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Solicitor General Canada



1985-86 Estimates

Part III

Expenditure Plan

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1985-86
pt.III-Ss

The Estimates Documents

The Estimates of the Government of Canada are structured in three Parts. Beginning with an overview of total government spending in Part I, the documents become increasingly more specific. Part II outlines spending according to departments, agencies and programs and contains the proposed wording of the conditions governing spending which Parliament will be asked to approve. The Part III documents provide additional detail on each department and its programs primarily in terms of the results expected for the money spent.

Instructions for obtaining each volume can be found on the order form enclosed with Part II.

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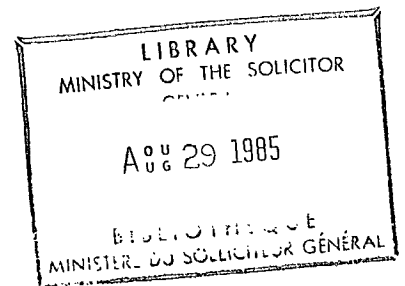
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Part III;

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Preface

This Expenditure Plan is designed to be used as a reference document, and as such contains several levels of detail to respond to the various needs of its audience.

This Plan is divided into two sections. Section I presents an overview of the program including a description, information on its background, objectives and planning perspective as well as performance information that form the basis for the resources requested. Section II provides further information on costs and resources as well as special analyses that the reader may require to understand the program more fully.

Section I is preceded by extracts from Part II of the Estimates in order to provide continuity with the other Estimates documents. Also included are extracts from Volume II of the Public Accounts. These are provided as an aid in assessing the program's financial performance over the past year.

This document is designed to permit easy access to specific information that the reader may require. The table of contents provides a detailed guide to the contents of each section. In addition, references are made throughout the document to allow the reader to find more details on items of particular interest.

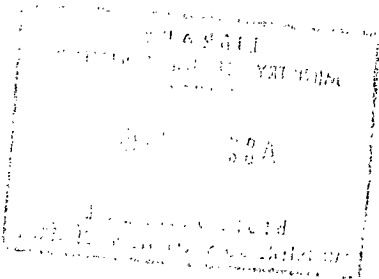


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**Extracts from Part II
of the Estimates**

Appropriation Authority

Authority is requested in these Estimates to spend \$185,711,600 in support of the 1985-86 Solicitor General Administration Program. The remaining expenditures estimated at \$42,400 for the Solicitor General's salary and motor car allowance and \$1,803,000 for pensions and other employee benefits, will be made under existing statutory authority.

Financial Requirements by Authority

| Vote (thousands of dollars) | 1985-86 Main Estimates | 1984-85 Main Estimates |
|---|---------------------------|---------------------------|
| Solicitor General | | |
| 1 Operating expenditures | 21,801 | 18,995 |
| 5 Grants and contributions | 163,911 | ... |
| (S) Solicitor General-Salary and motor car allowance | 42 | 40 |
| (S) Contributions to employee benefit plans | 1,803 | 1,247 |
| Total Program | 187,557 | 20,282 |

Votes-Wording and Amounts

| Vote No. | Department or agency (dollars) | 1985-86 Main Estimates |
|--------------------------|---|---------------------------|
| Solicitor General | | |
| Department | | |
| 1 | Solicitor General - Operating Expenditures | 21,800,600 |
| 5 | Solicitor General - The grants listed in the Estimates and contributions | 163,911,000 |

**Extracts from Part II
of the Estimates**

Program by Activities

| (thousands of dollars) | Authorized person- years | 1985-86 Main Estimates | | | Total | 1984-85 Main Estimates |
|--------------------------------|--------------------------------|------------------------|---------|----------------------|---------|------------------------------|
| | | Operating | Capital | Transfer Payments | | |
| Departmental Administration | 319 | 23,546 | 100 | 163,911 | 187,557 | 20,282 |

**Extracts from Volume II
of the Public Accounts**

Use of Appropriations for 1983-84

| | Main Estimates | Total Appropriations | Actual Use |
|---|-------------------|-------------------------|---------------|
| Budgetary | \$ | \$ | \$ |
| Vote 1 - Administration Program expenditures, the grants listed in the Estimates and contributions | 18,081,000 | 29,164,778 | 26,767,420 |
| Statutory - Solicitor General - Salary and Motor Car allowance | 39,100 | 40,975 | 40,975 |
| Statutory - Contributions to Employee Benefit Plans | 1,205,000 | 1,341,000 | 1,341,000 |
| Total Program | 19,325,100 | 30,546,753 | 28,149,395 |

Section I
Program Overview

A. Plans for 1985-86

1. Highlights

The Solicitor General Secretariat has established the following major goals for 1985-86:

- to maintain the federal-provincial agreements that have been established and to establish federal-provincial mechanisms for continuing consultation in respect of those financial arrangements and program and policy issues arising from the implementation of the Young Offenders Act and to carry out a program of research and development to support such implementation and acceptance of the Act and to assess the impact of the new Act on the juvenile justice system in Canada (see pages 20 and 28);
- to develop and carry out a program of research, experimental and demonstration projects related to women in conflict with the law (see pages 19 and 29);
- to continue the development of new Ministerial directions to govern significant operational policy procedures in the area of security and law enforcement including Law Enforcement Agreements, Confidential Sources and Foreign Operations Abroad (see page 20);
- to continue the general review of the resources allocated within the Federal Government to law enforcement and to develop policy options designed to provide for the optimum utilization and coordination of those resources and activities and those of the RCMP (see pages 19 and 29);
- to co-ordinate the development of policies to effectively manage prison population through release mechanisms that reduce population while ensuring public safety (see pages 24 and 30);
- to complete preparations culminating in Canadian attendance at the 7th United Nations Congress on the Prevention of Crime and the Treatment of Offenders, to be held in Milan during the summer of 1985 (see pages 24 and 30);

- to undertake, in cooperation with the Departments of Justice and Health and Welfare, provincial governments and community groups, an initiative leading to improved victim service delivery, identification of the needs of victims of crime including special groups of victims, (women, elderly, etc.), victimization research, sensitization of the public to victims issues, training for professionals and volunteers in victims needs and services, greatly improved access to victims information through the National Victim Resource Centre and finally, a comprehensive federal policy on victims of crime (see pages 23 and 28);
- to promote and increase effective crime prevention activities across the country through implementation of a focussed program of research and development and by promotion of greater awareness and responsibility among public, private sector and community associations of the benefits of community based crime prevention strategies (see pages 21 and 28); and
- to improve criminal justice programs and services for Natives, particularly in the two Territories and the Prairie Provinces, through promotion of community-based alternatives to incarceration, crime prevention programs, and victims services and promotion of increased community participation in the resolution of criminal justice issues. Linked to program improvement will be the development of Ministry policy on such emerging Native issues as Indian self-government, Native policing arrangements, corrections issues, and the over-representation of Native people in the criminal justice system (see pages 23 and 28);

2. 1985-86 Financial Summary

Figure 1: Financial Requirements for 1985-86 (\$000)

| | Estimates 1985-86 | Forecast 1984-85 | Change |
|-------------------------------|----------------------|---------------------|--------|
| Solicitor General Secretariat | 187,557 | 158,221 | 29,336 |
| Authorized person-years | 319 | 315 | 4 |

The above resource requirements include \$523,376 and 10 person-years in 1985-86 and \$477,000 and 10 persons-years in 1984-85 for the Correctional Investigator (see page 31).

Explanation of Change: The increase of \$29.336 million in the resources requested for 1985-86 is primarily the result of the following factor:

- An incremental resource increase for negotiation and administration costs related to agreements under the new Young Offenders' Act.

Explanation of 1984-85 Forecast: The 1984-85 forecast (which is based on information available to management as of October 31, 1984) is \$137.9 million higher than the 1984-85 Main Estimates of \$20.3 million. The difference of \$137.9 million reflects the following items:

- funds related to the implementation of the New Young Offenders' Act. \$131.4 million
- funds related to Victims of Crime, Crime Prevention, Women in Conflict with the Law, Services to Native People and other policy initiatives described at pages 19 to 27 of this document, which were requested in Supplementary Estimates \$ 6.5 million

B. Recent Performance

1. Highlights

Major developments during 1984-85 include:

- Legislation creating the Canadian Security Intelligence Service (CSIS) was passed in June 1984. The Secretariat is assisting in the implementation of the legislation (see page 20);
- The Young Offenders' Act was proclaimed on April 2, 1984. Agreements in principle detailing federal financial contributions for juvenile justice services delivered by the provinces were concluded. Implementation support programs were begun to facilitate the transition from the Juvenile Delinquents Act to the new legislation and the subsequent evaluation of the effects of that legislation (see page 20);
- The Ministry continued to provide technical and financial support to the provinces and local groups to promote the development of model victim assistance services. A United Nations Meeting on Victims was organized, in preparation for the 7th UN Congress on the Prevention of Crime and a two-year action plan developed to improve victims' service delivery and training programs, increase public awareness of victims' issues and to lead to the development of a comprehensive federal policy on victims of crime (see page 23);
- Legislation to modify the law governing mandatory supervision was introduced, but died on the Order Paper (see page 24);
- The Ministry developed and commenced implementation of an action plan to improve criminal justice services to Natives. This included a number of research and development projects, the dissemination of research and other information on related issues and expansion of Consultation Centre services to provide an increased focus on Native peoples and communities (see page 23);
- Support was continued for research and development projects to identify and implement effective crime prevention strategies, to promote nationally coordinated crime prevention policies and programs, and to increase public participation in such programs. National Crime Prevention Week and the Solicitor General's Crime Prevention Awards were inaugurated. In addition to distributing some 90,000 publications of all kinds in support of the Week, the Ministry supported a number of community-based activities related to crime prevention (see page 21);

- All sustaining core funding arrangements in the Ministry respecting voluntary organizations were consolidated into a single program managed by the Secretariat, setting the stage for the development of a comprehensive policy for support to voluntary organizations involved in the criminal justice system (see page 26); and
- Arrangements with the provinces governing federal-provincial financial agreements for the firearms control program were renewed for two years (to March 31, 1986) (see page 26).

Major developments during 1983-84 include:

- Review of the recommendations of the McDonald Commission relating to non-security activities of the RCMP was completed. The majority of the recommendations have either been implemented or steps towards their implementation are being taken (see page 22);
- A Comprehensive Review of Federal Law Enforcement was commenced (see page 21);
- A fundamental review of the security screening and security classification system of the federal government was completed and proposals for improvements placed before the Interdepartmental Committee on Security and Intelligence (see page 25);
- In the Criminal Law Review project, work on police powers and procedures was completed and a number of legislative proposals were developed in concert with the Department of Justice (see page 22);
- Research was developed to assist the Department of Justice in the implementation and evaluation of proposed sentencing legislation, to provide advice to the Canadian Sentencing Commission and to estimate the impact of proposed sentencing reforms on the federal penitentiary populations (see page 22); and
- Amendments to the RCMP Act were reintroduced on January 30, 1984, but died on the Order Paper (see page 26).

2. Review of Financial Performance

Figure 2: Review of 1983-84 Financial Performance (\$000)

| | 1983-84 | | Change |
|-------------------------------|---------|----------------|--------|
| | Actual | Main Estimates | |
| Solicitor General Secretariat | 28,149 | 19,325 | 8,824 |

Changes were primarily due to additional resources approved in Supplementary Estimates for the following items:

- continued operation of the Security Intelligence Transition (SIT) Group \$1.6 million
- Young Offenders' Act implementation \$1.5 million
- Grants to Authorized After-Care Agencies \$1.3 million
- Student Summer and Youth Employment Program \$1.7 million
- New Employment Expansion and Development (NEED) Program \$3.1 million

C. Background

1. Introduction

The Secretariat is an integral part both of the Ministry of the Solicitor General and of the wider Canadian criminal justice and national security systems.

The four agencies which, together with the Secretariat, comprise the Ministry, are the Royal Canadian Mounted Police, the Correctional Service of Canada, the National Parole Board and the Canadian Security Intelligence Service. Although the agencies report independently to the Solicitor General, the Secretariat performs duties related to them, as detailed in the Program Description below.

Other components of the criminal justice system include the judiciary and the courts, other police and law enforcement agencies, other correctional authorities and the private sector. The division of responsibility for the "administration of justice" is complex and sometimes ill-defined, and involves other federal departments and agencies, notably the Department of Justice, and provincial and municipal governments.

While the Office of the Correctional Investigator is part of the Secretariat Program for administrative purposes, it is functionally responsible directly to the Minister. This Office is, therefore, treated separately and is described on page 31 of this document.

2. Legal Mandate

The Department of the Solicitor General was established in 1966 under the provisions of the Department of the Solicitor General Act (as amended in 1984 by a section of the Canadian Security Intelligence Service Act), which gives the Solicitor General jurisdiction in all matters over which the Parliament of Canada has jurisdiction, and which have not by law been assigned to any other department, branch or agency of the Government of Canada, relating to:

- reformatories, prisons and penitentiaries;
- parole and remissions;
- the Royal Canadian Mounted Police; and
- the Canadian Security Intelligence Service.

The Solicitor General is responsible for the administration of the Department of the Solicitor General Act, the Royal Canadian Mounted Police Act, the Penitentiary Act, the Parole Act, the Prisons and Reformatories Act, the Canadian Security Intelligence Service Act, the Young Offenders Act, the Criminal Records Act and the Transfer of Offenders Act. As well, the Solicitor General and/or the agencies of the Ministry discharge operational responsibilities under such acts as the Criminal Code, the Identification of Criminals Act, the Official Secrets Act, the Diplomatic and Consular Privileges and Immunities Act and the Immigration Act, to name a few.

3. Program Objective

The objective of the Solicitor General Secretariat is "to provide overall policy direction to the programs of the Department", as well as to provide advice and support to the Minister to enable him to discharge his statutory responsibilities.

4. Program Description

To fulfill its role, the Secretariat carries out a wide range of endeavours related to the Canadian criminal justice system and the national security program of the federal government. In brief, they are:

- to initiate and develop Government and Ministry policy in the functional areas of law enforcement and corrections, as well as in the general areas of criminal justice, juvenile justice and national security;
- to analyze policy initiatives, operational policy issues and operational submissions prepared by agencies of the Ministry and to provide appropriate advice to the Minister;
- to undertake policy development in cooperation with the agencies of the Ministry, central federal agencies, the Department of Justice, other federal departments, the provinces and the private sector;
- to improve policies and programs in the criminal justice and juvenile justice systems through research, the conduct of experimental and demonstration programs, and the dissemination of information;
- to manage the Solicitor General's direct responsibility for the national security program;
- to coordinate contingency planning and to manage a crisis centre for all hostage-taking and related incidents;
- to support the discharge of statutorily assigned ministerial responsibilities for national security;
- to manage the Solicitor General's statutory responsibilities for the federal gun control program;
- to supervise policy affecting the physical and administrative security arrangements of the federal government, through the Security Advisory Committee;
- to administer federal-provincial financial agreements pursuant to the Young Offenders Act and to manage the Solicitor General's statutory responsibilities under the Act.

5. Program Organization for Delivery

The Secretariat, with the exception of six regional consultants and their staff, is located in Ottawa. The organization is divided into four main branches, each reporting directly to the Deputy Solicitor General.

The Police and Security Branch initiates, develops and administers policies, operational directives, and management systems on behalf of the Solicitor General and provides advice to the Solicitor General on

national security policy and operations, the corporate and program activity of the RCMP and CSIS and federal and national law enforcement. In carrying out these responsibilities, the Branch is responsible for ensuring that accountability mechanisms are in place so that the Solicitor General and the Deputy Solicitor General can exercise effectively their statutory responsibilities.

The Policy Branch undertakes policy advice and development in the areas of young offenders, corrections, firearms and other criminal justice issues that cut across jurisdictions and functional components of the criminal justice system. Correctional policy advice is also connected to the work of the Correctional Service of Canada and the National Parole Board. The Young Offenders Unit is charged with implementing the Young Offenders Act and providing continuing support of all responsibilities of the Minister under the Act.

The Programs Branch is the Ministry research and development arm. Its principal aim is to produce and communicate knowledge and information-based advice to improve decision-making related to criminal justice legislation, policy, programs and operations. The primary clients of the Programs Branch are the Solicitor General and the Deputy Solicitor General who is the chief policy advisor of the Minister. Other users of this knowledge and information include the other branches of the Secretariat, the Agencies of the Ministry, provincial departments, the voluntary sector and the general public.

The Branch's research and development mandate encompasses two totally inter-related areas of activity:

- (a) knowledge building which is based on research, statistics, experimental programs, and dissemination of information from these activities; and
- (b) the provision of technical expertise and services, such as communications and media-relations, E.D.P. activities and major public involvement campaigns such as Crime Prevention Week.

The Administration Branch is responsible for the preparation, implementation and overall administration of personnel, financial and administrative policies, programs, systems, procedures and services to assist the Ministry Secretariat in meeting its organizational objectives. It is organized into three divisions, responsible, respectively, for Finance, Human Resources and Administration.

In addition to the four branches, two smaller offices also serve the Secretariat:

Corporate Systems is responsible for corporate level planning and management systems, management information systems and evaluation systems, including audit, program evaluation and various forms of management review.

Legal Services is a unit staffed by Department of Justice lawyers serving as legal advisors to the Deputy Solicitor General, and through him, to the Solicitor General. Additionally, it provides legal advice to all branches of the Secretariat and is involved, as required, in matters of law relating to the programs and policy development carried on in the Secretariat.

Figure 3: 1985-86 Resources by Organization (\$000)

| | | |
|--|---------|--|
| Deputy Solicitor General | | |
| Senior Assistant Deputy Solicitor General Police and Security | 2,506 | |
| Assistant Deputy Solicitor General - Policy | 163,196 | |
| Assistant Deputy Solicitor General - Programs | 14,746 | |
| Director General - Administration | 3,746 | |
| Executive* | 2,818 | |
| Correctional Investigator | 527 | |
| <hr/> | | |
| Total Solicitor General Secretariat | 187,557 | |
| <hr/> | | |

* Includes the offices of the Solicitor General, Deputy Solicitor General, Corporate Systems, Legal Services and the Inspector General, Canadian Security Intelligence Service.

D. Planning Perspective

1. Environment

The changing nature and incidence of crime and criminality in general, and the rapid growth, in recent years, of offender populations in particular, continue to constitute major challenges to all components of the Canadian criminal justice system. The need for fiscal restraint, coupled with the need to respond both to increasingly sophisticated types of crime and to the needs of victims, require programs in all criminal justice components to become more cost/effective and support the urgent requirement for the development of new and more effective ways of dealing with criminal justice problems. In the area of national security, acts of international terrorism increasingly pose potential threats which must be addressed by the new Canadian Security Intelligence Service. While trends in both criminal justice and national security are many and varied, the most significant of these are outlined below.

The Changing Nature of Canadian Criminality: Rates of crime continue to increase, though at decelerating rates - a probable consequence, in part, of the declining proportion of Canada's crime-prone segment (ages 16 to 24) of the population pyramid. The recent number of killings of Canadian police officers, while shocking in itself, does not appear to be part of any sudden and dramatic increase in violent crime, more generally. Computer - related and other "white collar" crimes are increasing and the enormous dollar value of illegal profits from large scale enterprise crime in Canada are now so significant that the Government must consider legislation and policing initiatives to counter this serious problem. Much of this profit results from drug trafficking, though it is noted that the incidence of reported drug crime is decreasing. This trend to fewer drug-related offences may only, however, reflect a shift in emphasis in policing priorities from "soft" to "hard" drugs and large-scale drug enterprise crimes. Property-related offences, in contrast, continue to increase.

Increases to the Inmate Population: While the causal relationship between economic factors and crime remains a subject for debate, it is a fact that greater use seems to be made of incarceration in times of economic hardship. The recent increases in inmate populations, most particularly in those for which the federal government is responsible, pose major problems for correctional management, especially given the increasing numbers of long-term and dangerous offenders and increasing public pressures on government to reduce or restrict the use of the various conditional release mechanisms.

Changing Public Attitudes toward Crime and Punishment: There has been a recent and striking crystallization of public concerns regarding crime and punishment, fueled, in no small measure, by killings of police officers. Public attitudes appear to be related to the perceived relative seriousness of the offence committed. For the most serious and heinous of crimes, many members of the public appear willing to support the use of extreme measures, including the possible reintroduction of capital punishment. For violent crimes in general, the public exhibits increasing concern and a willingness to support the use of harsher measures, particularly of longer terms of imprisonment. At the same time, it is noted that Canadians tend to seriously overestimate both the incidence and growth of violent crime, while underestimating both the severity of sentences awarded and overestimating the use made of parole. For property - related offences, the public is increasingly willing to support the use of non-custodial alternatives, for "repeat" as well as for first offenders.

Economic Considerations: Both in the federal government, and in the governments of a number of provinces, the current economic climate is one of restraint. This period of restraint coincides with sudden and dramatic increases in the numbers of offenders in custody and increasing public demands to strengthen traditional approaches to law enforcement, incarceration and other aspects of the administration of justice. At the same time, increasing pressure is felt to introduce new services in some areas, particularly to expand services to victims of crime.

These conflicting forces may require a realignment of fundamental approaches to solving criminal justice problems. Interest may grow for the development of innovative and cost/effective approaches to criminal justice problems. The increasing public support for the use of non-custodial punishments for crimes seen as less serious has the potential to assist in controlling criminal justice costs, while being, at the same time, no less effective in dealing with offenders and offering more benefits to both victims and society. Programs such as crime prevention, which contribute significantly to the reduction of the numbers of crimes committed, while encouraging members of the community to become more responsible for preventing crime, will become more attractive, especially as the cost/benefit considerations of such programs become better known. However, history suggests that innovation will probably have to be achieved in the face of increased pressure to reinforce traditional (if possibly less cost/effective) methods.

National Security: Problems respecting superpower relationships, the international economy, chronic and increasing social problems, especially in the Third World, and dangerous regional conflicts continue to constitute matters of concern for Canadians. Recurring acts of international terrorism create an increasing need for policy and programs to maintain national security.

2. New Initiatives

The following new initiatives will be undertaken in 1985/86:

- Consistent with its responsibilities under Emergency Planning Order (P.C. 1981-1305), the Secretariat, in accordance with the direction of the Interdepartmental Committee on Security and Intelligence will coordinate the development of a counter-terrorism program for consideration by Cabinet;
- An inventory of federal resources employed in national policing has been initiated to develop an information base of the essential criminal, statutory, financial and operational data pertinent to all policing jurisdictions so that informed assessments can be made of alternative policy positions which might be adopted by the Federal Government respecting RCMP roles in connection with contract policing services and Canadian Police Services. The initial stages of this project will focus on identifying existing data sources and the feasibility of developing a standard format for describing policing activities and allocating costs between the different levels of jurisdiction (see page 21);
- The Secretariat will coordinate and expand Ministry initiatives to respond to community concerns and to increase community participation in and responsibility for criminal justice. Component initiatives will include crime prevention, victims services, volunteers and voluntary organizations, community policing, community-based alternatives to incarceration, community corrections, community participation in parole decision-making, indigenous Native justice systems and mediation and dispute resolution programs (see page 26);
- The Secretariat will undertake a range of policy-related initiatives to respond to the increasing sophistication of crime and its national and international dimensions, caused by technological advances in telecommunications, increased use of offshore banking, the introduction of new financial instruments, and the further development of national and international markets for contraband, particularly illicit drugs (see page 25);
- The Secretariat will carry out a plan of action, in cooperation with the voluntary and private sectors, which will examine the causes of crime committed by women, establish community-based programs for women with problems such as drug or alcohol dependence, family conflict and family abuse, and produce effective criminal justice programs for female offenders.

3. Update on Continuing Initiatives

Young Offenders: The Young Offenders Act was proclaimed in force on April 2, 1984. To facilitate the effective implementation of the new legislation, federal-provincial negotiations were initiated, culminating with the signing of agreements-in-principle for federal financial agreements for juvenile justice services delivered by the provinces and territories. Concurrently, structures to administer the new cost-sharing agreements were developed and implementation support programs (systems development, program development, communications, research and evaluation) were established. Procedures were developed to evaluate programs undertaken in implementation of the new legislation. Analysis commenced on data from the National Study of the Functioning of the Juvenile Court. Analyses to describe court functioning, the relationship between age and court functioning, and the views of criminal justice officials in respect of the new legislation, were conducted. A system model was developed for costing various components of the juvenile justice system.

The Secretariat will establish the structures and procedures to administer the financial agreements negotiated with the provinces and territories, as well as formal mechanisms for ongoing intergovernmental consultation and collaboration in the juvenile justice area. In addition, a framework for comprehensive evaluation of the effectiveness of the new legislation will be developed and further research in support of implementation will be undertaken.

Canadian Security Intelligence Service: Legislation creating the Canadian Security Intelligence Service (CSIS) was passed in June 1984. Given the significance of this new legislation, organizational and legal studies were undertaken to establish new bases for emerging relationships between CSIS, the RCMP, other federal and provincial agencies, provincial law enforcement bodies and foreign agencies.

In providing assistance in the implementation of the new legislation, the Secretariat is assigning priority to the review of policy and direction governing the Service; the development of policy guidelines in support of new RCMP enforcement responsibilities for security offences under Part IV of the CSIS Act; and the development, in consultation with CSIS and the Department of Justice, of policy guidelines covering all aspects of the warrant process, including warrants required under s. 16 of the CSIS Act for the collection of foreign intelligence in Canada.

As well, the Secretariat will review, in consultation with CSIS, Service reporting requirements to ensure the most complete disclosure of CSIS information, consistent with the interests of national security. The Secretariat will also assist in the development and administration of the accountability framework provided for in CSIS legislation.

RCMP Roles and Responsibilities in the Post-McDonald Period: With the proclamation of the Canadian Security Intelligence Service Act, this initiative has been concluded. Consequential work by the Secretariat in respect of changes in the character of traditional RCMP roles and responsibilities occasioned by its new mandate for the enforcement of security offences under Part IV of the Act has been subsumed in the Direction and Accountability of the RCMP initiative. In connection with fundamental changes in the economic environment reported previously as an emerging issue, their impact on RCMP roles and responsibilities is to be studied through a new initiative (Federal Resources Employed in National Policing) (see page 19). Finally, the Comprehensive Review of Federal Law Enforcement initiative will also provide essential information for policy development on future RCMP roles and responsibilities.

Crime Prevention: The Ministry continued its support for research and demonstration projects aimed at identifying and implementing effective crime prevention strategies. This work included activities such as crime prevention needs assessment and evaluation studies in Manitoba and Saskatchewan, and robbery prevention programs and juvenile crime prevention activities carried out in conjunction with the Province of British Columbia. The Ministry accelerated its efforts to promote nationally coordinated crime prevention policies and programs and to increase public participation in crime prevention activities. National Crime Prevention Week and the Solicitor General's Crime Prevention Awards were inaugurated. A major information program in support of the Week resulted in the distribution of some 90,000 publications, booklets and articles, such as "The Good Neighbour's Crime Prevention Handbook", "Working Together to Prevent Crime - A Practitioner's Handbook" and the "Good Neighbours" crime prevention brochure. The Ministry also provided support for community activities, such as poster and essay contests, public forums, seminars, films and plays and small displays dealing with crime prevention.

Initiatives such as these, which have already resulted in a variety of successful policies and programs to prevent crime through cooperation between police forces and citizens, will be continued, in close cooperation with provincial governments. Increased federal/provincial collaboration will make a major contribution to effectiveness and efficiency in crime prevention and provide encouragement for many more professional, voluntary and community organizations to initiate action to reduce crime.

Comprehensive Review of Federal Law Enforcement: The review of all current federal law enforcement programs commenced on July 1, 1984. This complex, interdepartmental project is scheduled to be completed in 1986 and will lead to the development of policy options for ensuring optimal utilization and coordination of federal law enforcement resources and activities. The survey research component of this project

will involve gathering and analysing information from federal law enforcement units in the national capital region and across the country, including R.C.M.P. units.

Direction and Accountability of the RCMP: The Secretariat has completed the review of the recommendations of the Commission of Inquiry into the RCMP (McDonald Inquiry) which concerned RCMP investigative procedures and control and accountability of its law enforcement operations. The majority of the recommendations have been implemented through policy direction or have been proposed for legislative amendment. The remaining few recommendations are being examined by a federal-provincial committee for disposition. The major continuing thrust of this initiative is the further development of formal Solicitor General Directives for the RCMP which clarify, to the extent possible, its role in circumstances which are characteristically sensitive, complex and often ill-defined.

Criminal Law Review: During 1984-85, the Ministry concentrated on three important Review projects: Police Powers, Corrections Law and Mental Disorder. Considerable progress has been made in all areas. In respect of the Police Powers Project, consultation papers have been prepared, and national consultations held with provincial governments, the bar, the police, the bench and civil liberties groups. Policy development was initiated with respect to search and seizure, disposition of things seized, arrest, use of force, eyewitness identification, electronic surveillance, questioning of suspects, and investigative tests. Related legislative proposals are being developed.

Legislative proposals were developed in concert with the Department of Justice and were subsequently incorporated in Bill C-19. Of particular interest to law enforcement were amendments dealing with: blood-tests for impaired drivers; the creation of an offence for theft of computer time or data; forfeiture of the proceeds of crime as an aspect of sentencing; the abolition of writs of assistance; and the creation of a procedure whereby search warrants can be obtained by telephone or other means of telecommunications.

Consultations were undertaken and research proposals developed for research to assist the Department of Justice in the implementation and evaluation of proposed sentencing legislation, to provide advice to the Canadian Sentencing Commission and to estimate the impact of proposed sentencing reforms on the federal penitentiary populations.

A comprehensive review of the laws governing the management of both federal and provincial correctional responsibilities is underway. It will undertake an extensive number of consultations with both private and public agents involved with the field of corrections, such as the John Howard Society and provincial Heads of Corrections. It will define the purpose of the federal corrections system and examine the present

laws to determine how they need to be changed to reflect changing times and objectives.

The Mental Disorder Project, already in its final Phase II stage, will be completed and policy options will be developed. These options will include the issue of the mentally disordered young offender.

Support for Victims of Crime: The Ministry continued to provide technical and financial support to the provinces and local groups to promote the development of model victim assistance services in urban and rural areas of Canada. Information from these projects and from the analyses of the National Victimization Survey was widely distributed to Victims user groups, in part through the National Victims Resource Centre which was created by the Ministry and also via conferences, workshops, training sessions, publications and public discussions dealing with victims issues. Policy initiatives were undertaken regarding the need for police charging policies in wife assault, and on a number of other issues through involvement of the Federal/Provincial Working Group on Victims. A United Nations Meeting on Victims in preparation for the 7th U.N. Congress on the Prevention of Crime, was organized. The Ministry developed a two year plan of action designed to improve victim service delivery, increase public awareness of victims issues, develop training information for criminal justice professionals and volunteers in the victims area and to lead ultimately to the development of a comprehensive federal policy for victims of crime.

The Secretariat will continue to encourage and support the development of police-based victims' services at the community level and among criminal justice, social service and health care agencies.

A public awareness program will be carried out via the National Victims Resource Centre, workshops, seminars, training sessions and publications. The Ministry will also continue its travelling exhibit program which brings information about victims and victims' services to shopping malls and community events across Canada. Research and demonstration will focus on development and evaluation of effective victims service delivery models, victimization research, and research on the needs of special groups of victims. The training of law enforcement, correctional and private sector professionals will be encouraged to make the criminal justice system more responsive to victims. The Ministry will also continue to work towards the development of a comprehensive federal policy on Victims of Crime. This will be coordinated through the Federal/Provincial Working Group on Victims of Crime.

Services to Native People: In 1983-84, the Ministry developed and implemented the initial phases of an action plan to improve criminal justice services for Natives. A Special Advisor, Natives was hired to implement the action plan. Research and developmental projects were

undertaken on issues relating to the Young Offenders Act, admissions of Natives and Non-Natives to correctional institutions, Native women, victims, crime prevention and Indian self-government. In addition, the Ministry disseminated reports which included a literature review, an inventory of research and programs, an opinion study and reviews of two juvenile intervention projects.

The Ministry also made plans to open the Northwest Consultation Centre in Edmonton, which will provide increased services to communities in Alberta and the Northwest Territories with a major focus on the needs of aboriginal people and communities. As well, the Pacific Region Consultation Centre was provided with increased capacity to provide services to the Yukon and northern British Columbia.

The action plan will be continued in 1985/86.

Seventh U.N. Congress: In the summer of 1984, the Ministry hosted a U.N. Inter-regional Meeting of Experts on Topic 3 of the 7th U.N. Congress Agenda (Victims of Crime). The meeting was attended by 18 experts on victims issues from various parts of the world. A draft Declaration on Justice and Assistance for Victims was produced and will be considered at the 7th Congress. The Ministry initiated the preparation of Canadian position papers for the Congress. Other preparations included consultations with provincial and territorial governments and non-government organizations in the development of Canadian positions.

Correctional Management: The Ministry is responsible for policy advice to the Minister in the area of corrections as part of his legal mandate. In this regard, a broad range of operational and strategic policies issued are under active review and investigation by the Corrections Policy Division. Because of the multi-agency and intergovernmental dimensions of these issues, they are coordinated by the Corrections Policy Division. The urgency of responding to the rapid growth in penitentiary populations is one such issue. The need to develop a range of effective release mechanisms consistent with correctional goals is another. The emergence of concern for prison violence and the capacity of the system to manage difficult situations remains an issue. In this regard, also of concern is the role of the Correctional Investigator.

Conditional Release and Mandatory Supervision: The follow-up to the Solicitor General's study of conditional release and mandatory supervision resulted in the initiation of a major program of research on parole decision-making. This program of research includes three studies which focus on: the parole decision-making process; the assessment of risk associated with parole release; and the suspension/revocation process. An additional research project which was undertaken in response to the Solicitor General's study of conditional release is the

evaluation of a life skills program in order to determine whether a specific institutional pre-release program can be effective in improving the post-release adjustment of inmates and reducing the likelihood that they will recidivate.

Legislation to modify the law governing mandatory supervision was introduced and subjected to committee review in the 34th Parliament. While it did not become law, it represented a major development in the process of improving this conditional release mechanism.

Dangerous Offenders: As part of its overall consultation process on the management of dangerous offenders, the government has created the Dangerous Offender Consultation Committee, made up of representatives of private agencies and government officials. It has undertaken an evaluation of Special Handling Units within the Correctional Service of Canada and is in the process of reviewing alternatives for the effective management of violent inmates. Activities in 1985-86 will include provision of a comprehensive analysis of strategies for dealing with penitentiary populations while maintaining public safety; undertaking a review of alternatives for the release of potentially dangerous offenders; undertaking a major review of release options and programs; and monitoring developments within the federal correctional responsibility to identify further policy needs.

Long-Term Imprisonment: Since the creation of the minimum 25 year sentence in 1976, there has been a steady growth in the number of long-term offenders within the federal penitentiaries. It is expected that, by 2001, there will be as many as 2700 long-term offenders within the system. Because this population presents unique challenges to correctional authorities, a Ministry committee has been charged with long-term review of these problems. It has already prepared one working paper and a second, dealing with the substantive management problems, is being drafted. This committee is designed to provide continuing policy advice on this very sensitive area.

Security Screening and Classification: A fundamental review of the security screening and security classification system of the federal government has been completed. In February 1984, the Secretariat provided the Interdepartmental Committee on Security and Intelligence with a comprehensive proposal covering government security procedures, based on a two-level classification system. This package is presently the subject of interdepartmental discussion in preparation of a final draft to be placed before Cabinet. The Secretariat will serve as the focal point for the preparation of Treasury Board directives and guidelines for government-wide application.

National Initiatives on Drug Trafficking and Drug Abuse: The Secretariat has worked with officials of the RCMP, the Department of Justice and the Department of National Health and Welfare to develop

mechanisms to improve federal, provincial and international coordination of responses to the drug problem. To that end, it is intended that senior officials of various concerned departments meet to discuss a government-wide strategy that would make the countering of drug trafficking and the prevention of drug abuse a national priority.

Telewarrants: The Secretariat completed its policy review of its proposals to permit police to obtain search warrants via telephone in substitution for writs of assistance. The proposed new customs act and Bill C-19, which were introduced into the last session of Parliament, provided for the abolition of writs of assistance in customs and drug investigations and proposed a system of telewarrants. The reintroduction of such legislation in the next Parliament is under consideration.

Amendments to the RCMP Act: Bill C-13, which sought to amend the RCMP Act by providing more equitable and legitimate procedures for RCMP internal discipline, grievance, and public complaint procedures, died on the Order Paper with the dissolution of the 32nd Parliament. Reintroduction of the Bill in the new Parliament is under consideration.

Volunteers and Voluntary Organizations: Sustaining core funding arrangements in the Ministry respecting voluntary organizations involved in the criminal justice system were consolidated into a single program and transferred to the Ministry Secretariat for ongoing management. As a result, the program now funds eleven national voluntary organizations, from a budget exceeding \$2 million. The organizations funded provide both direct and indirect services to offenders at the local and national levels and consultation and advice to the Ministry on a wide range of criminal justice issues.

A basic framework for policy development was established, involving a new category of grants with a five-year evaluation cycle and substantially increased funding levels. In 1985/86, work on the funding policy will be continued, in consultation with the voluntary sector and the program itself will continue on an ongoing basis.

Gun Control: The negotiation of federal-provincial financial agreements in respect of the gun control program is a cyclical activity. Agreements extending to March 31, 1986 have been completed, on the same terms as previous agreements. In 1985/86, negotiations will be commenced relative to the next set of agreements.

4. Program Effectiveness

The Secretariat carries out a range of evaluative activities at three distinct levels.

The Programs Branch and the Policy Branch conduct full impact evaluations on selected projects in priority areas. As well, the Programs Branch conducts program reviews for development projects and is developing monitoring and self-evaluation kits for projects in the priority areas of Victims and Young Offenders. These evaluations are used extensively for planning, project management, policy and program development and for information sharing with interested jurisdictions and the Canadian public.

These project-level evaluations are coordinated with the Secretariat's plan for evaluation at the next level (program evaluation). Evaluative activities are being undertaken, on an experimental basis, for selected Secretariat program components.

In some instances, Cabinet requires the Secretariat to conduct an evaluation, following the implementation of a major piece of legislation. Such policy or tertiary level evaluations go beyond program evaluation in that they examine the impacts and effects of legislative and administrative programs that affect a number of federal, provincial and other authorities outside the Secretariat. These evaluations are complex and require more extensive time spans than do evaluations at lower levels.

5. Performance Information/Resource Justification

The Ministry Secretariat operates within the constraints of a relatively small and constant resources base, which allows it to address its most basic ongoing functions of providing policy advice and the research, statistical and experimental programs which support the policy function, and to deal, on a preliminary basis, with major policy initiatives as they arise. When Cabinet directs the Secretariat to undertake programs of major and sustained activity related to particular initiatives, such as Young Offenders, Victims or Crime Prevention, the Secretariat's resource base is adjusted on a temporary or long-term basis to reflect the resource demands of such priority initiatives.

A major increase to the Secretariat's resource base takes place in 1985/86, as the Secretariat assumes responsibility for the administration of the \$145 million federal-provincial cost sharing agreements for services to young offenders. A further \$14.3 million will be expended for systems development and other implementation/administration activities related to the new Young Offenders Act.

Figure 4 depicts the uses which will be made of the Secretariat's non-salary dollars (other operating, capital, grants and contributions) in 1985-86.

Reporting of operational performance relative to the 1983-84 expenditure plan is presented on pages 10 to 12 of this document.

Figure 4: Planned Non-Salary Expenditures and Results by Operational Objective for 1985/86

| Operational Objective | Non-Salary Expenditures (\$000) | Planned Results |
|--------------------------------------|---------------------------------|--|
| Young Offenders | 160,962 | Implementation of the Young Offenders Act |
| Volunteers & Voluntary Organizations | 2,060 | Provision of core funding and development of a ministry policy in support of national organizations involved in the criminal justice system |
| Victims of Crime | 1,735 | Completion of research, experimental and demonstration projects, implementation of a public information program, operation of a Victims' Resource Centre and the development of related policies to encourage improvements in services to victims of crime |
| Crime Prevention | 1,080 | Completion of research, experimental and demonstration projects and the conduct of a public information program to encourage local initiatives to prevent crime |
| Natives | 700 | Completion of research, experimental and demonstration projects and a general enhancement of Secretariat services in |

| Operational Objective | Non-Salary Expenditures (\$000) | Planned Results |
|-------------------------------------|---------------------------------|--|
| Criminal Justice Policy | 505 | <p>the prairie provinces, British Columbia and the territories, related to native people and the criminal justice system</p> <p>Completion of research, experimental and demonstration projects and of related policy development on issues affecting the criminal justice system not specifically related to corrections or to policing and law enforcement</p> |
| Women in Conflict with the Law | 420 | <p>Completion of research, experimental and demonstration projects resulting in the improvement of programs related to women in conflict with the law</p> |
| Policing and Law Enforcement Policy | 365 | <p>Completion of research and policy development related to major initiatives described on pages 19-26 of this document and the provision of policy advice on other aspects of policing and law enforcement</p> |
| Criminal Law Review | 305 | <p>Completion of research and policy/legislative development related to police powers, sentencing, correctional law and mental disorder</p> |

| Operational Objective | Non-Salary Expenditures (\$000) | Planned Results |
|--------------------------|---------------------------------|---|
| 7th UN Congress on Crime | 205 | Completion of preparations for, and participation in, the Congress in the fall of 1985 |
| Gun Control | 200 | Consultation, policy development and the conduct of safety programs related to firearms |
| Corrections Policy | 200 | Completion of research and policy development related to corrections and correctional management, including initiatives described at pages 24-25 of this document |
| National Security | 195 | Development of policies and coordination of the Federal Government's national security program |
| Conditional Release | 155 | Completion of research related to parole decision-making, risk assessment and suspension/revocation |
| Professional Services | 1,420 | Provision of library and reference, communications, legal, electronic data processing, statistics and other professional and technical services to the Secretariat and its clients, the dissemination of research and related information and the provision of financial support to university centres of criminology |

| Operational Objective | Non-Salary Expenditures (\$000) | Planned Results |
|------------------------------|---------------------------------|---|
| Executive and Administration | 2,972 | Management and executive direction by the minister, deputy minister and heads of branches, the purchase of goods and the provision of administrative services |

E. Office of the Correctional Investigator

The Office of the Correctional Investigator was established in 1973 pursuant to the Inquiries Act. The Correctional Investigator's mandate, as established in 1977 by an Order in Council, is "to investigate, on his own initiative, on request from the Solicitor General of Canada, or on complaint from or on behalf of inmates as defined in the Penitentiary Act, and report upon problems of inmates that come within the responsibility of the Solicitor General of Canada". The Investigator is, therefore, an ombudsman for incarcerated persons.

The Correctional Investigator's staff is comprised of 10 persons and is requesting \$523,376 in the 1985-86 Estimates. The staff handles several hundred complaints per year, conducts as many interviews, and visits all penal institutions regularly. By liaising with the Commissioner of Corrections and other related agencies the Correctional Investigator endeavours to resolve complaints by administrative action. The major types of complaints investigated relate to inmate transfers, medical problems, inmate property claims, and discipline.

Section II
Supplementary Information

A. Analysis by Object

1. Expenditures by Object

Secretariat expenditures by object are presented in Figure 5.

Figure 5: Expenditures by Object (\$000)

| | Estimates 1985-86 | Forecast 1984-85 | Actual 1983-84 |
|-----------------------------------|------------------------------|---------------------|-------------------|
| Personnel | | | |
| Salaries and wages | 12,920 | 12,337 | 10,390 |
| Other Personnel | 1,805 | 1,249 | 1,626 |
| | 14,725 | 13,586 | 12,016 |
| Goods and services | | | |
| Transportation and communications | 1,563 | 1,547 | 1,293 |
| Information | 514 | 965 | 598 |
| Professional and special services | 5,172 | 8,613 | 4,090 |
| Rentals | 518 | 520 | 323 |
| Purchased repair and upkeep | 46 | 91 | 124 |
| Utilities, materials and supplies | 1,008 | 925 | 692 |
| Grants and contributions | 163,911 | 131,608 | 8,676 |
| All other expenditures | - | - | 1 |
| | 172,732 | 144,269 | 15,797 |
| Total operating | 187,457 | 157,855 | 27,813 |
| Capital | 100 | 366 | 336 |
| Total expenditures | 187,557 | 158,221 | 28,149 |

2. Personnel Expenditures

Figure 6: Authorized Person-Years and Salary Provision

| Management Category | Authorized Person-Years | | | Current Salary Range | 1985-86 |
|--|-------------------------|-------|-------|----------------------|--------------------------|
| | 85-86 | 84-85 | 83-84 | | Average Salary Provision |
| | 31 | 26 | 17 | | 50,350-96,300 |
| Scientific and Professional | 32 | 39 | 33 | 13,609-85,140 | 48,018 |
| Administrative and Foreign Service | | | | | |
| Administrative Services | 43 | 42 | 35 | 13,912-57,987 | 39,837 |
| Financial Administration | 8 | 8 | 8 | 13,853-57,980 | 37,609 |
| Information Services | 6 | 6 | 6 | 13,579-57,980 | 43,479 |
| Organization and Methods | 4 | 4 | 4 | 13,520-57,980 | 45,697 |
| Personnel Administration | 9 | 9 | 9 | 13,330-63,870 | 39,934 |
| Welfare Program | 23 | 23 | 23 | 14,860-57,980 | 42,409 |
| Program Administration | 44 | 47 | 44 | 13,912-57,987 | 43,108 |
| Computer System Administration | 2 | - | - | 18,766-61,433 | 46,050 |
| Technical | 8 | 6 | 5 | 10,719-63,173 | 33,236 |
| Administrative Support | | | | | |
| Clerical and Regulatory Secretariat, Stenographic and Typing | 43 | 39 | 42 | 12,932-31,743 | 21,631 |
| Office Equipment | 52 | 50 | 54 | 12,636-31,946 | 23,577 |
| | 7 | 8 | - | 12,665-25,271 | 20,834 |
| Operational | - | 1 | 3 | | |
| Other | 7 | 7 | 7 | | |

65
69
70
2/5
66

315

Note: The person-year column displays the forecast distribution by occupational group of the authorized person-years for the Program. The current salary range column shows the salary ranges by occupational group at October 31, 1984. The average salary column reflects the estimated base salary costs including allowance for collective agreements, annual increments, promotions and merit pay divided by the person-years for the occupational group. Year-to-year comparison of averages may be affected by changes in the distribution of the components underlying the calculations.

3. Transfer Payments

Figure 7: Details of Grants and Contributions

| | Estimates 1985-86 | Forecast 1984-85 | Actual 1983-84 |
|---|----------------------|---------------------|-------------------|
| Grants | | | |
| Canadian Association of Chiefs of Police | 50,000 | 50,000 | 50,000 |
| Canadian Association for the Prevention of Crime | 125,000 | 125,000 | 125,000 |
| John Howard Society | 50,000 | 50,000 | 50,000 |
| Authorized After-care Agencies | 1,857,000 | 1,642,846 | 1,338,600 |
| Grants to the provinces and territories for implementation of the Young Offenders' Act | 12,500,000 | 12,500,000 | - |
| | 14,582,000 | 14,367,846 | 1,563,600 |
| Contributions | | | |
| Payment to the provinces, territories public and private bodies in support of activities complementary to those of the Solicitor General | 2,285,700 | 2,364,000 | 1,873,872 |
| Student Summer and Youth Employment | - | - | 1,716,265 |
| New Employment Expansion and Development Program (NEED) | - | 188,216 | 3,522,400 |
| Core Funding - National Voluntary Organizations | 230,300 | 238,018 | - |
| Contributions to the provinces and territories in accordance with agreements with the Minister to assist in program development, and the development of information and record-keeping systems relative to the implementation of the Young Offenders' Act | 1,800,000 | 2,400,000 | - |
| Contributions to the provinces and territories in respect of agreements approved by the Governor in Council for the cost-sharing of Juvenile Justice Services under the Young Offenders' Act | 145,013,000 | 112,050,000 | - |
| | 149,329,000 | 117,240,234 | 7,112,537 |
| | 163,911,000 | 131,608,080 | 8,676,137 |

B. Cost Analysis

Net Program Cost

The Secretariat's 1985-86 Estimates include only authorities to be voted and statutory authorities. Other items must be considered when describing the Secretariat on a full cost basis. To be taken into consideration are services provided without charge by other departments such as accommodation charges for Public Works and services provided by Supply and Services, Treasury Board and the Department of Labour.

Figure 8: Net Cost of Program for the Year 1985-86 (\$000)

| | 1985-86 Expenditures | Add Other Costs | Total Net Cost | Total 1984-85 |
|------------------------------|-------------------------|-----------------------|----------------------|------------------|
| Solicitor General Program | 187,557 | 2,799 | 190,356 | 160,536 |

| Components of other costs: | (\$000) |
|--|---------|
| ● Services provided by Public Works Canada | 2,500 |
| ● Services provided by Treasury Board | 214 |
| ● Other | 85 |