at Canadian institutions.</li> </ul> </li> <li>2) <b>Transnational and Serious Organized Crime (TSOC):</b> Criminal activities involving organizations, networks or entities (either in Canada or abroad) that use Canada as a destination, transit point or safe haven for illicit activities that cross international and/or provincial borders.             <ul style="list-style-type: none"> <li>• <b>Organized Crime:</b> Major criminal operations linked to the movement of illicit commodities and their proceeds, including but not limited to human, weapon and drug trafficking at the inter-provincial or international level.</li> <li>• <b>Money Laundering:</b> Networks, money controllers and associates involved in the movement of criminal proceeds to, from or through Canada as well as the transnational networks that support them.</li> <li>• <b>Border Integrity:</b> Serious criminal activity that takes place at seaports, at or between ports of entry and at airports.</li> </ul> </li> <li>3) <b>Cybercrime:</b> Domestic or international cybercrime networks and actors that are enabling crime in the digital environment and that are targeting Canada, Canadians or its critical infrastructure.             <ul style="list-style-type: none"> <li>• <b>TSOC Cyber-enabled criminal activity:</b> Criminal cyber-enabled activity that is directed or in support of trans-national organized crime groups targeting Canadians or Canada’s critical infrastructure and is beyond the scope and capability of the police of jurisdiction.</li> <li>• <b>Foreign influenced cybercrime:</b> Cyber-enabled criminal activity with a clear connection to a foreign state actor.</li> </ul> </li> </ol>
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## Partner Law Enforcement and Government Agencies



<b>DEFINITION</b>	<p><b>Significant:</b> RCMP actions or assistance is critical to the success of a partner agency’s investigative plans and priorities; or partner agency actions or assistance is critical to the success of the RCMP’s investigative plans and priorities.</p> <p><b>Moderate:</b> RCMP actions or assistance is important, but not vital to the success of a partner agency’s investigative plans and priorities; or partner agency actions or assistance is important, but not vital to the success of the RCMP’s investigative plans and priorities.</p>
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## Trust and Confidence in the Administration of Justice



<b>DEFINITION</b>	<p>All major projects are expected to have an element of maintaining the public trust as part of their justification for using significant sums of public funds to pursue criminal charges against the perpetrators of alleged crimes. However, <b>this category is intended to be used in rare instances. Consultation between FPCO/FPNS and Divisional Senior Management, and concurrence by an FPCO/FPNS Director is required for the use of this category on the Prioritization Tool.</b></p> <p><b>Present:</b> The outcome of not investigating the criminality would be injurious to the Government of Canada and/or the reputation of the RCMP as an effective police service and the public would call into question the ability of the RCMP to enforce a particular law or set of laws.</p>
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## Horizontal Initiatives



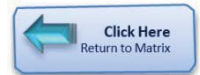
<p><b>DEFINITION</b></p>	<p><b>Direct:</b> The operational activities in the project have designated funding for enforcement as part of a larger, government-wide initiative, also known as “Horizontal Initiatives”.</p> <p>Horizontal Initiatives are defined as an initiative in which partners from two or more organizations have established a formal funding agreement (ex. Memorandum to Cabinet, Treasury Board Submission or Federal-Provincial Agreement) to work toward achieving shared outcomes.</p>
<p><b>EXAMPLE</b></p>	<p>Example of initiatives most relevant to the RCMP; for a full list, please visit Public Safety Canada website.</p> <ul style="list-style-type: none"> <li>➤ Federal Tobacco Control Strategy</li> <li>➤ Canada Drug and Substances Strategy (formerly NADS)</li> <li>➤ Anti-Money Laundering/Anti-Terrorism Financing</li> <li>➤ Integrated Market Enforcement Teams</li> <li>➤ Integrated National Security Enforcement Teams (INSET)</li> <li>➤ Crimes Against Humanity and War Crimes</li> <li>➤ National Counterfeit Enforcement Strategy</li> <li>➤ Human Smuggling and Illegal Immigration</li> <li>➤ Cyber Security Strategy</li> </ul>

### 3. TARGETS

The intent of this section is to gauge the strategic and tactical relevance of the target(s) of the investigation.

It is expected that each individual target will be listed in the Investigational Planning and Report (2350). **Each individual can only be counted once and can only be assigned one role as a target.**

#### Person of Significant National Influence/Authority



<b>DEFINITION</b>	<p><b>Present:</b> Intended to capture individuals who hold a particular amount of authority and/or influence over matters of national significant that, if corrupted, can have an <b>exaggerated effect</b> on the integrity of Canadian systems.</p>
<b>EXAMPLE</b>	<ul style="list-style-type: none"> <li>➤ For elected officials, this category should only be used to capture an individual at the cabinet level and above.</li> <li>➤ For appointed officials, this category should only be used to capture the judicial benches and members of the Senate.</li> <li>➤ For the private sector, this category would only apply to certain CEOs or Executive level individuals in Canada’s critical infrastructure.</li> </ul> <p>Example: The Deputy Minister (DM) of Immigration, Refugees and Citizenship Canada, if corrupted, could have an exaggerated effect on the integrity of Canada’s immigration system, whereas the DM of Canada School of Public Service, if corrupted, would have less influence over matters of national significance. Both are DM’s but only the DM of IRCC holds a level of authority and influence capable of affecting the integrity of a Canadian system.</p>

#### Executive



<b>DEFINITION</b>	<p>The targets are executive level individuals in the private sector, public sector and criminal organizations. These are typically individuals with the majority of the knowledge, contact, expertise, experience, executive leadership and influence.</p>
<b>EXAMPLE</b>	<ul style="list-style-type: none"> <li>➤ For the private and public sector, executive level personnel are typically those with titles such as President, Vice-President, Director, Executive Director, Commanding Officer, Chief Executive, Deputy Minister, Assistant or Associate Deputy Minister.</li> <li>➤ For the organized crime environment, an executive would be individuals who are the controlling minds of the group or organization, such as the President of an Outlaw Motorcycle Group and the leader or head of a criminal organization/syndicate/gang.</li> <li>➤ For the terrorist environment, an executive would typically be a high ranking terrorist cell or organization member/leader.</li> </ul>

## Individual of Strategic Relevance



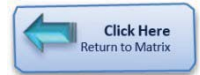
<p><b>DEFINITION</b></p>	<p>The individual plays a critical role in the production or distribution chain, or is in some other way central to the functioning of the criminal network.</p> <p>The relevance of the individual will be determined primarily by their place in the criminal network, market or organization.</p>
<p><b>EXAMPLE</b></p>	<ul style="list-style-type: none"> <li>➤ Individual of consequence in non-hierarchical criminal organizations, extremist, espionage, or terrorist groups.</li> <li>➤ Terrorist facilitators/recruiters.</li> <li>➤ Individual responsible for criminal logistics or is central in day to day operations.</li> </ul>

## Specialized Supporter



<p><b>DEFINITION</b></p>	<p>The individual has the specific knowledge, skills and training to enable the criminality. Removal of this individual would cause the criminal organization or group to be unable to operate in that <b>specific area</b> of criminality. The skill sets required are typically sophisticated, advanced and/or requiring some form of legitimate expertise.</p>
<p><b>EXAMPLE</b></p>	<ul style="list-style-type: none"> <li>➤ Money launderer</li> <li>➤ Lab Cooks</li> <li>➤ Forgers, Printers or Artist (ex: currency counterfeiting, passports, identifications)</li> <li>➤ Accountants</li> <li>➤ Doctors</li> <li>➤ Lawyers</li> <li>➤ Other tradecrafts or professions which are central to the operation of specific criminalities.</li> </ul>

## Supporter



<p><b>DEFINITION</b></p>	<p>The individual is a low ranking member of a criminal organization, public or private sector organization, and is easily replaceable.</p> <p>This category is also meant to include individuals who are acting alone in support of radical ideologies or a broader terrorist group.</p>
<p><b>EXAMPLE</b></p>	<ul style="list-style-type: none"> <li>➤ Unskilled operators</li> <li>➤ Street level operators</li> <li>➤ Couriers</li> <li>➤ Mid-level suppliers</li> <li>➤ Hang-arounds</li> <li>➤ Lookouts</li> <li>➤ Thugs</li> <li>➤ Lone actors in terrorist activities</li> </ul>

## 4. SPECIALIZED INVESTIGATIVE TECHNIQUES

The intent of this section is to capture the use of specialized investigative techniques.

### Agent Source



<b>DEFINITION</b>	<p>A police agent is a person who is asked by the police to play an active role in the investigation by entering the field and actively participating in the investigation. Police agents are individuals under the “control and direction” of the police. Direct involvement and association with a target may result in their becoming a material and compellable witness.</p> <p>In order for a police agent to be applicable under this category, they must be approved and have signed a Letter of Acknowledgement (LOA).</p>
<b>EXAMPLE</b>	V2: Police Investigative Technique

### Undercover Operator (UCO)



<b>DEFINITION</b>	<p>An undercover operation is an investigative technique used by a peace officer or agent to seek or acquire criminal evidence or intelligence through misrepresentation, pretext or guise.</p> <p>In order for an RCMP undercover operator (UCO) to be applicable under this category, there must be confirmation on file that the UCO has been approved for use and, when applicable, approved by NHQ Covert Operations.</p>
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### Informant Source



<b>DEFINITION</b>	<p>An informant or confidential informer is someone who voluntarily provides information to a police officer on the understanding that their identity and communication are kept confidential and that they will be protected by informer privilege.</p> <p>In order to be counted on the Prioritization Tool, the informant must be coded and RCMP controlled; and noted in Investigational Planning and Report (2350).</p> <p>An informant may be paid, compensated, benefitted or given other incentives. All payments, compensation or benefits may impact the informer’s reliability as a material and compellable witness.</p>
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## Electronic Surveillance

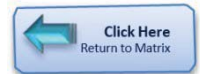


<b>DEFINITION</b>	<p>The covert observation or recording by means of an electronic device on the activities of a person, or the interception of communications and telecommunications.</p> <p>In order for an electronic surveillance technique to be applicable under this category, it must be clearly identified in the Investigational Planning and Report (2350).</p> <p><b>Each technique should only be counted once regardless of the number of times they are deployed. And should only document what is currently in use or has been officially approved for use.</b></p>
<b>EXAMPLE</b>	V2: Police Investigative Technique

## 5. INVESTIGATIONAL OBJECTIVE

The intent of this section is to gauge the expected impact on the target(s). **Only one of the below options can be selected.**

### Dismantle



<b>DEFINITION</b>	<p>The objective of the project is to render an organized crime group or terrorist group dysfunctional, either through extradition or arrest of its core membership.</p> <p>If the investigation is successfully executed, the group being investigated would be rendered defunct.</p>
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### Disrupt/Deny



<b>DEFINITION</b>	<p>The objective of the project is to interrupt or fracture one of the functional elements of a criminal organization, such as the money laundering element, the production element, the distribution element or the transportation element. This objective can also be achieved through non-judicial measures, such as deportation of a key individual in a criminal organization.</p> <p>If the investigation is successfully executed, the group being investigated would be rendered incapable of pursuing its criminal objectives.</p>
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### Detect

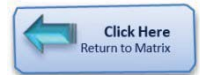


<b>DEFINITION</b>	<p>The objective of the project is to collect and gather intelligence (intelligence probe) in advance of a larger project which could lead to charges being laid against members of a group.</p>
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## 6. RESOURCE REQUIREMENT

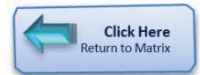
The intent of this section is to gauge the “time and cost” of resources for the investigation.

### Number of Full Time Resources



<b>DEFINITION</b>	<p>The amount of human resources engaged in the investigation. Only human resources that will be engaged on a full time basis should be counted.</p> <ul style="list-style-type: none"> <li>➤ 1 full time resource</li> <li>➤ 2-5 full time resources</li> <li>➤ 6-10 full time resources</li> <li>➤ 11-20 full time resources</li> <li>➤ 21+ full time resources</li> </ul>
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### Duration



<b>DEFINITION</b>	<p>The amount of time expected to be needed to achieve the objective of the investigation.</p> <ul style="list-style-type: none"> <li>➤ Less than 1 year</li> <li>➤ 1-2 years</li> <li>➤ 2-3 years</li> <li>➤ More than 3 years</li> </ul>
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### Special “I” – High Complexity



<b>DEFINITION</b>	<p>A more elaborate deployment of specialized techniques requiring a significant amount of time and resources.</p> <p>In order for an electronic surveillance technique to be applicable under this category, it must be clearly identified in the Investigational Planning and Report (2350). <b>Each technique should only be counted once regardless of the number of times they are deployed.</b></p>
<b>EXAMPLE</b>	<p>V2: Police Investigative Technique</p>

## Special “I” – Low Complexity



<b>DEFINITION</b>	Specialized techniques which require a minimal amount of time and resources to deploy.
<b>EXAMPLE</b>	V2: Police Investigative Technique

## Specialized Surveillance Teams



<b>DEFINITION</b>	<p>Special “O” or another specialized surveillance unit is engaged with conducting surveillance on identified targets</p> <ul style="list-style-type: none"> <li>• within jurisdiction or</li> <li>• in multiple jurisdictions (includes international).</li> </ul> <p><b>NOTE:</b> Only include surveillance units which are comprised of RCMP resources. For example, if Calgary Police Service is the only unit conducting surveillance in assistance to the RCMP, it should not be included but should be clearly identified in the Investigational Planning and Report (2350).</p>
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