

CANADIAN SOCIETY FOR INDUSTRIAL SECURITY, INC.



Response to the June 2003
PISGA Discussion Paper

Preface

At this time I would like to provide you with a general outline regarding the foundations of CSIS, Inc. The Society has a long history, which continues to maintain an established presence within the current Canadian security environment. CSIS is a federally incorporated not-for-profit professional organization, which was founded in 1954 and originally called the Security Officers Association of Ontario. The Society stands and operates as a professional Canadian association for persons engaged in all areas of security. The Society is a principal forum for professional security concerns and issues and it provides the impetus for developing high standards for security education and training programs for security professionals. As a national organization CSIS, Inc. supports efforts to make Canada and the security industry a safer environment in which to both work and live.

The Society is governed by a National Board of Directors, consisting of the President and eight Directors, who are responsible for the control and management of the organization. The direction of the National Board and all of our members is provided within the operational boundaries of an established set of national bylaws, a formal mission statement and by strict adherence to our code of ethics. The Board meets a minimum of four times a year to discuss policy issues and provide a forum for discussion regarding security issues and concerns that require action.

CSIS, Inc. is an active member of the Federal Industrial Adjustment Committee process aimed at understanding the security industry. We also serve on the Prevention of Crime in Industry Committee of the Canadian Association of Chiefs of Police. One of the primary goals of the Society is to take a leading role in assisting the provinces in forming Security Advisory Committees to set standards for the security industry within their respective jurisdictions. We also continue to build strong relationships with other security associations, security product and service providers, all levels of government and the various Canadian law enforcement agencies.

Nationally, the Society lobbies federal and provincial governments for legislative changes in the security industry and makes itself available, when required, to participate in panel discussions or as committee members. An integral portion of the Society is in the administration and delivery of professional development courses, including accreditation and certification programs for security professionals working in Canada.

Our growth has continued over the years with individual and corporate membership representing industry and business both in and outside of Canada. In the future, the Society will continue to facilitate mutual discussion, study and the resolution of problems relating to commercial, industrial and institutional security, in order to better serve and broaden the knowledge base of all persons engaged in private or public security.

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CSIS, Inc. Position

The position of the Canadian Society for Industrial Security, Inc. regarding the PISGA Discussion Paper and any proposed changes is one of both support and concern. It has long been evident and recognized within the security industry that changes to how some security organizations and their personnel operate is more than overdue. A few would argue that the security industry is partially to blame for permitting the unqualified or unethical to function and prosper. However, implementing or legislating further requirements and restrictions will do very little in exercising any type of control over those security practitioners who act in a capacity contrary to current provincial regulations or outside of the limits of the law.

The current ability of the Ministry or the provincial government to properly implement, maintain and then enforce further changes to the security industry must be questioned. The Society is of the opinion that a more effective remedy should be sought through the identification and placement of national security standards and not just through further arbitrarily implemented legislation by individual provincial governments.

Further, the overall questions posed within the PISGA Discussion Paper were found to be too vague, given the diversity of the industry, and that more clarity for industry specific applications and consequences of the proposed changes, would need to be better addressed. Again, we are of the belief that this needs to be viewed from a national prospective and not just provincially.

The Ontario initiative is very important in moving towards a national set of minimum standards that should apply uniformly across the country. Accordingly, CSIS Inc. strongly endorses a coordinated consultation amongst the Provinces and with the Federal Government prior to finalizing legislation in Ontario. We would support Ontario in taking an aggressive lead in this process.

CSIS, Inc. has previously shared with you a set of National Certification Standards for three levels of private security practitioners, CSO (Certified Security Officer), CSS (Certified Security Supervisor) and CSP (Certified Security Professional). Gordon Pinder, our Director of Business Operations, and Brian Kent, Chair of our Certification Authority have shared a podium with you on a couple of occasions at APSA and LASA where we had the opportunity to discuss the application of CSIS, Inc. security standards with the major companies representing the industry and academia. The response to these forums and in local dialogue within our established national chapters has been positive and we believe that our standards would provide a solid base to work with in the context of a national consultation.

Graham P. Ospreay, FACFE, ISA
President and Chairman of the Board



Ministry Issues for Discussion – CSIS, Inc. Member Feedback

Compendium of Member Feedback

The following table represents a collection of membership and other interested party responses to the consultation paper released by the Ministry of Public Safety and Security. In reviewing these responses, a number of key consensus points emerge.

Minimum Standards and qualifications for practitioners in the Private Security Industry are essential. Portable licensing should also be a component of this long overdue objective.

Regulation is needed but must be consistent from province to province due to the historically transient nature of the Industry. A common body of knowledge for the Industry should be a long range goal.

Training and ongoing professional development should be encouraged while being consistent with the cost of doing business in this underpaid but competitive marketplace.

The adoption of standards, certification and licensing without committed resources to monitor and enforce the process would be ineffective and serve no true purpose.

Once a basic standard is established it must be continually updated to reflect the rapidly changing demands of the market. Continuing professional development should also be required but this can only be achieved by long term liaison and a commitment to base funding requirements.

A National consultation with aggressive leadership is required to achieve the goal and the degree of commitment displayed by Government. The job needs to be proactive with a clear and complete roadmap. Once this critical destination is reached, questions of phase in periods, grandfather clauses or other such technical questions may then be addressed.



SECTION NUMBER	QUESTION NUMBER	QUESTION/RESPONSE
I	1	<p data-bbox="558 285 1453 331">NOTE: The private responses below are from members of CSIS, Inc. and do not represent the views of any given agency or company and are not directly attributable to any individual.</p> <p data-bbox="545 365 1453 436">What would constitute the key elements of a basic training program?</p> <p data-bbox="545 470 716 499">Responses:</p> <ul data-bbox="594 506 1466 1304" style="list-style-type: none"><li data-bbox="594 506 1328 535">• <i>The CGSB standard for security guards is adequate</i><li data-bbox="594 537 1365 596">• <i>Standardized tests derived from CGSB Security Guard Standard</i><li data-bbox="594 598 1425 695">• <i>Persons for whom English or French is not a first language could be offered alternatives such as oral testing or other translations</i><li data-bbox="594 697 1458 756">• <i>Emphasis should be on knowledge of security concepts, laws and regulations</i><li data-bbox="594 758 1360 816">• <i>Training and qualification should relate directly to the function and not an overall standard</i><li data-bbox="594 819 1338 877">• <i>Applicants should be able to demonstrate a working knowledge of topics covered by CGSB standard</i><li data-bbox="594 879 1344 938">• <i>Do not set the training requirements bar too high as compensation levels are not high</i><li data-bbox="594 940 1377 999">• <i>A standards review committee should be formed to set requirements</i><li data-bbox="594 1001 1466 1060">• <i>A guide similar in nature to the MTO Driver's Handbook could aid candidates in studying for the test</i><li data-bbox="594 1062 1333 1121">• <i>Need for improved minimum standards for training, education and/or knowledge</i><li data-bbox="594 1123 1442 1220">• <i>Assumptions are made (wrongly) that former police officers are adequately trained and experienced to be security guards</i><li data-bbox="594 1222 1458 1304">• <i>There is a need to develop a common body of knowledge for the profession</i>



SECTION NUMBER	QUESTION NUMBER	QUESTION/RESPONSE
	2	<p data-bbox="521 241 1463 289">NOTE: The private responses below are from members of CSIS, Inc. and do not represent the views of any given agency or company and are not directly attributable to any individual.</p> <p data-bbox="521 317 1373 394">What is the most effective means of addressing training related issues?</p> <ul data-bbox="570 396 1442 474" style="list-style-type: none">• How should previous training, experience and existing programs be recognized? <p data-bbox="521 506 691 533">Responses:</p> <ul data-bbox="570 535 1458 1472" style="list-style-type: none">• <i>Previous training and experience will have to be reviewed by a board or tribunal for equal opportunity purposes</i>• <i>Previous training, experience should not be considered, rather everyone should complete the mandatory training</i>• <i>Increased regulation/inspection by the province is required</i>• <i>Training could be through an in-house program leading to licensing or through a private, recognized training provider</i>• <i>Enforcement of existing statute has been very weak</i>• <i>Training would be provided through accredited personnel</i>• <i>All applicants should be required to pass a test to be licensed, regardless of experience</i>• <i>Additional site or task-specific training could be provided in-house</i>• <i>All trainers, in-house and private should be licensed and regulated</i>• <i>Employers should be obligated to ensure that all of their existing employees are eligible to be licensed within a year of the legislation</i>• <i>Private Investigators should receive specialized training in the laws and techniques specific to the job</i>• <i>Testing should be government regulated</i>• <i>Community College security programs should be standardized as to content</i>• <i>A clear dividing line should be established between police and security training in the colleges and private providers</i>• <i>Quality of private security training is very poor, standards needed</i>• <i>Curriculum must be of high quality and currency, without subjects governed by a private or organizational agenda</i>



SECTION NUMBER	QUESTION NUMBER	QUESTION/RESPONSE
	2	<p data-bbox="521 243 1466 289">NOTE: The private responses below are from members of CSIS, Inc. and do not represent the views of any given agency or company and are not directly attributable to any individual.</p> <ul data-bbox="570 321 1430 394" style="list-style-type: none">• Should a phase-in period be provided? If yes, how long? <p data-bbox="521 428 695 457">Responses:</p> <ul data-bbox="570 464 1430 810" style="list-style-type: none">• <i>No need for phase-in period if changes are instituted immediately and the change over is well organized at the higher level</i>• <i>Training should be the responsibility of the candidate</i>• <i>A phase-in period of one year after the legislation is enacted should be provided</i>• <i>An apprenticeship program should be established with licensing occurring only after completion of the program</i>• <i>Licenses should have a three year renewal date</i>• <i>Recertification through testing would be required before renewal of a license</i>
	2	<ul data-bbox="570 852 1398 926" style="list-style-type: none">• Should training be updated on a continuous basis? <p data-bbox="521 959 695 989">Responses:</p> <ul data-bbox="570 995 1466 1665" style="list-style-type: none">• <i>Yes</i>• <i>Yes, provided that a wage scale reflects the advanced status of the guards</i>• <i>Upgrading and/or maintaining competency should be the responsibility of the security professional</i>• <i>Colleges should foster correspondence/online courses of study with exams being proctored by qualified persons</i>• <i>Colleges should hold upgrading courses perhaps three times a year</i>• <i>Training would be updated reflective of changes in law or technology</i>• <i>A review or refresher program should be mandatory every two years</i>• <i>Term of the license should be two years with proof of updates be required as a condition of renewal</i>• <i>Professional development course run by the community colleges, private agencies or through professional associations approved by the Registrar should be offered</i>• <i>Yes, training should include recent case law decisions, especially for investigators</i>• <i>Investigator need specialized training</i>



SECTION NUMBER	QUESTION NUMBER	QUESTION/RESPONSE
II	1a	<p style="text-align: center;">QUESTION/RESPONSE</p> <p style="text-align: center;">NOTE: The private responses below are from members of CSIS, Inc. and do not represent the views of any given agency or company and are not directly attributable to any individual.</p> <p>What is the most effective means of addressing licensing issues:</p> <ul style="list-style-type: none"> • Should a phase-in period be provided? If yes, how long? <p><i>Responses:</i></p> <ul style="list-style-type: none"> • <i>Yes, 3 months</i> • <i>Yes, one year</i> • <i>Yes, two years</i>
	1a	<ul style="list-style-type: none"> • Should grandfathering be permitted? <p><i>Responses:</i></p> <ul style="list-style-type: none"> • <i>Yes</i> • <i>Yes, if proper criteria are published</i> • <i>No, all licensees should meet the training standard regardless of past employment</i> • <i>No, everyone must pass the test</i> • <i>No, but unionized guards maybe an issue</i>
	1a	<ul style="list-style-type: none"> • How will mandatory licensing be applied to current employees? <p><i>Responses:</i></p> <ul style="list-style-type: none"> • <i>Current employees should be required to have their qualifications meet the new standard</i> • <i>Yes, but current employees should be allowed at least a second chance to pass the test before being denied a license and employment</i>
	1b	<p>How would you propose the industry address portable licensing issues?</p> <p><i>Responses:</i></p> <ul style="list-style-type: none"> • <i>Portable Individual licences are a great idea and long overdue</i> • <i>They should be required to meet the same new standard</i> • <i>This is a great idea, to be phased in over the period of the existing licenses</i> • <i>A portable license will allow the ministry to track licensees creating a permanent record of experience, qualifications and performance</i> • <i>The customers could call in an individual's license number to verify his/her status</i>



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	1b	How will portability be applied to existing license holders? <i>Responses:</i> <ul style="list-style-type: none">• Existing licence holders should be given one year to comply• Portability should not be granted to existing licensees• Everyone should have a portable license once their old one expires
	1b	<ul style="list-style-type: none">• Should a phase-in period be provided? If yes, how long? <i>Responses:</i> <ul style="list-style-type: none">• No, set a compliance date• Phase-ins should be limited to the term of the current licenses
	1c	What additional security checks would ensure that individuals engaged in the protection of people and property promotes public safety and security? <i>Responses:</i> <ul style="list-style-type: none">• The type of check should relate to the security duties; the more critical the duty, the more in-depth the investigation• Current requirements of the Gaming Control Act are excessive and invasive• Mandatory police checks (CPIC), photographs, employment history and previous applications• Fingerprints, photographs and DNA samples should be on record• Checks should be determined by the needs of the employer• Employers must perform inquiries as part of the due diligence process• Applicants for a license to operate a security business should show that there is adequate business knowledge, financial liquidity and liability protection in place• Principals in security business require in-depth checks including financial records• More provincial staff assigned to regulating the industry• More enforcement of the act



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	2c	<p data-bbox="521 241 1463 289">NOTE: The private responses below are from members of CSIS, Inc. and do not represent the views of any given agency or company and are not directly attributable to any individual.</p> <p data-bbox="521 317 1422 428">Should certain classes of offences result in an automatic refusal of a license? If yes, which types of offences?</p> <p data-bbox="521 464 695 495">Responses:</p> <ul data-bbox="570 499 1463 1171" style="list-style-type: none">• <i>Persons convicted of Fraud, Theft or violent acts should not be licensed</i>• <i>Breach of trust or fraud convictions should deny or revoke licenses</i>• <i>No licensing of persons convicted of indictable offences</i>• <i>Acts involving violence, criminal negligence or breach of trust should disqualify an applicant</i>• <i>How does this effect pardons</i>• <i>Policy need for applicants who are charged and/or convicted of an offence subsequent to being licensed</i>• <i>Once licensed, persons must sign an oath/agreement to reveal any charges and/or convictions to the Registrar and/or employer</i>• <i>Develop a mechanism where the local police would notify the Registrar similar to the manner done with driver's licenses</i>• <i>Convictions under the Consumer reporting Act, the Privacy Act or related statutes, the trespass to Property Act or related statutes and human rights or Charter of Rights and Freedoms offences</i>• <i>This should be decided by a committee but any conviction for an offence relating to life or property should merit refusal</i>



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II	1d	<p data-bbox="521 241 1466 289">NOTE: The private responses below are from members of CSIS, Inc. and do not represent the views of any given agency or company and are not directly attributable to any individual.</p> <p data-bbox="521 317 1442 352">How would you suggest that licenses be classified?</p> <p data-bbox="521 388 695 420">Responses:</p> <ul data-bbox="570 422 1466 1640" style="list-style-type: none">• Licenses should be classified by requirements in education, tasks to be performed, training, equipment requirements and established competencies• The classification of licenses should relate directly to the recent changes to the curriculum for the private police/security studies program at the Community Colleges• Licensing should be with levels determined by a matrix of experience and education/training set as a transferable standard• Licensing should be linked to substantive ranks, insignia and pay rates• Use the CGSB model: guards, supervisors and investigators• Based on training and testing• Customers should be able to obtain the right staff by requesting that an applicant have a given license• Licenses should relate directly to the training modules completed• Former training and experience should not be recognized for licensing purposes• Licenses should relate to the duties and responsibilities to be performed• This should relate to the equipment to be used, including firearms• Each level should signify additional qualifications or training as tested• Companies should be able to determine what levels they require• The range could be graded relative to the security services requiring public contact• Service provider would be required to ensure that personnel met training and educational standards according to level of service• There should be a distinction between private investigators, bodyguards and plain-clothes security work• Licenses should be classified according to areas of expertise demonstrated by passing a competency exam• There should be pre-requisites to be certified in a given field of security



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	2d	<p>QUESTION/RESPONSE</p> <p>NOTE: The private responses below are from members of CSIS, Inc. and do not represent the views of any given agency or company and are not directly attributable to any individual.</p> <p>How should a licensing classification system be developed and implemented?</p> <ul style="list-style-type: none">• How should previous training and experience be recognized? <p><i>Responses:</i></p> <ul style="list-style-type: none">• <i>A basic Level I license would not require a college diploma; a college diploma in the recognized studies would automatically qualify the person for a Level II and so on. Private Colleges would have to meet some standards if they are to be involved in the licensing classification system</i>
	2d	<ul style="list-style-type: none">• How would a licensing classification system be applied to current employees? <p><i>Responses:</i></p> <ul style="list-style-type: none">• <i>Same standard with a year to comply</i>
	2d	<ul style="list-style-type: none">• Should a phase-in period be provided? If yes, how long? <p><i>Responses:</i></p> <ul style="list-style-type: none">• <i>No Opinion</i>
	3d	<p>Should different security checks be performed based on license classification?</p> <p><i>Responses:</i></p> <ul style="list-style-type: none">• <i>No, Basic security background checks should be the same for all</i>• <i>Yes, security checks should relate to the responsibilities of the job</i>



SECTION NUMBER	QUESTION NUMBER	QUESTION/RESPONSE
III	1a	<p style="text-align: center;">QUESTION/RESPONSE</p> <p style="text-align: center;">NOTE: The private responses below are from members of CSIS, Inc. and do not represent the views of any given agency or company and are not directly attributable to any individual.</p> <p>What types of identifying marks or other insignia should be introduced to more appropriately differentiate private security from police?</p> <p><i>Responses:</i></p> <ul style="list-style-type: none"> • Anything but the label "Security Guard" • Specify the colour for private security uniforms • Put a white background behind all identifying badges • Use a specific colour for hatbands, like the police • Use the term "Private Police" • This is a very important issue yet the ministry is not looking into changes • The term "Security Guard" should be abandoned and replaced by the term "Security Officer" as the term "Police Officer" has been used though incorrect in application • Current legislation adequately addresses this issue • Needs of the customer is the main factor • Public are reassured by police-type uniforms • A shoulder patch that states " SECURITY" clearly identifies non-police staff • Each guard should have a numbered badge or nametag • Security guards should be readily distinguishable from police officers • All private security uniformed guards should display the words "Security Guard" or "Security Officer", including the Corps of Commissionaires • Guards should be required to produce a licence if so requested • Badges or metal shields should be issued by the Registrar and standardized across the province • Police are allowed a wide range of uniform design, private security should be allowed the same consideration
	2a	<p>Would the industry require a phase-in period in order to comply with new standards? If yes, how long?</p> <p><i>Responses:</i></p> <ul style="list-style-type: none"> • Yes, one year



SECTION NUMBER	QUESTION NUMBER	QUESTION/RESPONSE
	1b	<p data-bbox="521 241 1464 289">NOTE: The private responses below are from members of CSIS, Inc. and do not represent the views of any given agency or company and are not directly attributable to any individual.</p> <p data-bbox="521 317 1448 352">What should new standards for equipment include?</p> <p data-bbox="521 388 695 420">Responses:</p> <ul data-bbox="570 422 1464 772" style="list-style-type: none"><li data-bbox="570 422 1063 453">• <i>This is not a problem as it is now</i><li data-bbox="570 455 1386 514">• <i>Use of any security equipment should be tied to a licence classification</i><li data-bbox="570 516 1209 548">• <i>Apply the same standards as apply to police</i><li data-bbox="570 550 1406 640">• <i>No lethal or non-lethal type of equipment should be issued without first completing a course of study and testing for certification</i><li data-bbox="570 642 1430 674">• <i>Vehicles should be clearly labeled with the word "SECURITY"</i><li data-bbox="570 676 1464 772">• <i>Current regulations pertaining to use of handcuffs and restraints should be extended to all control devices and control techniques used by security staff</i>



Individual Submissions

As the individual needs for security are industry specific (i.e.: retail v. industrial, public v. private, etc.), a select grouping of individual member returns, are also being submitted for your perusal. These selected submissions were chosen to best reflect such diversity.





Earl Dickson, ASP, Professor
- Corporate and Commercial Security Coordinator
- Loyalist College

PRIVATE INVESTIGATORS AND SECURITY GUARDS ACT DISCUSSION PAPER

Prepared for: The Ontario Ministry of Public Safety and Security and Canadian Society for Industrial Security Inc.,

Prepared by: Earl Dickson A.S.P., Professor
Corporate and Commercial Security Coordinator
Loyalist College, Bellville, Ontario

I have read the June 2003 Discussion paper with interest. I most certainly applaud the concept of allowing stakeholders to share their thoughts and opinions for the good of the industry and the people who work within it. I am well aware that there are hundreds of years in experience and expertise in the private policing field in this country and their day to day routine is as diversified as the thoughts and concepts of this entire discussion paper. I am only one member of this community and can contribute 40 years of both public and private policing. To this end, I would like to make some specific statements regarding some of the initial pages of this discussion paper that will provide a platform for answers to questions posed.

As I read this paper and review all my memory files from over the years, I see again, issues and conflict directed to the private policing industry from the public policing industry in the usual areas of lack of knowledge and skills etc. The truth is, a very high ratio of retired police officers walk right into the private policing field positions on their first day of retirement. This begs the question, who is unskilled and lacks knowledge? Admittedly, there are many that fit this description so this is one problem that must be solved. To solve this problem, one has to mention wages and benefits. Government regulations and Industry Canada have allowed business minded/spirited individuals to get into the private policing business with no more than a credit card. To reach their goal, they draw from the uneducated and unskilled labour pool thus allowed to pay minimum wage and charge whatever the market will bare. This is what has gone on for years, has hurt industry, professionalism and brought us to this point in time.

The paper strongly impresses me that someone, somewhere, wants to put an umbrella over the entire private policing industry. Is this for control and/or a source of revenue? It will not happen but will tie any progression of improvement for the industry up in knots for years. As I see the private industry, it is for profit, for crowd control, for traffic control, for access control, for insurance purposes, for liability purposes, for internal exigency, for protection of various kinds, to improve net profits, to recover assets, for internal safety and all the mannerisms required to carry out or perform these issues. Public police are simply for law and order and all the mannerisms required to carry out their duties. They are not for profit (as a rule) and answer to a government or police board. These are not issues that "blur" the boundary between police and security. It is control and police



staffing budgets that creates the blur and in the end, the public police must learn to be more effective according to the growth figures provided.

In all fairness to the public policing industry, they are severally handicapped by the Charter of rights and Freedoms, the Privacy Act and other such government legislation that makes it impossible to compare the two industries from a cost efficiency point of view.

I would like to direct my attention to the questions provided for research purposes at this point, but I will address Licensing Requirements first as in my purview, other issues will fall into place somewhat easier if there is a clear understanding of what I have in mind.

II New Licensing Requirements

I have a tremendous amount of difficulty with the second paragraph under this heading in the discussion paper. The in-house and corporate structure of the private policing industry is so large and diverse and that any movement in this direction would be viewed as a money grab only. It would serve no purpose to venture off into this direction as my observations of the many employers in this area indicates that they are light years ahead of the contract industry. They adhere to the standard that only college graduates or above are candidates for their employment and on occasion, candidates must pass a test of some nature. Secondly, their training programs are tailored to their individual needs and of course are not geared for profit. They are a guarantee against liability problems and at the same time, serve the master in many other capacities that are beneficial to the corporation. In the end, I do not see this function impacting “public” safety or increasing confidence of the public. The public is very aware that they exist and what they can expect

Q1. Yes there should be a probation period – 3 months Grandfathering should be permitted

Current employees will have to have their skills and knowledge as well as other qualifications matched to a new standard

Portable Individual Licenses – great idea and long over due!

Q1 employees will have to have their skills and knowledge as well as other qualifications matched to the new standard

Phase in period – why? Get on with it.

Comprehensive Background Checks

Your time periods are tough as I feel the type of criminal offence has a great bearing on the issue.

It may also depend on the kind of license the applicant is applying for if there are different levels based on skill etc. Some private investigators prefer “experienced” individuals as employees as they tend to have more moxie with the workings of the law and are in general bold regardless of the offence. I am a firm believer that there is no room in this industry for individuals who have been convicted of Fraud, Theft or violence of any kind. I use this standard for admission into my program and it has received very positive comments from employers. There is room for increased historical background checks



and this is something industry may have to work together on for cost efficiency purposes. I have no other suggestions as to who will carry out the background investigation.

Licensing Classification System

This is an excellent idea that I support but it is fraught with potential problems. The concept could be construed as the onset of a multi tiered policing system in the Province, which may or may not be a positive event. Classification will be synonymous with various levels of wages and should be the foundation of encouraging an individual to increase their knowledge, training and experience to better themselves. I remain a firm believer that there is many functions private police could perform in society that is currently being performed by public police. For example, there is no mystique to hold a radar machine, or investigating a motor vehicle accident. With a certain level of license and a couple of weeks of training, a person could be granted special constable status and thus allowed to lay provincial offence informations. I appreciate this is rather summary but the concept is the message.

I am aware that British Columbia has two levels of license, being basic and advanced. The advanced status have taken several extra weeks of education within their private college system on subjects dealing with the use of force, baton training, self defense etc.

Q1. Licenses should be classified by requirements in education, tasks to be performed, training and equipment requirements and established competencies.

To this end, there will have to be a wide margin in wages between the levels to compensate the individual. I also see a sub/level to each level, that being some form of management. To keep the playing field level, base wages for levels established will have to be regulated by the controlling authority. We would then be well along the way of changing the orientation of workers from jobs to careers as stated by the Law Commission of Canada, April 2002.

Q.2 How should a licensing system be developed?

We do not need to recreate the wheel. Four or five years ago, the Province spent considerable time and expense in development of required curriculum for private police/security studies in the College system. This was with the input of various professionals throughout the province and consequently, the college systems turns out a fairly desirable product to use as a benchmark. Essentially, anything less than a college diploma qualifies a person to obtain a basic license. A diploma will automatically provide a level two status and then a combination of other training, experience, acquired skills etc will provide for a level three status. There is no reason that the license cannot be granted at the time of convocation since the standard has been set. The only problem here is the private colleges who operate for profit in the province. They are one year courses and are not subscribers to the college standards. Unfortunately, they would fall below the standard I have in mind.

B) The standard would have to be applied to current license holders and they would be rated to determine the level of license to be granted. An application process could accomplish this.



Q.3 Should different security checks be performed based on license classification.

No, I do not think so. Basic security backgrounds should be the same for all unless there is a required need.

Mandatory and Consistent Basic Training Requirements

This is another area of serious conflict. Private companies are not going to invest into training requirements for new employees. They will update employees but the issue is dollar driven. This means to say that at the basic level, a person interested in a position in the private policing industry should have several venues to make /meet minimum requirements for a basic license. I agree with the discussion paper that there are areas available, like CSIS Inc who has a basic certification program. I believe ASIS also have a basic certification and perhaps a study of the two will produce some common ground. I do not think the CGSB 40 hour training program is acceptable for private industry as it was developed for basic elementary security guards employed on Federal Government locations. I trust that one can see the value of a College diploma at a higher level over the basic training course, which leaves one level higher for licensing purposes that could include certification with weapons and the law surrounding the use of force etc coupled with the CSIS Inc Supervisors course.

Q1 What would constitute the key elements of basic training program.

As noted above, the ground work is complete in this area, for Canadian uses and relevant law. The problem is the target audience as every field of the private industry has a different needs basis.

Q2 What is the most effective means of addressing training related issues.

Previous training and experience will have to be reviewed by a board or tribunal. for equal opportunity purposes

No need for a phase in period if changes are instituted immediately and the change over is well organized at the higher level

Training will be the responsibility of the candidate. On line study or correspondence courses could be provided or courses could be held at Ontario College campuses perhaps three times a year. In this vein, I am talking basic training courses to qualify for a license. All other courses are self directed study. Updating would be the responsibility of the employer. In the end, this will provide a platform for a candidate to be universal within the industry, which would include life long learning, improvement of new acquired skills and provide a bonifide career path. The secret is to provide a wage scale along the lines



of provincial special constables and other Ont. Government employees employed in the security field.

III Standards for Uniforms, Vehicles and Equipment

I do not see this issue as a big problem. Where the public meets such vehicles and personal, they are well aware of who they are dealing with. I speak of transit police, alarm response, campus police etc and it is my opinion that the discussion paper does not give the average person enough credit or intelligence to determine who they are dealing with. There is no confusion. Perhaps this is a spill over of a police perception.

Q1 Identifying marks or other insignia

The words "Security Guard" automatically produce a stigma. Generally, my comments throughout this paper are proving my case on point with this concept. The discussion paper wishes to address the entire private policing industry but it comes down to this concept- Security Guard! The private policing industry is not about contract security or static security locations. It simple does not fit. This paper should focus itself to the contract industry only and all others dealt with in their individual sectors. One cannot impose the discussed standards on, shall we say the private investigative industry. It does not fit nor will it ever! Currently, the present legislation adequately addresses this issue.

Standards for Equipment

I do not see a problem in this area now. I have been associated with dogs, horses weapons etc in the private industry and find them well controlled and utilized. This is an obvious because of their liability situation. I don't know of any cases involving wrongful detention or the use of force in the private industry when it comes to this equipment. I do believe that any such use of this equipment should be tied to a license classification.

In the end, we in Canada have few choices in this area of public security. We can remain the way we are and attempt to improve it immensely or go the way of the USA and allow police officers to work part time with their guns and police powers at a wage that our security personal could only dream of.



Kevin Murphy, Senior Manager-Security Operations
– Woodbine Entertainment Group

Response to Discussion Paper on Revision to the Private Investigators and Security Guards Act

I Mandatory and Consistent Basic Training Requirements

The key elements of a basic training program are adequately identified in the CGSB standard for Security Guards.

Applicants should be able to demonstrate a working knowledge of topics covered by the CGSB standard by means of a standardized test. This would reflect any knowledge gained from previous work experience and training. Some applicants, for whom English or French is not a first language, could be offered alternatives such as oral testing or other translations. We have a number of employees who have some difficulty making themselves understood with English but have displayed adequate knowledge and skills related to the Security profession. These persons should not be disenfranchised because of language problems. The emphasis of the testing should be on knowledge of security concepts, laws, and regulations.

A guide to the test, similar to the Driver's Handbook available from the Ministry of Transportation, could also be made available.

In order to provide continuity in the industry, a phase-in period of one year following legislation being enacted should be provided. This would allow employers to engage in training of existing employees prior to the licencing requirement coming into force.

Initially, it should be an obligation of employers to ensure that all of their existing employees are eligible to be licenced. Additional training, which would be company or site specific, not required by legislation, could be included at that time. Some legislation may need to be interpreted to fit specific situations.

Subsequently, training of new employees could be achieved through one of two mechanisms. Either an employer could train the individual through an in-house program prior to being licenced, or the individual could obtain the required knowledge through a private, recognized training provider prior to gaining employment. Such trainers should meet the standards outlined in Appendix 'C' of standard CAN\CGSB-133.1-99. The first option may be more attractive to current in-house operations, while the second may be more suited to contract agencies. In either case, the employee could not be assigned to work as a security guard until licencing is complete.

Training needs to be maintained as current and reflective of changes in law and/or technology. A review or refresher program should be mandatory every two years. This would suggest that the term of the licence be two years and that proof of updates be required as a condition of renewal.



II New Licencing Requirements

A / Mandatory Licencing

As previously stated, a one year phase-in period would be appropriate. Existing licences that expire before that time could be renewed for a shorter term to the end of the phase-in period. Grandfathering should not be considered. All future licencees should meet the training standard regardless of past employment. Testing should identify those cases where additional training is required.

Current employees should not lose their employment if they are unsuccessful in the first attempt to be licenced. Such action would be punitive when the intent should be to ensure a standardized level of training and knowledge. Emphasis should be on raising the level of skills and knowledge in the industry.

B/ Portable Individual Licences

Portability should not be granted to existing licencees. This feature should only apply once the licencee has shown that he or she can meet the required standard. Any phase-in should be limited to the term of the current licence.

C/ Comprehensive Background Checks

Based on the writer's own experience, the requirements of the Ontario Gaming Control Act are far too onerous and stringent for most security guard applications. It can be argued that, in those specific circumstances, there is a greater public interest to be served given the large amounts of money that move through that particular industry and the overwhelming need for public trust in the integrity of gaming operations. There may be other industries that require similar checks to be done but these would be determined by the needs of the employer and would likely form part of the due diligence process an employer would engage in prior to hiring a candidate. The licencing process should not encumber the normal relationship between an employer and employee.

Where an applicant is seeking a licence to operate a security business, it should be clearly shown that there is adequate business knowledge, financial liquidity and liability protection in place to satisfy the public's need to be free from exposure to unnecessary risk. To this end, more in-depth checks including financial records of the principals should be examined prior to the issuing of a licence.

Acts that involve violence, criminal negligence or breach of trust should disqualify an applicant.

There are two areas that are not addressed by the discussion paper: convictions for which a pardon has been granted; and, a circumstance where a licencee is charged with and/or convicted of an offence subsequent to the licence being issued.

It may be useful for the Registrar to be aware of prior convictions in determining the suitability of a candidate for licencing. However, the granting of a pardon recognizes that the individual has paid his debt to society and has to some extent rehabilitated himself. As such, the fact of a conviction for which a pardon has been granted should not disqualify an applicant from being licenced.

The second circumstance may be more complex as the employee may not be required to report the charge or conviction to the employer. Those facts may not be sufficient to cause any change to the employment relationship. However, the public interest may not be satisfied by that. It is also not likely that a licencee would voluntarily reveal that situation to the Registrar.

It might be useful to develop a mechanism whereby the local police agency would notify the Registrar in the same manner as is done with driver's licences. The Registrar could then require the licencee to show cause why his licence should not be made probationary, suspended or revoked. A less efficient method would be to require disclosure on renewal of the licence in the same manner as is required under the Racing Commission Act.



D/ Licencing Classification System

The classification of licences at the individual level may prove to be a barrier to portability both externally and internally within an organization. It may also be restrictive to the assignment of persons to given tasks within an organization.

It may be useful to consider the CGSB model for classification as well. There are separate standards for guards and supervisors and these could be used to create two separate licence categories.

Notwithstanding that observation, there is a clear need for separate licences for guards and investigators.

A more flexible method of classification may be focussed on the service provider. Companies could then determine for themselves which market niche they would want to operate and compete in and it would be clear to the purchaser of such services, as well as the public in general, what level of service can be expected. The range could be graded relative to security services that require little public contact in limited circumstances to the other end of the scale which requires security in areas of "mass private property" such as shopping malls, stadiums, etc. This higher end would likely also include some of the functions engaged in by the lower levels of licence. For example, a guard assigned to a public space in a stadium could also be assigned to a warehouse operation in the back of the house at the same stadium.

The service provider would then be required to meet training and education standards according to the level of service they wish to provide. These are auditable programs that can be reviewed at the time of licence renewal thereby increasing the level of governance and accountability of the licence holder.

III Standards for Uniforms, Vehicles and Equipment

We have found in our experience that, in providing security to a large private facility to which the public is admitted or invited, we are best able to meet the needs of our customers utilizing a uniform that resembles, to some extent, an older version of police uniforms. Our customers find a sense of safety and security in that and seek out someone wearing the uniform when they have a need.

Our shoulder patch clearly has the word "Security" in dark lettering against a white background approximately ½" high and 3 ½" inches wide. This is clearly visible to the customers and we have experienced little confusion with it. It would seem to me that anything higher becomes more of a banner and takes away from the effectiveness of the uniform. Where the uniform has a softer presentation, such as blazer and slacks, the effect becomes more pronounced.

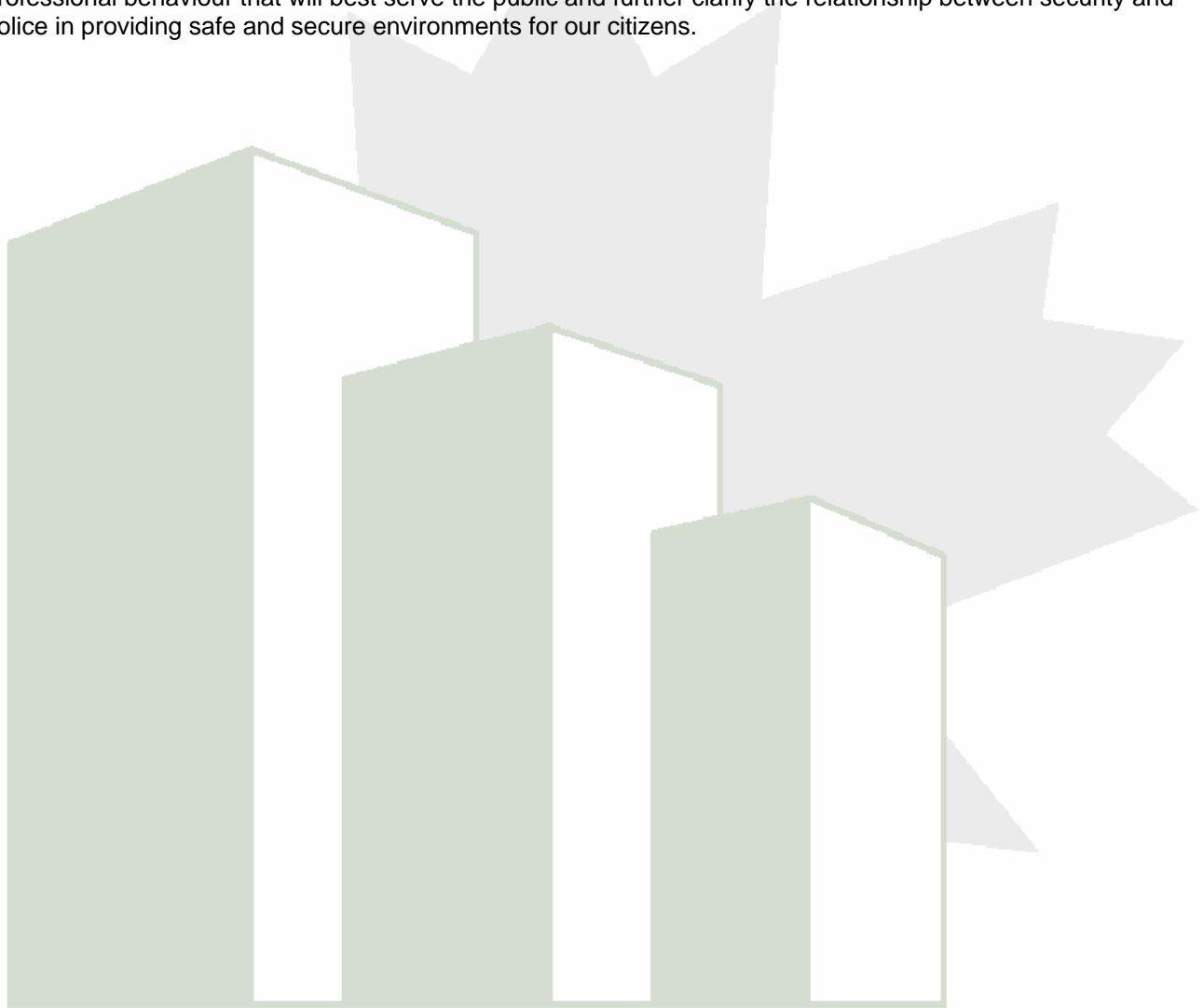
There should be some means of identifying the individual guard. This can be useful in dealing with complaints against a guard or company. This could take the form of a numbered badge and/or name tag. A guard should be required to identify himself on request of any individual by providing the name of the guard company and his identifying number or name.

There may be a demonstrable need for certain types of equipment in certain circumstances. These will most likely apply in areas of "mass private property". However, their use should be strictly monitored and agencies granted authority for their use face a higher accountability for the consequences of their use. Agencies should be required to maintain accurate reports and records of all incidents where these types of equipment are used subject to review by the Registrar.



Conclusions

In over 28 years of experience in the security industry, I have observed a wide range of service providers and operators. They range from those who want to take the money and run to operators who seek to provide services normally found with the public police. Professional standards have varied to significant degrees as a result. Over the last few years, the dialogue over the evolution between public and “private” police has caused serious security professionals to start down the path that this discussion paper seeks to go as greater emphasis has been placed on education and training. Some have gone there as a result of litigation or demands of insurers; some have gone there to create more value in their services to their economic advantage. The rationale is not really relevant. What is important is that we move to a higher standard of professional behaviour that will best serve the public and further clarify the relationship between security and police in providing safe and secure environments for our citizens.





Rich Coleman – National Physical Security Manager
– Nortel Networks Portfolio

**As requested, comments for:
Ministry of Public Safety and Security
Private Investigators and Security Guards Act Discussion Paper
June 2003
(Ontario)**

Comments / Summary by: Rich Coleman, National Physical Security Manager (Nortel Networks Portfolio)

A) Mandatory and Consistent Basic Training Requirements

Agreed. While most of the better agencies already have some mandatory training in place, ideally there should be a consistent approach / course content that should be considered.

1. *What would constitute the key elements of a basic training program?*

- First and foremost we need to ensure that we do not set the bar to high in order to obtain a license, as compensation levels for many security positions are not high.
- My hope is that there would be a committee formed composed of security industry professionals, property owners, and property / facility managers. Together, this committee could come up with the agreed upon course content. I am concerned that the feedback provided in this survey will become legislated without an overall review by the stakeholders.

Having said that, here are some items that I feel should be included:

- Knowledge of Legislation empowering Security Officers. (Trespass to Property Act et.)
- Limits to those powers
- When to involve Police Services
- Use of Force
- First Aid / CPR
- Phone Use / Etiquette (This one may seem silly, but some of the workforce are recent arrivals to the country or province and are unaware of 911 Services / Call-Trace features etc.)
- Threat Protocol (Fire, Bomb, Physical Threat etc.)
- How to read emergency systems (Fire Alarms / Building Controls)
- Occupational Health and Safety Act



2. What is the most effective means of addressing training related issues?

- If we are to introduce mandatory training, my feeling is that training, experience and existing programs should not be taken into account at all. Instead, we would require all Security Officers to complete the training during a one year phase-in period. For those who have received training beyond the requirements of this program, this mandatory requirement will simply serve as a refresher.
- Training should be provided through accredited personnel. Senior Security Officers could complete a Teaching module which would qualify them to train new staff.
- Testing on the other hand could be government regulated if funding is made available.
- Licenses should all have a 3 year renewal date. Recertification through testing would be required prior to the renewal of license.

B) New licensing Requirements

a) Mandatory Licensing

1. What is the most effective means of addressing licensing issues?

- Mandatory Licensing should apply to all personnel both new and existing. Grandfathering should not be permitted. Most Security Officers are union protected, and at times there are difficulties in removing non-qualified staff.
- A phase-in period of one year should be adequate for all license holders to arrange for training.

b) Individual Licenses

1. How would you propose the industry address portable licensing issues?

- This is a great idea. Not only will it allow an Officer to make the move more smoothly from one firm to another, this will not only more easily also allow the Ministry to keep track of a specific security officer. It may even provide the opportunity to create a permanent record system where an officer's performance and qualifications could be tracked.
- Security Firms should no longer make applications on behalf of any of their staff, but Ministry Soft-Copy Files should indicate the current employer.
- Information on a Security Officer should be made available to the general public by calling a direct number and quoting the license number. This is extremely important as many customers will want to ensure that the Security Professional who arrives on site, is in fact affiliated with the company that they employed.

c) Comprehensive Background Checks

1. What additional security checks would ensure that individuals engaged in the protection of people and property promote public safety and security?

- Mandatory Police checks, Photographs, Employment History, Previous Applications



2. Should certain classes of offences result in an automatic refusal of a license? If yes, which types of offences.

- Again I think this is something that needs to be decided in a committee, but certainly convictions that relate to Life or Property.

d) Licensing Classification System

1. How would you suggest that licenses be classified?

- Further Training / Testing should be required to obtain different classes of licenses. Ideally, the customer should be able to obtain the right staff by requesting that an applicant have a certain class of license.
- The training required to have an officer sit at a loading dock door and ensure that nobody leaves with any materials, and the security officer who guards the access to a corporate facility should be quite different.
- Licenses should be classified as #1-4 etc. dependant on which training modules the security officer has completed.
- Again previous training and experience should not be recognized.
- Training beyond "Level 1" accreditation could theoretically be quite intensive. A basic license is all that would be required to work. An officer could make themselves more marketable by achieving further accreditation. Employers can make their own decisions with respect to hiring security personal with additional levels of accreditation.

C) Standards for Uniforms, Vehicles and Equipment

a) Standards for identifying Marks or Insignia on Uniforms & Vehicles

1. What types of identifying marks or other insignia should be introduced to more appropriately differentiate private security from police?

- This is very important; too often security agencies try to appear more professional by adopting uniforms that make their staff virtually indistinguishable from Police Officers. It appears as though the Ministry is not considering restrictions to the types of uniforms worn by Security Officers.

"The ministry is not looking at introducing standards that would require changes to the style or colour of uniforms or vehicles"

This is unfortunate as the concern could easily be addressed by imposing several restrictions. These restrictions could reserve certain colours, such as blue uniforms for police officers. The same requirements could be set for security vehicles. Elimination of shoulder flashes etc. could also be considered.

- Regardless to the above, all security vehicles should be dominated by large lettering indicating "Security". All other lettering on the vehicle can only be ½ of the size of the Security identifier. Security Officers would of course have to keep the 1 inch patch indicating that they are "Security". The current label of "Security Guard" should be reconsidered as the industry standard is now "Security Officer".



- A phase in period of one year should be adequate to ensure that all officers can be have their uniforms adjusted accordingly.

b) Standards for Equipment

1. What should new standards for equipment include?

- This is something that should be directly tied to license classification. Before issuing an officer a baton, they had better understand the circumstances where it can be used and how to use it.

Summary

This is an excellent initiative and a very worthwhile project. In addition to these revisions, this might be an excellent opportunity to revise and better define the powers of private security personnel. The Trespass to Property Act was not written with Private Security Officers in mind.





Paul Ankcorn – Private Investigator

August 14, 2003

Canadian Society for Industrial Security Inc.
141-B Bentley Avenue,
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K2E 6T7

Attn: Graham Ospreay – President/Chairman of the Board
Ian Munro – Ontario Regional Chairman

Dear Sirs

Thank you for forwarding to me and the other members the PISGA Discussion Paper dated June 2003.

As you are aware from various discussions we have had and as expressed at past GTA Chapter meetings, this topic and the proposed actions of the Ontario government to amend the PISGA is something that is near and dear to me personally and to others in this business as well.

As you have asked for memberships feedback on this paper, I am obliged to provide mine to you for your consideration.

By way of background, I have been a licenced private investigator in Ontario working in this industry in Ontario continuously since late 1979. I have also been licenced and worked as a PI in Quebec and have worked as a PI outside Canada. While working in this industry, I have come to know, and have worked with, some of the best and some of the worst in this business. Over the years I have also come to know and have interacted or worked with many people in the security industry that are considered “in-house security/investigators” and are not licenced under the PISGA. This gives me some insight into that side of the security industry as well as from the perspective of the licensed agency. In addition, I have over the years had direct interaction with corporate managers as clients, many of whom have expressed their opinions about the contract security guard industry as opposed to in-house security. This includes in-house investigators as well. As you also know, I have been very active in many industry associations over the years through which I have come to know many in the industry.

Let me start off by stating that it has long been my opinion that this industry could benefit from improved or mandated minimum standards with respect to training, education and /or knowledge. Equally, if not more important however, is for this industry to have better regulatory enforcement of the statute, in whatever form it should take. Having said this, I do not feel that the proposed changes to the PISGA are in the best interest of the industry as a whole.

Unfortunately, I can't help but feel that this intended legislation change is more a “cash grab” or money generation scheme by our current provincial government. Considering that every company with internal security (or investigators) will be required to pay \$500.00 for a licence and in the case of companies with both uniform security and investigators, a licence fee of \$1000.00 plus individual licences for all of their department staff, which the registrar estimates will double the number of licencees in Ontario, this translates into hundreds of thousands of dollars into the governments hands.

As long as I have been in this industry, enforcement by the licencing authority has always been laughable to nonexistent, and is just as much to blame for the publics negative feelings or low opinions about the industry as a whole and has also been a significant contributing factor to abuses by certain parties within the industry itself. This in fact is one of the main arguments for self-regulation, but that is another matter that I won't get into now.



As stated in the ministries own discussion paper, in Ontario private investigators (PI's) and security guards (SG's) have been regulated by provincial statute in Ontario since 1966 when the PISGA was first enacted. The regulating authority as set out in the act is the office of the Registrar of PI &SG. This was originally and for many years, a division or office of the OPP (Ontario Provincial Police). Right up until the 1980's, the pre-licencing background checks were done by the registrar's office staff. These checks were carried out by OPP officers assigned to the PISG Branch.

During that time, a number of people were issued licences which clearly should not have been, including convicted criminals, people with outstanding criminal warrants, and even a convicted terrorist (remember that case that was reported in the papers in the early 1980's of the terrorist licenced and working for Wakenhut as a security guard in Brantford). I personally was involved in a case many years ago, which ended with me arresting a security guard at night stealing from a petty cash box in an office. After the accused was turned over to the local authorities, it was determined that the guard had prior convictions for fraud and theft, and was wanted in the Maritimes on a criminal warrant for outstanding fraud charges.

These are just two such cases and there are many more. Of course, nobody is perfect and certainly it is possible for the odd individual to slip through the cracks of any system. However, these types of situations lead to a change in procedure with the onus for background checks being shifted from the registrar's office staff directly to the hiring agencies.

It is also interesting to note and is a well known fact in the industry, that the registrar's office has always given ex-policeman special consideration when processing licences. One has to ask by what right former policeman should be given special privilege? It certainly can't be their industry knowledge or skill-sets developed by virtue of their police background. Being a uniformed police officer for 20 or so years does not give someone experience or training relevant to being an investigator in the private sector. Certainly there are certain skills sets that are common to both professions however the differences between the two are far greater than the similarities are.

For instance, one of the principal skills or requirements of being a private investigator is surveillance. Conducting surveillance is a huge part of the PI's job. However, very few police officers ever have any exposure to, let alone experience, conducting surveillance during their police service careers. In fact, over the years, I have heard it said that perhaps only 1 in every 1000 police officers ever receives any training or acquires any experience at doing surveillance during their careers. Even those that do carry out surveillance duties as police officers do so in a totally different way than is commonly used in the private sector. Police are trained to do surveillance in teams, using multiple agents and multiple vehicles. They also rely heavily on court authorized wiretaps, mail intercepts, etc. This never happens in the private sector. The use of large teams is virtually unheard of or is very rare in the private sector. The use of wiretaps/telephone intercepts should never take place (but it has on occasion). Furthermore, they have access to resources that just aren't available to the private sector.

I can tell you from experience having worked with many former policemen now in the private sector, that these individuals almost always are the worst private investigators in the business mainly because they never learn to adjust to the private sector way of doing things and cling to police training and the policeman mindset. There are of course accept ions to this but truly very few.

This failing isn't limited to doing surveillance work either. Most policemen get use to the "power of the badge". Once in the private sector and no longer having that badge to open doors, filing cabinets, and getting cooperation, many former policemen find they can't function. Most fall back on old techniques or skills and wind up breaking the rules (and breaking the law) that civilian investigators must follow. In the past twenty years, how many agencies or investigators charged by the registrar's office and have had their licences lifted have been ex-policemen? In fact, the vast majority.

Then there is the registrar's record of policing the industry that should be looked at.

I know for a fact that the registrar's office has virtually turned a blind eye to wide spread illegal activities being carried out on a daily basis by some agencies here in Ontario even though they have know about it for years.



In one case, the registrar's office received a letter from a Toronto paralegal 5 years ago (I have seen the letter) spelling out one large agencies illegal activity, and nothing was ever done about it. Leads were not followed up, interviews were not conducted, or record examinations were never done. All of these investigative procedures, the registrar's office has authority to care out given it by the PISGA. Had they done so, they would have received hundreds if not thousands of documents that prove the extent of the agencies illegal activities. They would certainly have uncovered more than enough evidence to lay charges under several statutes including criminal charges. However, by doing nothing, the agency in question and others like it, continue to operate, unchecked.

One of the registrar's own investigators once told me while following up on a complaint of another agency, that the registrar is very reluctant to take actions against any agency although they are less reluctant to take actions against individuals holding licences. This investigator (an OPP Detective) also said that generally speaking when the ministry receives a complaint, the registrar's investigators usually interview the complainant, then the licensee, but rarely do anything else.

To be fair, the investigative branch of the registrar's office is grossly undermanned having only a handful of investigators to cover the entire province. Interestingly, at the fall GTA Chapter meeting, I asked Deputy Registrar D/Sgt Gerry Gibson whether his investigative section would be enlarged if (when) these legislation changes are made. He responded with "I would hope so". In reality, it is doubtful that it would. According to their own paper, the industry has grown 73.6% in the past decade with huge increases in the numbers of licensee's however, the registrar's investigative staff numbers have not grown accordingly.

Is this the kind of policing that is really needed for the security industry? Does private industry really need this? How does this type of regulatory enforcement benefit private businesses? Should private businesses really have another ineffective government branch involved in their private business affairs?

For these reasons and others, I personally have difficulty with the concept of licencing private business security and loss prevention or investigative staff. A private companies affairs are its own business and should not be hampered or infringed upon by "big government" or additional regulations which probably wouldn't be policed properly anyway and will merely be another cash burden for private business to bear.

As for mandatory training or minimal education levels being established, I certainly am in full agreement that this is long overdue. However, the question of determining what the standards should be are very complicated.

For the past 15 years, I have been in the position at various agencies to hire or recruit staff, and for conducting in-house training. During this time I have also been very actively involved with many of the colleges across the country and in the US that teach security and investigations. I have also had first hand experience with some of the private training organizations here and abroad.

Having said this, I can say without hesitation or doubt, that no two training programs are the same even within the same fields of specialization. Furthermore, in many cases, the courses are totally inadequate.

For instance, over the years I have found that no two community colleges have program outlines that are the same. Some colleges have programs totally geared to one sector or another, while others are so vague, that students come away not knowing enough about anything to make them prepared to commence a career in the security or private investigation business (to hit the ground running so to speak). As an example, Conestoga College has its private investigation course geared towards insurance claim investigations while Seneca College is geared for police or corrections work.

Another problem I have found with the community colleges over the years is that more times than not, they are staffed by people teaching a subject that they know nothing or very little about. Often these colleges hire retired or ex-police to teach private sector security and investigations when these instructors have themselves no experience or knowledge about the business. One GTA college has as its PI Program Coordinator someone with only about 3 years experience in the business who got out when they had their licence lifted. There is absolutely no way that anyone can acquire a thorough knowledge of the PI business in just a few years or for that matter while working for many years at one company that does only one type of investigation (eg.



insurance claims work). Another college has the PI course taught by an ex-policeman who had never even done investigative assignments during his police career. The fact that most of the colleges use old police manuals or American books as course material shows that the community colleges are not at this time, necessarily the best place to look for standards with respect to mandatory education.

In addition to community colleges there are many private training facilities in Ontario such as the Canadian School of Private Investigation, the Ontario Institute for Private Investigation, or the Canadian Business College. Again, these private training course providers have questionable levels of expertise or experience. Many are operated by licenced agencies that have a questionable reputation in the industry and the schools were started as a means of subsidizing the income of the investigation agency. People of limited knowledge, background or experience teach others, and hence, the training given is very generalized or limited. One example of this is a school supposedly teaching private investigations run by a former insurance adjuster who has a background and experience in only insurance claims investigation. The entire course curriculum is geared exclusively towards insurance claims investigations. This of course is of little value to anyone other than a person that is going to do only insurance claims work.

I have often questioned whether merely having a college certificate or degree is the most appropriate benchmark to set as far setting standards for this industry. Many of the best people in the business have very limited formal education but possess the most industry knowledge. In most cases, this industry knowledge has been gained by years of work in the business/industry. One of the best PI's in Ontario has only a grade 10 education and another has only the equivalent of secondary school and didn't even speak English when he came to Canada many decades ago.

To that end, I would think that having a points system established to take into account formal education and industry experience would be far better than merely setting a base minimal education level standard.

Suggestively, establishing a pre-licensing examination with graduated licencing would be a better means of testing knowledge and suitability as opposed to having a mandatory minimum post secondary education level requirement. This type of system would require a licence applicant to write and pass an exam prior to being licenced. If this first exam is passed, the person is given an apprentice licence for a set time period during which the apprentice must work full time in the industry. After the apprenticeship period another more extensive exam must be completed and passed before the applicant can be fully licenced. During an apprenticeship, a licensee must complete a certain number of professional development courses (paid for by the employing agency) prior to being eligible for the full licence exam. Professional development courses can be run or administered by either community colleges or by private agencies or through professional associations, but must be approved by the licencing authority. Training courses could and should also be carried out internally within licenced agencies. Mandating that agencies pay for staff training clearly puts the onus of training on licenced agencies and ensures that minimal standards are maintained. In the event that agencies fail to train their employees by paying for courses or training programs, then those agencies will not be qualified for licencing themselves. Agencies would not be allowed to operate with only apprentice licensees in their employ.

As it is today, many agencies claim that they encourage, promote, and/or conduct continual training of their staff but in fact, this is not true. This situation is particularly true with agencies involved with the insurance industry. In almost every one of these agencies, they claim publicly that they train their staff but in fact do nothing to develop their personnel because it costs money and having an insurance industry mindset, they are entirely profit driven. In some cases, even employees wishing to take time off work for training at their own expense are not allowed to do so. Those employees that do take the time off using their vacation or sick time are never recognized for their efforts. This type of thinking and practice leads to substandard practitioners within the industry. This lack of knowledge in these types of companies is evident from the top down. For example, one large investigation agency in Ontario (a self professed "industry leader") had a case requiring that an arrest be made of the client's employee for theft. This was handled by one of the Vice Presidents who made the arrest without warrant but never bothered to caution the accused as to their Charter Rights. When the matter went to court, the charges were thrown out, and rightfully so. (Within 1 year, the same person did the exact same thing a second time on a different case; and this is a company Vice President.)



As to the question of what constitutes key elements of basic training, obviously this would be different for security guards and investigators. For security guards, basic training should include: arrest procedures including use of force, search and seizure procedures, constitutional rights/issues, etc. Their training should also include first aid, CPR, emergency procedure and disaster management, accident/crime scene preservation and evidence handling, close personal protection procedures, crowd control techniques and procedures as well as reporting procedures and report writing. Their training should also include knowledge of the law including the Criminal Code of Canada, Trespass to Property Act, Charter of Rights, Canada Evidence Act, PISGA, and certain elements of civil law including invasion of privacy.

For private investigators/loss prevention investigators or any investigative licensee, the standards should be much higher. Their knowledge of the law and evidence handling must be much greater than that of uniformed guards. In addition to CCC and the Canada Evidence Act, they must also have detailed knowledge of other statutes including but not limited to the Family Law Reform Act, Consumer Reporting Act, WSIB Act, Insurance Act, Employment Standards Act and other labour statutes, business and creditor law, privacy laws and statutes, rules of civil procedure, and evidence law. An investigator's knowledge of laws should not be limited to statute law but should also include case law knowledge. For instance, today, if you were to line up 100 experience insurance claim investigators and ask them the relevance of the Agnes Owusu and Vida Premphah vs Allstate Insurance case before the Financial Services Board of Ontario (formerly the Ontario Insurance Commission) I would wager that not 1 of them could answer you. In fact, I would wager that only 1 in 500 investigators in Ontario could state the relevance and importance of the recent Supreme Court of Canada case R v Asante Mensah and very few would have read the case reporting. This, case law, is an area of training that must constantly be updated as case law changes constantly. In addition to law, an investigator should also have direct, hands on training in evidence handling procedures, visual evidence collection techniques and equipment, report writing, interviewing and interrogation techniques, taking statements (both verbal and written), note taking, investigative techniques and procedures, records access and collection procedures and reporting of information collected (what can and can't be reported; this is something that even police have difficulty with, including the registrar's own investigators).

On the issue of portability of licences, I have mixed feeling as there are pros and cons to both sides of this issue.

In many jurisdictions PI's and SG's licences are portable; that is that the licence is issued directly to the individual and not through a sponsoring agency. This was the way it licencing was done in Quebec in the early 1980's and is the way it is done in many US locations. The benefits of this is that licensee's can do work for many different companies and are not restricted to obtaining work from just one company, as is the way that it is suppose to be with the non-portable licence scenario such as we have in Ontario at the present time.

In this industry, the work volume is very fluid at times, both for security guards and for investigators. Over the past number of years, I have seen many times that people have gone for weeks and even months at a time without getting work assignments from their employers because there was insufficient work volume. Because they are licenced through one agency (a non-portable licence), they could not work assignments for another agency without leaving their sponsoring company and obtaining a licence through another agency. This is a time consuming and costly endeavour.

It is well known that many people working in the contract security industry are living near or below the poverty level at this time. This is one contributing factor to this situation.

From the PI side of the industry, this situation is causing many investigators to break the law (acting in direct violation of the PISGA) by taking work on-the-side from various agencies without the knowledge of their agency employers. This situation is very commonplace among those agencies/investigators that do insurance claims investigations only. In some cases however, it is the sponsoring/licencing agencies themselves that are perpetuating this situation among their employees in the first place. Some of these agencies are hiring their investigators as "contract labourers" or "semi-self employed persons". In these cases, the companies are not making income tax, CPP, EI deductions from the investigators earnings (nor are they making employer contribution payments to CPP, EI, or Employer Health Tax contributions) for their investigators. As such, the employees are considering themselves and are treated by the employers as being self-employed. Many of



these investigators begin operating (branch) offices from their homes and many are soliciting business from private people and companies but not reporting this income/work to their sponsoring/licencing agency. This of course is in direct violation of the PISGA as it is today. Another problem with this of course is that these people are not covered by liability insurance and/or are not bonded, and this is not a good situation to have for this industry.

This of course is one of the problems associated with portable licencing; the cost of insurance and bonding. These costs are so high, that individuals could not afford insurance and bonding and therefore wouldn't get coverage.

The next issue addressed in the ministries discussion paper is that of background checks. At the present time, the principal screening check done by the registrar is a CPIC check. According to their own figures/document, licence applications were not approved because of things such as unpaid fines. What is not stated in this paper is that there are a number of cases where licence applications have been refused due to unresolved matters before the courts, such as pending charges or allegations. In some of these cases, the licensee was never even given notice of licence refusal and was never given an opportunity to be heard or answer to the allegations made.

In their discussion paper, the ministry also refers to the screening process followed for applicants under the Gaming Control Act. These would include things such as credit and financial histories, bankruptcies and civil litigations histories, even residency histories.

In my opinion, these types of screening are somewhat excessive and totally irrelevant or inappropriate as licencing requirements for PI's and SG's.

Just because someone chooses to move frequently or has difficulty managing their financial affairs, hardly makes them unsuitable for doing security guard work or being a PI. I know more than one PI that buy and sell homes regularly in order to make money. This is a fairly common practice among real estate speculators; its called flipping. I have made money on real estate speculation myself in the past. Other people like to move regularly for no other reason than to have a change in scenery. The point being that residency histories don't really prove anything about a person's suitability for employment or licencing in this industry. Likewise, a person's history of civil proceedings and bankruptcies don't necessarily reflect their suitability for work in this industry either, depending on the nature of the civil action.

As for certain classes of offences being grounds for automatic refusal, I would certainly agree that this is reasonable but these offences should be restricted to serious criminal offences including crimes with acts of violence, fraud and fraud related offences including false pretence, robbery and related offences, laws against the administration of justice such as perjury or obstruction of justice, etc. In addition to criminal offences, I would think that convictions for certain provincial statute offences should be considered as well. These would include convictions, and only convictions, for violations under the Consumer Reporting Act, the Privacy Act or related statutes, the Trespass to Property Act or related statutes, and human rights violations or Charter Rights violations. Unsubstantiated accusations or charges should not be held against any person with respect to licencing applications.

The problem with this of course is that many people commit fraudulent acts and/or engage in illegal activities and are known to have committed these acts but are never charged. This is particularly true with insurance claims fraud. Insurance companies don't charge people with claims fraud because there is no profit in it; they simply let it slide and pass the cost of fraud/claims off onto the customers with increased premiums every year. So how does one deal with these types of scenarios?

The ministries discussion paper also poses the question of licence classifications. Should there be different classifications of licences?

In a preceding paragraph of this paper, I suggested a tiered licencing system in the form of Apprentice Licence and a Full Licence for both guards and investigators.



Certainly in both the uniformed security guard sector and in the investigative sector, there are a number of areas of specialization. For investigators as an example, there are retail investigators, undercover investigators, surveillance specialists, insurance claims investigators, accident investigators, fire investigators, criminal investigators, civil pre-trial investigators, executive protection specialists, etc. I have long held the opinion that a professional PI should be competent in all of these disciplines in order to be considered a truly "senior" investigator or a true PI. Someone that has only experience or can only do floor walking, is not a true PI.

Having said this, I recognize that there are many licenced investigators out there that are very limited in their abilities as they have only had exposure to or have experience in only one area of investigations. Again, this is a very common occurrence with insurance investigators, and is perpetuated by insurance companies. Most of these companies have people that only do surveillance while others only do financial inquiries for subrogation units, while others still only know how to do claimant interviews. This is all they have ever done and is all they know. These people have been "pigeon holed" by their employers and/or their clients who only want them to do one thing.

It should be noted that "pigeon holing" is not restricted to insurance investigators. It is found in other sectors as well such as retail investigators. I know of more than one retail chain that has staff investigators that are tasked with "floor walking" (investigating shop lifters) only, while contracting out for all other types of investigation work, such as external surveillance work.

I would suggest that rather than classifying licences according to job descriptions, that licensee's be certified in different areas of expertise. To receive a certification rating, an investigator/guard would have to write a paper and pass a competency examination for a particular specialization (eg. Certified in Surveillance, Certified in Criminal Investigations, Certified in Industrial Site Security, Certified in Residential Site Protection, etc). Applicants for certification should be given credit for past experience and years of experience towards this certification, but must also pass a competency exam.

The question of uniforms and vehicles for security guards is a good one but is something that might be impossible to regulate, as there is a multitude of possibilities for uniform design.

Take for example the piping on the uniform pant legs. Some police forces have gold stripes running down the legs, others have red, while others have blue and others still have none (usually tactical units). Then of course there is also the gold and black checkerboard pattern. Colour too is something that is not uniform among police departments with some using navy blue, other black, others still using olive drab or khaki.

If police forces have this choice in colours and design, why shouldn't private security services also have this same consideration?

Certainly it is reasonable and should be mandatory that security guards be readily distinguishable from police officers. The most obvious way to achieve this is by mandating that all private security uniform guards have a tab displayed on their uniform with the words "Security Guard" or "Security Officer". This should apply to all uniformed guards including organizations such as the Corps of Commissionaires. I feel that it is also reasonable that the size of this tab be mandated such that it is clearly visible and recognizable and that it is uniformly applied to all companies.

The issuing and carry of shields (metal badges) is another matter.

Many private companies with in-house investigators/security issue shields along with photo ID cards. Brinks Canada for example issue their personnel with a large shield as does National Grocers. Furthermore, in many other jurisdictions private investigators are issued and carry on their person metal shields along with their photo ID card/licence.

I have no difficulty with this concept providing that the words "detective" or "police" are not used such as is the case with U of T Police or CN Police. Should the use of shields ever be adopted, it would have to be mandated



that all private investigator shields be uniform across the province and all security guard shields would have to be the same. No one company could have a unique or individual style for their identification.

As for vehicles, again I don't think that it is unreasonable that security cars be mandated to have the word "Security" clearly and prominently displayed to distinguish it from police vehicles. I do not feel it is inappropriate for private security vehicles not to have flashing lights or spotlights as long as the vehicles are clearly marked as being "security".

The use of unmarked cars by private security is also quite reasonable provided that these vehicle have no flashing lights attached which might lead someone to mistake them for being a police car.

With respect to guards and investigators using specialized equipment, such as handcuffs, batons, pepper-spray etc., certainly it is not unreasonable and should be regulated if such equipment is a weapon of some type. The current regulations with respect to the carry and use of handcuffs and other restraint devices is quite adequate and reasonable. Current regulation specify that these devices can be carried but must be in a case and out of open view.

I feel that it is also paramount that no security guard or plainclothes investigator or security person be allowed to carry or possess any weapon, lethal or non-lethal without first completing a course of study on its proper use and passing a test for certification. The carry of firearms should also require a more detailed background check as well as the passing of a psychological test and a proficiency test with regular retesting being required.

There can be no doubt that we live in a very dangerous world today and very often, security guards and investigators are faced with aggression and violence while performing their normal work duties. This dangerous work is always done by low paid people, working alone with no back-up and being totally unarmed. There was a time in the not so distant past while I was conducting covert surveillance work on a daily basis, that I wasn't confronted by hostile, usually armed criminals, at least once a week. My job as a PI required that I go into dangerous locations, alone and unarmed, to conduct investigations on various people often for extended periods of time; so much for the Workplace Health and Safety Act. Interestingly, the local police openly admit that they wouldn't ever go to those same places alone and unarmed, simply because of the violent criminal element, and yet private security and private investigators are expected to do this every day.

Do I think that private security should not be allowed to be armed? Certainly not; not if there is proper training first. Everybody has a right to protect themselves and other from death or grievous bodily harm and nobody should have to give up that basic right just to make a living to support his/her family.

These are my thoughts on this matter for your consideration for what it is worth.

Sincerely
Paul M Ankcorn



Bert Cowan, BS CFE - Partner
- Competitive Insights Inc.

***Comments Re: Ministry of Public Safety & Security Discussion Paper
Private Investigators & Security Guards Act***

I Mandatory & Consistent Basic Training Requirements

Question 1: What would constitute the key elements of a basic training program?

- Use of force,
- knowledge of relevant legislations,
- first aid (CPR),
- responding to Bomb Threats,
- CBNR incidents,
- Hazardous Materials incidents,
- Public Relations,
- Report Writing,
- Incident control until first responders (Fire, EMS, Police) arrive,
- Computer Skills
- Driving Skills

Question 2: What is the most effective means of addressing training related issues?

- How should previous training, experience and existing programs be recognized?
 1. A Committee comprised of CSIS members, providers of security services, police representation, representation of educational institutions, Government (Federal, Provincial & Municipal Departmental Security Officers)
- Should a phase-in period be provided? If yes, how long?
 1. There is a need for a phase-in period and 2 years would seem to be appropriate.
- Who will be responsible for providing the training?
 1. The responsibility should rest with the individual and the training could be delivered via community colleges. If a service provider is providing the training to their current or prospective employees that training curriculum will need to be evaluated by a Committee comprised of CSIS members, providers of security services, police representation, representation of educational institutions, Government (Federal, Provincial & Municipal Departmental Security Officers)
 2. There will also be a need to periodically review/audit the training be it at the basic or advanced level.



II New Licensing Requirements

a. Mandatory Licensing

Question 1: What is the most effective means of addressing licensing issues?

- Should a phase-in period be provided? If yes, how long?

There definitely needs to be a phase-in period and as with the training 2 years would seem to be appropriate
- Should grandfathering be permitted?

Yes but only for those individuals who can demonstrate that they have worked in the industry for a minimum of five (5) years.
- How will mandatory licensing be applied to current employees?

Current employees will have to be licensed. If they do not qualify for “grandfathering” then they will have to take a training program (refresher) and upon passing be licensed. The training course for these individuals would be an abbreviated version of the course for new security guards.

b. Portable Individual Licenses

Question 1: How would you propose the industry address portable licensing issues?

- How would portability be applied to existing license holders:

Existing license holders would automatically have their licenses made portable if they have passed an approved course or have been “grandfathered” a license.
- Should a phase-in period be provided? If yes, how long?

The phase-in should be for 2 years and it should be up to the individual to apply for a portable license.

c. Comprehensive Background Checks

Question 1: What additional security checks would ensure that individuals engaged in the protection of people and property promote public safety and security?

In addition to CPIC local and provincial police records also need to be vetted, other checks should be fingerprints, employment and residency histories with these being subject to verification, credit bureau and if the immigration is non-Canadian verification with Immigration that they are in the country legally.

Question 2: Should certain classes of offences result in an automatic refusal of a license? If yes, which types of offences?

Any offence involving moral turpitude, any type of sexual offence, all indictable offences. However, if the individual is eligible for Pardon they should obtain such a Pardon and then they could be issued a license.



d. Licensing Classification System

Question 1: How would you suggest that licenses be classified?

Licenses of different classifications could be designated on the basis of training, the nature of the work to be performed (straight guarding, supervisory, operating a motor vehicle, number of years as a license holder etc.

Question 2: How should a licensing classification system be developed and implemented?

It would have to be developed over time, say five (5) years to allow for training, for Community colleges to develop curriculum, to allow the industry to develop standards. Once this has taken place a governing body would need to ratify the classification system, oversee the issuing of licensing and periodic auditing of the process.

How should previous training and experience be recognized?

Previous training from a recognized institution such as the Law & Security Program of a Community College, graduation from a Police Academy such as the RCMP, OPP, etc, training received from a professional association such as CSIS, ASIS, Certified Fraud Examiners etc. or from a recognized security firm should be recognized and the governing body would decide what level of license would be granted. If an individual has worked as a police officer for example the level of license would be at the highest and perhaps include supervisory or managerial responsibilities. But most importantly the industry needs a governing body comprised of professional who are working in various aspects of the industry including, the provision of guarding services, the carrying out of risk or security assessments etc.

How would a licensing classification system be applied to current employees?

If an individual has performed satisfactorily for five years or more for example this would allow for the issuance of one level of license. If an employee has only just joined a firm they would get another level and so forth. It would be the responsibility of the governing body to set the criteria.

Should a phase-in period be provided? If yes, how long?

There needs to be a phase-in period to allow individuals to upgrade their skills. It would seem logical that a two (2) year period would be sufficient and perhaps five (5) for an individual who is enrolled in a training program.

Question 3: Should different security checks be performed based on license classification?

Yes, as for the federal government and some provincial governments they have different security levels and an individual's required level is determined by the necessity of the work. If the individual is going to have access to a high security institution or government department that uses highly sensitive information then a higher level of security clearance makes sense. The checks would be more extensive and go back further into an individual's background say 5 years for one level 10 for another and 20 for the highest level. The check could also include interviewing neighbors, school teachers and certainly former employers. This would be carried out by an authorized governing body.



III Standards for Uniforms, Vehicles and Equipment

- **Standards for Identifying Marks or Insignia on Uniforms & Vehicles**

Question 1: What types of identifying marks or other insignia should be introduced to more appropriately differentiate private security from police?

There is a need to clearly differentiate between Private Security Guards and Police Officers. The uniforms and vehicles need to be clearly identifiable as not being police. In the case of the uniforms reflective patches indicating Security Guard would be required. The insignia should not in any way indicate or create the impression that the company is associated either with the municipality or province in which it is located. This means no crests with crowns or city/municipal/federal crests as these will create a false impression. Similarly for vehicles any lights etc. must not be similar to those in use by the police forces in the city/province that the company is operating in. While the ministry is not looking to introduce standards requiring changes to the style or colour of uniforms or vehicles it is our opinion that this is one thing that is absolutely required. There must be no room for error by the public as to who is who. There would of course need to be consideration when the security firm may have to resort to undercover work to meet their client's needs. For example in loss prevention in department stores, surveillance activities to protect warehouses where theft is suspected and uniformed personnel would prevent the identification of the perpetrators.

Question 2: Would the industry require a phase-in period in order to comply with new standards? If yes, how long?

A phase-in period would be necessary. It could begin with new employees and purchasing of vehicles. Others would be replaced as required by wear & tear. That being said the phase-in period must be no longer than five (5) years.

- **Standards for Equipment**

Question 1: What should new standards for equipment include?

The acquisition of specific types of equipment must be tied to the license classification of the security firm and of the individual hired by the firm. It is presumed that the individuals would have a portable license. The issuance of a specific type of license would provide authority to use certain types of equipment such as firearms, dogs, batons etc. This would mean that the license of the security firm would need to be compatible with that of the staff member and vice versa. In other words if an individual has received the training in the use of the baton and is authorized to use it and goes to work for a company that does not have the use of baton included in their license then that individual while still being able to work for the company would not be allowed to carry/use a baton. This would also apply to firearms, dogs, and other specialized equipment. Once permission is granted to either a firm or an individual to use a particular piece of specialized equipment then that permission needs to be revisited on a regular basis such as five (5) years. This would need to be overseen by a governing body.

General Comments

Throughout this document I have made reference several times to a governing body. All professions have a governing body comprised of individuals engaged in the work, companies that hire the individuals, educators and from time to time politicians. In this case there is a definite need for political input as the responsibility for the safety and security of the population rests with governments at all levels. A governing body needs to have a diversity of individuals serving on it and individuals who are a part of the body must have expertise in the area. The appointment process and remuneration must be open and transparent. Membership of the governing body must not become another patronage position.



Takis Sifonas –Assistant Director of Security
– Fairmont/ Canadian Pacific – Queen Elizabeth Hotel

I hope my input will prove helpful. It comes from 20 years in the business.

1. **What would constitute the key elements of a basic training program?**

- First Aid, Six Weeks of Police Training at the OPC or equivalent, basic computer knowledge and firearms. Regardless of what duties a security officer performs, he may be asked, on a moment's notice, to intervene on a medical, domestic, violent or fire hazard situation. They should be trained thoroughly regardless of their present posting and responsibilities.

2. **What is the most effective means of addressing training related issues?**

- Experience.
- Performance at previous jobs.
- On-the-job analysis of skill level.
- Security related training.
- Professional Interview Process.

3. **What is the most effective means of addressing licensing issues?**

- Grand fathering should be permitted.
- Mandatory licensing should also allow for security personnel to have more freedom of movement and enactment of their duties.
- There should usually be a three to six month phase-in period.
- Mandatory licensing will result in a gradual upgrading of current employee skills or a recognition of existing skills.
- Interview by professionals.

4. **How would you propose the industry address portable licensing issues?**

- According to skills and training.
- According to work experience.
- According to additional skills (i.e.. Languages, explosives, fire training etc.)
- As usual, the officer should be given three to six months to adapt to the system.

5. **What additional security checks would ensure that individuals engaged in the protection of people and property promote public safety and security?**

- CPIC and PIRS informational checks.
- Physical testing.
- Equifax and Trans Union Credit checks.
- Interviewing of past employers.



6. **Should certain classes of offences result in an automatic refusal of license?**

- If the offence precludes one from becoming a "Peace Officer" it should do the same for a "Security Officer".

7. **What should new standards for equipment include?**

- The same as those for peace officers. And ill-equipped security officer is just as much a risk to himself and the public as an ill-equipped police officer. Perhaps even more so, as security officers are usually first to respond to a crime due to their abundance and auspicious locations.
- Security officers deal with crimes and incidence of violence similar to those of peace officer, but without the authority or "power" of the latter. Their safety is more at risk.

***Example:** At the University of Montreal shootings, wherein 14 women were murdered by an armed assailant. It took police 15 minutes to approach the situation tactically, before they could even enter the premises. By then, it was too late and the shooter had taken his own life as well as the lives of 14 innocent women. Security officers were on the scene and could have saved the lives of these women; but because they were not properly equipped, they helplessly stood by and waited for police intervention.*

8. **What types of identifying marks or other insignia should be introduced to more appropriately differentiate private security from police?**

- A universal "color code".
- Badges engraved "SECURITY".
- Specialized badge "cuts" unique to security.

9. **Would the industry require a phase-in period in order to comply with new standards?**

How long?

- Again, three to six months should be plenty to keep up with client demands and allow time for adaptation.

10. **How would you suggest the licenses be classified?**

- Experience.
- Certificates and tools trained for.
- Specializations.
- Security clearance.
- Previous police training (even if it was not completed, time in training should count).
- *Again, I believe security officers should be fully trained to meet all demands.



11. **How should a licensing classification system be developed and implemented? How would it apply to current employees?**

- Through survey of professionals.
- Through brainstorming of professionals in law and security.
- By understanding how police and military circles as well as corporate circles work.
- Interviews and exams can judge competency.
- Review of resumés and employment history can determine categorization for permits.

12. **Should different security checks be performed based on license classifications?**

- Again, the officer working at a drug store today may be responsible for millions of dollars tomorrow or may have to evacuate a building for a bomb threat. Full certification and full screening should be issued to all those in our trade. A police constable gets full screening and that screening is exactly the same screening that will form the basis of his career up until he is the Chief of Police.



Lazlo Kovacs –Security Supervisor
– Ottawa City Hall

Ministry of Public Safety and Security: Private Investigators and Security Guards Act
PISGA Discussion Paper

[Mandatory and Consistent Basic Training Requirements]

Q 1.1 What would constitute the key elements of a basic training program?

Knowledge of the Act itself should be mandatory. Few ‘grunt’ guards are fully aware of their arrest powers are, or things like search and seizure rights.

Q 1.2 What is the most effective means of addressing training-related issues?

There should be a licensed and/or certified ‘Training and Certification Officer’ at each company, typically attached to Human Resources.

Q 1.2.1 How should previous training, experience and existing programs be recognized?

Taking the class should be optional in this case, just have the individual write the equivalency tests.

Q 1.2.2 Should a phase-in period be provided? If yes, how long?

Yes. The average probationary period for a new guard is 3 months so there should be about 3-6 months between the announcement and the phase period, and the phase period itself should be about 6 months as well.

Q 1.2.3 Who will be responsible for providing the training?

The employer. Tests can be mailed in.

Q 1.2.4 Should training be updated on a continuous basis?

It would be vaguely redundant to constantly re-test guards. There could be mandatory ‘re-orientation’ classes in those cases where the Act is changed. Certification can thus be ‘refreshed’ with the yearly license renewal.

[New Licensing Requirements]

Q 2a.1 What is the most effective means of addressing licensing issues?

The ‘Training and Certification Officer’ at each company can act as a contact.



Q 2b.1 How would you propose the industry address portable licensing issues?

Do a poll on it success in Quebec and other areas. The problem though is that it puts the onus on certification and training on the individual guards.

The same companies that provide the training, if we imagine community colleges offering these courses for example, would have to provide the administration and distribution of the licenses and certification documents.

Q 2c.1 What additional Security checks would ensure that the individuals engaged in the protection of people and property promote safety and security?

Financial background checks, although these should be optional to the company.

Q 2c.2 Should certain cases of offences result in an automatic refusal of a license? If yes, which types of offences?

Indictable offences typically, as well a summery offences that have some relevance to property misuse.

Q 2d.1 How would you suggest that licenses be classified?

There should be a standard Officer/Guard ID card. With each skill certification there should be a designation as coded abbreviations: FA – First Aid, DR – Driver, BT – Baton, etc. (think of a fire extinguisher), listed on the back.

As for rank a numerical classification would suffice, 'Level III' or 'Rank C', after 'Security Officer'.

Q 2d.2.1 How should a licensing classification system be developed and implemented?

Yes, separating rank and/or certifications. Updated ID cards would be issued once per year. Updates to status (i.e. rank) can be issued on a printed card, similar to temporary print out for a Driver's License.

Q 2d.2.2 How should previous training and experience be recognized?

Same as in universities or collages, applicant can forgo taking the mandatory classes and go straight to writing the tests .

Q 2d.2.3 How would a licensing classification system be applied to current employees?

See above. Managers/supervisors could go straight to their level, they would not have to take the 'guard test', wait for the results then take the 'manager test'.

[New Licensing Requirements]

Q 2d.2.4 Should a phase-in period be provided? If yes, how long?

Yes. 6-12 months should be adequate.



Q 2d.3 Should different security checks be performed based on license classification?

Yes, similar to security clearance levels.

Standards for Uniforms, Vehicles and Equipment

Q 3a.1 What types of identifying marks or other insignia should be introduced to more appropriately differentiate private security from police?

More insignias are redundant, rather there should be guidelines for company crests and shields that avoid making them similar to Police and Military insignia. Ministry or some other government branch would have to approve crests and shields.

Q 3a.2 Would the industry require a phase-in period in order to comply with new standards? If yes, how long?

Yes, six months should be adequate.

Q 3b What should new standards for equipment include?

One thing that isn't being mentioned is safety equipment (such as fire gear) and first aid equipment (like defibrillators). Although other departments regulate these levels, they can still be tied into any license classification.