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Solicitor General Canada

1993-94
Estimates

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1993-94
Pt. 3-Ss
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Part III

Expenditure Plan

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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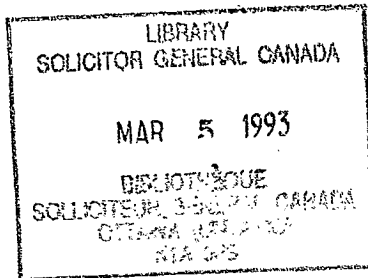
Canada Treasury Board.

1993-94 Estimates :

Part III :

Solicitor General
Canada

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Preface

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

There are two chapters in this document. The first provides an overview of Ministry organizations which report to or through the Solicitor General to Parliament. The second presents the Expenditure Plan for the Solicitor General Program (the Ministry Secretariat, Office of the Correctional Investigator and Office of the Inspector General of the Canadian Security Intelligence Service). For additional information about the RCMP, the RCMP External Review Committee, the RCMP Public Complaints Commission, the Correctional Service of Canada and the National Parole Board, please see the individual Expenditure Plans for these organizations. The Canadian Security Intelligence Service does not publish an Expenditure Plan.

The Program Expenditure Plan is itself divided into two sections. Section I presents an overview of the Program and a summary of its current plans and performance, then provides a more detailed description of the organization within each activity, including expected results and other key performance information that form the basis for the resources requested. Section II provides additional information on costs and resources as well as special analyses that the reader may require to understand the Program more fully. It should be noted that, in accordance with the Operating Budget principles, human resource consumption reported in this Expenditure Plan will be measured in terms of employee full-time equivalents (FTE). FTE factors out the length of time that an employee works during each week by calculating the rate of assigned hours of work over scheduled hours of work.

Section I is preceded by Details of Spending Authorities from Part II of the Estimates. This is to provide continuity with other Estimates documents and to help 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. Finally, the index at the end of the document provides page references to specific topics.

Ministry Overview

1993-94 Expenditure Plan

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A. Roles and Responsibilities of the Ministry of the Solicitor General

The Solicitor General is the lead Minister for the government with respect to domestic security, policing, corrections and parole. The Ministry of the Solicitor General is comprised of the Secretariat and two review agencies, the Office of the Inspector General of CSIS and the Office of the Correctional Investigator; four major agencies; and two review agencies whose work is directly related to that of the RCMP. The Deputy Solicitor General is the senior policy advisor, and directs and manages the Secretariat. Each agency head reports directly and is accountable to the Solicitor General. The components of the Ministry are unified by their specific and collective responsibilities to contribute, with their partners in criminal justice and security, to the protection of the public and to the maintenance of a just, peaceful and safe society.

The **Secretariat** supports the Solicitor General in the full range of his responsibilities to Cabinet, Parliament and the public as the lead Minister for security, policing and corrections. The Secretariat supports the Solicitor General in setting direction for the Ministry, and ensuring that the programs of the Ministry reflect ministerial policies and priorities.

The **Office of the Inspector General of CSIS** monitors the compliance by CSIS with its operational policies, reviews the operational activities of CSIS, submits an annual certificate on CSIS operations to the Solicitor General, and conducts reviews of specific activities as may be directed.

The **Office of the Correctional Investigator** conducts investigations into the problems of offenders related to decisions, recommendations, acts or omissions of the Commissioner of Corrections or any person under the control and management of, or performing services on behalf of the Commissioner, that affect offenders, either individually or as a group. The Office of the Correctional Investigator is independent of the Correctional Service of Canada and may initiate an investigation on receipt of a complaint by or on behalf of an offender, at the request of the Minister or on its own initiative. The Correctional Investigator reports annually, through the Solicitor General, to each House of Parliament.

The four major agencies of the Ministry are:

The **Canadian Security Intelligence Service (CSIS)** provides security intelligence to the Government of Canada. CSIS collects, analyzes, and retains information and intelligence respecting activities that may be suspected of constituting threats to the security of Canada; reports to and advises the Government of Canada in relation to these threats; and provides security assessments.

The **Correctional Service of Canada (CSC)** administers sentences of convicted offenders sentenced to imprisonment for two years or more and prepares offenders for their return as useful citizens to the community. CSC provides services across the

country to offenders within correctional institutions and in the community.

The **National Parole Board (NPB)** is an independent administrative body which grants, denies and controls the conditional release of inmates of federal penitentiaries, and recommends the exercise of the Royal Prerogative of Mercy and the granting of pardons. In addition, NPB exercises the same powers and responsibilities, with the exception of the granting of temporary absences, for provincial inmates in provinces and territories without their own parole boards.

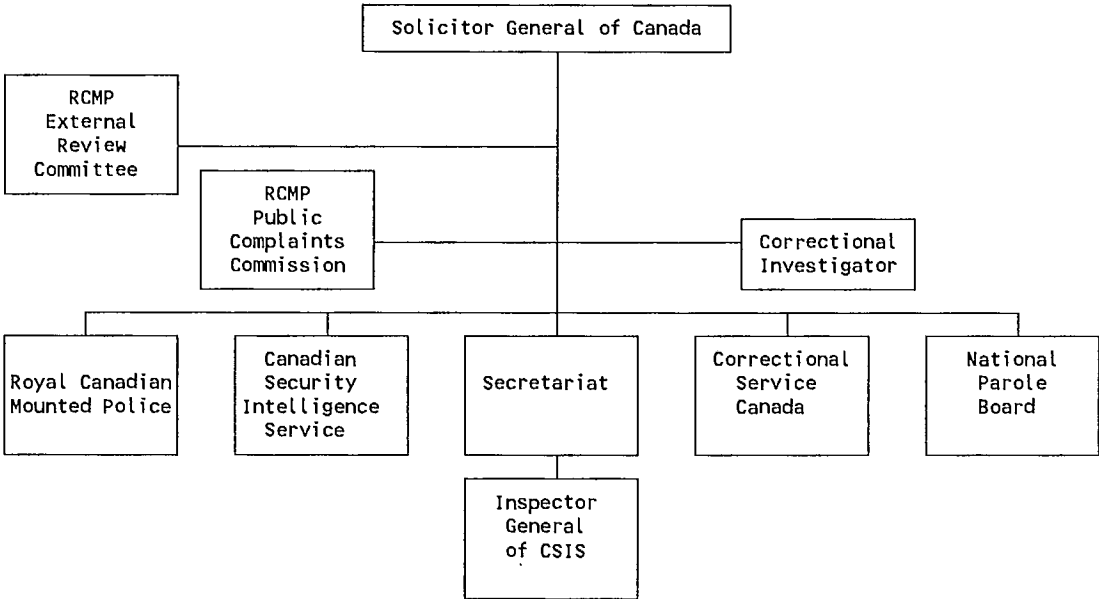
The **Royal Canadian Mounted Police (RCMP)** enforces Canadian laws, prevents crime and maintains peace, order and security. The RCMP has responsibility to: prevent, detect and investigate offenses against federal statutes; maintain law and order, and prevent, detect and investigate crime in the provinces, territories and municipalities with which the Force has a policing contract; provide investigative and protective services to other federal departments and agencies; and provide all Canadian law enforcement agencies with specialized police training and research, forensic laboratory services, identification services and informatics technology.

The two review agencies of the Ministry whose work is directly related to that of the RCMP are:

The **Royal Canadian Mounted Police External Review Committee (ERC)** provides external review of certain types of grievances, formal disciplinary and discharge and demotion appeals referred to it from the RCMP. The ERC, which reports annually to Parliament, is a neutral third party providing an independent and impartial review of cases. The Committee may institute hearings, summon witnesses, administer oaths and receive and accept such evidence or other information as the Committee sees fit. The findings and recommendations of the Chairman, or Committee, are sent to the parties and the Commissioner of the RCMP.

The **Royal Canadian Mounted Police Public Complaints Commission (PCC)** provides the public with a mechanism whereby complaints regarding the conduct of the RCMP can be reviewed in an open, independent and objective manner. The PCC provides information to the public regarding its mandate and services, reviews complaints from the public regarding the conduct of members of the RCMP, investigates complaints, holds public hearings regarding complaints, prepares reports, including findings and recommendations, and conducts research and policy development to improve the public complaints process.

Figure 1: The Ministry of the Solicitor General at a Glance



B. Ministry Expenditure Plan

Ministry Program and Parliamentary Vote Appropriations for 1993-94 will be:

Organizational Unit	Program	Parliamentary Vote
Ministry Secretariat, I.G. of CSIS, Correctional Investigator	Department	1 5
Canadian Security Intelligence Service	Canadian Security Intelligence Service	10
The Correctional Service of Canada	Correctional Service	15 20 (Capital)
National Parole Board	National Parole Board	25
Royal Canadian Mounted Police	Law Enforcement Program	30 35 (Capital)
External Review Committee	R.C.M.P. External Review Committee	40
Public Complaints Commission	R.C.M.P. Public Complaints Commission	45

Figure 2 displays Ministry Main Estimates for the three-year reporting period.

Figure 2: Ministry Main Estimates 1991-92 to 1993-94

(millions of dollars)	1993-94		1992-93		1991-92	
	FTE	\$	FTE	\$	FTE	\$
Department	304	78.2	290	66.8	271	30.2
CSIS	N/A	228.7	N/A	216.9	N/A	214.0
CSC	10,832	1007.2	10,732	1012.1	10,541	961.8
NPB	381	26.5	346	24.4	343	23.1
RCMP	21,356	1,217.9	21,296	1,229.9	21,078	1,230.1
RCMP ERC	8	.7	16	1.5	16	1.5
RCMP PCC	33	3.8	33	4.0	28	3.9
Total	32,914	2,563.0	32,713	2,555.6	32,277	2,464.6

C. Ministry Highlights and Initiatives for 1993-94

1. The Security Sector:

Department:

- To achieve full functioning of the new National Security Directorate of the Police and Security Branch, including and in particular, a policy capacity to provide expert and timely advice to the Minister and the government on all matters related to issues confronting or likely to confront the nation's security.

2. The Policing Sector:

Department:

- To develop policies and negotiate tripartite policing agreements under the First Nations Policing Program which will provide an ever-increasing number of First Nations communities with access to First Nations policing arrangements and services;
- To support policy and program development in the area of Aboriginal justice to improve relationships between police and Aboriginal citizens;
- To undertake activities in the area of family violence which examine the special needs of disadvantaged women, police charging policies, police protocols dealing with seniors and those regarding the response to victims with disabilities, address the special needs of Aboriginal victims, and police training;
- To launch activities under the Brighter Futures initiative which focus on improving the effectiveness of the police response to problems faced by youth at risk;
- To implement commitments arising out of the 1992 RCMP policing services agreements with provincial/territorial and municipal governments, including the study of the cost base used to cost-share RCMP policing services provided under the agreements;
- To monitor and evaluate three anti-drug profiteering pilot units comprised of federal, provincial and municipal police forces established in Vancouver, Toronto and Montreal as part of the renewed Canada Drug Strategy;
- To finalize, implement and administer enforcement regulations made under Bill C-85, the Psychoactive Substance Control Act; and
- To support, through the FLEUR Secretariat, the broad objectives of the government regulatory review and reform process with emphasis on compliance and enforcement.

Royal Canadian Mounted Police:

- To restructure the RCMP's national and divisional headquarters in order to reduce administration overhead;
- Following recent government direction to recover \$2 million in 1993-94, the RCMP will implement a system of cost recovery in the Law Enforcement Activity, including the Canadian Police College;
- To review and redevelop the RCMP's training program to ensure the Force's commitment to community policing and to address issues related to policing in a pluralistic society;
- To reassess and standardize current programs and operational policy with respect to ethical and professional behaviour and the use of force by officers in the course of duty;
- To dedicate an additional 44 positions to initiatives aimed at combatting increasing criminal activities associated with the smuggling of illegal immigrants into Canada;
- To determine the technical, operational and financial viability of using a satellite network rather than the current financially and technologically inefficient land-lines to connect field units to the central site;
- To develop a national strategy to address the marked increase in the use of counterfeit credit cards;
- As a result of changes to the Criminal Code, to allocate 31 additional positions over the next two years to the Firearms Program in order to process the expected increases to firearms registration applications and to conduct firearms examinations;
- To maintain the RCMP's peacekeeping commitments through increased participation in the United Nations Protection Force in Yugoslavia;
- To remove systemic barriers that may exist in the current process of recruiting target group applicants; and
- The Commissioner's four year appointment as President of the International Criminal Police Organization (I.C.P.O. - Interpol) will ensure Canada's position as a key player within the global law enforcement community.

RCMP External Review Committee:

- The Committee has undergone significant restructuring with a view to the impending amalgamation with the RCMP Public Complaints Commission announced in the February 1992 Budget.

RCMP Public Complaints Commission:

- Once the necessary amendments to legislation have been passed, the Public Complaints Commission and the External Review Committee will merge into a new agency called the Independent Review Commission for the Royal Canadian Mounted Police, which will incorporate the mandates of the two existing agencies.
- To continue to improve operational efficiency by reducing the time to review complaints by improving the quality of reports and by developing a training syllabus for reviewer/analysts and investigators;
- To finalize the development of a communications strategy with the public, with the RCMP and with complainants; and
- To complete the revision of the Commission's Complaints Process Manual.

3. The Corrections Sector:

Department:

- To continue work on the Aboriginal Justice initiative by undertaking research and development projects to promote community participation in corrections, strengthen correctional policy and programs with respect to Aboriginal peoples, and ultimately reduce the recidivism rate of Aboriginal offenders;
- To further initiatives involving the design of appropriate programs dealing with the treatment and rehabilitation of family violence offenders as well as models for the effective treatment of female offenders who have been victims of abuse;
- To support the implementation of the Corrections and Conditional Release Act and its accompanying Regulations and to begin preparations for the planned three-year review of the detention provisions;
- To support the implementation of the amendments to the Criminal Records Act; and
- To undertake a review of the Transfer of Offenders Act.

Correctional Service of Canada:

- To develop and implement a core of programs throughout the Service, which specifically target those factors and needs associated with criminal behaviour;
- To develop and implement a continuum of care to respond to the needs of mentally disordered offenders, including sex offenders;
- To develop and implement specialized substance abuse programs and services to respond to offenders' various levels of need;

- To construct regional facilities for the incarceration of federally sentenced women, and implement a new correctional approach based on the specific characteristics and needs of this group of offenders;
- To construct facilities in British Columbia and Alberta and develop and implement correctional programs and processes that are responsive to the needs of Aboriginal offenders and culturally relevant to them, and therefore more likely to prepare them for successful reintegration as law abiding citizens;
- To develop effective prevention and treatment program models for federal offenders, as part of the federal Family Violence initiative established in 1991-92. (Other components of the initiative include (i) policy development and coordination; (ii) professional training; (iii) research and evaluation; and (iv) information dissemination.);
- To implement accommodation strategies adapted to the needs of female and Aboriginal offenders;
- To expand and/or upgrade minimum security and community accommodation;
- To implement accommodation measures to meet the housing needs of future projected population levels and to reduce double bunking;
- To support management accountability through the effective conduct of a program of internal audits and investigations;
- To fully implement the Operating Budget Regime to allow managers to deliver programs in the most cost-effective manner;
- To review the offender redress system with respect to federally sentenced women and aboriginal needs;
- To streamline the monitoring process on the Correctional Investigator issues and concerns;
- To implement a strategy for Access to Information and Privacy to improve services to inmates through local response to file information;
- To develop an improved framework for monitoring information management initiatives;
- To expand the utilization of CSC's standard integrated software support tools, techniques and standards through the Strategic Information Network initiative;
- To complete the implementation of Release 2, and to develop and implement Releases 3 and 4 of the Offender Management System;

- To develop an Information Holdings Program supporting Treasury Board's policy relating to the Management of Government Information Holdings;
- To provide a safe and healthy workplace and a working environment that demonstrates respect for individuals;
- To complete implementation of the correctional career management system;
- To pursue research directly related to correctional programs and operations;
- To develop and implement policies designed to improve the quality and level of public consultation and participation; monitor, more proactively, trends in media and public opinion; and enhance the Service's public education programs; and
- To continue to actively pursue a program to improve the environmental sustainability of activities conducted in support of CSC's mission.

National Parole Board:

- To implement the Corrections and Conditional Release Act in a manner which respects the law and parliamentary and public concern about public safety and protection;
- To implement the amendments to the Criminal Records Act, and continue productivity improvement for pardons in order to reduce costs and enhance service to the public;
- To participate effectively in the federal initiative to reduce and prevent family violence and provide assistance to victims of such crime;
- To participate effectively in the federal initiative to improve the criminal justice response to the needs of Aboriginal peoples;
- To strengthen the Board's capacity to respond to the needs of diverse communities, particularly visible minority and ethnocultural communities;
- To improve productivity as a means of managing resource reductions and workload increases while maintaining quality in program delivery; and
- To establish the information management infrastructure necessary to stimulate and sustain quality and productivity in all programs of the Board.

1993-94 Estimates

Part III

**Solicitor General
Canada**

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Spending Authorities

Authorities for 1993-94 - Part II of the Estimates

Financial Requirements by Authority

Vote	(thousands of dollars)	1993-94 Main Estimates	1992-93 Main Estimates
Solicitor General Department			
1	Operating expenditures	27,632	25,888
5	Grants and Contributions	48,392	38,293
(S)	Solicitor General - Salary and motor car allowance	51	51
(S)	Contributions to employee benefit plans	2,086	2,553
Total Department		78,161	66,785

Votes - Wording and Amounts

Vote	(dollars)	1993-94 Main Estimates
Solicitor General Department		
1	Solicitor General - Operating expenditures	27,632,000
5	Solicitor General - The grants listed in the Estimates and contributions	48,392,200

Program by Activities

(thousands of dollars)

1993-94 Main Estimates

	Budgetary					1992-93 Main Estimates
	Full-time equivalents*	Operating	Capital	Transfer payments	Total	
Ministry Secretariat	275	26,973	380	48,392	75,745	64,272
Review Agencies	29	2,385	31	-	2,416	2,513
	304	29,358	411	48,392	78,161	66,785
1992-93 Full-time equivalents	290					

* See Figure 7 on page 2-33 for additional information on human resources.

Section I

Program Overview

A. Introduction to Program

1. Mandate

The Solicitor General's legislative, policy and program delivery responsibilities form the basis for the Solicitor General Program. The Ministry of the Solicitor General was established in 1966 under the provisions of the Department of the Solicitor General Act. Over the past several years, the mandate of the Solicitor General and the Ministry has undergone significant change. Perhaps most important has been the Canadian Security Intelligence Service (CSIS) Act creating CSIS, the Inspector General of CSIS, and the Security Intelligence Review Committee, as well as setting out specific responsibilities and accountabilities for the Solicitor General and his Deputy. The CSIS legislation also included the Security Offences Act which confirms RCMP responsibilities for enforcement of laws concerning security offences.

Consistent with government-wide emphasis on greater accountability, and particularly in consideration of RCMP accountability issues that had arisen in the 1970's resulting in the Marin Commission of Inquiry, two review bodies, the External Review Committee (ERC) and the Public Complaints Commission (PCC), were created in 1986. The government's February 1992 Budget announced that the ERC and the PCC would be consolidated to achieve savings in administrative overhead and other efficiencies in program delivery to avoid duplication. It is expected that the new agency, the Independent Review Commission for the RCMP, will come into being in early 1993 once the required amendments to the RCMP Act are brought into force.

Under the Department of the Solicitor General Act, the Solicitor General has responsibility for federal matters relating to:

- Reformatories, prisons and penitentiaries;
- Parole and remissions;
- The Royal Canadian Mounted Police; and
- The Canadian Security Intelligence Service.

The Solicitor General is also responsible to Parliament for the Correctional Service of Canada and the National Parole Board and for administration of the Department of the Solicitor General Act, the Royal Canadian Mounted Police Act, the Corrections and Conditional Release Act, the Prisons and Reformatories Act, the Canadian Security Intelligence Service Act, the Security Offences Act, the Criminal Records Act and the Transfer of Offenders Act. The Solicitor General is responsible for discharging specific

operational responsibilities under such acts as the Identification of Criminals Act, the Official Secrets Act, the Diplomatic and Consular Privileges and Immunities Act, the Immigration Act, the Criminal Code and the Emergencies Act which are otherwise administered by other departments. The Solicitor General has the lead responsibility for the federal government in relation to policing, security, corrections and parole.

2. Program Objective

The objectives of the Solicitor General Program are:

- to provide overall policy direction to the programs of the Ministry;
- to investigate, attempt to resolve through administrative action, and report on complaints from or on behalf of offenders under federal jurisdiction (Correctional Investigator);
- to monitor, review, and report on operational activities of the Canadian Security Intelligence Service (I.G. CSIS).

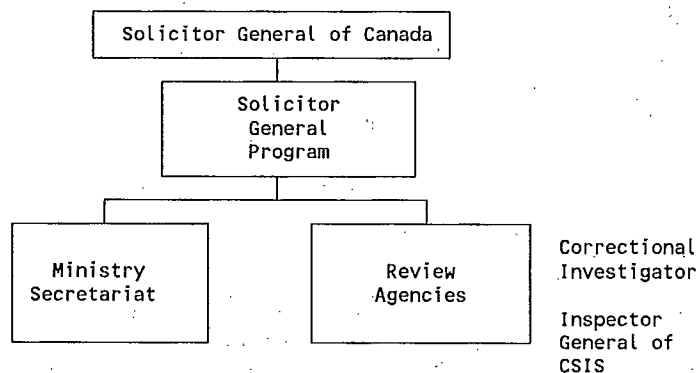
3. Program Organization for Delivery

Activity Structure: The Solicitor General Program is divided into two activities: the Ministry Secretariat and the two Review Agencies.

The Secretariat is headed by the Deputy Solicitor General. Its roles and responsibilities derive from the Deputy's mandate to provide strategic and corporate advice to the Solicitor General and to support the Solicitor General in his collective management and policy responsibilities, and his responsibilities before Parliament and Cabinet.

The Review Agencies include the Office of the Correctional Investigator and the Inspector General of CSIS. The Review Agencies have been situated outside the agencies to which they relate to ensure their independence and to enhance their public visibility. Figure 1 displays the program activity structure for the Department of the Solicitor General.

Figure 1: Program Activity Structure

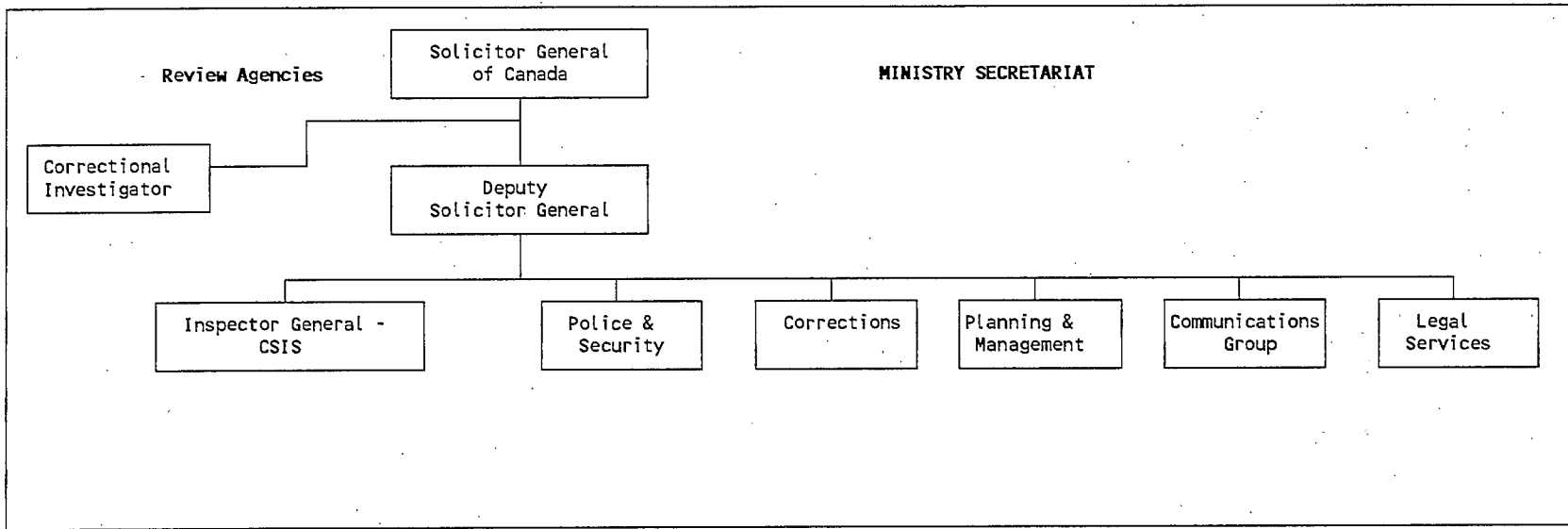


Organization Structure: The Deputy Solicitor General and the Correctional Investigator report independently to the Solicitor General. The Correctional Investigator reports through the Solicitor General to Parliament. The Inspector General of CSIS is responsible to the Deputy Solicitor General. She submits her certificates and reports to the Solicitor General.

The Secretariat Head Office is in Ottawa. The Regional Offices are located in Moncton, Montreal, Toronto, Saskatoon and Vancouver. The organization has three branches (Police and Security, Corrections and Planning and Management) each reporting to the Deputy Solicitor General. The Communications Group also reports to the Deputy Solicitor General.

The Secretariat continues to provide centralized administrative and management support services for the components of the program and for the RCMP External Review Committee and the RCMP Public Complaints Commission. The organizational structure and resource requirements for the Program are illustrated in Figure 2.

Figure 2: Organization and Resource Requirements for 1993-94



Resources:

Correctional Investigator	Police and Security		
1,364 (17)	57,484 (110)		
Inspector General- CSIS		Corrections	
1,052 (12)		4,129 (31)	
	Solicitor General		Planning and Management
	1,319 (20)		11,013 (92)
	Deputy Solicitor General		Communications
	562 (7)		1,136 (13)
			Legal
			102 (2)

(Resources are expressed in (\$000's) and full-time equivalents are in brackets)

4. Environment

The following factors bear upon the nature and operation of the Solicitor General Program.

Aboriginal Justice and Policing: The Ministry of the Solicitor General continues to contribute to the evolution of criminal justice services for Aboriginal Canadians. Federal studies, such as the Task Force on Aboriginal Peoples in Federal Corrections, and justice inquiries in several provinces have identified the need to adapt criminal justice institutions to Aboriginal rights and culture. Aboriginal peoples demand input to a more responsive justice system. They seek greater input in decision-making processes and administrative mechanisms necessary to address their particular needs. These tools range from First Nations police services to various Aboriginal-run justice systems. Aboriginal issues continue to be at the centre of public attention. Initiatives toward the implementation of Aboriginal self-government and a commitment to provide First Nations with greater control over the administration of justice in their communities remain a priority. In this context, tripartite agreements for First Nations policing arrangements and services are being pursued within the existing constitutional/legal framework in Canada.

Family Violence Awareness: Activities undertaken by provincial and federal governments and by voluntary organizations have raised awareness of family violence among the Canadian population. Police and social service agencies are reporting a dramatic increase in the number of cases brought to their attention. In addition, the courts are being asked to deal with significantly more charges, many being laid by police who are following provincial policies. The Panel on Violence Against Women has released its interim report and is expected to release a final report early in 1993. The interim report called for police to adopt a policy of zero tolerance, to change practices and procedures with respect to victims and offenders and to develop training programs for police. Status of Women Canada is acting on a mandate to develop and implement a national, multi-media campaign on violence against women. This is expected to have resource implications and to continue to increase the number of cases with which the police must deal.

Youth Violence: Emerging issues of concern to Canadians include criminal youth gang activities and youth violence, juvenile prostitution and child pornography. In February 1992, Cabinet approved a federal Child Development Initiative called Brighter Futures, as part of the follow-up to the 1990 World Summit for Children. Activities under this initiative will likely receive close scrutiny from the public. Justice Canada is also working in this area and there will be a need for collaboration and ongoing consultations.

Proceeds of Crime: The international focus on money laundering and criminal proceeds has led to the recognition of the need for new legislation and new policing strategies to take criminal proceeds away from organized criminals and to put in place international Mutual Legal Assistance treaties and other law enforcement mechanisms to facilitate cross-border law enforcement collaboration. The Financial Action Task Force and the North American Free Trade Agreement both represent the type of external pressures that make global policing a necessity. In response to these pressures, the recently approved phase II of the Canada Drug Strategy supported the creation of three anti-drug profiteering pilot units to work on proceeds-of-crime investigations.

Visible Minority Issues: The concerns of visible minorities about equality issues in the delivery of police services, as well as within police departments, are important influencing factors. Incidents characterized as race related violence have continued to occur during the past year in several major urban centres of Canada. Consequently police services are now implementing policies and training to encourage police officers to be more sensitive to visible minorities. Issues about equity recruitment, hiring, and promotion continue to be important influences in policing and law enforcement. The police are continuing to come under pressure to represent the communities that they are to serve - to be accountable to these communities and to be seen to be accountable to them.

National Security Issues: New political structures continue to develop in Eastern Europe and the former Soviet Union; accompanying domestic, regional and international political realignment creates tensions and uncertainties. Peace initiatives in the Middle East are counterbalanced by pressures of Islamic fundamentalism and regional turmoil. Previously suppressed ethnic, religious, cultural, economic and political cleavages are deepening around the world and have altered the traditional international security climate.

Where stability is undermined at home or abroad, there will be increased pressures on Canada that could have important national security implications. The strains associated with integrating emerging democracies into the world economy create challenges in the economic sphere to which Canada must quickly adjust and respond, both internally and internationally. Potential risks of imported or home grown political conflict create challenges for the Secretariat, as it seeks to maintain and promote a safe, secure and democratic multicultural society.

Federal-Provincial Relations: Of necessity, the development of criminal justice policy requires close cooperation between federal and provincial levels of government. Not only is the constitutional responsibility for policing and corrections a shared one, but operational efficiency can only be achieved through consultation and joint effort. Such collaboration can be accomplished through formal arrangements such as the RCMP policing agreements. It can also be achieved through a commitment to consultation, for example, in the ongoing development of First Nations Policing agreements, the establishment of anti-profiteering drug units and the establishment of an Assets Management Office to deal with assets seized in drug investigations.

International Criminal Justice: The Ministry actively maintains its links to international organizations, such as the Organization of American States, through membership in the Inter-American Drug Abuse Control Commission (CICAD) anti-drug crime and abuse forum. The Solicitor General has regularly visited the Trevi Group, which deals with counter-terrorism and other criminal justice issues within the European Community. On an operational level, international collaboration is a major element of RCMP and CSIS operations. The Ministry continues its efforts to exchange technical assistance and expertise with other countries in such areas as money laundering, drug smuggling, training and education of prisoners, transfer of offenders and police training.

5. Plans for 1993-94 and Recent Performance

Aboriginal Justice

- In 1993-94, the Secretariat will continue work on this government initiative by undertaking research and development projects to promote community participation in corrections, strengthen correctional policy and programs with respect to Aboriginal peoples, and ultimately reduce the recidivism rate of Aboriginal offenders (see pages 2-16 and 2-26).

First Nations Policing Program

In 1991-92, the Secretariat contributed to a comprehensive review of the First Nations Policing Policy by providing professional advice and participating in tripartite negotiations. As of April 1, 1992 the Secretariat was assigned responsibility to implement the First Nations Policing Policy to increase the federal support for policing service to Aboriginal communities.

- In 1992-93, the Secretariat created the Aboriginal Policing Directorate and launched a series of developmental activities as a prelude to further tripartite negotiations. A national workshop on First Nations policing held in Calgary brought together tripartite partners to share their Aboriginal policing experiences and views on the First Nations Policing Policy. Aboriginal peoples and police in major urban centres were also consulted to discuss the goals and objectives of the off-reserve Aboriginal policing program (see page 2-23).
- In 1993-94, the Secretariat plans to develop policies and negotiate tripartite policing agreements which will provide an ever increasing number of First Nations communities with access to First Nations policing arrangements and services (see page 2-23).

Family Violence

- The Corrections Branch has proceeded with research and program and policy development activities designed to improve our understanding of the factors that contribute to family violence, and to develop models for community-based treatment (see page 2-26). In 1992-93, the Branch initiated a major multi-site evaluation of treatment programs for men who batter. As part of its responsibility in exploring the role of the police within the larger context of a community response to family violence, the Police and Security Branch began large scale research and demonstration projects concerning family violence. Of particular importance was the establishment of the Canadian Association of Chiefs of Police (CACCP) National Police Prevention of Family Violence Training Committee (see page 2-24). In 1993-94, priority will be given to activities which examine the special needs of disadvantaged women, police charging policies, police protocols dealing with seniors and those regarding the response to victims with disabilities, address the special needs of Aboriginal victims, and police training.

Brighter Futures Initiative: Youth at Risk

- Pursuant to the government's approval of this initiative in 1992-93, the Secretariat funded the development of an evaluation framework for the Ministry's activities in this area. In 1993-94, the Police and Security Branch of the Secretariat will be responsible for the launch of activities to focus on improving the effectiveness of the police response to problems faced by youth at risk (see page 2-15).

Canada Drug Strategy and Proceeds of Crime

In March 1992, the government announced Phase II of the Canada Drug Strategy for five years, from 1992-93 through to 1996-97.

- In 1992-93, officials from the Secretariat and from the Department of Justice worked with provincial, municipal and police officials to develop a proposal to share forfeited assets from federal drug prosecutions. Proposals have been distributed and will be discussed before final decisions are made. In 1993-94, as part of the Drug Strategy, the Secretariat will monitor and evaluate three anti-drug profiteering pilot units comprised of federal, provincial and municipal police forces established in three major Canadian cities (see page 2-24).
- In 1992-93, the Secretariat pursued Canada's commitment to international cooperation in drug related matters through active participation, at the Assistant Deputy Minister (ADM) level, in the bi-annual sessions of the Inter-American Drug Abuse Control Commission (CICAD) and will continue to do so in 1993-94.

National Security and Counter-Terrorism

- In 1991-92, the Police and Security Branch of the Secretariat coordinated the release of the first public statement of the Solicitor General on national security, timed to coincide with the release of the first public report by CSIS (see page 2-24). In 1992-93, the Branch developed the second edition of the National Counter-Terrorism Plan and distributed it as a draft to federal, provincial and municipal authorities for purposes of consultation (see page 2-25).

Legislative Review

The Secretariat will continue to provide leadership, advice and coordination in the development and review of legislation affecting policing, law enforcement, security and corrections and conditional release.

- The Corrections and Conditional Release Act was proclaimed in the fall of 1992. In 1992-93 and 1993-94, the Secretariat will support the implementation of the Corrections and Conditional Release Act and its accompanying Regulations, and begin preparations for the planned three-year review of the detention provisions. The sentence calculation provisions of this Act were criticized for their complexity and their failure to provide a predictable consequence when an offender on conditional release

commits a new offence. The Secretariat will report on consultations respecting the sentence provisions of the Corrections and Conditional Release Act and prepare amendments as required in 1993-94.

- Amendments to the Criminal Records Act came into force on July 24, 1992. In 1993-94, the Secretariat will coordinate consultations with federal, provincial and territorial officials regarding effective implementation of these amendments.
- In 1993-94, the Secretariat will finalize, implement and administer enforcement regulations made under Bill C-85, the Psychoactive Substance Control Act (see page 2-15).
- In 1993-94, the Corrections Branch of the Secretariat will undertake a review of the Transfer of Offenders Act to ensure consistency with the Charter of Rights and Freedoms, to fully meet certain international obligations, and to address deficiencies that have been identified after negotiating a number of treaties and negotiating over 400 transfers. In 1992-93, negotiations were undertaken to establish bilateral treaties with Brazil and Venezuela, which are to be finalized in 1993-94. The Corrections Branch of the Secretariat also plans to finalize and promote the adoption of a multilateral convention with the Organization of American States and to implement the Commonwealth Scheme, a multilateral transfer agreement for Commonwealth nations.
- In 1992-93, the Secretariat and the Department of Justice developed consultation documents related to the amendment of Section 25 of the Criminal Code respecting the use of force on persons fleeing lawful arrest and the amendment of the electronic interception provisions of Part VI of the Criminal Code (see page 2-23).

Organizational Restructuring

To improve management processes and to manage new initiatives which have been introduced recently, the Secretariat has undergone some internal organizational change as well as providing input to organizational change in the Ministry.

- In 1992-93, the Secretariat reorganized and rationalized the National Security Coordination Centre and the Security Policy and Operations Directorate of the Police and Security Branch into the new National Security Directorate. In 1993-94, plans are to achieve full functioning of the new Directorate, including and in particular, a policy capacity to provide expert and timely advice to the Minister and the government on all matters related to issues confronting or likely to confront the nation's security (see page 2-10).
- Through the Aboriginal Corrections Unit created in 1991-92, the Corrections Branch of the Secretariat will develop a coordinated approach to policy development, research and development, evaluation, federal-provincial relations, information and communications respecting Aboriginal community corrections initiatives (see page 2-16). The Police and Security Branch will support policy and program development in this area to improve relationships between police and Aboriginal citizens.

- In 1992-93, the Secretariat took part in extensive preparatory work with the RCMP Public Complaints Commission (PCC) and the RCMP External Review Committee (ERC) as well as with central agencies with respect to organizational design, resource management and allocation, and policy development necessary for the consolidation of the PCC and ERC announced in the February 1992 budget (see page 2-5). The consolidation of these two agencies will require amendments to the RCMP Act.
- In 1992-93, the Secretariat coordinated the transfer of responsibility for the role performed by the RCMP Special Emergency Response Team to the Canadian Armed Forces (see page 2-25).

RCMP Policing Service Agreements

- In 1993-94, the Secretariat will implement commitments arising out of the 1992 RCMP policing services agreements with provincial/territorial and municipal governments, including the study of the cost base used to cost-share RCMP policing services provided under the agreements (see page 2-15).

Federal Law Enforcement

In 1992-93, Treasury Board approved funding for Federal Law Enforcement Under Review (FLEUR), a Secretariat within the Department of the Solicitor General to support the Interdepartmental Committee of Deputy Ministers Responsible for Federal Law Enforcement whose mandate it is to coordinate the federal law enforcement function within departments and agencies (see page 2-17).

- In 1992-93, the FLEUR Secretariat formed a group of senior officers at the ADM/Director General level who have direct responsibility for enforcement programs to provide strategic direction to the function, act as a source of ongoing advice through the Secretariat to the Interdepartmental Committee of Deputy Ministers and engender a sense of shared responsibility for the federal law enforcement function. The FLEUR Secretariat also developed an agreement for a model for the federal law enforcement function as a basis against which to standardize discussions, understandings, language and experiences in the federal law enforcement function.
- In 1993-94, FLEUR will support the broad objectives of the government regulatory review and reform process with emphasis on compliance and law enforcement, complete a study and rationalization of the powers and roles in federal law enforcement, and develop benchmarks for operational practices and standards related to matters such as operational cooperation, training, accountability, human resources, information sharing, communication and the use of force (see page 2-25).

Improved Internal Communication and Cultural Change

The Secretariat has created a Staff Communications Committee which has implemented a variety of mechanisms to improve communication and institute changes consistent with the Secretariat's Mission Statement and the goals of PS 2000. In addition, the Secretariat

created a Gender Equity Task Force in 1991 to review the gender profile of the Secretariat and provide recommendations for action to ensure an equitable workplace. The Task Force prepared a report and action plan for review by senior management in 1992-93, which includes plans for initiatives in the areas of attitude awareness, training and development, workplace adaptation and evaluation (see page 2-27).

An upward feedback program was inaugurated in 1992-93 which aims specifically at improving communications between employees and their supervisor, and gives employees a formal opportunity to influence the management style of their supervisor.

6. Initiatives

The following new initiatives have been undertaken since the last report in Part III:

Renewed Canada Drug Strategy: In March 1992, the Canada Drug Strategy was renewed for another five years. The Secretariat will continue to fund police demonstration prevention projects for young people in the school system. In addition, the Secretariat will increase the focus on providing training and resources to police officers to deliver preventative messages about drug abuse to youth at risk. The primary target groups include street youth and certain native and ethnic populations whose social and economic conditions, as well as geographic isolation, result in above average rates of drug abuse.

The Secretariat is also responsible for the development and administration of enforcement regulations under Bill C-85, the Psychoactive Substance Control Act. Bill C-85 is intended to replace the Narcotic Control Act and Parts III and IV of the Food and Drugs Act. The Bill provides that regulations pertaining to the enforcement of the legislation may be made on the recommendation of the Solicitor General. The authority provided in the Bill to make regulations dealing with enforcement matters is intended to provide for specialized investigative techniques such as "controlled deliveries", as required under the 1988 United Nations Convention Against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances, and other investigative methods necessary to deal with sophisticated traffickers.

Brighter Futures - Youth at Risk: As part of the federal government's Brighter Futures initiative, the Solicitor General announced, on May 25, 1992, National Missing Children's Day, a program on missing children/youth at risk conducted by the RCMP's Missing Children's Registry, the RCMP Crime Prevention Directorate, and the Ministry Secretariat. Initially, the focus of a program of research, evaluation and demonstration projects on youth at risk will be on reviewing the Ministry's previous and current involvement in the areas of missing children, young offenders, juvenile prostitution and crime prevention. Specific activities will include an assessment of relevant provisions of the Young Offenders Act. The principal focus of these activities will be the special needs of younger children at risk of exploitation and victimization.

1992 RCMP Policing Service Agreements: In April 1992, Secretariat officials successfully concluded new 20 year agreements for RCMP policing services with provincial, territorial and municipal governments across Canada. Several commitments

arising out of these agreements, including a study to determine the full cost to the Crown of providing RCMP services under contract with certain provinces, territories and municipalities, and certain transitional issues stemming from the negotiation of the new agreements are being pursued. The study of the cost-base is preparatory to the first of the five-year reviews contemplated by the agreements, and is consistent with the findings of the recent report by the Office of the Auditor General on various aspects of RCMP contract policing services.

7. Update on Previously Reported Initiatives

The following progress has been made on the multi-year initiatives previously reported.

Aboriginal Justice: In 1991, Cabinet approved a five-year initiative which provided human and financial resources to the Department of Justice and the Ministry Secretariat to develop, among other things, a comprehensive federal policy framework for Aboriginal justice. The Ministry Secretariat received an allocation of approximately \$803 thousand annually through 1994-95. The Ministry has maintained liaison with the Royal Commission on Aboriginal Peoples during its early stages and will contribute information to the Commission as required.

The Secretariat has carried out consultations with Aboriginal peoples, police and service organizations. To date, the consultations have provided a forum for discussing the goals and objectives of the off-reserve Aboriginal policing strategy as well as a vehicle to strengthen community contacts. The Corrections Branch of the Secretariat has established an Aboriginal Corrections Unit which has undertaken a number of innovative research, development and communications projects which will increase Aboriginal community awareness about corrections and which will assist Aboriginal offenders in completing their release programs and successfully reentering society. The Corrections Branch has also begun to undertake a collaborative and integrated research, development and communications initiative to increase the opportunities for Aboriginal offenders to remain in or return to their communities of choice. The Secretariat continues to coordinate the Justice/Solicitor General Working Group with the Inuit of Quebec.

First Nations Policing: On April 1, 1992, full responsibility for the First Nations Policing Policy, program administration and implementation was assigned to the Solicitor General of Canada. Ongoing efforts to effect the smooth transfer of responsibility from the Department of Indian Affairs and Northern Development to the Solicitor General Secretariat have focussed on promoting the policy. The Secretariat has provided professional advice and guidance and administered the First Nations Policing Program through the development of tripartite agreements. The Policy has been generally well received by provincial and territorial governments and First Nations.

In seeking to fulfil the First Nations Policing Policy mandate, the Secretariat launched a series of developmental activities as a prelude to comprehensive coverage through the negotiation of policing arrangements. The Secretariat has focussed on ensuring that all parties understand the policy and its long-term implications. The National Workshop on First Nations Policing brought together federal, provincial and First Nations representatives

to share their Aboriginal policing experiences and views on the First Nations Policing Policy. The successful National Workshop provided a constructive forum for discussions between the tripartite partners.

RCMP Source/Witness Protection Program Review: As part of a review of the RCMP Source/Witness Protection Program, a questionnaire was distributed to all police forces in Canada in July 1992, after extensive consultations with the RCMP. The questionnaire was to determine, in part, the general awareness of the RCMP program by other police forces, their use of the program, and their views as to the adequacy of the program in meeting their particular needs. An analysis of the responses will be completed in 1992-93. Findings will lead to the identification of options in the area of witness protection.

Bill C-17 - Firearm Provisions: In preparation for the implementation of the new firearm provisions in the Criminal Code (Bill C-17), which received Royal Assent in December 1991, Secretariat officials worked closely with officials of the Department of Justice and the RCMP to prepare Treasury Board submissions, to draft regulations, to prepare police training manuals and to provide police training sessions. This initiative is considered completed for reporting purposes, and will not be reported on in next year's Part III.

Family Violence: In February 1991, the federal government announced a renewed and expanded family violence initiative supported by \$136 million over the four year period from 1991-92 to 1994-95. Under the renewed initiative, the Secretariat, a key partner, was allotted \$11.6 million to undertake activities which would contribute to a more effective, efficient and appropriate response from the criminal justice system to the problem of family violence, particularly in regard to policing, law enforcement, corrections and parole.

In 1992-93, the Police and Security Branch of the Secretariat implemented several major projects in the areas of police training, prevention through public education, information management to permit a more informed analysis of existing strategies and policies, and research to establish how the criminal justice and social service systems are responding. Over twenty projects were funded, and the Police and Security Branch continued to fulfill its Treasury Board-assigned responsibilities by providing Ministry-wide coordination of the initiative through the Ministry Committee on Family Violence and the preparation of an evaluation framework.

The Corrections Branch of the Secretariat has proceeded with research and program and policy development pertaining to family violence offenders. In particular, the Branch has initiated a major multi-site study of treatment programs for men who batter. Other major projects include the development of an ethno-culturally specific program for wife-abusers. The initiative also involves support for information dissemination and professional training on family violence issues.

Federal Law Enforcement Under Review (FLEUR): The Federal Law Enforcement Under Review study report established that within the global federal law enforcement activity there were overlaps in jurisdiction, duplication of effort by departments and agencies, a lack of communications and coordination mechanisms, and in some cases,

conflicts in enforcing strategies. To achieve the required coordination and standardized departmental enforcement activity, the government mandated the Interdepartmental Committee of Deputy Ministers Responsible for Federal Law Enforcement to coordinate the federal law enforcement function within departments and agencies in order to ensure that the optimum degree of effectiveness, efficiency, uniformity and consistency is achieved in the conduct of federal law enforcement activity; established a Secretariat on a permanent basis to support it; and located the responsibility for the initiative in the Secretariat of the Ministry of the Solicitor General. This initiative is considered completed for reporting purposes, and will not be reported on in next year's Part III.

B. Program Performance Information

1. Summary of Financial Requirements

The department estimates total financial requirements of \$78.2 million and 304 full-time equivalents. A summary of the financial requirements by activity and by Branch, or component within each activity, is presented in Figure 3.

Figure 3: Financial Requirements by Activity

(thousands of dollars)	Estimates 1993-94**		Forecast 1992-93		Actual 1991-92	
	\$	FTE*	\$	FTE*	\$	FTE*
Executive	1,983	29	3,142	29	2,383	27
Police and Security	57,484	110	44,272	97	8,297	80
Corrections	4,129	31	4,001	31	3,014	26
Planning and Management	11,013	92	11,446	90	11,690	87
Communications	1,136	13	1,152	14	1,469	14
Total Ministry Secretariat	75,745	275	64,013	261	26,853	234
Office of the Correctional Investigator	1,364	17	1,304	17	1,002	13
Office of the Inspector General of CSIS	1,052	12	1,056	12	861	12
Total Review Agencies	2,416	29	2,360	29	1,863	25
Total Program	78,161	304	66,373	290	28,716	259

* See Figure 7 on page 2-33 for additional information on human resources.

** The allocations by Branch within the Ministry Secretariat are as at January 7, 1993 and are subject to change with senior management approval.

Explanation of 1992-93 Forecast: The 1992-93 forecast of financial requirements of \$66,373,000 is \$412,000 less than the 1992-93 Main Estimates of \$66,785,000. This difference is due to the \$300,000 reduction to operating budgets announced in the February 1992 Budget Speech and to a \$112,000 reduction in communications spending.

Explanation of Change from 1992-93 forecast to 1993-94 Main Estimates: Financial requirements for 1993-94 are \$11.8 million or 18% higher than 1992-93 forecast expenditures. This is due to:

	<u>FTEs</u>	<u>\$000s</u>
Increases:		
● resources for the First Nations Policing Program	-	15,580
● resources for the Family Violence initiative	-	1,042
● resources for the FLEUR Secretariat	10	915
● resources for Phase II of Canada Drug Strategy	4	590
● resources for the Brighter Futures initiative	1	399
● provision for inflation	-	311
● resources for the Management Trainee Program	2	92
Decreases:		
● implementation of measures announced in the Economic and Fiscal Statement	(3)	(6,378)
● impact of Pension Legislation change	-	(591)
● management category salary reduction	-	(172)
TOTAL	<u>14</u>	<u>11,788</u>

2. Review of Financial Performance

A summary of the department's 1991-92 spending by activity is presented in Figure 4.

Figure 4: 1991-92 Financial Performance

(thousands of dollars)	1991-92		
	Actual	Main Estimates	Change
Ministry Secretariat	26,853	27,568	(715)
Review Agencies	1,863	2,630	(767)
	28,716	30,198	(1,482)
Human resources* (FTE)	259	271**	(12)

* See Figure 7 on page 2-33 for additional information on human resources.

** 1991-92 Main Estimates person-year figure restated to reflect FTEs.

Explanation of Change: The actual financial requirements for 1991-92 were 4.9 % less than originally planned. This decrease was due to:

	<u>\$000's</u>
● Supplementary Estimates for the Native Policing Program and the Aboriginal Justice initiative	499
● reductions as a result of January 1992 freeze on discretionary expenditures	(913)
● miscellaneous unforeseen lapses	(500)
● delays in the start-up of the Native policing Program	(430)
● staffing delays	(138)
	<u>(1,482)</u>

3. Activity Reports

General

Program effectiveness in the Solicitor General Secretariat is measured primarily through the audit and evaluation of program components to determine relevance and the degree to which the program objectives are being attained.

During 1992-93, the following audit and evaluation activities were conducted: audits of the planning and accountability process and the Secretariat's grants and contribution program to assess management practices and reporting; audits of two contribution recipients; and a review of the telecommunications function to assess financial control and monitoring functions. An evaluation study of the Sustaining Funding Program for National Voluntary Organizations (NVOs) has been completed. This evaluation will result in many modifications to the management of the Program with emphasis on increasing the accountability of the Secretariat and the NVOs. The recommendations are being actively supported and implemented by the Secretariat with the support of the Correctional Service of Canada, the RCMP and the National Parole Board. A review of the regional information needs, collection and dissemination process and the coordinating role of regional offices has also been scheduled.

An evaluation framework for the recently established First Nations Policing Program has also been developed. This framework will provide the necessary tools to ensure that the program meets the original mandate objectives. Evaluation frameworks are also being developed for a number of other interdepartmental initiatives, namely, Family Violence, Brighter Futures and Canada's Drug Strategy.

a) Ministry Secretariat

This Activity is comprised of the Executive (the Minister's Office, the Deputy Minister's Office and Legal Services), the Police and Security Branch, the Corrections Branch, the Planning and Management Branch and the Communications Group.

i) Executive

Organization: The Executive of the Solicitor General Secretariat comprises the Minister's Office, the Office of the Deputy Solicitor General, and Legal Services. The resources consist of 29 full-time equivalents and \$1,983,000.

Description: The Minister's Office and the Office of the Deputy Solicitor General are responsible for: providing direction to the Ministry; exercising national leadership in the Ministry's areas of responsibility/jurisdiction; identifying and analyzing the requirements for policy and legislative change; developing and amending policies and legislation; and answering in Cabinet and Parliament for the Ministry. Legal Services provides services related to: legal advice; preparation of legal documents; drafting of legislation; conduct of litigation; and advice on administration of public affairs in accordance with the law.

ii) Police and Security Branch

Organization: This Branch, headed by an Assistant Deputy Solicitor General, has resources consisting of 110 full-time equivalents and \$57,484,400.

Description: The Police and Security Branch (PSB) provides advice and support to the Solicitor General as Minister responsible for the RCMP, the RCMP External Review Committee and the RCMP Public Complaints Commission, CSIS and the Inspector General of CSIS. The Branch also supports the Solicitor General as lead Minister in the government's response to terrorism.

PSB advises the Solicitor General and Deputy Solicitor General on developments in the policing, law enforcement and national security sectors, and develops and coordinates initiatives to carry forward the Solicitor General's responsibilities in these areas. PSB is also the focal point for federal government policy on policing and law enforcement issues for the Aboriginal peoples of Canada, as well as the administration of the First Nations Policing Program.

In carrying out its responsibility for the development of policy advice, PSB consults with Ministry agencies, other federal departments and agencies, the provinces, and agencies of foreign governments.

Performance and Plans for 1993-94: Further to and in addition to the initiatives described earlier as First Nations Policing, Canada Drug Strategy and proceeds of crime, Family Violence, Brighter Futures for youth at risk, RCMP police services and legislative review, the Branch has focussed on the following priority areas and will continue this focus during 1993-94.

Policing

As a result of the transfer of responsibility for the First Nations Policing Program to the Secretariat in 1992-93, the Branch completed staffing of the new Aboriginal Policing Directorate, both at headquarters and in the regions. Under the Program, approximately 750 police officers are presently funded under various arrangements. In 1992-93, seven tripartite agreements have been signed, 20 are under development or negotiation and 51 proposals or letters of intent are under review. Proposals have been designed to develop, with Aboriginal community leaders, community-based policing approaches and crime prevention strategies.

Cabinet recently approved the development of proposals to amend Section 25 of the Criminal Code to limit the use of force against suspects fleeing arrest. Both the Departments of Justice and of the Solicitor General were identified for the purpose of ensuring adequate consultation in relation to amendment proposals. The Branch will assist in consultations leading to the finalization of these proposals.

The Police and Law Enforcement Directorate of the Branch continues to examine

various proposals for RCMP and civilian police involvement in peacekeeping missions sponsored by the United Nations (e.g. Croatia). This work builds on the Directorate's involvement with the RCMP's Police Training Assistance Program.

A number of new initiatives during 1993-94 in the area of multicultural policing will attempt to facilitate a better relationship between police forces and members of visible minority communities. This includes continued support for and partnership with the Canadian Centre for Police-Race Relations (CCPRR) on issues such as race-relations training, minority recruitment, employment equity, and police-community relations. In partnership with the CCPRR, the Branch published a report on police-race relations training in 1992-93. Community policing continued to be promoted by the Branch in 1992-93 as the most appropriate style of policing in response to the safety needs of all Canadians and all types of communities. Plans for 1993-94 include distributing to police professionals and communities a series of manuals on community policing as well as producing "best practices" studies on police services which have adopted community policing.

Specific activities for 1993-94 associated with the renewed Canada Drug Strategy include the evaluation of a new project involving the creation of three anti-drug profiteering pilot units in Vancouver, Toronto and Montreal comprised of federal, provincial and municipal police forces.

Activities during 1992-93 in the area of family violence included the establishment of the CACP National Police Prevention of Family Violence Training Committee, family violence tracking projects in Manitoba and Nova Scotia, the release of a film on the wife abuse protocol in Renfrew County, the evaluation of the Nova Scotia protocol for the disabled, a residential school child abuse study, and starting a major investigation on the impacts of police charging policies and practices in wife assault cases. Projects in the area of youth-at-risk include a multi-site study on runaways and street youth, a research study on the effectiveness of an alternative education program for youth at risk, preparation of a resource book for police on missing and exploited children, and a study focussing on Aboriginal youth at risk.

A Police Environment Policy and Research Unit was created during 1992-93 within the Branch to identify emerging issues related to dangers, health risks and stress involved with police work. Research activities on these issues will continue in 1993-94, in cooperation with the Canadian Association of Chiefs of Police and the Canadian Police Association.

Security

In 1992-93, the new National Security Directorate (NSD) of the Branch completed the development of a strategic policy framework for ministerial directions to CSIS and began its implementation. The NSD facilitates the implementation of commitments made by the government in response to the special committee created to review the CSIS Act and the Security Offences Act, in cooperation with CSIS and other federal departments. Reflecting commitments and objectives stated in 1992 by the Solicitor General in his first public statement on national security, efforts in 1993-94 will include further streamlining of the

inventory of ministerial directions and contributing to the implementation of measures arising out of the CSIS review of the post Cold War security environment.

On April 1, 1993, responsibility for the RCMP's Special Emergency Response Team (SERT) will be transferred to the Canadian Armed Forces. The transfer should result in annual savings of approximately \$5 million. Following the transfer, the Department of National Defence will maintain an armed assistance capability to respond primarily to terrorist incidents or other offences related to the Security Offences Act. New arrangements will be reflected in subsequent editions of the National Counter-Terrorism Plan (NCTP), and in the ongoing national counter-terrorism training and exercise program. These are core elements of the national counter-terrorism program maintained by the National Security Directorate of the Police and Security Branch, which involves all levels of government and police across Canada. The draft second edition of the NCTP was distributed to federal and provincial authorities in 1992-93 to initiate consultation.

Federal Law Enforcement

The FLEUR Secretariat will work on the development of an agenda for federal law enforcement which will include consideration by departments and agencies involved in this area of the need for a strategic management framework, for managers of enforcement programs to be fully cognizant of the regulatory reform process, for improved communication and information-sharing, and for benchmark operational practices and standards in federal law enforcement.

iii) Corrections Branch

Organization: This Branch, headed by an Assistant Deputy Solicitor General, has resources consisting of 31 full-time equivalents and \$4,129,000.

Description: The Corrections Branch provides policy support and advice to the Solicitor General and Deputy Solicitor General through research; analysis of trends and developments in corrections; implementation and evaluation of innovative programs; and development of policy options, initiatives and legislative proposals. These activities are carried out in collaboration with the Correctional Service of Canada, the National Parole Board, other branches of the Secretariat, other government departments and the representatives of provincial, territorial and foreign governments, as well as non-governmental organizations, interest groups and the Canadian public.

Performance and Plans for 1993-94:

In addition to its work in the areas of Aboriginal justice and family violence described earlier in this Plan (see page 2-11), and planned support for the implementation of the Corrections and Conditional Release Act and of the amendments to the Criminal Records Act (see page 2-13), the Corrections Branch, in 1993-94, will continue work in several priority areas for corrections: sex offender treatment, female offenders, native offenders, families and corrections, assessment and prediction in corrections, and community

corrections.

Further to the Ministry report, published in 1990, entitled *The Management and Treatment of Sex Offenders*, the Branch is continuing its research on the assessment, treatment and management of sex offenders. Specific research projects are aimed at developing more useful tools for assessing the risk posed by sex offenders, including reliable measures of sexual attitudes that distinguish sex offenders from others. Further work is underway to evaluate treatment programs for specific sub-groups of sex offenders and to develop comprehensive models for integrated, cross-agency management of sex offenders.

Work will be undertaken in 1993-94 to refine the analysis of risks and needs of female offenders, and to develop models for community-based treatment to meet the needs of these offenders. In 1992-93, information was collected on a provincial sample of female offenders and added to an existing data base on federally-sentenced women. This expanded data base will permit analyses of female offenders serving a wide range of sentences for a variety of offences. In other projects, women-centred approaches to treatment are being developed and evaluated.

As part of its work in the area of Aboriginal corrections, the Branch will develop appropriate instruments for the assessment of Aboriginal offenders, and will evaluate models of treatment and delivery that are sensitive to Aboriginal cultures and effective in reducing crime. Examples include the evaluation of the effectiveness of a project where an Aboriginal community operated its own probation service which was staffed by community members and linked to other services offered in the community.

In the area of family violence, research will continue regarding the development of programs that enhance the relationships between offenders and their families to support the successful reintegration of offenders into the community. Following a comprehensive review of programs that are designed to facilitate positive contact between offenders and their families, a model program is being developed and evaluated. This project has begun with a study in 1992-93 of the family support needs of families of offenders seeking services from a community-based voluntary agency.

Studies will be undertaken to gain an improved understanding of offender risk and mental disorder in order to inform legislative and policy development regarding the release of dangerous offenders into the community. For example, one study undertaken in 1992-93 is evaluating the relative contribution of three risk scales composed of static and dynamic factors in the prediction of recidivism among a high risk population of individuals found not guilty by reason of insanity.

Another priority for the Branch in 1993-94 will be to develop models for correctionally effective, community-based alternatives to incarceration, and to encourage research and development activity in the corrections field in the voluntary sector. Preliminary work has been done in 1992-93 to experiment with models that combine alternative sentence planning with the delivery of appropriate treatment and services in the community. A recently completed project involved the development, implementation and

evaluation of a model for systematic offender assessment and service delivery in a voluntary sector office.

Multicultural corrections is an emerging priority where the Secretariat is contributing to the elaboration of issues, and identifying research questions with national implications. Planned activities for 1993-94 include an analysis of issues confronting ethno-cultural groups in accessing and utilizing correctional services from traditional sources, and the evaluation of models of service delivery through traditional voluntary sector service providers and specialized community-based cultural organizations.

iv) Planning and Management Branch

Organization: This Branch, headed by an Assistant Deputy Solicitor General, has resources consisting of 92 full-time equivalents and \$11,012,600.

Description: The Planning and Management Branch supports the Solicitor General, Deputy Solicitor General, Ministry Secretariat and Review Agencies by providing services related to: strategic and operational planning; financial and administrative support and services; informatics and telecommunications support; human resource management; audit services and coordination of program evaluation as well as other management reviews; Cabinet and parliamentary affairs; ministerial correspondence; federal-provincial, private and voluntary sector activities; international relations; access to information and privacy; grants and contributions program; as well as regional office activities in support of the Secretariat mission.

Performance and Plans for 1993-94:

In 1991, a task force was established by the Deputy Solicitor General to measure gender equity within the Secretariat. The Gender Equity Task Force prepared a report and action plan for review by senior management in 1992-93.

In 1991-92, the Branch contributed to improved internal communications with the implementation of an integrated procurement and financial management system (PARMS II) and an automated records management system (RIMS) which provide all employees with greater access to information. In anticipation of the application of the operating budget regime in 1993-94, the Branch implemented a salary management information system in 1992-93 to assist managers with the management of their new responsibility for salary budgets. Career planning training modules were developed in 1992-93 to assist employees in recognizing and achieving their full potential as public servants. The Branch also continued to support policy and program development initiatives through a broadened base of environmental scanning.

In 1993-94, the Planning and Management Branch will continue to provide coordination and support to government and Secretariat-wide initiatives through corporate management information systems in the library, finance and records management areas; coordination of the operating budget regime in the Department of the Solicitor General,

implementation of the conversion to the new general services category; coordination of the action plan in response to the Gender Equity Task Force Report; coordination of the Secretariat planning process which seeks strategic integration of Secretariat-wide activities; and environmental scanning in the regions which includes monitoring issues regarding multicultural relations, aboriginal affairs and race-related problems.

v) Communications Group

Organization: This Group, headed by a Director General, has resources consisting of 13 full-time equivalents and \$1,136,000.

Description: The Communications Group disseminates information to general and specialized publics about government policies and programs in policing, corrections, parole and national security. It has two divisions: Planning and Environmental Assessment, and Operations, whose main functions are to provide communications advice and support to the Solicitor General, the Deputy Solicitor General and Secretariat managers. The Group undertakes a range of communications activities, from media relations to writing speeches and press releases, editing, publishing and daily press clipping, audio-visual and exhibit services, as well as coordinating public communications in the event of national security and terrorist incidents.

Performance and Plans for 1993-94:

In 1991-92 and 1992-93, the Communications Group produced publications that included annual reports and specialized documents, information material on Bill C-36 (an act respecting corrections and conditional release) and Bill C-71 (an act to amend the Criminal Records Act). In 1992-93, the First Nations Policing Policy report was published as well as a brochure on funding assistance for projects relating to family violence. The Group worked on the production of a series of videos for judges about corrections in Canada which was released in 1992-93. In 1992-93, work continued on a police training film on the proceeds of crime. The Group also participated in many exhibitions and professional conferences across the country, with a corporate exhibit representing the Secretariat and the four Ministry agencies.

In 1993-94, the Communications Group will continue to support the Minister's priorities for a more effective, fair and responsive Canadian criminal justice system. It will strive to increase public awareness of federal initiatives such as the renewed Canada Drug Strategy, First Nations Policing, Aboriginal Justice, Family Violence and Brighter Futures.

b) Review Agencies

This activity consists of two components: the Office of the Correctional Investigator; and the Office of the Inspector General of the Canadian Security Intelligence Service.

i) Office of the Correctional Investigator

Organization: The Correctional Investigator, who is appointed by the Governor in Council, heads an office whose resources consist of 17 full-time equivalents and \$1,363,500.

Description: This office was originally established in 1973 pursuant to the Inquiries Act. With its coming into force in November 1992, the Corrections and Conditional Release Act is now the enabling legislation for the Office. The staff investigates complaints, conducts interviews, and regularly visits all penal institutions. By liaising with the Commissioner of Corrections and related agencies, the Correctional Investigator endeavors to resolve complaints through administrative action, and, in effect, acts as an ombudsman for inmates. In the past years the major types of complaints relate to transfers, visits and correspondence, medical care, case preparation and segregation.

Performance and Plans for 1993-94: Workload and resource requirements are subject to numerous factors such as: volume of complaints received; complexity of the issues involved; investigation time; negotiations required to resolve the issue. In addition, the Solicitor General may request the Office to undertake special investigations into such issues as major prison disturbances. Workload information is illustrated below. The passage of the Corrections and Conditional Release Act has placed a further requirement on the Correctional Investigator to review investigation reports by the Correctional Service of Canada when an inmate dies or suffers serious bodily injury.

Figure 5: Workload/Volume Data - Office of the Correctional Investigator

Type/Volume	1990-91	1991-92	1992-93*	1993-94*
Complaints Investigated	4,477	5,090	5,200	5,320
Interviews Conducted	1,451	2,068	2,100	2,210
Penal Visits Conducted	274	290	290	290

*Forecast as of November 30, 1992.

ii) Office of the Inspector General of CSIS

Organization: The Inspector General, who is appointed by the Governor in Council, heads an office whose resources consist of 12 full-time equivalents and \$1,052,500.

Description: The Canadian Security Intelligence Act of 1984 created the Canadian Security Intelligence Service (CSIS). It also established two review agencies external to CSIS: the Inspector General (IG) and the Security Intelligence Review Committee (SIRC).

While the SIRC reports annually and directly to Parliament, the IG is a component of the Ministry of the Solicitor General. Her role is to serve as the Solicitor General's external "monitor" of CSIS and to advise him as required. The statutory functions of the Inspector General are fourfold:

- to monitor CSIS's compliance with its operational policies;
- to review CSIS's operational activities;
- to submit certificates to the Solicitor General stating:
 - (i) the extent to which she is satisfied with the CSIS Director's periodic (usually annual) operational reports to the Solicitor General.
 - (ii) whether, in her opinion, any act or thing done by CSIS in the course of its operational activities during the reporting period:
 - (a) was not authorized by or under the legislation or contravened ministerial direction;
 - (b) involved an unreasonable or unnecessary exercise by CSIS of any of its powers.
- to conduct such reviews of specific CSIS activities as SIRC may direct.

Performance: To perform these functions, the Inspector General and her staff systematically monitor and review CSIS activities by keeping abreast of legislative, policy and program changes, not only in CSIS but elsewhere in the security intelligence community; examining records and conducting interviews at CSIS; consulting with officials of CSIS and related departments or agencies; preparing reports, certificates and other documents; and providing other forms of advice, as required. Reports on reviews of specific operational activities and an annual certificate are the Inspector General's primary products.

The nature and complexity of the subject matter means that major projects typically require several months of work by a team of staff members. The Inspector General's monitoring and review operations emphasize major programs and practices unique to CSIS

as a security intelligence agency. Her operational plan is updated annually, in consultation with all interested parties. It seeks to balance the priorities facing the Inspector General with the limited resources available. Administrative support is provided to the Office of the Inspector General by the Ministry Secretariat.

In 1991-92, the Inspector General reviewed the CSIS Director's most recent annual report on the Service's operational activities, submitted the required certificate to the Solicitor General and submitted a number of review reports to the Solicitor General who provided copies to SIRC.

Section II

Supplementary Information

A. Profile of Program Resources

1. Financial Requirements by Object

Program expenditures by object are presented in Figure 6.

Figure 6: Details of Financial Requirements by Object

(thousands of dollars)	Estimates 1993-94	Forecast 1992-93	Actual 1991-92
Personnel			
Salaries and wages	16,739	15,956	14,570
Contributions to employee benefit plans	2,086	2,553	2,474
	18,825	18,509	17,044
Goods and services			
Transportation and communications	2,864	2,694	1,974
Information	402	371	966
Professional and special services	5,908	4,827	3,185
Rentals	104	98	246
Purchased repair and upkeep	139	131	477
Utilities, materials and supplies	1,108	1,043	460
Other subsidies and payments	8	8	(176)
	10,533	9,172	7,132
Total operating	29,358	27,681	24,176
Capital	411	399	608
Grants and contributions	48,392	38,293	3,932
	78,161	66,373	28,716

2. Personnel Requirements

Figure 7: Details of Personnel Requirements

	Full-time equivalents*			Current Salary Range	1993-94 Average Salary Provision
	Estimates 1993-94	Forecast 1992-93	Actual 1991-92		
OIC Appointments¹	3	3	3	45,600 - 170,500	118,167
Executive²	34	34	31	63,300 - 128,900	90,081
Scientific and Professional					
Economics, Sociology, and Statistics	20	17	17	20,000 - 87,241	68,456
Library Science	3	3	3	26,132 - 61,951	46,627
Administrative and Foreign Service					
Administrative Services	23	25	22	17,994 - 75,002	39,849
Financial Administration	6	7	6	15,516 - 69,789	60,695
Information Services	7	8	7	17,849 - 67,814	58,242
Personnel Administration	5	5	4	16,882 - 69,291	54,360
Welfare Program	10	10	5	18,964 - 72,700	57,679
Program Administration	91	85	71	17,994 - 75,002	60,977
Computer System Administration	2	2	2	24,060 - 78,759	52,072
Management Trainee	2	-	-	29,562 - 50,388	26,157
Technical					
Social Sciences Support	1	1	1	16,608 - 75,927	-
Administrative Support					
Clerical and Regulatory	42	39	38	16,999 - 41,724	29,632
Secretarial, Stenographic	55	51	49	16,847 - 41,991	32,964
	304	290	259		

* Full-time equivalent (FTE) is a measure of human resource consumption based on average levels of employment. FTE factors out the length of time that an employee works during each week by calculating the rate of assigned hours of work over scheduled hours of work. FTEs are not subject to Treasury Board control but are disclosed in Part III of the Estimates in support of personnel expenditure requirements specified in the Estimates.

Note: The current salary range column shows the salary ranges by occupational group at October 1, 1992. The average salary column reflects the estimated base salary costs including allowance for collective agreements, annual increments, promotions and merit pay. Year-to-year comparison of averages may be affected by changes in the distribution of the components underlying the calculations.

¹This includes all those at the DM level and all GICs.

²This includes all those in the EX-1 to EX-5 range inclusive.

3. Transfer Payments

Figure 8: Details of Grants and Contributions

	Estimates 1993-94	Forecast 1992-93	Actual 1991-92
Grants			
Canadian Association of Chiefs of Police	44,100	49,000	49,000
Canadian Criminal Justice Association	110,250	122,500	122,500
John Howard Society	45,000	50,000	50,000
Authorized After-care Agencies	1,604,384	1,782,649	1,782,649
	1,803,734	2,004,149	2,004,149
Contributions			
Payment to the provinces, territories public and private bodies in support of activities complementary to those of the Solicitor General	2,793,466	2,838,851	1,583,923
Core Funding - National Voluntary Organizations	315,000	350,000	343,750
Payments to the provinces, territories, municipalities, Indian Band Councils and recognized authorities representing Indians on-reserve, Indian communities on Crown land and Inuit communities for the Indian Policing Program	43,480,000	33,100,000	-
	46,588,466	36,288,851	1,927,673
Total	48,392,200	38,293,000	3,931,822

4. Net Cost of Program

The Estimates of the Program include only those expenditures to be charged to its voted and statutory authorities. Figure 9 provides details of other cost items which need to be taken into account to arrive at the estimated total cost of the Program.

Figure 9: Total Cost of Program for the Year 1993-94

(thousands of dollars)	Main Estimates 1993-94	Add* Other Costs	Estimated Total Program Cost	
			1993-94	1992-93
Solicitor General Program	78,161	3,501	81,662	69,697

*Other costs include the following: (\$000)

● Services provided by Public Works Canada	2,338
● Services provided by Treasury Board	612
● Services provided by the Department of Justice (1993-94 only)	385
● Services provided by Labour Canada	132
● Services provided by Supply and Services	34
	<u>3,501</u>

B. USE OF 1991-92 AUTHORITIES - VOLUME II OF THE PUBLIC ACCOUNTS

Vote	(dollars)	Main Estimates	Total Available for Use	Actual Use
	Department Solicitor General			
1	Operating expenditures	27,889,000	28,388,133	26,191,057
(S)	Salary and motor car allowance	51,100	51,100	51,100
(S)	Contributions to employee benefit plans	2,258,000	2,474,000	2,474,000
Total Department - Budgetary		30,198,100	30,913,233	28,716,157

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