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**Ministry of
the Solicitor General**

**Strategic
Overview
1982-83**

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STRATEGIC OVERVIEW

// *Canada*, MINISTRY OF THE SOLICITOR GENERAL //

April, 1982

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STRATEGIC OVERVIEW
MINISTRY OF THE SOLICITOR GENERAL

INTRODUCTION

The purpose of this overview is to convey to Ministers a sense of the goals and policy directions to be pursued by the Solicitor General over the next five years, with particular emphasis on implementation of priority tasks in the period 1982/83 and 1983/84.

To this end, the overview:

- states the Ministry's organization, mandate and goals,
- reviews major factors affecting the Ministry's policy environment;
- highlights the major implications of the environment for Ministry policy;
- discusses the resource implications of these developments;
- sets out a strategy for implementation of:
 - continuing priority initiatives highlighted in the 1981 Strategic Overview,
 - emerging issues which may be developed as priority initiatives during the planning period,
 - Ministry communications activities with respect to priority initiatives,
- and relates Ministry activities to social policy priorities.

MINISTRY ORGANIZATION, MANDATE AND GOALS

Organization

The Ministry of the Solicitor General is comprised of a secretariat and three agencies; the Royal Canadian Mounted Police, the Correctional Service of Canada and the National Parole Board, all of which report and are accountable to the Minister.

Mandate

Given the statutory and administrative responsibilities of the Solicitor General, the Ministry plays an important role within both the federal and the overall Canadian criminal justice system. The Ministry's budget for 1981-82 totalled \$1.4 billion, accounting for approximately 87% of total federal criminal justice spending and about 29% of total criminal justice expenditures at all levels of government.

The RCMP is responsible for the enforcement of federal statutes, provision of police services under provincial and municipal contracts, national police services, and the provision of internal security. The force has total strength of approximately 20,500, about 30% of total policing strength in Canada.

The Correctional Service of Canada is responsible for the custody of inmates, their health care, education, training and employment. It also provides inmate counselling and personal development programs, and supervises parolees. CSC has 9,800 employees, or approximately 45% of total national correctional strength, responsible for 15,700 offenders, 9,700 of whom are incarcerated in federal institutions and 6,000 of whom are under supervision in the community, either on full parole or mandatory supervision.

The National Parole Board is responsible for granting or denying parole, including day parole, to inmates of federal and provincial prisons. It also rules on unescorted temporary absences for inmates of federal penitentiaries and recommends the exercise of the Royal Prerogative of Mercy and the granting of pardons.

In addition to this substantial operational role, the Ministry performs an important policy development and integration function for Canada's system of criminal justice. This was a principal reason for the evolution of the Ministry Secretariat following establishment of the Ministry in 1966, and the Secretariat has continued to exercise and develop this role.

Because of their joint involvement in a wide range of criminal justice issues, there is often a shared interest between the Ministry and the Department of Justice, with each department bringing to bear its own particular perspective in dealing with those issues. As a result, the Ministry and the Department of Justice have developed both formal and informal coordinating structures to ensure complete consideration of all aspects of such issues with the most efficient deployment of scarce resources.

Goals

The Ministry's long term goals provide a planning framework for the development of initiatives and priorities. Taken collectively, the following goals represent the purpose and direction of the Ministry:

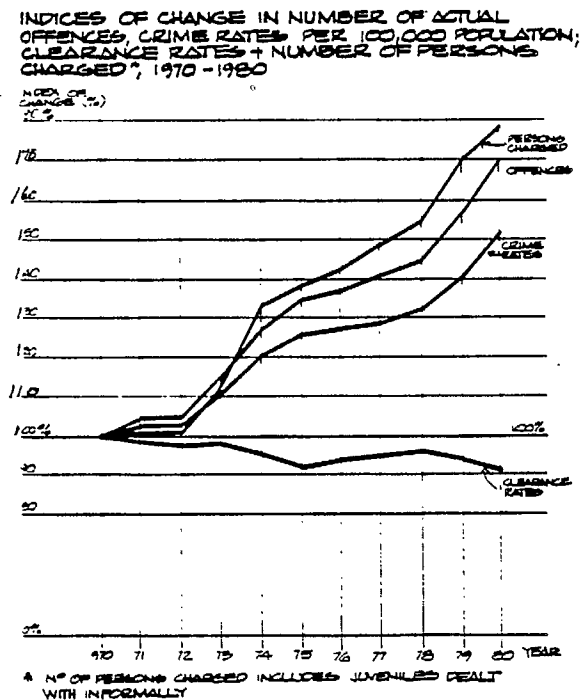
- the reduction and prevention of crime and the effects of crime in Canadian society;
- the development of a more just and humane criminal justice system;
- the promotion of a more rational and cost-effective criminal justice system;
- the safeguarding of Canada's internal security consistent with the accepted principles of a free and democratic society;
- the encouragement of increased public participation in the criminal justice system.

THE MINISTRY POLICY ENVIRONMENT

A number of major factors and trends will shape Ministry strategy in formulating and adapting policies and programs to meet the needs of the Canadian society of the mid-1980s. The key ones are:

Crime

A major factor affecting Ministry programs is the level and nature of crime as highlighted in this chart:



In summary, official statistics of police-reported (actual) offences for all of Canada and all offences, excluding traffic, indicate the following trends between 1970 and 1980:

The number of crimes increased at a much faster rate than the growth of the Canadian population (71% vs 12%)

Despite some annual fluctuations, crime has been increasing at a fairly constant rate (4 - 5% per annum).

Federal statute offences increased by 117%, provincial statutes by 35% and criminal code offences by 84%. Property offences have increased faster than violent offences (78% vs 52%).

The number of persons charged by the police (including juveniles diverted) has increased by 77%.

Overall police clearance rates have dropped slightly from 53% in 1970 to 48% in 1980.

Between 1979 and 1980, there has been a substantial increase in the number of robberies (18%) and a more dramatic increase in residential break and enter (27%).

(for more detailed information, see Appendix O)

These trends largely determine the nature and dimension of the workload for law enforcement agencies. The downstream impact of crime trends is shaped by conviction, sentencing and release patterns, thereby determining the size of the inmate population of our institutions. Although overall numbers of inmates have not greatly increased, the character of that population is changing. There are now more long term offenders, although there are still large numbers of inmates serving short-term sentences. Natives continue to be greatly over-represented in relation to their numbers in the total Canadian population. And there remains a disturbing level of violence in our prisons.

Social Conditions

Current social factors of importance to criminal justice in the mid-1980s include:

- The public perception of crime and violence, and the level of public confidence in the ability of the criminal justice system to deal with these problems, is of major concern. Recent surveys and polls of public perceptions and attitudes to crime in Canada do not indicate substantial increases in fear of crime among Canadians. However, some recent studies do show that much of the public's concern about crime is focussed on offenders who commit crimes of violence, and that the public evaluates criminal justice policies and programs (e.g. pardons, sentencing and release policies) from the point of view of their effectiveness in protecting the public from such dangerous offenders. Accordingly, while there is no evidence that crime is a major daily preoccupation of most Canadians, highly publicized crimes of violence, particularly when committed by released offenders, do provoke widespread public concern about the effectiveness of the criminal justice system. Finally, recent studies also show that certain sub-groups in the population, particularly women and the elderly, are more fearful of crime than the general population.

(for more detailed information, see Appendix P)

- Population shifts have a major impact on the nature and distribution of criminal justice services provided by the Ministry. The continuing trend to urbanization, particularly of native Canadians, coupled with population shifts to western and Northern Canada in search of economic opportunity will bring increased pressure for strengthened services in those areas of the nation.
- The recorded and projected increase in some forms of crime may be modified by the overall aging of the Canadian population which is resulting in a smaller percentage of crime-prone 16-24 year old males. However, it is important to note that this shift is not occurring among native Canadians.
- In many respects, Canada's criminal law no longer accurately reflects current concepts of criminal justice and the social realities of the 1980s. The roots of our criminal legislation date to the late 19th century and reflect the concepts of criminal justice of that era. There has been increasing pressure to revise all criminal legislation and the Ministry is particularly concerned with laws providing for the treatment of young offenders, sentencing, corrections, police powers and clemency. Growing concern with the manner in which the criminal justice system deals with the victims of crime is creating pressure to better recognize their legitimate needs.

- General concern of the public with the exercise of discretion by officials, and its control and accountability are issues which must be addressed by the Ministry in a number of contexts. It is increasingly felt that the criminal justice system must be accountable for its decisions and the effects of those decisions, just as is any public agency. The exercise of police powers and decisions to conditionally release offenders into the community are particularly sensitive areas.

- The level of public interest and concern with questions of discretion and accountability will be strengthened by the entrenchment of the Charter of Human Rights and Freedoms in the Canadian Constitution, resulting in a fundamental reappraisal of many aspects of the criminal justice system. Depending on judicial interpretation of its provisions, there may be significant changes in both the cost and the effectiveness of our system of justice.

- Although there remain questions about the causal relationship between difficult economic conditions and criminality, the forecasts of continuing high inflation and unemployment do have clear implications for the criminal justice system.
 - . In difficult economic circumstances law enforcement officers are increasingly called upon to play a greater social service role in violent family disputes and a range of similar incidents. And there is a heightened need for sensitivity in ensuring that the democratic rights of groups and individuals opposed to government economic and social policies are protected, while ensuring a minimum of social disorder.

 - . The government's priority is economic development. Social development outlays are projected to decrease from 8.9% to 8.1% of GNP by 1985-86. Approved federal criminal justice expenditures show no real growth over the period. In fact, since the real costs of administering the criminal justice system have historically expanded more rapidly than the pace of inflation and this trend is expected to continue, the area in reality will experience negative growth. This provides increased impetus to Ministry initiatives to seek innovative alternatives to traditional, high cost criminal justice services.

- The continuing concern for federal visibility creates pressure for a more effective communications program to ensure that the public is aware of the manner in which the criminal justice system serves them. Our communications efforts should also seek to stimulate greater community involvement in and responsibility for dealing with criminal justice issues.
- There will be significant, though as yet undetermined cost implications flowing from the implementation of McDonald Commission recommendations, and from the continuing impact of human rights and privacy legislation, particularly as it relates to the high level of inquiries from inmates.

FEDERAL PROVINCIAL RELATIONS

The Canadian criminal justice system is jurisdictionally complex, with considerable overlap between federal, provincial and municipal governments. The consequent need for frequent discussion of shared responsibilities has resulted in a number of coordinating and consultative mechanisms such as the recently-created federal-provincial Law Enforcement Forum.

Such mechanisms have resulted in a relatively harmonious relationship during a period of generally tense federal provincial relations in fields such as the constitution, energy policy and economic management. Although there have been public disagreements over issues such as negotiation of the RCMP contracts, the successfully-concluded contracts provide for regular consultations. In the field of corrections, there have been promising discussions concerning Exchange of Services agreements, and the creation of the committee of Heads of Corrections and the Canadian Association of Paroling Authorities as a cooperative federal-provincial forum is an encouraging development. At the same time, it is anticipated that there will be difficult negotiations with the provinces concerning the costs of implementing the new Young Offenders legislation. And there remain substantial differences of view on issues such as the cannabis legislation. Other areas may be brought to light as the new Charter of Rights comes into force.

The objective of fiscal restraint and the corresponding need for more efficient delivery of services will create continuing pressure for more cooperation with provincial agencies to coordinate programs and avoid duplication of services.

INTERNATIONAL RESPONSIBILITIES

Over the years Canada has been increasingly active in international criminal justice matters, serving an important and expanding role in the U.N. Congress of Crime and the Treatment of Offenders, and in the Council of Europe.

The RCMP role in assisting in the training of foreign police forces is becoming increasingly important as concern rises in developing nations over the new forms of criminal activity that accompany industrial development. CSC has also been active in advising developing nations in the construction of institutions.

The Ministry continues to exercise its lead responsibility for Canada's participation in U.N. and other international congresses on crime and the treatment of offenders. Planning has begun for the Seventh U.N. Congress on this subject, to be held in Morocco in 1985. It is expected that a major focus of international discussion and cooperation will be the relationship between economic development and crime in developing nations.

POLICY IMPLICATIONS FOR THE MINISTRY

Ministry policies designed to deliver effective law enforcement, correctional and other criminal justice services in the mid-1980s must take account of several major, sometimes conflicting pressures:

- marked growth in several major, visible crime areas
- continuing growth in the cost of administering the criminal justice system during a period of difficult economic circumstances and consequent budgetary restraint.
- continued changes in the composition and behaviour of the inmate population
- shifts in the distribution and age composition of the Canadian population
- decreasing public confidence in the criminal justice system and a corresponding rise in fear of crime
- entrenchment of a Charter of Rights with fundamental and pervasive impact across the entire system

- the need to modernize outdated sections of the Criminal Code and related legislation
- concern that victims of crime receive an adequate level of services from the Criminal Justice System
- continued need to adequately address the problems native Canadians experience in the system.

Government restraint throughout the planning period will significantly modify the Ministry's policy stance in response to each of these factors.

- In Law Enforcement, one major challenge includes introduction and management of a series of responses to the McDonald Commission in a manner which will reinforce public confidence in the RCMP and the police community in general, and in particular in a reliable and effective relationship between the RCMP and the government.

There is also a pressing need to establish, in law and in practice, a coherent system of federal law enforcement in which the federal government has the necessary legal authority and operational capacity to ensure the enforcement and prosecution of offences under federal statutes. This would include a rationalization of federal law enforcement arrangements so as to ensure optimum allocation of RCMP and other federal law enforcement resources and concurrently, the rationalization of federal, provincial, and municipal responsibilities for the enforcement of federal statutes.

The government must be able to demonstrate clear, decisive leadership in counteracting the crime threat in a responsible and effective manner.

- In Corrections policy, a major concern will be to continue development of an equitable, effective and reliable system for the conditional release of offenders. The review of correctional legislation and related aspects of the Criminal Code will encompass public concern for effectiveness, fairness and accountability. The special circumstances of native and female offenders also call for particular consideration. And a modernized personnel management system will be designed to produce a more effective correctional service.

- In the general Criminal Justice area, several sectors demand priority attention:
- . implementation of modernized Young Offenders legislation represents a Ministry response to the quality of life priority,
 - . expanded services for victims are another major Ministry focus, responding to the government concern for enhancing the quality of life,
 - . a major effort is called for in modernizing Canada's Criminal Law to adapt it to the circumstances of the 1980s. The Ministry is undertaking a complete revamping of clemency, corrections, and police powers legislation,
 - . a major, expanded initiative in the coordination and communication of crime prevention programs represents one of the Ministry alternatives to the traditional resource enhancement approach to rising crime rates,
 - . more effective services and programs for native Canadians and thorough study of the implications of northern resource-related development for the criminal justice system,
 - . a thorough study of the costs of administering the criminal justice system at all levels,
 - . an enhanced effort to encourage private sector involvement in criminal justice programs,

RESOURCE IMPLICATIONS

The mid-1980s will see considerable pressure for new and expanded traditional criminal justice services. Forecasts based on observed crime trends, the resulting workload implications for law enforcement agencies and changes in prison populations demonstrate that the Ministry will be hard pressed to furnish an acceptable level of service within the constraints of established fiscal policy.

Law enforcement costs are generally expanding at a rate faster than inflation. RCMP costs, projected to expand considerably over the planning period, are to some extent locked in by federal provincial agreements. Correctional and parole costs are not completely controllable, as they are directly affected by crime patterns and sentencing and release procedures. These known factors, plus the anticipated impact of the increased litigation and procedural changes resulting from the Charter of Rights, will apply considerable pressure to Ministry budgets.

(For more detailed information, see Appendix Q).

The services of the RCMP, CSC and the National Parole Board are highly visible, and often contentious. They have a very direct, immediate impact on the quality of life of the citizens and of the clientele they deal with.

Any sizeable reallocations of Ministry resources to other social programs would raise contentious questions of personnel reduction and diminution of levels of essential services at a time when public pressures exist for expansion and strengthening of such services to deal with real and perceived increases in criminality.

In summary, the current climate of restraint in government spending and the projection of flat or decreasing real resources for criminal justice services will be the major factor affecting the Ministry as it attempts to meet the important challenges within the Canadian criminal justice system in the next five years. Maintaining current levels of services in corrections and law enforcement and responding to the anticipated increased public demands for traditional services and new programs must in the future, be largely pursued within current resources. Given the labor and capital intensive nature of Ministry activities and the improbability that increases in real dollars which have traditionally accrued to criminal justice will continue, Ministry personnel will be faced as never before with the need to develop innovative, more cost effective programs and to carefully direct resources within the Ministry to areas of priority concern.

MINISTRY PRIORITIES

In the following section, priorities are divided into three categories:

- implementation of continuing initiatives flowing from the 1981/82 Strategic Overview.
- emerging issues within Canadian criminal justice with policy and program implications for the Ministry of the Solicitor General.
- communications initiatives in high priority policy areas.

Ministry initiatives with respect to national security matters such as the creation of a separate Security and Intelligence agency are not included in this Overview, as they are the responsibility of the Cabinet committee on Security and Intelligence.

CONTINUING INITIATIVES

Priorities in this section deal with major issues in law enforcement, corrections and criminal justice policy.

1. Federal Role in Law Enforcement

The Ministry will develop jointly with the Department of Justice, policy to reconfigure the role and scope of federal authority in law enforcement. The key elements in development of this policy include:

- the clarification in law of federal authority for the enforcement and prosecution of federal statutes,
- rationalization in practice of federal, provincial and municipal responsibility for enforcement of federal statutes,
- clarification in law and practice of the relationship between the RCMP and the new Security and Intelligence Agency,
(Appendix A)

2. RCMP Role in Law Enforcement

This initiative addresses the policy implications of a proliferation of federal agencies with law enforcement functions and of federal statutes assigning peace officer powers, and the resulting overlap in enforcement of federal statutes. The Ministry will seek to develop rationalized policy to ensure optimum deployment of RCMP and other resources, and in cooperation with the Department of Justice rationalization of the allocation of peace officer powers.

(APPENDIX B)

3. Direction and Accountability of the RCMP

Several studies including the McDonald Report have identified the need ~~to~~ re-define Ministerial control over the police particularly in relation to policies governing investigative practices and operations. This initiative encompasses a review of McDonald recommendations concerning law enforcement methods and procedures.

(APPENDIX C)

4. **Conditional Release**

A major review of the release system is being conducted in order to make appropriate changes to the objectives, principles, procedures and services of release. Through this review and the revision of release programs and policies the effectiveness of the system, and public safety will be improved. Further work is still being done in the areas of coordination/rationalization of case planning and management; data feedback to improve release decisions; review of procedural safeguards and accountability measures; and the effects of the authority for unescorted temporary absences.
(APPENDIX D)

5. **Young Offenders**

This initiative, based on reformed legislation dealing with Young Offenders, will seek to encourage understanding of the principles of the new legislation and uniformity in its application through training, orientation and education of criminal justice and child welfare personnel. It will also develop program support for the legislation and federal provincial agreement on new funding arrangements for its implementation and administration.
(APPENDIX E)

6. **Victim Support**

The Ministry has been continuing to develop a victims' assistance program to effectively deal with the concerns of victims of crime, reduce the social costs of crime and to improve the confidence and cooperation of the public with the criminal justice system. The initiative emphasizes changes in policy and procedure rather than high-cost alternatives and will encourage programs which build on existing services. To this end the Ministry is performing an on-going evaluation to assess the benefits to victims of all federally vetted programs or projects, and is promoting greater coordination with other federal departments, the provinces and the private /voluntary sector.
(APPENDIX F)

7. Correctional Law Revision

As part of the fundamental review of the Criminal Code, the Ministry will develop new correctional legislation through revision of the Penitentiaries Act, the Parole Act, the Prisons and Reformatories Act and relevant sections of the Criminal Code. The revision will ensure consistency with modern Correctional concepts, eliminate discrepancies between pre and post sentencing entitlements, examine possible changes in remission and release programs and the need for better protection of human rights in post-sentencing processes.

(APPENDIX G)

8. Clemency Review

The exercise of clemency has been criticized as being outmoded and overly complicated. Accordingly, the Ministry has undertaken a comprehensive review of the Royal Prerogative of Mercy, Sections 683-686 of the Criminal Code, and the Criminal Records Act in order to develop an efficient system of clemency that will grant relief to as many deserving cases as possible consistent with the protection of society. More specifically, the review focuses on the removal of social and legal disabilities flowing from conviction, the storage/dissemination of criminal record information, and federal-provincial issues.

(APPENDIX H).

9. Criminal Code Reform

The Ministry is participating in a comprehensive review of the Criminal Code in conjunction with the Department of Justice and the Law Reform Commission of Canada. The Review is intended to simplify and clarify federal criminal legislation; make the law more accessible and comprehensible; and to modernize the law by bringing it in line with current concerns and theory. The Ministry is involved in all aspects of the development and management of the review and takes a lead role in issues of immediate substantive and operational concern, which in 1982-83 will include Code Review projects in the areas of police powers and post-sentencing procedures.

(APPENDIX I)

10. CSC Personnel Management System

As part of the revision to its overall personnel administration, CSC proposes to implement separate employer status and an early retirement program for its staff. These changes, designed to better suit the personnel system to the needs of a modern correctional service, will require Cabinet and/or Parliamentary approval.

(APPENDIX M)

Emerging Issues

The initiatives summarized in this section concern major Ministry policy areas that have recently been identified as areas demanding priority attention in order to achieve immediate concrete results, as well as others where a considerable degree of research, analysis and developmental work is required in the formulation of strategies for implementation.

1. Native Justice

The problems of native Canadians with respect to the criminal justice system - exemplified by the fact that natives constitute 30% of penitentiary population in the Prairie Region - demand priority attention.

The Ministry will continue to seek better coordination of existing services, and identification of information needs leading to development of a range of improved services. As well, the Ministry in cooperation with DIAND and the Department of Justice will come forward in June, 1982 with a detailed program recommendation leading to implementation of short and long term improvements in priority areas.

(APPENDIX J)

2. Voluntary Organizations and Volunteers

The pressing need to stimulate private sector involvement in all aspects of the criminal justice system is demonstrated by the rising costs of traditional services, at a time when the public is increasingly concerned with crime but apparently reluctant to take further responsibility for remedial measures. The move to greater involvement of the private sector requires development of a policy to define the relationship with government and to determine funding levels. It is also intended to develop a public awareness, education and mobilization program.

(APPENDIX L)

3. **Criminal Justice Costs**

The cost of administering the complex, overlapping Canadian criminal justice system has been escalating at a faster rate than inflation, and is now estimated to be in excess of \$4.5 billion. The pattern is expected to continue in coming years, with the anticipated continuing growth in crime rates. The Ministry will conduct a wide ranging review of all possible avenues of cost reduction throughout the system as part of its mandate to provide leadership and coordination and in pursuit of its stated goal of achieving a more rational and cost effective system. The review will examine options ranging from legislative revision to reduction of service levels, but will concentrate on identifying and proposing remedies for areas of duplication and overlap. An action plan outlining the proposed methodology, with target completion dates for each phase of the review, will be presented for Ministerial consideration by June, 1982.

4. **Northern Justice**

Continued rapid economic development in the North will result in pressure for a broader range of criminal justice services. The Ministry proposes a careful assessment of the appropriate federal role in providing such services in a manner which takes into account the special circumstances of Northern communities and traditions.

(APPENDIX K)

5. **Crime Prevention**

The rate of crime, both property and personal, continues to increase as do demands for criminal justice services. Given the need for restraint in government spending and the effectiveness of some crime prevention programs, greater effort will be directed to prevention, particularly on programs which focus on specific crimes such as robbery and break and enter.

The Ministry's Secretariat together with the RCMP will continue to work with provincial, municipal, and private sector organizations on crime prevention activities which will include demonstration programs and evaluate research. A

crime prevention planning group has been established in the Secretariat's Program Branch to coordinate future program development.

Communication Priorities

High on the list of Ministry priorities is a revitalized communication program designed to address public concerns with growing crime rates. Although it is apparent that Canada is not experiencing a "fear of crime" trend as is the case in the U.S., there is no question that growing criminality is perceived as a distinct threat by certain groups in our society, concentrated in particular areas. It will be essential to target well-planned communication activities at these groups and regions.

The themes to be emphasized in this program are:

- Crime and the Criminal Justice System
- Crime Prevention
- Support for Victims of Crime
- National Security, Police Accountability and Effectiveness
- the Role of Voluntary Organizations and Volunteers

The following section describes the general approach to be followed:

1. Crime and the Canadian Criminal Justice System

Public concerns about rising crime rates - and generalized perceptions of an increasingly violent, threatening social environment - are aggravated by a lack of understanding of the real nature of crime, and the role of criminal justice agencies in dealing with criminal behaviour.

A major focus of the proposed communication program will be the development of a "crime facts" public education effort, targetted specifically at those groups and areas most susceptible to fear of crime. Allied with this will be a more broadly-based program designed to raise public understanding of the nature and role of our criminal justice institutions.

An essential aspect of this broadly-based campaign will be a continuing effort to clarify the evolving role of the criminal justice system as it is shaped by the judicial interpretation of the Charter of Human Rights and Freedoms. This aspect of the Ministry communications program will be closely coordinated with the government's major communication program on the new Canadian constitution.

2. **Crime Prevention**

Programs to prevent crime have always been an ongoing part of the Ministry's mandate. While this area of activity represents only a small portion of Ministry resources, it nevertheless has a high potential both for effectiveness in relieving the pressure for the traditional resource-based response to rising crime rates and for substantially increasing Ministry visibility in an area of growing importance. The primary focus of the prevention program will be the crucial role of local organizations and individuals, and the communication program will be designed to strengthen this aspect. A well coordinated Ministry effort to gather and analyze further information and develop and implement innovative programs in concert with the private sector and provincial and municipal governments would do much to further the Ministry goal of reducing crime and its costs in our society.

(Appendix N).

3. **Support for Victims of Crime**

Increased media and public concern for the plight of the victims of crime has added impetus to the Ministry effort to increase the sensitivity toward their legitimate needs in all aspects of the criminal justice system. There is a substantial opportunity for the Ministry to increase public understanding of and support for programs to assist victims through a concerted communications program based on the growing number and variety of positive programs conducted by federal, provincial, municipal and private agencies. Widespread dissemination of the findings of the Ministry's major survey of victimization will aid greatly in this process, and will provide positive support for programs already in place while it stimulates the development of new and innovative approaches.

(Appendix F).

4. **National Security, Police Accountability and Effectiveness**

The British traditions of respect for law and the institutions of justice have historically dominated Canadian attitudes to our law enforcement agencies. Recent developments, notably the marked increases in crime in the past two decades, and a series of revelations about questionable police practices culminating in the McDonald enquiry have weakened the degree of public confidence in police forces. Others have questioned the effectiveness and accountability of police and security agencies. A continued high level of public support is essential to the law enforcement effort to counter rising levels of criminality. This initiative will reinforce latent public support for law enforcement agencies while increasing public understanding of the difficult task of countering all forms of crime.

5. **The Role of Voluntary Organizations and Volunteers**

The programs and services of voluntary organizations and volunteers have always formed an invaluable part of the criminal justice system. The development of a consistent funding policy to ensure the active and growing participation of such agencies as an alternative to the escalation of traditional high cost services is an essential aspect of Ministry strategy. As well, a positive program of this nature, conducted in concert with a well-planned communications program designed to encourage voluntary participation in cooperative efforts to alleviate the problems of crime and improve services for treatment of offenders will do much to heighten public awareness of this very positive Ministry initiative.

(Appendix L).

RELATIONSHIP TO SOCIAL POLICY PRIORITIES

The three overall social development themes are:

- assistance to the disadvantaged
- economic development and the individual
- the quality of life

Most activities of the Ministry of the Solicitor General have a direct fundamental impact on the quality of life of all Canadians. The rights and needs of both offenders and the Canadian public are key considerations in these initiatives and it is clear that the development of a more humane and more effective criminal justice system has important ramifications for the quality of life of Canadians in all social strata.

The development of the Ministry's initiatives will increase federal visibility by emphasizing the relationship with the private/voluntary sector in many areas of the criminal justice system. Work will continue on the definition of the scope of government support and the role of the individual citizen and private/voluntary organizations. An important outcome will be the reduction of complexity and the increased responsiveness of the criminal justice system. In conjunction with the new programs and policies is an expanded role of Ministry Communications to better inform the Canadian public of the extent and relevance of the services provided by the federal elements of the Canadian criminal justice system.

The effective use of Canada's human resources will be encouraged through an increased emphasis on community involvement, crime prevention activities and programs to assist inmates in career planning and successful integration into the community. The elderly, low-income individuals and families, natives, women, youth and the handicapped as either offenders or victims of crime will receive priority attention. Specific initiatives will deal with natives, victims and offenders who are unnecessarily disadvantaged by the present criminal justice system.

MSG INITIATIVE SUMMARY

INITIATIVE	NEW RESOURCES	CABINET CONSIDERATION	LEGISLATIVE SCHEDULE
Correctional Law Revision		1984	as directed by Cabinet
Clemency Review		June 1982	draft fall 1982
Criminal Code Reform	FY 82-83 \$250,000 2 PY FY 83-84 \$250,000 2 PY		
Native Justice		June 1982	
Northern Justice	FY 82-83 1 PY		
Voluntary Organizations and Volunteers	FY 82-83 \$1,000,000 FY 83-84 1,500,000 FY 84-85 1,500,000		
CSC Personnel Management System			
Crime Prevention			
Federal Role in Law Enforcement	FY 82-83 \$60,000 1 PY FY 83-84 2 PY	1 September 1982	to be determined by Cabinet
RCMP Role in Federal Law Enforcement	FY 82-83 \$200,000 5 PY FY 83-84 \$300,000 2 PY	June 1982	to be determined by Cabinet
Direction and Accountability of RCMP	FY 82-83 \$120,000 3 PY		
Conditional Release	FY 82-83 \$845,000 19 PY FY 83-84 \$795,000 15 PY FY 84-85 \$475,000 10.4 PY		-Fall 1982 Mandatory Supervision Amendments -Parole Act 1985
Young Offenders	FY 82-83 \$700,000 3 PY FY 83-84 \$150,000 2.5 PY	June 1982 negotiating strategy	now before Committee
Victim Support			

APPENDIX A

FEDERAL ROLE IN LAW ENFORCEMENT

OBJECTIVE:

To initiate and develop policy on the federal role in law enforcement.

PROBLEMS ADDRESSED:

- Legal/constitutional questions relating to the authority of the federal and provincial governments to enforce and prosecute offences under federal statutes.
- Practical questions relating to the responsibility of the federal and provincial governments for the costs of enforcing and prosecuting federal statutes.
- Legal and practical questions relating to the relationship between the new Security Intelligence Agency and the R.C.M.P.

RECOMMENDED ACTION:

- To establish, in law and in practice, a coherent system of federal law enforcement in which the federal government has the necessary legal authority and operational capacity to ensure the enforcement and prosecution of offences under federal statutes.
- To clarify, in practice, the responsibility of the federal and provincial governments for the costs of enforcing and prosecuting offences under federal statutes.
- To establish, in law and in practice, optimally effective relationships between the R.C.M.P. and the new Security Intelligence Agency.
- To develop policy respecting the provisions of the National Police Services by the R.C.M.P.

IMPLICATIONS:

- Recommendations for legislative and policy changes could:
 - (a) result in a substantial increase in RCMP costs for federal law enforcement.
 - (b) result in a significant reorganization and consequent reallocation of federal law enforcement resources.

STATUS OF INITIATIVE:

These problems are currently being examined in the context of the Federal Law Enforcement Under Review (FLEUR) Study, being carried out jointly by M.S.G. and the Department of Justice.

The workplans, milestones, and division of responsibility among the participants for completion of the FLEUR study are under development. Police and Security Branch is ensuring appropriate coordination and is seeking approval for one additional PY to assist in meeting the Branch's obligations in this area.

RESOURCES & WORKPLAN:

See attachment

PROPOSED WORKPLAN:

ACTIVITY	ANTICIPATED TARGET DATE
I a) Preparation of policy options for the Minister of the relationship between the new Security Intelligence Agency and law enforcement agencies with particular reference to the RCMP;	June 15, 1982
b) Implementation of agreed upon relations as outlined in (a) above. The policy option adopted by the Solicitor General will establish the basis for Ministerial directives for the new S.I.A.	1982 - Coincident with separation of the Security Service from the RCMP
II a) Preparation, jointly with the Department of Justice, of a Cabinet Memorandum of decision on the authority of the Federal Government to enforce and prosecute offenses under federal statutes;	May, 1982
b) Draft legislation necessary to implement federal authority for enforcement of federal statutes (Responsibility of the Department of Justice);	to be determined by Cabinet
c) Implement (b) above by negotiating agreements with the provinces with respect to both the locus of responsibility and sharing of costs associated with the enforcement of federal statutes.	to be determined by Cabinet

RESOURCES (Tentative)

		\$(000)		PY	
		existing	new	existing	new
FY	1982-83	45	60	1	1
FY	1983-84	45		2	2

(\$ includes salaries)

APPENDIX B

R.C.M.P ROLE IN FEDERAL LAW ENFORCEMENT

OBJECTIVE:

To initiate and develop policy on the RCMP role in federal law enforcement.

PROBLEMS ADDRESSED:

- proliferation of federal agencies and law enforcement functions
- proliferation of federal statutes assigning peace officer powers
- duplication and overlap in the enforcement of federal statutes

RECOMMENDED ACTION:

- To rationalize federal law enforcement arrangements so as to ensure optimum deployment and coordination of RCM Police and other federal law enforcement resources.
- To rationalize the allocation of peace officer powers as they relate to the enforcement of federal statutes.

KEY FACTORS AFFECTING CHOICE OF INITIATIVE:

- Cabinet directive 415-81CR authorizes the Ministry of the Solicitor General to manage and coordinate the development of federal law enforcement policies to deal effectively with the problems outlined above.
- There is considerable urgency attached to this initiative.

IMPLICATIONS:

- Recommendations for legislative and policy change could:
 - (a) substantially alter federal statutes and authority for their enforcement, as between the federal and provincial governments

- (b) significantly increase federal law enforcement costs, particularly in relation to drug law enforcement

STATUS OF INITIATIVE:

Various aspects of this initiative are being examined in the context of the FLEUR study in cooperation with the Department of Justice the Government response to McDonald, the federal-provincial Working Group on Enterprise Crime, the Criminal Code review and the Federal Drug Strategy Committee.

While each of the projects having implications for this initiative has its own workplan, milestones, and division of responsibility among the participants, Police and Security Branch is providing the coordination necessary to insure that the objectives of each of the projects and of the wider initiative are met.

Police and Security Branch is seeking approval for 1 additional PY to assist in meeting the Branch's obligations in these areas.

RESOURCE AND WORKPLAN:

See attachment

PROPOSED WORKPLAN:

ACTIVITY	ANTICIPATED TARGET DATE
I a) Prepare Cabinet Memorandum proposing a formal review of federal law enforcement and the development of policy proposals designed to nationalize responsibilities and to achieve improved economy and priority setting in the allocation of federal law enforcement resources;	June 15, 1982
b) Conduct study of federal law enforcement outlined in (a) above and prepare for Cabinet, a memorandum of decision respecting priority setting for federal law enforcement and the optimum allocation of federal law enforcement resources, including the	June 15, 1984
c) Implement changes in federal statutes and federal law enforcement resource allocation as approved by Cabinet.	To be determined by Cabinet
II a) Issue description of police powers currently reflected in federal statutes (ongoing);	May 1, 1982
b) Carry out analysis of police powers in federal statutes and prepare Cabinet Memorandum of decision, jointly with Justice Department, outlining proposals for the possible re-configuration of peace officer powers in federal statutes.	June 15, 1984
c) Draft legislation to bring about changes to allocation of peace officer powers as approved in (b) above. (Justice Department)	To be determined by Cabinet

RESOURCES (tentative)

		\$(000)		P.Y.	
		existing	new	existing	new
FY	82-83	40	200	1	5
FY	83-84	200	300	6	2
FY	84-85	250	-	6	-
FY	85-86	150	-	3	-

\$(includes salaries)

APPENDIX C

DIRECTION AND ACCOUNTABILITY OF R.C.M.P.

OBJECTIVE:

To propose mechanisms and procedures designed to re-define, develop and provide on-going ministerial direction to the Police.

PROBLEM ADDRESSED:

The McDonald Report and other government studies identify a need to make explicit and structure Ministerial policy direction over the RCMP, particularly in relation to their law enforcement, investigative and operational practices. Procedures relating to mail opening, source handling, arrest and interrogation are but a few of the practices used by the Police that touch the civil liberties of Canadians. Police policies must, under Government direction, conform to the law and to standards of propriety common to Canadian criminal justice.

RECOMMENDED ACTION:

To develop appropriate mechanisms and procedures that will more effectively facilitate Ministerial control over the RCMP and provide a comprehensive and effective means for the police to fulfill its accountability responsibilities to executive authority through consultations involving Secretariat, RCMP and provincial government officials.

KEY FACTORS AFFECTING CHOICE OF INITIATIVE:

- The Government must respond to the McDonald Commission Report recommendations respecting mechanisms by which the Minister provides direction to the RCMP and through which the Force may seek direction when required and be held accountable by the executive.

IMPLICATIONS:

- The establishment of procedures to facilitate Ministerial direction of the RCMP will assist the management of the Force generally and, in particular, in those circumstances where it must take into account provincial direction under the terms of the provincial policing agreements.

STATUS OF INITIATIVE:

- In response to Provincial concerns respecting the control and accountability of the RCMP that were raised prior to and during recent negotiations for the Provincial Policing Agreement, the Ministry, in consultation with the Privy Council Office and the Department of Justice, developed a policy position paper respecting the responsibilities of the Solicitor General of Canada and Provincial Attorneys-General in relation to the control and accountability of the RCMP.
- A draft policy paper on Ministerial direction of the RCMP has been forwarded to the Deputy Solicitor General and the Commissioner of the RCMP.
- A federal-provincial meeting of Deputy Attorneys-General and Deputy Solicitors General was held to address concerns expressed in the McDonald Report involving police procedures. A working group has been established for law enforcement which will report on these matters in June, 1982.

RESOURCES & WORKPLAN:

See attachment

PROPOSED WORKPLAN:

ACTIVITY	ANTICIPATED TARGET DATE
1. Development of general policy respecting the discharge of the Minister's directory authority for the RCMP.	December, 1982
2. The development, in consultation with the Force, of a system of directives management to clarify and improve Ministerial direction of the RCMP.	February, 1983
3. In consultation with the RCMP, the provision of decision memoranda to the Minister on those RCMP (C.I.B.) operations that were the subject of McDonald Commission recommendations.	June, 1983
4. In consultation with the RCMP the provision of Ministerial directives of RCMP operations and related directives related to the administration of the Force.	September, 1983

RESOURCE (tentative)

		\$(000)		P.Y.	
		existing	new	existing	new
FY	1982-83	120	120	3	3
FY	1983-84	240	-	6	-

CONDITIONAL RELEASE

OBJECTIVE:

To review and change where necessary the current policies and procedures for the conditional early release and supervision of inmates.

PROBLEM ADDRESSED:

Over the last few years pressures for change in correctional release have been continuing and may appear to be increasing. These often contradictory pressures have come from a wide variety of sources such as: the attention attracted to release by recent incidents reported by the press of violent crime committed by people on conditional release; and the varied perceptions among the public that, inter alia, early release is too lenient, or alternatively that Canadian inmates spend too long in jail. Other perceptions include the view that people on supervised release are not supervised effectively, and that inmates leave the penitentiaries with insufficient preparation for release. In legal circles there has been criticism of release processes as being an "interference" with sentencing and law enforcement. Inmates have expressed frustration with the confusion caused by the many forms of conditional release and for the seeming arbitrariness of the present system.

From a substantive point of view there is a growing need to review the objectives of conditional release in light of changing correctional philosophies and theories to ensure that conflicts and contradictions which may have grown up over time are resolved. Concern with fairness and openness in criminal justice generally has encouraged a review of release procedures to ensure the objectivity, visibility and consistency of release policies and practices. Finally, there is some question of the objectives which release ought to serve generally, since existing objectives are in some ways problematic, and some critics feel release could serve other objectives more productively.

KEY FACTORS AFFECTING CHOICE OF INITIATIVE:

- greater internal and external accountability through a better understanding of what influences release decisions and the degree to which there is disparity in decision-making; a consideration of various mechanisms by

which decision-making could be made more structured; and development of more effective mechanisms for monitoring decisions through an improved data feedback system;

- greater clarity and rationalization of the objectives of release to determine which are reasonable, achievable and defensible;
- assessment of current procedural safeguards to determine their suitability in response to concerns for justice, equity and humaneness; ascertain the degree to which they meet contemporary standards of fairness; and to create further safeguards as deemed appropriate;
- more attention to the problems of prediction and the handling of potentially violent situations among released offenders;
- more effective and efficient delivery of correctional services in the community through the use of pilot projects to test and research staff deployment strategies;
- increased attention to a wide range of operational problems, including staff selection and training, internal review policies, communication with other criminal justice agencies and actors, and services to the provinces;
- better quality of information upon which to base release decisions, as well as increased opportunities for inmates to participate in comprehensive planning and preparation for their release.

IMPLICATIONS:

- Financial and Human Resources: will be partially absorbed and partially sought for new initiatives (exact requirements to be determined).
- Interdepartmental: some changes in working arrangements with departments such as CEIC may result, but will require further study.
- Federal Provincial: mostly in the area of improved services to provinces without their own parole boards.
- Cabinet Direction Required: Cabinet approval is needed for legislative changes, such as possible changes in MS. Cabinet direction will have to be sought for the series of follow-up activities related to the Release Study.

OTHER PARTICIPANTS:

- . Department of Justice
- . CEIC
- . Canadian Association of Patrolling Authorities
- . Canadian Association for the Prevention of Crime

Participants will be determined on an individual basis.

STATUS OF INITIATIVE:

There have been a number of recent developments within federal criminal justice which enhance the Ministry's work in this area. For example, recommendation 65 of the 1977 Parliamentary Subcommittee on the Penitentiary System calls for a review of parole to lessen certain "arbitrary aspects" of the system. Cabinet approval of the accelerated review of the Criminal Code and related criminal statutes creates an ideal opportunity to rationalize the purposes of our system of conditional release with those of sentencing in the criminal law generally. Moreover, the upcoming public/private sector work on "corrections standards" will necessarily address these concerns. Last year the Ministry completed two major studies on release; the first on Mandatory Supervision and a second more comprehensive study, on all forms of conditional release.

Efforts are being made to upgrade and improve the information systems of the Ministry, to reduce case preparation time, and to ensure that the most accurate and timely information is being fed into the decision-making processes. The National Parole Board has initiated two research projects: one on the future role of the Parole Board, the other on parole decision-making. CSC has introduced a Case Management Manual, a streamlined case management process, decentralized institutional placement in all regions except Quebec, and new more objective classification criteria.

Given the nature and comprehensiveness of the review it is anticipated that there may be a need to seek cabinet approval for important policy program changes and legislative amendment. Because conditional release is central to the correctional responsibilities of the Ministry, the initiative should continue to be pursued as a priority, with appropriate consultation with Justice, the provinces and the private sector.

RECOMMENDED ACTION:

A number of strategies have been, are being or will be pursued as part of the initiative on Conditional Release. The key strategies include:

- discussion and consultations on the objectives and principles of release, which could culminate in changes to statutory criteria as well as internal practice;
- continued improvements in services to provinces without parole boards, including shortened case preparation time and better communication with parole-eligible inmates;
- better coordination and rationalization of case planning and case management through an improved case management and quality control process and the automatic review of cases at the day parole eligibility date;
- research and automated data feedback to improve our understanding of the factors which influence release decisions and the degree of consistency achieved in these decisions, and to improve risk prediction;
- review of the adequacy of procedural safeguards at key stages, and of internal and external review and accountability measures;

RESOURCES:

1982-83:	19 person years \$845,000
1983-84:	15 person years \$795,000
1984-85:	10.4 person years \$475,000

WORKPLAN:

ACTIVITY	ANTICIPATED TARGET DATE
. Training course for new Board Members.	April 1982
. Information dissemination to judges about release programs.	Fall 1982
. Streamline case preparation and improve information resources to federal inmates in provincial institutions.	Fall 1982
. Improved case preparation for automatic review of TA/Parole eligibility date and improved case preparations and review of MS cases prior to release.	Fall 1982
. Tightening of mandatory supervision program to disallow earning of remission after one MS revocation.	Fall 1982 for legislation in House
. Policy studies and reviews of travel time for TA's, criteria for recrediting remission, purpose and use of remission, time limit on post-suspension hearing, appeal from loss of remission, grounds for suspension and revocation, guidelines for chairpersons of disciplinary panels, team and brokerage models of supervision, standard arrangements for training seats, prerelease planning for female offenders, use of volunteers, development of community resources.	1982-84
. Research and evaluation of parole decision-making, low release and high revocation rates for natives, T.A. effectiveness, CCC and CRC bedspace needs, community supervision techniques, prediction and treatment of violent offenders.	1982-1984

ACTIVITY	PROPOSED TARGET DATE
. Provincial negotiation for provision of release services, health care coverage, custody for revocation in brief turnaround situations.	1982-1983
. Discussion with provinces without parole boards to develop joint plans to improve provision of services in respect of automatic review, hearing with rights to assistance, post suspension hearings, provision of parole information and written notification of parole eligibility dates.	March 1983
. Ministry Secretariat to convene workshops/committee meeting to arrive at consensus as to the objectives, principles and functions of conditional release.	January 1984 for Ministry Consensus
. NPB consultation on objectives, principles and function of release with Canadian Association of Paroling Authorities.	January 1984
. Eventual redrafting of Parole Act criteria for release to come from above activities, in coordination with Criminal Law Review.	January 1983-85 for dovetailing with Code Review
. Future role of NPB Study to deal with such matters as appointments, use of hearing examiners, internal review, appeal to Correctional Investigators, use of sentencing guidelines, criteria for suspension and revocation, alternative models for fundamental change.	January 1984
. Improved management information system.	July 1982 (feasibility) January 1985 (on line)

APPENDIX E

YOUNG OFFENDERS

OBJECTIVE:

To reform current legislation and practices dealing with young offenders in Canada.

PROBLEM ADDRESSED:

The present Juvenile Delinquents Act was first enacted in 1908 and although it has been amended since that time it still embodies the philosophy and many of the provisions current at the turn of the century. Consequently, federal legislation no longer reflects current practices or approaches and has resulted in many major inadequacies. For example:

- the current minimum age of criminal responsibility (7 years) is seen as much too young for the application of criminal proceedings against children;
- the broad offence of delinquency frequently "criminalizes" behaviour of children which would not otherwise constitute an offence for an adult;
- although juvenile legislation allows the imposition of sanctions against children similar to those for adults (fines, probation, incarceration), it does not extend to children the same legal safeguards that are taken for granted in adult criminal proceedings;
- the present law does not deal with provisions governing: fingerprints; photographs; the creation, maintenance and dissemination of juvenile court records; provisions dealing with the pre-judicial effects of a conviction and juvenile record. This situation has resulted in inconsistent practices across the country;
- finally, dispositions under the present law do not reflect contemporary sentencing needs.

The inadequacy of the legislation has led directly to conflicts between federal juvenile legislation, and provincial child welfare legislation, and has contributed to inconsistent practice throughout the country.

IMPLICATIONS:

Although the introduction and the passage through the House of Commons of the new young offenders legislation can be looked upon as a significant achievement of itself, the ultimate success of federal policy in the area of juvenile justice will depend on the establishment of proper programs and juvenile services in response to new legislation. In this regard it is important to note provincial concerns that the current federal cost-sharing for care and after-care services continue and that the federal government seriously consider the cost sharing of additional "front-end" juvenile services such as probation, legal aid and assessment reports.

To ensure that the legislation is understood and uniformly applied across the country, the Ministry should make certain that the federal government recognizes its responsibility to become involved in the development of training, orientation and education programs for provincial officials responsible for the application of the federal legislation. As well, the Ministry, through the establishment of a permanent policy unit on young offenders, will ensure that federal legislation remains responsive to and in tune with changing needs and circumstances.

Without the provision of adequate funding mechanisms for juvenile services; training and orientation of provincial personnel administering the law; and the development of an ongoing capacity in young offenders policy, the Ministry will find it difficult to discharge the responsibilities of the federal government in this important area.

OTHER PARTICIPANTS:

- . Department of Justice
- . Provincial Authorities

STATUS OF INITIATIVES:

Since 1961, various attempts have been taken by the federal government to replace the Juvenile Delinquents Act. Since 1973, the Ministry of the Solicitor General has spearheaded consultations and meetings with provincial governments, major associations, professionals involved in the juvenile justice field and the general public for the purpose of developing acceptable legislative proposals to replace the Juvenile Delinquents Act. Three reports outlining proposals for legal reform have been released to the public during this time and various detailed working documents have been shared with the provinces for their consideration.

In February of 1981 the Solicitor General introduced into the House of Commons the Young Offenders Bill, culminating years of consultation and policy development. At the same time the Solicitor General received Cabinet authority to review with the Provinces the financial implications of the legislation and to undertake measures to ensure that it is understood and applied by criminal justice and child welfare personnel. The Bill was given second reading on June 2, 1981 and has been referred to the Standing Committee on Justice and Legal Affairs.

RECOMMENDED ACTION:

1. The successful passage of the Young Offenders bill through Parliament (to replace the Juvenile Delinquents Act).
2. The creation of new funding arrangements for the delivery of juvenile justice services after consultation with the provinces.
3. The development of effective training, orientation and education programs developed in consultation with the provinces.
4. The establishment of a permanent capacity within the Ministry for the development of future young offenders policy to ensure the consistent application of federal legislation and the updating of federal laws in tune with changing circumstances and conditions.
5. The development of appropriate program support for the new legislation through experimentation, innovation, research and evaluation.

RESOURCES:

A. New Federal/Provincial Financial Agreements for Young Offenders

Cabinet has authorized, subject to approval of a negotiating strategy, federal/provincial negotiations to establish new funding arrangements for services to juveniles. Such arrangements envisage the inclusion of current cost-sharing for care and after-care services under the Canada Assistance Plan and special Young Offenders Agreements, as well as new funding of selected community-based services to juveniles such as diversion, pre-dispositional assessments and reports and post-dispositional community-based services including probation. In addition, Cabinet also approved in principle increased federal funding for criminal legal aid services to juveniles.

Cabinet recently adopted a policy whereby a uniform maximum age of under 18 years would be established across Canada. In as much as such a measure, if adopted by Parliament, would have major financial implications for the provinces, it is expected that the latter will expect the Federal Government to assist them with the increased costs of administering the new age level, as well as with capital costs incurred for the construction of additional facilities.

If new financial agreements are successfully negotiated with the provinces and the details approved by Cabinet, the Ministry of the Solicitor General may ultimately assume responsibility for their administration. Such agreements would come into effect April 1, 1983.

The major impact of the cost increase incurred as a result of the establishment of a uniform maximum age will likely not be realized until 1985-86 (uniformity will become mandatory in three years following proclamation of the Charter of Rights and Freedoms).

The estimated costs of federal contributions for care and after-care services currently shared under C.A.P. and the special Young Offenders Agreements for the current year (1981-82) are in the sum of 95 million dollars. On the basis of current non-uniform ages across the country, the projected estimated costs for new agreements in 1983/84 would be 129 million; 1984/85, 135 million (Constant 1982/83 dollars). The projected effect on the policy reserve would be: 1983/84, \$24 million; 1984/85, \$25 million; 1985/86, \$27 million. These projections include federal contributions for young offenders services currently shared under the Canada Assistance Plan and the special Young Offenders Agreements, proposed funding of additional community-based services, and proposed funding of additional legal aid services.

If the recommended uniform maximum age of 18 years is adopted under new legislation, the projected estimated costs of new financing agreements would be substantially higher. However, for the most part, the increases would not be experienced until the 1985/86 fiscal year, as provinces would require lead time to adjust their services and programs to meet the requirements of a higher maximum age and the effective date of the proposed maximum age which will coincide with the transitional period of three years provided for in the Charter of Rights and Freedoms. The projected estimated costs for new agreements based on the adoption of a uniform

maximum age in 1983/84 would be 129 million; 1984/85, 141 million; and 1985/86, 197 million. The projected effect on the policy reserve would be: 1983/84, \$24 million; 1984/85, \$31 million; 1985/86, \$81 million. These projections do not, however, take into account any costs associated with capital construction of new juvenile facilities which would be required as a result of raising the maximum age of jurisdiction.

The foregoing projections could well be affected as more accurate provincial data and statistics are received pertaining to impact of age uniformity, as well as the result of federal/provincial negotiations on young offenders financing which will take place during the summer and fall of 1982.

B. Training Orientation and Education:

Treasury Board, in March 1981, approved a portion of the additional resources sought (dollars and person-years) to undertake training, orientation and education activities related to implementing new Young Offenders legislation. Additional resources must now be sought to fully implement the training orientation and education program. Given early passage of the new legislation, it is expected that the bulk of the funds required for this program will be expended during 1982-83. Authority will be required to budget for and postpone expenditures to 1983-84 to the extent required by the timing of final passage of the new legislation.

Additional resources would be:

	000's	P/Y
1982/83	700	3
1983/84	150	2.5

WORKPLAN:

ACTIVITY	PROPOSED TARGET DATE
. Clause-by-clause study, by standing Committee	March 1982
. Cabinet submission for Training Orientation and Education program including financial resources	April 1982
. Passage of Bill	May-June 1982
. Cabinet submission of funding arrangements for Bill and approval of Federal negotiating strategy	
. Development of training aids materials	July-August 1982
. Federal/Provincial negotiations on financing arrangements leading to formulation of new financial agreements by 1 April 1983	July 1982 - April 1, 1983
. National Training Conferences	October 1982
. Provincial Seminars, Training Sessions	February 1983 - ongoing
. Proclamation of Bill	April - May 1983
. Proclamation of Mandatory Age Requirements	April - May 1985

VICTIM SUPPORT

OBJECTIVE:

To promote coordinated national policies to assist victims of crime.

PROBLEM ADDRESSED:

The victim of crime is the "forgotten person" in the criminal justice system; most resources are focussed on offenders. As a result, many of the financial, practical, emotional and legal needs of victims are not being met. In addition, victims are often frustrated by the criminal justice system itself. For the most part, only the offender's rights are protected in the process, with the net result that victims frequently end up with feelings of alienation, injustice, and disrespect for the legal system.

While some policies and programs have been established in Canada there remain major gaps in victim services. There is also a need for national (federal/provincial) mechanisms to promote comprehensive and coordinated services and to serve as a clearinghouse for research and technical information in order to avoid a duplication of effort.

IMPLICATIONS:

This initiative is characterized by its wide-spread public appeal and its ability to transcendent political boundaries. However, there are a number of difficulties which need to be recognized.

1. Jurisdictional boundaries

The primary responsibility for the provision of services to assist victims of crime falls to the provinces and private sector groups which have traditionally played a major role in this area. The concern to protect jurisdictional bounds has already created conflicts between provincial government officials and private sector groups (e.g. some provincial Attorneys-General are concerned that private groups such as rape crisis centres are undermining the Crown's control and authority over court procedures).

In addition, the appropriate role of the federal government in this area is a point of debate. It should be noted, however, that the total agreement to include the federal government in the working group struck at the June Deputies' meetings and the recent accord reached at the December meeting of Attorneys-General acknowledging federal responsibility in this area, indicate acceptance of a fairly prominent federal role which recognizes provincial jurisdiction over service delivery.

2. Long term funding obstacles

In this period of fiscal restraint, there is general suspicion of a new initiative which could lead to major new programs. Provincial officials have raised questions regarding the long-term funding implications for the provinces of new federally initiated programs and the danger of unduly raising public expectations regarding victims service delivery.

Federally there are also funding obstacles. The Ministry was not awarded the total money requested for this initiative from Treasury Board and Cabinet. As a result, the victimization survey alone will absorb almost 2/3 of the money awarded, leaving no more than \$700,000 over 18 months for general research or communications projects and their evaluation components. This amount may also be seriously reduced if the survey does not proceed smoothly or if necessary person/year related resources cannot be absorbed from other budgets.

3. Communication delays

In the Record of Cabinet Decision, the Department of Justice and MSG were advised not to make a major public announcement regarding an escalated initiative in this area until the meeting of Ministers. Accordingly, the Solicitor General at the Canada-U.S. Conference on Victim Assistance held in October in Toronto, was able to give general support to this initiative but not to identify any specific plans.

4. The Victims versus the Offenders

There is some fear that the Victims Assistance movement because it is energized by emotional grass roots commitment, will jeopardize advances made and proposed regarding certain community-based offender-related programs.

5. Status of Women Concerns

Transition house and crisis centre workers are wary of the victim initiative because they see its potential for absorbing and usurping their particular concerns, including recognition of the special needs of battered wives and rape victims.

OTHER PARTICIPANTS:

- . Victim Working Group
(Solicitor General/Justice)
- . InterDepartmental Committee
on Justice for Victims
 - . Department of Justice
 - . Status of Women
 - . D.N.D.
 - . Health & Welfare
 - . R.C.M.P.
 - . Indian & Northern Affairs
 - . M.S.S.D.
 - . C.S.C.
 - . P.C.O.

Federal/Provincial Task Force - includes participation from the provinces of Ontario, British Columbia, Alberta and Saskatchewan, Manitoba, Yukon and the Northwest Territories.

STATUS OF INITIATIVE:

For a number of years the Ministry and other federal departments have actively supported demonstration and research projects to improve assistance for victims of family violence and other crimes. More recently the growing demands of womens' groups, other advocacy groups, provincial officials, media representatives and the general public have supported the need for a more visible, enhanced and coordinated initiative to meet the needs of victims.

This concern, regarding victims of family violence was indified in the Throne Speech and has been since ongoing examiantion by the Standing Committee on Health, Welfare and Social Affairs examine the issue.

In response, several departments have escalated their efforts in the area. Secretary of State identified violence against women as a priority, and allocated substantial granting funds to this area. Health and Welfare are develop by a national clearinghouse on family violence, and has recently announced the appointment of a coordinator.

The Ministry has reacted by developing a two-pronged escalated initiative, building on existing project commitments related to victims, with complementary intradepartmental, interdepartmental and federal/provincial dimensions.

1. In July 1981, the Ministry and the Department of Justice, made a joint submission to Cabinet, approved on July 23rd, to undertake a short-term, coordinated initiative to assess victims needs and to promote improved services for victims of crime.

The Ministry was accordingly awarded \$1.1 million in 1981-1982 and \$900,000 in 1982-83 to carry out a national victimization survey, and to support and stimulate direct services to help meet the needs of victims.

2. At the May meeting of Deputy Ministers, the issue of justice for victims was raised jointly by the Ministry and the Federal Department of Justice and at the June meeting of Deputies, an Ad Hoc Federal/Provincial Working Group was struck, chaired by the province of Ontario and including representatives from the Federal Ministry of the Solicitor General, the Federal Department of Justice, Ontario, Saskatchewan, Alberta and British Columbia. This group was mandated to produce a report and make recommendations which will be presented at the next meeting of Ministers.
3. In response to the Cabinet Decision dated July 23, (referred to above) which stressed the importance of coordination in this initiative including its communications dimensions, the Ministry struck an Interdepartmental Committee on Justice for Victims of Crime including active representation from the Ministry, the Department of Justice, Health and Welfare, Secretary of State, Status of Women Canada, the Department of National Defence, and the R.C.M.P. Indian and Northern Affairs, M.S.S.D., CSC and P.C.O. also participate on an ad hoc basis.

RECOMMENDED ACTION:

A number of general strategic guidelines have emerged for this initiative.

1. To promote coordination of all stages of this initiative:
 - between the Department of Justice and the Ministry of the Solicitor General;
 - with other federal departments;
 - with provincial officials;
 - with private sector groups where appropriate.
2. To emphasize and stimulate programs which build on existing services and encourage cooperation and redefinition of the role of community service groups to include assistance to victims.
3. To emphasize changes in policy and procedure rather than high-cost specialized programs.
4. To insist on an on-going evaluation component which assesses benefits to victims and to the criminal justice system in any program or project vetted by the federal government.
5. To ensure that continued priority is given to victims of family violence.
6. To develop a coordinated communications program to assure that whenever possible, major announcements and presentations regarding this initiative are made by federal and provincial officials jointly. This activity will proceed in conjunction with the Ministry's overall communications program.
7. To play a stimulative role federally and whenever possible to support a "ground-up" growth of projects.

RESOURCES:

This initiative can be maintained on the basis of present resources and internal reallocation. Enhancing the initiative would, however, require additional dollars and personnel.

WORKPLAN:

ACTIVITY	PROPOSED TARGET DATE
. Federal/Provincial Task Force on Victims of Crime	began December 1982 report to Ministers Conference December 1982
. Interdepartmental Committee on Justice for Victims of Crime	ongoing terminate March 1983
. Policy Options Report	March 1983
. Communications Package outlining options for Government with respect to the public/volunteer groups/service organizations/professional groups/mass media activities	March 1983
. Information Collection to assess needs and gaps in service delivery	finished by March 1983
. Promotion and Stimulation of Improved Services for Victims	summary of findings collated by March 1983
. Victims Working Group	ongoing terminate 1983

CORRECTIONAL LAW REVISION:

OBJECTIVE:

To review federal corrections legislation relating to the post-sentencing stages of the criminal justice process in order to propose draft revisions to the Penitentiaries Act, Parole Act, Prisons and Reformatories Act, and relevant sections of the Criminal Code.

PROBLEM ADDRESSED:

As part of the federal review of the Criminal Code and related Criminal Law, post-sentencing legislation will be part of the coordinated, in-depth review and resolution of legislative problems. These include such problems as statements of "mission" or procedure which are inconsistent with modern corrections; discrepancies between entitlements granted to offenders prior to sentencing and after sentencing; provincial pressure to change remission and release programs; rationalization of the relationship between sentencing and post-sentencing stages; and pressure for better protection of human rights in post-sentencing processes.

IMPLICATIONS:

- clarification and simplification of federal post-sentencing legislation, making it more accessible and understandable;
- clarification and resolution of issues relating to federal/provincial jurisdiction and responsibility;
- modernization of legislation to reflect actual or planned changes in objectives, philosophy, administration, and jurisdiction;
- revision of legislation to reflect new or emerging human rights issues, such as those raised in the Canadian Charter of Rights and in the International Covenant on Civil and Political Rights;
- entrenchment in legislation of certain rights and responsibilities relating to post-sentencing practices which are now in legislation, or are scattered through several pieces of legislation.

KEY FACTORS AFFECTING CHOICE OF INITIATIVE:

- reflection of the appropriate federal role and federal philosophy in the area of corrections
- simplification of the law to make it more accessible
- development of exhaustive provisions relating to inmates
- ensure federal laws reflect the concept and philosophy of human rights to which Canada is committed
- clarification of potential and actual jurisdictional issues
- reduction of the penitentiary population
- effectively deal with the recommendations of the Conditional Release and Mandatory Supervision Studies.

OTHER PARTICIPANTS:

- . Law Reform Commission
- . provinces
- . private sector

CURRENT STATUS:

Within the federal government, a Project Team and Workplan have yet to be finalized.

RECOMMENDED ACTION:

- consultation with the provinces and the private sector;
- review of Canadian and foreign legislation, common law, research and evaluation of post-sentencing practices, and of "model" legislation;
- liaison with other stages of the Criminal Law Review, including the Sentencing Project;
- liaison with related other initiatives including the Canadian Corrections Standards Project;
- Cabinet direction required: At final stages of Project.

PROPOSED WORKPLAN:

ACTIVITY	ANTICIPATED TARGET DATE
. finalize Project Team	. early summer 1982
. develop workplan	. early summer 1982
. analyze applicable federal and provincial Acts and Regulations for: anachronisms, inconsistencies, significant gaps, issues and concerns	. begin summer 1982
. literature survey for issues, concerns, research, new ideas, etc.	. begin summer 1982
. research decisions made at key points in Canadian system	. begin summer 1982
. analyze available model codes and applicable foreign codes	. early fall 1982
. analyze applicable international Conventions, Declarations, Rules and Treaties	. early fall 1982
. obtain legal opinion on the application of Charter of Rights and Freedoms	. fall 1982
. statement of objectives for corrections and release	. early winter 1982
. consultation with provinces	. ongoing
. progress reports to CCDM, Heads of Corrections and Provinces	. ongoing
. liaise with: . Canadian Corrections Standards Project	. ongoing
. Sentencing Law Review	
. Law Reform Commission	

- . first of series of draft code . winter 1983
- . begin consultation on draft code . early spring 1984
- . Memorandum to Cabinet
- . draft new Act and Regulations

RESOURCES:

Within current budget.

APPENDIX H

CLEMENCY REVIEW:

OBJECTIVE:

To undertake a comprehensive review of the Federal Government's current clemency provisions, and to review current procedures related to the exercise of the federal clemency power.

PROBLEM ADDRESSED:

Over time, the exercise of clemency in Canada has attracted criticism from certain segments of the public as well as the criminal justice community with respect to difficulties concerning clemency administration and interpretation. Recent initiatives by the Parole Board as well as other developments such as the review of the Criminal Code, the proposed reduction in penalties for the simple possession of cannabis and the Young Offenders legislation have again raised important questions with reference to the current pardoning provisions of the Federal Government. Also, example has been set by other common law jurisdictions who have introduced simpler systems of automatic pardon after a prescribed length of time in conjunction with different criteria for the granting of pardons. There has been some pressure in Canada to move to a similar system. In spite of the criticisms, several past attempts at reform have not resulted in any substantial, comprehensive change.

At present, Federal clemency can be exercised by virtue of sections 683 and 685 of the Criminal Code (pardons and remission), the Criminal Records Act, and through the procedures governing the exercise of the Royal Prerogative of Mercy. The Criminal Records Act has remained virtually untouched since it was passed and reflects an approach towards the granting of pardons which is both overly complex and no longer relevant in the 1980's. As such, the effect of clemency is limited for it grants little relief to past offenders from the stigma of a criminal record and the associated social, economic and psychological problems. It does not, for example, allow a pardoned offender to deny the fact that he had been previously convicted although pardoned.

As a result of the limited effect of clemency, the complicated procedure for application and the investigation that follows, few of the people eligible for clemency make an application.

IMPLICATIONS:

Given the administrative interrelatedness of the present clemency/pardoning provisions, a general review of the entire spectrum of pardoning powers should be undertaken in order to integrate the basic principles and procedures which guide the exercise of these powers and to delineate as clearly as possible the essential distinctions between the provisions. Moreover, the review should be comprehensive enough to arrive at internally consistent pardoning strategies that will minimize disparity in decision making and maximize administrative efficiency. Unless a general and comprehensive re-examination is launched, we run the risk of having a "smorgasbord" of pardoning schemes that will create an administrative nightmare and exacerbate public confusion.

As such, the clemency review is currently being pursued in conjunction with the Criminal Code Review. Work in this area will be closely linked with the Review and will make use of the established mechanisms for consultation.

OTHER PARTICIPANTS:

- . Department of Justice
- . Provincial Authorities
- . Private Sector

STATUS OF INITIATIVES:

It has long been recognized that the current Criminal Records Act is out of date and in need of change. Several efforts have been made to amend the statutes but with little success.

As part of the Cannabis Review the question of pardons was thoroughly discussed and the inadequacies of the present law again became apparent. The Solicitor General therefore initiated a thorough study of the effects of clemency and the manner in which it is granted in Canada.

At the same time, questions were raised as to the exercise of the Royal Prerogative of Mercy. The review of these procedures is being undertaken as part of the overall review of federal clemency procedures, although the primary focus will be on the Criminal Records Act. This review includes the full participation of the agencies of the Ministry, the Department of Justice and consultation with both the private sector and provincial officials. The Ministry has completed the first phase of the review which entailed the identification and analysis of the issues. Presently the second phase, the formulation of options, is being undertaken. A MSSD Cabinet Document will be presented in June 1982 and Legislation will be ready by fall 1982.

RECOMMENDED ACTION:

It is recommended that the Ministry continue the review of the exercise of the federal clemency power as directed by the Government, and ensure that recommendations in this area are coordinated with the overall review of criminal law being jointly undertaken with the Department of Justice and the Law Reform Commission.

WORKPLAN:

ACTIVITY	PROPOSED TIME FRAME
. Options Paper	Jan. 1982
. Costing of Options	Feb. 1982
. Options Paper Consultation	March 1982
. Drafting of Cabinet Document	April - June 1982
. Questions and Answers Paper	April 1982
. Communications Plan	April 1982
. Cabinet Document	June 1982
. Statistical Study of Clemency completed.	Nov. 1982
. Draft legislation	Fall, 1982

RESOURCES:

The policy resources necessary to conduct the clemency review are available within the Ministry and will require no additional resources.

Depending on the ultimate recommendations contained in the study, reform in this area could result in savings to the Clemency Division of the National Parole Board.

Resource requirements for the implementation of review recommendations have not been determined.

APPENDIX I

CRIMINAL CODE REFORM

OBJECTIVE:

To participate in a thorough review of the Criminal Code with emphasis on those provisions dealing with police powers, and sentencing procedures and alternatives.

PROBLEM ADDRESSED:

Canada's criminal legislation is complex and confusing. The Criminal Code is not really a "codification" of criminal law because it is neither authoritative nor exhaustive in matters of criminal policy. Many important criminal law powers and principles are contained in other federal statutes and many of the procedures and even substantive defences are found in common-law, or other sources outside the Code.

The Criminal Code itself has been continuously amended over the last two decades and is now, in the opinion of most jurists, in need of consolidation and fundamental review. Many of the sections date back to the nineteenth century origins of the Code and reflect the approach to criminal law current at that time. Other sections have more recently been introduced and embody a more modern approach to criminal law and procedure. The end result is that the Code is complex, inaccessible, out of date and contradictory in terms of both approach and philosophy.

These difficulties are apparent in areas of particular concern to the Ministry of the Solicitor General. Those sections of the Code dealing with police powers, liability and obligation are incomplete and in many instances the standards and procedures in the law do not reflect and sometimes even conflict with actual practice.

In similar fashion, the sections dealing with sentencing procedures and alternatives also do not reflect modern criminological thinking. This situation contributes directly to inappropriate sentences with immediate and costly consequences for Corrections.

IMPLICATIONS:

Given the high priority and profile of the Criminal Code Reform it would be extremely difficult to pursue any legislative initiative touching on police powers, criminal records or correctional law without closely linking it to that process. It would seem appropriate, therefore, that the intra-ministry mechanism which will be set up to coordinate Ministry participation in the review should be organized in such a way as to further Ministry objectives in the areas of police powers, sentencing procedures and alternatives. It could, in fact, be perhaps the best vehicle for addressing questions such as the legal accountability, liability and protection of police officers (all of which are largely embodied in the Code), the need for a more effective sentencing hearing, the greater availability and use of correctional sentencing alternatives, and the need for a review and consolidation of correctional principles and procedures. By linking work in those areas to this process, inter-departmental, ministerial and provincial input is assured.

STATUS OF INITIATIVE:

An accelerated review of the Criminal Code and the criminal law provisions of federal statutes was approved by Cabinet in December 1980. It is a joint undertaking of the Department of Justice, this Ministry and the Law Reform Commission of Canada.

The Review is organized in three Phases. The Law Reform Commission has the major responsibility for Phase I, the development of initial criminal law reform proposals for 27 categories of substantive offences and 17 areas of procedure. The timeframe for Phase I is five-and-a-half years (from April 1, 1982) but with various Working Papers scheduled for completion at different times within that period.

Phase II is the policy development stage. Phase II projects are beginning simultaneously with the Phase I process, in some cases working from the base of a Law Reform Commission Working Paper (e.g. "Our Criminal Law"), in others (e.g. Clemency) working independently of the Commission. Project teams made up of Justice and MSG officials are analyzing Phase I proposals and undertaking federal-provincial and interdepartmental consultations, leading to the development of policy proposals, Cabinet decisions and finally the preparation of legislation.

Phase III, the implementations stage, will carry the review process through the presentation of new legislation to Parliament, debate, Proclamation, regulations and program development. Some new sections of the Criminal Code may be enacted incrementally as proposals go forward.

The Ministry participates at all levels of the development and management of the Review and takes a lead role in several areas of immediate substantive and operational concern of the Solicitor General, including the areas of police powers, and sentencing procedures and alternatives.

In conjunction with the Code Review process the Ministry is progressing with a revision of federal correctional law and clemency procedures.

RECOMMENDED ACTION:

Through participation in the consolidated review of criminal law, it is recommended that the Ministry:

- establish an internal mechanism to coordinate Ministry participation in the review;
- concentrate on those aspects of the Code of most importance to the Ministry, which include:
 - . police powers
 - . sentencing procedures and alternatives
- in the area of police powers, address the important questions of the legal accountability of the police, the need for adequate legal protection of police officers in the exercise of their duties, and the question of police liability for inappropriate action;
- in the area of sentencing procedures and alternatives, focus attention on improving the sentencing hearing, and the availability of non-carceral sentencing alternatives and programs so as to encourage more effective sentencing;
- develop research and statistics to support the above mentioned review of police powers, sentencing procedures and alternatives.

OTHER PARTICIPANTS:

- . Department of Justice,
- . Law Reform Commission
- . private sector
- . Provincial officials

WORKPLAN:

ACTIVITY	PROPOSED TARGET DATE
. a workplan is presently being developed	
. approval of workplan	. early summer 1982
. identification of issues	. summer 1982
. consultation strategy	. summer 1982
. preliminary involvement with the provinces	. fall 1982
. research initiated	. fall 1982

RESOURCES:

The policy resources necessary to conduct the Code Review are available within the Ministry or have been granted by Cabinet pursuant to a Cabinet decision of February, 1981. The additional resources approved by Cabinet are indicated on the following chart:

	P/Y	(000's)
1982-83	10.5	500.5
1983-84	7.5	346.3
1984-85	.5	33.2

NATIVE JUSTICE

OBJECTIVES:

To ensure equitable and appropriate treatment for Native people in the criminal justice system.

PROBLEM ADDRESSED:

Natives:

- are disproportionately represented in the federal inmate population; they constitute 3 to 4% of the population; they constitute 9% of the inmate population. The overrepresentation is even greater for native women; they constitute 17% of federal female inmates;
- have a lower parole grant rate (25% vs 42% for non-natives);
- have a higher rate of parole revocation (23% vs. 13% for non-natives);
- are rarely employed in the criminal justice system;
- have few formal avenues for input into the criminal justice policy development process.

These problems are most visible in the Prairies where Natives constitute about 30% of the penitentiary population. Similar overrepresentation occurs in that part of the criminal justice system under provincial jurisdiction. The problem, in fact, is exacerbated in those provinces with a high native population because Natives are less likely to meet bail conditions, be able to pay fines or gain access to alternate, non-carceral dispositions.

Failure to take appropriate action will discredit the government's stated concerns for Natives and for quality of life in general. This will result in continued unnecessary hardships and inequitable treatment for native peoples.

OTHER PARTICIPANTS:

As interdepartmental committee has been established with representatives of the Ministry Secretariat, the Agencies and the following federal departments:

- . Department of Indian and Northern Affairs
- . Secretary of State
- . Department of Justice
- . Health & Welfare.

IMPLICATIONS:

This initiative may be pursued without any immediate changes to legislation.

Although the Ministry has some programs directed at Native concerns, Native issues cut across departmental lines within the federal government and also in provincial jurisdictions. A broad initiative on Natives in the criminal justice system would require the participation of other federal departments and the provinces. In this broader forum, the Ministry can act as a catalyst by developing a discussion vehicle and by placing the initiative on the agenda of federal/provincial meetings.

It should be remembered that this was done in 1975 without substantive follow-up. Care must be taken to ensure that expectations are not raised again unless proper follow-up will be forthcoming. An alternative approach would be to concentrate on one or two aspects of native concerns most closely allied with Ministry programs, without raising the broader issues which necessarily involve other jurisdictions.

STATUS OF INITIATIVE:

Redressing root causes such as poor native social conditions, disrupted family life, heavy alcohol use and high unemployment, are beyond the Ministry's mandate. However within its area of responsibility, the Ministry has pursued the following initiatives:

- establishment of a Native Policy and Program Review Group
 - a) review native justice programs in order to assess the extent to which they meet the policy objectives and recommendations adopted at the 1975 federal-provincial Minister's conference.

- b) assess the availability and quality of criminal justice native-related research knowledge and statistical data;
 - c) recommend an appropriate mechanism for policy and program development and coordination.
- funding of research and demonstration projects in areas such as native policing, community alternatives and crime prevention;
 - initiation of exploratory discussions with the Department of Justice to re-establish a National Native Advisory Council whereby native people involved in the delivery of criminal justice services to natives will have a recognized and ongoing vehicle for advising the Ministry on native-related policy. The initiative would require full funding of all council costs, to be shared with the Department of Justice;
 - increased efforts to develop special native-staffed policing services for reserves. (e.g. The R.C.M.P. have developed a training program for Indian Special Constables, and are responsible for the administration of the Program in several provinces);
 - employment of native para-professionals and contracts with private native agencies for the care and supervision of native offenders. (e.g. Native Liaison Worker Program, and provision of per diem rates for Native inmates in community residential centres for natives;
 - CSC has set up a Native Advisory Committee to the Offender Programs Branch.

RECOMMENDED ACTION:

The Ministry has established as a priority the development of an action plan to achieve a range of immediate improvements in the relationship between natives and the criminal justice system. This immediate priority, linked to short-term, concrete and visible results, is to be designed as an essential facet of the Ministry's continuing, long-term program. The action plan which will be submitted by June, 1982 will set out specific, achievable short-term goals, implementation strategies and reporting milestones.

Chief among the goals of the Ministry's continuing program in this area are:

1. **Increase the numbers of natives employed in all areas of the criminal justice system**
 - identify numbers of natives currently employed;
 - identify employment opportunities and obstacles, and establish employment level target objectives;
 - increase the use of service contracts with native groups;
 - expand existing federal criminal justice native-hiring programs such as the Special Constable native policing program;
2. **Establish avenues for native consultation in the formulation of criminal justice policy**
 - establish in consultation with national Native organizations a National Advisory Council, funded by the Ministry and Justice, consisting of Native persons involved in the delivery of criminal justice services. The Council will provide native input into criminal justice policy;

3. Respond to native policing, institutional and after-care program needs

- expand, standardize and improve the delivery of policing services to natives;
- expand existing institutional and after-care programs, such as the Native Liaison Worker Program, native community-based centres, and minimum security wilderness camps;
- identify institutional and after-care needs of Inuit offenders (a presently underdeveloped area), and develop new programs in response;
- increase funding to native-oriented police and corrections demonstration projects;
- increase research and evaluation funding in the policing, institutional and after-care program areas.
- participate with the Department of Indian Affairs in the review of the provision of police services to Indian Reserves.

4. Encourage improved federal/provincial coordination in this area

Given the inter-jurisdictional nature of the issues, the Ministry could begin by taking advantage of existing federal provincial mechanisms to raise native issues.

5. Reduce the number of imprisoned natives

- promote the development and encourage the use of community-based sentencing alternatives in consultation with the Department of Justice as part of the Criminal Code Review exercise;
- increase funding for native community based prevention and alternative disposition projects;
- increase funding for research and evaluation of community sentencing alternatives for native offenders;
- increase and formalize consultation with native representatives in respect to appropriate sentence alternatives for natives;
- review parole procedures, and conduct research to identify and eliminate as far as possible those factors which lead to the present lower grant and higher revocation rate for natives.

RESOURCES:

A special submission to Cabinet Committee specifying activities to be undertaken and resource requirements will be prepared in June 1982.

APPENDIX K

NORTHERN JUSTICE

OBJECTIVES:

1. To maximize the effectiveness of limited criminal justice system resources by developing the capacity of Northern communities to use community-based resources to augment criminal justice services.
2. To develop the capacity within the existing criminal justice system to respond to the needs of Northern Communities.

PROBLEM ADDRESSED:

During the past few years the Canadian North has seen a great increase in economic development primarily as a result of oil and gas exploration activities and related projects. It is also likely that this development will continue and may accelerate during the 1980's. It is apparent that this rapid economic development, particularly amongst people who are not familiar with the wage economy structure, has led to a general breakdown of the existing social structure, and a concomitant increase in crime and other social problems. The population in the north is small and isolated, therefore it would be costly to provide traditional criminal justice programs to these communities. Thus far no solutions have been developed for the unique criminal justice problems in the north.

KEY FACTORS AFFECTING CHOICE OF INITIATIVE:

This Ministry has not been particularly active north of the 60th parallel. To date, the Ministry secretariat has only been involved with a small number of demonstration projects; the R.C.M.P. provide contract policing services; and the Correctional Service of Canada has entered into an exchange of services agreement with the Territorial and Yukon governments.

The rapid development predicted for the next ten years will mean a substantial increase in the area's population and therefore a potential increase in demand for criminal justice. This involves not only the operational components of the Ministry but also concerns other criminal justice services.

OTHER PARTICIPANTS:

The developmental phase will include consultation with other appropriate federal and territorial government departments, i.e. Department of Justice, D.I.A.N.D., Territorial courts.

STATUS OF INITIATIVE:

Northern Justice has only recently been identified as a emerging area of concern within the Ministry. No substantive work has been undertaken to date.

RECOMMENDED ACTION:

In order to delineate the most appropriate role for the Federal government in the north it will be necessary to identify the nature and quantity of crime, existing programs, the characteristics of victims and offenders, and to integrate Ministry activities with other factors such as native land claims and the political status of the Territorial governments. It would appear to be appropriate to address criminal justice service needs with a view to the following:

- a maximization of the effectiveness of limited criminal justice system resources by developing the capacity for Northern communities to use community based resources for crime prevention and control.
- the development of the capacity within the existing criminal justice system to respond to the needs of Northern Communities.
- to understand the criminogenic pressures caused by rapid economic and social changes in a developing society and to develop appropriate crime prevention strategies.

The initial assessment of the needs and the development of an implementation strategy should be completed during the 1982-83 fiscal year.

RESOURCES:

One additional person-year would be required for the 1982-83 fiscal year. Additional resources would be identified during the developmental phase.

VOLUNTARY ORGANIZATIONS AND VOLUNTEERS

OBJECTIVE:

Encourage, promote and support the greater sharing of responsibility for the prevention and control of crime and the administration of justice between government, citizens, and voluntary organizations in criminal justice.

PROBLEM ADDRESSED:

Without increased community and private sector involvement in crime control and the administration of justice, the Federal Government will continue to be faced with:

- continuing public concerns about crime;
- escalation in the cost of the criminal justice system;
- lack of public support for required innovative policies and programs;
- inaction in the transfer of criminal justice system activities from the government to the private sector.

National criminal justice associations (John Howard Society, Canadian Association for the Prevention of Crime, etc.) are facing increasing financial difficulties and may not be able to continue to provide services.

KEY FACTORS AFFECTING CHOICE OF INITIATIVE:

The Sauvé task force noted a number of disturbing trends in society including: a drift towards apathy or withdrawal on the part of too many citizens; dependence on governments to solve human problems; reliance upon technological solutions to human problems; growth of public service dealing with criminal justice issues; weakening of voluntary agencies in the field; and the reference of more problems of a social nature to the criminal justice services. Added to this list are such factors as rising public concern about crime and escalating costs in the operation of the criminal justice system. The Sauvé Report recommended "That all governments adopt a policy of actively encouraging, supporting, and enabling responsibility of citizens, and citizen non-governmental organizations (N.G.O.'s) in the criminal justice field, to the fullest extent possible, in co-operation with government services (statutory and other)".

IMPLICATIONS:

Although most of this initiative can be conducted within the responsibilities of the Ministry and no new legislation is required, realization of the full range of opportunities would require greater coordination with the Department of Justice and the provincial governments. These organizations would be encouraged to support and co-fund the initiative where required.

OTHER PARTICIPANTS:

All branches of the Secretariat; all agencies of the Ministry; National Voluntary Organizations; Justice, Secretary of State; and P.C.O. (F.P.R.O.) and later communication with provinces.

STATUS OF INITIATIVE:

The Sauvé Report (1977) forms the basis of current ministerial policy direction and has resulted in action such as the:

- initiation of regular consultations with national agencies active in criminal justice, the Canadian Association for the Prevention of Crime and the Alliance of Canadian Prison After-Care Societies;
- strengthening of citizen advisory committees in all institutions and regional offices;
- establishment of a national committee on volunteers;
- addition of community board members to the National Parole Board;
- core funding of national voluntary agencies active in criminal justice (\$1,131,000);
- increased purchases of services from the voluntary sector (CRC's - Parole Supervision) (\$5,000,000).

RECOMMENDED ACTION:

- Develop and implement guidelines for federal-provincial funding of voluntary agencies in criminal justice by April 1983.
- Develop guidelines for the relationship between the federal government, voluntary agencies in criminal justice and the public, with particular emphasis on respective roles and responsibilities by April 1983.
- The process of development of these guidelines should be done in full consultation with all parties concerned including other federal government departments, provincial governments and voluntary agencies.
- Initiate a co-ordinated public awareness, education and mobilization program in co-ordination with voluntary agencies and others having a role to play by developing a proposal by April 1983.
- Identify opportunities for privatization and other transfers of criminal justice activities from government to voluntary organizations - ongoing.
- Encourage increased use of community based alternatives to incarceration and to normal processing through the traditional adversarial court process.

RESOURCES:

If the Ministry and the government are to pursue this initiative, it will require additional resources:

Additional \$500,000 to \$1 million for Funding Policy (1983/84) from Treasury Board and/or MSSD.

SUMMARY OF ACTIVITIES	MILESTONES	TOTAL COST	\$ 82/83	\$ 83/84	\$ 84/85
<u>National</u>					
<u>Ongoing</u>					
1. Negotiations for transfer of grants from CSC to Consultation Centre	Agreement in principle - April 1, 1982		625,000	1,600,000	
2. Provide core funding to NAACJ, CAPC, JHS, CACP, E. Fry, St. Leonards	a) meetings with each organization to determine funding for 1982/83 b) completion of administrative process		300,000		
<u>Planned</u>					
a) develop mechanism to produce federal proposals, i.e. expanded Ministry Committee on Voluntary Agencies	a) first meeting b) negotiated - recommendation c) endorsement - by Minister				
b) contract with special advisor from voluntary sector		\$75,000	25,000 (½ p.y.)	50,000 (1 p.y.)	
c) initiate federal provincial consultation (see also #2)	Agreement in principle	(travel)			
d) provide core funding after transfer from CSC to additional agencies: ASRS, Prison Arts Foundation plus increased funds to JHS and E. Fry	a) Treasury Board Submission b) Actual Transfer from CSC c) Initial meeting with "NEW" Organizations		625,000		

SUMMARY OF ACTIVITIES	MILESTONES	TOTAL COST	\$ 82/83	\$ 83/84	\$ 84/85
<u>Planned</u>					
e) negotiate core funding based on guidelines	a) Establishment of Process for Negotiations b) Agreement of New Base c) Treasury Board Submission d) Completion of Admin. Process in time for 1-4-84				1,600,000
f) consider funding of other Criminal Justice Agencies	a) Review of literature and Ministry material (i.e. Preventive Policing Packages and Public Attitude Studies)		200,000		
g) State of the Art Update	b) Consultation with key personnel in related initiatives (Prevention, Community Alternatives, Victims, Youth, Natives) c) Consultation with voluntary organizations and provincial governments including in discussions new ideas and suggestions				
h) Consultation with planning & liaison and other responsibility centres in Ministry aimed at establishing co-ordinating mechanism.	a) preliminary discussions to determine participants b) establishment of mechanism and sorting out of roles				

SUMMARY OF ACTIVITIES	MILESTONES	TOTAL COST	\$ 82/83	\$ 83/84	\$ 84/85
<u>Planned</u>					
i) Development of information packages regarding opportunities for volunteer involvement	a) identify person to pull material together and sign contract b) distribution in accordance with plan				
j) Consultation with voluntary sector agencies and provincial governments to establish methods of co-ordinating efforts and to determine areas of relative priorities	a) decide the who and how of consultation b) arrange schedule c) final report				
<u>Regional</u>					
h) Consultation with planning & liaison and other responsibility centres in Ministry aimed at establishing co-ordinating mechanism.					

CSC PERSONNEL MANAGEMENT SYSTEM

OBJECTIVES:

To obtain approval for and implement separate employer status, under Part II of Schedule I of the Public Service Staff Relations Act, for the Correctional Service Canada.

To obtain approval of and implement an early retirement program with related special benefits for correctional operations employees.

PROBLEM ADDRESSED:

It has been clear that the federal public service personnel management system is not well-suited to the requirements of running a modern professional correctional service. Correctional work is unlike other public service functions, in terms of the types of skills required and the level of stress and danger on the job. This has been manifested in problems such as a high rate of attrition among staff, imbalances in pay rates between groups of employees, and difficulties in recruiting staff in some occupational areas.

KEY FACTORS AFFECTING CHOICE OF OPTION:

1. The preliminary Parliamentary Sub-Committee report on penitentiaries observed that penitentiary staff were poorly-disciplined, low-paid, and working in an atmosphere of low morale. The recommendations of the Sub-Committee called for a completely revamped personnel management system, and the Standing Committee on Justice and Legal Affairs continues to monitor the progress of these recommendations.
2. The thrust of the Sub-Committee's recommendation was that CSC should be an independent agency, resembling the RCMP in its discipline and professionalism. This implies that employees would have reduced collective bargaining rights; would no longer have access to the Public Service Commission staffing and redress system; and a host of other changes that would have the effect of returning CSC to the personnel management regime that existed under the Penitentiary Act prior to the late 1960's. However, with the existence of such rights for the past 15 years, it would be difficult and highly inappropriate to withdraw these rights in the 1980's.

3. CSC management has spent a great deal of time and effort examining the entire range of issues involved in personnel management, and all those changes which can be made within a department's authority have been implemented or are in the planning stages.
4. Extensive and exhaustive consultations with the major unions representing CSC employees have resulted in a mutually acceptable package of proposals.

IMPLICATIONS:

1. Federal/Provincial/Territorial Relations

- The other jurisdictions will be kept informed of this proposal and the progress of implementation. It is a significant departure in personnel management in corrections, and therefore of interest to all parties. It is also possible that unions representing provincial or territorial corrections employees may begin to seek similar benefits for their members.

2. Interdepartmental Linkages

- The key central agencies (Treasury Board and Public Service Commission) and other departments have been extensively consulted. Implementation will be proceeded with gradually, and the advice and cooperation of Treasury Board will be necessary over the period of implementation, and afterwards. The authority and jurisdiction of PSC over CSC staffing will remain unchanged.

3. Required Legislation

- The Public Service Staff Relations Act requires amendment by moving CSC from Part I to Part II of Schedule I, which can be achieved through order-in-council.
- Amendments to the Public Service Superannuation Act will be required to implement the early retirement program. Cabinet has previously ordered MSG to prepare these amendments for inclusion in a series of changes to the Act.

4. Public Information/Communication

Extensive information programs will be required to inform CSC managers and staff of the implications of the new system. The changes will be of interest to that part of the public that is directly involved with corrections, particularly the various private sector and voluntary agencies. It has been a goal of the Service to improve the image of CSC and its staff, and this initiative could serve to help educate the public, first, on the difficult and sometime dangerous conditions CSC employees face, and second, on the steps the government is taking to deal with these conditions.

5. Timing

Approval of the package in the Spring of 1982 will launch a phased-approach implementation plan. Most of the major changes implied by separate employer status and early retirement will be in place within two fiscal years.

6. Resources

- The early retirement and special benefits package has been estimated to cost an additional \$4-5 million per year. These costs will not be fully manifested until FY 83-84.
- As increased responsibilities for collective bargaining, classification and other functions under section 7 of the Financial Administration Act are assumed gradually by CSC, a small number of additional person years will be required.

STATUS OF INITIATIVES:

1. Past decisions have resulted in:

- a new nationally-managed recruitment program;
- the appointment of a Staff Training Council to oversee the newly-opened national Staff College for induction training for CX as well as all CSC staff development activities;
- an induction-training program for new employees outside the CX occupational group;
- a Code of Conduct, which sets out standards and procedures for discipline in a correctional setting;

- raised qualifications of entry for the CX group;
 - the elimination of university graduation as a requirement for entry into the first three levels of the Welfare Programs groups, so that career opportunities for Correctional Officers are expanded.
2. The pursuit of early retirement for correctional employees results in part from a Cabinet direction in 1974 that the Treasury Board Secretariat make proposals for early retirement, first for air traffic controllers, and second, for penitentiary employees. Early retirement for air traffic controllers was approved by Parliament in June, 1981.
 3. In terms of existing programs, it can be seen that a variety of measures have already been taken to improve personnel management in CSC. The implementation of this initiative will allow the Service to respond more effectively to the unique challenges of personnel administration in the Correction setting, and to develop a professional, disciplined and motivated complement of correctional employees.

RECOMMENDED ACTION:

Separate employer status, with provision of early retirement.

RESOURCES:

Additional dollars will be required beginning in fiscal year 1983-84 and each year thereafter, to cover increased superannuation contributions and related benefits. A small number of additional person-years will be required to carry out increased personnel management responsibilities such as staff relations and classifications.

APPENDIX N

CRIME PREVENTION

OBJECTIVE:

To reduce crime and its social and economic costs; to rationalize resource use directed to crime prevention; to reinforce cooperative endeavours with provincial and municipal governments and with the private sector.

PROBLEM ADDRESSED:

The rate of crime, both property and personal, continues to increase as do demands for criminal justice services. Given the need for restraint in government spending and given the effectiveness of some crime prevention programs, greater effort should be directed to prevention, particularly on programs which focus on specific crimes such as robbery and break and enter.

KEY FACTORS AFFECTING CHOICE OF INITIATIVE:

- 1) Restricted resources and therefore, the need to rationalize existing resources - monetary, human and experiential.
- 2) the need to increase the Ministry's visibility in crime prevention and thereby, indicate the Ministry's support for crime prevention in its efforts to reduce the risk of crime, and the fears and costs associated with it.
- 3) the need for reinforcement of the Ministry's role as a leader in criminal justice generally, and crime prevention more specifically, by promoting its role to motivate and coordinate in the area of crime prevention.

IMPLICATIONS:

Programs to prevent crime have always been an ongoing part of the Ministry's mandate. While this area of activity represents only a small portion of Ministry resources, it nevertheless has a high potential both for effectiveness in relieving the pressure for the traditional resource-based response to rising crime rates and for substantially increasing Ministry visibility in an area of growing importance. The primary focus of the prevention program will be the crucial role of the community and individuals, and a communication program will be designed to strengthen

IMPLICATIONS:

this aspect. A well coordinated Ministry effort to gather and analyze further information and develop and implement innovative programs in concert with the private sector and provincial and municipal governments would do much to further the Ministry goal of reducing crime and its costs in our society.

STATUS OF INITIATIVE:

The Ministry's Secretariat together with the RCMP have worked effectively with provincial, municipal, and private sector organizations on numerous and diverse crime prevention activities including demonstration programs and evaluative research.

Current crime prevention initiatives of the Ministry include:

- an R.C.M.P. Crime Prevention Centre
- C.P.C. crime prevention courses
- Research Division projects on the planning, development and evaluation of crime prevention programs
- the work of the Consultation Centre's national consultants for preventive policing and youth services

A Secretariat Crime Prevention Planning group which includes the R.C.M.P. has been established to coordinate future program development.

RECOMMENDED ACTION:

- 1) Continue to identify and support crime prevention activities in the area of research, demonstration, action projects and information dissemination.
- 2) Assess current crime prevention activities to concentrate future efforts on those strategies which through research and evaluation appear the most effective.
- 3) Increase Ministry visibility in the area of crime prevention which will include the development of a communications strategy.
- 4) Increase consultation, cooperation and information exchange between federal departments as well as the provinces, territories and the private/voluntary sector.

- 5) Continue to work with the RCMP on ways to develop further crime prevention as a major RCMP priority and to support an increased emphasis within the RCMP for community-based policing.

RESOURCES:

Activities 1 through 5 above do not require additional resources; however, they will allow the Ministry to determine if it would be appropriate to develop an enriched crime prevention program. If so, the Ministry would be to MSSD for additional resources.

WORKPLAN:

ACTIVITY	PROPOSED TARGET DATE
. Formation of a Crime Prevention Planning Group	April 1982
. Assessment of Crime Prevention policies strategies & programs including Secretariat crime prevention activities	October 1982
. Development of a Communications strategy	October 1982
. Ad Hoc Consultations (to include representatives from federal and provincial governments, the private sector and academics)	October 1982
. Federal/Provincial/Private Sector Consultations at a regional level to begin at the end of F/Y 82-83 and continue during F/Y 83-84.	
. Review of Crime Prevention plans to assess if a submission to MSSD for an enriched program of national Crime Prevention initiatives is required.	December 1982

The Secretariat's Program Branch and the R.C.M.P. will continue their current level of activity in crime prevention which will include research, development and dissemination activities.

APPENDIX O

CRIME TRENDS - 1970-1980

During the 1970's the number of crimes increased faster than the Canadian population. Actual offences reported by the police increased by 71% between 1970 and 1980, while the population went up by only 12%. As a result, the crime rate per 100,000 population increased by 52%, reaching 11,236.4 in 1980 - or 11 crimes for every 100 persons in Canada. The ramifications of this growth in crime are numerous and include: increased costs, manpower requirements and workloads for policing and the rest of the criminal justice system.

Nor do prospects for the future look any different. While certain year-by-year comparisons in the growth rate of crime may have indicated a levelling off (e.g., 1976 and 1977), these periods of slow growth have been counterbalanced by years of rapid growth (e.g., 1979 and 1980). Over the 11 year period between 1970 and 1980, the growth rate resembles a straight line increase with no abatement in sight. The year-by-year changes average out to annual increases of 5½% in the number of offences and 4½% in the crime rate (which takes into account population growth). If this trend were to continue (and at this point we cannot be sure), the crime rate could approach 20 offences per 100 population by year 2000.

The pattern of crime during the decade of the 70's presents a picture of both stability and change. While computer crime, credit card theft/fraud and drug offences have obviously been on the increase, with cannabis offences increasing five-fold from 13,000 in 1970 to 65,000 in 1980, they have not appreciably affected the major breakdown of crime categories. Thus, throughout the decade, criminal code offences accounted for roughly three-quarters of the total. Within the category, violent crimes made up about 8% of criminal code offences and property crimes roughly 65%.

.../2

Notwithstanding the above, differences in offence categories are quite noticeable when their separate growth rates are compared. Thus, while municipal by-law infractions remained essentially unchanged between 1970 and 1980, federal statute offences increased by 117%, provincial statute offences by 35%, and criminal code offences by 84% - for a total increase in all offences of 71%. Similarly, property offences increased faster than violent offences (78% vs. 52%), and other criminal code offences more than doubled (112% increase) in the 11-year period.

Offences which have increased the most between 1979 and 1980 are given below. For property offences, theft over \$200 (32%), theft from motor vehicles (42%) and credit card theft (26%) increased the most, followed by break and enters of all types (18%), particularly residential break and enters (27%), and possession of stolen goods (17%). Robbery was the violent crime with the greatest increase (18%), especially armed robbery without firearms (25%). In terms of drug offences, cocaine-related occurrences increased the most (49%).

Given these crime trends, one might expect to find a drop in clearance rates, that widely used measure of police effectiveness. Yet despite the rise in overall crime levels and the relatively greater increase in drug, property and other criminal code offences (these latter two generally being the least solvable offences), overall clearance rates have not drastically changed. They have remained at approximately 50% throughout the decade, evidencing only a slight drop (from 53% in 1970 to 48% in 1980) within that time frame.

The number of persons charged by the police (including juveniles diverted) has increased by 77% throughout the last decade, roughly paralleling increases in the number of offences. By 1980, the number of persons annually charged exceeded one million. This figure would mean that one person from among every 25 in Canada was charged in 1980, were it not for the possibility of charging the same suspect more than once during the same year. Adult males accounted for 71% of the persons charged, and adult females for 10%. Juveniles charged or diverted accounted for the remaining 19%. These figures are indicative of the workload not only of the police but of the court system and, to some extent, the correctional and parole/probation agencies.

APPENDIX P

Selected Recent Poll Results
on Fear of Crime and Perceptions
of the Crime Problem in Canada

Fear of Crime

CROP POLLS:

Are you afraid to walk at night in your neighborhood?

	April 81 %	May 79 %	November 76 %
Yes.....	26	24	22
No.....	73	76	77
Don't know.....	1	1	1

Gallup Polls:

"IS THERE ANY AREA RIGHT AROUND HERE - THAT IS TO SAY WITHIN A MILE - WHERE YOU WOULD BE AFRAID TO WALK AT NIGHT?"

	YES	NO	NOT SURE
November 1981	34	65	-
1979	31	67	2
1974	37	63	-
1970	29	66	5

November 1981

How about at home, at night - do you feel safe and secure, or not?

Yes.....84%
 No.....18%

Perception of Crime in Canada

Decima Quarterly Report Poll (December, 1981)

In your opinion, what is the most important problem facing Canada today -- in other words, the one that concerns you personally the most?

Inflation- Cost of Living	23%
Economy - General	22%
Interest Rate - Mortgages	13%
Unemployment - Unemployment Insurance	12%
National Unity	6%
Government - General- Political	5%
Crime, Alcohol & Drugs	10%

(2% other themes each of which mentioned by 3% or less of respondents)

Gallup November 1981

Is there more crime in this area than there was a year ago, or less?

More	46%
Less	8%
Same	33%
No opinion	40%

Gallup, 1979

Would you say there is more crime in this community than there was say 5 years ago?

Yes	63%
No	26%
Undecided	11%

Gallup February 1982

Using this card, please tell me how the violent crime problem in Canada compares to violent crime in the United States?

	<u>Totals</u>
Much Less (1/5 as great as in the US)	28%
Somewhat less (1/2 as great as in the US)	39%
About the same	23%
Some greater (twice as great as in the US)	8%
Much greater (5 time greater than in the US)	1%
Don't Know	4%

TOTAL 100%

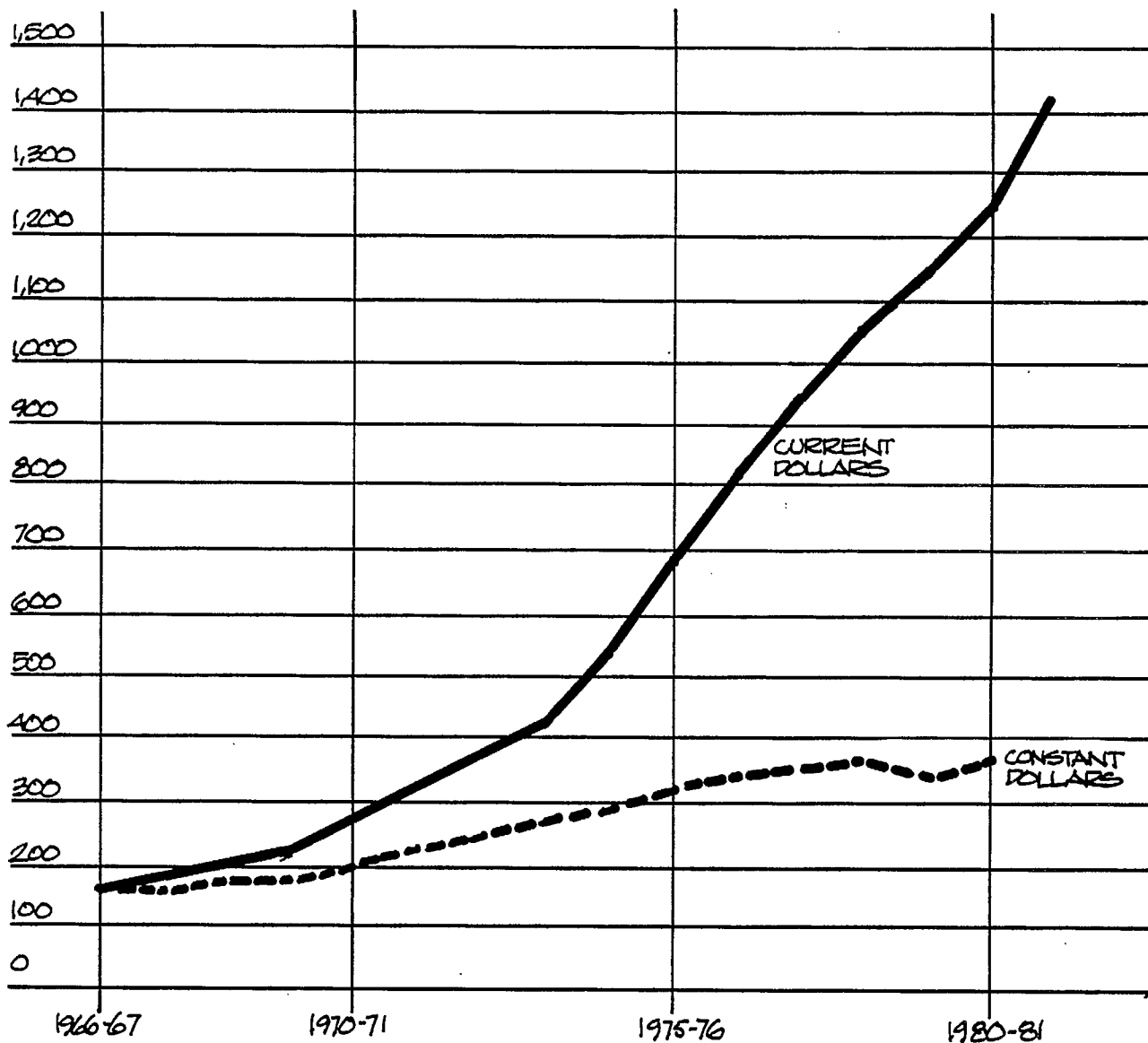
APPENDIX Q

- MINISTRY EXPENDITURE PATTERN

- RCMP
 - PROJECTION OF:
 - . OFFENCES
 - . NET EXPENDITURES
 - . OFFENCE RATES (SELECTED JURISDICTION)

- CSC
 - POPULATION FORECAST
 - PROJECTIONS OF:
 - . COST PER OFFENDER
 - . PERSON YEAR PER OFFENDERS
 - . COST PER INMATE/COMMUNITY SUPERVISION CASE
 - . PERSON YEARS PER INMATE/COMMUNITY SUPERVISION CASE

MSG EXPENDITURE PATTERN (CURRENT \$ VS CONSTANT \$) 1966-67 TO 1980-81



RCMP

- PROJECTIONS OF:

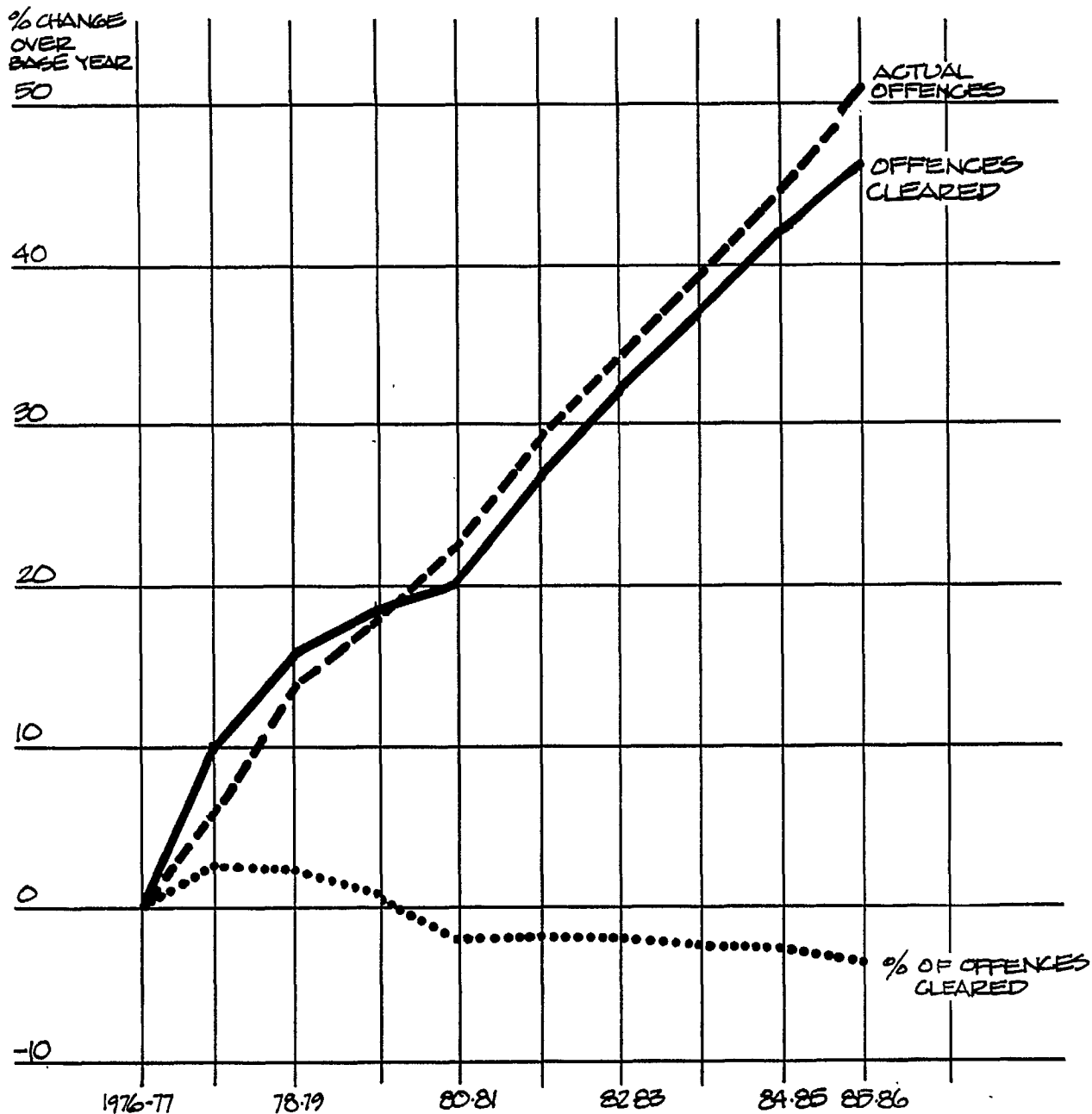
- OFFENCES

- NET EXPENDITURES

- OFFENCE RATES IN
SELECTED JURISDICTIONS

% CHANGE IN ACTUAL OFFENCES, N° OF OFFENCES CLEARED + % OF OFFENCES CLEARED

OVER BASE YEAR - 1976-77



NOTE: OFFENCES ARE ACTUAL TOTALS AS APPEARING ON STATISTICS CANADA FORM 'C' FOR RCMP JURISDICTION.

1981-82 - 1985-86 FIGURES ARE PROJECTIONS

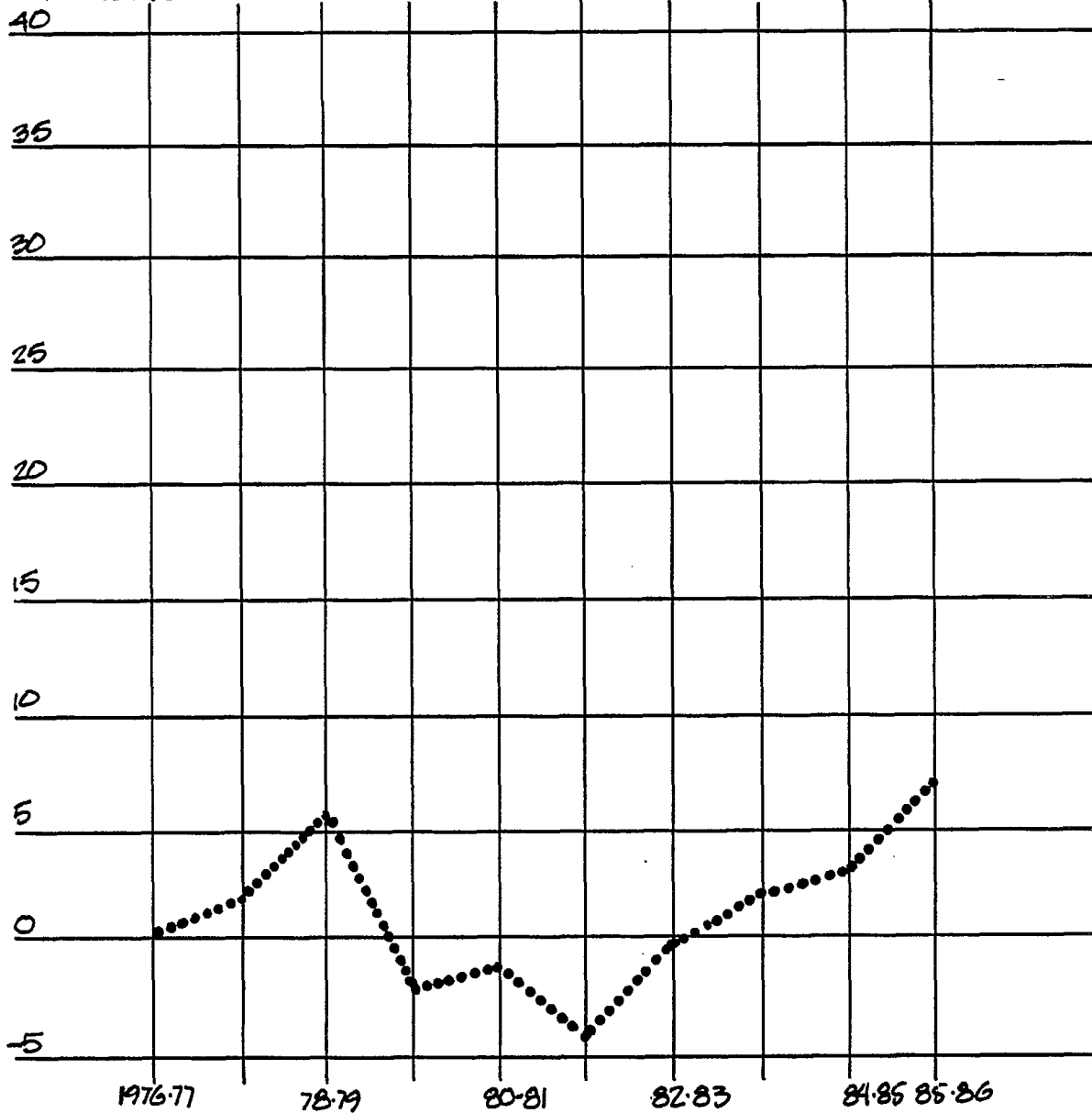
NO. OF ACTUAL OFFENCES, NO. OF OFFENCES CLEARED
AND % OF OFFENCES CLEARED-RCMP JURISDICTION

<u>YEAR</u>	<u>ACTUAL OFFENCES</u>		<u>OFFENCES CLEARED</u>		<u>% OF OFFENCES CLEARED</u>	
	<u>NO.</u>	<u>% CHANGE OVER BASE YEAR</u>	<u>NO.</u>	<u>% CHANGE OVER BASE YEAR</u>	<u>%</u>	<u>% CHANGE OVER BASE YEAR</u>
1976	610968	Base Year	387850	Base Year	63.5	Base Year
1977	654757	7.12	424749	9.51	64.9	2.20
1978	691174	13.13	447667	15.42	64.7	1.89
1979	719544	17.77	458523	18.22	63.7	.31
1980	749940	22.75	466381	20.25	62.2	-2.05
1981	788096	28.99	494285	27.44	62.7	-1.26
1982	822369	34.60	513368	32.36	62.4	-1.73
1983	856642	40.21	532452	37.28	62.2	-2.05
1984	890915	45.82	551536	42.20	61.9	-2.52
1985	925188	51.42	570619	47.12	61.7	-2.83

- NOTE:
- No. of Actual Offences are the Actual Totals identified on Statistics Canada Form C for the years in question.
 - Offences Cleared include Offences Cleared By Charge and Otherwise.
 - Figures for 1981 - 1985 are projections using linear regression.

% CHANGE IN FEDERAL GOVERNMENT NET RCMP EXPENDITURES (1976-77 TO 1985-86)

% CHANGE OVER
BASE YEAR



NOTE: EXPENDITURES HAVE BEEN CONVERTED TO 1976/77 DOLLARS
USING IMPLICIT PRICE INDEX FOR GOVERNMENT
GOODS AND SERVICES

FEDERAL GOVERNMENT'S NET R.C.M.P. EXPENDITURES (OO'S)

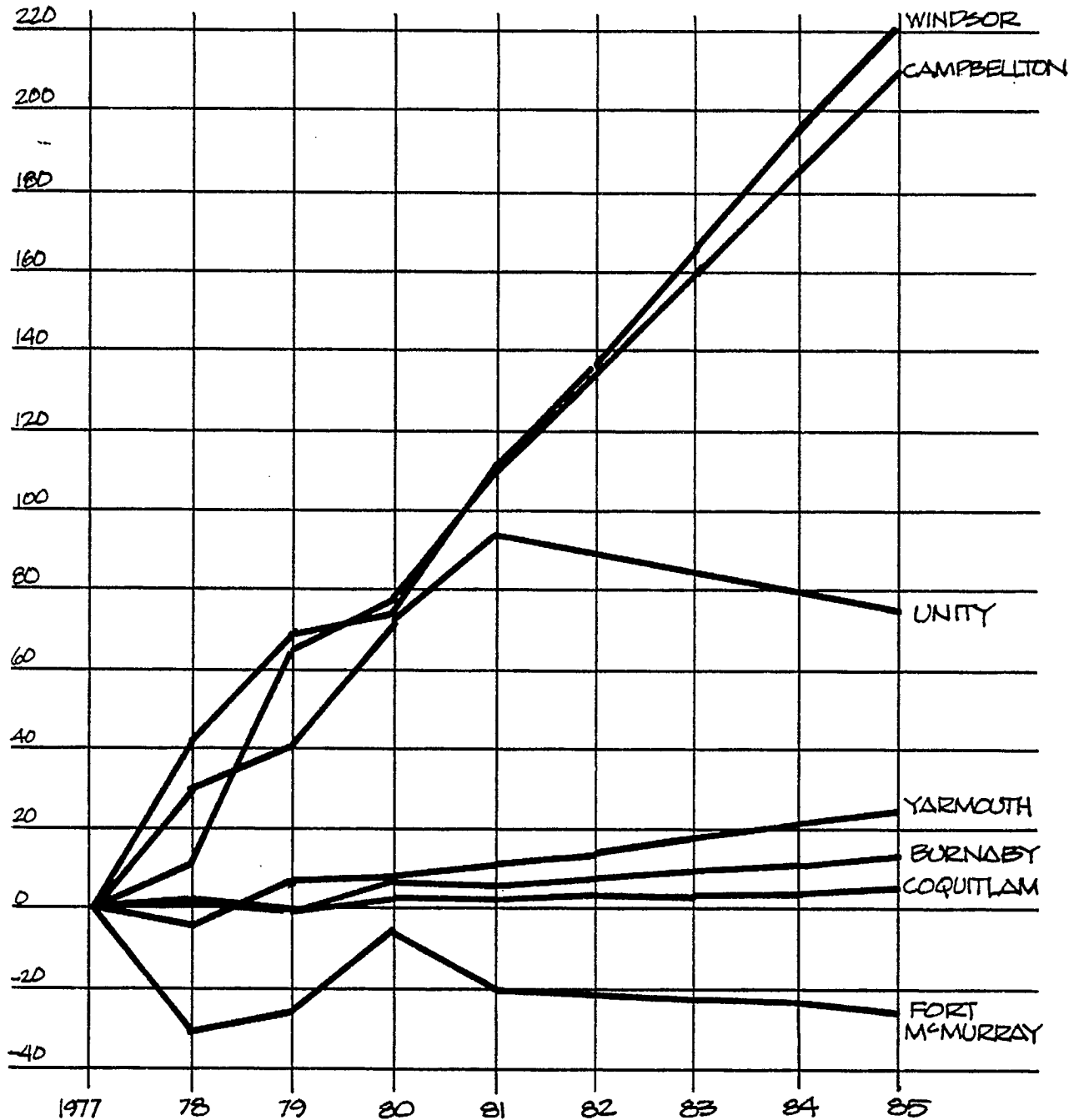
<u>YEAR</u>	<u>DOLLAR AMOUNT</u>	<u>CONVERTED TO 1976 DOLLARS</u>	<u>% CHANGE OVER BASE YEAR</u>
1976/77	461931 (Actual)	461931	Base Year
1977/78	517916 (Actual)	471124	1.99
1978/79	577312 (Actual)	486926	5.41
1979/80	580705 (Actual)	451631	-2.23
1980/81	655681 (Actual)	455420	-1.41
1981/82	711409 (Forecasted)	441074	-4.52
1982/83	821225 (82/83 Main Estimates)	460668	- .27
1983/84	839496 (82/83 Dollars)	470917	1.95
1984/85	853015 (82/83 Dollars)	478501	3.59
1985/86	876545 (82/83 Dollars)	491700	6.44

NOTE: - Implicit Price Index for Government Goods & Services for the years in question used as the index to convert to 1976 dollars.

- 1982 Implicit Price Index (Forecasted) was used to convert expenditures for 1982/83 - 1985/86 to 1976 dollars.

% CHANGE IN OFFENCE RATES FOR SELECTED JURISDICTIONS RCMP MUNICIPAL DETACHMENTS (1977-1985)

% CHANGE OVER
BASE YEAR



OFFENCE RATE PER 100,000 POPULATION
R.C.M.P. MUNICIPAL DETACHMENTS

Y E A R

LOCATION	1977 BASE YEAR	1978	1979	1980	1981	1982	1983	1984	1985
BURNABY B.C.	12498	12676 (1.42)	12354 (-1.15)	13290 (6.34)	13218 (5.76)	13423 (7.40)	13629 (9.05)	13834 (10.69)	14040 (12.34)
COQUITLAM B.C.	9646	9778 (1.37)	9605 (- .43)	9900 (2.63)	9880 (2.42)	9938 (3.03)	9997 (3.64)	10056 (4.25)	10115 (4.86)
FORT McMURRAY ALTA.	26441	18136 (-31.41)	19595 (-25.89)	24690 (-6.62)	21267 (-19.57)	20888 (-21.00)	20508 (-22.44)	20129 (-23.87)	19749 (-25.31)
CAMPBELLTON N.B.	8583	12170 (41.79)	14440 (68.24)	14955 (74.24)	17884 (108.37)	20022 (133.28)	22161 (158.20)	24299 (183.11)	26438 (208.03)
YARMOUTH N.S.	19918	19235 (-3.43)	21353 (7.20)	21424 (7.56)	22142 (11.17)	22805 (14.49)	23469 (17.83)	24132 (21.16)	24796 (24.49)
WINDSOR N.S.	16775	18750 (11.77)	27650 (64.83)	29550 (76.15)	34988 (108.57)	39710 (136.72)	44433 (164.88)	49155 (193.03)	53878 (221.18)
UNITY SASK.	10609	(13792 (30.00)	11042 (40.81)	11375 (72.20)	11592 (92.66)	11546 (88.32)	11501 (84.08)	11456 (79.83)	11411 (75.60)

- NOTE:
- 1981 to 1985 figures are projections based on a linear regression of 1977-1980 figures.
 - 1976 figures were not provided by Statistics Canada.
 - Rates are particularly sensitive to changes in population and number of actual offences.
 - Population figures used in determining offence rate were obtained from Statistics Canada Form "A".
 - () reflects % change over Base Year.
 - Offence figures used in determining offence rate were the actual offence totals appearing on Statistics Canada Form "C".

NOTE

1. Statistics Canada Group Sizes

<u>Group</u>	<u>Population</u>	<u>Location of RCMP Municipal Detachment Selected</u>
1 and 2	250,000 and over	N/A
3	100,000 to 250,000	Burnaby, B.C.
4	50,000 to 100,000	Coquitlam, B.C.
5	25,000 to 50,000	Fort McMurray, Alta.
6	10,000 to 25,000	Campbellton, N.B.
7	5,000 to 10,000	Yarmouth, N.S.
8	2,500 to 5,000	Windsor, N.S.
9	750 to 2,500	Unity, Sask.

2. The selection of the RCMP Municipal Detachment within each group was randomly made.

3. Offence rates per 100,000 population are sensitive to changes in population and number of offences and thus should be interpreted with caution.

Hypothetical Examples

a. 1979 - 244 offences and population of 750
offence rate per 100,000 is 32,533

1980 - 244 offences and population of 850
offence rate per 100,000 is 28,706

b. 1979 - 244 offences and population of 750
offence rate per 100,000 is 32,533

1980 - 344 offences and population of 750
offence rate per 100,000 is 45,867

CORRECTIONAL SERVICE OF CANADA

● **POPULATION FORECAST**

● **PROJECTIONS OF :**

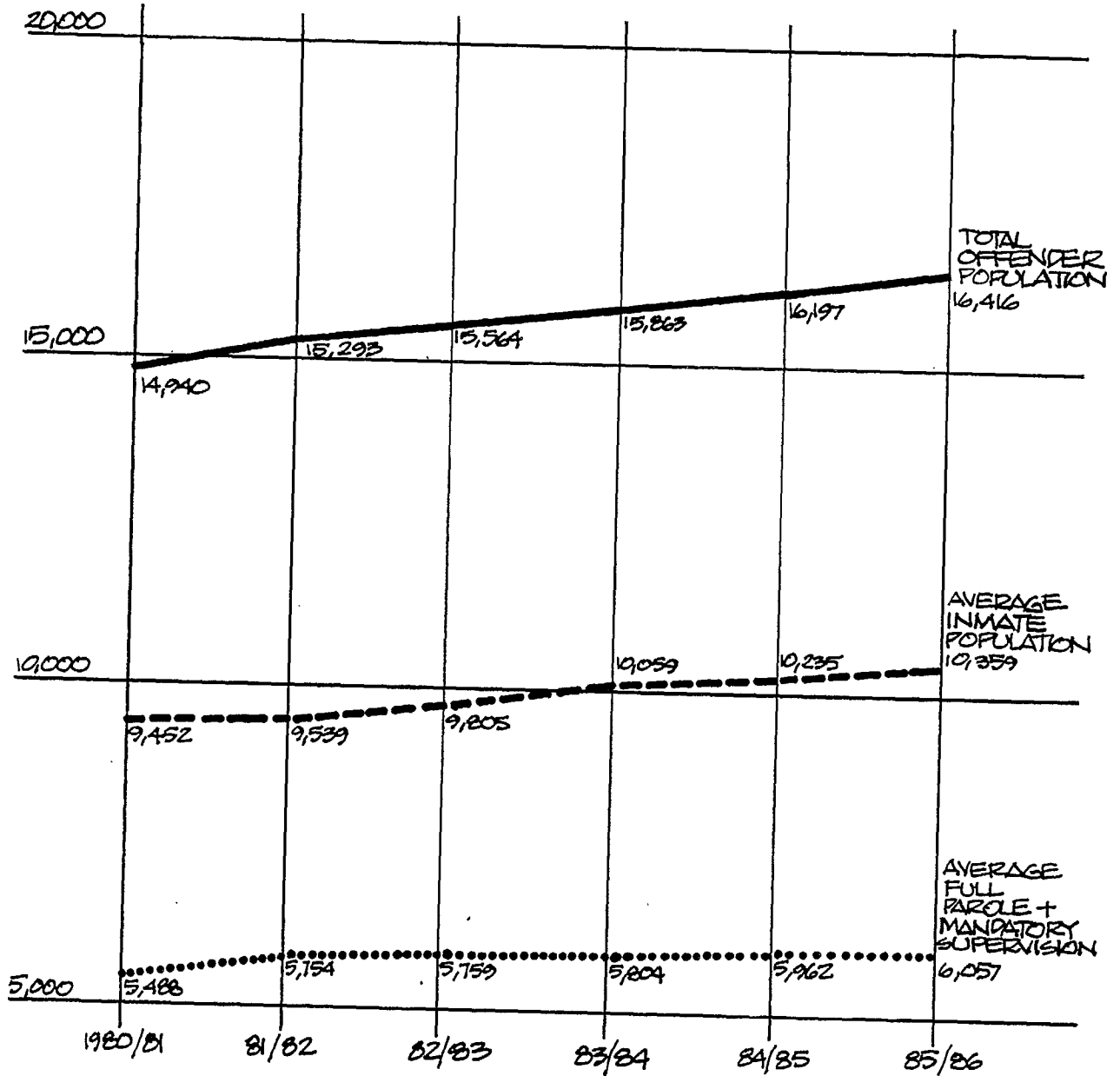
● **COST PER OFFENDER**

● **PERSON YEAR PER OFFENDER**

● **COST PER INMATE/
COMMUNITY SUPERVISION CASE**

● **PERSON YEARS PER
INMATE/ COMMUNITY
SUPERVISION CASE**

POPULATION FORECAST



CAPITAL COSTS (1983/84 \$000)

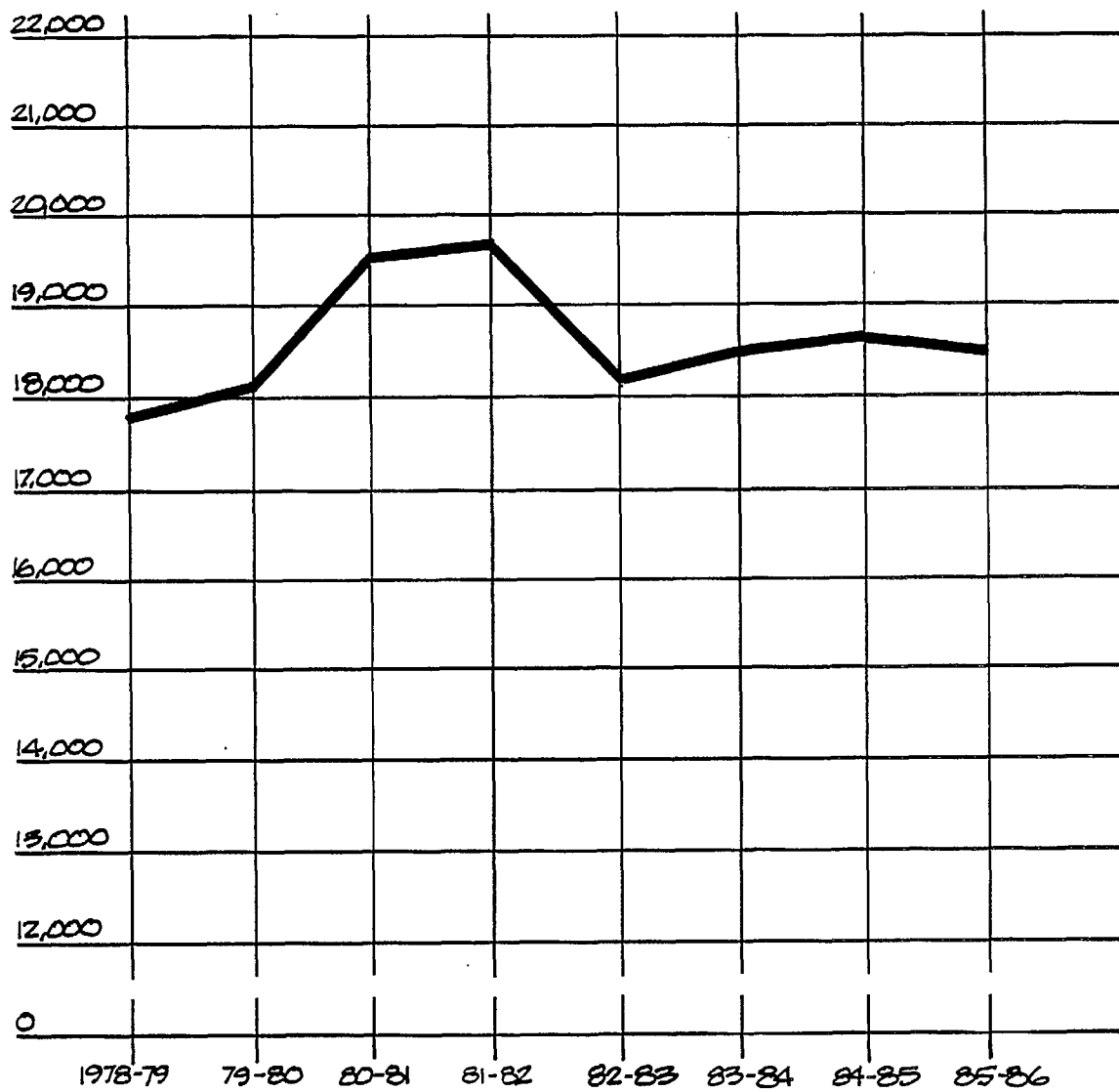
	<u>1983/84</u>	<u>1984/85</u>	<u>1985/86</u>
1. MAJOR GROWN PROJECTS			
A) NEW INSTITUTIONS	23,060	39,641	41,280
B) CHANGES TO EXISTING INSTITUTIONS	50,973	46,917	46,614
TOTAL	74,033	86,558	87,894
2. OTHER CONSTRUCTION PROJECTS	43,868	37,160	33,032
3. ANTICIPATED CONSTRUCTION SLIPPAGE (20%)	(23,580)	(24,743)	(24,185)
TOTAL (1,2,3)	94,321	98,975	96,741
4. EQUIPMENT			
A) NEW INSTITUTIONS	3,074	8,213	4,710
B) REPLACEMENTS	9,002	8,411	9,232
TOTAL	12,076	16,624	13,942
TOTAL CAPITAL	106,397	115,599	110,683

PROPOSED REQUIREMENTS

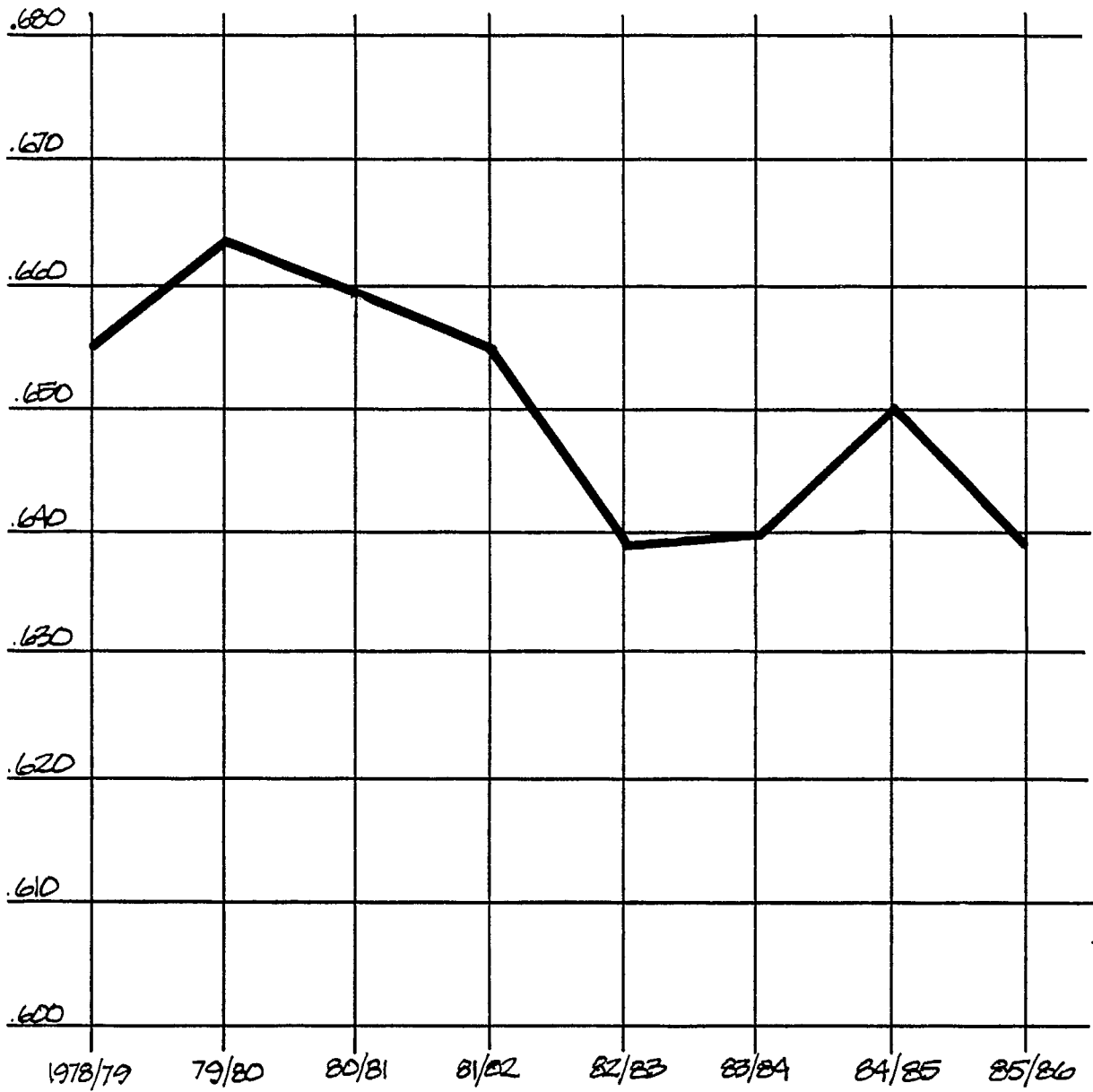
	<u>1981/82 FORECAST</u>	<u>1982/83 ESTIMATES</u>	<u>1983-84</u>	<u>1984/85</u>	<u>1985/86</u>
PERSON YEARS	9,995	9,795	10,141	10,522	10,478
			<u>(1982-83 Dollars)</u>		
OPERATING	440,221	464,913	487,935	505,698	505,881
CAPITAL	<u>55,220</u>	<u>75,132</u>	<u>106,397</u>	<u>115,599</u>	<u>110,683</u>
TOTAL	495,441	540,045	594,332	621,297	616,564

COST PER OFFENDER

(CONSTANT DOLLARS 77-78)

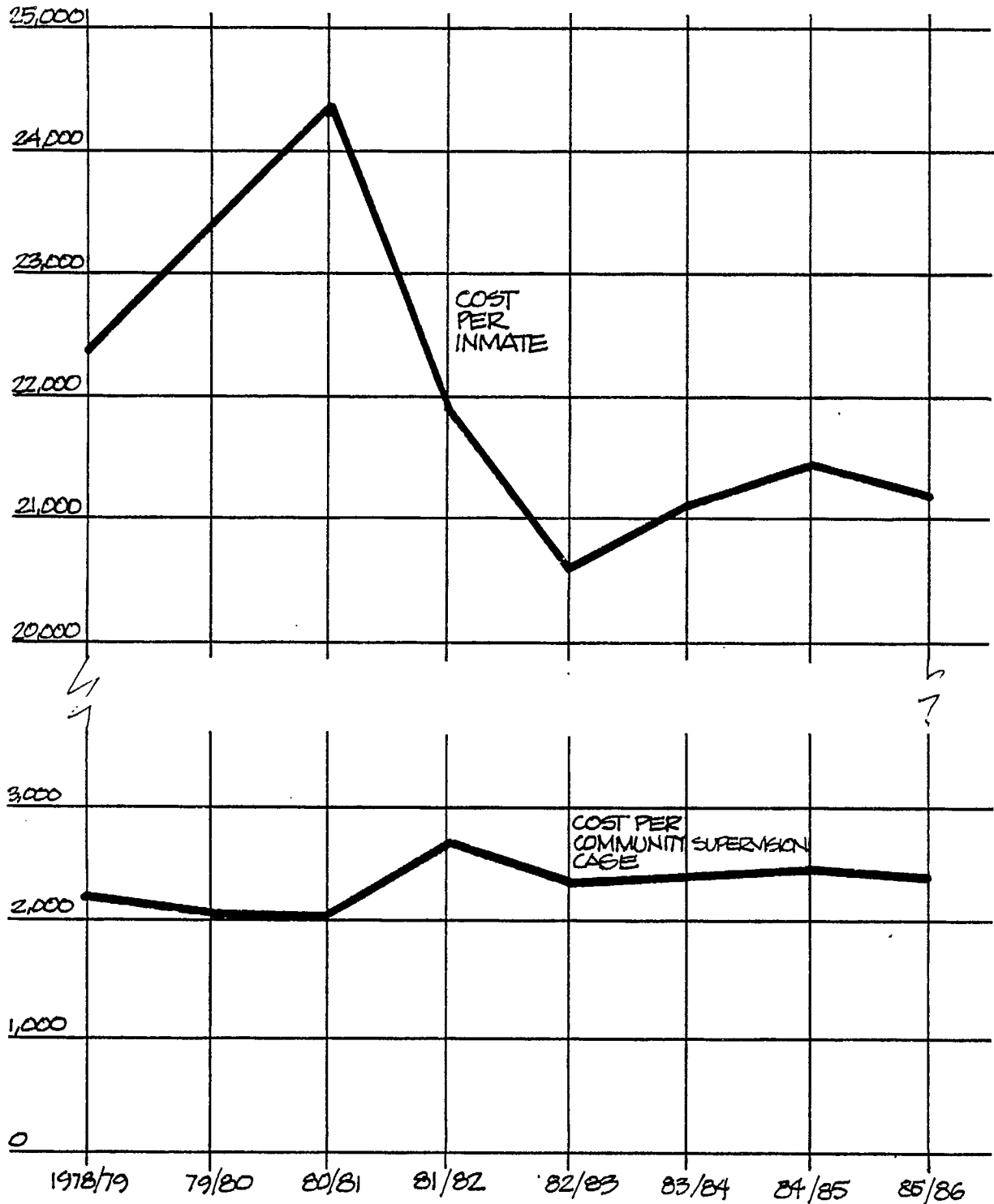


PERSON YEAR PER OFFENDER



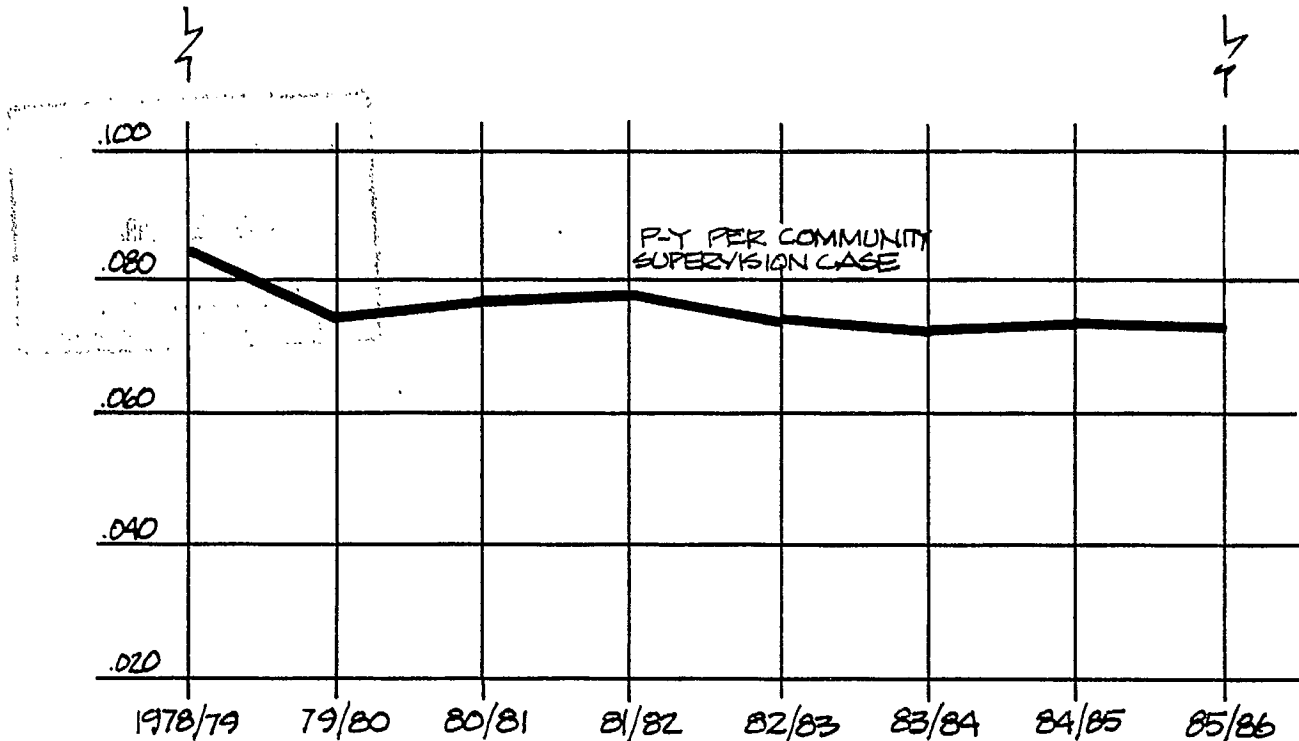
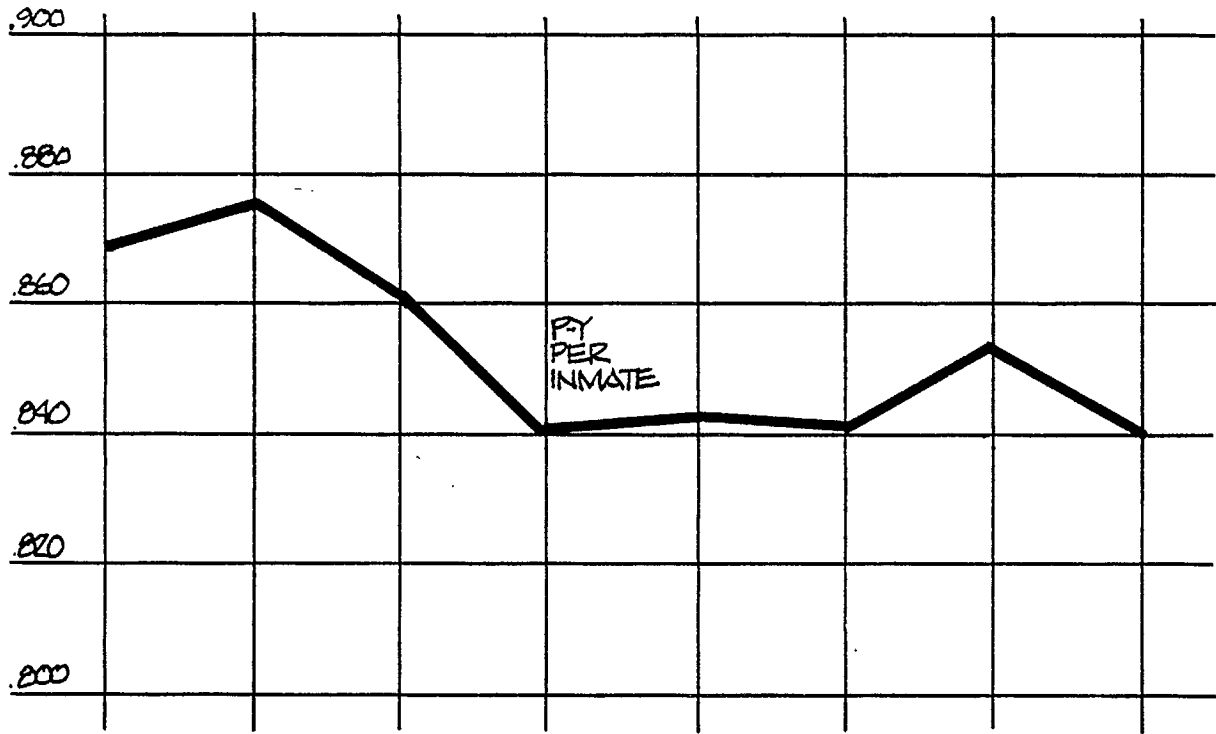
COST PER INMATE/COMMUNITY SUPERVISION CASE (CONSTANT DOLLARS 77/78)

NOTE: EXCLUDES ADMINISTRATION



PERSON YEARS PER INMATE / COMMUNITY SUPERVISION CASE

NOTE: EXCLUDES ADMINISTRATION



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