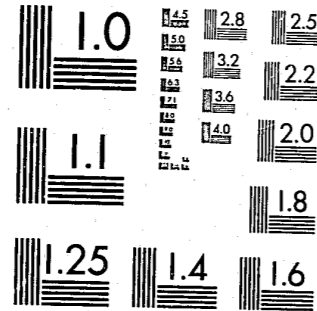


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# Solicitor General Annual Report 1981-1982

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# *Solicitor General Annual Report 1981-1982*

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National Institute of Justice

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Solicitor General  
of Canada

Solliciteur général  
du Canada

The Honourable  
Bob Kaplan

L'honorable  
Bob Kaplan

To His Excellency  
The Right Honourable Edward Schreyer  
Governor General of Canada

May it please Your Excellency:

I have the honour to submit to Your Excellency  
the annual report of the Ministry of the Solicitor General  
for the fiscal year April 1, 1981 to March 31, 1982.

Respectfully submitted,

Bob Kaplan, P.C., M.P.

Published under the authority of the  
Hon. Bob Kaplan, P.C., M.P.,  
Solicitor General of Canada

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## The Ministry of the Solicitor General

The Ministry of the Solicitor General was created by an Act of Parliament in 1966, bringing the major operational elements of the federal government concerned with the administration of the criminal justice system under the direction and supervision of the Solicitor General.

These major elements now comprise:

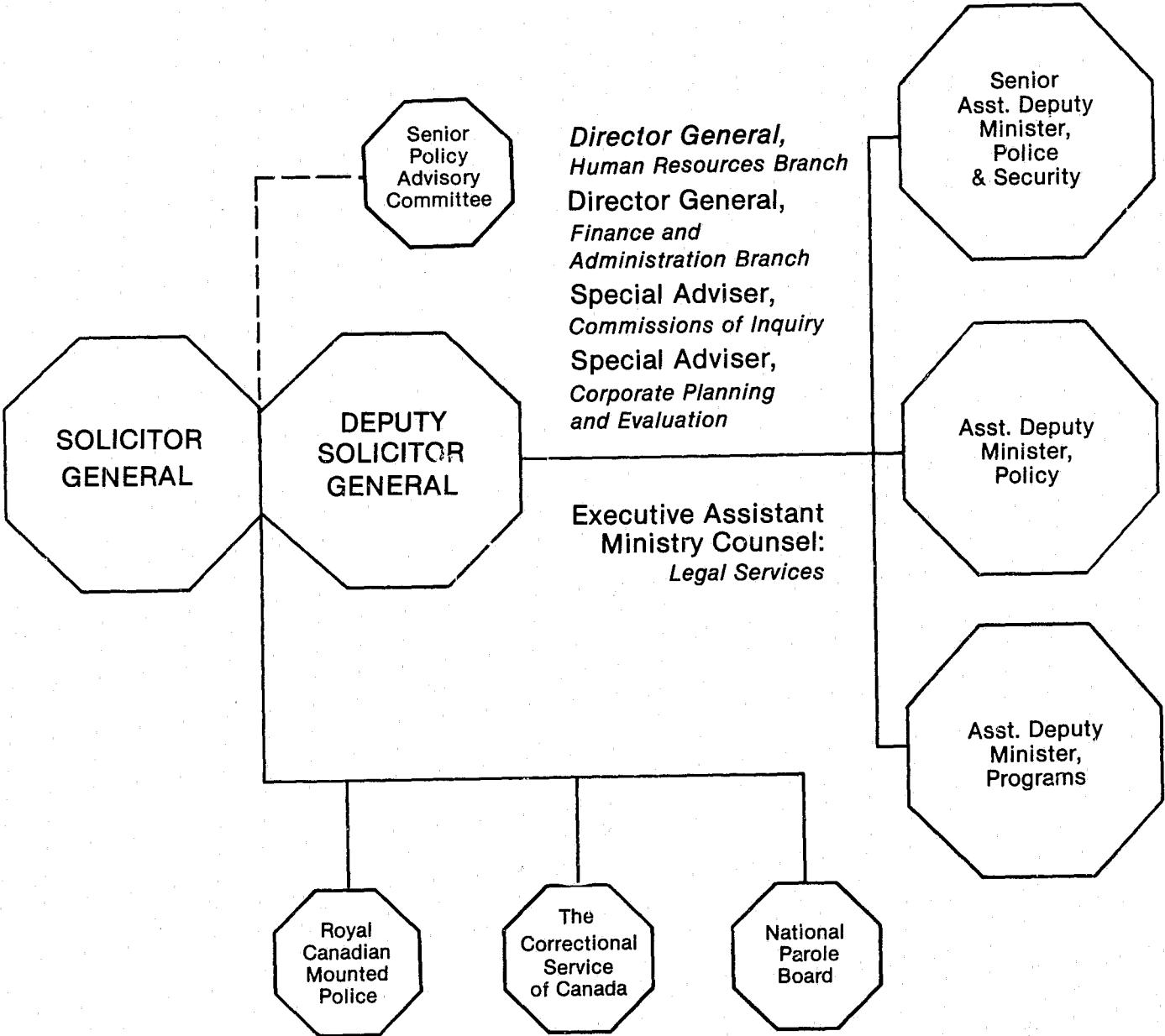
- the Ministry Secretariat, which was developed in 1973. The Secretariat's role is to provide overall policy direction to the programs of the Ministry, to coordinate Ministry programs and to provide certain centralized common services in areas such as research and statistics;
- the Royal Canadian Mounted Police, the federal law enforcement agency which provides policing services to eight provinces, 190 municipalities and two territories;

- The Correctional Service of Canada, the federal penitentiary agency which is responsible for administering sentences of two years or more imposed by the courts and for preparing inmates for their return to society; and
- the National Parole Board, which is responsible for the granting of conditional release and the attendant reform and rehabilitative work.

During fiscal year 1981-82, the Ministry utilized 31,107 person-years, an increase of 2.4 per cent from 1980-81 and incurred expenditures of \$1.2 billion, up 12.2 per cent from the previous year.

In this report, each of the four major components of the Ministry reviews in some detail their legislative and policy initiatives or operational activities for fiscal year 1981-82, while providing an outline of priorities and anticipated activities for 1982-83.

# Organization of the Secretariat, 1981-82



## Secretariat

### Mandate

The Secretariat's primary role is to develop and co-ordinate Ministry policy. It is headed by the Deputy Solicitor General who, with the Deputy Heads of the three operational agencies, participates in the Ministry's Senior Policy Advisory Committee.

The Secretariat's policy thrust is in four main functional areas: the criminal justice system, corrections, police and security. Organizationally, it has three branches: Policy, Police and Security, and Programs. During fiscal year 1981-82, the Secretariat employed 256 person-years, up 16 per cent from the previous year. Total expenditures were \$21.5 million, an increase of 30.7 per cent from 1980-81. This increase in expenditure was directly attributable to work generated by major legislative and policy initiatives of the Ministry including the Young Offenders Legislation, the Justice for Victims Study and the review of the Criminal Code.

## Policy Branch

The Policy Branch carries principal responsibility for the Ministry's strategic planning function, including developing and presenting the annual Strategic Overview. This includes developing a strategic planning framework, formulating strategic policy and evaluating its implementation with respect to corrections and criminal justice issues which affect more than one component of the criminal justice system.

The Branch also analyses proposals of The Correctional Service and the Parole Board and provides advice, alternatives and recommendations to the Deputy Minister and the Minister. The same function is carried out with respect to a wide range of criminal justice issues.

Another essential Branch function is liaison with the other major actors in the criminal justice field. These include other branches of the Secretariat, The Correctional Service and the Parole Board, related federal and provincial departments and agencies and private sector organizations. The Branch also provides support services for meetings of the Senior Policy Advisory Committee and the Joint Justice/Solicitor General Committee on Criminal Justice and for meetings of federal-provincial Deputy Ministers and Ministers responsible for criminal justice.

### Highlights of 1981-82

Major activities of the Branch during 1981-82 included:

#### 1. Young Offenders Legislation

Parliamentary consideration of Bill C-61, the Young Offenders Act, which received second reading and was referred to the Standing Committee on Justice and Legal Affairs on June 2, 1981, represented a sig-

nificant achievement (the Act received Royal Assent on July 7, 1982). The culmination of many years of consultation and debate, the new legislation aims at providing a comprehensive process to deal with juvenile crime, one that encourages respect for the law and provides for the well-being of both the young offender and society. It is based on these key principles:

- that young persons should be held more responsible for their behaviour but not wholly accountable since they are not yet fully mature;
- that society has a right to protection from illegal behaviour;
- that young persons have the same rights to due process of law and fair and equal treatment as do adults, and that these rights must be guaranteed by special safeguards; and
- that young persons have special needs because they are dependants at varying levels of development and maturity and therefore require guidance and assistance.

These principles reflect the federal government's intent to strike a reasonable and acceptable balance between the needs of young offenders and the interests of society.

Of significance, the government proposed, during committee stage, that the Bill be amended to provide that a uniform maximum age of seventeen inclusively become mandatory throughout Canada in April, 1985. This amendment was accepted by the Committee.

In anticipation of passage of the new legislation, work progressed on planning and developing implementation activities, including the establishment of a training, orientation and education program for professionals and personnel working in the juvenile justice system. As well, Ministry officials continued to study, with the provinces and

territories, the financial implications of the new legislation.

Also in anticipation of the passage of the new legislation and the need for information to allow the impact of the new law to be evaluated, the Ministry has undertaken a national study of Young Offenders involving many outside researchers and centres of criminology. Once the legislation is actually passed the national study will provide accurate information on the present state of Canada's juvenile justice system and, therefore, a base from which the new legislation can be evaluated.

#### 2. Review of Criminal Law

Branch personnel were involved in the development of a major, fundamental review of the Criminal Code and related federal statutes. A joint undertaking of the Ministry, the Department of Justice and the Law Reform Commission, the review is expected to take several years and result in significant changes in the role and function of criminal law in Canadian society. The Ministry is particularly interested in those areas of review concerning police powers and post-sentencing procedures.

The Branch prepared, for public release, a major document enunciating the government's views with respect to the criminal law. When released, it is expected to contribute to an informed public discussion of this crucial issue.

#### 3. Clemency Review

More than 27,000 pardons have been granted since the Criminal Records Act was promulgated in 1970. There has been growing concern, however, about certain ambiguities in the statutory provisions, problems generated by the complexity of the administrative process and the limited effect of the pardons granted. Accordingly, the Ministry has undertaken a compre-

hensive review of federal clemency powers — the Royal Prerogative of Mercy, Sections 683-686 of the Criminal Code, and the Criminal Records Act. The goal is to arrive at new legislation that will grant the appropriate relief to as many deserving cases as possible, provide ex-offenders with the best possible fresh start compatible with the public interest and create an integrated system of clemency throughout Canada.

#### 4. Mandatory Supervision

During the year, the Ministry Discussion Paper on Mandatory Supervision, which had been tabled in the House in the spring of 1981, was the subject of consultation with various groups and individuals, including inmates. Their views were collated and analysed and conveyed to the Solicitor General, who decided to propose to Cabinet changes in law that would tighten up the program.

#### 5. Conditional Release

The Solicitor General's Study of Conditional Release was also tabled in the House during 1981, and was the subject of considerable comment and attention among criminal justice professionals and other interested Canadians. A steering committee was created to review the recommendations of the study and develop an implementation plan for carrying out those recommendations considered worth pursuing.

#### 6. Firearms Control Program

A major firearms safety education program was inaugurated in mid-1982. The principal elements include a film on Canadian firearms traditions, a filmstrip kit on firearms safety, brochures and pamphlets, an exhibit and a public relations program involving the Solicitor General and senior officials. The Firearms Policy Centre published the first issue of a newsletter — "Focus on Firearms" — which stimulated wide interest in

the firearms community. The National Advisory Council on Firearms met in March, 1982, to review current firearms issues and recommended a number of legislative amendments. Planning continued for the major review of the firearms control program, expected to take place in 1983 following the release of the final report of the extensive three-year evaluation of the program.

#### 7. Victims

In July of 1981, Cabinet approved a joint submission by the Ministry of the Solicitor General and the Department of Justice to undertake an enhanced initiative for victims of crime. In recognition of the growing activity related to victims in several federal departments, and

the complex jurisdictional nature of this issue, an Interdepartmental Committee on Justice for Victims of Crime was created. This Committee is chaired by the Policy Branch of this Ministry. In conjunction with the federal process, in December 1981, the Joint Committee of Federal/Provincial Ministers Responsible for Criminal Justice agreed to set up a Task Force on Victims of Crime. This group was asked to prepare a report for the Ministers Responsible for Criminal Justice on the problems facing victims and the various ways in which the plight of victims could be alleviated. Victims of family violence, including battered wives, have been identified by the Ministry and the Federal/Provincial Task Force as one group of victims in need of special attention.

## Police and Security Branch

The Branch's role involves policy formulation and program activities for law enforcement and security responsibilities of the federal government and the Solicitor General. Primarily, these policies and programs concern the Royal Canadian Mounted Police, the Security Service and the security and contingency planning responsibilities of the government.

This includes responsibilities for monitoring, analysing and disseminating internal security information, contingency planning and the co-ordination and development of police and security policy.

The Branch has three divisions: Security Policy, Security Information and Contingency Plans, and Police and Law Enforcement Policy.

### Security Policy Division

The Security Policy Division supports the Solicitor General by advising on continuing operational policy of the RCMP Security Service and the security planning responsibilities of the Government. The Division developed policy in four major areas during 1980-81:

1. Review of government administrative security policies as they relate to all departments and agencies of the federal government and include: personnel security, physical security, technical security, EDP security and classification of security information.



This is an ongoing process which involves referring to Cabinet proposed significant changes, including proposals for new legislation, as well as the interpretation and application of existing policies to current issues or problems.

2. Review of the government's national internal security policies in order to provide ongoing advice to the Solicitor General on operational security policy matters, including: implementation of the operational mandate of the Security Service; administration and enforcement of those Acts of Parliament and Cabinet Directives relating to national security; development of proposals for an overall national security policy and ministerial control and accountability of the Security Service.
3. Provision of policy analysis and administrative support in relation to the activities of various inter-departmental committees for security and intelligence including committees and sub-committees of Cabinet and committees and working groups of officials addressing various functions or issues falling within the security and intelligence field.
4. Review of all proposed changes in government policy and legislation which may have an impact on existing national internal security policies, with a view to advising the Solicitor General on co-ordinating the needs of national security and other areas of government policy.

## Security Information and Contingency Plans Division

Basically, the Division is responsible for:

- security information, including co-ordination of interdepartmental evaluation of security intelligence and publication of special reports and assessments;
- contingency planning, including the development of plans and

procedures for responding to internal security crisis situations;

- co-ordinating the input of the Security Policy Division and other federal agencies for the production and dissemination of security intelligence information;

During the period under review, the Division's major responsibilities centered on the development of plans and procedures for implementing the Ministry's responsibilities in the area of emergency preparedness. Policies adopted by Cabinet, in particular the Federal Policy for Emergency Preparedness of October 29, 1980, and Emergency Planning Order P.C. 1981-1305 of May 21, 1981, require that the Ministry of the Solicitor General develop general emergency plans for war and peace and take such steps as are necessary to prepare for their implementation. The Division is responsible for co-ordinating intergovernmental, interdepartmental and intradepartmental contingency planning activities in this respect.

In 1981-82, these activities included participating in the design of exercises of emergency preparedness plans sponsored by NATO. The Division has designed and co-ordinated a Canada-U.S. counter-terrorism exercise and has participated in a study on the problems surrounding the protection against, and response to, acts of maritime terrorism.

## Police and Law Enforcement Policy Division

The Division is responsible for:

- reviewing and developing policy proposals governing the overall effectiveness and accountability of the RCMP;
- developing the federal position respecting negotiations and management of the RCMP policing agreements with provinces and municipalities;

- participating in the development of policy initiatives having federal and national policing and law enforcement implications;
- reviewing RCMP policy and expenditure submissions;
- developing federal policy in shared federal-provincial initiatives including those against organized crime; and
- developing, in co-operation with the Department of Indian Affairs and Northern Development, federal initiatives on Native policing.

Major accomplishments of the Police and Law Enforcement Policy Division in 1981-82 included:

### RCMP Contract Service to Provinces and Municipalities

Federal-provincial negotiations were concluded for new agreements for the provision of RCMP services to eight provinces and 190 municipalities. The agreements cover a 10-year period ending in 1991. Contractual arrangements provide for costs to be shared between the federal government and provinces, or the federal government and municipalities. Increases to the provincial and municipal shares of costs are phased in over the life of the contracts, rising to 70% for provincial and small municipal services and 90% for larger municipalities over the term of the contracts.

### An Act to Amend the RCMP Act

Bill C-69, an Act to Amend the RCMP Act, was given first reading in the House of Commons on June 22, 1981. This proposed legislation provides more just and legitimate procedures relating to RCMP internal disciplinary and grievance procedures. It also establishes more credible public complaint procedures that provide *inter alia* for provincial representation in the review of public complaints. Divisional staff

worked in close collaboration with the RCMP in the development and refinement of these new provisions.

## Comprehensive Review of Federal Law Enforcement

Planning took place over the past year pursuant to Cabinet direction for a general review of federal law enforcement activities and objectives with particular attention to the rationalization of the role of the RCMP.

### Direction and Accountability of the RCMP

The Division undertook a review of the recommendations of the Commission of Inquiry into the RCMP (the McDonald Commission) pertaining to the RCMP's investigative procedures, operational standards and guidelines, public complaint procedures and control and accountability of its law enforcement operations. Recommendations will be developed in 1982-83 relating to the government's response to those matters. An important input to this process is the Federal-Provincial Committee of criminal justice officials examining McDonald Commission recommendations. The Division staff actively participate in this Committee.

### Police Powers Project

In the context of the government's fundamental review of the Criminal Code, the Division began planning last year its co-ordination of the police powers project. This project addresses the important questions of the legal accountability of the police, the adequacy of legal protection of police officers in the exercise of their duties and the issue of police liability for inappropriate action.

### Enterprise Crime

In December 1981, federal and provincial Ministers responsible for criminal justice established a Task Force to

study opportunities for improving the identification, freezing, seizure, and forfeiture of the proceeds of criminal activity. The Task Force comprises representatives of the Solicitor General's Secretariat, the RCMP, the Department of Justice, as well as provincial Attorneys General and law enforcement agencies. The Task Force is to

make recommendations as to legislative and law enforcement initiatives that might be undertaken to remove the economic incentives from crime. The report of the Task Force on Enterprise Crime is expected to be submitted to federal and provincial Ministers by the end of 1983.

## Programs Branch

The Branch comprises five divisions and one service, namely: Research; Planning and Liaison; Statistics; Consultation; Communication; and Branch Administration.

All five divisions work for the purpose of enabling the Secretariat to advise the Minister in the development of long range policies on criminal justice matters, which in turn are communicated to the widest possible audience.

### Research Division

The Research Division develops, manages and conducts social science research for use by the Ministry of the Solicitor General and the criminal justice system in general. The Division is primarily concerned with the design, evaluation and specific applicability of research of Ministry objectives in order to:

- a) provide research-based policy and program advice;
- b) provide information to improve the planning and development of policies, programs and legislation which respond to problems related to crime and criminal justice;
- c) evaluate criminal justice system policies and programs;

- d) increase the general knowledge base and information on which decisions in the criminal justice system can be made;
- e) provide information on crime and the criminal justice system to the public and criminal justice professionals;
- f) encourage the development of criminological research and manpower through contributions to centres of criminology in universities across our country;
- g) anticipate problems and areas of concern within the criminal justice system, and plan research accordingly.

The Division is organized to provide research and evaluation capabilities in four general areas: Causes and Prevention of Crime, Criminal Justice Policy, Corrections and, Police. All the Sections are involved at the federal, provincial and municipal levels, with governmental agencies and with the private sector.

Research staff in each of these areas provide advice, based on research findings, to decision makers on policies and programs. Priorities for research are reviewed annually in consultation with all Ministry components to ensure maximum compatibility between new research and evolving Ministry objec-



tives. The Research Division then either awards contracts or carries out research to respond to the identified information needs. The Division has a staff of 26 and an annual budget of about \$2 million.

### Major Activities 1981-82

The current responsibilities of the Causes and Prevention Research Section include community-based crime prevention, gun control, robbery prevention, family violence and assistance to victims. The Section has twenty-nine projects underway in these areas.

The Criminal Justice Policy Research Section is currently involved in policy-relevant research in three major areas concerned with juvenile offenders, adult criminal justice and alternatives to traditional sentencing patterns and public attitudes to the criminal justice system.

The Corrections Research Section works closely with The Correctional Service of Canada and the National Parole Board. Current priorities include conditional release, prison violence, long term offenders, correctional effectiveness and determinants of penitentiary populations.

The Police Research Section is currently engaged in projects involving: Criminal Code review (police powers of arrest, bail, charge and detention, and police officer and public safety); policing in the 1980's and 1990's (problem-based, community-oriented policing strategies); Federal-Provincial Task Force on Enterprise Crime; legalized gaming in Canada and other western nations: a comparison of legislation and practices; police investigative functions; federal law enforcement under review (FLEUR) and public expectations with respect to police services.

The Victimization Research Section is responsible for analysing the first major Canadian victimization surveys which, when completed, may modify significantly our view of the recently reported rise in crime.

In 1981-82, the Research Division issued approximately 100 contracts for research undertaken by universities, private industry or individuals. The Division also is engaged in about 120 ongoing projects.

### Planning and Liaison Division

The Planning and Liaison Division provides corporate planning services for the Branch and ensures that relevant and timely research, statistical data and related information is disseminated as widely as possible throughout the criminal justice system and to the general public.

The Division operates three programs, each of which focusses on a different aspect of dissemination: the Publication Program, the Program for Workshops, Seminars and Courses and, the Ministry Library and Reference Centre.

### Major Activities 1981-82

In 1981-82, the Division was involved in many major Ministry activities, including:

#### 1. Victims

The joint meeting of the National Organization for Victim Assistance and the first conference of Canadians involved in Victim Assistance afforded an excellent opportunity for U.S. and Canadian legislators to become acquainted with this issue and discuss possible legislative approaches. A Seminar on Victim Assistance for provincial, state and federal legislators of both countries was organized and held in Toronto, October 13-14, 1981 prior to the International Victims Conference.

The Division was also involved in publication of a number of reports relating to its victims initiative.

#### 2. Juvenile Justice

A Criminal Justice Issues Course — National Advanced Research Seminar on Juvenile Justice — was organized by Simon Fraser University Department of Criminology, May 3-8, 1981.

The purpose of this course program is to encourage and facilitate the use and understanding of research by informing criminal justice management officials of current research findings and thinking.

Two companion courses were held on juvenile justice: one in French (Université de Montréal) and one in English (Simon Fraser University). One goal of the courses was to acquaint senior level policy makers and practitioners with the most recent research available on key issues in juvenile justice. A major emphasis at the Simon Fraser course was the then proposed Young Offenders Act. Another goal of the courses was to increase awareness of and receptivity to the role of research in the policy making process.

#### 3. Crime Prevention

The Division contributed to a conference on "Social Policy and Crime Prevention — The Fifth Canadian Conference on Applied Criminology" held by the Department of Criminology, University of Ottawa, March 10-12, 1982.

This national conference brought together researchers and front line workers in the crime prevention field for the purpose of exploring effective research and action programs in crime prevention.

In addition to these special programs related to Ministry priorities, the Division continued its ongoing program, which included:

### Publication Program

One of the Division's ongoing objectives is to ensure that research and other information is presented in a format, length and vocabulary appropriate to practitioners, program, policy and legislative decision makers and the general public. In line with this, research reports were slimmed down and several new publication series were launched.

*Selected Trends in Canadian Criminal Justice* provides an overview of a number of major trends related to the Canadian criminal justice system — trends in crime and its impact, persons processed, criminal justice expenditures and workloads, criminal justice research and public opinion. The information presented is intended to highlight some of the more significant and measurable developments in Canadian criminal justice.

*Overview* gives its readers a bird's eye view of one major area in each issue. The first in the series, Sharon Moyer's "Pretrial Diversion: An Overview", defined key terms, discussed the different types of programs and identified central issues relating to diversion.

*Impact* contains succinct, state-of-the-art reviews on subjects relevant to the needs and interests of policy and program decision makers and citizens concerned with the Canadian criminal justice system. The first in this series focussed on crime and the community. It presented five articles which dealt with this theme.

### Ministry Library and Reference Centre

A recent project, to update and enlarge the collection of the Ministry Library and Reference Centre, has resulted in holdings of more than 25,000 volumes and 300 periodical subscriptions. It is now one of the largest resource centres for criminal justice information in

Canada. Included are legal materials, government publications, various bibliographies, indexes and abstracts in the field of criminology and major sets of full-text documents in microform. The library has recently moved to a functionally designed location, where the collection is stored on shelves produced by inmates of federal penitentiaries.

Following recommendations contained in a major feasibility study, many of the operations of the library are now automated. Within the area of Technical Services, computerization assists in the speed and volume of cataloguing. In the Reference Section, a computer terminal provides access to a variety of relevant information sources, such as the National Council Justice Reference Service (N.C.J.R.S.) in Washington, D.C., resulting in immediate, cost-effective and precise information. A further study is under way to explore the feasibility of developing a reference index to provide ultimately a wide network of users with access to Canadian criminological information.

### Program for Workshops, Seminars and Courses

In addition to the previously described workshops and courses in support of Ministry initiatives, the Division contributed to a public education project developed in conjunction with a play entitled "Quand j'y ai dit ça...a parti à rire". A play of theatrical merit in its own right, its aim was also to increase public awareness about prison and criminal justice systems. The play, which had its debut in Montreal, describes a short span in the lives of a group of inmates in a correctional institution.

### Statistics Division

This Division provides professional and technical services to the Minister, the Secretariat executive and the Ministry

agencies. It also promotes the development of better information and statistics in the Canadian criminal justice system, as part of the Secretariat's promotional and leadership role. The Division's activities encompass five functional areas: statistical policy, statistical methodology, statistical studies, computer systems technology and, short-term requests for data and advice.

### Highlights of 1981-82

Major activities of the Division during 1981-82 included:

#### 1. Statistical Policy

- a) The establishment of a Ministry Statistics Committee with representatives (Correctional Service, National Parole Board, RCMP, Policy Branch, Programs Branch and Police and Security Branch) which advises and directs the liaison officer in responding to the Canadian Centre for Justice Statistics in terms of comments on proposals, criticisms, recommendations and project submissions;
- b) preparation of a formal response to the CCJS on its program proposals and work plans for 1982-83;
- c) attendance at three Liaison Officer Committee meetings and four Technical Advisory Sub-committee meetings.

The support and advice provided through the liaison officer to the Canadian Centre for Justice Statistics will help the development of sound statistical series about the criminal justice system. Once these data are available, they will be put to use in both current and future Ministry activities.

#### 2. Statistical Methodology

Work carried out in Statistical Methodology has two primary objectives: to develop better ana-

lytic tools for describing and explaining events in the criminal justice system and to give advice on appropriate statistical techniques for use in proposed and ongoing studies. Specific projects carried out in 1981-82 included:

*Review of the Concept and Measurement of Recidivism.* Related to the Ministry initiative of Conditional Release, this project is intended to provide a comprehensive document explaining how Ministry data bases can be used for computation of recidivism rates. It will also review past literature and suggest improved procedures for quantification and measurement of recidivism in conformity with current thinking in the criminal justice community.

*Sentencing Practices in Canadian Adult Courts.* Under the Ministry initiative of Canadian Criminal Code Review, this project is intended to collect a sample of selected court statistics, primarily for an understanding of the types of sentences, and their trends over the period 1971-81.

### 3. Statistical Studies

The Statistical Studies Section provides statistical information in support of policy planning, program development, management, evaluation and legislative revision within the Ministry. Studies which describe and analyse various aspects of the criminal justice system are carried out. Two examples from fiscal year 1981-82 are:

*Young Offender Costs.* This study comprises several components designed to assist the Policy Branch in implementing the new Young Offenders Act. One of these involves the management of a study of RCMP fingerprint and criminal records data in order to estimate the involvement of 16 and 17 year olds in Canada in criminal activity. In addition, the Statistics Division has designed the data management system to organize the large amount of data which the provinces

are submitting on the costs of their juvenile justice systems. The analysis of these data will play an important role in the process of negotiating the Young Offenders Act financial agreements with the provinces. Finally, the Division has contributed analytical as well as statistical expertise to the process of smoothing passage of the Young Offenders Act through the legislative process.

*Cross National Study of Correctional Policy and Practice.* This project was initiated and funded by the National Institute of Corrections in Washington, D.C. Data collection was based on the simultaneous completion of a uniform questionnaire in England, Wales, the Netherlands, Sweden, West Germany, Japan, the United States and Canada. The Statistics Division co-ordinated the collection of data from each of the thirteen federal, provincial and territorial correctional jurisdictions in Canada and is now preparing a publication on these data, "Incarceration in Canada, 1945-80." This study will contribute to the Criminal Justice Components Productivity and Efficiency Initiative by placing Canadian correctional practice within a wider historical and international perspective.

### 4. Computer Systems Technology

This function supports Ministry initiatives as well as administrative functions by providing advice and guidance on the application of computer technology to current and future problems. In addition, assistance is supplied with the entry, processing and analysis of data.

During the past year, special efforts were made to lay the groundwork for the acquisition, by the Statistics Division, of a mini-computer. This is intended to increase the efficiency of the various Secretariat data processing activities, as well as permit new applications, such as a Ministerial correspondence tracking system and a project control system.

### 5. Short-Term Requests — Data and Opinion

The purpose of this function is to respond to requests for statistics which come from the Minister's office, the Deputy Solicitor General's office, the Secretariat and the Ministry agencies, and individuals or organizations outside the Ministry; to present the most recent statistics, each time a request is made; to analyse the data and to explain their origins, limits and utility; and to respond adequately to requests for crime data on more involved questions such as the relationships between capital punishment and the murder rate or unemployment and crime. The provision of information is on the basis of a very short turnaround time.

## Consultation Centre

The Consultation Centre was created as an agent for change, designed to facilitate system-wide improvements and the development of a sense of direction within the total criminal justice system.

It carries out its responsibilities by supporting studies, conferences, seminars and workshops dealing with criminal justice issues; by stimulating, through funding and expert advice, experimental projects aimed at exploring or exemplifying the validity of new approaches to persistent problems; by filling gaps in the existing system or reducing duplications and redundancy of services by means of information-sharing and co-ordination of efforts and by promoting involvement of the community and meeting the needs of special groups.

As the only regionalized component of the Secretariat, the Consultation Centre is in a unique position to help achieve many of the Ministry's objectives, particularly those related to the provincial areas of jurisdiction.

Through its involvement at the community level, the Centre has developed extensive and close working relation-

ships with police, voluntary agencies and community groups as well as with local and provincial government officials at all levels. As a result, it has a special capacity to facilitate a co-operative federal-provincial approach to the resolution of criminal justice problems. Projects sponsored by the Centre are carried out in co-operation with one or more provincial governments.

The Centre has two roles to play in the ongoing process of policy development and implementation at both the federal and provincial levels. Where policy has yet to be developed, the Centre, through financial and technical assistance to the provinces and communities, can test out initiatives. The results of such initiatives can be shared with policy planners and researchers to form a basis on which new priorities may be set and from which new policies may emerge.

The second role is policy implementation. This involves demonstrating and monitoring policy initiatives which are already well developed, both theoretically and conceptually. In this role, the Centre helps foster broad provincial and community level acceptance of a concept.

Because policy is always evolving, the results of demonstration are fed back into the policy cycle as a basis for policy refinement.

Organizationally, consultation services at the national level are provided by the central office in Ottawa, which also has responsibility for general administration and for co-ordination of the network of five regional offices in Moncton, Montreal, Toronto, Saskatoon and Vancouver. The regional consultants represent the whole of the Secretariat within their respective regions. By their local presence and their relative freedom from direct operational responsibilities, these consultants can facilitate development of links and dialogue between the public and the different parts of the criminal justice system.

The consultative expertise provided by regional consultants is complemented by national program consultants and special advisers who have been selected

from their specific expertise in some of the major priority areas of the centre. At present, there are national program consultants on community alternatives, victims assistance, Natives and the criminal justice system, crime prevention and youth and a special adviser on preventive policing. They also serve as advisers within the Ministry and are available, usually through regional consultants, to community groups and private and public agencies concerned with innovation and experimentation.

## Highlights of 1981-82

Some 67 projects were initiated or assisted by the Consultation Centre in 1981-82:

### 1. Crime Prevention

Preventive policing continued to be a major priority, with the National Advisory Committee on Preventive Policing playing a key role in supporting the Ministry's policy development and implementation. Information material provided by the Centre to police departments for police week was updated and improved. During the year, a review of this program by a Ministry-wide committee resulted in expanded activities with early intervention models among the new components identified.

The Centre co-operated in the development of a slide/tape presentation for training police in crisis intervention and a Youth Officers Training Course Standard, which met a long-felt need in the police community. In British Columbia, the initiatives of the Juvenile Crime Prevention Program represented a breakthrough in federal-provincial collaborative planning.

### 2. Victims

The need to encourage improvement in services to victims of crime was recognized by the allocation of additional resources and the establishment of a co-ordinated program development plan. A Victims Working Group, with representa-

tives from the Ministry and the Department of Justice, was made responsible for planning, implementing, funding, reviewing and monitoring. The Victims Services Project in Kitchener was the first community-based approach to service delivery to victims in Ontario, while the Edmonton Police Victim-Witness Assistance Project explored how best to involve citizens in providing services to victims. In Calgary, the Victims Services Project combined demonstration activities with systematic research and resource development.

### 3. Native Peoples

In Nova Scotia, the Crime Prevention Through Public Awareness project received excellent co-operation from Native groups and a Native leader participated on the board of management. A first step in new native program development in northern Ontario was made with completion of the need/feasibility study on reserves north of Dryden. In B.C., the Bella Bella Band Council initiated a five-year development plan, which set a precedent for integrated community-based planning. No less than seven federal departments were involved in the planning.

### 4. Criminal Justice System Improvement

The establishment of a federal-provincial criminal justice consultant in Prince Edward Island, to provide information and technical assistance to local communities, was a model for expanding services without expanding costs, as well as a model for effective federal-provincial co-operation. In Quebec, a mechanism was created for joint planning and implementation of experimental projects.

## Communication Division

The Communication Division explains the Ministry's function, objectives and

activities to those within the criminal justice system and to the public, and serves the information and communication needs of the Solicitor General in the exercise of his constitutional responsibility.

The Division carries out a public relations program to meet the needs of the Ministry, to respond to the needs of the news media and the public when information is required about the activities of the Ministry and to produce Ministry publications, news releases, speeches and other special reports and specialized information material.

The audio-visual section participated in four federal presence exhibits during the summer of 1981 and exhibited at conferences and conventions related to the criminal justice system.

The Ministry exhibited at the NOVA international conference on victims assistance, held in Toronto in October, 1981. It also produced an audio-visual presentation focussing on victim services in Canada for presentation at this conference.

Four audio-visual presentations were produced in 1981-82. Of these four, "Victims: A View From The Shadows" and "St. John Youth Policing" will be reproduced in 16mm animated format to allow wider distribution.

Through the Division's enquiry centre, public relations staff disseminate material and information on various Ministry programs. In 1981-82, the Division produced 48 news releases and 24 speeches. It also published 27 new publications, distributing some 30,000 copies in response to written or telephone requests. An average of 20 routine letters were answered each day and numerous specialized information replies were prepared every month.

*Liaison*, a monthly magazine for the criminal justice system, remains a major project of the Division. Now in its eighth year of publication, it has a circulation of over 11,000. The Division also maintains a computerized mailing list of 12,000 entries, which is available on request to all Ministry components.

## **Branch Administration**

In addition to general support services, Branch Administration provides a specialized service related to project initiation, administration and control.

Branch Administration prepares all Branch contracts and contributions, administers the Branch's project

reporting system, measures project progress against pre-determined milestones and processes all requests for payment against contracts and contributions.

During 1981-82, Branch Administration prepared and administered 294 contracts and contributions valued in excess of \$3 million and controlled a project system with a total value of over \$12 million.

## **Human Resources Branch**

The Human Resources Branch provides the Secretariat with services in personnel management, administers the Ministry's Youth Employment Program and offers management consulting services.

Personnel management responsibilities include developing departmental policies and procedures for staffing, classification, staff relations, training and development, human resource planning, pay and benefits, affirmative action and official languages.

The Youth Employment Program works to create a positive interface between youth and the criminal justice system. There are three elements to the programs: (i) the RCMP Supernumerary Constable Program, through which university students are hired as civilians and appointed peace officers under the authority of the RCMP Act. These students work with RCMP detachments throughout the summer months performing regular duties in the company of RCMP members. (ii) Summer

Canada Projects, through which young people, not necessarily university students, are hired on a project basis to work on such activities as Operation Identification, Neighbourhood Watch, Co-ordination of Inmate Volunteers, Native/Police Interface and Operation Provident (for business premises) at the federal, provincial and municipal levels. (iii) The Public Service Employment component, designed to provide career-oriented employment with the Public Service.

These programs had a budget of \$2.55 million in 1981-82 and provided 960 jobs for young people during the course of the year. The Youth Employment Program was transferred to the Consultation Centre in February, 1982.

The Management Studies group provides a management consulting service to the Ministry of the Solicitor General for the analysis of problem situations in organization, management and program areas and suggests solutions to the heads of the Ministry components.

## **Finance and Administration Branch**

The Finance and Administration Branch is accountable for all financial and administrative policies, systems and services within the Secretariat and for providing advice on financial proposals from the Ministry components. The Branch is also responsible for preparing operational plans for the Secretariat and for consolidating these with the operational plans of the Royal Canadian Mounted Police, The Correctional Service of Canada and the National Parole Board.

## **Corporate Planning Office**

In January, 1981, a Special Adviser, Corporate Planning and Evaluation was appointed to develop a Corporate Planning and Management System (CPMS) enabling the Secretariat to take into account the government's "accountable management" strategies and ensure maximum effectiveness in the use of Secretariat resources. System components were developed by January, 1982, and implementation commenced April 1, 1982. Second stage implementation will start in fiscal year 1983-84 and the entire system, including audit and evaluation components, is expected to be fully mature by fiscal year 1984-85.

## **Office of the Deputy Solicitor General**

### **Special Adviser, Commissions of Inquiry**

The Special Adviser to the Deputy Solicitor General directed a group of officials in support of the Solicitor General in his role as the Minister designated to liaise with the federal Commission of Inquiry Concerning Certain Activities of the RCMP. More generally, the Special Adviser monitors developments relating to all inquiries having to do with the RCMP.

Since publication of the Report of the Commission of Inquiry, the office has provided advice to the Minister and counsel to the Government of Canada with respect to matters arising from the disposition of the reports of the federal and provincial commissions of inquiry.

### **Exemption Review Unit**

Part IV of the Canadian Human Rights Act ensures that the privacy of individuals and their right of access to records containing information concerning them be protected to the greatest extent consistent with the public interest. When individuals formally request access to their records, an agency normally must release all the information it holds about the person.

Section 54 of the Act permits the exemption of specific types of information.

Any document or portions of a document which an agency of the Ministry does not want to release must be reviewed by the Exemption Review Unit and then be submitted to the Solicitor General or Deputy Solicitor General for his decision to disclose or exempt the information, under section 54. The Exemption Review Unit also works with the agencies to ensure that requests for access to information under Part IV are handled in a consistent and co-ordinated manner within the Ministry.

During fiscal year 1981-82, the Office of the Deputy Solicitor General received 1,042 files, 652 from The Correctional Service, 255 from the RCMP and 135 from the National Parole Board. These files contained 7,463 requests for exemption, an average of some six exemptions per file. The most frequent reasons for exempting material were that the release of information might reveal personal information about another individual, might disclose information obtained or prepared in the course of investigations pertaining to the detection or suppression of crime generally or might be injurious to federal-provincial relations.

Appendix A

**Ministry of the Solicitor General**

**Authority**

The Ministry was established under authority of the Department of the Solicitor General Act, 1966.

**Organization (Ministry Components)**

The Ministry is organized as follows:

Organizational Unit	Program	Vote
Ministry Secretariat and Correctional Investigator	Department Administration	1
The Correctional Service of Canada	Correctional Services	5
		10 (Capital)
National Parole Board	National Parole Board	15
Royal Canadian Mounted Police	Law Enforcement	20
		25 (Capital)

**Programs**

For purposes of the Appropriation Act, the Ministry is responsible for the administration of the programs described below with the activities relating to each.

**Department Administration Program (Ministry Secretariat)**

This program consists of one planning element, "Administration", and the following objective:

**Objective:** To provide overall policy direction to the programs of the Ministry.

**Correctional Services Program (The Correctional Service of Canada)**

- Planning and Management
- Custody of Inmates
- Education, Training and Employment of Inmates
- Offenders Case Management
- Health Care

- Technical Services

- Administration

**Objective:** To administer sentences imposed by the courts and to prepare offenders for their return as useful citizens to the community.

**National Parole Board Program (National Parole Board)**

- Operations

- Administration

**Objective:** To provide for the reform and rehabilitation of persons undergoing sentence of imprisonment subject to the need not to create undue risk to the public by the granting of conditional release in accordance with the Parole Act; to make recommendations for Pardons and for the exercise of the Royal Prerogative of Mercy.

**Law Enforcement Program (Royal Canadian Mounted Police)**

- Enforcement of Federal Statutes and Executive Orders

- National Police Services

- Police Services Under Contract

- Administration

**Objective:** To enforce laws, prevent crime, maintain peace, order and security.

The following tables show the person-years utilized and the financial resources expended by the Ministry in 1981-82 compared to 1980-81.

**Ministry of the Solicitor General**

**Person-Years Summary**

**Utilization**

	1981-82	1980-81	Increase Number	(Decrease) %
Ministry Secretariat	256	221	35	15.8
The Correctional Service of Canada	9,973	9,838	135	1.4
National Parole Board	286	272	14	5.1
Royal Canadian Mounted Police	20,592	20,047	545	2.7
	31,107	30,378	729	2.4

## Ministry of the Solicitor General

### Financial Summary

#### Budgetary Expenditure (\$000's)

	Vote	1981-82	1980-81	Increase Amount	(Decrease) %
Ministry Secretariat	1	21,549	16,485	5,064	30.7
The Correctional Service of Canada	5	445,965	383,688	62,277	16.2
	10 (Capital)	54,344	37,497	16,847	44.9
		500,309	421,185	79,124	18.9
National Parole Board	15	11,426	8,859	2,567	29.0
Royal Canadian Mounted Police	20	805,680	682,827	122,853	18.0
	25 (Capital)	61,774	47,818	13,956	29.2
	Pensions	102,038	91,901	10,137	11.0
		969,492	822,546	146,946	17.9
	Less: Receipts and Revenue Credited to the Vote	318,625	214,177	104,448	48.8
		650,867	608,369	42,498	7.0
		1,184,151	1,054,898	129,253	12.2

## Appendix B

### Ministry Secretariat

The following table shows the person-years utilized and the financial resources expended by the Ministry Secretariat in 1981-82 compared to 1980-81.

The increases in person-years and expenditures in 1981-82 are largely attributable to increased resources appropriated through Supplementary Estimates for initiatives such as Young Offenders legislation, Fundamental Review of the Criminal Code, Justice for Victims and the new Security Intelligence Transitional Group.

#### Person-Years and Financial Summary

	1981-82	1980-81	Increase Amount	(Decrease) %
Person-Year Utilization	256	221	35	16.0
Budgetary Expenditure (\$000's)				
Personnel				
Salaries and wages	7,927	6,111	1,816	
Other personnel	1,032	929	103	
	8,959	7,040	1,919	27.3
Goods and Services				
Transportation and communica- tion	1,142	1,045	97	
Information	263	241	22	
Professional and special services	5,536	2,983	2,553	
Rentals	249	104	145	
Purchased repair and upkeep	1,221	83	1,138	
Utilities, materials and supplies	774	423	351	
All other expenditures	5	2	3	
	9,190	4,881	4,309	88.3
Capital	265	176	89	50.6
Grants				
Canadian Association of Chiefs of Police	50	50	—	
Canadian Association for the Pre- vention of Crime	125	125	—	
John Howard Society	50	50	—	
	225	225	—	—
Contributions				
Payment to the provinces, territo- ries, public and private bodies in support of activities comple- mentary to those of the Solici- tor General	1,659	1,592	67	
Youth Employment Program	1,251	2,571	(1,320)	
	2,910	4,163	(1,253)	(30.1)
	21,549	16,485	5,064	30.7





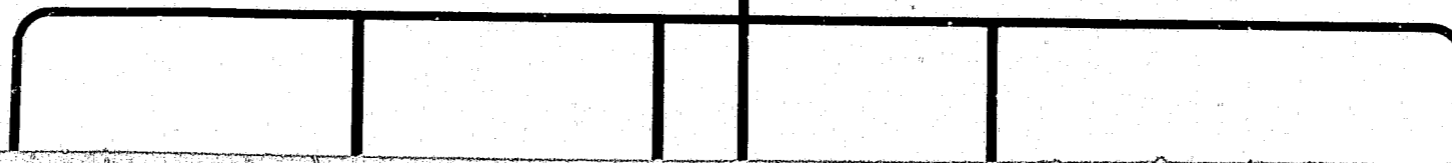
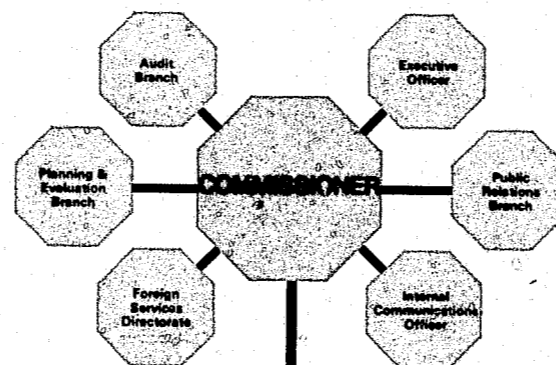
*Royal  
Canadian  
Mounted  
Police*

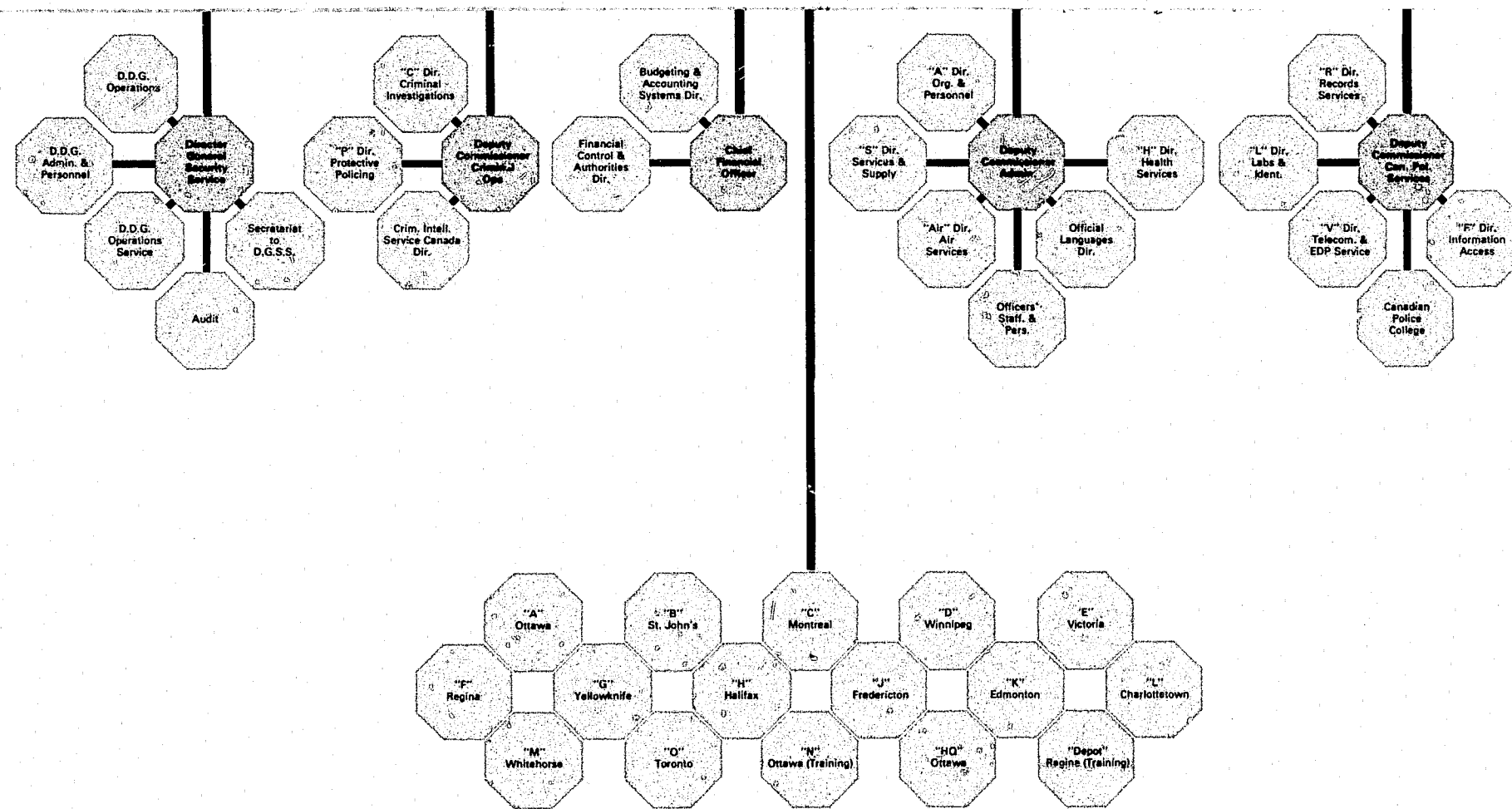
***Mandate***

The Royal Canadian Mounted Police has a mandate to enforce Canadian laws, prevent crime and maintain peace, order and security.



# *Organization of the Royal Canadian Mounted Police, 1981-82*





## Overview of 1981-82

During the past year, the Force has undertaken certain initiatives to increase efficient and effective law enforcement. The Force has placed an additional emphasis on its Official Languages program to give the public better service in both official languages. An administrative and operational superstructure was created by appointing official languages officers and co-ordinators in each division and directorate to deal with language requirements on a more immediate basis.

An Information Access Directorate was established to ensure that individuals have access to any information they may be entitled to under Part IV (Protection of personal information) of the Canadian Human Rights Act.

As Canada's national police force, the RCMP was heavily involved in security operations for the Ottawa Summit

Conference in July, 1981. Conference and the attendant visits of foreign dignitaries passed without any incidents.

The Force, as a component of the federal government, is endeavouring to introduce energy conservation measures in its operational activities. Last year, nine RCMP vehicles were equipped to operate on propane fuel. This number is expected to increase to 185 by the end of 1982-83.

In December, 1981, the Commissioner approved an anti-drug profiteering program to be undertaken by the Drug Enforcement Branch. This program will concentrate on seizing assets from drug traffickers or persons funding drug trafficking activities. This is the first stage in the development of a long-term program which will utilize the legal system to seize crime proceeds.

## Financial Statement

### Program: Law Enforcement

#### Resources Utilized

	1980-81		1981-82		Increase (Decrease)	
	Person Years	\$000's	Person Years	\$000's	Person Years	\$000's
Vote						
20	20,047	\$676,705	20,592	\$805,680	545	\$128,975
25		47,817		61,774		13,957
Pensions		91,901		102,038		10,137
	20,047	\$816,423	20,592	\$969,492	545	\$153,069
Less receipts and revenue credited to vote		214,177		318,625		104,448
	20,047	\$602,246	20,592	\$650,867	545	\$48,621

## Organization

The Royal Canadian Mounted Police comprises 16 divisions and the Security Service. There are 13 operational divisions divided into 48 sub-divisions and 709 detachments. Specialized support is offered to operational divisions by Air and Marine Services.

The remaining three divisions are "HQ," "Depot", and "N", located at Ottawa, Regina and Rockcliffe, Ontario, respectively. The RCMP Academy (training school for new recruits) is located at "Depot" in Regina, and "N" Division houses the Canadian Police College, Musical Ride and the Band.

The Security Service has units in each operational division. Details of its activities are for the most part classified and are provided to the Cabinet Committee on Security and Intelligence.

## Jurisdiction

As Canada's federal police organization, the RCMP operates in all provinces to enforce those federal statutes for which it has a policing responsibility. In addition, through agreements, it provides provincial and municipal police services to eight provinces, the Yukon, the Northwest Territories and 190 municipalities.

## Regulatory Reform

Following are some specific examples of RCMP progress during the past year in the area of regulatory reform.

- The Audit Branch was reorganized to integrate previously separate audit sections. This will provide the capability for comprehensive auditing. During 1981-82, six out of the 16 audits performed were of a comprehensive nature. By September, 1982, all audits will be comprehensive.

- The Official Languages Directorate was also reorganized to better meet new program requirements and keep pace with rapid changes in the area of language reform. The Directorate has basically become a policy, assessment and control center with official languages officers and co-ordinators appointed in each division and directorate.

- The Information Access Directorate was formed to develop and apply policies and procedures under Part IV of the Canadian Human Rights Act.

- The Electronic Data Processing Services have been working on nine new EDP programs which will significantly reduce paper burden in both operational and administrative areas.

- The Force's Information Management Project has developed an Automated Systems Overview to identify all major information systems in use throughout the organization. This not only provides a continuous inventory of the various systems, their purpose, users and inventory cost information; it also furnishes an analytical base to identify redundancies, duplications and inefficiencies.

## Officer Staffing and Personnel

RCMP staffing and personnel needs relating to commissioned officers, including civilian members and special constables with equivalent status, are co-ordinated by the Staffing and Personnel Branch for Officers under the

direction of the Deputy Commissioner (Administration), on the Commissioner's behalf.

## Planning and Evaluation

Close liaison is being maintained with the Office of the Comptroller General as Planning and Evaluation Branch proceeds with evaluation of Force programs on a selective basis. Branch personnel are also examining the Force's internal planning process to ensure compliance with Treasury Board's Policy and Expenditure Management System requirements.

## Audit

During 1981-82 the Force continued to develop a comprehensive audit process. As a result of extensive research and new Treasury Board policy on Standards for Internal Audit, the Audit Branch was reorganized to formally integrate previously separate audit sections. In addition, policy was revised, with the adoption of Treasury Board Standards, to implement the concept of comprehensive auditing. This policy is scheduled to be fully operational in September, 1982.

In the past fiscal year, 16 audits were conducted, six of which were comprehensive in nature. As a result, some 261 recommendations were made to various management levels. Major emphasis was placed on the need to carry out effective, efficient, economical operations. Special consideration was given towards ensuring that individual rights will remain protected.

Audit Branch also expanded its capability to include the critical areas of EDP and the Official Languages program. This was accomplished by creating a position for each discipline and staffing it with an auditor familiar with the relevant activities and programs. Another improvement to the audit process was the rotation of trained auditors from Headquarters to units in operational divisions.

## Internal Communications

Although the Regular Members, the Civilian Members and the Special Constables in the RCMP are not unionized, the internal staff relations representative program is designed to provide members with representation on all matters affecting their welfare and dignity. This includes personal counselling by representatives on job-related problems. Twenty-three elected representatives are located across Canada and the program is co-ordinated by the Internal Communications Office. Representatives participate at all levels by communicating members' concerns to policy centres and the rationale for policy changes to the members.

Conferences are held twice each year attended by the representatives and all senior executive officers and commanding officers. The Solicitor General addresses each conference and participates in a discussion period. In addition, there are 14 standing committees of representatives, providing for in-depth participation in specific areas.

## Public Relations

Last year the Public Relations Branch responded to 4,200 written enquiries and over 12,000 telephone enquiries from media, government and public sources. It also co-ordinated VIP visits to Headquarters by 111 senior police and government officials from 20 different countries.

The branch's Display Section has an inventory of 64 displays. During 1981-82, it supplied 124 exhibits for various functions across Canada.

## Equitation and Musical Ride

In 1981-82, the Equitation Branch was represented at the following functions:

Escorts, parades, processions	34
Displays	7
Media and film contacts	139
School and hospital visits	74

RCMP Divisions GRC



DEPOT

HQ,N

In addition, 31,000 visitors toured the facilities at "N" Division.

The Musical Ride visited 37 locations, presenting 81 performances to more than 253,000 spectators.

### Royal Canadian Mounted Police Band

The Band successfully completed major tours in New Brunswick, Quebec, northern British Columbia and the Yukon Territory. They gave 228 performances in 75 touring days.

The Band also performed in Mexico, Brazil and the United States of America at the request of the Department of External Affairs.

### The RCMP Centennial Museum

As one of Saskatchewan's major educational tourist attractions, the museum had more than 212,000 visitors last year. In 1981-82 there were 93 donations resulting in the acquisition of 490 artifacts.

## Administration

### Staffing and Personnel

The Staffing and Personnel Branch is responsible for recruiting and placement of personnel; matters dealing with assessments, succession planning, service problems, transfers and promotions; formulating applicable policy and forecasting specific human resource requirements.

A revised succession/transfer planning concept was implemented during 1981-82 which, among other things, introduced a revised grievance process for all promotional transfers. Such transfers are now delayed seven days to allow members to submit notice of intention to grieve. If no such notices are presented, the transfer is made.

In the interests of economic efficiency and because of close scrutiny in the transfer planning process, physical

relocations last year were reduced by ten per cent. In some instances, proposed transfers were cancelled completely as relocation would have caused members personal financial hardship. This too contributed towards reducing overall relocation costs.

A study was initiated to update the current Performance Evaluation and Review Report system (PERR) so that senior NCO's and middle managers annual performance will be measured in terms of more job related factors.

An occupational attitude survey is conducted every two years. In 1981, 90 per cent of the 3,456 members selected by random choice responded. The use of the survey information has increased significantly over previous years and has proven to be quite valuable in management and audit activities.

Position Establishment of the Force as of March 31, 1982\*

Divisions	HQ	A	B	C	D	E-1	E-2	F	G	H	J	K	L	M	N	O	Dpt	Total
Commissioner	1																	1
Deputy Commissioners	4						1											5
Assistant Commissioners	11			1	1	1	1	1				1				1		18
Chief Superintendents	22	1	1	1	1			1	1	1	1	1	1	1	1	1	1	36
Superintendents	52	4	5	6	3		19	5	1	3	2	7	1	1	4	2		114
Inspectors	138	13	10	22	15	1	38	15	5	11	10	30	1	2	5	17	4	337
<b>Total Officers</b>	<b>228</b>	<b>18</b>	<b>16</b>	<b>30</b>	<b>20</b>	<b>2</b>	<b>58</b>	<b>22</b>	<b>7</b>	<b>15</b>	<b>13</b>	<b>39</b>	<b>2</b>	<b>3</b>	<b>7</b>	<b>23</b>	<b>7</b>	<b>510</b>
Staff Sergeants	244	18	31	47	47	4	145	54	10	36	26	80	5	5	9	35	7	803
Sergeants	502	55	55	98	93	7	261	114	15	60	56	164	14	13	35	85	20	1,647
Corporals	573	83	115	162	172	13	648	214	55	125	94	327	24	27	14	164	82	2,892
Constables	294	153	367	303	556	14	2,355	683	100	379	305	1,155	73	52	39	285	304	7,417
<b>Total Uniform</b>	<b>1,841</b>	<b>327</b>	<b>584</b>	<b>640</b>	<b>888</b>	<b>40</b>	<b>3,467</b>	<b>1,087</b>	<b>187</b>	<b>615</b>	<b>494</b>	<b>1,765</b>	<b>118</b>	<b>100</b>	<b>104</b>	<b>592</b>	<b>420</b>	<b>13,269</b>
Special Constables	319	190	40	214	49		194	82	29	30	11	172	1	16	56	156		1,559
Civilian Members	1,247	23	28	58	49	23	221	68	10	42	25	126	9	7	19	47	8	2,010
<b>Total Members</b>	<b>3,407</b>	<b>540</b>	<b>652</b>	<b>912</b>	<b>986</b>	<b>63</b>	<b>3,882</b>	<b>1,237</b>	<b>226</b>	<b>687</b>	<b>530</b>	<b>2,063</b>	<b>128</b>	<b>123</b>	<b>179</b>	<b>795</b>	<b>428</b>	<b>16,838</b>
Public Servants	1,624	81	105	188	185	9	705	189	36	104	105	302	21	17	104	168	196	4,139
<b>Total</b>	<b>5,031</b>	<b>621</b>	<b>757</b>	<b>1,100</b>	<b>1,171</b>	<b>72</b>	<b>4,587</b>	<b>1,426</b>	<b>262</b>	<b>791</b>	<b>635</b>	<b>2,365</b>	<b>149</b>	<b>140</b>	<b>283</b>	<b>963</b>	<b>624</b>	<b>20,977</b>

\* For person-years see Financial Statement.

The attrition rate for regular members in 1981-82 was 3.98 per cent, compared to 4.47 per cent in 1980-81. This represents the first drop since the early seventies. A new questionnaire is being developed to determine the reasons why members leave the Force.

A study conducted last year throughout the Force identified 260 positions requiring university degrees and 939 requiring one year non-degree training. Each year, 94 positions are allotted for university training. Last year, 46 were allocated for full degrees while the remaining 48 were for the one-year non-degree program.

The Human Rights Unit was established to review and ensure that staffing and personnel policies and practices comply with the Canadian Human Rights Act and the Canadian Charter of Rights and Freedoms. This unit also co-ordinates response to complaints of discrimination filed against the Force by the Canadian Human Rights Commission.

The Staffing and Personnel Branch, operating in concert with the Official Languages Directorate, co-ordinates the Recruit Integrated Language Training Program (RIL/PDP); the In-Service Language Training/Professional Development Program (ISL/PDP) and the Advanced Language Training Program (ALTP). During the past year, 120 recruits (80 francophone and 40 anglophone) were trained under the Recruit Integrated Language Training Program.

#### Fiscal Year Ending March 31, 1982

Engagements	Male	Female	Total
Constables	850	94	944
Special Constables	93	44	137
Civilian Members	92	122	214
Re-engagements	Male	Female	Total
Constables	36	0	36
Special Constables	2	4	6
Civilian Members	6	6	12
Total	44	10	54

In 1981-82, 944 constables, 137 special constables and 214 civilian members were hired. Additionally, 36 constables, six special constables and 12 civilian members were re-engaged. Sixty-eight of the recruit constables engaged had university degrees.

Nine special constables converted to regular member status.

Applications for the Force increased considerably during the year and this has been attributed to successful radio and print advertising campaigns; revised recruiting procedures; and current economic conditions.

### Training and Development

In 1981-82, 881 men and 99 women attended basic training at the RCMP Academy in Regina. Of these, 56 received their training in the French language.

Training was also provided for special constables engaged for specific duties.

- 38 special Constables (27 men, 11 women) of Native origin for

enforcement duties in areas with Indian Reserves.

- 35 Special Constables (23 men, 12 women) for security/enforcement duties in federal areas (e.g., Parliament Hill, international airports).
- 103 Special Constables (45 men, 58 women) for surveillance duties with Criminal Investigation Branches in the Force.

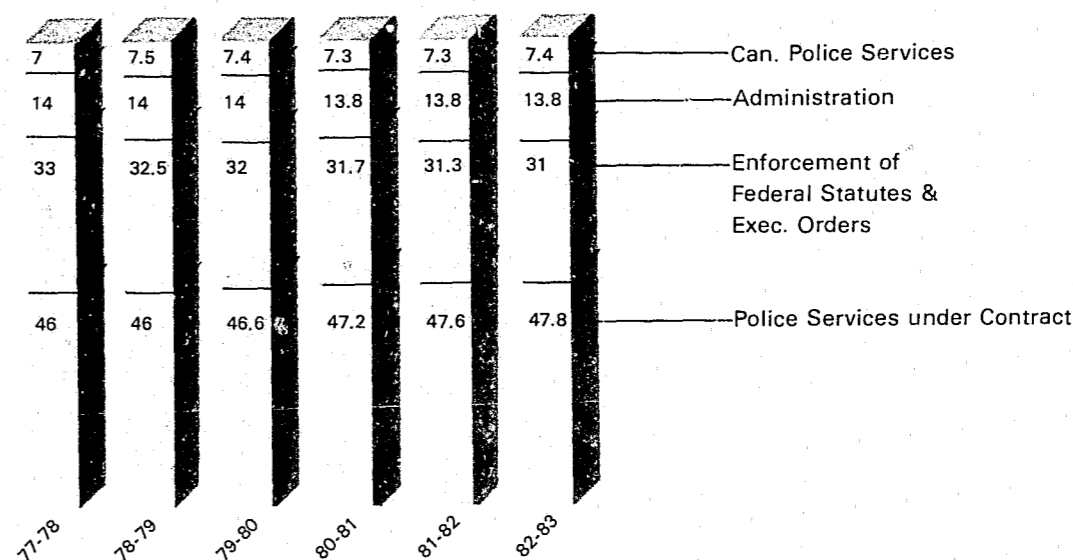
The RCMP also provided training for 42 Enforcement Officers from Canada Fisheries and Oceans and for 32 employees of the Western Transportation Police (Saskatchewan Government Department of Highways).

Centralized training courses were conducted dealing with electronic data processing, operational matters and administrative/management areas. A course was also developed in the highly technical field of bloodstain interpretation. All eight members trained to date have submitted evidence which has been accepted by the courts. A course on fraudulent use of computers is now being given and a new course is being developed covering the seizure of money realized as profits from criminal activities such as the illicit drug trade. A course dealing with the creation and administration of examinations was also developed with particular attention being paid to Human Rights and Freedom of Information legislation.

During fiscal 1981-82, 94 members attended post-secondary schools full-time: 48 took one year (non-degree) university courses, while the remainder were either attending university on full degree programs or technical schools on certificate programs. Another 1,654 members took university courses on their own time with the Force paying tuition fees.

During 1981, 60 candidates from foreign countries attended RCMP in-service training and Canadian Police College courses. As well, on request, RCMP Training and Development Branch evaluation teams were sent to Uganda and Zambia to assist their police departments in developing and assessing training.

Percentage of Person Years (by activity)



### Internal Affairs

Bill C-69, an act to amend the RCMP Act, was introduced in Parliament on June 22, 1981. It contained a substantial number of amendments, including:

- A statutory base to ensure that any public complaints against the RCMP will continue to be thoroughly and impartially examined with ultimate external review available and that Force members will be treated in a consistently fair and just manner;
- An informal disciplinary process which will allow first line supervisors to treat those they supervise in a manner that recognizes the employee's rehabilitative potential and provides special training or counselling without having to resort to punitive sanctions. Formalized discipline will be available only when circumstances are such that informal measures have first been considered but appear inappropriate. When formal measures are implemented, a hearing, with all the attendant safeguards, will

be provided to ensure both parties ample opportunity for representation;

The Commissioner, through his statutory authority to make Standing Orders, has implemented most of these changes where possible. Of particular note is the implementation of the administrative form of discharge (Part V of C-69). This consists of an oral hearing to determine the suitability of a member to serve in the Force.

Three adjudicators, all graduates of Canadian law schools, have been appointed. They preside over, and adjudicate, in all cases of service court offences and act as one-person boards in discharge and demotion procedures. Members are increasingly making use of private counsel at these proceedings. During 1981-82, these adjudicators presided at 13 discharge and demotion hearings and five service court proceedings.

### Public Service Personnel

Last year, the RCMP emphasized hiring handicapped people in support of the International Year of the Disabled. In conjunction with this, specialized equipment was purchased, building modifications were made and a concerted effort was undertaken to break down attitudinal barriers. Much effort was also directed to increasing representation of indigenous persons and improving career advancement opportunities for women.

There were 3,877 authorized indeterminate Public Service positions in the RCMP as of March 31, 1982.

Strength by Category	%
Management	0.1
Scientific and Professional	0.5
Administrative and Foreign Service	7.9
Technical	2.0
Administrative Support	79.0
Operational	10.5



Major accomplishments during 1981-82 involved the introduction of delegation packages and monitoring systems. Public Service Personnel Management Signing Authorities and person-year control were delegated to line management and regional administrators respectively. A program was also started to gradually delegate authority to regional personnel administrators in the area of position classification.

In 1981-82, public service employees filed 55 grievances, 40 of which were submitted to the final level.

### Staff Relations

During 1981-82, there was 392 grievances and 13 appeals against disciplinary action by members of the Force. Six members of the Force were awarded the Commissioner's Commendation. Twenty-nine suggestion awards totalling \$7,300 and representing a saving of \$80,022 were made.

### Services and Supply

"S" Directorate plans, develops, implements and evaluates policies and programs concerning accommodation, transport, materiel, food, internal energy conservation and miscellaneous services needed to satisfy the Force's operational requirements.

During 1981-82, nine new detachment buildings were completed: 47 married and single quarters were provided (42 were built and 5 purchased); 13 new radio repeater shelters and 2 patrol cabins were constructed; 55 married quarters, detachment, patrol cabin and radio repeater sites were purchased and 61 renovations and miscellaneous projects were completed at various locations.

### Transport

As of March 31, 1982, the Force's fleet comprised 5,697 vehicles. During the past year, 1,616 cars, 265 trucks and 15 light over-snow vehicles were replaced.

Vehicle Classes	1979-80	1980-81	1981-82	Fuel Consumption L/100 km
Full Size Cars	49%	47%	44%	22.5
Mid Size Cars	30	24	27	20.5
Compact Cars	3	9	8	18
Stationwagons	5	5	5	19.5
Trucks	13	15	16	26

The following table shows the progress made during the last 3 years in the RCMP vehicle downsizing/energy conservation program.

The RCMP operates ten patrol vessels of more than nine metres in length, eight on the Pacific coast; one each out of Newfoundland and Labrador. There are also 358 vessels under nine metres used for inland water transport.

Twenty-nine aircraft are posted at 23 strategic locations across Canada. During 1981-82 there were no new aircraft purchased or new air detachments opened. Some 21,000 flight hours were accumulated covering more than 4.6 million kilometres.

### Official Languages

The RCMP has increased efforts to provide information to the public in both official languages. Division commanding officers made representations to officials in all contract provinces requesting that RCMP members be permitted to distribute French versions of main legal documents such as traffic and parking tickets or summonses, to the language minority population. With the exception of British Columbia and Newfoundland, all provincial governments agreed.

On the whole, the RCMP has fully attained its goal of providing training and development courses, personnel and central services (except supervision), and instruments of work in both official languages. Progress has also been made in expanding bilingual services at conferences. Requests for simultaneous translation services increased from four in 1980-81 to 12 in 1981-82.

Recruiting francophones to fill jobs in all employment categories remains a major priority. To date 74 per cent of the target figure has been reached.

Over the past year, two new programs were implemented to increase the number of qualified bilingual employees: the In-Service Language/Professional Development Program and the Advanced Language Training Program. Both offer members with the proper skills and motivation the opportunity to use both languages in an operational environment.

### Health Services

During the year, organization, staffing and policy development was emphasized and Health Services Officers were appointed in five divisions. Major effort was directed towards Occupational Health and Safety programs involving pre-employment medical standards and examinations as well as age and job-related periodic re-examinations for serving members. An employee assistance program and psychological assessment and counselling will be introduced in the coming year.

## Criminal Operations

### Tactical Operations

There are 36 RCMP Emergency Response Teams located across Canada. In addition, 337 persons have received training as operations commanders while 251 have been trained to act as negotiators for hostage taking incidents.

### Underwater Recovery

The RCMP has 85 trained divers operating in six provinces. They are used mainly to recover bodies and stolen property and to gather evidence. During the past year, these members worked on some 325 cases.

### Auxiliary Police

Approximately 1,800 RCMP Auxiliary Constables, located in six provinces, provide an emergency backup force to complement regular members during civil disasters and emergency situations. They are trained by accompanying regular members on routine detachment duties.

### Commercial Crime

RCMP personnel in Ottawa and in 30 locations across Canada provide leadership, guidance and assistance in the investigation of economic crimes. Since commercial crime often tends to be national or international, liaison between the RCMP, foreign law enforcement agencies and various commissions and departments of both the federal and provincial governments is essential. The RCMP operates the

Securities Fraud Information Centre, the central link with all Canadian provincial securities commissions.

The Commercial Crime Branch has a staff of more than 500, some 100 of whom have now completed university degrees in job-related disciplines.

During 1981, reported losses by fraud totalling \$248 million were investigated. Investigations focus on business-oriented crimes; frauds where the Government of Canada is victimized; corruption in public office; offences relating to property rights; fraudulent transactions respecting corporations, taxes, computer crimes, securities and other promotions; bankruptcies and counterfeiting.

Year	New Investigations	Active Investigations	Prosecutions
1977	6,055	2,692	3,281
1978	7,903	2,500	4,381
1979	6,756	2,750	2,444
1980	7,531	3,083	3,255
1981	7,081	2,435	2,862

### Bankruptcy Fraud

The RCMP also assists the Superintendent of Bankruptcy by preventing, investigating and prosecuting fraudulent practices or other abuses in the insolvency process. In 1981, the Force was assigned to investigate 661 new bankruptcies. It currently has over 500 ongoing investigations in this area.

## National Crime Intelligence

National Crime Intelligence Sections (NCIS) assist enforcement sections in combatting organized crime through the development of tactical and strategic intelligence. This often enables law enforcement agencies to anticipate offences, resulting either in prevention of crimes or in the offenders' immediate apprehension. The NCIS targets are major criminal organizations and structured crime groups that are sophisticated, well-insulated and specialize in enterprise crime. NCIS personnel work closely with the intelligence units of other police departments in this area. During the past year, integrated intelligence units of RCMP and municipal police department members have operated in Vancouver, Victoria, Edmonton and London.

### Joint Forces Operations

In recent years, the RCMP has placed greater emphasis on Joint Forces Operations in intelligence and enforcement areas. This approach maximizes police investigation and enforcement capabilities where criminal activity spans several jurisdictions. It also offers the advantage of drawing on more than one police force for investigational expertise, equipment and manpower. As an example in 1981, one permanent Joint Forces Operation resulted in 102 charges and 41 arrests for offences such as theft, fraud, conspiracy to traffic in narcotics, murder, conspiracy to commit murder, extortion, kidnapping and assault.

### Gaming Specialists

RCMP gaming specialists, located in Halifax, Vancouver and Edmonton, assist RCMP divisions and other police forces in investigating unlawful or manipulated carnival-type games, cards and dice offences, bookmaking, gaming houses, casino operations and other gaming related activities. Much

of their work is preventive in nature. In 1973, half the carnival games of chance examined were dishonest. By 1980, this had decreased to only 10 games in over 3,000 inspected. This decrease can be credited largely to regular carnival monitoring by the gaming specialists in conjunction with local RCMP and other police department investigators. In addition to enforcement work, the gaming specialists conduct public awareness presentations, and assist in training RCMP and other police department investigators in gaming enforcement. They have also contributed to the development of gaming legislation in seven provinces.

## Surveillance

Sophisticated physical surveillance techniques are used by today's police officers to avoid detection by criminals who practice counter-surveillance as a matter of course. Trained personnel devoted to the art of surveillance provide professional assistance to RCMP enforcement sections in major centres across the country. This support service has proven to be extremely valuable in the investigation of major/organized crime.

## Criminal Information Analysis

In recent years, the Force has developed a criminal information analysis capability. Trained members located in division Criminal Information Analytical Sections, Criminal Intelligence Service Canada provincial bureaux and RCMP investigative units across the country, provide analytical support to investigators and management.

## NCIB Special Project

Some motorcycle gangs have become recognized as being involved in organized crime, associating with other organized crime factions in both Canada and the United States. Police

concern about these groups and their criminal activities led to the establishment, in 1978, of a special project in the National Crime Intelligence Branch. All available information pertaining to these groups and their criminal activities is collected, analyzed and disseminated for law enforcement use. Increased police awareness of this growing Canadian problem has expanded the number of contributing police forces in 1981 to 115.

## Technical Investigative Aids

Audio intercepts, technical surveillance aids, tactical alarm systems, polygraph, and sound recording examination programs continue to provide valuable assistance to investigators in instances where subjects are considered difficult to apprehend through conventional methods.

The following brief résumé of a recent investigation gives an example of electronic surveillance assistance in police work. Electronic surveillance resulted in the arrest of a man dealing in the importation of pure cocaine. Due to the mass of electronic and other evidence against him he pleaded guilty and was sentenced to 9 years. Others in the organization also pleaded guilty and received sentences ranging from 7 to 9 years. Evidence of other criminal activity, obtained through interception of private communication, convinced him to co-operate with the police. He provided information on: seventy-six murders, fifteen armed robberies, each netting a minimum of \$100,000, two lawyers involved in criminal activities, the bribing of a police officer who provided him with information, the whereabouts of an escapee and various cases of corruption.

## Polygraph

RCMP polygraphists conducted 1,335 examinations during 1981. Of these, 40 per cent indicated truthfulness and 32 per cent deception. In 12 per cent of cases the results were indefinite and in 7 per cent, incomplete.

## Audio Analysis

During 1981, the Audio Analysis Section conducted sound recording examinations for the RCMP, other Canadian police forces, the Department of National Defence, the Department of Justice, Consumer and Corporate Affairs and Michigan State Police. Sixty-four requests were received for enhancement of intelligibility, spectrographic voice identification, recording authentication and miscellaneous services.

## Drug Enforcement

In December, 1981, the Commissioner approved a new anti-drug profiteering program to be undertaken by Drug Enforcement Branch. This will concentrate on seizing assets derived from the illicit drug trade. A total of 14 federal law enforcement positions have been strategically allocated to regions which will feel the greatest impact of this initiative.

### 1. Heroin

Heroin availability throughout Canada, particularly in the west, steadily increased in the last quarter of 1981. The quality being sold at street level is increasing from the 2 per cent range to a higher 4 - 5 per cent purity. In some areas the purity is as high as 30 - 40 per cent, a phenomenon which is expected to lead to a number of serious overdose problems. This increase is believed due to the recent bumper crop experienced in Southeast Asia and the effects are expected to be felt in Canada for some time to come. Heroin prices remain at \$35 to \$50 per single dosage unit.

The principal areas of Canada experiencing heroin activity are Vancouver, Toronto and Montreal; however, other cities are reporting an upsurge in the abuse of this drug. Victoria, Nanaimo, Edmonton, Calgary, Winnipeg and many other cities report that heroin is once again available in their areas. Some areas are reporting

that users are injecting heroin in a solution of apple juice or lemon juice. Other users are inhaling heroin in a manner known as a "Burn" or "Chasing the Dragon".

During periods of heroin shortage there were a large number of drug store break-ins in which prescription narcotics were the primary targets. These break-ins are continuing, leading some intelligence community members to believe that there is a secondary addict population addicted to prescription narcotics rather than heroin. Heroin users also use Percodan, Talwin and other related drugs when they are available.

Heroin has once again appeared in blister packs. The packets are heat-sealed and contain heroin with a purity of approximately 30 per cent. Each unit of heroin packaged in this manner is called a "stamp".

Morphine is being imported into western Canada from India in kilogram quantities. It is being distributed both in major centres and in smaller cities and towns. Twenty-eight grams of 90 per cent pure morphine is selling for \$2,000. In some cities, morphine is available in ampule form.

### 2. Cocaine

Abuse levels of cocaine and cocaine look-alikes are increasing in all regions of Canada. The supply of cocaine is plentiful, with street level purity ranging from 16 to 98 per cent. Cocaine free-basing appears to be more popular, especially in western Canada where free-based cocaine with a purity of 98 per cent is available in pellet form.

Combinations of ephedrine, phenylpropranolamine and procaine are sold in many drug paraphernalia shops as "poor man's cocaine" under trade names such as "Pseudocaine", "Coco Snow", "Real Caine" and "Rock Crystal". Another mixture of lidocaine and glucose has been selling in Canada as a type of incense under the name of "Snocaine". Drug abusers use all of these products in the same manner as

cocaine. A number of traffickers, selling these products as cocaine, are charging \$150 a gram.

The bulk of the cocaine destined for Canada is produced in Colombia, Peru and Bolivia and flown to southern Florida where it is stockpiled for resale.

There have been recent reports indicating that "Peruvian Pink" cocaine is once again available and is now being called "Strawberry" cocaine. It is pink in colour due to Nestle's Strawberry Quik being used as a cutting agent. Other cutting agents used for cocaine are lidocaine, mannitol and lactose.

Cocaine is smuggled in a number of different ways, the most popular being through the mail system or by body pack and false-sided luggage. Cocaine prices have not changed substantially in recent months. It sells for between \$30-40 thousand per 454 grams, \$3-4 thousand for 28 grams and \$125-200 per gram.

### 3. Illicit Laboratories and Psychotropic Drugs

The use of lysergic acid diethylamide-25 (LSD) has reached a plateau in Canada and has not grown substantially in recent months. In fact, some areas report its use diminishing. This does not mean, however, that its use will not increase again in the future. LSD was so popular during the first three quarters of 1981 that it is possible the present market may have reached a saturation point. It is available in blotter, microdot and tablet form in all regions. Several new types have surfaced; in particular, white barrel LSD in Manitoba. The tablet is longer than the usual barrel type and is known at street level as "White Crystal" LSD. Single dosage units of LSD usually cost between \$5.00 and \$7.00.

Phencyclidine (PCP) is available in sizeable quantities, most often in rose-coloured tablet form. In eastern Canada PCP sells for \$3,600.00 per 454 grams, and 1,000 single dosage units sell for \$2,500.00.

An exceptionally large Toronto seizure of methaqualone during the fourth quarter of 1981 indicates that this drug may present an increasing problem. The seizure was estimated to have a street value in excess of \$200 million.

Methamphetamine use, while not widespread, is very evident in certain areas of Canada, particularly southern Ontario. It is primarily of the white powder variety.

Ephedrine alone and in combination with caffeine or phenylpropranolamine is considered to be a major problem at the present time. While these drugs are not illegal, they are being passed off as illegal drugs such as amphetamines or cocaine. Eastern Canada appears to be encountering these drugs more frequently and in larger quantities than the west.

### 4. Cannabis

Cannabis derivatives are the most common drugs in terms of availability and abuse in Canada. Marijuana is the most readily available in most regions. However, in some areas, hashish is more common. Liquid hashish, while still abundantly available, is not as frequently seen as in previous months. It is anticipated that liquid hashish will once again become readily available with increased winter vacation travel by Canadians to the Caribbean area.

Marijuana destined for Canada comes mainly from South, Central and North America. Marijuana seizures dropped in 1981, as no mothership operations were intercepted during the year. Colombian is somewhat less popular than in the past because better quality varieties are now available. Sinsemilla and Mexican Red Hair are very potent types of marijuana and both can be found on the illicit Canadian drug market.

India, Lebanon, Morocco and Pakistan continue to be the primary source countries for hashish. Several major recent seizures indicate Lebanon may be taking the lead in this area.

Hashish is being imported in bulk, often travelling from the Middle-East to the United States by boat, and from there to Canada either by vessel or by commercial trucks. Smaller amounts are imported by the more common body pack or false-sided luggage methods.

## Trend Indicators 1982

Drug trends anticipated for the next 12 months include:

- Increased supply of heroin with higher purity percentages;
- An accompanying increase in overdose deaths and emergency room cases;
- Southeast Asia will supply in excess of 80 per cent of the heroin market, with southwest Asia and Mexico making up the balance;
- Increased amounts of morphine will be imported from India;
- Vancouver, Toronto and Montreal will remain the principal drug centres but increased availability is expected in several other regions;
- A cocaine abuse increase is expected, with the most significant rise in the 18-25 year age group;
- Colombia will remain the main source of cocaine hydrochloride, but exports from Bolivia and Peru will also increase;
- There will be an increased use of the Miami-South Florida corridor as a transit point for cocaine destined for Canada;
- There will be a West Coast increase in cocaine free-basing paralleling a trend already in existence in the United States;
- Cocaine look-alike drugs are expected to gain popularity;

- LSD abuse will plateau at its current high level;
- Amphetamine look-alike drugs such as ephedrine, caffeine and phenylpropanolamine will become an increasing problem;
- Methamphetamine abuse will remain stable but abuse of methaqualone will increase, especially in eastern Canada;
- Cannabis derivatives will continue to be the primary drugs of abuse;
- Colombian marijuana will continue to be replaced by higher quality cannabis such as Californian, Sinsemillan and Mexican Red Hair;
- Lebanon, Morocco and India will remain the principal source countries for hashish.

## Customs and Excise

During the past year, emphasis was placed on enforcement of non-revenue statutes such as the Export and Import Permits Act, National Energy Board Act, Petroleum Administration Act and Cultural Properties Act. As a result, 1981 showed a 32 per cent decrease from 1980 in the value of goods seized and an 18 per cent reduction in cases investigated. In 1981, goods seized were valued at \$12 million.

The Automated Intelligence Customs Service (AICS) was developed as an investigative aid for Revenue Canada - Customs and for the RCMP. Revenue Canada - Customs has accepted recommendations to have AICS converted to a true "on-line" interdepartmental communication system.

## Interpol

The RCMP has represented Canada in Interpol since 1949. Interpol Ottawa is located at RCMP Headquarters and the head of Interpol Ottawa is the

Commissioner of the RCMP. The number of member countries, as of January, 1981, was 130.

During the Interpol General Assembly Session of September 1979, the Commissioner of the RCMP, Mr. R.H. Simmonds, was elected vice-president of the Interpol Executive Committee for a three year term.

The Interpol Cultural Property Crime Unit was established in response to an identified need to centralize records on stolen fine art and to provide Canadian police officers with a central point of contact in reference to suspected stolen items. The Unit also functions in a liaison role between the art and police communities.

The RCMP participated in a number of Interpol conferences and symposia. Topics included gambling and prostitution, international frauds, commercial crime and the suppression of drug trafficking. These meetings also examined new crime trends, crime prevention and repression, new crime fighting techniques and technical equipment.

International inquiries through Interpol channels on behalf of Canadian police forces increased again in 1981-82, as did requests for assistance from other Interpol national central bureaus. Assistance was also given to foreign police departments in the area of training aids, special enforcement units and legislation.

In 1981, greater emphasis was placed on investigating covert organizations involved in illegal immigration and the trafficking in forged or counterfeit Canadian and foreign travel documents. Investigations relating to the fraudulent acquisition of Canadian passports and Citizenship Certificates increased dramatically.

The RCMP enforcement strategy has been realigned to detect the more serious Immigration Act, Criminal Code, Citizenship Act and passport fraud offences. This strategy is reflected in 1981 prosecution statistics.

## Immigration and Passport

1980 Prosecutions		1981 Prosecutions
1788	Immigration Act	1141
48	Other Criminal Code	119
21	Passport Offences	29
17	Citizenship Act	24
60	U.I.C.	22
1934	Total Prosecutions	1335

- Immigration Act prosecutions have decreased 29 per cent from 1980, due to more referrals of minor violations to Canada Immigration for administrative action (deportation).
- Criminal Code prosecutions of immigration and passport offences increased 147 per cent over 1980.
- Passport fraud prosecutions increased 38 per cent.
- Citizenship Act prosecutions increased 41 per cent.

It is projected that total Immigration Act prosecutions will continue to decline in 1982 but that investigations of organized illegal immigration and overall Criminal Code offences will increase proportionately.

## Migratory Birds Convention Act and Canada Shipping Act

During 1981, RCMP personnel spent more than 47 thousand hours enforcing the Migratory Birds Convention (MBC) Act and almost 40 thousand hours enforcing related provincial wildlife statutes. A total of 774 cases were registered under the MBC Act and 915 under the wildlife statutes.

In addition, some 40,000 hours were spent enforcing the Canada Shipping

Act, resulting in 2,136 charges being laid. Water safety programs accounted for another 8,000 hours, including more than 280 educational presentations with a total audience in excess of 190,000.

## Native Policing

In addition to the normal contract policing service, the RCMP operates a Native Special Constable Program in all provinces and territories except Ontario, Quebec and New Brunswick. The full allotment, 160 person-years, is now staffed with top-notch Native personnel, trained to provide a prevention-oriented approach to police work on Indian Reserves and in Native communities. While the Native Special Constable Program experienced some problems in its formative years, it is expected ultimately to enrich the quality and quantity of policing services being provided, thus reducing the number of Natives coming into conflict with the law.

A moderate growth in person-years allotted to the program is expected as more Native leaders and provincial authorities become aware of its benefits. The Department of Indian Affairs and Northern Development continues to assess all current Native policing programs and develop firm policy for future funding.

Cross-cultural courses are given to all recruits and to other members and their spouses who have extensive personal contact with Native communities.

## Protective Policing

### The Ottawa Summit

A major security undertaking during 1981 was The Ottawa Summit, held on July 20-21 at the Chateau Montebello, Montebello, Quebec and the East Block of the Parliament Buildings. It was attended by Heads of State/Government from the United States, France, Germany, the United Kingdom, Japan, Italy and Canada and by the President of the European Economic Community.

Initial long range planning commenced in the fall of 1980. Early contact was made at a senior level to involve all area police departments and various elements of the Canadian Armed Forces.

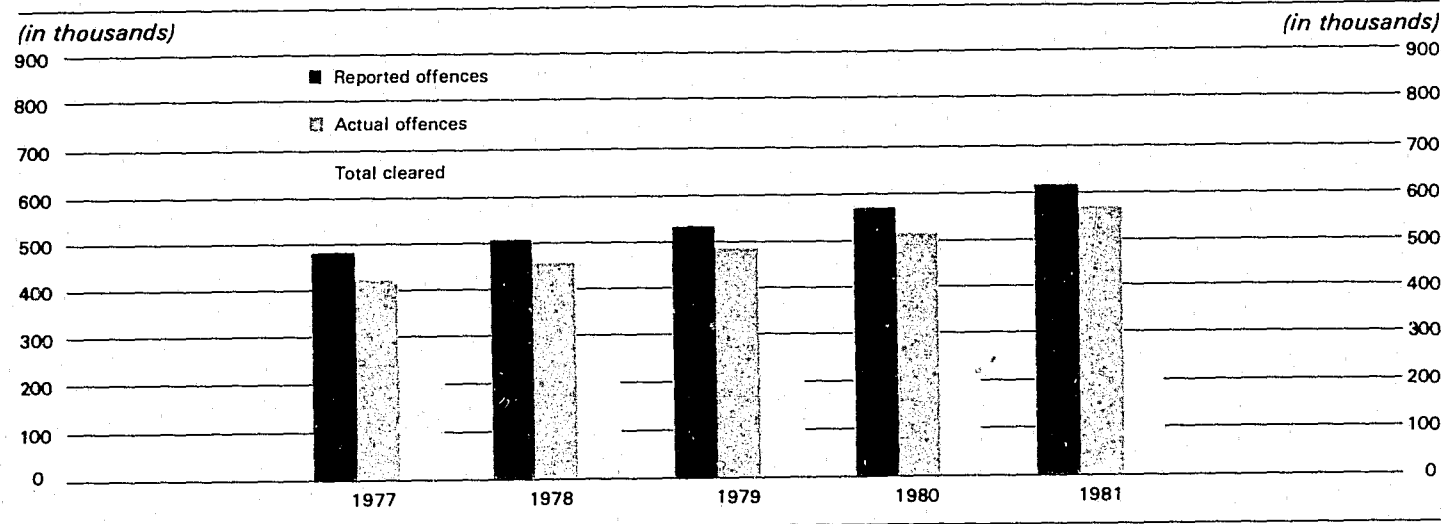
Major long range planning included the acquisition of seven armoured cars; identification of communication equipment requirements; preparation of a complete budget and the identification of manpower. The Solicitor General approved an RCMP Ottawa Summit budget of \$2.3 million. Actual expenditures were \$2.0 million, approximately \$300 thousand under budget.

Some 1,966 Force members were involved in the operation. Accommodation, transportation and meals had to be obtained for more than 1,000 of these.

The media liaison detail attended to 2,531 persons accredited from national and international services as journalists, cameramen and technical staff as well as 372 accredited to the host broadcaster.

Telecommunication needs were capably fulfilled by a system which included networks of hot-lines, standard telephones, dedicated wire services, closed circuit television and approximately 1,000 pieces of radio equipment using more than 25 channels. These ensured immediate communication between the control centre at "A" Division "HQ" and all security operations.

### Criminal Code Offences including Traffic (R.C.M.P. Jurisdiction)



Intelligence gathering commenced well in advance of the Summit and security personnel were well on top of the national and international scene with appropriate intelligence reports. Awareness programs were provided to Immigration and Customs Officials at all international airports in Canada as well as U.S./Canada border points in Ontario, Quebec and New Brunswick.

#### VIP Security

The RCMP provides personal security for visiting members of the Royal Family, the Governor General and his family, the Prime Minister and his family, Cabinet ministers, Supreme and Federal Court judges, visiting foreign VIPs, designated persons (such as

the Leader of the Opposition and his family) and the diplomatic personnel and property of embassies and consulates in Canada. Approximately 200 Force members are employed on these duties full time.

During 1981-82, approximately 360 foreign dignitaries visited Canada, requiring some 2,300 members of the RCMP and 1,000 members of other police forces, at various times, for security purposes.

#### Security Engineering

The Security Engineering Branch monitors the quality of physical security in the federal government. This includes such areas as detection and protection systems or subsystems, e.g., access controls, alarm systems, barriers, locks and secure storage containers. Qualified Branch specialists also test and evaluate security devices being considered for government use, design and develop specialized security equipment provide a consulting service on physical security in building design, layout and equipment; and design and develop specialized police equipment for use by the RCMP, other police forces or federal detention service agencies.

During 1981-82, the security features of 16 diverse products including shred-

ders, locks, security grills, seals, mail bags, vault door and various other electro-mechanical devices were evaluated.

Seventeen technical courses relating to physical security were presented. Nine were for RCMP personnel and eight for those of various federal government departments.

Research was started into the development of an internal locking assembly for legal file cabinets, lateral file cabinets and an EDP material storage container. A prototype of a radically new combination lock has been completed and is being tested and evaluated. A new format for security equipment and material standards has also been developed and is now before the Security Equipment Advisory Committee for review.

Consultation was provided on one major renovation project and work is continuing on four previously-identified new construction projects.

#### Electronic Data Processing (EDP) Security

The Security Evaluation and Inspection Team (SEIT) assists government

departments and agencies in improving the security of facilities which process sensitive government information.

In 1981-82, SEIT inspected eight government computer facilities and 25 facilities of private organizations with government contracts. In addition, there were more than 100 consultations on specific EDP security-related problems and technical assistance was provided on six computer-related criminal investigations.

SEIT has also been heavily involved in the initiation and approval process of EDP security standards and practices for government departments and agencies. In March, 1982, major revisions to existing standards and general requirements, as well as a new chapter on operations security were forwarded to Treasury Board for approval. SEIT continues to work with Supply and Services, Canada to update and enhance contract guidelines for processing of sensitive material in the private sector.

Personnel were also employed on various projects concerning remote file encryption, secure operating systems and the analysis of a large commercial file encryption system.

Since direct involvement of SEIT in all EDP projects is not feasible, training courses and publications are provided to promote security awareness. The

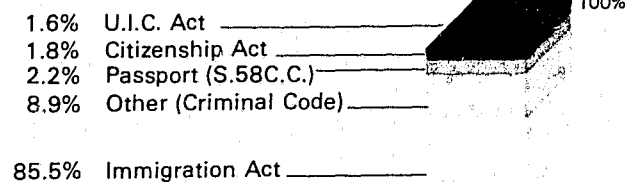
"EDP Security Bulletin" is distributed to government and private sector EDP security personnel, national and international police departments and other interested individuals. In the past year, two issues were published. Distribution increased from 1,600 to 1,900, in response to a greater demand for security information.

An ongoing EDP security training program assists computer personnel from government and private sector facilities to implement sound security programs. Four EDP Security Co-ordinators Courses provided training for 97 candidates; three Computer Crime Investigative Techniques Courses provided training for 60 commercial crime investigators and a ten-day Automated Systems Security Course for RCMP personnel, as well as a similar five-day course for government security officers, were also developed and presented.

#### Counter Technical Intrusion Program

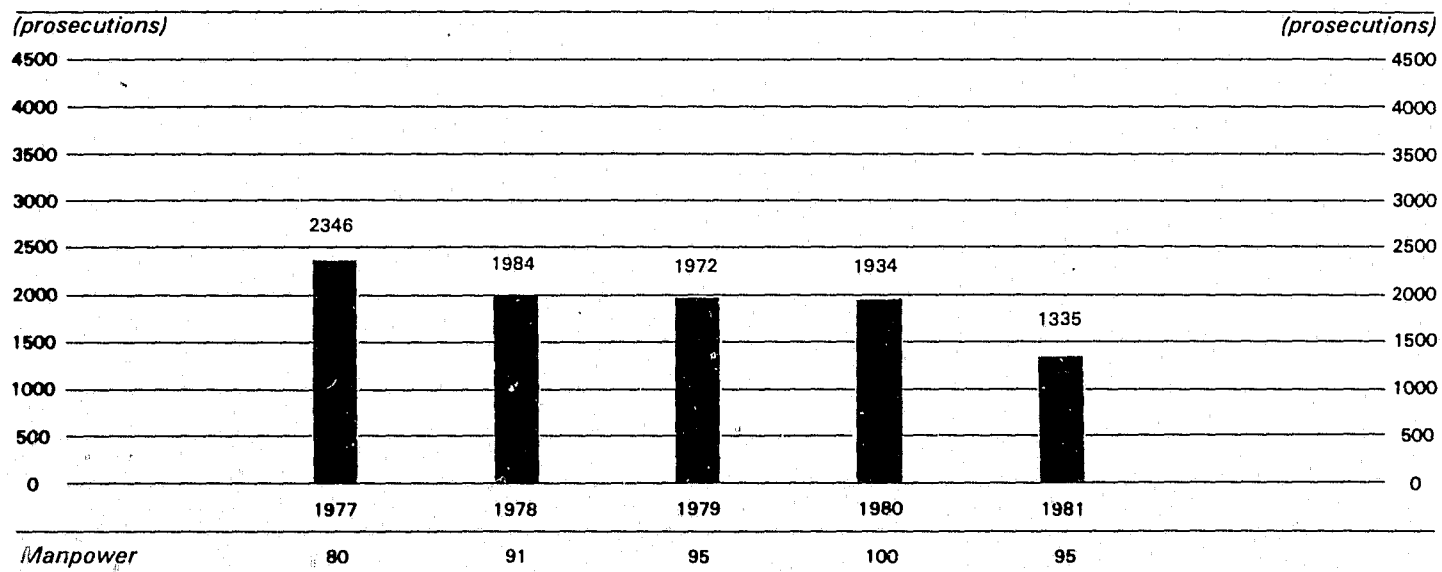
During 1981-82, the RCMP Counter Technical Intrusion Unit (CTIU), conducted 140 security sweep inspections and consultations. These involved searches for illegal intercept devices such as telephone taps, radio transmitters and receivers, microphones,

#### 1981 Immigration & Passport Branch Prosecutions (by percentage and category)



Total: 1335 Prosecutions

#### Immigration & Passport Branch Cumulative Prosecution Statistics





amplifiers and other intrusion equipment. Consultations included advice on measures to protect against illegal intercept by audio, visual, optical and electronic means. Requests for assistance were received from federal and provincial government departments and from other police agencies.

During the Ottawa Summit Conference in July, 1981, the CTIU provided technical intrusion security protection for facilities occupied by attending Heads of State.

## Explosives Technology

National bombing activity recorded by the Canadian Bomb Data Centre (CBDC) during the past three years has remained relatively constant. The value of property damage attributed to bombings in 1981 (\$1,095,500) was only slightly lower than in 1980 (\$1,113,000). There were 23 thefts of explosives in 1981, down from 35 in 1980. During 1981, there were two deaths and seven injuries as a result of bombing incidents.

An active research and development (R&D) program is continuing, with several new projects being undertaken. Current findings and developments are communicated to the Canadian police community by means of training courses, information bulletins and direct liaison with explosives technicians.

Current research and development projects, registered with the Canadian Association of Chiefs of Police and approved by the Operational Research Committee include:

- Completing the development and pressure testing of the "safeco" bomb suit, helmet and communications package;
- Improving, through restructuring, a personal protective bomb shield;
- Improving the remote mechanical investigator (RMI);
- Developing a container for air transport of explosives;

- Refining improvised explosive device (IED) disruptors; and
- Establishing a standard specification for a bomb containment transportation system.

Resource and instructional personnel were provided for six two-week courses held at the Canadian Police College. At these courses, 40 police explosives technicians were "validated" and informed of recent developments and technology in the explosives disposal field.

## Emergency Planning

In June, 1981, Cabinet approved the Emergency Planning Order (PCO 1981-1305) which identifies and assigns emergency responsibilities to federal government departments, and empowers the ministers of those departments to develop appropriate plans.

As the primary operational component for the Ministry of the Solicitor General, the RCMP is deeply involved in ensuring that emergency responsibilities assigned to this Ministry are fulfilled. The regulations concerning the RCMP are currently being examined to prepare for the planning process.

## Federal Government Security Program

Under the authority of P.C. 178/2502, the RCMP, upon request, provides security inspections and consultations for federal government departments, foreign embassies and consulates, residences and work areas of the Prime Minister, Cabinet Ministers, Supreme and Federal Court judges, and VIPs designated by the Government, such as the Leader of the Opposition.

There is also a security awareness program available to government departments should they require information concerning security matters on an emergency basis.

## Vital Points Program

Under the auspices of Emergency Planning Canada, the RCMP inspects and provides a security consultation service for facilities designated as being vital to the nation. During the current year, some 400 inspections were completed under this program and the federal government security program. The Vital Points program is now being computerized to permit more systematic planning and effective administration.

## Airport Policing

The RCMP participates in the National Airport Policing and Security Program in co-operation with Transport Canada. This service is provided at 10 international and 8 major domestic airports.

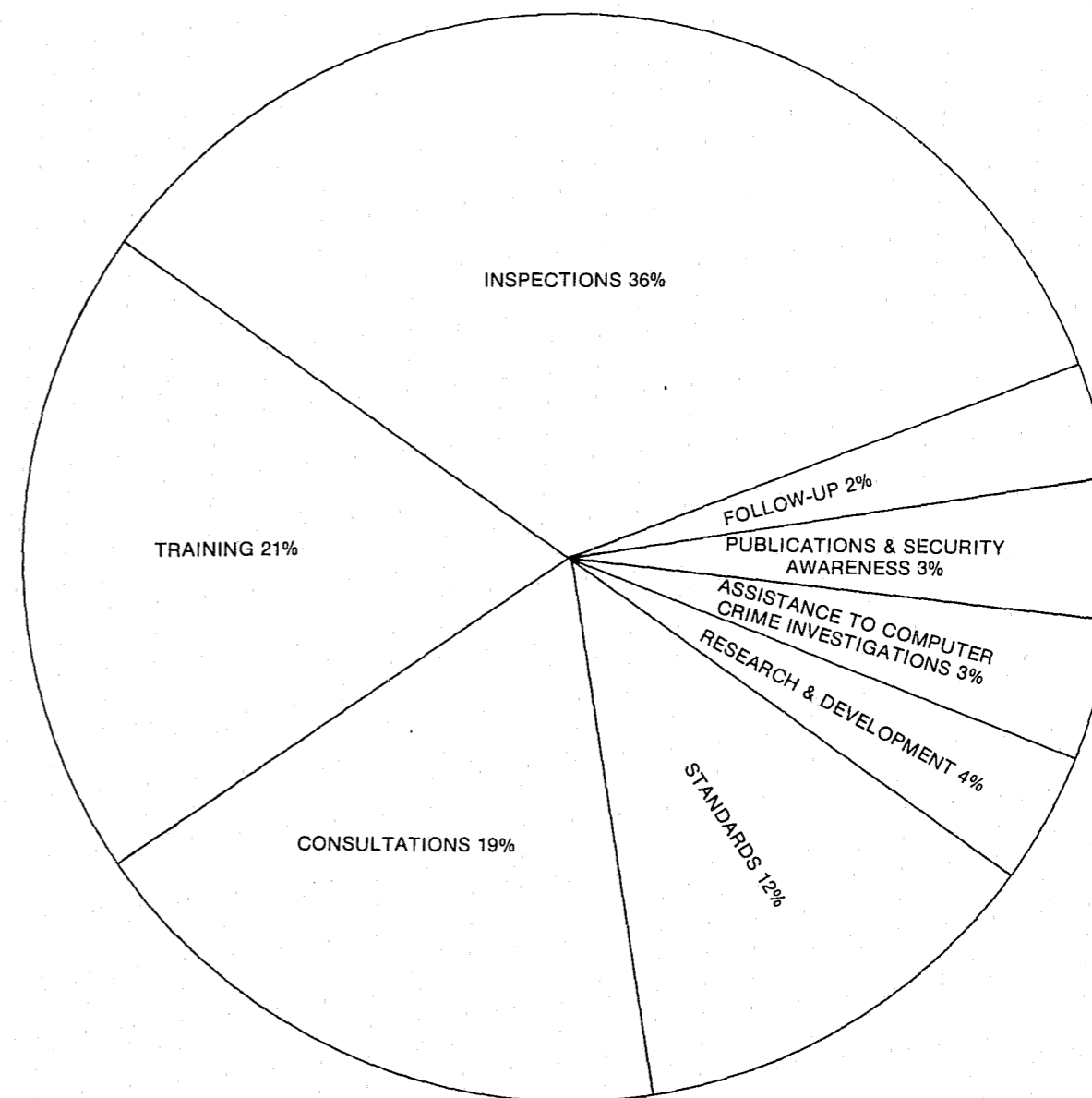
### Statistics 1981-82

Hijackings	0
Bomb Threats	126
Firearms Detected at Pre-Board Screening (Real: 19, Imitation: 440)	459
Breaches of Security	1,431
Airport Traffic Regulations (Moving: 4,795, Parking: 220,977)	225,772
Warrants executed	2,680
Other Offences	5,656

## Police Services Under Contract

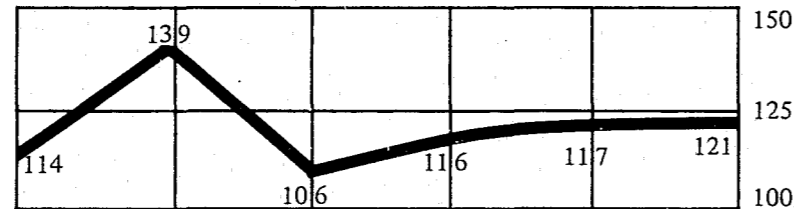
The Royal Canadian Mounted Police provides cost shared policing services to all provinces and territories except Ontario and Quebec and to 190 municipalities within the contract provinces. These services include prevention, detection and investigation of offences under the Criminal Code, provincial

## EDP SECURITY ACTIVITIES 1981-82 USE OF AVAILABLE TIME

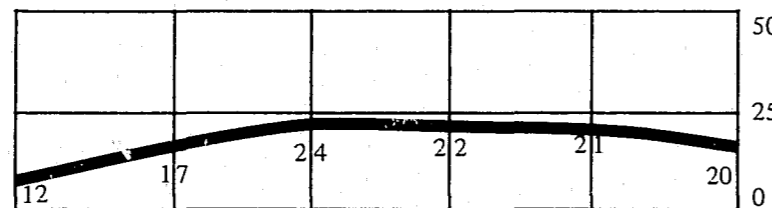


**BOMB INCIDENT COMPARISON  
COMPARAISON DES INCIDENTS À LA BOMBE  
1976-1981**

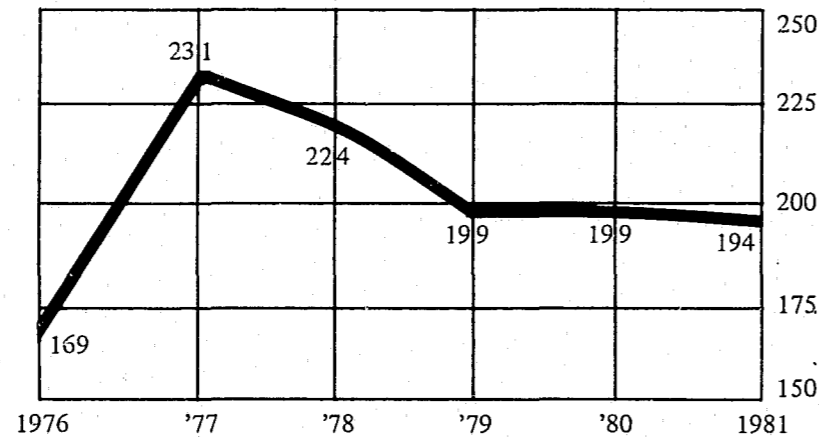
**BOMBINGS AND ATTEMPTED  
BOMBINGS  
ATTENTATS RÉUSSIS ET  
ATTENTATS MANQUÉS**



**IED RECOVERIES  
DÉCOUVERTES D'ENGINES**



**TOTAL DEVICES  
TOTAL DES ENGINES**



statutes, territorial ordinances and municipal by-laws. During 1981-82, ten-year agreements for policing services were signed with eight provinces and the Northwest Territories. The only agreement now outstanding is with the Yukon Territory.

The provincial police service in the eight provinces and two territories is structured into 10 divisions, 43 sub-divisions and 592 detachments.

The detachment is the fundamental unit of police service. Detachment personnel provide the first contact between citizens and the police. They are the most visible element of the police presence in the provinces and municipalities. Because of this, detachment operations greatly influence the determination of policing standards and crime prevention strategies.

Municipal police service is provided to 190 municipalities with populations ranging from 1,500 to 200,000. The RCMP detachments involved include 2,824 personnel. The majority of municipal detachments are organized within the sub-division structure of the Force. However, several of the large municipal detachments are directly accountable to their divisional headquarters.

### Crime Prevention

Last year the Crime Prevention Centre focused its attention on three major areas: developing strategies through crime analysis and evaluation; environmental design as a preventive strategy and raising public awareness of crime victims and their needs.

In the area of crime victims, several approaches including preventive measures, alternative strategies and the development of public support for victims have been under study. Related RCMP programs will be tested in Richmond, B.C., P.E.I., and St. John's and Cornerbrook, Nfld.

### Traffic Services

Specialized units perform either administrative or operational roles in the efficient performance of the total police service. One such unit is Traffic Service. Closely associated with detachment policing, its primary objectives are minimizing the risk of property damage, injury or death and ensuring the free movement of people and goods on the highways.

Last year, traffic accidents in RCMP jurisdictions increased by 10.3 per cent. The resulting economic loss from these collisions was estimated at \$1.4 billion.

Collisions resulting in fatalities decreased by 1.5 per cent, while collisions with personal injuries increased by 1.2 per cent. Drinking drivers were again a major concern. Alcohol was involved in more than 40 per cent of all collisions.

## Canadian Police Services

The Canadian Police Services of the RCMP provide scientific and technical assistance, criminal information and identification data to all Canadian police departments, authorized law enforcement and penal agencies and criminal courts. The divisions are as follows:

### Crime Detection Laboratories

Seven regional Crime Detection Laboratories provide technical and scientific assistance to Canadian police departments, criminal courts, government departments and other authorized agencies. Each has operational sections in the fields of chemistry, toxicology, serology, alcohol, hair and fibre identification, document examination, firearms and tool mark identification and photography (except Sackville, N.B.). Breathalyzer training is provided to all Canadian police departments and Alcohol Section experts provide interpretive evidence to the courts concerning the effects of alcohol on driving ability.

During 1981-82, the laboratories issued scientific reports as a result of exami-

nations conducted on 21,124 cases. For the most part, RCMP resources were used to assist in the solution of major crimes such as murders, attempted murders, sexual offences, firearms offences, frauds and drugs.

The Ottawa Laboratory also has a Central Bureau for Counterfeits and a Special Services Section. A limited laboratory service has existed in Montreal since 1978, providing expert examination of questioned documents and counterfeit exhibits seized in the province of Quebec.

### Science and Technology Advisory Group

The Science and Technology Advisory Group (STAG) supports Canadian police programs and activities by evaluating methodologies and instrumentation, co-ordinating and evaluating research and development projects, conducting forensic science training and proficiency testing and by providing consultative services and a computerized scientific information system network.



Projects for the past year include:

#### Consultative Services

- Assisting a United States police agency in examination of hair and fibre evidence in a major murder case
- Assisting various federal and provincial departments and agencies with document security; for example, identification documents, currency and negotiable instruments
- Assisting federal, provincial, and municipal police forces on radiography equipment and procedures

#### Training

- Training two handwriting examiners from Supply and Services Canada on fraudulent cheque examination.
- Distributing Understudy training manuals for Toxicology, Hair and Fibre, Firearms and Chemistry disciplines.

#### Methodology

- Preparing procedural manuals for disciplines of Toxicology, Serology, and Chemistry.
- Conducting methodology workshops in Hair and Fibre, Serology and Alcohol disciplines.
- Evaluating methods of ascertaining human blood type by analysis of proteins and genetically controlled enzymes as found in hair roots. These will be implemented as time and resources permit.

#### Information

- Preparing an Explosives Standards Reference Collection of Canadian manufactured commercial explosives.
- publishing a paper by CDL Ottawa personnel entitled "Identification of High Speed Computer Print-Out Devices"

#### Evaluations

- Evaluating new color photocopiers as counterfeiting threats, .38 special ammunition, resulting in the selection of a 158 gr. SWC Hollow Point for RCMP use, .308 Winchester Federal Brand 168 gr. Match Hollow Point Ammunition for ERT marksmen, transparent armour.

The STAG Research and Development Coordinating Centre plans, co-ordinates, monitors and administers the Force's natural and human sciences research program. Unsolicited proposals from the Science Centre and Department of Supply and Services are also handled by the R&D Co-ordinating Centre. Since 1979, the RCMP has managed the Program of Science and Technology in Support of Law Enforcement in consultation with the Operational Research Committee of the Canadian Association of Chiefs of Police and the National Research Council of Canada. As lead agency, they are responsible for financing, contracting, accounting and monitoring all projects, initiated by this program, which are undertaken on behalf of the Canadian police community. The R&D Co-ordinating Centre also has a working relationship with the Research Division of the Ministry of the Solicitor General on a significant number of criminal justice research and development projects which deal with the many new and complicated roles being introduced to the policing profession. A research and development project data base has been established and a general publication dealing with research projects is planned.

### Identification Services

Identification Services provides a national repository for fingerprint records. Installation of an automated fingerprint system capable of classifying, storing and retrieving fingerprint records is resulting in faster service to Canadian police forces. The fingerprint bureau's conversion to the automated system will be completed in 1982.

The Latent Fingerprint Unit has a base file of about 140,000 names in an automated search system. Last year, 7,000 submissions were made, with 200 identifications solving hundreds of crimes. The national base has been very successful in identifying transient criminals. A smaller computerized fingerprint system with a base of 5,000 sets has been developed for use by field identification sections.

This system, now being field tested should result in a more rapid identification of local subjects.

Identification Services also provides a total photographic service for RCMP operational and training needs. A resource centre assesses and evaluates identification equipment and techniques.

Microfiche conversion of hard copy criminal history files will be completed by the end of fiscal 1982-83. By then, the microfiche base will have approximately 1.8 million files.

In December, 1982, eighteen Criminal Record Level II terminals will be placed in major law enforcement agencies and RCMP crime index sections across Canada, allowing direct access to the computerized criminal record files stored on the CPIC system. This will greatly reduce the time involved in obtaining such documents for court and investigational purposes.

The Firearms Registration and Administration Section administers the Firearms Acquisition and Business Permit system for Canada. It also issues restricted weapon registration certificates and maintains a national registry of all certificates issued by the Commissioner. The manual registry is now being converted to an automated system. All records should be converted by early 1984.

Canadian Police Service Information Centre, a 24-hour a day operational support service, provided assistance to Canadian police forces on enquiries concerning 152,879 individuals, 124,941 vehicles, 7,753 articles and 18,544 wanted persons.

The Fraudulent Cheque Section, which links fraudulent documents to known criminals, completed 12,597 case submissions involving documents bearing a total face value of \$9.1 million.

### Telecommunications and Electronic Data Processing

Telecommunications and electronic data processing services are supplied to the Canadian police community through the facilities of the Canadian Police Information Centre (CPIC) and through technical and consulting assistance for operational police systems.

In addition to the Canadian Police Service role, the Telecommunications and Electronic Data Processing Directorate is the departmental policy centre responsible for the planning and control of electronic data processing and telecommunications programs for the Force.

### Canadian Police Information Centre (CPIC)

From remote network terminals located in accredited Canadian police agency offices coast-to-coast, information on vehicles, persons, property, boats and boat motors and criminal records may be recorded in, or requested from, the CPIC computer system.

Telecommunications and EDP Directorate personnel control the integrity, reliability and availability of this system. Provincial co-ordinators audit each agency's records on a two-year cycle to ensure integrity and reliability of data at that level. They also provide training on system usage to hundreds of police personnel yearly. During 1981-82, there was a net growth of 58 terminals bringing the total to 1,179. System availability was 97.07 per cent.

#### CPIC File Statistics 1981-82 (in thousands)

Vehicle File:	
File Size:	370
Weekly Transactions:	239
Persons File:	
File Size:	1,107
Weekly Transactions:	446
Criminal Record Synopsis:	
File Size:	4,373
Weekly Transactions:	162
Property File:	
File Size:	623
Weekly Transactions:	30
Vehicle Registered Owner:	
File Size:	3,148
Weekly Transactions:	27
Automated Criminal Intelligence Information System:	
File Size:	118
Weekly Transactions:	3
Criminal Records:	
File Size:	518

### Electronic Data Processing Services

These facilities comprise departmental computing facilities at Headquarters and field division data centres which provide EDP services to internal operational and administrative areas. During the past year, programs under development included:

- Data Encryption
- Person hours Reporting
- Police Information Retrieval System
- Operational Statistical Reporting System
- Project Reporting and Accounting System Financial Management System
- Planning Analysis and Reporting for Operating and Use of Resources

- Materiel Accounting and Reporting System RCMP Manuals/Directive System.

#### Data Centre Terminal/Printer Count by Location to March 31, 1982

	Terminals	Printers
British Columbia	86	45
Alberta	10	5
Saskatchewan	7	3
Manitoba	4	2
Ontario	76	30
Quebec	5	2
New Brunswick	4	2
Nova Scotia	4	2
Prince Edward Island	2	2
Newfoundland	3	2
	201	95

### Telecommunications Services

RCMP communications needs are provided by Telecommunications Services. Projects initiated or completed during fiscal 1981-82 included:

#### a) British Columbia

Phase III of the Interior British Columbia Communications System was completed on schedule. The 1983-84 relocation of division headquarters will affect the Comcentre and the CPIC switcher site. In 1982-83, development of plans and specifications will commence to accommodate this move.

#### b) Alberta

Communications studies have been completed and operating concepts for a province-wide system have been resolved and tested in the Edson area. Technical planning is under way, scheduled for implementation during the 1984-87 period. Interim system work has been completed for the contracted leased system for Fort McMurray and an upgraded leased system for St. Paul. Studies are currently

under way on the feasibility of a shared communication system with the Alberta government.

c) Saskatchewan and Manitoba

Engineering design and capital works have been completed for Yorkton Sub/Division in Saskatchewan and Brandon Sub/Division in Manitoba. Contracts has been placed for the new systems.

d) Ontario

Conceptual communications studies have been completed and operating concepts resolved for a southern Ontario system. Technical planning is under way and scheduled for implementation in 1984-87.

e) Quebec

Operational studies were carried out in 1981-82. A concept requirement study for Quebec Sub/Division is under way. It is anticipated that the program will commence in 1983-84, with completion in 1987-88.

f) New Brunswick

A study to determine division-wide communications requirements continued in 1981-82. The Force has been approached by the New Brunswick Government to examine the feasibility of a joint communications system similar to the Nova Scotia project. However, no firm decisions have yet been reached.

g) Nova Scotia

Contracts have been placed for the necessary hardware for RCMP participation in the Nova Scotia Integrated Mobile Communications System. The system was to be operational by the Fall of 1982.

h) Prince Edward Island

Studies have been carried out to identify communications problems throughout the province. Plans are under way to provide a new mobile communications system during 1982-84.

i) Newfoundland

The contract was placed for a new St. John's Sub/Division (Burin Peninsula) communications system. It was to be completed by August, 1982. Studies are under way for future system development in the Cornerbrook Sub/Division area.

### Information Access

On June 1, 1981, the Protection of Human Rights Branch was replaced by the Information Access Directorate. This directorate is responsible for developing and applying policies and procedures required by Part IV of the Canadian Human Rights Act. It also helps in preparing the Force for the enactment of the new Access to Information legislation, Bill C-43.

In its first year, directorate personnel processed 826 formal requests for personal information.

## Canadian Police College

The Canadian Police College assists in improving policing standards by providing with Canadian police agencies training and development programs, related research, and information and advisory services. College courses are open to police officers from federal, provincial and municipal forces as well as to foreign police agencies.

While it has a repertoire of some 32 different courses, the courses given from year to year may vary due to changing needs. The curriculum comprises: developmental courses for senior and intermediate management levels; workshops and courses on specific management issues and problems; courses to improve the quality of programs and instruction given in police training institutions and specialized training courses. A program of both research and course development activity ensures management training is up to

date. Research focuses on the context of policing and on police personnel management.

The College publishes a quarterly journal on police issues, aimed at senior police and academic communities. It also sponsors a program encouraging police officers to pursue university level education.

Increasing demands from domestic and foreign police agencies continue to exceed the College's capacity. To meet future demands, the College will continue to use available resources to capacity; expand the number of courses given in non-College facilities (resources permitting) and encourage and help other agencies to develop the capacity to meet their needs locally or regionally.

### Information Management

Modern police operations require effective information systems to assist operational and administrative personnel to perform their duties. In the RCMP, these systems are continually being monitored and upgraded to meet changing demands.

### Information Management Project

The changing environment within public administration in recent years has prompted the RCMP to develop an Automated Systems Overview which will provide a continuous inventory of all major information systems, their responsible organizational components, purposes and costs.

Current activities include compiling a Master Plan for Information Systems Development and development of a centralized information management responsibility area.

## Directives (Manuals)

The RCMP's official directives system has two basic and seventeen subsidiary manuals. During the past year, two subsidiary manuals were rewritten and published. Eight existing manuals are under various stages of review and update.

The Operational Manual Review Unit, established in July, 1979, to research and update all RCMP operational policy, completed its basic task on March 31, 1982. A manuals distribution study and a study relating to the release of RCMP manuals outside the RCMP were completed as well.

A pilot project on the automation of RCMP manuals commenced in January, 1982. Project testing should be completed by the end of 1982 and subsequent analysis by early 1983.

To reduce paperburden, two courses in directives writing were given to those employees responsible for preparing operational and administrative policies and procedures. A Directives Writer's Guide (second edition) was also updated and published.

## Forms, Systems, Graphics

A primary objective in forms and paperwork systems management is to minimize the expenditure of time, money and human resources by increasing system efficiency.

During 1981-82, 408 forms and their systems were examined. As a result, 92 forms were cancelled, 183 revised and 133 new forms being created.

Consultant services were provided to the Force on all aspects of word processing. Twenty-five new equipment purchases were authorized and six systems upgraded.

The RCMP Identity Program developed policy and began to incorporate Treasury Board's Federal Identity Program (FIP) standards by using the "Canada" workmark on stationery and advertising material.

## Records Management

Development of a central filing program is progressing satisfactorily both at Headquarters and divisional levels although, in some instances, physical distances between the central filing areas and the file users is inhibiting full implementation. The automation of the indices to the sequential records has begun in British Columbia and will be subjected to very careful evaluation prior to a five-year phased-in implementation across the Force.

A Document Retrieval System for administrative and policy records continues to be held in abeyance due to constraints of manpower and to studies being conducted on the executive work station concept.

The Library Access System was implemented on schedule. It functions as a Force-wide on-line card catalogue system and as an automated acquisitions system. Approximately 25 per cent of the card records have been automated to date, with additional records being added daily. It is estimated that when the data base is completed, this system will save more than 50 per cent of staff time that would otherwise have been devoted to routine filing.



# *National Parole Board*

## *Mandate*

The National Parole Board is an independent agency within the Ministry of the Solicitor General. As such, it forms a part of the criminal justice system in its daily operations and works together with police, judges, correction and parole officers and other elements of the system. However, in the exercise of its decision making role it is completely independent.

In addition to its headquarters division in Ottawa, the Board has five regional divisions (Atlantic, Quebec, Ontario, Prairies and Pacific). The Board has 26 full-time members, drawn from various segments of society such as law enforcement, criminology, corrections, social work, psychology, law, journalism and community work. Temporary members have also been appointed to assist the Board during periods of heavy workload.

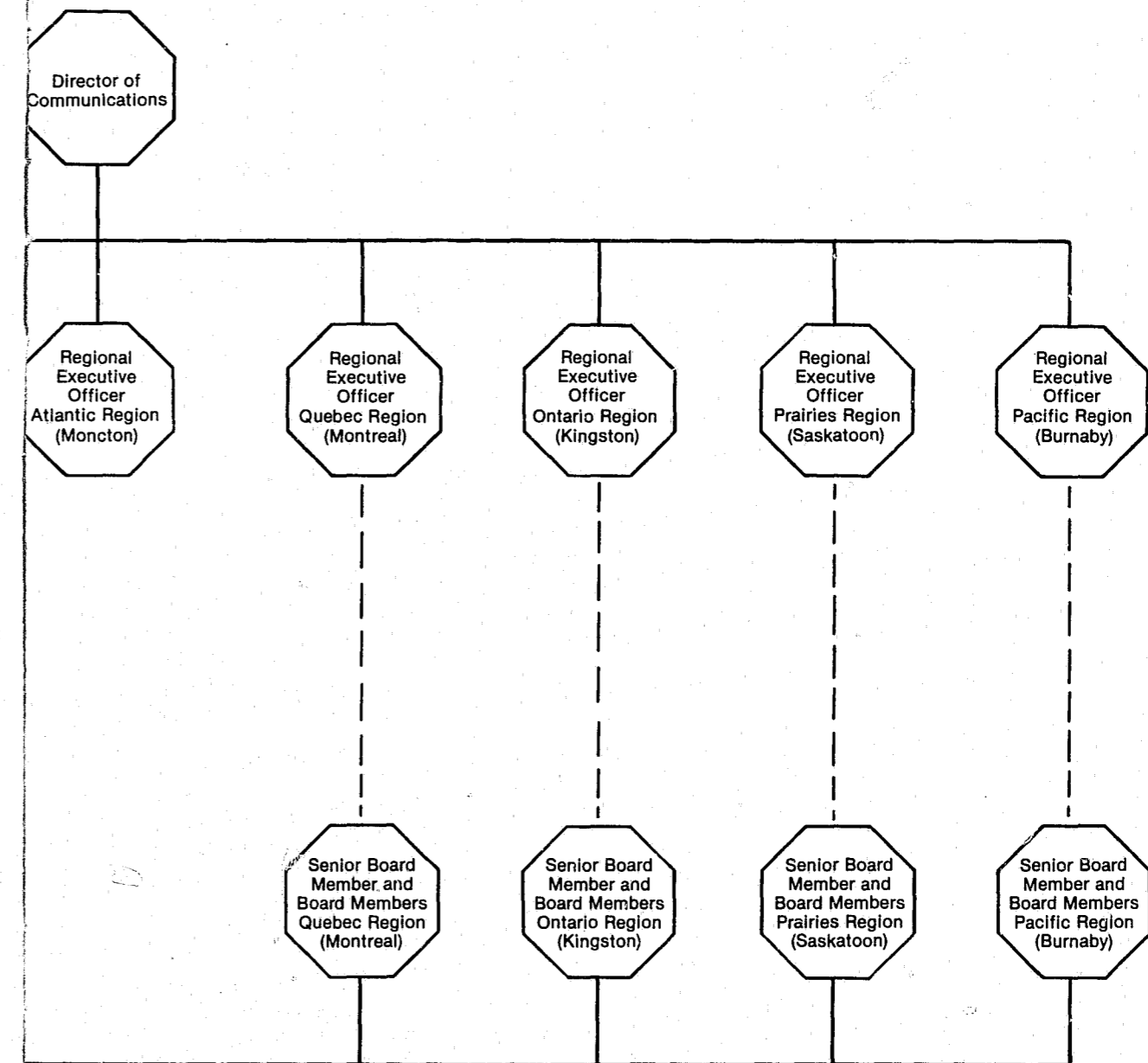
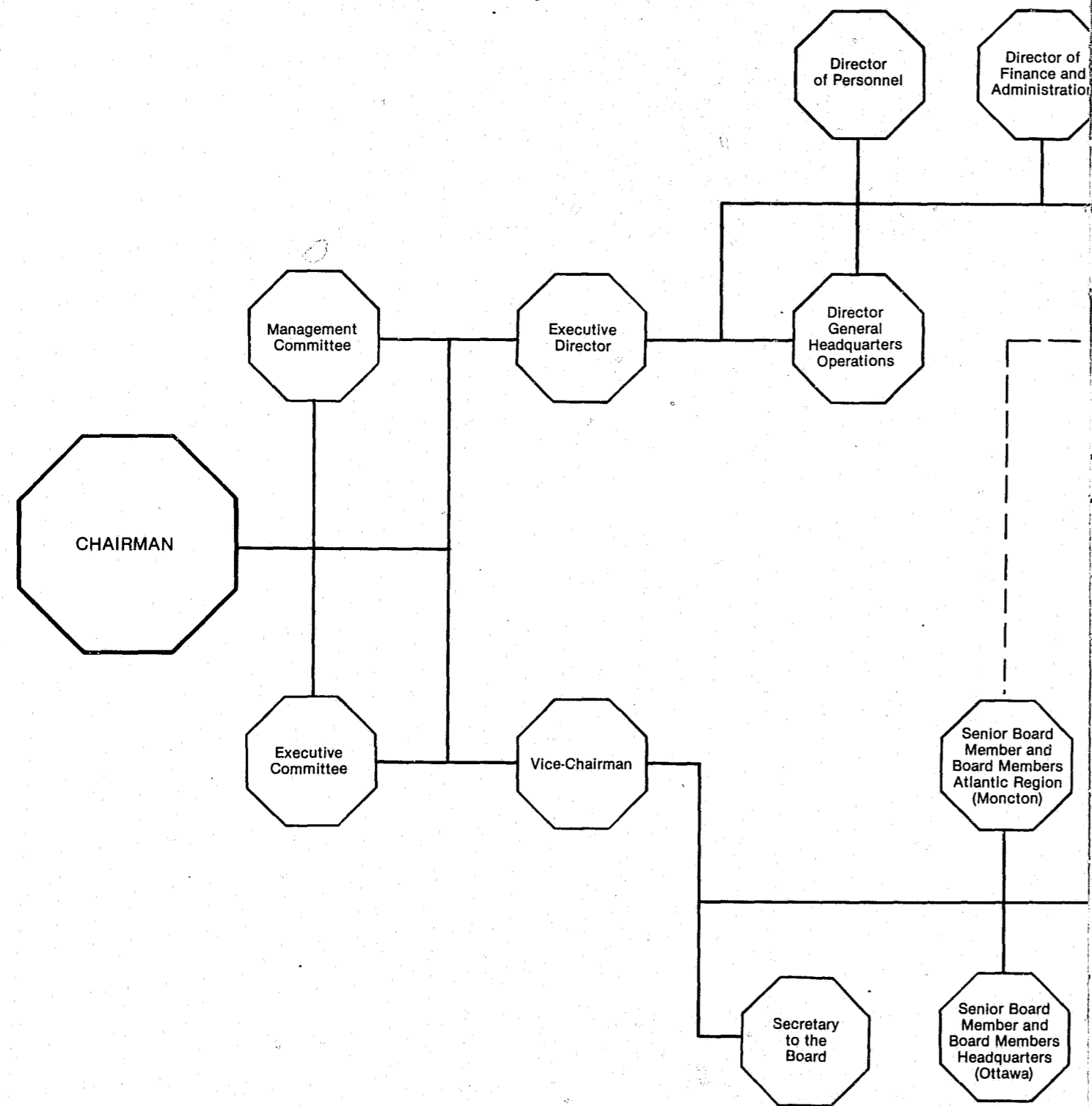
In addition, Community Board Members selected in each of the five regions of Canada are called upon to decide, at regional panel hearings, on parole for inmates sentenced to life imprisonment for murder or incarcerated for an indefinite period as dangerous offenders or habitual criminals.

The Board serves as a national body responsible for granting or refusing parole, day parole and unescorted temporary absences. It is required to review the cases of all inmates serving sentences of two years or more when they are eligible for parole and every two years thereafter (every year for certain categories) until parole is granted or the inmate is released, by law, on mandatory supervision. Each case is considered on its merits and the Board renders its decisions only after full investigation in co-operation with The Correctional Service of Canada.

The Board imposes the terms and conditions that it deems appropriate for the protection of society in respect of inmates released on parole or subject to mandatory supervision. It may revoke the release of any individual on mandatory supervision or parole. It also serves by making investigations and recommendations with regard to the exercise of clemency.

Since September 1, 1978, it has been possible, by law, for any province to establish its own parole board. To date, Ontario, Quebec and British Columbia have exercised this right under the Parole Act. These boards have jurisdiction over all inmates serving definite sentences in provincial institutions.

# Organization of the National Parole Board, 1981-82



## Highlights of 1981-82

The National Parole Board moved on a number of fronts in 1981-82 to refine programs and procedures and to develop policies in other areas to meet the changing needs of the parole system.

In conjunction with The Correctional Service of Canada, the Board developed an interim policy on expanded delegation of authority to wardens of institutions for granting unescorted temporary absences; in consultation with the provinces, it sought to improve procedural safeguards and the level of services provided to inmates in provincial and federal institutions, and it sponsored a conference on discretionary powers in the correctional system.

Other activities included meetings with the Canadian Association of Paroling Authorities (CAPA), which comprises representatives of the National Parole Board and the three provincial parole boards (Ontario, Quebec and British Columbia), exchanging views on parole policies and procedures, creating the Professional Standards Committee and preparing its mandate, and developing a decentralized public information and communications strategy.

### 1. Study of Conditional Release

In 1981-82, the Board developed an interim policy on the expanded delegation of authority to institutional wardens for granting unescorted temporary absences. The policy reflects some of the recommendations contained in the Solicitor General's Study of Conditional Release, completed by a special Working Group in March, 1981. The Board will continue to implement other recommendations in 1982-83.

### 2. Procedural Safeguards

Procedural safeguards are designed to ensure that the interests of both society and inmates are fully considered, including Canadian Charter of Rights and Freedoms, when decisions to either grant or deny parole are made.

An amendment to the Parole Regulations extended these safeguards as of April 9, 1981, by adding the right to assistance at hearings for inmates. Assistance at hearings is intended to provide an opportunity for inmates to ensure that all facts and circumstances in support of their release are presented to the Board in a clear and articulate manner.

The question of providing information in writing to parole applicants generated much activity. However, because of financial and workload constraints, extensive plans to introduce this program had to be revised. It was decided to postpone the sharing of information in writing and to continue with a program of oral sharing prior to parole hearings.

### 3. Clemency Review

In 1981, a comprehensive review of the federal government's clemency powers was initiated, for which the Board is working with an inter-departmental working group; the review is still in progress. People from many segments of the criminal justice system are involved in developing the study findings and recommendations.

### 4. Services to Provinces without Parole Boards

Parole decisions in provincial cases are made by the National Parole Board, except in Ontario, Quebec and British Columbia, which have their own provincial boards.

Discussions were held between the Board and the provinces and territories without parole boards to re-evaluate and improve the level of services provided by the Board to inmates in provincial or territorial institutions. Several meetings were held with provincial officials. Most of the discussion focussed on moving toward a more streamlined form of case preparation.

### 5. Other Activities

#### a) Conference on discretion

Near the end of 1981-82, the Board held a conference on discretion in the correctional system to address the question of discretionary powers as exercised by various federal criminal justice system commissions and organizations.

More than 300 delegates participated, representing various federal and provincial correctional agencies, the private sector and universities, as well as correctional systems in other countries.

Issues raised at seminars, organized in the provinces and territories in preparation for the conference, served as a basis for the agenda. Discussions revealed that the delegates' main preoccupation was with efforts to reduce discretionary powers in the correctional system.

A collection of papers and speeches from the conference will be published in 1982-83 in an effort to foster continued discussion on the various aspects of discretionary powers.

#### b) Canadian Association of Paroling Authorities (CAPA)

The Canadian Association of Paroling Authorities (CAPA), which includes representatives from the National Parole Board and the three provincial parole boards, was formed to exchange views on parole policies and procedures of interest to the four Canadian paroling authorities. In 1981-82, CAPA held two meetings.

A major commitment was made by CAPA members to delegate authority to each other to suspend parole. The federal-provincial agreement would allow delegated officials of any of the boards to suspend the conditional release of parolees who enter their respective jurisdictions.

Among other topics of common concern were: a philosophy and principles of parole discussion paper; the definition of standard and special conditions of parole; the sharing of statistical information; parole by exception and the relationship of CAPA to its American counterpart, the American Paroling Association.

#### c) Professional Development Program for Board Members

A professional development program was established to introduce new Board members to the field of conditional release and to assist current Board members.

The in-depth briefing and familiarization session is presented with the aid of the relevant legal documentation and an audio-visual review of the history of the Board, its organizational structure, parole hearings and votes and two interviews with inmates applying for conditional release.

#### d) The Professional Standards Committee

Towards the end of 1981-82, a Professional Standards Committee was created and given a mandate to

develop professional standards for decision-making with respect to adherence to legislation, regulation, policy and procedures, application of procedural safeguards and the review of inmate files. It would also implement a system to monitor the decision making process with respect to professional standards

and identify training and informational needs of Board members.

The Committee is intended to ensure that the national character of the Parole Board is maintained and that the methods of ensuring high quality in the decision making process are securely in place.

## Operational Overview 1981-82

With an annual budget of \$10.5 million and a total staff of about 285, including Board Members, the operational activities of the National Parole Board play an important role in a number of key areas. Chief among these are:

### Clemency

Applications for pardon under the Criminal Records Act are received by the Solicitor General and sent to the Board for investigation and recommendations.

The Board carefully examines the investigations, conducted in most cases by the Royal Canadian Mounted Police, and submits its recommendations to the Solicitor General. The final decision on granting of pardons is made by the Governor-in-Council.

During 1981-82, 8,575 applications were received, an increase of 600 from 1980-81. Of these, 1,522 were returned to applicants because they were premature. Pardons were granted to 5,039 individuals and 135 applications were refused. During the fiscal year, 71 pardons were revoked by the Solicitor General.

The Board, through the Solicitor General, also receives applications for con-

sideration under the Royal Prerogative of Mercy. Pardons under this Prerogative were granted in 12 cases; six were denied. Thirty-two cases remain under investigation.

### Re-Examination of Board Decisions

When the Board denies an inmate day parole or full parole, or revokes parole or mandatory supervision, the inmate may request that a re-examination of the decision be made by the Board's Internal Review Committee. Members of the Board who did not participate in the original decision re-examine the case and may uphold, modify or reverse the disputed decision.

In 1981-82, the Board accepted to review 633 federal and provincial cases. About 80 per cent (516) of the decisions rendered by the Internal Review Committee affirmed the prior decision.

There were 48 releases resulting directly from decisions of the Internal Review Committee and 37 releases which resulted from a new panel hearing ordered by the Committee. Thus, 13.2 per cent of the decisions taken on appeals resulted directly or indirectly in the inmate's release. Including the results of hearings (but excluding one



grant of day parole which was cancelled), there were 119 decisions which were in some way favourable to the inmate, representing 18.4 per cent of the cases considered by the Committee during the year.

### **Privacy Co-ordination**

Requests made under Part IV (Protection of personal information) of the Canadian Human Rights Act are the responsibility of the Privacy Co-ordination Section of the National Parole Board.

The Human Rights Act stipulates that individuals are entitled to seek access to files containing personal information on themselves and used for administrative purposes. This allows them to ascertain the uses made of their files, to request correction of the contents of any records which they believe contain errors or omissions and to require a notation on any such record even though corrections have been denied.

In addition, a government institution must seek the individual's written consent before any personal information given to that institution may be used in decision-making relating to that individual if the information is to be used for a purpose other than that for which it was compiled.

In 1981-82, there were 247 requests from individuals for access to Parole Board files, 13 requests for correction and one request for annotation. Further, The Correctional Service of Canada asked for a review of 406 files.

The Privacy Co-ordination Section also completed review of 31 requests for access which were outstanding on March 31, 1981. At the end of the fiscal year, there remained 55 requests for access and two requests for correction to be reviewed and carried out in 1982-83.

### **Personnel Activities**

The Board implemented an employee performance evaluation program in

1981-82, one which encourages open discussions between employees and their supervisors. The analysis of an employee's achievements over a determined period facilitates an overall performance evaluation and permits the preparation of a new work plan if necessary. Thus, both employee and employer have the opportunity to discuss measures that might be taken to improve the employee's career opportunities.

Information sessions were held in 1981-82 with regional administrators and members of the Training and Development Advisory Committee to integrate the Board's system of administration and staff training with that of Treasury Board. The new administrative procedures will be implemented in April, 1983, and in-depth review of staff training and development will continue in the new fiscal year.

The Staff Training and Human Resources Planning section has completed the first steps towards establishing an automated inventory of the Board's human resources. Once established, the inventory will allow the Personnel Division to offer a more extensive service to managers, helping to ensure increased efficiency in human resource management.

### **Finance and Administration**

Finance and Administration is responsible for the design, administration and maintenance of financial support systems within the National Parole Board, including analysis and advice. It also provides material management, real property management, records management, telecommunications, security and directives management services.

### **Planning and Analysis**

The Planning and Analysis Division worked extensively on a follow-up to the Study of Conditional Release which was completed in March, 1981.

Discussions continued on improving National Parole Board services to inmates in the provinces and territories with no parole boards. Several meetings were held with provincial officials during which most discussion focussed on moving toward a more streamlined form of case preparation.

Another major thrust was toward the automatic review of all federal cases at the time of first eligibility for parole, including careful analysis of the operational implications and policy development.

### **Communications Program**

During 1981-82, the Communications Division implemented a comprehensive plan aimed at achieving public perception of the parole system as an essential instrument in administering criminal justice and enhancing the social health of the community at large.

To achieve this, the Division engaged in a number of activities, including:

#### **a) Public Information/Education**

The basic thrust in 1981-82 was in publications. More than 68,000 copies of nine Parole Board publications, explaining the Board's role and activities, were distributed to criminal justice system organizations, agencies and the general public.

Articles were prepared for a number of criminal justice system publications. Press releases, speeches and public briefing documents were written and distributed to various audiences.

#### **b) Exhibits and Audio-Visual Materials**

The intradepartmental Committee on Exhibits co-ordinated production of Ministry exhibits for the Canadian National Exhibition, Pacific National Exhibition, Expo-Québec, the Canadian Association of Chiefs of Police annual meeting,

the Canadian Association for the Prevention of Crime congress and a meeting of the Atlantic Provinces Criminology and Corrections Association. The Board also mounted exhibits in various cities across the country.

A slide show, designed to explain the role and functions of the Board to general audiences, was completed.

#### **c) Public Education and Information Advisory Committee**

The Board's Public Education Committee, which was established to study public affairs and to guide and assist the implementation of the national communications program, met several times in 1981-82, continuing its support of the Communication Division in carrying out

a long-term national public information program.

### **Official Languages Program**

For a second consecutive year, the Board was exempted from the requirement of submitting its official languages annual report for approval by Treasury Board. This was the result of continued effort which allowed the Board to reach a high level of bilingualism.

In 1981-82, 95 per cent of all bilingual positions were occupied by employees who met the language requirements. This ensured the capability of the Board to provide service in both languages. There were 3,844 hearings held in English and 1,341 held in French, reflecting the Board's concern to provide service to inmates in the language of their choice.

split in jurisdictions between federal and provincial authorities, the Board has two major goals for 1982-83 designed to standardize and improve the level of service to all inmates.

The goals are:

- to seek to develop standardized parole conditions for inmates under federal jurisdiction and those under the jurisdiction of the established provincial parole boards; this will be accomplished by regular meetings throughout the year of the Canadian Association of Paroling Authorities; and
- to further reduce the disparity in parole services provided to provincial inmates under the jurisdiction of the National Parole Board. Discussions will continue with the seven provinces and two territories without parole boards to reduce existing inequities and to standardize procedures and processes. Implementation of a streamlined case preparation process is planned for 1982-83 and a communications program will be initiated to encourage more provincial inmates to apply for parole.

### **Improving Community Relations**

One of the Board's objectives is to ensure that community values are reflected in the decisions of the Board and that the role of the community in the Board's functions is visible to the general public.

In 1982-83, the Board will further develop a communications policy stressing the importance it places on open relations with the public. Agreements in this regard will be reached with, and will initiate action with, related components of the criminal justice system. Emphasis will be placed on providing factual information to the media, the judiciary, police forces and educational institutions. In addition, the Board will continue to use Temporary Board Members and Community Board Members to consider serious

## **Initiatives for 1982-83**

In 1982-83, the Board will continue developing and refining its policies and procedures to maintain its effectiveness in responding to the changing demands of society and the criminal justice system. The Board has four specific major initiatives for 1982-83.

### **Responding to the Solicitor General's Study of Conditional Release**

During 1981-82, the Solicitor General issued a report on conditional release programs. In 1982-83, the Board will respond to this report. In formulating this response, the Board will review its philosophy and the principles governing

conditional release and will initiate action with respect to the accepted recommendations.

In addition, it will conduct research into a broad range of factors impinging on its decision-making practices. This will provide additional information on which policies for the future can be established.

### **Contributing to the Development of an Efficient and Cohesive Parole System**

Owing to the complex nature of Canadian parole activities and the



cases. It is expected that this strategy will result in increased public understanding and acceptance of the concept of conditional release and the operation of the Board.

### Improving the Efficiency of Resource Use

Escalating criminal justice system costs, competition among its components for resources and restraint in government spending require that the Board implement strategies to reduce or maintain costs. In line with this initiative, the following activities will be undertaken during 1982-83:

- an improved Management Information System will be implemented;

- the performance information system will be improved;

- additional resources will be allocated to program evaluation and operational audit;

- the planning process will be refined with an increased capacity for strategic planning and resource allocation; and

- specific improvements will be introduced to reduce the time required to process applications for pardons and the exercise of the Royal Prerogative of Mercy.

## Statistical Review of National Parole Board Decisions

### 1. Full Parole (federal)

Federal inmates are automatically considered for full parole at their parole eligibility date, which is determined by the terms of the Parole Act.

During fiscal year 1981-82, 3,968 federal inmates became eligible for parole and 1,627 were granted parole.

Table I

Number of Federal Inmates Eligible For Full Parole and Decisions Rendered

	1979-80		1980-81*		1981-82*	
	Number	%	Number	%	Number	%
Granted	1,482	38.4	1,374	39.0	1,627	41.0
Denied	2,381	61.6	2,192	61.0	2,341	59.0
Total	3,863	100.0	3,566	100.0	3,968	100.0

\* Includes those granted for extradition purposes.

### 2. Full Parole (provincial)

Unlike federal inmates, provincial inmates must apply for full parole. Of 1,725 applying in 1981-82, 1,021 were granted parole.

Table II

Number of Provincial Inmates Eligible for Full Parole and Decisions Rendered\*

	1980-81			1981-82		
	Atlantic	Regions Prairies	Pacific**	Atlantic	Regions Prairies	Pacific**
Applications						
Granted	471	359	3	580	435	6
Denied	229	303	11	336	366	2
Total	700	662	14	916	801	8

\* Includes those granted for extradition purposes.  
\*\* Some cases are from the Yukon.

### 3. Federal and Provincial Full Parole Terminations

In the majority of cases, federal and provincial full parole supervision periods terminating in 1981-82 ended with the offenders having respected the conditions of their release.

However, 357 federal and 173 provincial terminations were revocations resulting in imprisonment, either for commission of a new offence or for a technical violation of the conditions of release.

Table III

Number of Federal and Provincial Full Parole Terminations

	Federal		Provincial	
	Number	%	Number	%
Regular Expiry	972	71.1	817	82.4
Revoked (no offence)	206	15.1	159	16.0
Revoked (with offence)	151	11.0	14	1.4
Other*	38	2.8	2	0.2
Total	1,367	100.0	992	100.0

\* Includes termination by death or other circumstances.

### 4. Mandatory Supervision Terminations

Mandatory supervision applies only to federal offenders. The Parole Board has no discretion as to the release of those offenders who are placed under supervision of the community until their warrant expiry date. However, in 1981-82,

1,190 offenders had their mandatory supervision revoked after its commencement by the Board, resulting in their imprisonment, either for commission of a new offence or for a breach of release conditions.

Table IV

Number of Mandatory Supervision Terminations

	Federal		Provincial	
	Number	%	Number	%
Regular Expiry	1,129	47.2	1,326	51.0
Revoked (no offence)	642	26.8	682	26.3
Revoked (with offence)	534	22.3	508	19.5
Other*	88	3.7	82	3.2
Total	2,393	100.0	2,598	100.0

\* Includes termination by death or other circumstances.

### 5. Day Parole

Day parole is a form of gradual release from an institution intended to serve as a testing program. Both federal and provincial inmates must

apply to be considered for day parole. Day parole may also be considered, at any review for full parole, without an application for day parole being required.

**Table V**

*Number of Federal Inmates Applying for Day Parole, and Decisions Rendered*

	1980-81		1981-82	
	Number	%	Number	%
Granted	2,787	61.0	3,401	66.0
Denied	1,763	39.0	1,791	34.0
Total	4,550	100.0	5,192	100.0

**Table VI**

*Number of Provincial Inmates Applying for Day Parole, and Decisions Rendered*

	1980-81		1981-82	
	Number	%	Number	%
Granted	334	77.0	308	67.1
Denied	99	23.0	151	32.9
Total	433	100.0	459	100.0

### 6. Number of Persons Under Supervision

As of March 31, 1982, there were 6,541 federal and provincial offenders being supervised in the community by federal corrections authori-

ties. The majority of these were on full parole (3,526) while 1,232 were on day parole and 1,783 were on mandatory supervision.

# The Correctional Service of Canada

## Mandate

The Correctional Service of Canada is responsible for administering the sentences of the courts as well as the decisions of the National Parole Board affecting the release of offenders sentenced to two years or more.

## Organization

The Service is organized at three levels of management—National, Regional and Institutional/District Parole Office.

The National Headquarters component, located in Ottawa is responsible for program implementation, policy development, national planning and monitoring, evaluation and audit of policy.

There are five regional headquarters:

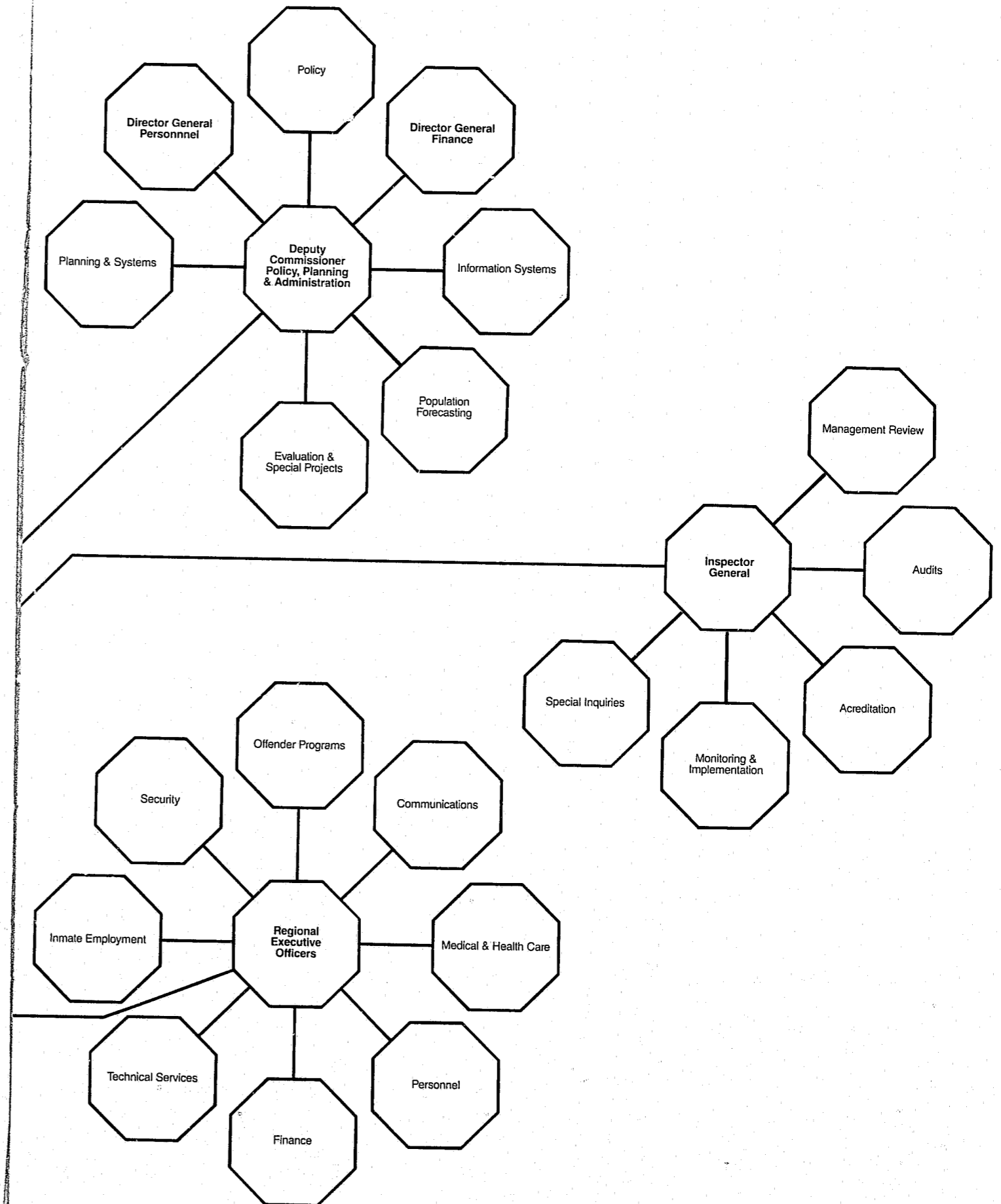
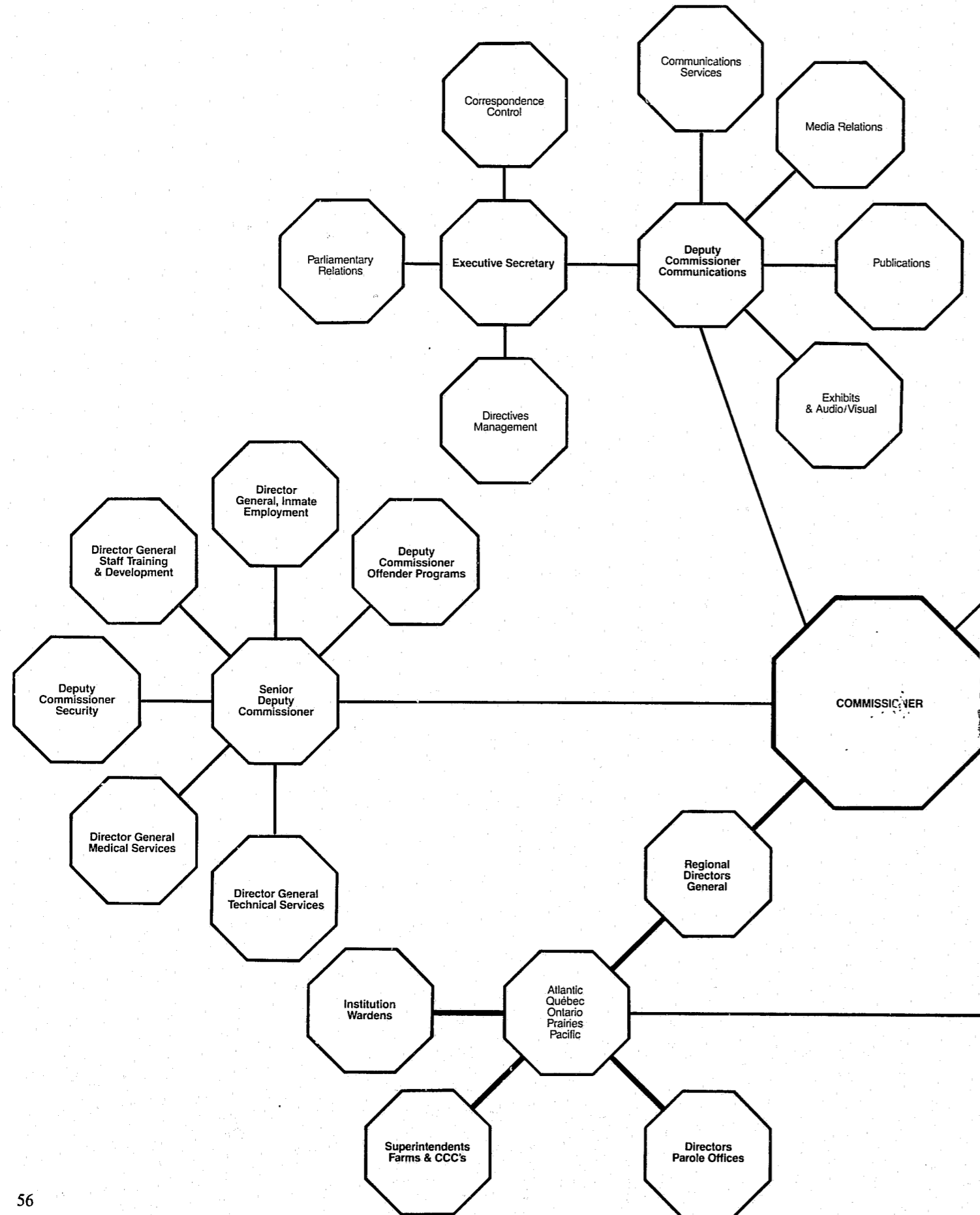
- Pacific Region — Abbotsford, British Columbia
- Prairies Region — Saskatoon, Saskatchewan
- Ontario Region — Kingston, Ontario
- Quebec Region — Montreal, Quebec
- Atlantic Region — Moncton, New Brunswick.

These regional components are primarily concerned with the co-ordination of program implementation and with the effective use of resources in the operating units under their jurisdiction.

At the operational level, the CSC program is delivered through 41 institutions, 18 community correctional centres and 74 parole offices. The organization of the Service is illustrated on page 56.

The Commissioner of Corrections is the senior executive accountable to the Solicitor General for the management of The Correctional Service of Canada. The Senior Management Committee is the principal vehicle through which he establishes his policy decisions and monitors progress in relation to stated objectives. This committee comprises the Commissioner, the five Regional Directors General and the branch heads in National Headquarters responsible for the various programs.

# ORGANIZATION OF THE CORRECTIONAL SERVICE OF CANADA (1981-82)



## Objectives

The Correctional Service has identified seven activities which best reflect what the Service is doing and how it is performing.

The major objectives of these various activities are:

### Planning and Management

To manage the Service in a manner which protects the public, meets the conditions of sentences imposed by the courts, allows offenders the opportunity for personal reformation, creates an aware and supportive public, contributes to the further development of a just, effective and humane criminal justice system and minimizes the cost of achieving all these.

### Custody of Inmates

To ensure secure custody and control of inmates in order to minimize the risk of harm being inflicted by inmates on the public, the staff, other inmates or themselves, while, at the same time, meeting recognized international standards of humane treatment.

### Education, Training and Employment of Inmates

To prepare inmates for their return to the work environment by providing opportunities for employment, and for academic and vocational training leading to recognized certificates of achievement or skills. To ensure further that inmates make a maximum contribution to defraying the overall cost of their incarceration.

### Offender Case Management

To prepare offenders for their return to the community as useful citizens, by providing counselling services and opportunities for social, emotional, physical and spiritual development, and by community supervision of offenders on conditional release. To ensure fair and humane treatment of offenders, including recognizing and protecting their rights while under the authority of The Correctional Service.

### Health Care

To provide inmates with access to health care and medical, psychiatric and dental treatment of a quality consistent with currently accepted Canadian practices and standards.

### Technical Services

To provide, on a timely basis and at acceptable quality and cost, food, clothing and all other material requirements for inmates and staff in institutions. To further provide supporting services, including institutional maintenance and cleaning, transport, telecommunications and fire protection as well as distribution and disposal for all classes of stores and equipment. To design, construct and maintain buildings and facilities according to the needs and priorities of the Service.

### Administration

To ensure effective use is made of human resources by providing advice to management on fulfilling personnel management responsibilities and by providing services in respect of manpower planning, training and development, recruitment, job evaluation and staff relations.

To provide efficient and effective administrative services.

## Summary of Significant Highlights and Achievements

During fiscal year 1981-82, the major highlights and achievements of The Correctional Service were:

- three additional institutions and 13 additional district parole offices were accredited as part of a comprehensive accreditation program under the auspices of the Commission on Accreditation for Corrections;
- a 10-year, \$255 million (1979 dollars) accommodation plan was adopted by the Service. Construction and capital spending is approved on a project-by-project basis;
- the average daily on-register inmate population increased by 3.3 per cent over 1980-81, while the average daily number of offenders on parole and mandatory supervision declined by nearly 4 per cent;
- actual expenditures in 1981-82 were \$500.3 million dollars, an increase of \$79 million over 1980-81. The additional expenditures for the year were accounted for by increased cost of salaries and purchases due to inflation, inventory upgrading, statutory benefits and a new inmate work and pay program;
- the average annual cost of maintaining each offender in 1981-82 was \$29,658, up 15 per cent from the previous year (or \$20,167, up 3 per cent in 1977-78 constant dollars);

- a completely new inmate pay system was introduced to add incentives for inmates to re-train and work. Inmates can now earn from \$3.15 to \$7.55 for a day's work. The inmate employment level was maintained at 72 per cent of the total population;

- the new private family visiting program, introduced last year, has been expanded to seven institutions. Plans have been developed to extend this program to all medium security institutions;

- a new Correctional Officer Recruitment Program (CORP) and a new management infrastructure to standardize staff training and development across CSC were successfully put in place. The only major organizational change during the year was the creation of a staff training and development branch reporting directly to the Senior Deputy Commissioner;

- revenue generated through inmate employment amounted to \$12,668,000 in 1981-82, up 11 per cent from the previous year;

- a new policy designating institutions according to new security levels came into effect. Minimum security is now designated as - S1 and S2; medium security - S3 to S5 and maximum security - S6 to S7. As well, provision was made for multi-level security institutions. This more refined reclassification of institutions is linked to a further study concerning the reclassification of inmates; and

- a Memorandum of Understanding was signed between the Interfaith Committee on Chaplaincy and The Correctional Service, establishing a new approach to chaplaincy services in CSC institutions.

## Major Goals, Initiatives and Results

The Correctional Service works on a continuing basis, to systematically refine, improve and enhance the management of existing activities. Its goal is to maintain or improve effectiveness while, at the same time, maintaining or reducing overall costs. New programs are introduced only if it is demonstrated they substantially contribute to effectiveness without increasing expenditures.

Each of the seven major activity areas of the Service is, where appropriate, divided into sub-activities. An illustration of the Service's activity structure along with actual expenditures for 1981-82 is presented in Figure 2. The accountability of managers and the activities for which they are responsible are clearly defined through the structure, and the organization is designed to reinforce this accountability. Each of the activities is represented by an organizational unit at the Ottawa and Regional Headquarters and at each institution. The following sections describe the major activities, their goals for 1981-82, the results achieved and the goals for 1982-83.

### 1. Planning and Management, and Administration

In this report, the planning and management activity and the administration activity are presented together.

### Planning and Management

Several key management groups, located both in Ottawa and the five

regions, make up this activity. The Office of the Commissioner is responsible for the overall management of the Service, while Senior Management controls and manages the regions and institutions.

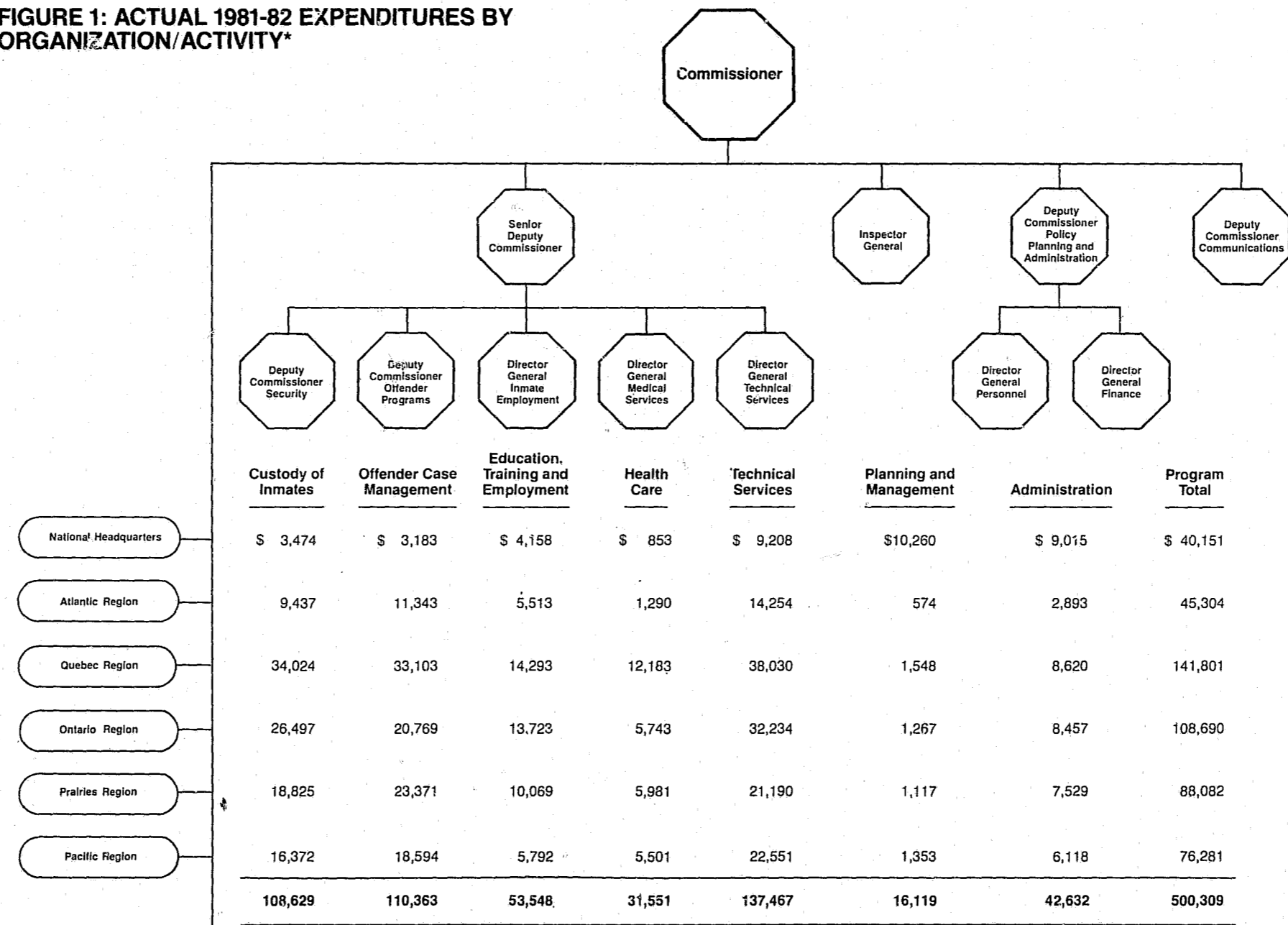
*The Inspector General* inspects institutions for compliance with standards and policies, investigates irregularities and continuously audits the management, financial and personnel functions of CSC. The Inspector General also spearheads efforts to obtain accreditation for all CSC facilities from the Commission on Accreditation for Corrections.

*Policy and Planning* includes policy development, long-term planning, system development and an ongoing evaluation of the Service program. It also initiates improvements to the program evaluation function and develops workload and post standards.

*Communications* promotes public awareness, understanding and participation in The Correctional Service. Primary functions include media relations, responding to public enquiries, improving relations with public and private agencies in the criminal justice system and delivering a variety of communications services such as publications, exhibits and audio-visual programs.

*Executive Secretary* which, during 1981-82, became a division of the Communications Branch, manages the support systems at National Headquarters in Ottawa for correspondence control, parliamentary relations, records management, conference services, word processing and telecommunications.

**FIGURE 1: ACTUAL 1981-82 EXPENDITURES BY ORGANIZATION/ACTIVITY\***



\*Includes both operating and capital expenditures in thousands of dollars.



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## Initiatives and Results

### (i) Exercising more precise control over resources

CSC identified three areas for attention in an attempt to provide better control over resources. These were:

- improving the systems for controlling overtime, with the ultimate goal of reducing overtime charges;
- developing post standards and workload formulae; and
- improving program evaluation which provides objective and timely information to management.

To quantify this initiative, CSC developed two major indicators: the person-year:offender ratio\* and the cost per offender.

CSC established a goal of reducing the person-year:offender ratio from .663:1, to .600:1 by 1990. As well, for the next two years, the Service is attempting to hold the inflation-adjusted cost per offender at a constant level.

Past attempts to reduce overtime had varying degrees of success. An overtime task force, established during the fiscal year, tabled its report in December, presenting a somewhat clearer understanding of the factors contributing to overtime and suggesting a number of remedies to reduce overtime usage. Although there was a net increase of 2.5 per cent in total overtime hours compared to 1980-81,

significant efforts to control overtime were not initiated until September, 1981. During the last half of 1981-82, overtime hours declined by six per cent compared to the same period the year before. As well, a system was established to monitor overtime on a continuing basis.

In 1980-81, the person-year:offender ratio was reduced to .659:1 from a 1979-80 level of .663:1. The target for 1981-82 was .666:1, and this target was achieved. Actual person-year:offender ratio returned to .663:1, the 1979-80 level.

Another major goal was to maintain zero growth, in 1977-78 constant dollars, in the operating cost per offender. These costs rose by approximately 10 per cent over the 1977-78 base of \$17,800 to \$19,518 in 1980-81. The target for 1981-82 of \$19,027 was not achieved. Actual cost, in 1977-78 constant dollars, was \$20,167 or 13 per cent over the target base.

In keeping with the major goal of exercising more precise control over resources, a major new financial information computer system was piloted in the Atlantic Region and prepared for implementation across CSC. The central thrust of FINFO - financial information - is to bring accounting in institutions on-line with regional and national headquarters and return to institutional and district directors improved financial decision-making ability. FINFO's inmate accounting application, the first of several, began

as a pilot project at Dorchester Penitentiary in June, 1981, and within a year was in use by at least one facility in every region.

Further development took place in another major computer system, OIS - Offender Information System. OIS has, in its data bank, physical descriptions of 40,000 inmates and former inmates, and information on particular events such as inmate transfers, conditional release and work assignments. The system was designed to evolve in a modular format so managers can readily access information on sentence administration, criminal profiles and a wide range of operational data.

### (ii) Achieving accreditation from the Commission on Accreditation for Corrections

CSC is committed to gaining accreditation from the Commission on Accreditation for Corrections for each of its institutions and parole offices. Where feasible, the Service is also working towards gaining accreditation from appropriate provincial bodies for both its education and training programs and for its medical facilities. Based on experience to date, it is recognized that accreditation stimulates management and staff to quantify and evaluate the services they provide; forces clarification of policy and procedures; provides a better basis of accountability and boosts staff morale through recognition of effort.

The target established by the Inspector General's Branch for 1981-82 was to gain accreditation for three institu-

\* In this report, the term "person-year" (PY) means the employment of one person for one full year or the equivalent thereof.

tions, including one community correctional centre, and for 13 district parole offices. This goal was achieved. As of March 31, 1982, eight institutions and community correctional centres and 16 district parole offices had been accredited.

(iii) *Other initiatives*

Within the Communications Branch, a detailed five-year plan aimed at improving the total communications program of CSC was developed and approved by the Senior Management Committee. Over the next few years, a variety of strategies will be implemented to promote positive relationships and mutual understanding with various publics including elected officials, CSC staff, volunteers and special interest groups, the general public, the media, and inmates and parolees.

Fiscal year 1981-82 marked the first full year of operation for a new work planning system. The system sprung from the Improved Management Practices and Controls (IMPAC) survey by the Comptroller General begun in April, 1979. Under the direction of the Deputy Commis-

sioner, Policy, Planning and Administration, IMPAC was linked to all major undertakings of the Service. These included its goal-setting for organization, planning, evaluation, control, management information system, auditing and overall decision-making.

**Performance Goals for 1982-83**

The performance goals for the planning and management activity for 1982-83 are:

- to reduce CSC overtime expenditures to an amount equivalent to 10 per cent of regular salaries;
- to obtain accreditation from the Commission on Accreditation for Corrections for 15 institutions and four community correctional centres;
- to improve the quality of the management information system at institutions; and
- to further improve the financial management information systems through automation and the development and implementation

**Resource Summary**

	1981-82		1981-82		1980-81
	Actual	Budget	Actual	Budget	Actual
	(in person-years)		(in thousands of dollars)		
Planning and Management					
Office of Commissioner	3	3	\$ 249	\$ 604	\$ 334
Senior Management	104	107	5,061	5,457	4,572
Inspector General	30	33	1,541	1,946	1,280
Policy and Planning	79	80	5,547	4,697	4,556
Communications	42	37	2,305	2,032	1,710
Executive Secretary	42	46	1,416	1,337	1,345
<b>Total</b>	<b>300</b>	<b>306</b>	<b>16,119</b>	<b>16,073</b>	<b>13,797</b>

of modern industrial cost accounting methods.

**Administration**

**Description**

Administration operates institutional and regional managerial support systems in sentence administration, records management and administrative services.

Personnel administers personnel management including staff relations, classification and compensation, staffing, official languages, equal opportunities and other personnel functions.

Staff Training and Development was reorganized under a Director General reporting directly to the Senior Deputy Commissioner, to emphasize the high priority it would be accorded in the coming years. The Branch operates five regional staff colleges, which provide induction and refresher courses for correctional staff employed in the institutions and orientation courses for non-correctional staff.

Finance administers the CSC's financial support system, including design and maintenance of general and cost accounting systems, and provides regular financial analysis and advice on existing and new program proposals.

**Initiatives and Results**

(i) *Providing more complete and comprehensive manpower planning and training*

Staff training and development was a major priority during the year. Efforts were initiated to develop a nationally managed training system and new national induction training facility for security and living unit recruits. The National Training Council, established in February, 1981, to develop, implement and

monitor training policies, plans and practices, gave rise to the development of a Training Needs Identification Instrument and a Curriculum Design for new training programs.

In July, 1981, the new Staff Induction Centre opened at Kingston, Ontario, and immediately began conducting the Correctional Officer Recruit Program (CORP) for anglophone trainees. Franco-phone candidates continued training at the Laval Staff College.

Greater attention to providing more complete and comprehensive training for all staff was reflected during the year by a new Orientation Program for non-CX employees, which got underway in March, 1981, and by the Human Relations Course for CX employees.

Groundwork was laid during the year for creation of a National Correctional Staff College, to ensure that staff training was consistent on a national basis. Preliminary steps involved reorganizing staff training resources, including those of the regional staff colleges, under the Director General of Staff Training and Development. Effective date of the transfer of these resources was April 1, 1982.

In addition, a career development process was designed in conjunction with the performance appraisal system in order to identify high potential employees for necessary training and/or development to meet the Service's on-going human resource needs.

The Personnel Branch undertook to develop a nationally managed recruitment and selection process for correctional staff (COS, LUF, WP) in order to ensure better human resource planning.

The Correctional Service is a labor-intensive organization, with personnel costs (including statutory contributions to employee benefit plans) constituting more than 67 per cent of total operating costs.

**2. Custody of Inmates**

Custody of inmates activity can best be described in terms of its four elements:

*Operational Security* is the major component of the security system. It involves supervision of inmates from fixed or mobile posts and observation by staff trained to foresee and prevent security problems. This component provides the fences, towers, barriers, locking devices and other physical and technical controls to ensure security.

*Preventive Security* gathers and analyzes security related intelligence. It is responsible for developing and operating an inmate profile system, compiling and analyzing incident reports and installing institutional security clearance procedures.

*Privacy Coordination and Records Management* administers those sections of the Canadian Human Rights Act pertaining to the rights of privacy and the protection of personal information. It also manages the Service's records and documentation forms. This group administers approximately 45,000 inmate records, a similar number of parole records and several thousand other administration records.

*Inmate Population Management* was established in National Headquarters to plan and control the distribution of inmates within the various categories of institutions across Canada. It is responsible for making the most effective use of cells. It recommends adjustments to and closing of facilities, controls the movement of maximum security inmates among regions, transfers inmates into and out of special handling units and national protective custody institutions and monitors the placement of inmates in segregation.

**Resource Summary**

	1981-82		1981-82		1980-81
	Actual	Budget	Actual	Budget	Actual
	(in person-years)		(in thousands of dollars)		
Administration					
Personnel	250	249	\$10,478	\$10,172	\$ 9,577
Staff Training	133	123	6,704	5,497	5,367
Administration	330	319	13,043	11,419	11,569
Finance	308	290	12,407	10,144	9,106
<b>Total</b>	<b>1,021</b>	<b>981</b>	<b>42,632</b>	<b>37,232</b>	<b>35,619</b>

## Initiatives and Results

### (i) Rationalizing the costs of custody while improving effectiveness

Initiatives in 1981-82 involved the improvement of shift scheduling, implementation of post standards, and the development of new techniques to enhance security and permit more efficient use of resources.

The Security Branch developed a standard duty roster which optimizes the use of security resources to meet its goal of improving shift scheduling. Implementation of the new duty roster in the Ontario, Quebec and Prairies regions is expected by early January, 1983, while the Atlantic and Pacific regions will implement the roster in conjunction with a post analysis review by April of that year.

Post standards were revised during 1981-82. Operational and preventive security in the institutions is provided by a series of posts, each comprising a set of security related tasks that one staff member is required to perform in one working day. A detailed analysis of post requirements was carried out for each institution. The number of posts and manning requirements of each were determined after considering security classification, size and layout of each institution. The post analysis thereafter began serving as the standard in setting person year goals in this activity.

Another initiative was the introduction of improved perimeter security techniques. The Security Branch, in cooperation with Technical Services, provided a thorough cost analysis for the introduction of the latest in electronic

detection systems, the Perimeter Intrusion Detection System (PIDS), in all S4 to S7 as well as multi-level institutions. This analysis formed the basis of a Treasury Board submission to spend \$36 million on the system, which will reduce the number of staff required for perimeter security positions by the equivalent of 269 person years over a four-year period beginning in fiscal year 1982-83.

Improved manpower planning and control led to the forecast of a downward trend in the person year:inmate ratio, a key indicator in this activity. The increased use of the living unit concept in institutions contributed to this downward trend. The 1980-81 person year:inmate ratio of .357:1 fell to .346:1 in 1981-82. This was partly offset by an increase in the number of living unit officers in the case management activity (the case management person year:inmate ratio increased from .179:1 in 1980-81 to .184:1 in 1981-82).

### (ii) Exerting national control on the deployment of the inmate population

The managing of highly dangerous and protective custody inmates is of particular concern. A number of serious incidents pointed up the need for national policies and procedures for the custody of highly dangerous inmates. As well, in response to an increasing number of requests for protective custody, national policies and procedures were required in this area.

During the year, particular attention and concern was addressed to the management of protective custody inmates. A multi-level security capability was developed for two institutions, dedicated to the handling of these inmates while allowing them a more

complete selection of institutional programming. The two dedicated institutions, Kingston Penitentiary and Saskatchewan Penitentiary, are in addition to smaller protective custody units located in other institutions across the country.

A new policy for the management of particularly dangerous inmates was implemented in December, 1980. Under the terms of this policy, inmates threatening the peace and security of an institution could be transferred to one of two high security Special Handling Units located within Millhaven Institution at Kingston and the Correctional Development Centre in Laval. At the beginning of fiscal year 1981-82, there were 104 inmates in the units and by March, 1982, a total of 125. The number of major, life-threatening events declined during the year, although minor security incidents and unsuccessful escape attempts increased.

### (iii) Responding to requests for information as a result of the Human Rights Act

Access to information became more of a concern as a result of the Canadian Human Rights Act, passed in March, 1978, and the proposed Access to Information and Privacy Act (Bill C-43). The Service experienced difficulties in responding to the many requests for information as a result of the Human Rights Act. It is expected that the proposed Bill C-43 would impose new demands, as citizens were allowed access to government records. To cope with information requests, a management information system was developed to integrate and co-ordinate all recorded information operations.

## Resource Summary

	1981-82		1981-82		1980-81
	Actual	Budget	Actual	Budget	Actual
Custody of Inmates	3,378	3,320	108,629	99,196	92,230

## Performance Goals for 1982-83

Performance goals for the custody of inmates activity for 1982-83 are:

- controlling the cost of custody through further improvements in shift scheduling, implementing revised post standards and use of the electronic Perimeter Intrusion Detection Systems at more institutions;
- reducing escape levels from medium and maximum security institutions;
- reducing the number of assaults by inmates on other inmates and staff;
- further developing a management information system to deal with increased information requests. Also, reducing the response time for processing information access requests to 60 days by 1983, in keeping with human rights and access to information legislation;
- developing further national policies and procedures in handling highly dangerous inmates and inmates under protective custody.

## 3. Offender Case Management

Case Management provides co-ordinated management and administration of the entire sentence of offenders, ensures that inmates receive maximum benefits from all available program oppor-

tunities, maintains assessment on all federal offenders and makes recommendations to the National Parole Board for conditional release on full parole, day parole or temporary absence.

The essence of the Case Management activity, individual program planning, begins soon after inmates enter an institution. It continues throughout both the institutional and conditional release phases. When offenders are assigned to living units, they are assigned to a case management team comprising a case management supervisor, a classification officer, a living unit officer and, as required, psychologists, security officers, teaching or medical staff. This team reviews all information on offenders and develops a program plan with each. Short and long-term plans consider the inmates' needs and objectives, the services and activities in which offenders will participate and plan for eventual transfer or conditional release. Offenders' participation and progress are monitored and they are informed regularly of their assessments.

Social and Community Programs provides offenders with the opportunity for social, emotional, physical and personal development through programs of recreation and physical fitness, library services, hobbies, arts and crafts, citizen participation and life skills. They also assist with programs for social and family relations and conduct special programs to meet the needs of female and other inmate groups. Another important function is to promote effective working relationships and to administer policy on the use of voluntary agencies for

services such as parole supervision and residential accommodation.

Offender Programs General has two major elements: Chaplaincy Services and Inmate Affairs.

Chaplaincy Services: Inmates are encouraged to develop the spiritual dimension of their lives through church services, discussion groups, religious education and pastoral visits and consultations with inmates and their families. Two chaplains, one Protestant and one Roman Catholic, are normally assigned to each institution with more than 350 inmates. Smaller institutions and other religions are served by outside clergy on a fee-for-service basis.

Inmate Affairs: This group ensures that inmates are treated fairly and humanely and are accorded rights provided in international conventions and the United Nations Standard Minimum Rules for the Treatment of Prisoners. These activities are carried out through investigation of inmate grievances and letters from both inmates and the public. More than 4,500 grievances are filed each year by inmates.

## Initiatives and Results

### (i) Reviewing and analyzing the current inmate classification process and its impact upon other elements of CSC

In July, 1981, the Senior Management Committee of CSC decided to implement an inmate classification matrix on a national basis. Pilot studies previously carried out in the Atlantic and Ontario regions convinced management that the new matrix, consistently applied, would support and complement the classification process. To this end, the Committee formed a working group to introduce the process nationally and pro-

vide an analysis of related issues evolving from this decision.

Extensive consultations with field working groups, the five regional headquarters, and national headquarters branches covered a number of issues such as overcrowding, critical requirements for additional protective custody, accommodation and under-utilization of minimum security institutions and contributed significantly to the scope and importance of the study. Although the final results will not be available until 1982-83, it is anticipated that the findings and conclusions of the report will have significant impact upon all areas of The Correctional Service. Work continued in the meantime at improving the case management process which was begun in 1980-81.

(ii) *Establishing appropriate programs for special offender groups such as long term, extremely young, sex offenders, females, Natives and handicapped*

Some special offender groups remained without specialized formal programs by the end of 1981-82. A policy for long term offenders was only in the developmental stage while a corresponding plan for Native offenders was also in an initial state.

However, significant improvements were made with regard to female offenders. An agreement was reached with the Province of Quebec for handling francophone female offenders in that province's facilities. Negotiations for similar programs with Alberta and British Columbia were undertaken. An inmate activity building at the Prison for Women began providing a full range of programs. Other programs are being opened for

female offenders by providing them access to programs in male institutions in the Kingston area.

Plans were also drawn up to establish treatment programs for sex offenders at selected institutions where significant numbers are housed. In addition, greater attention is being paid to this group at Regional Psychiatric Centres (see Health Care activity).

(iii) *Expanding private family visiting*

The private family visiting program, which began in December, 1980, was expanded to cover seven institutions by early 1981-82. Plans were completed for implementing the program at all medium security institutions. Under the program, an inmate can visit with a spouse, common-law partner, children, parents, foster parents, brothers and sisters, grandparents and perhaps in-laws for up to 48 hours in maximum security settings and up to 72 hours in medium security. Visits take place in private two or three-bedroom mobile homes located within the institutions.

(iv) *Expanding citizen participation*

To expand citizen participation, a new policy on volun-

teers and citizen escorts was drafted. This policy clears the way for more citizen activity in the institutions and with offenders in the community. A second major thrust of the policy is to encourage recruitment and management of volunteer services by the volunteer organizations themselves, thus avoiding duplication of effort.

(v) *Other initiatives*

A Memorandum of Understanding was signed by CSC and the Interfaith Committee of several churches in January, 1982. This agreement enables the Service to contract chaplains from various denominations for appointments similar to those of any parish in the community, while the chaplains retain their independence of any employee status with CSC.

A new agreement was concluded with Peru regarding the international transfer of offenders. During 1981-82, eight inmates were transferred from Canada to the United States while 16 were transferred from the U.S. to Canada and one from Peru to Canada. As of March 31, 1982, Canada had ratified agreements with the United States, Mexico and Peru.

**Resource Summary**

	1981-82		1981-82		1980-81
	Actual	Budget	Actual	Budget	Actual
	(in person-years)		(in thousands of dollars)		
Offenders Program—General	160	141	\$ 4,539	\$ 5,509	\$ 4,603
Social and Community Programs	336	352	19,337	20,873	18,371
Case Management	2,267	2,238	86,487	76,406	73,524
<b>Total</b>	<b>2,763</b>	<b>2,731</b>	<b>110,363</b>	<b>102,788</b>	<b>96,498</b>

**Performance Goals for 1982-83**

Performance goals for the offender case management activity for 1982-83 are:

- to facilitate individual program planning through the full implementation of a streamlined case management process;
- to provide appropriate programs for specialized offender groups including long term, female, native, extremely young, handicapped and sex offenders;
- to expand opportunities for private family visiting and increased citizen participation in correctional endeavors;
- to develop plans for implementing the accepted recommendations of the Inmate Classification Study.

**4. Education, Training and Employment of Inmates**

This activity has four main elements:

**Industries:** Goods are manufactured at 24 institutions in 122 different shops, ranging from small operations producing one or two units at a time, to larger operations producing high volumes of a few products on a production line basis. Major products include upholstered and modular office furniture, mail transfer boxes, mail bags, shoes and clothing.

Under the Penitentiary Act and Regulations, CSC is normally restricted to selling goods and services produced by inmate labor to federal, provincial and municipal governments and to charitable, religious or non-profit organizations. Approximately 73 per cent of sales are made to federal government departments and agencies. Marketing activities are directed from the Ottawa Headquarters and carried out by six sales representatives (one

in each region and one in the National Capital Region). Products are marketed under the registered trademark CORCAN.

**Education and Training:** This program is delivered to 22 schools operated in medium and maximum security institutions. Each school has a department of academic education and a department of vocational training. The academic department provides educational services ranging from literacy training to university degree courses. The vocational department provides training in various skills and in a number of trades. The academic and vocational curricula are gradually being integrated.

Each penitentiary school is supervised by an assistant warden, education and training, who is the school principal. Teaching is carried out by staff teachers as well as by teachers from municipal boards of education, colleges and universities under contractual arrangements. There were 250 staff and 107 contract teachers delivering these services in 1981-82.

**Agriculture operations:** The agricultural program comprises five farm and 15 greenhouse operations. Produce includes pork, beef, vegetables and dairy products. All products of agricultural operations are transferred to The Correctional Service's food services activity. It is estimated that some 30 per cent of the Service's food requirements are provided by the agricultural program.

**Inmate incentives:** This consists of a fund for inmate pay, inmate canteen purchases and miscellaneous items pertaining to inmate benefits.

**Initiatives and Results**

(i) *Developing a co-ordinated inmate incentive system*

During 1981-82, an entirely new work and pay program was implemented. The pro-

gram was developed and implemented primarily in response to the Parliamentary Sub-Committee Report on Penitentiaries (1977) as well as several detailed studies which called for improved inmate incentives.

The new inmate pay plan has two major objectives. The first, to provide a nationally standardized basis for the compensation of inmates; the second, to provide a system of remuneration for inmates based on the principles of pay for work and training, pay rate differentials reflecting the knowledge, skills, and abilities required to perform various jobs and increments within each rate of pay to compensate for the length of time in a position. Inmates can now earn from \$3.15 to \$7.55 per day, depending on the security level of the institution and the nature of the job.

The plan includes a completely revised inmate job classification system with pay rates assigned on the basis of value of work performed on an increasing scale as an inmate nears his release date. At the same time, inmates are now required to rent, purchase or pay a deposit on certain types of recreational equipment which had previously been issued free. Inmates are also obliged to maintain a higher savings account balance toward their day of release and the practice of allowing inmates access to monies from outside was stopped.

For 1981-82, \$9.5 million was budgeted for the new pay system. Of this, \$8.4 million was actually spent during the year.

(ii) *Revitalizing the Correctional Service industrial program (CORCAN)*

A major goal was to improve CORCAN's ability to contrib-



ute more toward reducing the operating costs of the Service. This was achieved by revitalizing industries with a focus on improved marketing, manufacturing, staff training, inmate productivity and increased employment of inmates.

Fiscal year 1981-82 was the first year in which sales were handled entirely by a private sector sales contractor (TETRAD Marketing/Sales Limited). Although sales failed to reach the forecast level of \$11 million, actual sales were \$8.1 million, an eight per cent increase over 1980-81. The introduction of the new inmate pay plan caused considerable difficulties in production shops, resulting in productivity decline in many of the industrial operations. Other limiting factors included increases in sales costs and in the cost of raw materials.

Many improvements to CORCAN's operating procedures were completed during 1981-82. The system was changed from a job-order-driven system to a system of manufacturing to a plan and selling from inventory.

A shop rationalization program was approved by the Senior Management Committee. This program included a review of all products being manufactured and, as well, individual shops and their efficiency and effectiveness within the overall industries program were examined.

Work began on a marketing plan which will provide a basis for planning program operations in the next five years.

(iii) *Increasing efficiency of the education and training division*

The education and training division planned to improve efficiency by increasing the number of inmates being trained without appreciably adding to the budget or person-year requirements.

The student:teacher ratio during 1981-82 was 7.1:1 compared to 6.7:1 a year earlier. The goal of reducing or containing the cost per student (in 1977-78 dollars) was not achieved. The cost per student increased by \$813, from 5,877 (in constant dollars) in 1980-81 to \$6,690 in 1981-82.

A nationally-standardized testing program (SCAT - School and College Ability Test) was introduced during 1981-82. Under this program, inmates were given the opportunity to take a 40-minute test of educational ability. Results are expressed in terms of grade levels.

(iv) *Other initiatives*

An average of 270 inmates were employed in the agribusiness and forestry program during 1981-82.

The production and distribution of food products did not increase as much as expected due to the CSC decision in 1981 to delay agribusiness expansion plans. The 1981-82 revenue from agribusiness, valued at current wholesale prices, was \$3.5 million. This does not take into account a number of goods and services provided by agribusiness on a non-revenue basis. They include the production of bedding plants, ground keeping, maintenance of roads and snow removal.

The Automated Data Processing division employed an average of 1.6 per cent of employable inmates (105 out of 7,098) during 1981-82. Some 470 different inmates worked in the ADP facilities during the year, then were either released or moved into other employment centres. Total revenue generated by ADP during 1981-82 was \$407,075. Sixty per cent of ADP markets were with the federal government.

Also in 1981, a new data capture facility was opened at Westmorland Institution as well as a word processing facility at the Prison for Women.

**Resource Summary**

	1981-82		1981-82		1980-81
	Actual	Budget	Actual	Budget	Actual
	(in person-years)		(in thousands of dollars)		
Industries	326	341	\$22,058	\$23,364	\$23,965
Education and Training	281	275	17,710	17,210	14,139
Agriculture Operations	70	73	4,805	5,308	3,805
Inmate Incentives			8,975	14,684	8,275
<b>Total</b>	<b>677</b>	<b>689</b>	<b>53,548</b>	<b>60,566</b>	<b>50,184</b>

**Performance Goals for 1982-83**

Performance goals for 1982-83 for the education, training and employment activity are:

- increase CORCAN's revenue by 15 per cent and the value of agribusiness products by 10 per cent over 1981-82, without appreciably increasing operating costs;
- expand the Automated Document Processing operation by adding facilities in the Atlantic, Quebec, Ontario and Prairies regions;
- contain inmate unemployment at seven per cent, or less of the total inmate population available for work;
- expand the distribution system for agribusiness products by supplying institutions in Alberta with goods produced at Saskatchewan farm;
- improve and expand existing forestry programs in the Atlantic and Pacific regions by standardizing methods and procedures and improving monitoring and control systems;
- increase the pupil:teacher ratio from a 1981-82 level of 7.1:1 to a new level of 8:1 and reduce or maintain the cost per pupil at the 1980-81 level.

**5. Health Care**

*Health Care Services:* There are 26 health care centres located in maximum and medium institutions and serving 41 institutions. Those institutions that cannot be provided with services due to their geographic remoteness from a centre make arrangements with clinics, hospitals and physicians in nearby communities. Health care centres are organized and staffed primarily to provide outpatient and ambulatory services, although a limited number of beds are set up for short

term bed care, including post-operative care, where hospital facilities are not required. Health care centres co-ordinate access to the full range of community medical services for diagnosis, treatment and rehabilitation when their own resources are not appropriate.

*Psychiatric Services:* Psychiatric services are provided on an inpatient and out-patient basis for all institutions. Short term or minor problems may be handled in the institutions by consultant psychiatrists and health care staff or by professional staff from Regional Psychiatric Centres providing an out-patient service. Patients requiring hospitalization or longer term care are transferred to either provincial facilities or one of three Regional Psychiatric Centres located in the Pacific, Prairies and Ontario regions. Quebec Region psychiatric services are provided exclusively by the Philippe Pinel Institute on a contractual basis.

**Initiatives and Results**

(i) *Evaluating psychiatric services*

The first major evaluation of a CSC program under the auspices of the Comptroller General of Canada got underway with a feasibility assessment for a complete evaluation of psychiatric services. The study was a precursor to an evaluation by a team of consultants with an expected completion date of late 1982.

At the beginning of 1981-82, one of the three regional psychiatric centres, the Regional Psychiatric Centre Pacific at Abbotsford, B.C., was fully accredited through the auspices of the Canadian Council on Hospital Accreditation (CCHA). A cost-benefit analysis was undertaken to determine whether CCHA accreditation should be sought in light of existing stringent standards for accreditation by

the Commission on Accreditation for Corrections.

A treatment program for violent and aggressive inmates was initiated at the Regional Psychiatric Centre in Abbotsford, British Columbia. The program had a successful year and a pilot program was planned for transfer of the concept to other institutions.

The Ontario Regional Psychiatric Centre in Kingston began routinely assessing all sex offenders entering institutions in the region. The voluntary assessments are part of an improved sex offender treatment program. Plans were completed by the Pacific Regional Psychiatric Centre for expanded and improved assessments of all inmates convicted of sex and violent offences. The new program in the Pacific Region is scheduled for full implementation during 1982-83.

The Pacific Regional Psychiatric Centre broadened its range of services to include treatment of inmates unable to function in a regular institution population due to the severity of their social inadequacy, low intelligence and personality disorders.

(ii) *Other initiatives*

Pacific Region institutions piloted a hygiene and sanitation program. A policy decision on implementation of the program was scheduled for 1982-83. Existing hygiene and sanitation guidelines contained some weaknesses in directing the periodic inspections of medical facilities. The new program upgraded the timeliness and detail to reflect currently-accepted medical practices.

The first major assessment of a standard health care records system was completed and revisions made in the existing



### Resource Summary

	1981-82		1981-82		1980-81
	Actual	Budget	Actual	Budget	Actual
	(in person-years)		(in thousands of dollars)		
Health Care	526	502	\$31,551	\$27,484	\$24,671

system. A draft policy on records management and the confidentiality and use of health care information was also completed. Approval of the policy in 1982-83 is anticipated.

A study on self-mutilation and suicide in CSC institutions generated a number of recommendations, to be implemented during 1982-83. In 1981-82, an educational package was incorporated into CSC training programs to help staff prevent and deal with inmate attempts at self-injury. This educational package was also shared with criminology departments of various universities, particularly in Quebec where interest was high.

Health care expenditures constituted approximately seven per cent of the 1981-82 Correctional Service operating budget.

## 6. Technical Services

This activity is broken into four main functions:

**Technical Services - general:** Manages the activity, including major construction projects, such as the building of new institutions or major renovations to older ones;

**Engineering, Architecture and Properties:** Maintains and protects the land and buildings, and supervises minor construction projects;

**Material Services Management:** Provides meals for inmates and duty meals for officers, housekeeping services, including inmate and officer clothing, and acquires stores and equipment and material for all activities;

**Telecommunications and Electronics:** Installs, tests and maintains electronic and telecommunications equipment. This group also provides input to the research and development of alternative means of security.

### Initiatives and Results

#### (i) Implementing the accommodation plan

Because considerable lead time is required to adjust to accommodation needs, CSC has adopted a 10-year accommodation plan. This plan requires approximately \$255 million over the next 10 years, of which \$17.6 million was appropriated for 1981-82.

Technical Services administers the largest portion of CSC's capital budget. A new Capital Project Programming and Implementation System was developed during the year to facilitate the process of providing new and renovated accommodation. Its goal is to provide increased managerial control over activity costs. As well, the first step was taken towards reversing CSC's historical pattern of failing to spend large portions of its capital budget. In 1981-82, the activity spent 80 per cent of its appropriated budget and

99 per cent of its adjusted budget. Through improved managerial control systems, put in place during the year, future expenditures are expected to match closely the appropriated budget amount. The unspent portions of the 1981-82 appropriated budget included the returning of about \$5 million to the social affairs envelope and another \$6 million reallocated within CSC through supplementary estimates. National headquarters and newly created regional project managers assumed more direct control of major construction programs for new and renovated institutional facilities.

During 1981-82, preliminary design work was completed for one new institution at Drummondville, Quebec, and for the major expansion of Frontenac Institution at Kingston. In its 10-year plan, the CSC visualizes building six new institutions and upgrading and expanding 17 others by 1990.

#### (ii) Delivery of maintenance, food and material services

The first part of a new preventive maintenance system was implemented to facilitate this activity. This measure is expected to provide better control over operations and reduce costs. The first component of the system involves a new work order routine, enabling managers to closely monitor costs and the use of materials. Material Services Management also developed and introduced a computerized inventory system to maintain control over material usage.

#### (iii) Providing increased managerial control over activity costs and effectiveness

Plans were submitted to Treasury Board in 1981-82 for implementing Perimeter

### Resource Summary

	1981-82		1981-82		1980-81
	Actual	Budget	Actual	Budget	Actual
	(in person-years)		(in thousands of dollars)		
Technical Services — General	50	25	\$55,405	\$60,140	\$32,456
Material Management	208	575	10,352	37,891	11,506
Food Services	269		23,274		21,698
Institutional Services	115		6,610		9,877
Engineering, Architecture and Properties	657	652	39,118	32,848	32,649
Telecommunications and Electronics	9	7	3,158	3,403	
<b>Total</b>	<b>1,308</b>	<b>1,259</b>	<b>137,467</b>	<b>134,282</b>	<b>108,186</b>

Intrusion Detection System (PIDS) equipment at all maximum and medium security institutions over the next several years. PIDS equipment is already in use at the Regional Psychiatric Centre Prairies and Edmonton Institution. During 1981-82, the system was installed at Matsqui Institution near Abbotsford and was expected to be fully operational by mid-1982-83. Coupled with the increased use of electronic detection and communications equipment was the introduction of the first comprehensive electronic maintenance and preventive maintenance system. Repair work and upkeep to detection equipment, two-way radios and other electronic equipment is done at the institution by technicians under contract to CSC.

### Performance Goals for 1982-83

For 1982-83, performance goals for Technical Services are:

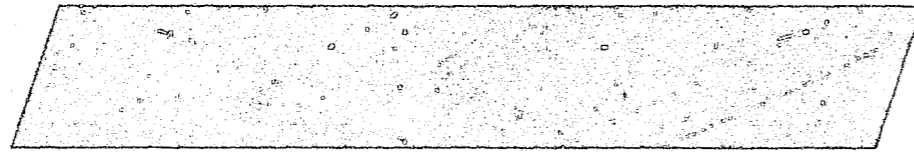
- to complete that portion of the CSC accommodation plan applicable to 1982-83 at an estimated cost of \$38.8 million;

- to complete the development and implementation of the food service management system, intended to ensure that food provided meets acceptable standards of nutrition and is supplied in as efficient a manner as possible;

- to continue development and implementation of the material management system to ensure the provision of material in a more efficient manner and improve inventory and asset control. The system is scheduled for pilot implementation in the Quebec Region in 1982-83 and is expected to reduce the inventory level in the region's stores by five per cent;

- to complete the implementation of a maintenance development system with the target of March, 1983, to have all major institutions on the new system;

- to continue development and implementation of the electronic Perimeter Intrusion Detection System, for installation in 27 major institutions to be completed by 1986-87.



## *Appendices*

The following statistical tables provide comparative information on the operations of The Correctional Service of Canada for fiscal years 1980-81 and 1981-82:

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## Appendix 1

## Average Number of Offenders on Register\*

	1980-81	1981-82	% change
Inmates	9,452	9,765	3.3%
Parolees & M.S.	5,488	5,272	-4.0%
<b>Total</b>	<b>14,940</b>	<b>15,037</b>	<b>0.6%</b>

\* The average number of inmates on register at an institution includes those who may be living in the community on community service orders, day parole, temporary absence, or who may be hospitalized or unlawfully at large. The average number of parolees and offenders released under mandatory supervision (M.S.), for the purposes of this table, does not include day parolees.

## Appendix 2

## Financial Performance by Activity (\$000)

	1981-82	
	Budget	Actual
	(in thousands of dollars)	
Custody of Inmates	\$ 99,196	\$108,629
Offender Case Management	102,788	110,363
Education, Training and Employment	60,566	53,548
Health Care	27,484	31,551
Technical Services	134,282	137,467
Planning and Management	16,073	16,119
Administration	37,232	42,632
<b>Total</b>	<b>477,621</b>	<b>500,309</b>

The 1981-82 expenditures were \$22.7 million (4.5%) higher than the Main Estimates. This was due to these offsetting factors:

- Slippage in the implementation of the Accommodation Plan (\$9.5 million)
- Under expenditure in other capital and equipment projects (\$2.5 million)
- Additional salary costs \$20.6 million
- Additional pension and contributions to employee benefit plans \$5.1 million
- Increases in other operating costs \$9.0 million

## Person-Year Utilization

	1980-81	1981-82
Custody of Inmates	3,371	3,378
Offender Case Management	2,676	2,763
Education, Training & Employment of Inmates	629	677
Health Care	482	526
Technical Services	1,302	1,308
Planning and Management	311	300
Administration	1,067	1,021
<b>CSC Total</b>	<b>9,838</b>	<b>9,973</b>

## Appendix 4

## CSC Expenditures for the Past Four Years by Activity\*

Year	Activity							CSC Total
	Planning & Mgt.	Custody of Inmates	Ed., Training & Employment	Offender Case Mgt.	Health Care	Technical Services	Administration	
<b>1978-79</b>								
Operating	\$ 9,213	\$ 81,300	\$24,296	\$ 74,805	\$18,208	\$ 59,942	\$29,723	\$297,487
Capital	17	914	2,512	500	322	41,599	486	46,350
	9,230	82,214	26,808	75,305	18,530	101,541	30,209	343,837
<b>1979-80</b>								
Operating	10,149	82,843	26,470	85,387	21,249	59,539	31,852	317,489
Capital	87	383	1,906	667	143	27,110	313	30,609
	10,236	83,226	28,376	86,054	21,392	86,649	32,165	348,098
<b>1980-81</b>								
Operating	13,638	91,734	47,779	95,823	24,523	75,057	35,134	383,688
Capital	159	496	2,405	675	148	33,129	485	37,497
	13,797	92,230	50,184	96,498	24,671	108,186	35,619	421,185
<b>1981-82</b>								
Operating	15,676	108,026	51,312	109,582	31,340	88,352	41,677	445,965
Capital	443	603	2,236	781	211	49,115	955	54,344
	16,119	108,629	53,548	110,363	31,551	137,467	42,632	500,309

\* Expenditures listed above are in thousands of current dollars, not inflation-adjusted constant dollars.

Appendix 5

*Expenditures for Private Agency Assistance*

	Actual 1981-82	Actual 1980-81
Expenditures for private after-care services	\$6,326,000	5,295,000
Grants:		
John Howard Society	\$505,465	449,700
Elizabeth Fry Society	92,929	82,672
Association of Social and Rehabilitation Agencies (Quebec)	201,945	179,666
Prison Arts Foundation	24,412	21,718
The Salvation Army	39,428	35,078
Unison (Sydney, N.S.)	6,839	6,084
	871,018	774,918
Contributions:		
Fifth International Symposium on Law and Psychiatry	—	5,000
Canadian Association for the Prevention of Crime	\$ 22,000	—
L'Association des rencontres culturelles avec les détenus	44,000	38,300
M2/W2 Association of New Westminster, B.C.	36,000	34,370
Operation Springboard, Toronto, Ontario	54,000	25,383
	156,000	103,053

Appendix 6

*Revenues*

Division	1980-81	1981-82
Industries	\$ 6,948,000	\$ 7,467,000
Agribusiness	969,000	996,000
Canteen	3,073,000	4,036,000
Other*	445,000	169,000
Total	11,435,000	12,668,000
Other CSC**	2,240,000	1,772,000
Total CSC	13,675,000	14,440,000

\* Includes board and lodging fees paid to CSC by inmates who worked in the community (\$164,000).  
 \*\* Income derived from federal-provincial agreements for inmate maintenance (\$688,000), rental by staff of CSC-owned housing (\$157,000), a refund on the previous year's expenditures (\$655,000) and miscellaneous income items (\$217,000).

Appendix 7

*Average Direct Cost of Maintaining Offenders*

*Average Direct Cost of Maintaining Federal Inmates in Institutions\**

Security level	1981-82		Cost per inmate	
	Average Population	Total Cost	1981-82	1980-81
Maximum — male	3,096	\$145,645,358	\$47,043	\$41,137
Maximum/medium — female	78	4,866,796	62,395	44,947
Medium	4,659	161,080,374	34,574	29,226
Minimum	747	26,300,549	35,208	29,171
Community Correctional Centres	358	6,758,537	18,879	17,142

\* Includes 24 provincial inmates housed in federal institutions and costing \$688,010, repaid to the Government of Canada, 24 maximum-security inmates in Her Majesty's Penitentiary, St. John's, Newfoundland, costing \$348,688 plus 45 per cent of parole office operating costs directly related to case management in institutions. Does not include indirect administrative costs such as National Headquarters, Regional Headquarters and staff college expenditures. Average population refers to inmates residing at the institutions.

*Average Direct Cost of Supervision in Community\**

Average Number of Offenders	Total	Cost per offender	
		1981-82	1980-81
1981-82	1981-82	1981-82	1980-81
5,993	\$18,760,553	\$3,130	\$2,682

\* Total cost represents 55 per cent of parole office costs directly related to parole supervision. The average number of offenders includes those on day parole, who were still on register at an institution.

Appendix 8

Average Number of Employed Inmates

	1980-81	1981-82
Industries	1,268	1,227
Agriculture	189	192
Education & Training		
—students }	1,796	1,737
—clerks }		113
Technical Services	3,025	2,904
Automated Document Processing	95	107
Special Employment Programs	189	113
Offender Programs	—	511
Other employment	622	141
Total employed	7,184	7,045
Unemployed	567	595
Inmates not available*	1,701	2,215
Total Inmates	9,452	9,765

\* Inmates unavailable for work include those on temporary absence or day parole, in segregation, dissociation, or special handling units, in hospital and unlawfully at large.

Appendix 9

Number of Security Incidents

Category	Number of Incidents	
	1980-81	1981-82
Murder	8	7
Attempted murder	4	4
Assaults on inmates (by inmates)	170	263
Assaults on staff (by inmates)	60	113
Suicides	13	11
Attempted suicides	56	63
Escapes (rate per 1000 inmates)	21	23
Use of force		
—firearms	35	38
—gas	31	47
Hostage-taking	13	5

Appendix 10

International Transfers

Year	No. of Transfers	Country	Transferred to Foreign Country	Transferred to Canada
1978	1	U.S.A.	40	29
1979	3	U.S.A.	24	16
		MEXICO	0	9
1980	5	U.S.A.	15	14
1981	3	U.S.A.	5	12
		PERU	0	1
1982	1	U.S.A.	3	4
		U.S.A.	87	75
		MEXICO	0	9
	1	PERU	0	1
Total	17		87	85



**END**