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Solicitor General
Canada

Solliciteur général
Canada

Solicitor General Annual Report 1985-1986

Secretariat

*Royal Canadian
Mounted Police*

*National Parole
Board*

*The Correctional Service
of Canada*

*Canadian Security
Intelligence Service*

Canada



Solicitor General
Canada

Solliciteur général
Canada

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Solicitor General Annual Report 1985-1986

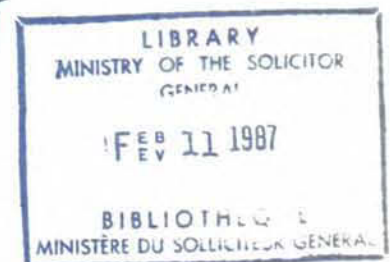
Secretariat

*Royal Canadian
Mounted Police*

*National Parole
Board*

*The Correctional Service
of Canada*

*Canadian Security
Intelligence Service*



Solicitor General
of Canada



Solliciteur général
du Canada

To Her Excellency
The Right Honourable Jeanne Sauvé
Governor General of Canada

May it please Your Excellency:

I have the honour to submit to Your Excellency the
annual report of the Ministry of the Solicitor General
for the fiscal year April 1, 1985 to March 31, 1986.

Respectfully submitted,

James Kelleher

James Kelleher

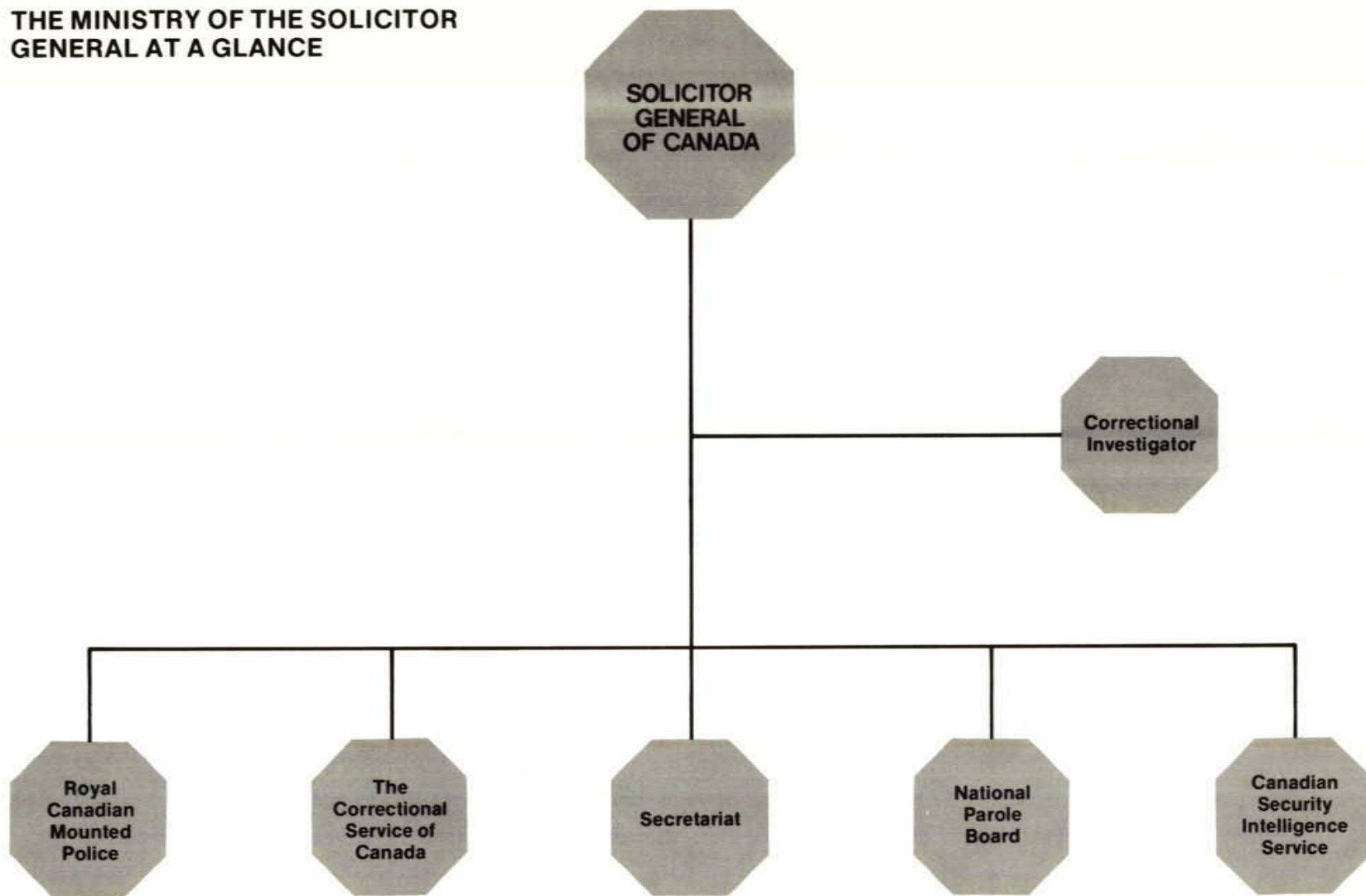


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**THE MINISTRY OF THE SOLICITOR
GENERAL AT A GLANCE**





The Ministry of the Solicitor General

The Ministry of the Solicitor General brings together the major operational elements of the Federal Government concerned with the administration of the criminal justice system under the direction and supervision of the Solicitor General.

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

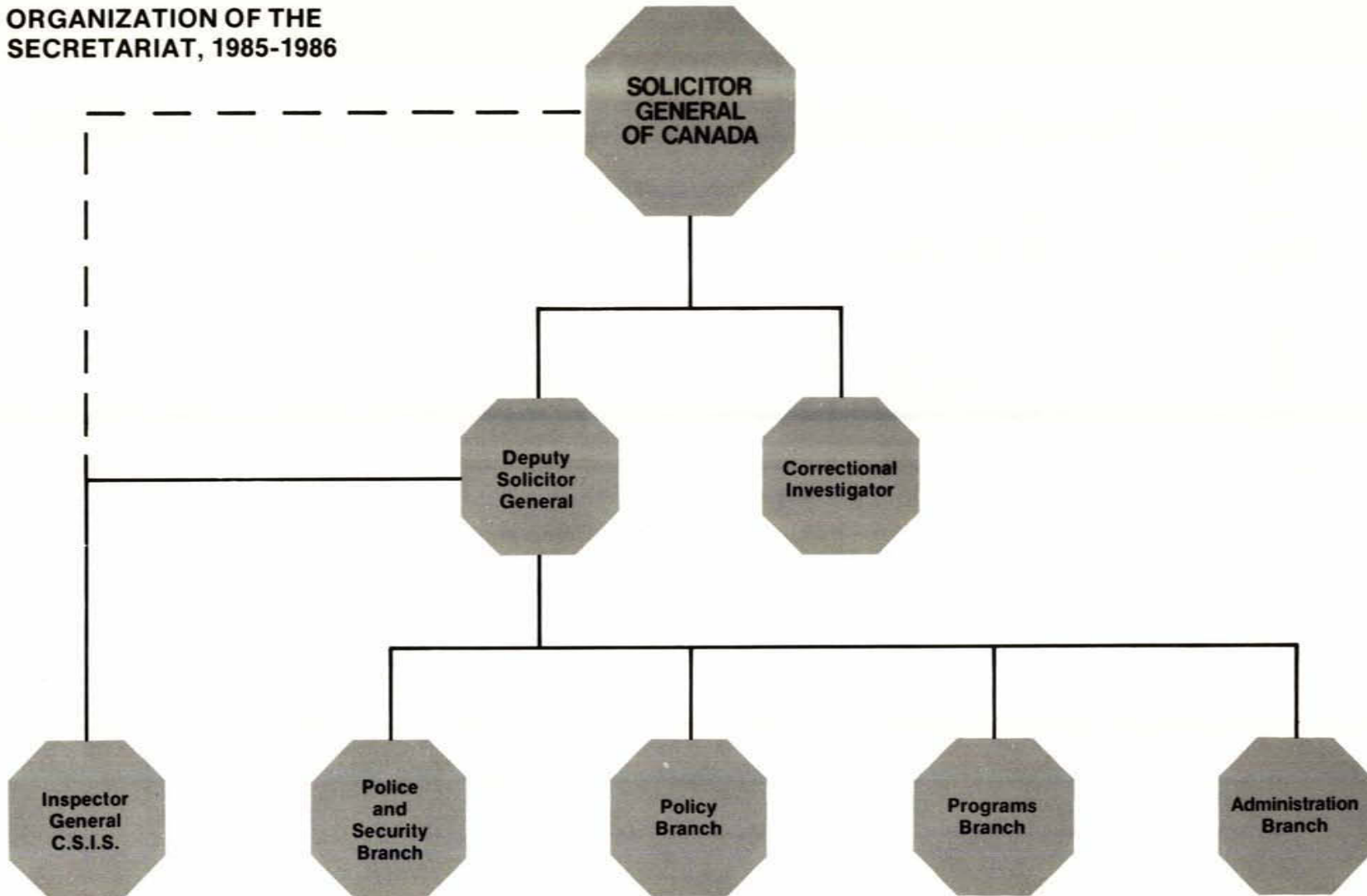
The Solicitor General is responsible for the administration of the *Department of the Solicitor General Act*, the *Royal Canadian Mounted Police Act*, the *Penitentiary Act*, the *Parole Act*, the *Prisons and Reformatories Act*, the *Canadian Security Intelligence Service Act*, the *Young Offenders Act*, the *Criminal Records Act* and the *Transfer of Offenders Act*. As well, the

Solicitor General is responsible for discharging specific operational responsibilities under such acts as the *Identification of Criminals Act*, the *Official Secrets Act*, the *Diplomatic and Consular Privileges and Immunities Act* and the *Immigration Act*, to name a few, which are otherwise administered by other departments. Finally, the agencies of the Ministry, notably the RCMP, are responsible for enforcing all federal statutes, such as the *Criminal Code*, where such enforcement is not specifically assigned to another department or agency.

During fiscal year 1985-86, the Ministry utilized 30,548 person-years, a decrease of 5.5 per cent from 1984-85 and incurred expenditures of \$1.77 billion, up 8.9 per cent from the previous year.

In this report, each of the five major components of the Ministry reviews in some detail its legislative and policy initiatives and its operational activities for fiscal year 1985-86.

ORGANIZATION OF THE SECRETARIAT, 1985-1986





Secretariat



Mandate

The Secretariat's primary role is to develop and coordinate the policy of the Ministry. It is headed by the Deputy Solicitor General who, with the heads of the Royal Canadian Mounted Police, The Correctional Service of Canada, the National Parole Board and the Canadian Security Intelligence Service, participates in the Ministry's Senior Policy Advisory Committee.

The Secretariat's policy thrust is in four main functional areas: the criminal justice system, corrections, police and security. Organizationally, it has three operations branches, Policy, Police and Security, and Programs, as well as an Administration Branch and a Corporate Systems Office. During fiscal year 1985-86, the Secretariat employed 333 person-years and had expenditures of \$119.8 million.

Policy Branch

The Policy Branch undertakes policy advice and development in support of the Solicitor General, the Deputy Solicitor General and the agencies of the Ministry on issues arising from juvenile justice, corrections and release, and selected aspects of criminal justice policy, such as firearms, native justice and criminal records. Another essential function is liaison with other branches of the Secretariat, Ministry agencies and other components of the criminal justice system, including related federal and provincial departments and agencies and private sector organizations.

The Branch is responsible for negotiating federal-provincial-territorial agreements concerned with juvenile justice services and administering the firearms provisions of the *Criminal Code* as well as for promoting intergovernmental cooperation in these areas.

The Branch analyses proposals of the Correctional Service of Canada and the National Parole Board, and provides advice, alternatives and recommendations to the Deputy Solicitor General and to the Solicitor General on matters of correctional policy and operations.

Finally, the Branch carries principal responsibility for planning and coordination at the interdepartmental, intergovernmental and international levels on matters relating to the Ministry's responsibilities for corrections, juvenile justice and other matters.

Organizationally, the Branch comprises three Directorates: Young Offenders Policy, Corrections Policy and Criminal Justice Policy.

Highlights of 1985-86

Young Offenders

The *Young Offenders Act* came into full force on April 1, 1985, with the implementation of the uniform maximum age of "under eighteen" in all provinces and territories.

Young Offenders Cost-Sharing Agreements were concluded with Newfoundland, Nova Scotia, Prince Edward Island, New Brunswick, Ontario, Saskatchewan, Alberta, British Columbia, Northwest Territories and Yukon. Federal contributions for juvenile justice services delivered by these jurisdictions were begun.

The Federal/Provincial Forum, comprising committees of Deputy Ministers and senior officials responsible for juvenile justice, met on several occasions to discuss issues of mutual concern, notably possible amendments to the Act, and to enhance intergovernmental cooperation in resolving these matters.

The Solicitor General undertook national consultations with a broad cross-section of professional and community organizations active in juvenile justice to examine concerns about the Act and identify potential solutions. Ultimately, these discussions involved more than 150 organizations as well as various government departments of all the provinces and territories.

The federal transitional support programs, initiated in 1984-85 to facilitate implementation of the new Act, were maintained in 1985-86. These included:

- the final installment of implementation grants to the provinces and territories,
- a contributions program to promote innovative juvenile justice projects and technology transfer programs consistent with the principles and provisions of the new legislation,

- a contributions program to assist the provinces and territories in developing automated information systems to meet the record-keeping requirements of the Act and to establish effective administrative and statistical programs with respect to juvenile justice,
- ongoing analysis of the National Study on the Functioning of the Juvenile Court under the *Juvenile Delinquents Act* and the development of an evaluation strategy for the new legislation.

Corrections

This Branch provides advice and recommendations to the Solicitor General and the Deputy Solicitor General on a broad range of correctional issues that involve federal responsibilities for corrections and for its agencies, the National Parole Board and the Correctional Service of Canada.

The Branch conducts and coordinates studies of major policy issues pertaining to the Ministry's responsibility for corrections and release. Subjects include long-term offenders, dangerous offenders, overcrowding in institutions, and conditional release and mandatory supervision.

Correctional Law Review

The Correctional Law Review is concerned primarily with five specific Acts of Parliament: *The Penitentiary Act*; *The Parole Act*; *The Prisons and Reformatories Act*; *The Transfer of Offenders Act*; *The Department of the Solicitor General Act* as well as relevant sections of the *Criminal Code*.

During 1985-86, consultations were completed with various interested groups and individuals, based on the first Consultation Paper of the Corrections Law Review. A second Consultation Paper, intended specifically to focus discussions on federal-provincial issues, was released and intensive provincial consultation begun. Working papers were also released dealing with the philosophy and mandate of corrections, the legal framework governing the powers of correctional officers and the rights of offenders, and offender rights and remedies. Research on issues of particular concern and special offender populations was continued.

Proposed Legislation

Legislative proposals were developed and introduced in the House of Commons during 1985-86. Bill C-67 would provide for greater control over the release of demonstrably violent offenders under mandatory supervision. Bill C-68 would amend correctional legislation in light of identified anomalies and in response to requests from the provinces for the rationalization of certain technical problems with existing legislation.

Criminal Justice

Firearms

Further analysis and consultations resulted in a revised package of legislative proposals designed to correct technical problems and simplify a number of administrative aspects of the gun control program.

The Solicitor General was authorized to negotiate new federal-provincial financial agreements aimed at achieving a cost-recovery position.

Close working relationships with the provinces continued through the seventh annual conference of the Chief Provincial and Territorial Firearms Officers in June, 1985.

Seventh United Nations Congress on the Prevention of Crime and the Treatment of Offenders

The Ministry of the Solicitor General played the lead role for Canada in preparing for and participating in the 7th United Nations Congress on the Prevention of Crime and the Treatment of Offenders, in Milan, Italy, from August 26 to September 6, 1985. The Canadian delegation was headed by the Solicitor General and included representatives from all provincial and territorial governments, the three federal political parties, the non-governmental sector, as well as senior officials from the Ministry of the Solicitor General, the Department of Justice and the Secretary of State for External Affairs.

The Canadian delegation played an active role in the deliberations of the Congress and was instrumental in securing the adoption of resolutions dealing with crime prevention, victims, illicit drug trafficking, juvenile justice, terrorism, domestic violence, fair treatment of female offenders and independence of the judiciary. A report has been prepared, summarizing the Canadian role in the Congress, as well as the resolutions on the various issues dealt with on the Congress agenda.

Police and Security Branch

The Police and Security Branch analyses policy initiatives, operational policy issues and operational submissions in the areas of law enforcement and national security to provide appropriate advice to the Minister and the Deputy Solicitor General.

The Branch also initiates, develops and administers Government and Ministry policy for law enforcement and national security matters as well as in the general area of counter-terrorism.

The Branch undertakes sectoral policy development and coordinated responses to law enforcement and national security initiatives in co-operation with the agencies of the Ministry, central federal agencies, the Department of Justice, other federal departments and the provinces.

The Branch manages the Solicitor General's direct responsibility for the national security program, and the Ministry's contingency planning responsibilities, and coordinates the federal government's counter-terrorism program.

Security Policy and Operations Directorate

The Directorate comprises two divisions, Security Policy and Security Operations, and is responsible for:

- analyzing policy initiatives, operational policy issues and operational submissions in the area of national security to provide appropriate advice to the Minister and the Deputy Solicitor General;
- initiating, developing and administering government and Ministry policy in the area of national security;
- undertaking sectoral policy development and coordinating responses to national security initiatives in co-operation with the agencies of the Ministry, central federal agencies, the Department of Justice, other federal departments and the provinces;

- managing the Solicitor General's direct responsibility for national security programs.

Highlights of 1985-86

Security Policy Division

This Division provided substantial assistance in the development of strategic and operational policy issues related to the implementation of the *Canadian Security Intelligence Service Act* (which became law in July 1984). The Division proposed a substantial body of Ministerial direction to CSIS while contributing to proposals on security intelligence requiring Cabinet consideration.

In conjunction with CSIS, the Division reviewed all previous Ministerial direction to the Service to ensure its consistency with the CSIS Act, including development of revisions necessary to meet new statutory and policy requirements.

The Division also participated in federal-provincial discussions and developed policy to implement sections 17 and 61(2) of the CSIS Act.

Security Operations Division

The Division reviewed and provided advice to the Solicitor General on CSIS's requests for authority to implement special investigative techniques and for Ministerial approval to undertake sensitive operations.

Security Planning and Operations Directorate

This Directorate, established in 1985, is responsible for:

- coordinating the identification, development and maintenance of counter-terrorism program measures on an interdepartmental, federal-provincial and international basis;

- providing support to the Solicitor General in his capacity as lead Minister for the management of terrorist-related crises in Canada;

- developing and maintaining contingency plans for public order emergencies further to the Solicitor General's responsibility;

- coordinating exercise programs to test and evaluate contingency plans;

- managing the operation of the Security Advisory Committee (SAC) which is responsible for considering security policy issues, identifying future sectoral priorities, and developing administrative security policies.

Highlights of 1985-86

The Directorate addressed several counter-terrorism policy and program issues including RCMP protective services and government policy for hostage taking and communications in terrorist situations, and prepared reports on various aspects of Canada's counter-terrorism arrangements. Through its operation of the Ministry Crisis Centre, the Directorate ensured that there was an effective flow, between operational centres and decision-making authorities, of information needed for the resolution of crises.

Police and Law Enforcement Directorate

The Directorate comprises two divisions responsible for:

- reviewing operational proposals submitted by the RCMP to ensure compliance with the law and with the Solicitor General's directives;

- developing and reviewing policy and administrative proposals governing the overall effectiveness and accountability of the RCMP;

- developing and managing federal policy governing RCMP policing agreements with provinces, territories and municipalities;

- reviewing resource allocation proposals affecting the RCMP and ensuring their coordination with Ministry-wide resource concerns;

- developing federal law enforcement policy and coordinating implementation of the Solicitor General's responsibilities specified in the Criminal Code with regard to electronic surveillance and fingerprint examination;

- participating in developing sectoral policy initiatives with federal and national policing and law enforcement implications.

Highlights of 1985-86

RCMP Policy and Programs Division

This Division worked closely with the RCMP and officials of central federal agencies and the Department of Justice on implementing a number of Government initiatives, including: the first year of the Government person-year restraint program; application of the *Charter of Rights and Freedoms* recommendations to the RCMP as set out in the Government Report "Towards Equality"; and the eventual application of pension reform principles to the *RCMP Superannuation Act*.

The Division coordinated support required by the Solicitor General in regard to Parliament's consideration of Bill C-65, an Act to Amend the RCMP Act, which was given Royal Assent on March 25, 1986.

It also supervised and coordinate all necessary preliminary activities to establish the RCMP External Review Committee and the RCMP Public Complaints Commission.

National and international initiatives were developed and activities undertaken in relation to illicit drug trafficking and drug abuse.

Law Enforcement Policy Division

Guidelines for Designated Agents pursuant to Part IV.1 of the Criminal Code were revised, updated, and promulgated by the Solicitor General. In addition, existing designations were reviewed and some 400 certificates of designation were issued by the Solicitor General.

In concert with Justice Department officials, a report on Police Powers and Procedures was prepared. Provinces and other interested constituencies were consulted.

Legislative proposals relating to the identification, seizure, and forfeiture of proceeds of crime were developed in collaboration with the Department of Justice.

The Federal Law Enforcement Under Review (FLEUR) project was completed and the findings were distributed to the participating departments for discussion.

The Division is also involved in the review of native policing services which is being conducted by the Department of Indian Affairs and Northern Development.

Access to Information and Privacy Unit

This unit is responsible for:

- implementing the Ministry Secretariat's policies and procedures to ensure that both the *Access to Information Act* and the *Privacy Act* are administered in an equitable and consistent manner;
- processing requests for access either to government records or to personal information under the control of the Secretariat;
- coordinating the Ministry's policies and procedures in the application of Government's guidelines relating to both Acts managing

the Ministry's Public Reading Room;

- ensuring a coordinated and consistent response to ministerial correspondence on all access to information and privacy matters affecting the Ministry.

Highlights of 1985-86

During the year, the Unit completed 106 requests under the *Privacy Act* and 61 requests under the *Access to Information Act*.

In addition, the Unit responded to 14 requests for consultation under the *Privacy Act* and 11 under the *Access to Information Act*. These requests were received from government institutions which identified records originating in the Ministry Secretariat while processing their requests for information.

Through management of the Public Reading Room, the Unit responded to 444 requests from visitors, as follows:

- (i) 298 were provided with publications available in the Reading Room;
- (ii) 124 were given specific information such as information on the Acts or information contained in the manuals;
- (iii) 22 were given help in completing request forms.

Programs Branch

The Programs Branch is the Ministry's research and development arm. Its primary aim is to produce knowledge and information-based advice to improve Ministry decision-making related to

criminal justice legislation, policy, programs and operations. The Branch is responsive to the information needs of the Secretariat, the Ministry and the criminal justice system in general. Its Divisions, in a broadly integrated process, produce knowledge and identify emerging issues through research and statistical analyses, applied research studies and evaluations of demonstration projects. The Branch disseminates knowledge to criminal justice professionals and the public through its library, seminars, conferences, training courses, consultation services, research and statistical reports, demonstration project reports, and the Secretariat's periodical publications.

The Branch is made up of a Research Division, a Statistics Division, a Consultation Centre, a Communications Group, as well as a Management Services and Systems Division.

Research Division

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

- provide research-based policy and program advice;
- provide information to improve the planning and development of policies, programs and legislation which respond to problems related to crime and criminal justice within the responsibilities of the Solicitor General;
- evaluate juvenile justice, policing, corrections and release policies and programs;
- provide information to the public and professionals;
- increase the base knowledge and information on which decisions can be made;

- encourage the development of criminological research and manpower through contributions to centres of criminology and funding support for independent research.

The Division is organized to provide research and evaluation capabilities in four areas: causes and prevention of crime, juvenile justice, corrections, and police. All the sections are involved at the federal, provincial and municipal levels, with governmental agencies and with the private sector.

Priorities for research are reviewed annually in consultation with all Ministry components to ensure maximum compatibility between new research undertaken and evolving Ministry objectives. The Research Division carries out research in-house or by contractors to respond to the identified information needs. The Division has a staff of 20 and an annual budget of about \$2 million.

In 1985-86, the Division issued contracts for research undertaken by universities, private industry or individuals. It is also engaged in some ongoing projects.

Highlights of 1985-86

During the year, the responsibilities of the Causes and Prevention Research Section included study of community-based crime prevention, family violence and assistance to victims.

The Criminal Justice Policy Research Section is involved in policy research in six major areas: juvenile court process; evaluation of the Young Offenders Act; evaluation of community-based alternatives for young offenders; patterns in the use and effectiveness of imprisonment for adults; the effectiveness of alternatives to prosecution and imprisonment for adults; and Natives in the criminal justice system.

The Corrections Research Section worked closely with The Correctional Service of Canada and the National Parole Board on serious, persistent correctional problems. Priority areas

included conditional release, prison violence, long-term imprisonment, special offenders and penitentiary population management and control.

The Police Research Section initiated a major two-year project on missing children involving three large municipal police departments and the RCMP. Police Research also continued to develop and evaluate model community-based policing strategies, and research in relation to drug prevention and enterprise crime.

Special Activities

In 1985-86, the Research Division:

- developed and conducted evaluations of community programs in support of the *Young Offenders Act*;
- provided analyses of the National Study of the functioning of the Juvenile Court to assist in federal-provincial negotiations for implementation of the Act;
- participated in and provided research information for federal-provincial discussions on proposals for an independent system of justice for Natives;
- revised the comprehensive National Inventory of Research and Programs for Natives, as a basis for policy and program development and as a service to the provinces and Native organizations;
- continued a nationwide program of crime prevention projects and services for victims and witnesses, with special attention to abused women;
- supported the *Criminal Code* Review project with studies in the law enforcement and corrections areas.
- compiled an inventory, through a survey of North American jurisdictions, of services and programs to facilitate female prisoners' care and nurturing of their children.

- conducted surveys and evaluations of community programs for adult offenders;
- prepared a comprehensive Directory of Adult Alternative Programs in Canada;
- examined the nature of Native victimization, the needs of Native victims and programs available to them;
- developed and initiated research on Native policing, Native and non-Native homicide patterns and approaches to law based on Native customs.
- conducted research on conditional release and earned remission to support the Correctional Law Review and the Canadian Sentencing Commission.
- sponsored a national conference on community-based policing and its implication for Canada, involving policing experts from Britain, the United States and Canada.

Statistics Division

The Statistics Division provides professional and technical services, information and advice in the functional areas of statistical policy, methodology, statistical studies and computer systems technology. It also promotes the overall development of better information and statistics particularly with respect to crime, policing and corrections.

Highlights of 1985-86

Statistics Policy

This Section works with the justice community, and supports collaborative federal-provincial efforts to strengthen criminal justice statistics and information at operational, management and policy levels. The Section coordinated, through the Ministry Statistics Committee, the articulation of Ministry needs for national statistics and information, by advising and offering direction in the work undertaken by the Canadian Centre for Justice Statistics,

and by participating on the federal-provincial committee of Liaison Officers.

Internally the Section supported a number of Ministry initiatives including Young Offenders Record Keeping and Information Systems Development, Women in Conflict with the Law, Missing Children and Police Management Information Systems development.

Evaluation and Crime Data

In fiscal year 1985-86, there was continued development and implementation of self-evaluation guides and processes suitable for crime prevention, women in conflict with the law and young offenders' alternatives projects. Implementation strategies varied to take into account regional differences in the range and geographical distribution of new projects. Strategies included direct implementation by Statistics Division personnel, contracted regional evaluation consultants, and hiring individual contractors for some projects.

Continued analysis of the Canadian Urban Victimization Survey (1982) and the Edmonton (1985) victimization survey resulted in the publication of bulletins on Female Victims of Crime, Cost of Crime to Victims, and Criminal Victimization of Elderly Canadians.

A special police planning and evaluation survey has been completed in Metropolitan Toronto in conjunction with the Research Division and the Metropolitan Toronto Police. These data have been found useful in the implementation and evaluation of community-based policing strategies.

Other activities included publication of a revised and expanded compendium of statistical information, "Women and Crime in Canada", and the provision of statistical support services for other research and policy activities within the Branch.

Statistical Systems

The Section worked on statistical research projects related to corrections, policing, and release, and produced evaluation reports on Liaison Magazine, the internship program, and National Crime Prevention Week.

Data base design and management was another major area of activity. Data bases related to firearms, federal policing costs, corrections costs, and crime statistics were developed and analyzed.

Finally, the Section provided statistical and computer expertise to many Secretariat projects, and continued to respond to requests for services from within the Ministry, as well as from outside.

Consultation Centre

The Consultation Centre is essentially an agent for change, stimulating improvements in the criminal justice system and working to prevent crime and encourage community participation in a wide range of activities within that system. The Centre supports Secretariat policy development and implementation through consultation, experimentation and the discretionary application of financial resources.

The Centre serves to promote a climate of co-operation and joint planning between the federal government and provincial and territorial governments. It also facilitates communication among the various components of the criminal justice system. Its sphere of influence and concern is therefore broad: it extends from the Ministry to provincial governments and local community groups involved in any aspect of criminal justice, including crime prevention, policing, corrections or victims of crime.

As the only part of the Secretariat with regional offices across the country, the Consultation Centre is in a unique position to provide the Secretariat with focal points from which to test and develop experimental and innovative

activities related to criminal justice; to facilitate information exchange or technology transfer between the Federal Government and provincial or municipal governments or private sector organizations; and to assist and encourage inter-governmental planning of criminal justice policies and programs.

To respond quickly to changing priorities, the Centre maintains a small permanent staff which is directly accessible in both head office and the regions. In addition to its consultants in the regions, the Centre has, at head office, several National Program Consultants who are specialists in specific areas of criminal justice. These areas reflect major issues of current concern such as crime prevention, young offenders, victims, community alternatives, women in conflict with the law and Natives. National Program Consultants may be assisted by Special Advisers, who are experts on loan from other departments, provincial governments or the private sector.

Services Provided

- Consultative services are offered to community groups, voluntary organizations and provincial departments on such matters as project development, community development, organizational change and objective-setting.
- Information services are offered to help people become involved in criminal justice issues. The Centre produces "how-to" manuals, project descriptions, conference summaries, inventories and other publications, as well as films and audio-visual materials.
- Financial contributions are provided for experimental projects in communities across Canada. These projects develop or test new concepts in criminal justice and are usually funded in co-operation with provincial departments and administered by private agencies. Funding is provided for a maximum of three years, through contracts or contributions.

Core funding is offered through sustaining contributions or grants to

national voluntary organizations in the criminal justice system.

Highlights of 1985-86

In 1985-86, several demonstration projects or workshops were supported by the Consultation Centre to test specific policy initiatives or to facilitate their implementation.

1. Crime Prevention

The Quebec City YMCA Educational Approach Project and the Crime Prevention Through Public Awareness Program in Cape Breton are two examples of experimental community crime prevention programs assisted by the Centre.

These programs provide information on crime prevention and encourage individuals and organizations from all sectors to take responsibility, together with police services, for addressing crime problems.

The Special Advisor, Preventive Policing, who is a serving police officer seconded to the Ministry, joined with Research Division staff in promoting a concentrated examination of the concepts of community policing and their implementation.

Consultation and assistance were provided to local, provincial/territorial and national planning committees for National Crime Prevention Week. A broad range of workshops, seminars, school and public information events were held during the Week.

2. Young Offenders

In co-operation with Policy Branch, the Consultation Centre participates in the program development aspect of the Ministry's Young Offenders initiative to ensure the timely and effective implementation and continued relevance of the Young Offenders Act. Over the past year, the Centre continued to

support three different types of program development activities:

Innovative Projects addressed the federal interest in an improved juvenile justice system through experimentation with new methods of managing the criminal justice system;

Implementation Projects addressed the need for developmental activities to promote specific policy initiatives and assisted the provinces in launching new programs;

Technology Transfer Projects responded to the need for exchange of information and experience across professional and provincial jurisdictions.

The Centre supported a series of seminars and workshops which disseminated information about the *Young Offenders Act*. The regional offices also participated in the consultation process related to legislation to amend the Act.

In the field of youth justice, the regional offices worked with provincial, territorial and municipal governments, police services, youth courts, youth services agencies, youth organizations, community groups, voluntary organizations and professional associations. During the past year, priority was given to program development initiatives which promoted the development of implementation and innovative services to young offenders.

3. Victims

The Ministry, through the Consultation Centre, has supported the development of a number of innovative models for services to victims in Canada. These delivery models have been police-based, community-based, or a combination of the two. Other unique projects have focused on problems related to wife assault, child abuse and sexual assault.

In addition, the Centre has supported a number of national, provincial and regional workshops to promote the development of victim

service units, to facilitate information exchange, and to disseminate training materials.

The emphasis has been placed on developing training materials for police and on service delivery models for victims in rural areas, and among children and the elderly.

4. Voluntary Organizations and Volunteers

A breakthrough in the relationship between the Ministry and the Voluntary Sector was reached in October, 1985, with the establishment of the Ministry-National Voluntary Organizations Consultation Committee as a permanent mechanism for Voluntary Sector participation in the development of policy proposals affecting the relationship between the two sectors.

The fourteen-member committee has so far been instrumental in the establishment of a Ministry policy on sustaining funding and in the introduction of a planning and evaluation process leading up to the next five-year funding cycle starting in April, 1988. Future plans include developing a comprehensive Ministry policy on the relationship to national voluntary organizations and encouraging increased public participation in criminal justice.

5. Adult Alternatives

Despite resource limitations, some progress was made in promoting mediation skills, training and demonstration activities. As well, support was given to the Prince Edward Island Department of Justice to develop a Criminal Justice Resource Service. An innovative program "Client Specific Planning" has emerged, and shows some promise for future demonstration. The Mennonite Central Committee in Kitchener will be developing a resource centre to assist with information exchange on mediation and other adult community alternatives.

6. *Aboriginal Peoples Initiative* 7. *Women in Conflict with the Law*

In 1985-86, Consultation Centre activities for a aboriginal people have focussed on encouraging community and regional participation among a aboriginal people in seeking solutions to criminal justice issues which would reflect the diversity of Aboriginal values and societies.

Through the Ontario Regional Office, the Batchewana Indian Band, sponsored the "Warriors in Prison Program" which, through community consultations in seven reserve communities, undertook developmental work on a program to prevent incarceration and reduce recidivism for both adults and youth. They collected demographic information to analyze the scope and impact of the problem of incarceration, conducted community workshops and provided counselling services for families of individuals who have been or were coming into conflict with the law.

The Centre subsidized Native participants for the Northern Conference: "Native Youth in Crisis — A Challenge for Justice" held in Val d'Or, Quebec. This forum brought together representatives from the private sector providing front-line services to Aboriginal youth, related government agencies and the judiciary to discuss the problems and seek solutions to providing justice services to Aboriginal people in the north.

A jointly-funded project, with the Department of Justice, Phase III of the Child Advocacy Project with the Winnipeg Children's Hospital, Child Protection Centre, demonstrated a multi-disciplinary approach to the problem of on-reserve child sexual abuse. The overall objectives were to provide public legal information and training to Native groups, crown counsels and other professionals and to establish a working relationship with Native agencies and groups to implement collaborative approaches to improving services to victims living on reserve.

The Women in Conflict with the Law program gained momentum in this first year and a half of its operation.

Projects and workshops were developed and supported in communities across the country — from B.C., to Alberta, Ontario, Quebec and Nova Scotia and provided services in areas relating to the issues of alcohol and drug abuse, life skills, shoplifting and courtworker issues.

Of special note, was an announcement by the Solicitor General on the Ministry's Women in Conflict with the Law Program. The Solicitor General announced an extension to the Program by one year to March, 1988 in order to provide community groups with adequate time to develop and submit proposals for funding. At that time, he also introduced plans for a National Conference on Women in Conflict with the Law to be held in June 1986 in Winnipeg, Manitoba to bring together representatives from community groups across the country to exchange information and expertise about the needs and programs for the female offender and the women "at risk". The Conference would also provide the opportunity for people offering services in this field to build and strengthen the networks which are fundamental for the durability and vitality of programs such as these.

A brochure/poster outlining issues and needs of women who are or may be in conflict with the law was also unveiled and has since been widely distributed.

Communications Group

The Communications Group explains the Ministry's function, objectives and activities to those within the criminal justice system and to the public, and serves the information and communications needs of the Solicitor General and the Secretariat.

The Group carries out a program that includes the range of communications activities from planning and issue-tracking to publishing and media relations.

Highlights of 1985-86

In 1985-86, the Group produced more than 30 publications and specialized pieces of information. The Group also supported the Ministry in National Crime Prevention Week, producing, printing and assisting in distributing posters, brochures and other material.

The Group also publishes Liaison, the monthly journal for the criminal justice system, which has more than 11,000 subscribers.

As part of its continuing support to the Solicitor General and the Secretariat, the Group produces regular media issue-tracking and analyses, and daily press clippings. It is responsible for communications planning for a variety of issues of concern to the Ministry.

During 1985-86, the Group's exhibits and audio-visual section exhibited at some 70 centres from Dawson City to St. John's, Nfld. A series of radio-public service announcements for use during National Crime Prevention Week and year-round were produced and distributed nationally. Visual co-productions were initiated with both criminal justice organizations and commercial broadcast organizations.

Management Services and Systems Division

The Management Services and Systems Division develops automated and manual management systems and provides executive and management support in the form of operational planning, information systems, research and development (R&D) project administration and monitoring, management of employment development

and sustaining funding programs, and delivery of office support services.

These services and systems enable the Branch to fulfill its Ministry-wide responsibility for criminal justice research and development; ensure productive and efficient operations and information flow across the Branch and coordinate interaction between the Branch, the central agencies of government and the Administration Branch of the Secretariat.

Highlights of 1985-86

During 1985-86, Management Services administered more than 500 new or ongoing R&D projects valued at about \$10 million, and funded by contract, contribution or grant. It also managed a total R&D project system comprising more than 2,000 projects with a value of about \$50 million.

Multi-year and contingency plans were developed to help the Branch respond to the complex demands of government restraint, ongoing workloads and emerging priorities. Productivity gains were central to these plans.

The Division developed a proposal for a comprehensive Ministry employment development program to assist youth, Natives and male and female ex-offenders with the transition from an education milieu or unemployment to the permanent work-force.

The Division continued to fine-tune the automated project management system to make it more responsive to the information needs of managers. Plans were developed to improve the system by adding a contractor inventory component, which will help managers adhere to the competitive process for contracting as well as improving the Branch's capacity to identify and purchase R&D expertise which meets Ministry needs.



Administration Branch

The Administration Branch, which comprises a Human Resources Division and a Finance and Administration Division, is responsible for all financial, personnel and administrative policies, systems and services within the Ministry Secretariat. The Branch provides specialized advice and services, recommends solutions to developing issues, interpret policies and disseminates management information, including regular and timely resource utilization reports.

Initiatives and Highlights

In 1985-86, a multi-year human resources plan was developed, identifying human resources objectives, goals and concerns as they relate to the Secretariat. The plan identified new departmental program initiatives, the response of the department to government reductions, affirmative action objectives, training and development requirements and improvements required in human resources management.

A classification policy and related procedures was promulgated, reinforcing the use of classification committees and identifying roles and responsibilities including the delegated authority to respond effectively to classification issues.

Conflict of Interest and Post-Employment code were introduced and implemented.

An automated leave reporting system was developed to provide employees and managers with current leave information to facilitate scheduling and accuracy of reports.

A number of personnel policies were prepared and issued in collaboration with the Secretariat Management Advisory Committee.

In the Finance and Administration Division, several projects were also completed during the course of the year. Among the most significant were:

- development of a new contracting for services policy;
- completion of a revised policy regarding conference attendance;
- implementation of a revised file classification system in the Human Resources Division and in the Young Offenders Directorate to better address the needs of the users;
- incorporation of Federal Identity Bank numbers, retention schedules, organizational codes and geographic codes in the numeric index of the Secretariat Records System as recommended by Public Archives;
- implementation of a new filing system for the Office of the Inspector General for CSIS;
- completion of a review and updating of all position descriptions in Administrative Services and Records and Mail Management.



Corporate Systems

In the last quarter of fiscal year 1985-86, the former Financial Planning Division of Administration Branch was transferred to Corporate Systems and

reconstituted as the Planning and Controls Division. This transfer was carried out to remove, as much as possible, overlapping responsibilities and to place increased emphasis on planning, management controls, and management information systems.

In addition to managing budget restraint programs implemented within the Ministry, Corporate Systems undertook two program reviews, one at the request of the Solicitor General and the other to facilitate the government's person-year reduction initiative. Three cyclical program reviews were conducted and work continued on improving the Corporate Planning and Management System. A study of Secretariat management information requirements and systems was begun in co-operation with central Electronic Data Processing (EDP).

Planning and Controls Division

Planning activity during the fiscal year resulted in action to obtain resources for a number of term initiatives such as Victims of Crime, Women in Conflict with the Law, Federal Law Enforcement Under Review (FLEUR II), Crime Prevention, and International Youth Year. Considerable planning activity was also required to establish or augment programs and initiatives of a more permanent nature such as the Emergency Planning Program, Access to Information, Natives, Young Offender Reallocations, and the Office of the Inspector General — Canadian Security Intelligence Service. During the year, work relating to the 7th U.N. Congress on the Prevention of Crime and the Treatment of Offenders was completed.

Additional special projects carried out during 1985-86 included:

- good progress in updating the Corporate Planning Handbook to include the Planning and Controls Division's responsibilities;
- a special study, conducted to determine the feasibility of auto-

inating the cash forecasting function. The results are presently being assessed, but it appears that a fully automated system is not feasible;

- a special study, conducted for the Director General, Administration, on overlapping responsibilities in the planning area between Financial Planning Division and Corporate Systems Branch.

As the year progressed, emphasis was placed on implementing government restraint measures. These had particular impact near the end of the fiscal year when a freeze was introduced on all discretionary spending and a substantial Departmental cutback in resource levels was ordered.

Audit and Evaluation Division

Program Evaluation Studies were completed for the Victims and Crime Prevention initiatives. The study recommendations and management responses were reviewed by the Deputy Solicitor General and approved for implementation. The Young Offenders evaluation framework was reviewed in draft form by an advisory committee in preparation for submission to the Deputy Solicitor General in the new fiscal year.

The Audit program for 1985-86 consisted of organizational audits of the Human Resources (including Official Languages) and Finance Divisions, a preliminary review of the Young Offenders Division, two audits on the implementation of the Department's restraint program and a classification bench audit of selected positions in the Secretariat. Six recipients of Secretariat funding contributions representing a structured sample of such recipient, were also audited.

Inspector General of the Canadian Security Intelligence Service

The legislation creating the Canadian Security Intelligence Service, which came into force on July 16, 1984, provided for two overview agencies, the Inspector General and the Security Intelligence Review Committee. The main function of the Review Committee, which comprises five members of the Queen's Privy Council of Canada, is to review generally the performance of the Service. The review is an external one and the Review Committee is required to submit an annual report to the Solicitor General who, in turn, has the report tabled in the House of Commons and the Senate.

The Inspector General is appointed by the Governor in Council. The legislation provides that he is responsible to the Deputy Solicitor General. He is required to provide the Solicitor General directly with certificates of compliance with respect to the Service's operational activities. While the Inspector General is external to the Service, his functions are internal to the Ministry of the Solicitor General. He advises the Government whereas the Review Committee reports to Parliament.

The legislation imposes four functions on the Inspector General:

- (a) to monitor compliance by the Service with its operational policies;
- (b) to review the operational activities of the Service;

- (c) to submit an annual certificate to the Solicitor General stating:
- (i) the extent to which the Inspector General is satisfied with the Director of the Service's annual report to the Solicitor General on the Service's operational activities;
 - (ii) whether any act or thing done by the Service in the course of its operational activities during the period of the Director's report is, in the Inspector General's opinion:
 1. not authorized by or under the legislation or contravenes ministerial directions, or
 2. involves an unreasonable or unnecessary exercise by the Service of any of its powers;
- (d) to conduct such reviews of specific activities of the Service as the Review Committee may direct.

The first Certificate of the Inspector General, relating to the Service's operational activities between July 16 and December 31, 1984, was provided to the Solicitor General in late September, 1985, the Inspector General having received the report of the Director of the Service for this period some six weeks earlier.

The Director's report for the calendar year 1985 was received at the end of February, 1986, and it was expected that the second Certificate would be completed by mid-April. The first Certificate was limited in scope as the resource capacity for conducting comprehensive operational reviews and audits had not yet been established.

In October, 1985, the Inspector General was directed by the Review Committee to conduct a review of the Service's role in providing security assessments and advice pursuant to section 13 of the *Canadian Security Intelligence Service Act*. A special study team was put together for this purpose, by way of secondments from several government agencies. The review was nearing completion by the end of March, 1986.

The first Inspector General was appointed as of April 1, 1985. During the 1985-86 year, efforts were concentrated on gaining an understanding of the Service's activities and establishing the resource capacity to carry out the Inspector General's statutory mandate.

Ministry of the Solicitor General

Authority

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

Organization (Ministry Components)

The Ministry is organized as follows:

Organizational Unit	Program	Vote
Ministry Secretariat and Correctional Investigator	Department Administration	1 5 (Transfer Payments)
Canadian Security Intelligence Service	Canadian Security Intelligence Service	10
The Correctional Service of Canada	Correctional Services	15 20 (Capital)
National Parole Board	National Parole Board	25
Royal Canadian Mounted Police	Law Enforcement	30 35 (Capital)

Programs

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

Department Administration Program (Ministry Secretariat)

- Administration

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

Canadian Security Intelligence Service

- Canadian Security Intelligence Service

Objective: To provide security intelligence to the Government of Canada

Correctional Services Program (The Correctional Service of Canada)

- Planning and Management
- Custody of Inmates
- Education, Training and Employment of Inmates

- Offender Case Management
- Health Care
- Technical Services
- Administration

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

National Parole Board Program (National Parole Board)

- National Parole Board operations

Objective: To exercise statutory and regulatory powers to grant and control the conditional release of persons undergoing sentences of imprisonment and to make recommendations for pardons and the exercise of the Royal Prerogative of Mercy.

Law Enforcement Program (Royal Canadian Mounted Police)

- Enforcement of Federal Statutes and Executive Orders
- Canadian Police Services
- Police Services Under Contract
- Administration

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

The following tables show the person-years utilized and the financial resources expended by the Ministry from 1981-82 to 1985-86.

Person-Years Summary

	Utilization				
	1981-82	1982-83	1983-84	1984-85	1985-86
Ministry Secretariat	256	282	291	308	333
The Correctional Service of Canada	9,973	9,995	10,278	10,727	10,851
National Parole Board	280	290	298	312	318
Royal Canadian Mounted Police	20,592	21,031	20,990	20,986	19,046
	31,101	31,598	31,857	32,333	30,548

Financial Summary
Budgetary Expenditure (\$000's)

	Vote	1981-82	1982-83	1983-84	1984-85	1985-86
Ministry Secretariat	1* 5	21,549 -	21,456 -	28,149 -	40,271 -	24,544 95,294
		21,549	21,456	28,149	40,271	119,838
Canadian Security Intelligence Service	*10					115,891
The Correctional Service of Canada	15* 20 (Capital)	445,965 54,344	489,639 66,188	537,244 114,675	607,425 132,464	595,714 133,975
		500,309	555,827	651,919	739,889	729,689
National Parole Board	25*	11,426	12,335	13,805	13,973	14,784
Royal Canadian Mounted Police	30* 35 (Capital)	907,718 61,774	999,989 78,121	1,069,028 73,816	1,132,982 90,901	1,100,347 76,563
		969,492	1,078,110	1,142,844	1,223,883	1,176,910
	Less: Receipts and Revenues Credited to the Vote					
		<u>318,625</u>	<u>349,059</u>	<u>341,107</u>	<u>388,006</u>	<u>382,424</u>
		<u>650,867</u>	<u>729,051</u>	<u>801,737</u>	<u>835,877</u>	<u>794,486</u>
		1,184,151	1,318,669	1,495,610	1,630,010	1,774,688

* Includes Statutory

Ministry Secretariat

The following table shows the person-years utilized and the financial resources expended by the Ministry Secretariat from 1981-82 to 1985-86.

Person-Years and Financial Summary					
	1981-82	1982-83	1983-84	1984-85	1985-86
Person-Year Utilization	256	282	291	308	333
Budgetary Expenditure (\$000's)	21,549	21,456	28,149	40,271	119,838

Resources by Organization 1985-86

	Person-Year Utilization	Budgetary Expenditure (\$000's)
Deputy Solicitor General		
Senior Assistant Deputy Solicitor General, Police and Security	43	2,380
Assistant Deputy Solicitor General, Policy	56	95,217
Assistant Deputy Solicitor General, Programs	129	15,361
Director General, Administration	49	3,718
Executive* and Correctional Investigator	56	3,162
	333	119,838

* Includes the offices of the Solicitor General and Deputy Solicitor General

Ministry Secretariat

Expenditures by Object (\$000's)

	1981-82	1982-83	1983-84	1984-85	1985-86
<i>Personnel</i>					
Salaries and Wages	7,927	9,574	10,634	11,738	13,117
Other Personnel	1,032	1,338	1,382	1,437	2,028
	8,959	10,912	12,016	13,175	15,145
<i>Goods and Services</i>					
Transportation and Communication	1,142	1,079	1,293	1,681	1,771
Information	263	403	598	575	634
Professional and Special Services	5,536	3,874	4,090	5,009	5,026
Rentals	249	337	323	359	396
Purchased Repair and Upkeep	1,221	281	124	174	170
Utilities, Materials and Supplies	774	670	692	919	733
Grants and Contributions	3,135	3,508	8,676	17,322	95,294
All Other Expenditures	5	1	1	2	4
Operating	12,325	10,153	15,797	26,041	104,028
Capital	265	391	336	1,055	665
	21,549	21,456	28,149	40,271	119,838

Ministry Secretariat

Details of Grants and Contributions (\$000's)

	1981-82	1982-83	1983-84	1984-85	1985-86
Grants					
Canadian Association of Chiefs of Police	50	50	50	50	50
Canadian Association for the Prevention of Crime	125	125	125	125	125
John Howard Society	50	50	50	50	50
Authorized After-Care Agencies	-	-	1,339	1,643	1,820
Young Offenders Act	-	-	-	12,500	12,500
Total Grants	225	225	1,564	14,368	14,545
Contributions					
Payment to the provinces, territories, public and private bodies in support of activities complementary to those of the Solicitor General	1,659	1,876	1,874	1,896	1,760
Student Summer and Youth employment	1,251	1,407	1,716	-	-
New Employment Expansion and Development (NEED) program	-	-	3,522	324	-
Contributions to the provinces and territories in accordance with the Minister to assist in program development, and the development of information and record-keeping systems related to implementation of the Young Offenders Act	-	-	-	623	1,683
Contributions under the Young Offenders Act for cost-sharing with the provinces and territories	-	-	-	-	77,089
Core Funding — National Voluntary Organizations	-	-	-	111	217
Total Contributions	2,910	3,283	7,112	2,954	80,749
Total Grants and Contributions	3,135	3,508	8,676	17,322	95,294



Royal Canadian Mounted Police

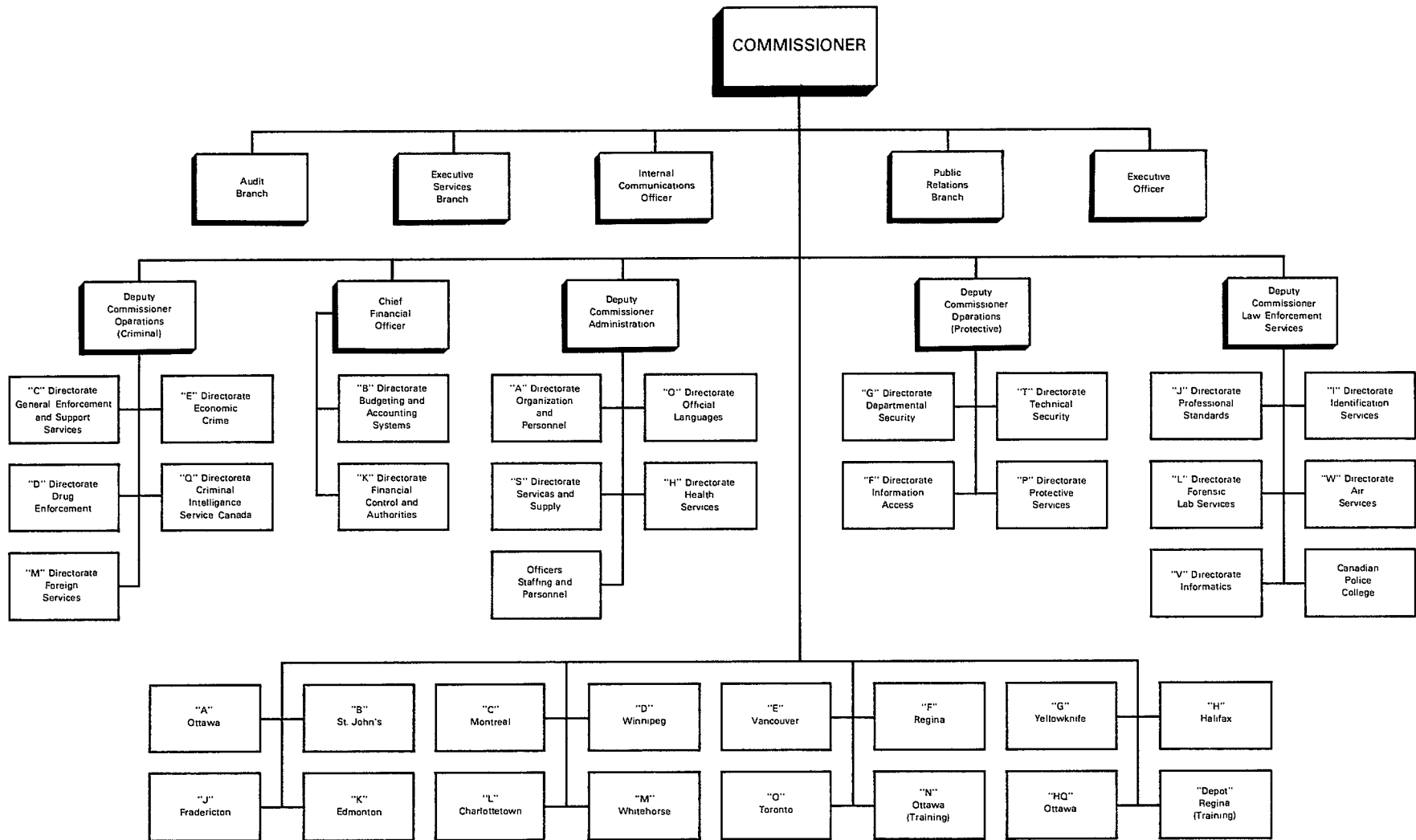
Mandate

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

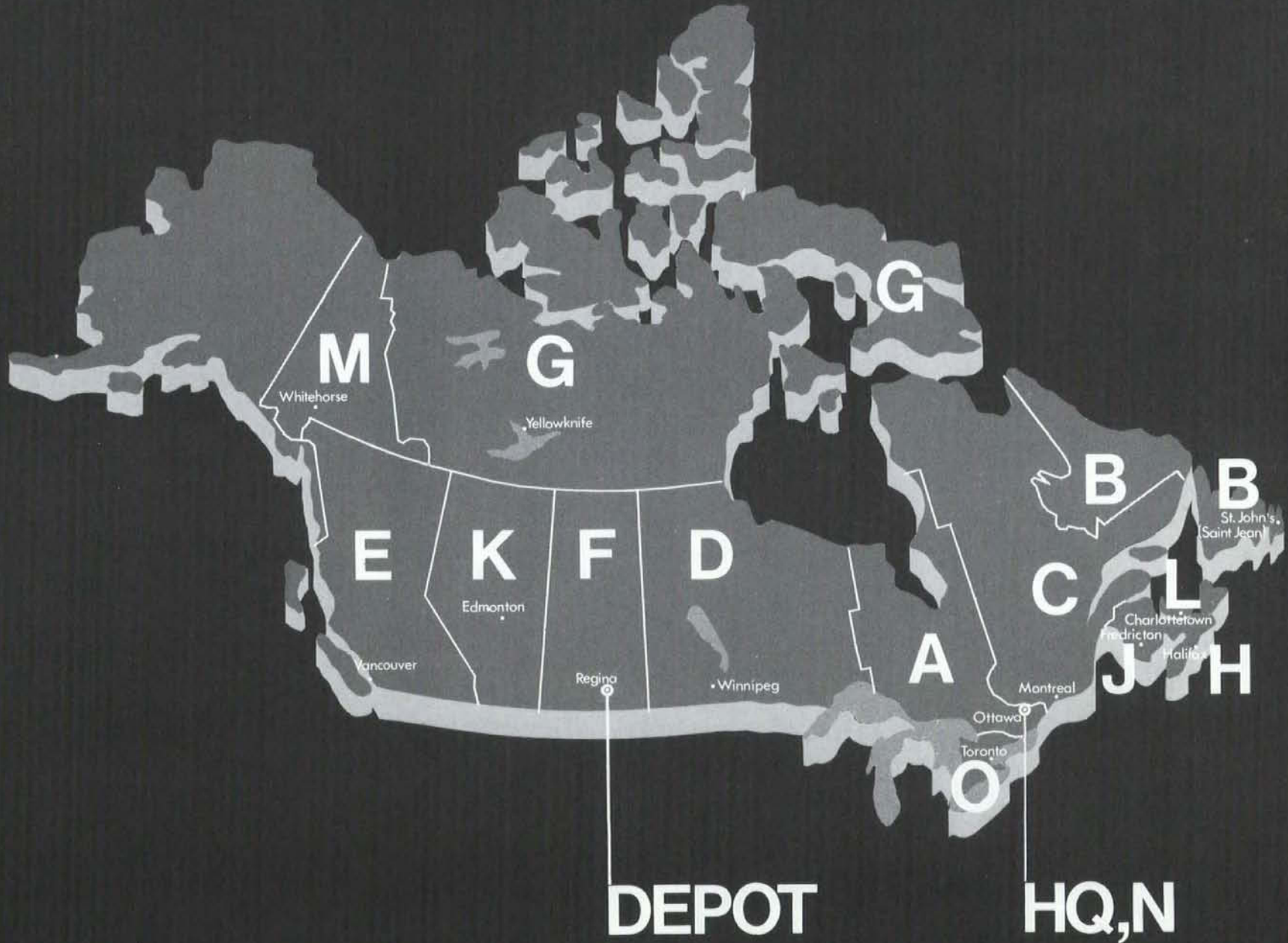
Specifically, the RCMP works to prevent and detect offences against Federal Statutes; prevent and detect crime and maintain law and order in provinces, territories and municipalities under contract; improve police/community relations; investigate national security offences; and provide investigative and protective services to other federal departments and agencies.

The RCMP also assists, on request, all Canadian law enforcement agencies by providing services relating to specialized police training, forensic laboratory, identification and informatics.

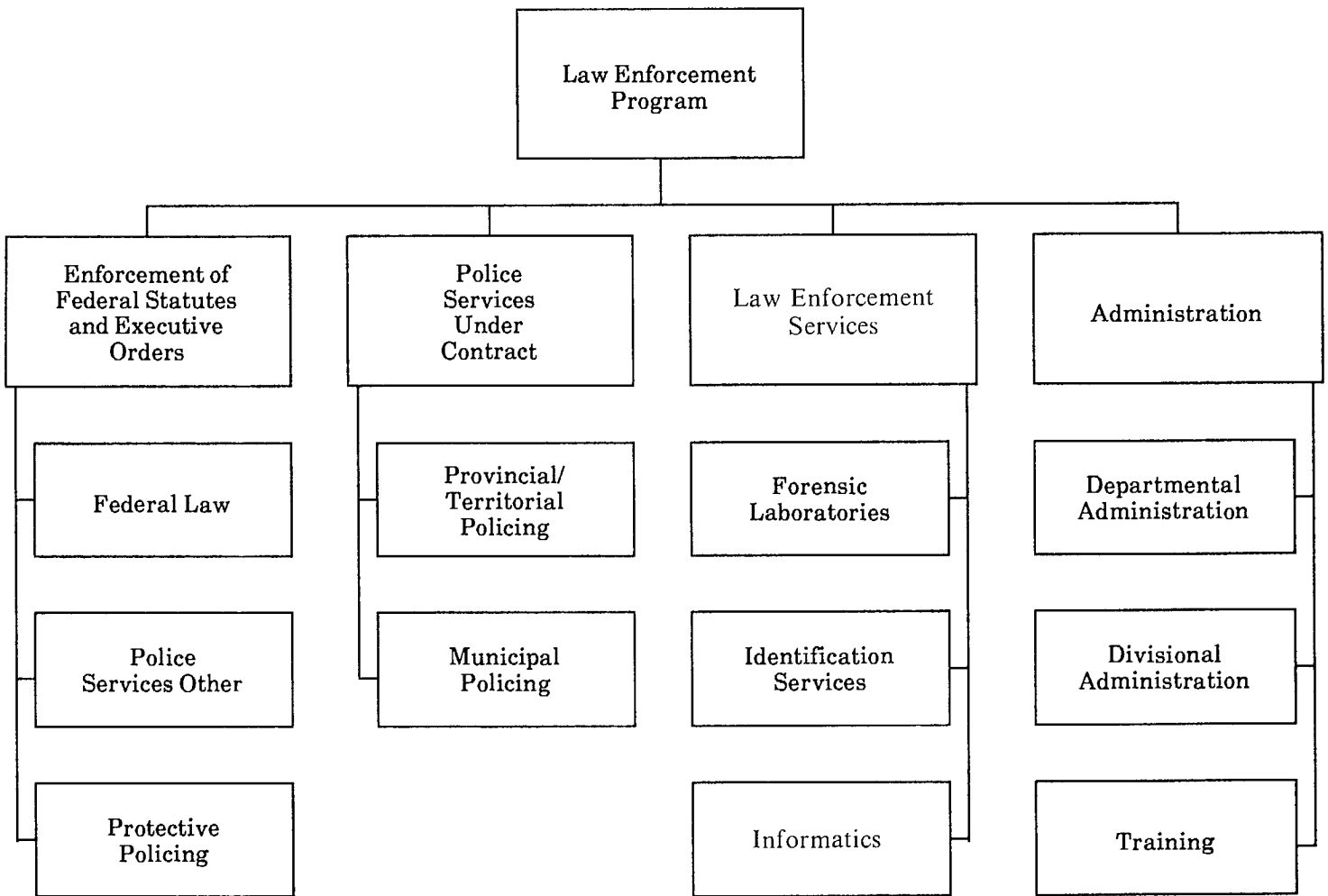
Organization of the Royal Canadian Mounted Police



RCMP Divisions



ACTIVITY (PLANNING ELEMENT) STRUCTURE



Organization

The *RCMP Act* provides the legal basis upon which the Force is organized. Authority and accountability for executing the requirements of the Act rest with the Commissioner, supported by Deputy Commissioners and divisional Commanding Officers.

In 1985-86, the RCMP was organized geographically into 16 divisions. There were 13 operational divisions divided into 50 sub-divisions and 701 detachments. The remaining three divisions were "HQ", "Depot" and "N" Divisions. "HQ" Division, Ottawa, provided administration and financial services in support of the corporate roles of the Commissioner, Deputy Commissioners and policy directorates. "Depot" Division at Regina was the Academy for training RCMP recruits. "N" Division, Ottawa, serviced the Canadian Police College, the Musical Ride and the Band.

Organization/ Activity Structure Relationship

Resources are assigned and program results achieved within the context of the four Activities shown in the Activity Structure chart. Accountability for the Program resides with the Commissioner, who receives policy advice and functional support from four Deputy Commissioners, and the Chief Financial Officer.

The "Enforcement of Federal Statutes and Executive Orders" Activity is functionally directed by the Deputy Commissioner Operations (Criminal) and the Deputy Commissioner Operations (Protective). "Police Services under Contract" is delegated to the Com-

manding Officers of operational divisions and is functionally directed by the Deputy Commissioner Operations (Criminal). The "Law Enforcement Services" Activity is directed by the Deputy Commissioner, Law Enforcement Services. The "Administration" Activity is directed by the Deputy Commissioner, Administration and the Chief Financial Officer.

The various Divisional Commanders, who report to the Commissioner, are responsible for the resources utilized and the results achieved within their assigned regions. Commanders in divisions operating within a provincial or territorial policing contract have the additional responsibility of liaison with the provincial or territorial Solicitor/Attorney General on such matters as resource planning, general enforcement policy, and the achievement of planned results.

Overview 1985-86

Enforcement activities against illicit drugs continued to be a major thrust during 1985-86. Although, as in previous years, heroin remained the RCMP's top enforcement priority, cocaine use is overtaking it across Canada.

The continued threat of violence against internationally protected persons has demanded intensive anti-terrorist efforts. The great majority of this responsibility has fallen to federal resources which were not normally employed on VIP protection duties. The use of these redeployed investigators left many federal units short-staffed until additional permanent resources could be arranged. As soon as the additional resources are in place the temporarily redeployed federal investigators will return to their normal duties.

An enhanced enforcement program continues in respect to the *Export and Import Permits Act*. There has been a significant increase in cases involving the illicit transfer of critical technology

to restricted countries. Enforcement activities and training for field personnel in this area continue to receive a high priority.

Enforcement of the *Immigration Act* continued to focus on groups and organizations involved in facilitating the entry of illegal immigrants to Canada. Publication of monthly Forensic Laboratories Bulletins with examples of false documentation has been established to help in the detection of false travel documents.

The expansion of the Police Information Retrieval System (PIRS) continued to add automated records capability to RCMP units across Canada and to enhance investigational correlation of information. The addition of the first phase of federal information to this system (Federal File — Phase I) was implemented allowing the sharing of select information on a mutually beneficial basis with Revenue Canada, Customs and Excise, Employment and Immigration, and Agriculture Canada. This implementation significantly reduces both the time and effort required to obtain data previously shared between departments in a manual mode.

Resources Utilized — Law Enforcement Program

<i>Expenditures (\$000's)</i>	1981/82	1982/83	1983/84	1984/85	1985/86
Vote 30 (operating)	805,539	883,105	938,690	994,709	957,732
Vote 35 (capital)	61,774	78,121	73,816	90,901	76,564
Pensions	102,038	116,780	130,181	137,917	141,922
Grants, Contributions and Other Transfer Payments	141	104	157	356	692
Sub-Total	969,492	1,078,110	1,142,844	1,223,883	1,176,910
Less: Receipts and Revenue Credited to Vote	318,625	349,059	341,107	388,006	382,424
Total (Net)	650,867	729,051	801,737	835,877	794,486

NOTE: \$'s as per public accounts. Total Program up to and including 1984-85 includes expenditures of the Canadian Security Intelligence Service (CSIS).

Person-Years (PY)

Force (excluding Term and Summer Student Program PYS)	20,009	20,484	20,396	20,328	18,497
Term	532	503	504	566	549
Summer Student Program	51	44	90	92	N/A
Total	20,592	21,031	20,990	20,986	19,046

Enforcement of Federal Statutes and Executive Orders Objective

To prevent and detect Federal Statutes offences; to investigate national security offences; and to provide investigative and protective services to other federal departments and agencies.

The Enforcement of Federal Statutes and Executive Orders Activity includes three Sub-Activities.

Federal Law

This includes prevention, detection and investigation of offences against Federal Statutes and Executive Orders. This involves specialized investigations of organized crime, drug trafficking, laundering of money, white collar crime, misappropriations, bankruptcies, tax frauds and crimes victimizing the Bank of Canada. It also covers investigations into the breaches of the many statutes governing the international movement of goods and people such as the *Immigration Act*, *Customs Act*, and *Export and Import Permits Act*, as well as offences covering acts of violence by terrorist groups. The collection and dissemination of criminal intelligence and investigational data of other high profile enterprise crimes receive a high priority.

Protective Policing

This includes protection of Federal Government facilities, assets, Canadian

Resources Utilized

<i>Expenditures (\$000's)</i> ¹	1981/82	1982/83	1983/84	1984/85	1985/86
Operating	235,860	257,976	291,145	313,571	240,410
Capital	5,454	7,277	7,370	29,875	12,400
Sub-Total	241,314	265,253	298,515	343,446	252,810
Less: Receipts and Revenue Credited to Vote	21,236	25,446	28,105	29,609	28,983
Total (Net)	220,078	239,807	270,410	313,837	223,827
<i>Person-Years (PY)</i> ²	6,218	6,397	6,591	6,658	4,804

Note: ¹ Excludes Pensions

² Excludes Term and Summer Student Program PYs.

dignitaries and internationally protected persons as well as the research, development and evaluation of security equipment, materials and concepts on behalf of the Government of Canada.

Other Police Services

The Native Policing Program, carried out in co-operation with the Ministry of Indian and Northern Affairs, is designed to place Native Special Constables in policing roles on reserves and adjacent areas to enrich the quality of police services being provided. The 3(b) Program augments efforts within the Police Services Under Contract Activity aimed at reducing conflicts of Native people with law enforcement.

Airport Security and Policing is funded by Transport Canada and delivered by the RCMP at ten international and eight major domestic airports. The objective is to maintain the security of airports and flights.

With the creation of a Deputy Commissioner Operations (Protective), responsibility for airport security was transferred from Other Police Services.

Federal Law

1. Drug Enforcement

The RCMP Drug Enforcement Program employed a force of 999 persons located in 122 federal units from coast to coast. In addition, detachments which have no dedicated drug units also have a responsibility to enforce laws pertaining to illicit drugs. The program is targeted at prosecution of major drug traffickers and organized criminals involved in drug trafficking, as well as seizure of the proceeds from drug trafficking. The focus of the drug program on a priority basis is heroin, cocaine, chemical drugs and cannabis.

Heroin

The abuse of heroin in Canada remained a critical problem during 1985. Heroin was readily available at street level in Vancouver, Toronto and Montreal in quantities from single doses to bulk supplies. Throughout 1985, purity levels fluctuated widely and prices remained relatively stable. Vancouver, Toronto and Montreal were the major distribution points for this narcotic, the use of which was spreading to other regions of the

country, most notably Edmonton, which is an active centre for users in the Prairie provinces. There was as yet no active market for heroin in the Atlantic Provinces, the Northwest Territories or Yukon. Heroin reaches Canada from Southeast and Southwest Asia. As well, traffickers from Mexico are becoming secondary suppliers, shipping a darker variety of heroin referred to as "black tar". The primary means of smuggling heroin into Canada is couriers using commercial airlines, concealment in private vehicles and the postal system.

Cocaine

A plentiful supply of cocaine was available across Canada in 1985, concentrated in the major metropolitan centres, but increasingly surfacing in smaller and more remote communities. The lowest street prices were recorded in Montreal, Toronto and Vancouver, where one gram cost an average of \$100 to \$150. Street purity levels remained high. Cocaine was illegally imported from Colombia, Brazil, Peru and Bolivia via trafficking routes crossing the Caribbean, Mexico and the United States. Body packs and internal carries were among the most prevalent methods of concealment employed by couriers travelling by commercial airlines to Canada. Vehicles with modified parts, such as false panels, were also used to smuggle this drug across the Canada-US border.

Chemical Drugs

LSD continued to be the leading chemical drug of abuse throughout Canada during 1985 and was readily available in both blotter and microdot forms in all regions of the country. Sporadic and limited quantities of other types of chemical drugs; including PCP, MDA, amphetamine, methamphetamine and psilocybin, were also available on the illicit market during 1985. PCP was available, in quantities from capsules to pounds, in Quebec which is the major manufacturing region for this drug. Outlaw motorcycle gangs are chiefly responsible

for the manufacture and distribution of PCP in Canada. Psilocybin was available across the country, though most noticeably in the coastal regions, with hydroponic laboratories producing quality-controlled crops of mushrooms containing this drug. Diverted pharmaceuticals continued to be a major problem for law enforcement. Talwin, Ritalin, diazepam and methaqualone have been abused and were also offered for sale as substitutes for heroin when supplies of that narcotic were low. These and other pharmaceuticals were obtained through double-doctoring, fraudulent prescriptions and pharmacy burglaries. Look-alike drugs are available in significant quantities in Canada and are popular among younger users because of their lower prices.

Cannabis

In 1985, the cannabis derivatives (marihuana, hashish and liquid hashish) continued to be the most prevalent drugs of abuse in Canada and were in readily available supply from gram to kilogram quantities in all regions of the country. A significant supply of high quality domestic marihuana was produced in hydroponic laboratories in British Columbia. The majority of herbal cannabis in Canada was imported from Colombia, Jamaica, Thailand, Mexico and the United States, while major supplies of hashish originated from the Middle East. Liquid hashish from Jamaica continued to be the major source for the Canadian market in 1985. Various methods of concealment were used to illegally introduce cannabis derivatives into the country; smaller-scale trafficking involved couriers using body packs and internal carries, as well as concealment in false-sided luggage, modified containers and vehicles, while larger-scale trafficking involved smuggling drugs in cargo shipments of furniture, foodstuffs, automobile parts and textiles.

2. Economic Crime

Public and government attention tends to focus on higher profile

crimes; yet the impact of economic crimes on a nation can be far more costly, not only in monetary terms, but in the corrosive and corruptive effect on a society. Economic crime adversely affects individuals and businesses who are swindled, the public at large which is indirectly taxed through higher prices on goods and services, the honest businessman who is unable to compete with those who bribe and cheat, the governments which are defrauded and the disadvantaged whose programs are looted and discredited.

RCMP personnel in Ottawa and 33 sections across Canada actively pursue economic crimes. Investigations focus on business-oriented crimes; crimes in which the Government of Canada is the victim; federal statute offences, corruption in public office; securities frauds, fraudulent bankruptcies and counterfeiting.

In 1985, more than 7,500 reported offences exceeding a total of \$550 million in losses were investigated by Economic Crime personnel. Assets amounting to approximately \$13 million were recovered.

a. Bankruptcy Act Enforcement

Commercial Crime Sections provide the enforcement arm of the Superintendent of Bankruptcy, acting on investigation orders issued by his office and responding to complaints from the public at large.

A good example of the benefits of these investigative efforts was in the bankruptcy of a well known Ottawa car dealership in 1982. Follow-up inquiries in India, Denmark, Cayman Islands and the United States subsequently resulted in recovery of \$1.5 million worth of assets which the trustee was able to distribute to the creditors.

b. Securities Fraud Enforcement Program

The Economic Crime Directorate, on behalf of the provincial

securities commissions, operates a repository known as the Securities Fraud Information Centre (SFIC). The Centre vets securities, salesperson license applications and prospectus applicants. In addition it maintains files on suspect companies subject to commission disciplinary procedures, and catalogues criminal intelligence on market-related activities from a variety of sources. This information is correlated and supplied to all Canadian contributors, RCMP Commercial Crime sections, and Interpol. In 1985, 12,922 license applications and 732 prospectus checks were processed.

c. Market Manipulation

The investigation of stock market and futures market manipulation, an offence under Section 340 of the Criminal Code, is one of the cornerstones of the Economic Crime Program. Invariably, such criminal activity is interprovincial, national or international in scope. The investigation of these offences, totalling 155 in 1985, was centered in and around stock exchanges.

The objective of these efforts is to ensure a relatively corruption-free environment and contributes, along with other agencies, to a stable market place attractive to investment. In 1985, securities markets become more international, through computerization and satellite links. Foreign markets are being linked electronically, with close to 150,000 computer assisted trading terminals already in place. Difficult and complex enforcement problems lie ahead.

An example of the Force's work in this area was the assistance rendered by Economic Crime investigators from Toronto and Montreal to Dutch authorities. Throughout 1985, meetings and exchanges of intelligence took place in

relation to "boiler room" operations being run by Canadian nationals in Holland. Through the use of the international telephone network, Netherlands-based share dealers persuaded small investors, mainly in Europe and the Middle East, to part with an estimated \$100 million. RCMP market manipulation investigators travelled to Amsterdam to assist Dutch authorities who were conducting criminal investigations and searches under the authority of the new Dutch Securities Act for the first time.

d. Special Projects — Tax

Criminal intelligence during the late 1960s indicated that vast amounts of cash were accumulated by the upper echelons of organized crime and concealed under assumed names in bank accounts and safety deposit boxes. Some of these monies were invested in legitimate businesses while others were channelled into financing criminal activity. It was later proven that no tax was being paid on these monies and that the provisions of the *Income Tax Act* could be used to prosecute criminal organizations. A combined RCMP-Revenue Canada Tax investigative assault was mounted.

The objective of the program was to identify and seize unreported wealth retained by organized crime in the hope that this would make criminal activity less attractive and weaken their organizations.

Since 1981, the program has recovered \$92.5 million for the Federal Treasury. For example, an investigation involving organized crime interests in the Niagara Falls area resulted in an exchange company being convicted and sentenced for evading nearly \$6 million in tax.

e. Federal Statutes and Programs

Investigations under this program are held where the Government of Canada suffers a monetary loss as a result of criminal activity.

A recent case involved the Canada Oil Substitution Program (COSP) in which an appliance company induced a number of people to submit applications under the program, knowing they were ineligible. A total of 44 persons who did not qualify under the program have been charged; an additional 32 cases of inflated claims have been identified and the perpetrator was charged with 187 counts of fraud, forgery, uttering forged documents and conspiracy.

f. Commercial Crime

The investigation of major inter-provincial, national and international business-oriented crimes are pursued by investigators assigned to this aspect of the Economic Crime Program.

In 1985, 3,855 reported offences falling within this broad category were investigated. Such criminal activity is generally captured by the fraud and theft provisions of the Criminal Code, although secret commission and misappropriation offences are frequently encountered.

g. Counterfeit

Counterfeiting in Canada includes anything from forged passports, birth certificates, marriage licences, S.I.N. cards and driver's licenses to bus and airline tickets. Bogus identification is used to obtain government assistance, personal loans, unemployment insurance benefits and any number of fraudulent schemes victimizing governments, individuals and corporate bodies. For the most part, the counterfeit problem in

Canada involves U.S. currency in circulation. In the spring of 1985, Vancouver Commercial Crime Section commenced an investigation into a conspiracy to counterfeit various government documents. In 1985, a joint RCMP Drug and Commercial Crime squad searched several homes, a printing shop and a chemical company in Vancouver, seizing forged restricted firearms permits, provincial birth certificates and hunting licenses, and medical/dental cards. Also seized were Canadian citizenship certificates, commercial fishing tags and counterfeit paraphernalia. These counterfeit documents were reportedly to be used to build and support new identities for members of the criminal element as well as permitting illegal entry by aliens. This was the largest counterfeit operation broken in the Vancouver area in some years.

h. Computer Crime

The proliferation of computer technology into all aspects of society is creating unprecedented enforcement problems which are expected to place increased future demand on RCMP investigative resources. Recent Criminal Code amendments now provide owners of computer systems in Canada legal recourse, via Bill C-18, for the Unlawful Use of a Computer and Data Mischief.

In 1985, emerging computer crime activity included the illegal manufacturing and distribution of computer software and printed circuit boards. Industry sources estimate that half the video arcade printed circuit boards available on the market today are counterfeit, costing North American developers an estimated \$400 million annually in lost revenues. A similar situation exists in relation to the piracy of computer software. A second emerging concern relates to the

distance insensitivity of computer technology which is blurring international boundaries. During 1985, a number of occurrences were referred to Economic Crime for investigation in which the criminal act had originated from points half way around the world utilizing computer contact with victim computer systems in Canada through the use of public data communication networks.

3. Customs and Excise

Customs and Excise Sections are responsible for investigating violations of the *Customs Act*, *Export and Import Permits Act*, *Cultural Property Export and Import Act*, *National Energy Board Act* and any other Acts or regulations which impose tariffs and non-tariff controls on the international movement of commodities.

During 1985-86, *Export and Import Permits Act* investigations have increased, necessitating stepped-up training of personnel involved, and a higher priority being placed on enforcement activities.

In 1981, the United States government began an export control program, to prevent the outflow of critical technology and equipment to Soviet Bloc countries through "third country transshipments" and "in transit diversions". A Coordinating Committee on Export Controls, on which the RCMP is represented, meets in Paris three times a year. In addition, bilateral meetings are held twice-yearly between Canada and the United States in respect to the control and movement of strategic goods.

Commercial smuggling remained a priority in enforcement activities. The most frequently smuggled commodities were vehicles, jewellery, clothing, weapons and pornography. Liquor smuggling on a commercial basis continued to rise, especially in Ontario and Quebec.

A major component of the overall customs enforcement strategy has been enhanced with the integration of the Automated Intelligence Customs Services (AICS) into the Police Information Retrieval System (PIRS). A memorandum of understanding between the Force and National Revenue - Customs and Excise was developed allowing for the sharing of selected Customs and Excise information via data terminals in strategic locations across Canada.

4. Immigration and Passport

Immigration and Passport enforcement is principally directed towards the detection and investigation of serious offences and organized criminal groups involved in illegal immigration activities. These include unscrupulous immigration consultants, alien smuggling organizations and individuals or groups dealing in the trafficking of false travel documents.

During 1985, the number of investigations conducted by Immigration and Passport field units reached 11,212, an increase of 11 per cent over 1984. Minor violations of the *Immigration Act* are normally referred to Canada Employment and Immigration Commission (CEIC) in lieu of prosecution.

5. National Crime Intelligence

National Security Enforcement

During 1985, the RCMP committed very extensive resources to carrying out its primary peace officer responsibilities under the *Security Offences Act*. Major investigations ranged from the March 12 attack on the Turkish Embassy in Ottawa to the ongoing investigations of Air India Flight 182 which took 329 lives and the investigations relative to the explosion which occurred that same day at Narita Airport in Japan. While such major investigations spanning several continents have been under way, many other RCMP law enforcement investigations of known or suspected national security offences have been conducted. These investi-

gations are aimed at preventing criminal acts from occurring, and at collecting evidence to successfully prosecute persons responsible for offences already committed. Increasingly, these investigations require close co-operation and coordination with law enforcement agencies from other countries as criminal extremist/terrorist activities continue to become more global and the need to collect law enforcement information and evidence on an international basis becomes more vital.

Within Canada, the RCMP works closely with other police agencies in the investigations of such offences, employing the use of the Joint Force approach extensively. For example, the Ottawa City Police and RCMP have worked very closely together in the investigation of the 1982 attempted assassination of the Turkish Commercial Attache (3 persons were later convicted in connection with this incident) and in the still ongoing investigation of the August, 1982, murder in Ottawa of the Turkish Military Attaché.

With the establishment of the Canadian Security Intelligence Service (CSIS) in 1984, it became necessary to ensure a close working relationship and exchange of information between the RCMP and CSIS. This liaison focuses on known or suspected offences, or apprehended offences, that would constitute a threat to the security of Canada, or to internationally protected persons in Canada. Co-operation and coordination between the RCMP and CSIS ensures a timely exchange of national security related information.

National Crime Intelligence Sections (NCIS)

NCIS assisted other enforcement sections in combatting organized crime through development of tactical and strategic intelligence. NCIS personnel worked closely with intelligence units of other Canadian police departments and enforcement agencies. NCIS continued to co-operate with the

enforcement agencies of other nations to investigate major criminal groups which have evolved into sophisticated, well-insulated international organizations. Integrated Intelligence Units, comprising RCMP and municipal police department personnel, operate in Vancouver, Victoria and Edmonton. The information collected, analysed and disseminated by these units to the appropriate enforcement bodies continued to provide positive results in the investigation of organized crime.

Joint Forces Operations

A greater emphasis on Joint Forces Operations in the intelligence and enforcement areas has resulted in improved investigative capabilities where criminal activity extends into several jurisdictions. This strategy takes advantage of investigational expertise, equipment and human resources from more than one enforcement agency.

Gaming

RCMP gaming specialists, stationed in Halifax, Vancouver and Edmonton, assisted RCMP enforcement units and other police forces in investigating unlawful or manipulated carnival type games, card and dice offences, bookmaking, gaming houses, casino operations and other gaming-related activities. In addition, the specialists conducted public awareness presentations and assisted in training RCMP and other police department investigators in gaming enforcement. Gaming specialists also worked with the Research Division of the Ministry of the Solicitor General on a study of legalized gambling. They have also contributed to the development of gaming legislation in a number of provinces.

Criminal Information Analysis

The Force has developed a criminal information analysis capability in Divisional Criminal Information Analytical Sections (D.C.I.A.S.) and in provincial bureaus of Criminal Intelligence Service Canada.

These units provide analytical support, both to investigative units and to divisional management, in establishing enforcement priorities and other matters.

6. Special Services Branch

Special "I" and Special "O"

Personnel provide, through technical and physical surveillance, a support service to criminal investigators when gathering evidence and apprehension of subjects cannot be accomplished using conventional investigative methods.

Polygraph

Trained polygraphists conduct examinations that may aid in investigations by indicating the truthfulness of the examinee. Opinions resulting from examinations are not intended to be used as evidence.

Audio and Video Analysis

Special trained personnel continued to provide valuable assistance to enforcement sections within the RCMP and other Canadian Police Forces by examining audio and video recordings for voice identification, intelligibility enhancement, tampering detection and copyright violations.

7. Interpol

The RCMP has represented Canada in the International Criminal Police Organizations (ICPO — Interpol) since 1949. This organization now includes 138 member countries. Interpol Ottawa is located at RCMP Headquarters and its head is the Commissioner of the RCMP, whose mandate as national representative is to provide assistance equally to the RCMP in terms of federal law enforcement and to provincial and municipal police forces.

This year, as in previous years, the Force has participated in a number of Interpol conferences and symposia. These international gatherings of police officers examine new crime trends, crime prevention and

repression, new crime-fighting techniques and technical equipment.

International inquiries through Interpol channels on behalf of Canadian police forces increased again in 1985-86, as did requests for assistance from other Interpol national central bureaus. Assistance was also given to foreign police departments through provision of training aids, the formation of special enforcement units, and information on new Canadian legislation.

8. *Migratory Birds Convention Act and Canada Shipping Act*

During 1985, RCMP personnel spent approximately 42,000 hours enforcing the *Migratory Birds Convention (MBC) Act* and more than 45,000 hours on related provincial wildlife statutes. A total of 1,228 cases were investigated under the MBC Act and 3,968 under wildlife statutes.

In addition, more than 51,000 hours were spent enforcing the Canada Shipping Act resulting in 8,884 offences being investigated. Members of the Force also participated in special events such as Safe Boating Week, sportsman shows and hunter safety programs, to improve public awareness and safety consciousness in these areas.

9. *Crime Prevention Branch*

The Crime Prevention/Police Community Relations function represents the Force's interface with the public, government and non-government agencies, and police forces to enable a combined effort to prevent and reduce crime as well as to foster good relations. The crime prevention/ police community relations activities strive for increased public support, demonstrated success of programs and greater public awareness.

During 1985-86, the Crime Prevention Centre was given Branch status and is now responsible for the crime prevention/police community

relations role of the Force in both the Contract Policing and Federal Law Enforcement environments.

The crime prevention program combines traditional law enforcement with attention to the social needs of today's society, blending education, community awareness, inter-agency co-operation and personal contact. In essence the approach is one of community-based policing which encourages police involvement with the community as advisors to assist individual citizens, businesses and concerned local groups in promoting and enhancing security in the community. This approach implies a broader concept of policing than crime control or prevention, requiring instead that the police and the community accept jointly the responsibility for maintaining public order, peace and security. In so doing, it places the emphasis on community involvement in the establishment of enforcement priorities to meet the needs of the community.

The Crime Prevention Branch continues to direct its efforts towards:

- a) developing a better relationship between youth and the police;
- b) determining crime prevention objectives through community crime analysis;
- c) promoting community based drug awareness, prevention and enforcement;
- d) clearly defining the needs of crime victims and providing the necessary police services while focusing attention on their concerns about protection, crime prevention and participation in the criminal justice process;
- e) increasing awareness of and assistance to persons assaulted in family violence situations;
- f) examining means to enhance the preventive aspect within the Federal Law Enforcement role.

Family violence, which includes wife battering, child abuse and other forms of intra-familial violence, is placing greater demands upon the police. Specifically, the Force has introduced policy on spousal assault and is monitoring the police response to that policy. Training has been enhanced in the recruit, in-service and management levels. Moreover, increased efforts are being made to investigate child abuse cases through a multi-agency approach.

The Sexual Assault Evidence Kit, developed in 1985, has been used successfully in many locations. It will continue to be assessed to ensure all legal issues are resolved and that it includes sufficient information for victims and medical practitioners.

10. *Criminal Intelligence Service Canada*

Criminal Intelligence Service Canada (CISC) comprises the RCMP, the Quebec Police Force, the Ontario Provincial Police, and more than 60 municipal and regional police departments. CISC directs its combined resources and efforts against all facets of organized crime. The RCMP administers the Central Bureau for CISC, and acts as the repository for the Automated Criminal Intelligence Information System (ACIIS) for all member units in Canada.

The CISC Annual Report, which provides an overview of organized criminal activities in Canada and police response thereto, is released each year at the meeting of the Canadian Association of Chiefs of Police.

Protective Policing

Technical Security

1. *Electronic Data Processing (EDP) Security*

The Security Evaluation and Inspection Team (SEIT) assists government departments and agen-

cies to develop and implement policies and procedures which improve the security of public and private facilities processing sensitive government information.

SEIT's involvement in developing EDP security standards over the past few years has been completed. The Force was requested to sponsor the standards and submit them to Treasury Board for approval. This was done and the standards are now awaiting approval.

In the past year, two issues of the EDP Security Bulletin were published and distributed to federal government departments and agencies, private sector facilities and national and international law enforcement agencies. Distribution increased from 2,500 to approximately 3,000 copies.

2. *Explosives Disposal and Technology*

RCMP responsibilities in the area of explosives include collecting and disseminating information concerning incidents involving explosives, and providing explosives disposal assistance where the Force has jurisdiction.

The number of bombing incidents in Canada during 1985-86, as recorded by the Canadian Bomb Data Centre (CBDC), decreased slightly compared to recent years. Most of the activity occurred in Ontario, Quebec, British Columbia and Alberta.

Private residences remained the primary target of bombers. However, bombing incidents at commercial facilities caused damage estimated at several million dollars. There was one bomb-related death and three personal injuries reported by CBDC in 1985-86.

3. *Security Engineering*

To protect foreign and federal facilities and designated persons from acts of terrorism, the Security Engineering Branch provides engineering services to the federal government concerning central station

alarm systems, armoured transport and special structures.

To protect classified assets, the Branch provides technical assistance to the federal government on the protective requirements and capabilities of physical security equipment, including locks, secure storage containers, destruction equipment, access control and intrusion detection systems and barriers.

Responsibilities of the Branch include technical assistance to investigators; counter technical inspections for illegal intercept devices; designing, developing and testing specialized police and security equipment and an engineering service for armoured vehicles.

4. *Federal Government Security Program*

Upon request, the RCMP conducts security inspections and consultations for federal government departments, foreign embassies and consulates, and residences and offices of the Governor General, the Prime Minister, Cabinet Ministers, Supreme and Federal Court Judges and other persons designated by the government. In 1985-86, 799 security inspection/consultations were conducted. Although the number of inspections and consultations exceed those of previous years, this program remains in a backlog situation due to the Force's major involvement with EXPO 1986, preliminary preparations for the Calgary '88 Winter Olympics and the increased demand for resources and personnel for the protection of embassies and consulates within the National Capital Region.

In addition to providing security assistance for the Winter Olympics, consultation on security requirements is being provided for two new national buildings, the Canadian Museum of Civilization and the National Gallery, and for several small project buildings occupied by federal departments such as Energy Mines and Resources and Agriculture Canada.

Assistance and/or initiative in the development of national standards for speech security is also being supplied. As well, lead agency proposals on the systems approach to security are being supported to the national level in response to the new security policy initiatives of the Government of Canada.

At the request of Transport Canada, and in recognition of the escalating worldwide terrorist threat to civil aviation, a major security inspection was initiated at the Lester B. Pearson International Airport in Toronto. It is expected that any resultant improved security developments will have wide application at other Canadian airports.

Departmental Security

During 1985-86, the Departmental Advisor on Physical Security, "P" Directorate, and the Personnel Security Branch, "A" Directorate, were brought together under the newly organized "G" Directorate (Departmental Security). In addition, positions were included for Communications Security and EDP Security. "G" Directorate is accountable for developing and monitoring the application of internal policy governing the Force's Personnel, Physical, EDP and Communications Security programs and activities. In 1986-87, emphasis will be given to developing an internal security awareness program for Force employees.

Protective Services

The RCMP has replaced commercial guard services with uniformed Special Constables at sensitive locations in the National Capital Region and in other cities across Canada.

In addition, the Force provides personal security for the Governor General, the Prime Minister, other Canadian dignitaries and internationally protected persons as required.

International events and conferences hosted by Canada have required extensive RCMP resources to meet security requirements.

Police Services Other

1. Airport Policing

The RCMP provides a policing and security service at 18 airports in Canada including both international and major domestic facilities. In light of international terrorist activities, the RCMP, the Ministry of the Solicitor General and Transport Canada are developing a new police response package.

2. Native Policing

The RCMP Native Special Constable Program was established to enhance the quality of police services being provided to Native communities. The Program, carried out in co-operation with the Department of Indian Affairs and Northern Development, is designed to place Native Special Constables in policing roles on reserves and adjacent areas in order to improve communication between the Native people and the criminal justice system by emphasizing Crime Prevention/Police Community Relations. The Native Policing Program, with an establishment of 192 positions, assists in reducing conflicts between Native people and law enforcement officers.

Airport Policing Statistics

	1981	1982	1983	1984	1985
Hijackings	0	0	0	0	0
Attempted Hijackings	0	1	0	0	0
Bomb Threats	126	141	75	96	186
Firearms Detected					
Pre-Board Screening	459	390	556	469	484
(Real — Imitation)	19-440	23-367	20-536	8-461	35-449
Airport Traffic Regulations					
a) Moving	4,795	4,872	3,504	3,397	2,879
b) Parking	220,977	234,856	201,049	203,779	212,796
c) Other	—	—	117	269	442
Other Offences	5,656	6,328	5,521	5,982	5,276
Warrants Executed	2,680	4,490	4,531	4,232	4,651

Police Services Under Contract

Objective

To prevent and detect crime and maintain law and order in provinces, territories and municipalities under contract.

The RCMP provides cost-shared policing services to all provinces and territories, except Ontario and Quebec, under agreements signed between the Solicitor General of Canada and the provinces and territories. It also provides policing services under agreements to 191 municipalities in those provinces and territories. The current agreements were entered into in 1981 and expire March 31, 1991. They can, however, be terminated by either party on two year's notice.

The contract services are of two basic types; Provincial/Territorial Policing, which primarily services rural areas, and Municipal Policing, which is confined to incorporated municipalities with populations in excess of 1,500 (Newfoundland, Saskatchewan, Nova Scotia and Alberta); 2,500 (New Brunswick); and 5,000 (Manitoba, British Columbia and Prince Edward Island).

Together, Provincial and Municipal Services provide 9,914 person-years, dispersed throughout a variety of disciplines ranging from general duty policemen to highly specialized investigators.

The Detachment is the basic operational unit from which general police services are provided to the public. Detachment comprise 65 per cent of all contract personnel. They handle all types of occurrences ranging from minor thefts to complex murder cases. There are in total 654 detachments, of which 155 supply both Provincial and

Resources Utilized²

<i>Expenditures (\$000's)¹</i>	1981-82	1982-83	1983-84	1984-85*	1985-86
Operating	378,359	421,093	449,551	469,544	485,985
Capital	37,086	56,795	49,867	47,048	45,081
Sub-Total	415,445	477,888	499,418	516,592	531,066
Less: Receipts and Revenue Credited to Vote	297,389	323,613	313,002	357,989	352,925
Total (Net)	118,056	154,275	186,416	158,603	178,141

Note: ¹ Excludes Pensions

² Excludes Term and Summer Student Program PYs.

* Amends reporting in previous years Report

Municipal services, resulting in significant financial savings and increased operational efficiency.

The policing philosophy pursued by the Force through Detachment Policing is one which sees community involvement as an integral part of the police service. Community groups are involved and are becoming concerned with community problems. As well, the Force is sensitive to the policing needs of smaller communities and is introducing new approaches to traditional methods of service delivery such as the Resident Policing and Satellite Office concepts. Both these methods bring the police closer to the public served and as a consequence, both preventive and, enforcement measures are more easily facilitated.

Members of the Force continue to lay charges in cases of spousal assault and other forms of family violence. This approach is resulting in bringing to justice violators who might previously avoid criminal sanctions due to victims' fears of reprisal.

The Traffic Services function in the Force, which provides 1,135 person-years, is located at strategic, high traffic volume and accident locations throughout Canada. Its major focus is on impaired driving and the reduction of motor vehicle accidents. During 1985, various enforcement measures, such as breathtesting, information campaigns and concentration on the removal of drinking drivers from Canada's highways, resulted in a reduction in the number of fatal motor vehicle accidents from 1,270 in 1984 to 1,253 in 1985.

Contract Policing provides a variety of specialized support services which supplement the general duty detachment policemen and traffic services personnel in the delivery of services. These range from the Special Investigation Units, which deal with complex, time consuming cases, to such units as Police Dog Services, Identification Specialists, Telecommunications Services and the like. Because of the geographical remoteness of some policing requirements, special modes of transportation are often required, involving our RCMP and Marine Services.

Canadian Police Services

Objective

To assist, upon request, all Canadian law enforcement agencies by providing specialized police training, forensic laboratory, identification and information services.

Forensic Laboratory Services

The RCMP operate eight laboratories in various regions of Canada, employ in excess of 250 scientists, and provide forensic science services in the areas of alcohol, chemistry, toxicology, serology, hair and fibre, firearms and tool mark identification, document examination and photography. The Central Forensic Laboratory also houses the Central Bureau for Counterfeits which receives submissions from contributors across Canada. The Montreal facility provides services in the document and counterfeit disciplines.

During 1985-86, the laboratories issued more than 17,800 scientific reports and were involved in over 2,900 person-days of court attendance. Laboratory participation was instrumental in the solution and prosecution of major criminal cases involving murder, attempted murder, sexual assault, fraud and illicit drug offences. Members of the Alcohol Sections provided breathalyzer training on request to Canadian police departments and regularly gave interpretive evidence before the courts concerning the effects of alcohol on driving ability. Laboratory personnel also wrote and published a number of scientific papers on various forensic and related topics.

Central Forensic Laboratory

The Central Forensic Laboratory, Ottawa, performs a dual function — an

operational function and an operational support (scientific development) function. The operational side of the laboratory continued to provide the normal forensic services while the scientific support side assisted Canadian police programs and activities by evaluating various equipment packages, reviewing research proposals and providing consultative service. Consultant services were also provided to the regional laboratories through development of new analytical procedures, updating of current methodologies, designing supplementary methods and training packages.

Science and Technology Program Support Section

The Science and Technology Program Support Section develops and administers the Force's natural and human sciences research program on behalf of the Canadian police community. It is responsible for financing, contracting and monitoring all projects initiated by the Program of Science and Tech-

nology in support of law enforcement. The members of the section also work with the Research Division of the Ministry Secretariat on a number of criminal justice projects.

Identification Services

Identification Services provides a national storehouse for fingerprint records which have been converted for automated searching. New methods to improve the system were introduced, including plans for future replacement of videotape fingerprint storage with a digital optical disc retrieval system. In 1985-86, 136,100 new files were opened and 311,972 sets of fingerprints were processed for existing files.

The Latent Fingerprint Section has a base file of 343,780 sets of the fingerprints of individuals most likely to commit an offence where fingerprints would be found at a crime scene. In 1985-86, there were 12,991 searches, which resulted in 820 identifications of persons involved in the commission of crimes.

Resources Utilized²

<i>Expenditures (\$000's)¹</i>	1981-82	1982-83	1983-84	1984-85 *	1985-86
Operating	62,467	69,635	73,797	76,314	79,450
Capital	8,092	6,697	5,887	6,082	12,582
Grants and Contributions and Other Transfer Payment	—	—	—	188	315
Sub-Total	70,559	76,332	79,684	82,584	92,347
Less: Receipts and Revenue Credited to Vote	—	—	—	408	516
Total (Net)	70,559	76,332	79,684	82,176	91,831

Note: ¹ Excludes Pensions

² Excludes Term and Summer Student Program PYs.

* Amends reporting in previous years Report

The Criminal Record Level II (CR-II) system stores criminal records on the CPIC data base to allow immediate access for inquiry and maintenance purposes. It contains more than two million records which are available to all law enforcement agencies in Canada through existing CPIC terminals. The need for faster updating of criminal records has resulted in the development of a new computerized edit maintenance program (CR-IV).

The Pardons and Human Rights Section processed 11,664 pardon applications and 6,611 pardon files which were received from the Clemency and Pardons Section of National Parole Board. Civil Section handled 70,895 non-criminal fingerprint submissions, 6,546 Visa fingerprints and 7,146 Citizenship Court enquiries.

The Firearms Registration and Administration Section administered the Firearms Acquisition and Business Permit system. It also issued restricted weapon registration certificates and maintained a national registry of all certificates issued in Canada. This registry of more than 850,000 restricted weapons is currently being converted from a card file system to computerized data base.

The Fraudulent Cheque Section, which links fraudulent documents to known criminals, completed 12,662 cases involving documents bearing a total face value of \$7.5 million.

Field Identification Resource Section continued its use of an Argon-Ion Laser to locate fingerprints and physical evidence on various exhibits where conventional examinations have been unsuccessful. The laser was used in 119 cases including 31 homicides and 43 Narcotic Control Act cases as well as robberies, break and enters, frauds and other Criminal Code offences. Twenty-four incriminating identifications were made.

Photographic Services Branch provided a rapid photographic processing service for all field investigative units and detachments. During the year, 108,698 rolls of film and 3,132,163 prints were processed. The Branch also provided

many specialized photographic services such as photo transparencies for use in comparison where detail and precision sizing are required. The majority of work produced by this section is for support of investigations and evidential use before the courts.

Informatics

The Directorate of Informatics administers a comprehensive and integrated program of information management, systems, and services including electronic data processing, telecommunications, and records services.

CPIC

The Canadian Police Information Centre (CPIC) serves all accredited Canadian Police Agencies through a network of 1,287 on-line terminals 24 hours a day. CPIC provided assistance to Canadian police forces on enquiries concerning 51,475 individuals, 86,033 vehicles, 12,524 articles and 75,878 wanted persons.

Records Services

Records Services provides planning, direction, control and coordination of the Force's non-automated information systems, and control of the Force's identity program. Information Systems and Records Management Branches offer policy direction and procedures for management of recorded information, mail handling, creation and management of libraries, quality assurance reviews of Field Records Management and the planning, direction and coordination of the micrographics program.

Information Access

The Information Access Directorate was established to develop, implement and monitor policies and procedures related to the *Access to Information and Privacy Acts*.

Directorate personnel handled 197 formal Access to Information requests. There were 12 complaints to the Information Commissioner in relation to these requests. Five were reviewed during the fiscal year: one was deemed to

be justified and four unjustified. There were also 39 requests for assistance from other government departments.

Under the *Privacy Act*, Directorate personnel handled 1,879 formal requests, from which 44 complaints were made to the Privacy Commissioner. Thirty-six complaints were reviewed during 1985-86: only two were found justified. Informal access procedures are now being dealt with by divisions and directorates. A total of 340 requests for assistance from other government departments were also processed.

All RCMP Manuals affecting the public will be available at all division headquarters reading rooms of the Force and at the reading room of the Ministry of the Solicitor General, 340 Laurier Avenue West, Ottawa.

Air Services

The RCMP operates a fleet of 29 fixed and rotary wing aircraft which are used in support of operational police personnel in their law enforcement commitments throughout Canada. Aircraft are used for transporting investigative personnel, specialists, and prisoners, as well as for conducting aerial searches for missing and wanted persons. They also transport administrative personnel and equipment to otherwise inaccessible locations.

Canadian Police College

The Canadian Police College provided police agencies in Canada with training and development programs, related research, and information and advisory services. College courses were open to police officers from federal, provincial and municipal forces as well as foreign police agencies. During 1985-86, course enrollment was 2,214, comprising 659 RCMP personnel, 1,395 candidates from various Canadian police forces, 72 from foreign law enforcement agencies and 88 from other accredited bodies.

While the College offers some 35 different courses, the curriculum may

vary from year to year due to changing needs within the police community. The curriculum included developmental courses for senior and intermediate police management; specific management issues; training; and technical investigations. A program of research projects in the police management area is also maintained. This work and the

updating of managerial courses assures that training is current and practical.

The training program in 1985-86 saw a return to near normal levels following cutbacks due to budgetary restraint in 1984-85. Overall, there was an increase of 495 in the number of candidates trained.

The standards analysis and evaluation processes for the evaluation of course content, the instructional resources and the effectiveness of the programs have been further refined and staff has been trained in these processes. Through 1986-87, a greater emphasis will be placed upon the conduct of these evaluations.

Administration

Objective

To direct and manage organizational and administrative resources on behalf of the law enforcement program.

Resources Utilized²

<i>Expenditures</i> <i>(\$000's)¹</i>	1981-82	1982-83	1983-84	1984-85	1985-86
Operating	128,853	134,400	124,197	135,280	151,887
Capital	11,146	7,352	10,692	7,896	6,501
Grants, Contributions and Other Transfer Payments	141	104	157	168	377
Total (Net)	140,136	141,856	135,046	143,344	158,765

Note: ¹ Excludes Pensions

² Excludes Term and Summer Student Program PYs

The three sub-activities of Administration are Departmental Administration, Divisional Administration and Training.

Departmental Administration encompasses centralized administrative functions such as audit, review and policy development. Functions include: Official Languages; Public Relations; Organization and Personnel; Services and Supply; Finance; Executive Services and Health Services.

Divisional Administration parallels Departmental Administration by

carrying out staffing and support functions within Divisions. Additional decentralized categories include the Office of the Commanding Officer, Divisional Audit Services, and Record Services.

Training operates at three levels:

1. *Headquarters Training* is concerned with developing, implementing and administering training policy and delivering centralized training services in areas where there is insufficient demand at the division level, or where highly specialized training is needed.

2. *Division In-Service Training* develops, implements and administers training programs within each division, with emphasis on operational/ administrative/managerial and audit needs which are unique to each division.

3. *Recruit Training* develops and delivers basic recruit training for newly engaged Constables and Special Constables at the recruit training academy, "Depot" Division, Regina.

Functions within the Administration Activity include:

Staffing and Personnel (Officers)

The Staffing and Personnel Branch for Officers, under the direction of the Deputy Commissioner (Administration), is responsible for the appointment, promotion, training, placement and personal welfare of officers and civilian members and special constables of equivalent status. The Branch also administers the officer candidate program and processes all requests for retirement from officers.

Executive Services

During the year, evaluations of RCMP programs continued in accordance with the Annual Plan for Program Evaluation. Three evaluation studies, three assessments, and four project evaluations were completed. At year end, two evaluations and one special project were underway. Planning and Management Services Section continued its corporate and strategic planning roles.

Audit

The Commissioner's Audit Branch completed audits on two operational divisions and four directorates in the Ottawa area during fiscal year 1985-86. These had been in the process at the end of 1984-85. In addition, the Branch reported on nine comprehensive audits completed during the fiscal year: three on operational divisions and six on directorates in the Ottawa area.

Work in progress at year end included comprehensive audits of four operational divisions, four directorates, and one non-operational division.

The Branch also participated in a special audit to ensure compliance with the freeze on discretionary spending ordered by the government in February, 1986.

Internal Communications

The Divisional Staff Relations Representative (DSRR) Program is now completing its twelfth year. During 1985-86, it was expanded by one representative in "F" Division, bringing the total to 24 representatives.

The DSRR program continues to enjoy the support of the majority of members of the Force. It permits rank and file members to raise matters affecting their welfare and dignity with the Commissioner and his senior management through their elected representatives. Ongoing discussions on a broad range of members' concerns permits many satisfactory resolutions and a better understanding of all policy decisions.

Public Relations

The Public Relations Branch develops public information and media relations procedures, as well as publishing two magazines: the Quarterly and the Gazette. The Force's public relations program is augmented by the Equitation Branch, the RCMP Band and the Centennial Museum.

Equitation

In 1985-86, the RCMP was represented by the Equitation Branch at 141 functions:

Escorts, Parades, Processions and Displays	52
Media and Film Con- tacts	65
School and Hospital visits	24

The Musical Ride visited 23 locations in Quebec and Ontario presenting 43 performances to approximately 217,000 spectators. They also visited seven locations in the United States, giving 62 performances for more than 367,000 spectators. In addition, 111,000 visitors toured "N" Division facilities.

RCMP Band

During 1985-86, the Band presented 202 performances, including tours of Northern British Columbia, Alberta, Saskatchewan, Ontario, Quebec, Nova Scotia, and Yukon, as well as staging 80 performances within the National Capital Region.

In total, the Band's performances during the year reached an audience estimated at 11.5 million.

Staffing and Personnel

Staffing and Personnel Branch develops, implements and monitors policy in matters related to selection, engagement, performance appraisal and career development of RCMP members, as well as their placement in positions appropriate to organizational needs, individual qualifications and interests, and in compliance with the *Canadian Human Rights Act* and the *Charter of Rights and Freedoms*.

The Canadian Human Rights Unit responded to 20 complaints of discrimination. Nine cases were resolved, seven of which were outstanding from 1984-85.

The Force's current recruiting policy gives engagement preference to

applications from women, bilingual candidates, aboriginal people and applicants with university degrees.

Training and Development

In 1985-86, 214 men and 73 women graduated as constables from basic recruit training at the RCMP Academy, Regina. Of these, 91 were recruits whose first official language was French and who received their training in English. A further 177 men and 18 women graduated as special constables, including 16 men and 4 women Native graduates. The RCMP also provided training to 13 Dakota Ojibway Tribal Council members and 74 employees from Department of Fisheries.

Centralized training courses were conducted, dealing with electronic data processing, administration, management, audit and operational subjects.

The Training and Development Branch was involved in training police officers in Barbados and Grenada in the fields of management, police identification methods and investigation techniques.

During 1985-86, 66 Force members attended post-secondary institutions full time; 53 took one full academic year of training and 13 undertook full degree programs. Additionally, 1,497 members took university courses on their own time with the Force paying tuition fees. Second official language training during working hours consumed 99.6 person-years.

In all, 11,104 candidates attended division courses. Courses offered included Investigation Training, Traffic Law Enforcement, Accident Investigation, Young Offenders Act and Evidentiary Breathest Technician training. Attention continues to be forced on training related to family violence, which includes child abuse, spousal assault and abuse of the elderly. Emphasis was again placed on skills training such as Firearms, CPR, First Aid and Advanced Driver Training.

Internal Affairs

A Bill to amend the RCMP Act was given Royal Assent and, at year end, awaited proclamation. This Bill is designed to improve the Force's processes for handling internal discipline, grievances and other matters. It provides for the creation of a Public Complaint Commission to ensure that all complaints by the general public are properly examined and dealt with. There is also a provision for an External Review Committee which will review appeals of formal disciplinary action taken against members of the Force, as well as certain types of grievances submitted by members.

Public complaints for the 1985 calendar year were 2,149, down somewhat from the previous year's 2,264.

Staff Relations

During 1985-86, Force members had 256 grievances adjudicated at level one on a variety of issues, 18 Commissioner's Commendations were awarded and 18 Suggestion Awards, representing a savings of more than \$1.7 million, were adopted.

Public Service Personnel

During 1985-86, staffing emphasis was placed on youth employment and developing students' labour market skills. To this end, 92 students were hired through the Post-Secondary Co-operative Education Program; 18 were assigned to various sections under the Secondary School Co-operative Education Program and 241 students were employed under the auspices of the Challenge '85 Program. In regular staffing activity, an imposed staffing freeze necessitated the development and implementation of a centralized staffing authorization system which, during its four months of operation, resulted in the placement of 68 priority persons (35 from the RCMP and 33 from other Departments). In addition, as a result of Treasury Board's adoption of a new policy on Work Force Adjustment, departmental policy was developed in involving input from all Public Service Personnel disciplines. Forty-one employees, made surplus by

a major work place change in a Headquarters Directorate, have been placed or are on training assignment with a view to eventual placement.

Major emphasis was placed during the year on increasing Affirmative Action visibility across the Department and on sensitizing managers. Affirmative Action recommendations are now being implemented, with progress monitored on a quarterly basis.

Many Public Service Classification initiatives were implemented in 1985-86 as a result of the monitoring and review program introduced the previous year. High quality in job description writing was stressed; job evaluation by committee was increased; several relativity studies were completed; training in classification was extended to personnel generalists and managers; and measures were introduced to encourage cost-effective classification/organization decisions and recommendations.

In addition to regular Labour-Management and Safety and Health Consultation Committee meetings, National Joint Union Management visitations were held in 11 of the divisions last year. Employees filed 41 grievances in 1985-86, 15 of which were submitted to the final level. Four grievances were referred to third-party adjudication.

There were 3,780 authorized public service positions in the RCMP as of March 31, 1986, classified in 31 separate occupational groups.

Services and Supply

This Directorate plans, develops, implements, and evaluates policies and programs related to accommodation, transport, materiel, food, internal energy conservation and miscellaneous services to satisfy the Force's operational needs.

1. Accommodation

Capital Construction projects completed during fiscal year 1985-86 were:

Division Headquarters	— Saskatchewan, Regina
Sub Division Headquarters	— Saskatchewan, Yorkton
Detachments	— Alberta — Lake Louise — Cochrane — Lac La Biche — McLennan — Consort — Drayton Valley — Swan Hills — Beaverlodge
	— Newfoundland — Carmanville — Port Saunders — St. George's
	— British Columbia — Houston
— Saskatchewan	— Pinehouse — Southeno — Fort-Qu'Appelle — Mawkata — Vale Marie — Pelican Narrows

Married Quarters	— 36
Building Sites	— 38
Miscellaneous Constructions and Renovations	— 40
Radio Repeater Shelters	— 20
Patrol Cabins	— 1

chological Status of Members and Extreme Psychological Trauma.

c) Member Assistance Program

To assist members in obtaining help from community agencies for social/health problems affecting work performance, 16 coordinators have been identified to serve members in all divisions. Initial contact for assistance is available through a network of 130 referral agents.

2. Transport

At year end, the RCMP fleet comprised 6,138 vehicles. During the year, 24 light over-snow vehicles and seven all-terrain cycles, as well as replacements for 1,208 cars and stationwagons and 276 light trucks, were purchased. A total of 429 RCMP vehicles are now operating on alternative fuels.

Official Languages Program

At the end of 1985, the Force's language situation remained almost unchanged from the previous year. Francophone participation in the member categories was 15 per cent, while 69.9 per cent of all bilingual positions were staffed with personnel meeting the bilingual requirements.

The Official Languages Directorate conducted an in-depth review of its language policy and audited the program in eight divisions.

Health Services

RCMP regular members are excluded from provincial health care plans, so health services must be provided and administered internally. Ten health units, strategically located to service all provinces and territories, are staffed with health professionals. These centres provide outpatient treatment, all administrative services, including accounts processing, and maintain members medical records.

A multi-disciplinary team approach, stressing prevention and early identification of health problems, forms the basis of the RCMP Health Program. There are five major components:

a) Occupational Health Services

Health Services officers examine and assess members and applicants, advising management of their suitability for employment and the appropriate placement of members in geographic areas and job functions. The health factors deemed necessary to perform the duties of each positions form part of PARADE (Personnel Administration Research and Development). Members are assigned medical profiles and matched to position profiles to ensure compatibility of the members to their duties;

b) Psychological Services

Six of the eight Regional Psychologists positions were staffed in 1985-86. Research-based policies for providing members with the full range of psychological services are being developed and implemented. Research is continuing on developing a pre-engagement/pre-assignment psychological test battery. Applied research projects to support program development are continuing on Women in Policing, Psy-

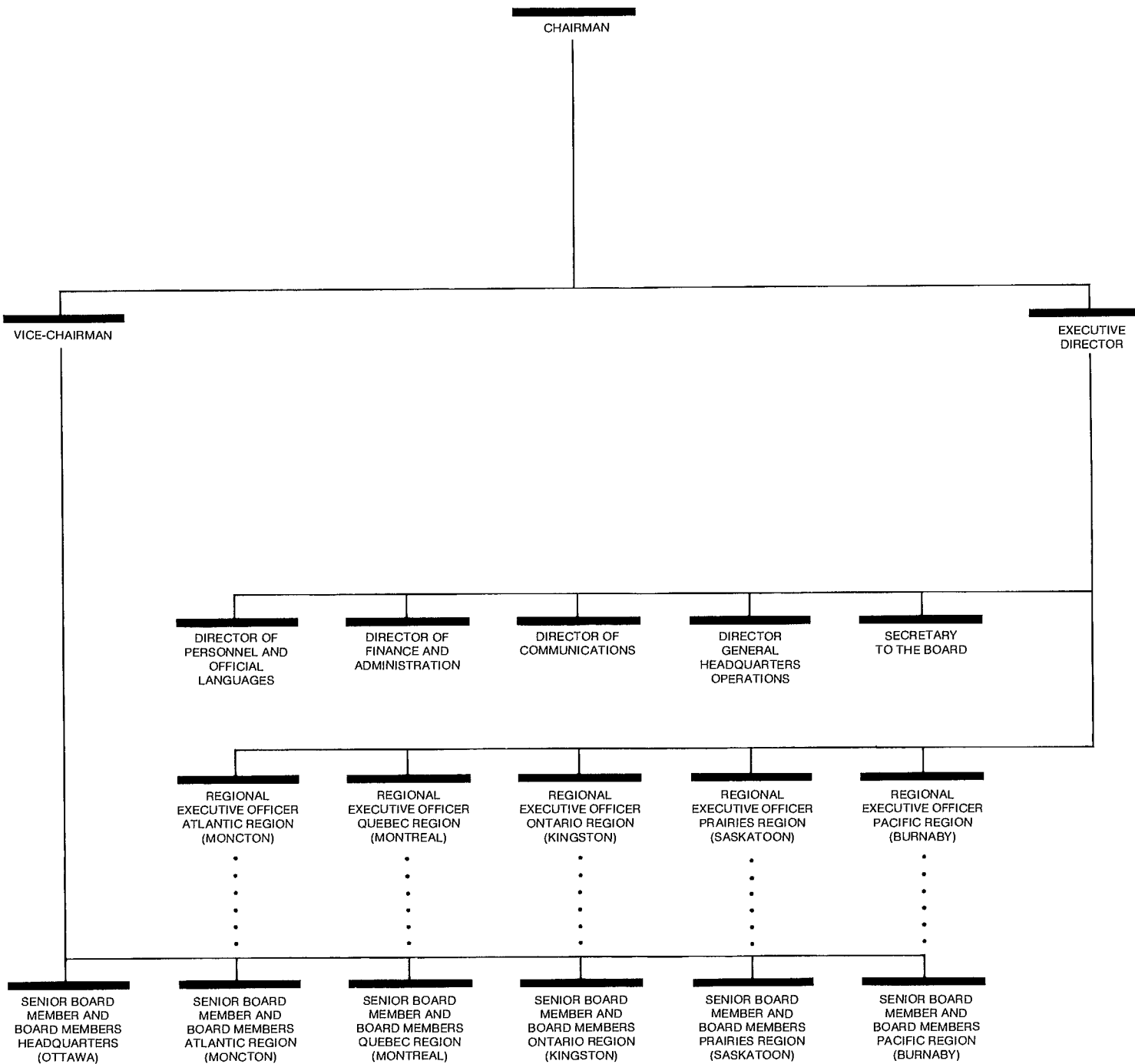
d) Physical Fitness/Lifestyle

Fitness testing is carried out on applicants and members being assigned to specific duties requiring above average stamina. Studies are continuing to determine the equipment, protocol and programs best suited to meet the Force's needs. Contact is maintained with the B.C. Police Commission and Ontario Provincial Police Academy to exchange views.

e) Environmental Health and Safety

This unit provides consultant services on environmental, health and safety matters. Recent efforts have been directed towards resolving problems resulting from the new chemicals and procedures being used for developing fingerprints. The impact of amendments to the Canada Labour Code and its effect on RCMP safety programs is under review. An accident-reporting system is being developed to identify problem areas and to form the basis for future accident prevention programs.

ORGANIZATION OF THE NATIONAL PAROLE BOARD 1985-86





National Parole Board

Mandate

The National Parole Board is an independent agency of the Ministry of the Solicitor General with absolute jurisdiction over decisions regarding the conditional release of federal inmates and inmates of provincial institutions in those provinces without parole boards. At present, provincial parole boards exist only in Quebec, Ontario and British Columbia.

The Board's authority rests in the provisions of the *Parole Act* and Regulations, the *Criminal Records Act*, the *Penitentiary Act*, the *Prisons and Reformatories Act* and the *Criminal Code of Canada*. The *Parole Act* requires the Board to review the cases of all federal inmates when they become eligible for parole and every two years thereafter (every year for certain categories of inmates) until parole is granted or the inmate is released under Mandatory Supervision. Inmates of provincial institutions must apply for parole and, at present, review is conducted from file information. Each case is considered on its merits. The Board arrives at its decisions after a complete and thorough investigation conducted in co-operation with The Correctional Service of Canada and other appropriate criminal justice system practitioners.

In each case, the Board establishes terms and conditions that will apply as an adequate measure of protection of society. It has the power to revoke or terminate the release of any individual who has breached any of the conditions of parole or Mandatory Supervision or whose behaviour raises concerns about possible return to criminal activity or threat to society.

The Board is given authority over clemency matters by the Criminal Records Act and conducts investigations and recommendations for pardon and for the exercise of the Royal Prerogative of Mercy.

During fiscal year 1985-86, the Board utilized 318 person-years, a 1.9 per cent increase from 1984-85, and incurred budgetary expenditures of 14.8 million, up 5.8 per cent from the previous year.

Highlights

The Parole Board's efforts during 1985-86 focussed on the need to change the voting structure to meet an increased workload owing to a Federal Court decision requiring that all Board members voting on cases be present at a hearing. At the same time, the Board had to seek areas for expenditure and staff reduction as part of the overall government restraint program.

The Board worked throughout the year on its Management/Operational Review, reviewing programs to determine their continuing need and level of priority, ensuring logical program design and effectiveness, and promoting greater economy and efficiency in program delivery and support.

The Federal Court ruling necessitated changes to the Parole Regulations governing the number of votes to be cast in various cases. Before the Court ruling, not all Board members necessarily attended hearings but voted after reviewing the file. The Board was granted additional financial resources in the 1985-86 supplementary estimates to meet the increased workload.

A Federal-Provincial Exchange of Services Agreement between the Correctional Service of Canada and the Province of Alberta was reached late in the fiscal year, bringing all federal and provincial supervision cases in Alberta under the responsibility of the Alberta government. The agreement involved extensive consultations and planning to ensure that the appropriate level of service and minimum standards were maintained during the transition and implementation period.

The time required to process pardon applications, which was more than a year, has been a major Board concern for a number of years. In 1985-86, the Board developed a strategy to reduce that processing time to six months by placing an increased onus on pardon applicants to provide the information

necessary to process their application. The new process will be operational early 1986-87.

Personnel and Official Languages

The Personnel and Official Languages Division's responsibilities include developing and administering the Board's human resources management policies and procedures, and the Official Languages Program.

In 1985-86, the Division completed 61 operations related to position descriptions and classification levels. There were 11 closed competitions (limited to public servants) and 48 open competitions (accessible to the general public) at headquarters and in the five regional offices. In the summer of 1985, ten students were hired under Employment and Immigration Canada's Challenge '85 program for the summer months, five of whom worked at headquarters in Ottawa.

In early 1986, the Board conducted a classification audit in accordance with a government-wide Treasury Board requirement. Twenty-eight positions at headquarters and in regional offices were reviewed. The audit found that two positions had been incorrectly classified and that the incumbents of five positions were considered not to be performing all of the duties of their positions as described. Action was immediately taken to correct these anomalies.

The Staff Relations and Human Resources Section of the Division established several automated personnel management information reports, including reports for training, appraisals, human resources and overtime. As well, a monthly automated human resource utilization report for managers was introduced in a joint venture with the Finance and Administration division. Several new policies were introduced into the Personnel and Official Languages Manual, including

grievances, hours of work, performance review and employee appraisal. A pamphlet was prepared which provides an overview of the Board's employee benefits. Only one formal Staff Relations complaint was received during the year; it was resolved immediately.

For the third consecutive year, the Board's performance in meeting Official Languages standards was rated as satisfactory by the Commissioner of Official Languages. Half the Board's positions were occupied by bilingual employees, with both English and French being used regularly at Headquarters. Efforts continue to ensure that federal inmates hearings are conducted in the official language of the inmates' choice and that inmates are informed of the right to that choice. The position of the Regional Director, Ontario Region, was identified as bilingual.

No Official Languages complaints were lodged against the Board in 1985.

The Board's Affirmative Action plan was approved by Treasury Board early in the fiscal year. It contains 19 objectives to increase the representation of women, indigenous and disabled persons and visible minorities, and to eliminate systematic discrimination in employment practices and policies. Specific Affirmative Action plan activities have been incorporated into the Board's operational work plan.

Privacy and Access to Information

Processing requests for information under both the *Privacy Act* and the *Access to Information Act* is the responsibility of a small unit, including the program co-ordinator who reviews each request. That unit is also responsible for developing policy and monitoring its application, and for liaison with officials of other government departments, and the office of the Privacy and Information Commissioners.

In 1985-86, 285 requests were received under the *Privacy Act*. All were processed, as well as an additional 40 which were outstanding from the previous fiscal year, clearing the backlog that developed in the early stages of implementation of the Act in 1983. The Board processed most requests within 30 days.

During the year, the Board processed six requests under the *Access to Information Act*. Three requests were received from the media and three from employees of the Board. Complete disclosure was made in four cases; one request for information was abandoned because the information did not exist, and one request resulted in an exemption clause being invoked to protect personal information about third parties.

Canadian Association of Paroling Authorities

The National Parole Board is a charter member of the Canadian Association of Paroling Authorities (CAPA), which also includes the three provincial parole boards (British Columbia, Ontario and Quebec).

In 1985-86, CAPA submitted a brief to the Canadian Sentencing Commission on sentencing guidelines. Members met with personnel of the Ministry of the Solicitor General for the Correctional Law Review study. They also met with the heads of Corrections to discuss items of mutual interest and concern.

Appeal Division

Parole Regulations stipulate that inmates have the right to request that certain National Parole Board decisions be re-examined. Board Members who did not participate in the original decision then review appealed decisions

and may affirm, modify or reverse the original action.

On September 1, 1985, the review structure was changed from an Internal Review Committee to an Appeal Division, on a one-year pilot project basis. The Appeal Division may affirm or reverse any decision which is subject to re-examination. Members of the Division may either modify or reverse a decision if they are of the opinion that: 1) the decision may have been prejudiced by either a breach of improper application of procedures under the Parole Act, Regulations or Board policies; 2) the decision was based on either erroneous or incomplete information; or 3) the information at the time of the re-examination indicates that the decision was inequitable or unfair. The Division is also empowered to review cases pertaining to the recrediting of remission. In 1985-86, the Division reviewed 1,175 cases.

In addition, the Appeal Division is responsible for reviewing pardon applications. During the same period, 8,553 pardon files were reviewed.

Professional Standards and Development

Under the direction of the Vice-Chairman, the Professional Standards and Development section has two major areas of responsibility: professional standards as they apply to the decision-making process; and the training and development of Board Members.

A monitoring process has been established to ensure that the Board strives to meet in practice the ideals and expectations outlined in its statement of values, beliefs and standards.

During 1985-86, there were three training and development workshops for 41 full time and temporary Board Members. The workshops focussed on skills in writing of reasons and comments for decision, interviewing techniques, and the duty to act fairly.

Finance and Administration

The Finance and Administration Division manages the Board's financial systems and provides services in records, real property, material management, security services, telecommunications, word processing and Electronic Data Processing.

In 1985-86, the Division followed up on a Communications Study of the automated transfer of information between the Board and the Correctional Service of Canada computer facilities to eliminate duplication of data entry and the existing document system. Discussions were held with the RCMP and in January, 1986, an agreement was reached between the Commissioner of CSC and the Board's Chairman to develop an Offender Management Information System that would capture integrated information for both agencies, accessible to both, which they could update independently.

As a interim measure, CSC and the Board will establish an electronic link between existing systems as provided for in the study. This will create an opportunity to develop prototypes and to allow for the design, development and implementation of an Offender Management System project, and offer the integrated client information system to be used by both agencies.

Clemency and Pardons

The *Criminal Records Act* requires that the National Parole Board process applications for pardon. The Board has appropriate enquiries made, usually by the RCMP, and recommends whether a pardon should be granted.

The Board's recommendations are submitted to the Solicitor General who refers requests for pardon to the Governor-in-Council (the Cabinet) for final decision.

In 1985-86, 11,227 applications for pardon were received, a slight increase over the previous fiscal year. Pardons were granted in 6,795 cases. Ninety-one applicants were denied a pardon.

A pardon may be revoked for a new offence, misbehaviour or if inaccurate or false information was provided to the Board when the application was made. In 1985-86, 106 pardons were revoked.

Through the Solicitor General, the Board also receives applications for pardon under the Royal Prerogative of Mercy. In 1985-86, nine pardons were granted under this prerogative, five were denied, and 33 cases remained under investigation.

The exercise of clemency may include conditional pardons (prior to eligibility under the *Criminal Records Act* or for parole), relief from driving prohibitions, or remission of fines and sentences.

Initiatives for 1986-87

In 1986-87, the Parole Board plans a number of initiatives to more effectively respond to the needs of our changing society and the criminal justice system, and the need to protect our citizens. These include:

- An organizational review of the Board to examine the structure, roles, responsibilities duties and functions of specified responsibility centres and determine whether changes should be made to increase over-all efficiency and effectiveness;
- Development of policies and procedures consistent with expected legislative and regulatory amendments, to deal more effectively with violent and dangerous offenders;

- Development of policies and procedures, consistent with expected legislative and regulatory amendments to the correctional laws, to accelerate the conditional release of low risk inmates into community programs;
- Evaluation of the pilot project Appeal Division within the Board, which was created to determine the most appropriate model for an ongoing appeal pro-

cess to help safeguard the rights of individuals;

- Implementation of strategy to accelerate the processing of pardon applications; and
- Follow-up to the Management/Operational Review of Board programs to ensure effective and efficient management of these programs consistent with a reduced resource base.

Statistical Review of National Parole Board Decisions

Table I

Federal Inmates Reviewed for Full Parole and Decisions Rendered*

	1981-82		1982-83		1983-84		1984-85		1985-86	
	No.	%	No.	%	No.	%	No.	%	No.	%
Granted	1627	41.0	1697	37.2	1878	39.3	1685	38.2	1595	31.7
Denied	2341	59.0	2868	62.8	2904	60.7	2727	61.8	3442	68.3
Total	3968	100	4565	100	4782	100	4412	100	5037	100

*Includes deportation decisions.

Table II

Provincial Inmates Reviewed for Full Parole and Decisions Rendered

	1981-82		1982-83		1983-84		1984-85		1985-86	
	No.	%	No.	%	No.	%	No.	%	No.	%
Granted	1021	59.2	1136	52.6	1216	51.2	1164	47.7	890	46.0
Denied	704	40.8	1022	47.4	1160	48.8	1277	52.3	1043	54.0
Totals	1725	100	2158	100	2376	100	2441	100	1933	100

Table III
Federal Full Parole Terminations

	1981-82		1982-83		1983-84		1984-85		1985-86	
	No.	%	No.	%	No.	%	No.	%	No.	%
Regular Expiry*	972	71.1	895	65.9	1140	72.3	1206	75.0	1327	74.7
Revoked	357	26.1	445	32.8	420	26.6	353	22.0	400	22.3
Other**	38	2.8	17	1.3	17	1.1	48	3.0	54	3.0
Total	1367	100	1357	100	1577	100	1607	100	1771	100

* Includes discharges and Royal Prerogative of Mercy = 74.7

** Includes terminations owing to death, transfer to provinces and other circumstances.

Table IV
Provincial Full Parole Completions/Types

	1981-82		1982-83		1983-84		1984-85		1985-86	
	No.	%	No.	%	No.	%	No.	%	No.	%
Regular Expiry*	817	82.4	818	81.8	891	83.0	909	85.6	855	84.9
Revoked*	173	17.4	180	18.0	182	17.0	151	14.2	142	14.0
Other**	2	0.2	2	0.2	—	—	2	0.2	11	1.1

* Includes cases for Atlantic, Prairies and a few Yukon cases in Pacific Region.

** Includes termination by death and discharge.

Table V
Mandatory Supervision Terminations

	1981-82		1982-83		1983-84		1984-85		1985-86	
	No.	%	No.	%	No.	%	No.	%	No.	%
Regular Expiry	1326	51.0	1293	50.9	1371	49.7	1507	56.5	1720	53.2
Revoked	1190	45.8	1209	47.6	1327	48.2	1012	37.9	1265	39.1
Other*	82	3.2	38	1.5	58	2.1	149	5.6	250	7.8
Totals	2598	100	2540	100	2756	100	2668	100	3235	100

* Includes terminations owing to death and other circumstances.

Table VI
Federal Day Parole Decisions

	1981-82		1982-83		1983-84		1984-85		1985-86	
	No.	%	No.	%	No.	%	No.	%	No.	%
Granted	3401	66.0	3233	61.5	3617	64.5	3315	60.7	3407	59.5
Denied	1791	34.0	2020	38.5	1988	35.5	2143	39.3	2331	40.5
Totals	5192	100	5253	100	5605	100	5458	100	5738	100

Table VII
Provincial Day Parole Decisions*

	1981-82		1982-83		1983-84		1984-85		1985-86	
	No.	%	No.	%	No.	%	No.	%	No.	%
Granted	308	67.1	459	61.6	583	61.3	550	57.9	478	56
Denied	151	32.9	286	38.4	368	38.7	400	42.1	375	44
Totals	459	100	745	100	951	100	950	100	853	100

* Includes are cases for Prairies and Atlantic region and the few Yukon cases which are dealt with by Pacific region.



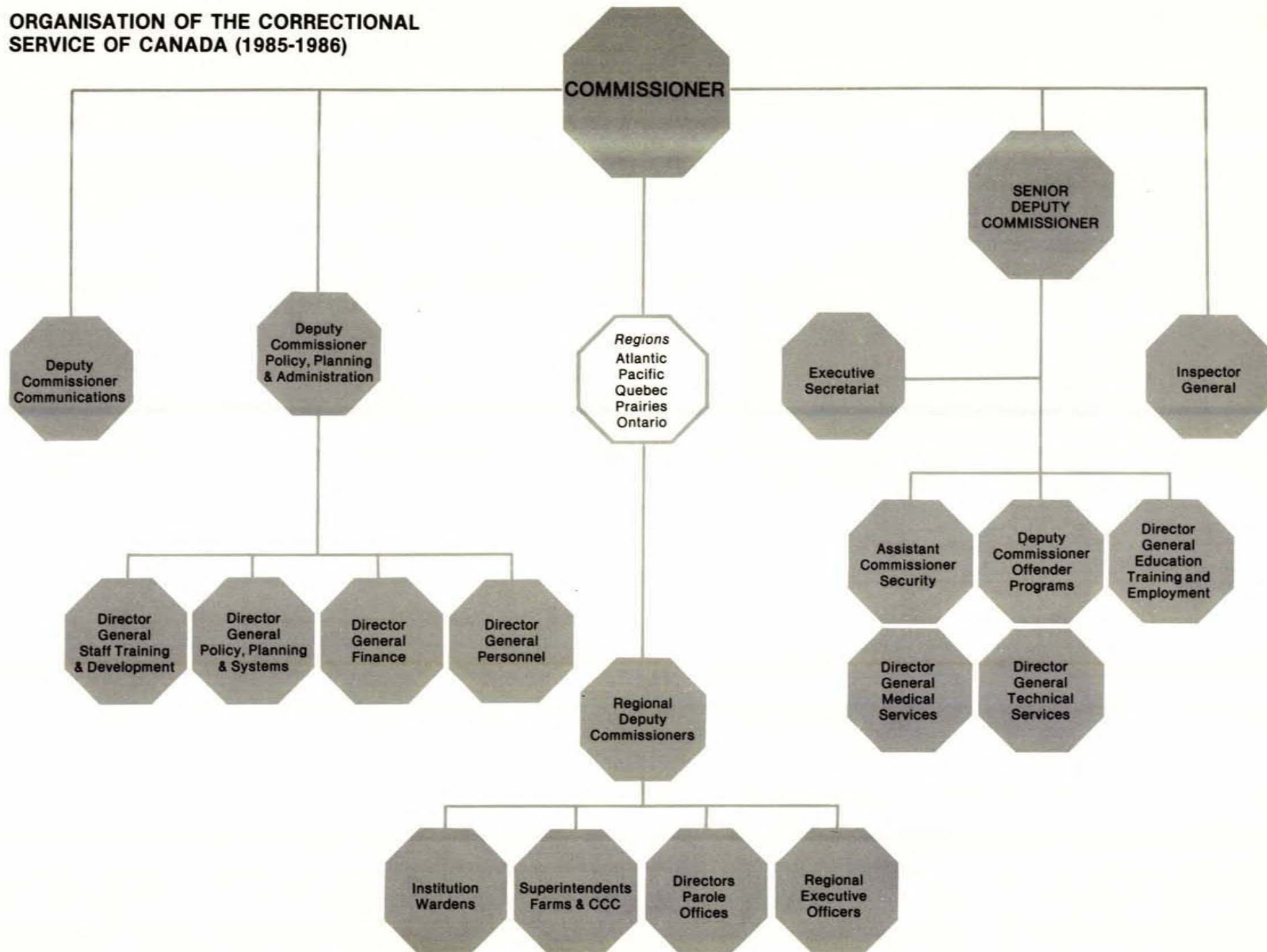
The Correctional Service of Canada

Mandate

The Correctional Service of Canada administers the sentences of the courts concerning offenders sentenced to two years or more as well as the decisions of the National Parole Board affecting their release.

During fiscal year 1985-86, the Correctional Service employed 10,851 person-years, a 1.2 per cent increase over 1984-85. Budgetary expenditures for the year were \$729.7 million, a decrease of 1.4 per cent from the previous year.

ORGANISATION OF THE CORRECTIONAL SERVICE OF CANADA (1985-1986)



Organization

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

The National Headquarters (NHQ) component, located in Ottawa, is responsible for program implementation, policy development, national planning and monitoring, evaluation and audit of policy. There are five regional headquarters:

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

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

Operationally, at year end, the Service's program was delivered through 42 institutions, 20 community correctional centres, and 71 parole offices. The organization of the Service is illustrated in the accompanying chart.

The Commissioner of Corrections is the senior executive accountable for the management of the Service. The Senior Management Committee is the principal vehicle through which the Commissioner establishes policy decisions and monitors progress in relation to stated objectives. This Committee comprises the Commissioner, the five Regional Deputy Commissioners, and the Branch Heads in National Headquarters responsible for the various programs.

The organization is designed to administer the programs of the Correctional Service from coast to coast in the most cost-effective manner possible; to provide a clear chain of command and line of accountability for the line managers of the organization; and to clearly differentiate between management support services and those line activities essential to the achievement of the legislative mandate of the Service.

During 1985-86, the only organizational change involved transfer of responsibility for the Inmate Affairs Division from the Deputy Commissioner Offender Programs to the Inspector General.

Objectives

The Service has identified seven activities which best reflect what it does and how it is performing. The major functions of these various activities are:

1. Planning and Management

To manage the Service so as to protect the public, meet the conditions of sentence imposed by the courts, allow offenders the opportunity for personal reformation, promote and contribute to the development of an effective criminal justice system in Canada, and minimize the cost of achieving these goals.

2. Administration

To ensure effective use is made of CSC resources by providing management information and control systems, program and operational analysis and advice to management and by implementing systems for financial accountability and control; to ensure effective use is made of CSC person-year resources by advising management on its personnel management responsibilities

and by providing services covering manpower planning and development, recruitment, job evaluation and staff relations; to provide effective and efficient administrative services.

3. Custody of Inmates

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

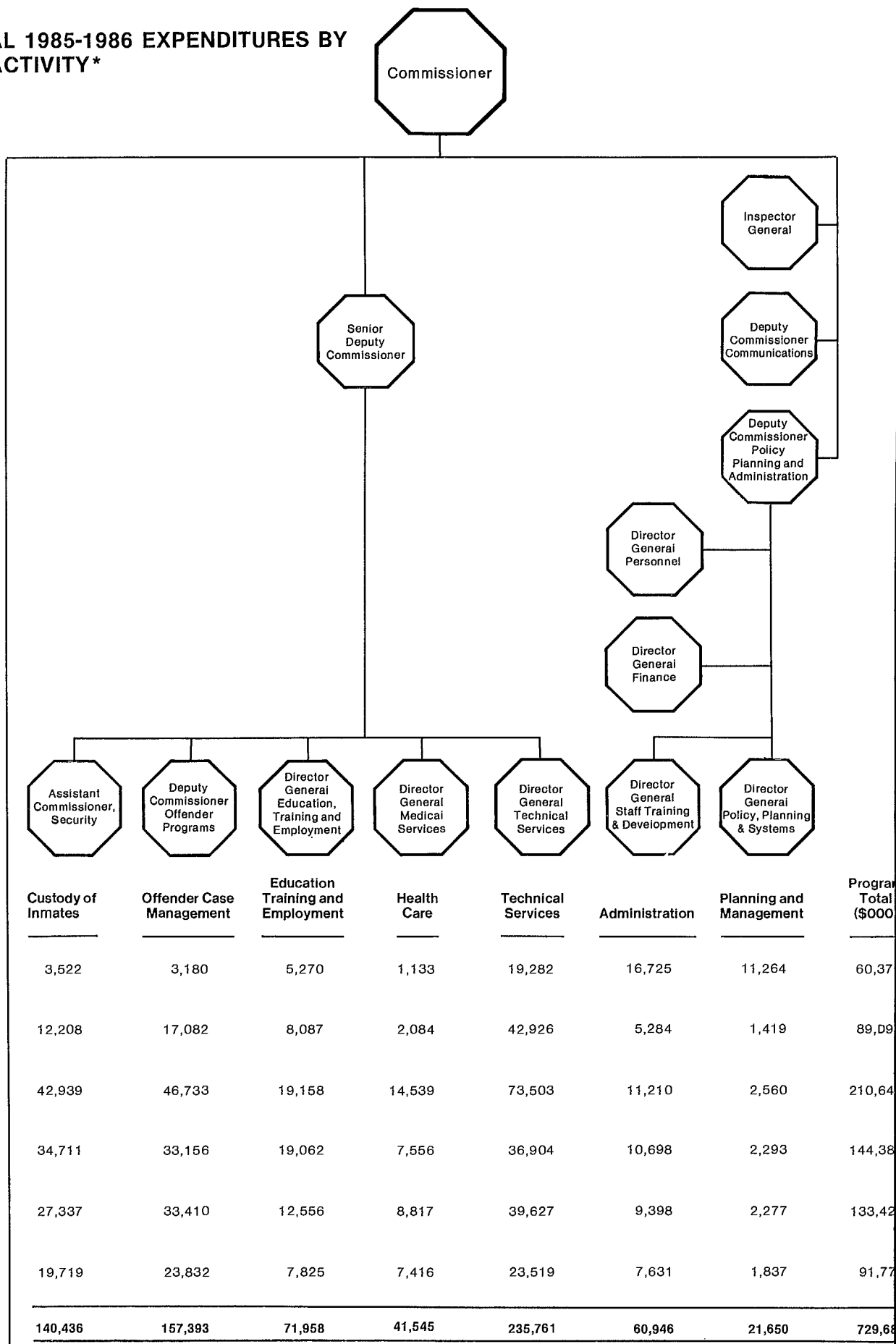
4. Offender Case Management

To prepare offenders for return to the community as useful citizens by providing counselling services and opportunities for social, emotional, physical and spiritual development, and by community supervision of offenders on conditional release; to ensure offenders' rights are recognized and protected while they are under the authority of the Correctional Service.

5. Education, Training and Employment of Inmates

To maximize employment, training and educational opportunities for all offenders in preparation for their reintegration into society by increasing the Service's capacity to provide meaningful work and training opportunities; by increasing, where appropriate, the emphasis on work programs that will generate revenue to help offset the operating cost of the Service; and by effectively supporting the efforts of released inmates to find gainful employment.

FIGURE 1: ACTUAL 1985-1986 EXPENDITURES BY ORGANIZATION/ACTIVITY*



*Includes both operating and capital expenditures in thousands of dollars

6. Health Care

To provide inmates with access to medical, psychiatric and dental treatment, at a quality consistent with currently accepted Canadian practices and standards, on a voluntary and emergency basis or as prescribed by qualified medical practitioners; to ensure that all institutions meet accepted standards for sanitation and hygiene.

7. Technical Services

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

Highlights of 1985-86

The major highlights and achievements of the Correctional Service during fiscal year 1985-86 were:

- The average on-register number of inmates increased by 3.85 per cent to 12,502 while the average number of offenders on parole and mandatory supervision rose 3.34 per cent to 6,092.
- Inmates continued to be double bunked. At year end, 820 inmates were double bunked in 12 institutions. Throughout the year, an average of 800 inmates were double bunked, reaching a peak of 910 in July, 1985.
- In response to the government-wide restraint program, the CSC

Accommodation Plan was significantly reduced during 1985-86. Whereas the 1984 Plan had proposed a ten-year net increase of 3,441 cells over total capacity as of August 1985, the revised plan reduced this to 764 cells over that capacity. The new plan also proposed continuing the operation of 353 rooms in temporary installations and increasing the use of provincial accommodation through exchange of service agreements with the provinces.

- A new 252-cell medium security institution at Drummondville, Quebec became fully operational during 1985-86. Major construction is continuing on new institutions at Renous, New Brunswick and Donnacona, Quebec and on the expansion of accommodation at Mission, British Columbia. Planning and design work commenced in June, 1985, on the development of a new institution at Port Cartier, Quebec.
- The CSC contributed to the government's Land Sales Initiative during 1985-86 by identifying more than 3,800 acres of land available for disposal.
- Electronically operated perimeter intrusion detection systems were installed at Kent Institution in May, 1985, and at Collins Bay Institution in February, 1986.
- The average annual cost of maintaining each offender (excluding capital costs and transfer payments) expressed in 1981-82 constant dollars decreased by \$2,316 to \$25,161. The actual annual cost per offender in current dollars decreased to \$31,971 from \$33,797 in the previous year. Annual cost per offender, including transfer payments, is shown in Appendix 7.
- The staff person-year per offender ratio was reduced from .598:1 in 1984-85 to .584:1 in 1985-86.
- Actual expenditures were \$729.7 million, of which \$594.5 million represented operating costs, \$134 million capital costs and \$1.2 million transfer payments.

- Revenues generated by the Industries and Automated Document Processing divisions totalled \$10.7 million.
- The market value of agricultural commodities produced was \$4.5 million.

In addition, the Service commenced in 1985-86 to investigate creative and innovative approaches to the delivery of programs through privatization and changes in program design and organization. The CSC has initiated a series of 21 reviews which are collectively referred to as the Operational and Resource Management Review. Individual reviews deal with policy, program design and delivery, and resourcing issues. The Service is re-assessing its policies and programs concerning the treatment of offenders and refining the link between resource requirements and program objectives.

The individual reviews address issues in the areas of: CSC accommodation plan, privatization, reorganization measures, program measures and personnel-related measures. Following is a brief summary:

- **CSC Accommodation Plan:** a revised accommodation plan has been developed which significantly reduces previously planned new cell capacity and relies more on exchange of service agreements with the provinces and increased use of double bunking.
- **Privatization:** a two-phase privatization review is under way. The first phase is to identify those services which lend themselves to privatization, and to describe the major issues and impacts involved. Phase two will focus on identifying specific opportunities for privatization. The approach being taken CSC does not limit privatization to private sector suppliers. Profit and non-profit organizations, advisory committees and volunteers have been considered as potential (and current) providers of correctional services. This wider application of privatization provides opportunities for comprehensive and creative privatization.

- **Reorganization Measures:** the major thrust will deal with the decentralization of day-to-day operational responsibilities from national and regional headquarters to operational units, with a corresponding redistribution of resources. Related reviews dealing with roles, responsibility, accountability and performance measurement are also underway or planned.
- **Program Measures:** a number of program reviews have been initiated to determine what programs should be provided and to whom, how they should be delivered, at what level, and at what costs. Several of these reviews are expected to have significant resource implications: Offender Support Programs, Inmate Population Management and Mental Health Services. These reviews may yield person-year savings and it is intended that they will result in a more efficient and effective allocation of resources.
- **Personnel Related Measures:** the Service is conducting a review of collective agreements and personnel policies to identify areas that offer a potential for increased productivity and effective deployment of personnel. In addition, the Service has initiated reviews of staff training and development, human resource forecasting and recruitment policies. These are expected to result in a more efficient distribution of resources.

Major Goals, Initiatives and Results

Each of the seven major activity areas of the Service is, where appropriate, divided into sub-activities. Figure 1 illustrates the Service's activity structure along with actual expenditures for 1985-86. The accountability of manag-

ers and the activities for which they are responsible are clearly defined through the structure. The organization is designed to reinforce this accountability. Each activity is represented by an organizational unit at the Ottawa national headquarters, at regional headquarters, and at each institution. The following sections describe the major activities, their goals for 1985-86, the results achieved, and the performance goals for 1986-87.

1. Planning and Management

Several key management groups, located in both Ottawa and the five regions perform this activity. The Office of the Commissioner is responsible for the overall management of the Service, while senior management controls and manages the regions and institutions.

The Inspector General conducts systematic audits of all CSC operations to advise management as to the efficiency, economy and effectiveness of internal management policies, practices and controls. As part of this mandate, field operations and functional units are inspected for compliance with standards and policies, irregularities are investigated, and a continuous audit of the management, financial and personnel functions of the Service is undertaken. The Inspector General's Branch maintains a monitoring and follow-up system on all problems identified by audit. In addition the Branch ensures that inmates are treated fairly and humanely and are accorded rights under the *Canadian Charter of Rights and Freedoms*, international covenants, and the United Nations' *Standard Minimum Rules for the Treatment of Prisoners*. This is carried out through investigation of inmate grievances, appeals in respect to denial of claims against the Crown and letters from both inmates and the public as well as the development of policies and the monitoring of their application to ensure that the objectives of fairness are met.

Policy, Planning and Systems is responsible for policy development, long-term planning, systems development and an ongoing evaluation of the Service program. It also initiates improvements to the program evaluation function and develops work-load and post standards.

Communications promotes public awareness and understanding of and participation in the Service. Primary functions include media relations, responding to public enquiries, improving relations with public and private agencies in the criminal justice system, and delivering a variety of communications services such as publications, exhibits, and audio-visual programs. Communications also manages and coordinates the Service's awards and honors program. The Branch undertakes liaison with citizens' advisory committees, a network of volunteers chosen from localities surrounding institutions and parole offices. These citizen committees offer advice and assistance in resolving problems, help to develop new community resources for offenders and serve to enhance public understanding of federal government responsibilities in corrections.

Executive Secretariat deals with parliamentary matters, including correspondence control, and provides administrative support to the offices of the Commissioner, the Senior Deputy Commissioner and the senior management committee.

Initiatives and Results

- To complete internal audit schedules approved annually by senior management within the allocated resource base.

This goal was met. The internal audit schedules were completed with few revisions by the audit committee.

- To pursue the possibility of maintaining a formal involvement in accreditation.

A formal involvement in accreditation was found to be no longer feasible.

- (c) To monitor application of the responsibility to act fairly at all levels.

Ongoing monitoring of policy on inmate rights was carried out during the year through review of decisions, policy, procedures, and administrative actions relating to incidents in respect of the duty to act fairly. During 1985-86, approximately 12,800 inmate complaints and grievances were filed.

- (d) To conduct investigations as required by the Minister or the Commissioner.

The investigation mandate was carried out according to requirements.

- (e) To work with the Correctional Investigator as part of the overall Inspector General's follow-up system.

This ongoing requirement was fulfilled.

- (f) To conduct a complete review of CSC system initiatives, including the offender information system, and to confirm Service priorities.

An evaluation of the data processing service delivery mechanism in CSC was conducted. The completed study recommended changes in the organization of Corporate Systems Branch and in the responsibilities given to other branches and the field offices. The new model adopted will centralize systems skills in National Headquarters into the Corporate Systems Branch, and will increase the systems capacity in the regional offices.

A major introduction of microcomputers to the institutions and headquarters operations was successfully completed. The increase in computer literacy and first-hand evaluation of the use of microcomputers as a work saving tool was very positive.

A major effort was made by the Service to develop a prioritized list of systems development initiatives. This goal required the completion of a series of systems evaluations and feasibility studies. A final list was then adopted by the Service.

- (g) To complete a revised long-range systems plan which will govern system development for a five-year period.

Work on this important task is continuing. An integrated set of systems work plans will be produced for all projects approved by Senior Management. A major goal of the systems plan is to integrate the system designs to allow data interchange and easier preparation of planning data. A more comprehensive evaluation of the impact of systems development on facility management and networks will also result.

- (h) To complete implementation of the communications upgrade.

The CSC network requirements have increased rapidly as the requirement to provide timely and accurate information to both management and the field has expanded. To handle this increase and provide room for cost effective and timely expansion, CSC has installed a backbone network linked by high speed trunks.

Maximum use was made of installed equipment by relocating all existing devices as remote multiplexers, thus providing more cost effective line usage while permitting the replacement of dial links with dedicated lines. Enhanced security of access was a goal of the installation.

Service improvements and increased network control were realized immediately. Better response time at the user terminal has improved productivity.

- (i) To develop and implement a plan to review the operational planning process in order to assess the initial objectives, determine linkages and overlaps, and assess the need

for change. This will start with the population forecast.

A review of the current system of population forecasting revealed that the system could be improved by using more current technology and methods. A new process was developed and implementation will begin in 1986-87 with completion during 1987-88.

One important aspect of CSC's planning relates to major construction projects. In this area, the Service has developed a master planning and construction process for institutions. This process outlines the identification, approval, and completion of construction projects at CSC owned facilities or in the construction of new facilities.

Further changes to the existing operational planning process are unlikely to occur until current initiatives related to organizational changes, decentralization and downsizing are completed. The Service will then address this item during development of its Operation Plan Framework.

Performance Goals for 1986-87

- To undertake the decentralization of planning and accountability processes.
- To implement fully the integrated internal audit schedule.
- To provide increased training in value for money and EDP auditing as well as audit theory and methodology.
- To monitor and assist in the implementation of recommendations resulting from the Operational and Resource Management Reviews.

2. Administration

Administration manages national, regional and institutional adminis-

Resource Utilization: Planning and Management

	1981-82		1982-83		1983-84		1984-85		1985-86	
	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY*
Office of Commissioner	249	3	322	4	343	3	318	1	327	2
Senior Management	5,061	104	5,579	108	6,143	123	6,911	123	8,159	142
Inspector General	1,541	30	1,660	29	1,585	28	2,086	37	2,055	36
Policy and Planning	5,547	79	6,834	82	7,933	79	14,177	106	7,958	107
Communications	2,305	42	2,175	34	2,523	41	3,518	39	2,661	40
Executive Secretary	1,416	42	427	13	460	14	534	16	490	16
Total	16,119	300	16,997	270	18,987	288	27,544	322	21,650	343

* Person-Years

trative support systems including records management, directives management, forms management, word processing, translation services, and procedure and processes related to access to information and privacy legislation.

Personnel administers the personnel system throughout the Service including pay and benefits, classification, compensation, staffing, staff relations, official languages, occupational health and safety, employee assistance programs and the coordination of affirmative action programs. The Branch continues to work towards obtaining more autonomy for the Service in classification, selection, early retirement and other personnel matters particular to the Service.

Staff Training and Development manages the manpower planning system. It provides initial and refresher training for correctional officers as well as various types of training and development courses for staff, at five centres across Canada.

Finance administers the Service's financial support systems, including the design and maintenance of general and cost accounting systems, and provides regular financial analysis and advice on existing and proposed programs.

Initiatives and Results

- (a) To increase the participation of women on staff from the level of 26.9 per cent (as of March, 1985), to 29.4 per cent by March, 1986.

The goal to increase the representation of women by an additional 2.5 per cent was not attained in 1985-86. However, women's representation did increase by 0.9 per cent during the fiscal year, a considerable achievement during a period of reorganization and downsizing in the Service.

- (b) To monitor the recruitment of Correctional Officers to ensure that the best qualified recruits are selected, with proper emphasis placed on experience and personal qualifications.

A pilot tracking system has been initiated to monitor the training and job performance of new recruits in the institutions. A full implementation and evaluation of input data will ensure that highly qualified recruits are selected for the Service.

- (c) To ensure that inmates' language rights are respected by monitoring language service standards in institutions and parole offices.

The monitoring of language service standards has indicated an overall increase of bilingual positions in CSC, thus allowing institutions and parole offices to improve their capacity provide services to inmates in both official languages.

- (d) To integrate the Staff Training and Development Branch and the Personnel Branch into one branch, including the decentralization of responsibilities and accountabilities to the lowest practicable level.

As of April 1, 1986, the Staff Training and Development functions were fully integrated into the Personnel Branch. Each region will be responsible for identifying regional training needs in conformity with national and regional training plans. The regions will provide and maintain facilities and services required to conduct training programs.

- (e) To revitalize the Service's personnel classification program in response to concerns expressed by the public and by Treasury Board.

The classification program in CSC has responded to these concerns centred on the high level of misclassification found throughout the Service.

Major improvements include: the audit of 100 positions, resulting in a 95 per cent classification performance rating; the increased use of line managers in the classification decision making process, ensuring that all new or significantly changed jobs are now evaluated by committees comprising at least two trained line managers; the provision of advice to line managers on the cost implications arising from reclassification or organization proposals.

- (f) To continue developing a proactive comptrollership role for Finance throughout CSC.

During the year, positions were established and staffed to provide comptrollership support and advice to National Headquarters branches. Since reorganization, this role has been absorbed into the Finance Branch.

- (g) To promote budget development techniques for an equitable budget base.

Improvements were made in the budget development methods and were modified to reflect a decentralized approach to budget preparation.

- (h) To introduce microcomputers to replace existing rental terminals.

Microcomputers were successfully installed as planned. Local Finance Offices are benefitting from the use of stand-alone soft-

ware for financial applications in support of their comptrollership advisory role.

Performance Goals for 1986-87

In 1986-87, Administration will respond to proposed changes and challenges occasioned by the restructuring of the roles and responsibilities of National Headquarters, and to the recommendations resulting from Operational and Resource Management Reviews. This will include:

- Strengthening the financial planning and accountability processes in support of an effectively integrated management framework in co-operation with Corporate Policy and Planning.
- Implementing a revised mandate for Finance with particular emphasis on financial analysis and advice to managers.
- Improving the content and style of financial reports for Senior Managers throughout the Service.
- Providing CSC with the necessary administrative tools to achieve its person-year redistribution and reduction objectives with the least possible negative effect on employees through application of the Government's "Work Force Adjustment" policy.
- Developing and implementing in a creative and innovative manner, a

succession planning system for management positions, in accordance with the Service's approach to organizational structure, allocation and resourcing of the management complement.

- Monitoring closely the effect of Work Force Adjustment with specific attention to the Affirmative Action Program to identify and rectify any situation which might impede its progress.

3. Custody of Inmates

The Security Branch has primary responsibility for the custody of inmates. The three major components or sub-activities of the branch are:

Operational Security, which is concerned with the execution of security operations involving the custody, control and supervision of inmates. It includes development of security programs and policies for the planning and management of crises, security designs and construction standards, the staffing of security posts and the development of staff training programs.

Preventive Security, which is responsible for the collection, collation and analysis of intelligence and security information. This provides Senior Administrators at Regional and National Headquarters, as well as officials in the Solicitor General's Office, with prompt and accurate information, enabling

Resource Summary: Administration

	1981-82		1982-83		1983-84		1984-85		1985-86	
	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY*
Personnel	10,478	250	9,981	272	10,674	238	11,624	250	11,570	256
Staff Training	6,704	133	6,734	113	7,776	133	9,628	143	7,020	119
Administration	13,043	330	18,885	382	21,978	449	26,609	460	23,081	453
Finance	12,407	308	13,791	324	17,382	334	21,143	345	19,275	336
Total	42,632	1,021	49,391	1,091	57,810	1,154	69,004	1,198	60,946	1,164

* Person-Years

them to anticipate or react to security-related problems.

This function includes developing and maintaining an inmate profile system, compiling and analyzing incident reports, and applying government security procedures regarding staff and visitors to institutions.

Inmate Population Management, which plans, controls, and effects the transfer of inmates among the various regions across Canada. This group ensures the optimum utilization of inmate accommodation at all security levels and in special-purpose facilities. It develops policies for dealing with particularly dangerous inmates, administers the national program for the operation of highest security level institutions (S-7), and processes all transfers in and out of these institutions.

Initiatives and Results

- (a) To implement a trial urine testing program for the detection of intoxicants.

A urine testing program for the detection of intoxicants has been implemented at Joyceville Institution, Prison for Women and Cowansville Institution.

The implementation period is now completed in Joyceville and Prison for Women. However, Cowansville has not yet implemented this program since its inmates are disputing the constitutionality of this program before the Provincial

Court. The Court hearing has been held and a decision is awaited.

It is planned to extend implementation of this program to five additional institutions by April, 1987. During the following two fiscal years, 20 other institutions will be added. The program will thus be in place at 28 major institutions (medium and maximum security) by April, 1989.

- (b) To develop an automated duty roster system to more effectively deploy institutional staff.

A pilot system was developed and run in five institutions. The results of the pilot demonstrated the utility and value of such a system. Extension of the project is now being considered by Senior Management.

- (c) To develop an automated inventory system for the control of security equipment throughout the Service.

The initiative to decentralize the Service rendered this objective as non-viable. Manual systems are in place in all regions and these may be automated in future.

- (d) To devise strategies for the reduction of inmate transfers between regions.

The Service has adopted a philosophy of regionally-based population management in the management of its inmate population. Policies developed in line with this philosophy have resulted in a significant reduction in inter-regional transfers. Specifically, protective cus-

tody inmates are increasingly held in their region of origin and exchange of service agreements with the provinces are alleviating the need for transfers as a result of overcrowding.

- (e) To operate a Perimeter Intrusion Detection System (PIDS) at Saskatchewan Penitentiary, Kent Institution, Collins Bay Institution, Drummond Institution and the Regional Reception Centre, Quebec.

PIDS have been installed and commissioned at Kent, Collins Bay, Drummond, and the Regional Reception Centre. Modifying the system to operate effectively in conventional walled institutions caused some delay but this has been overcome. The installation at Saskatchewan Penitentiary is expected to be completed in late 1986.

Performance Goals for 1986-87

- Containing escapes in the various security levels at the following rate per 1,000 inmates; S7, S6, Multi-Level (ML) (Maximum security); and S5, S4 and S3 (Medium security).

S-7 = 0 S-5 = 4 per 1,000
S-6 = 2 per 1,000 S-4 = 6 per 1,000
ML = 2 per 1,000 S-3 = 9 per 1,000

- Ensuring that all Institution Emergency Response Team members receive five days refresher training and that all other eligible Security Officers receive three days refresher training.

Resource Summary: Custody of Inmates

	1981-82		1982-83		1983-84		1984-85		1985-86	
	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY*
Custody of Inmates	108,629	3,378	117,288	3,306	130,747	3,322	143,315	3,509	140,436	3,525

* Person-Years

4. Offender Case Management

Offender Case Management prepares offenders for their return to the community as useful citizens by providing counselling and opportunities for social, emotional, physical, and spiritual development, and by supervising offenders when they are released into the community on parole or mandatory supervision.

Case Management starts when staff decide on the most appropriate institution for a newly sentenced offender — based mainly on the risk the offender poses and the individual's personal needs. As an inmate, the offender is assigned a case management team to assist him or her to develop a program that could include schooling, job training, work within the institution, crafts and recreation, and contact with family or others.

Staff also help the inmate prepare a plan of living to follow release — and make sure the support systems the inmate is counting on (family, employers, etc.) are in fact present. Case workers have continuous contact with offenders who have been conditionally released, and may order a person's return to custody if it appears he or she is beginning to pose a threat to society.

Psychological counselling and therapeutic services are offered to offenders during their incarceration and, when warranted, while they are on parole. Staff chaplains and volunteers provide programs of religious services and education, pastoral counselling and visitation. To recognize the specialized needs of women and Native offenders, the Service established a new Native and female offenders' directorate early in 1985.

Initiatives and Results

(a) To ensure there is an efficient and effective penitentiary placement system; that critical information

and rationale for initial placement accompany the inmate to his or her institution; and that the final penitentiary placement report is completed and forwarded within 30 days of sentence.

The penitentiary placement system is an ongoing activity. Guidance related to the process is provided in the Case Management Operating Instructions and compliance monitoring is being carried out.

(b) To ensure that special needs of female offenders are met through a pro-active approach to programming, both in institutions and in the community, that is in keeping with CSC's statement of values.

A Commissioner's Directive on Special Needs of Female Offenders has been produced and guidelines on this Directive are in process. Regional Committees, comprising of federal, provincial and private sector agencies, have been established to enable those agencies to remain conversant with the needs of female offenders.

(c) To further develop and refine the data base on which resourcing is provided to the regions to implement and maintain treatment programs for alcohol and drug abuse offenders.

A study was completed on the treatment programming for substance abuse. The report has identified key categories of data that are necessary for informed decision-making related to the provision of programs for substance abuse offenders.

(d) To support pilot projects that identify more cost-effective programs for offenders with substance abuse problems.

A project to identify and develop programs for substance abuse was completed. Restraint measures and changing CSC priorities have caused some delay in implementation.

(e) To increasingly meet identified needs with special programs for

offenders. Special needs areas include Native concerns, social and cultural issues, suicide prevention and drug and alcohol abuse.

The Commissioner's Directive on Native Spirituality has been amended to include all special needs of Native offenders. Steps have been initiated to establish new Native Community Residential Centres and work camps.

(f) To significantly decrease the number of transfers and protective custody cases.

A Task Force on Inmate Population Management identified root causes for the large number of both transfers and protective custody cases. Strategies for reducing both problems are now well underway. These include implementation of regional plans for integrating protective custody inmates and the development of new inmate classification instruments. The authority to transfer inmates has been further decentralized. This has reduced the number of inter-regional transfers occurring for reasons associated with over-crowding, security and protection.

(g) To develop and maintain administrative agreements with other countries to effectively carry out the *Transfer of Offenders Act* and related treaties.

This is an ongoing activity which consists of establishing and maintaining uniform international transfer procedures with countries with which Canada has entered into transfer treaties or conventions. The goal is to streamline and standardize the transfer process and thereby ensure effective implementation of the transfer program.

In the 1985-86, three such arrangements were revised and updated and an additional four were developed for implementation in 1986-87.

(h) To ensure that living unit principles are revised in line with CSC's

statement of values and are made standard in all institutions.

A major review of all policies has been undertaken and living unit principles have been incorporated in various Commissioner's Directives which will require all operational units to adopt the principles. A full consultation with the regions as been completed and the policies are being prepared for dissemination and implementation.

- (i) To assist regions and provincial correctional officials in ensuring the timely and effective implementation of the new exchange of service agreement between the CSC and Alberta, and similar agreements with other provinces.

Assistance is provided on an ongoing basis through a newly-established directorate, Interjurisdictional and Private Sector Relations. The Alberta agreement is currently fully implemented and work is on schedule with respect to agreements with other provinces and territories.

- (j) To ensure that, by the end of 1985, regions devise plans to manage their own offender populations and are ready to implement those plans by the end of fiscal 1985-86.

Plans have been developed by all regions to manage their own populations. There is a heavy reliance on a number of yet untested options to manage discrepancies between available cells and projected inmate populations. There will, however, be minimal reliance on inter-regional movement of inmates with the exception of inmates in the Special Handling Unit program.

- (k) To plan and implement an approved three-year plan in light of special initiatives studies on chaplaincy in 1984-85.

The study of chaplaincy services in each institution led to a three-year plan to review job descriptions, programming to various security levels, evaluation and accountability procedures. The study on team ministry developed a program to build the quality of staffing service delivery.

- (l) To develop standards for chaplaincy.

A study of the management of chaplaincy service was inaugurated and concurrently Operational Standards were developed with a consultation process initiated.

Performance Goals for 1986-87

- Containing escape rates: the goal is to contain the escape rate at minimum security institutions (level S1 to S2) to 175 per 1,000 inmates or less.
- Continuing current program initiatives: these plans include initiatives to provide support and treatment, where indicated, to those offenders demonstrating special needs (e.g. alcoholics, sex offenders, drug offenders and long-term offenders). In addition, initiatives geared directly to female and Native offenders including enrichment programs at the Prison for Women, Native spirituality programs and native liaison programs are continuing.
- Examining the changing role of operational units and personnel; and developing program and resourcing standards accordingly.

Resource Summary: Offender Case Management

	1981-82		1982-83		1983-84		1984-85		1985-86	
	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY*
Offender Programs-										
General	4,539	160	4,573	163	4,848	143	6,769	123	6,019	89
Chaplaincy			1,636	14	2,894	23	3,067	23	3,388	22
Social and										
Community Programs	19,337	336	21,873	362	26,507	332	28,852	348	30,766	363
Case Management	86,487	2,267	54,964	1,125	57,450	1,234	63,534	1,353	65,421	1,431
Psychology			2,932	76	3,522	73	3,965	79	4,051	79
Living Unit			37,905	1,057	43,066	1,107	47,503	1,141	47,748	1,171
Total	110,363	2,763	123,883	2,797	138,287	2,912	153,690	3,067	157,393	3,155

* Person-Years

5. Education, Training and Employment of Inmates

This activity includes revenue-producing groups and program groups. Under the *Penitentiary Act* and Regulations, the Service is restricted to selling goods and services produced by inmate labour to federal, provincial and municipal governments, or to charitable, religious or non-profit organizations, unless special authorization is obtained from Treasury Board. Approximately 80 per cent of sales are made to federal government departments and agencies.

Industries Division (CORCAN), manufactures goods in 92 different shops in 22 institutions. Major products include upholstered and modular office furniture, mail transfer boxes, shoes and clothing, shelving, computer workstations, lockers, and printing.

Automated Document Processing Division (ADP), is a service bureau offering diversified micrographics, word processing, data entry, data processing and videotex communications, as well as mailing and distribution services.

Agribusiness Division produces about 25-30 per cent of the food consumed in CSC institutions. Inmates work at six farms, one market garden, and four greenhouse operations. They are also trained and employed in forest harvesting and renewal activities at five institutions.

Education and Training Division offers inmates academic and vocational courses at 26 schools in medium and maximum institutions, and some in minimum security institutions. Each school provides academic education and vocational skills development ranging from literacy and life skills programs, through elementary and secondary upgrading, to college

certificate/diploma and university degree programs.

Initiatives and Results —

- (a) To realize the following CORCAN program revenues through the sales of industrial products, services and food stuffs: Industries — \$9 million, ADP — \$509,000, Agribusiness — \$4.8 million.

Actual program revenues were:

	Target	Actual
Industries	\$ 9 million	\$ 10,2 million
ADP	\$ 509,000	\$ 493,000
Agribusiness	\$ 4.8 million	\$ 269,000*

* Effective Fiscal year 1985-86. The accounting treatment of agribusiness sales within CSC does not record the sale as revenue. However, the fair market value of foodstuffs produced and consumed by CSC was in the order of \$4.5 million.

- (b) To establish an internal marketing and sales capability with regional sales representatives actively marketing both national and regional products as well as providing support services to regional customers.

All regions now have internal sales capabilities with representatives providing support for both regional and national products.

- (c) To implement a management improvement program at five institutions so Industries operations become more cost efficient and the basic business systems of these institutions are strengthened.

Management improvement programs were successfully implemented in five institutions. These programs resulted in production increases in the order of 40 per cent over 1984-85. Costs improved and business systems were strengthened. It is anticipated that 1986-87 will bring a further strengthening of business systems and reduced costs as the program is expanded to other institutions.

- (d) To continue the integration of automated document processing services so inmates will have contemporary job opportunities and employable skills upon their release.

The Service is continuing the integration of ADP services; this is an ongoing process as the Service responds to changing technology.

- (e) To operate a comprehensive post-release employment program that includes the development of policy and procedures, a national parolee employment profile, and the continuation of joint Employment and Immigration Canada/CSC committees at the regional and national levels.

The goal of developing and implementing a comprehensive post-release employment program was not met, although some significant progress can be reported.

The development of formal policy and procedures was delayed due to a CSC moratorium on the creation of new policy instruments. This moratorium, announced in May, 1985, was part of a Service initiative to review all existing policy directives with the objective of eliminating or combining directives where possible.

Joint committees of EIC/CSC continued during 1985-86. Ten regional joint committees were formed and were active during the year. Benefits have included increasing eligibility for ex-offenders for training programs, increased funding of community projects by EIC and increased involvement of EIC in institutional training. During 1985-86, CSC invested approximately \$1.8 million in 41 post-release employment projects including 10 jointly funded with EIC. In addition, EIC invested more than \$5 million in Outreach and Job Corps projects targeted for federal and provincial ex-offenders.

- (f) To implement qualification standards covering education, technical skills and relevant experience for all inmate jobs.

The achievement of this initiative was to be realized by a two-step process. The first step was the establishment of a simple typology which would serve as the basis for elaborating the specific qualifications for each job listed in the Inmate Employment and Pay Administration Manual. The second step was development of an implementation strategy at the institutional level.

Step one was completed. Step two was not achieved. In March 1986, the Service began a formal review of the Inmate Pay Program which led to a decision to abandon the goal of developing a nationally consistent job dictionary.

- (g) To attain or better a student:teacher ratio of 9.5:1 and to achieve an operational cost per full-time equivalent student of \$8,500 in current dollars.

The goal of achieving a student:teacher ratio of 9.5:1 was surpassed with an actual ratio of 10.2:1. The cost per student was \$7,774 compared to the 1984-85 cost of \$8,775.

Performance Goals for 1986-87

- Producing gross revenue from the sales of industrial products of \$12.4 million. This goal is related to CSC's objective of ensuring the continuous employment of 1,100 offenders in the CORCAN shops through the production of \$8,755,000 (at direct cost) worth of saleable product.
- Producing approximately 30 per cent of CSC's food needs with a market value in the order of \$5.2 million.
- Generating a revenue of \$815,000 in information processing services (ADP).

- Maintaining the overall inmate/teacher ratio at 9.5:1 or better and containing or reducing the cost per pupil in constant dollars. This goal includes:

- reviewing all current educational and personal development programs to determine whether or not they are consistent with the corporate priorities and consistent with inmate needs;
- developing standards that can be used in the ongoing monitoring of the effectiveness of the educational and personal development programming within CSC.
- Employing 94 per cent or more of the available inmate population. The achievement of this goal is shared with other correctional activities that employ inmates.

Resource Summary: Education, Training and Employment of Inmates

	1981-82		1982-83		1983-84		1984-85		1985-86	
	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY*
Industries	22,058	326	22,301	321	22,286	326	26,507	323	23,555	309
Education and Training	17,710	281	20,101	277	23,083	286	28,723	287	25,935	282
Agriculture Operations	4,805	70	5,577	75	5,810	76	8,124	89	7,723	98
Automated Document Processing			1,238	5	1,113	12	1,688	9	1,428	15
Inmate Incentives	8,975		9,708	-	10,203	-	10,839	1	13,317	17
Total	53,548	677	58,925	678	62,495	700	75,881	709	71,958	721

*Person-Years

6. Health Care

Health Care Services: Twenty-six health care centres, located in maximum and medium security institutions, provide service to thirty-two institutions. Arrangements to provide services are made with local physicians, clinics and hospitals for minimum level institutions geographically remote from a health care centre.

Health care centres provide ambulatory and out-patient services, including medical, dental, optometric and nursing services. A limited number of infirmary beds are available to provide primarily short-term care. Health care centres coordinate inmate access to community medical services for diagnosis, treatment and rehabilitation for more complex health problems.

Psychiatric Services: Psychiatric services are provided to inmates on an in-patient and out-patient basis. Short-term or minor problems may be treated in institutions by consultant psychiatrists and health care centre staff or by professional staff from regional psychiatric centres providing an out-patient service. Patients who require hospitalization, or those who may benefit from longer-term treatment, are

transferred to one of three CSC regional psychiatric treatment centres located in the Pacific, Prairie and Ontario regions or to provincial mental health facilities. Quebec region's psychiatric services are provided exclusively by l'Institut Philippe-Pinel under a federal-provincial agreement.

resource people to be presented on video cassette is also underway.

the emphasis on teaching inmates to take responsibility for their own health.

Initiatives and Results

- (a) To develop national plans to meet the needs of developmentally handicapped inmates and those suffering from chronic mental illness.

A unit for the chronically mentally ill was initiated at Saskatchewan Penitentiary. An evaluation of the unit has been carried out prior to consideration of similar units in other institutions.

- (b) To develop and implement a strategy for the inservice education and development of nurses employed by CSC in order to enhance the recruitment and retention of nursing staff.

An educational program is being developed to be delivered by Computer Assisted Learning (CAL) in the work setting. In addition, development of subject matter by

- (c) To implement workload standards for health care units within CSC as a follow-up to the staffing study approved by senior management in January, 1985.

Two initiatives have been taken to respond to this goal:

- 1) identification, through a regional pilot project of potential areas of improvement in Health Care Centre operations; and
 - 2) the development of a Quality Assurance Program for institutional Health Care Centres.
- (d) To develop and implement a more efficient system of dispensing and administering medication to inmates.

Seven institutions have implemented the unit dose drug distribution system. These pharmaceutical services are contracted to a community pharmacy or local hospital. In 25 per cent of CSC institutions, medications with a low abuse potential, such as antibiotics or non-steroidal anti-inflammatory agents, are distributed weekly. This marks a major change in the philosophy of health care delivery within CSC, placing

- (e) To develop automated support for health care centres and regional psychiatric and treatment centre operations.

An evaluation of the modules implemented to date at the pilot project sites, Mountain Institution, Edmonton Institution and the Federal Training Centre, Laval, was carried out in February, 1986. The findings of the evaluations will be presented to Senior Management prior to any expansion of the program.

Performance Goals for 1986-87

- Implementing program changes to provide effective multi-disciplinary mental health services more cost-effectively. This includes:
 - examining the Pacific Region ambulatory mental health team as to cost effectiveness and client satisfaction with a view to implementation in the Ontario Region;
 - assisting the Quebec Region to examine the costs and benefits of the Pinel agreement with a view toward alternative methods of psychiatric service delivery for the region.

Resource Summary: Health Care

	1981-82		1982-83		1983-84		1984-85		1985-86	
	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY*
Health Care	31,551	526	35,043	533	36,174	497	40,411	526	41,545	543

* Person-Years

7. Technical Services

Accommodation Requirements and Construction manages major projects, such as building new institutions and undertaking extensive renovations to older ones. The division is therefore responsible for developing accommodation requirements, real property and facility planning as well as establishing accommodation guidelines and technical criteria.

Engineering and Maintenance maintains the Service's plant, and manages the vehicle fleet, fire and occupational safety, and energy conservation operations.

Materiel Management provides for the acquisition, storage, issue and disposal of goods and services for all activities of the institutions, as well as providing a range of services including housekeeping, laundry and inmate canteen operations.

Telecommunications and Electronics installs, tests and maintains electronic and telecommunications equipment. This group is also responsible for research and development of electronic devices and systems that will make the Service's operations more cost-effective.

Food Services provides meals for inmates and duty meals for staff.

Initiatives and Results

- a) To complete that portion of the accommodation plan applicable to 1985-86 at an estimated cost of \$123.3 million. The plan is under review and may be revised significantly.

In response to a government-wide call for restraint, the CSC Accommodation Plan was significantly reduced during 1985-86. Whereas the 1984 Accommodation Plan proposed a ten-year net increase of 3,441 cells over capacity as of August, 1985, the revised plan

reduced this increase to 764 cells. The 1985 plan also proposed continuation of 353 rooms in temporary installations and increasing the use of provincial accommodation through exchange of service agreements with the provinces.

Major construction is continuing on new institutions at Renous, New Brunswick and Donnacona, Quebec and on the expansion of accommodation at Mission, British Columbia. Planning and design work commenced in June, 1985, on the development of a new institution at Port Cartier, Quebec.

- (b) To increase efficiency of the food services delivery system by adopting state-of-the-art technology including microwave cooking and modern food processing techniques. CSC will privatize a number of food service operations where it is economically feasible and practical.

Three institutional sites were established for testing the use of microwave technology in rethermalizing plated meals. The tests were monitored and will continue to be monitored in 1986-87 to determine the applicability of this technology for other CSC operations.

The two Staff Training Colleges privatized their food service operations and plans were being developed for catered food services at Donnacona and Atlantic Institutions. As well, the feasibility of contracted food services at two other sites was being studied.

- (c) To complete implementation of the manual maintenance management system for remaining institutions and to implement the computerized maintenance management system in two regions. To initiate the conceptual design phase of the procurement module and related performance indicators for the Materiel Management Information System (MMIS).

The manual maintenance management system was successfully

implemented in all remaining CSC institutions. The computerized maintenance management system was implemented in three sites. The conceptual design phase of the procurement module and related performance indicators for the Materiel Management Information System was deferred.

- (d) To define resourcing standards required to support institutional programs.

A detailed life-cycle costing study was initiated at Kent Institution, B.C. Work will continue during 1986-87 to define a composite facilities maintenance resourcing model based on such studies at various locations.

- (e) To continue investigating the application of electronics to the Service's operation, and to continue the development and installation of perimeter intrusion detection systems at four major institutions.

Perimeter intrusion detection systems were completed and commissioned at Kent, Collins Bay and the new Drummond Institution in Quebec. Installations were started at Atlantic, Warkworth, Drumheller and Donnacona institutions. The installation at Saskatchewan Penitentiary was restarted.

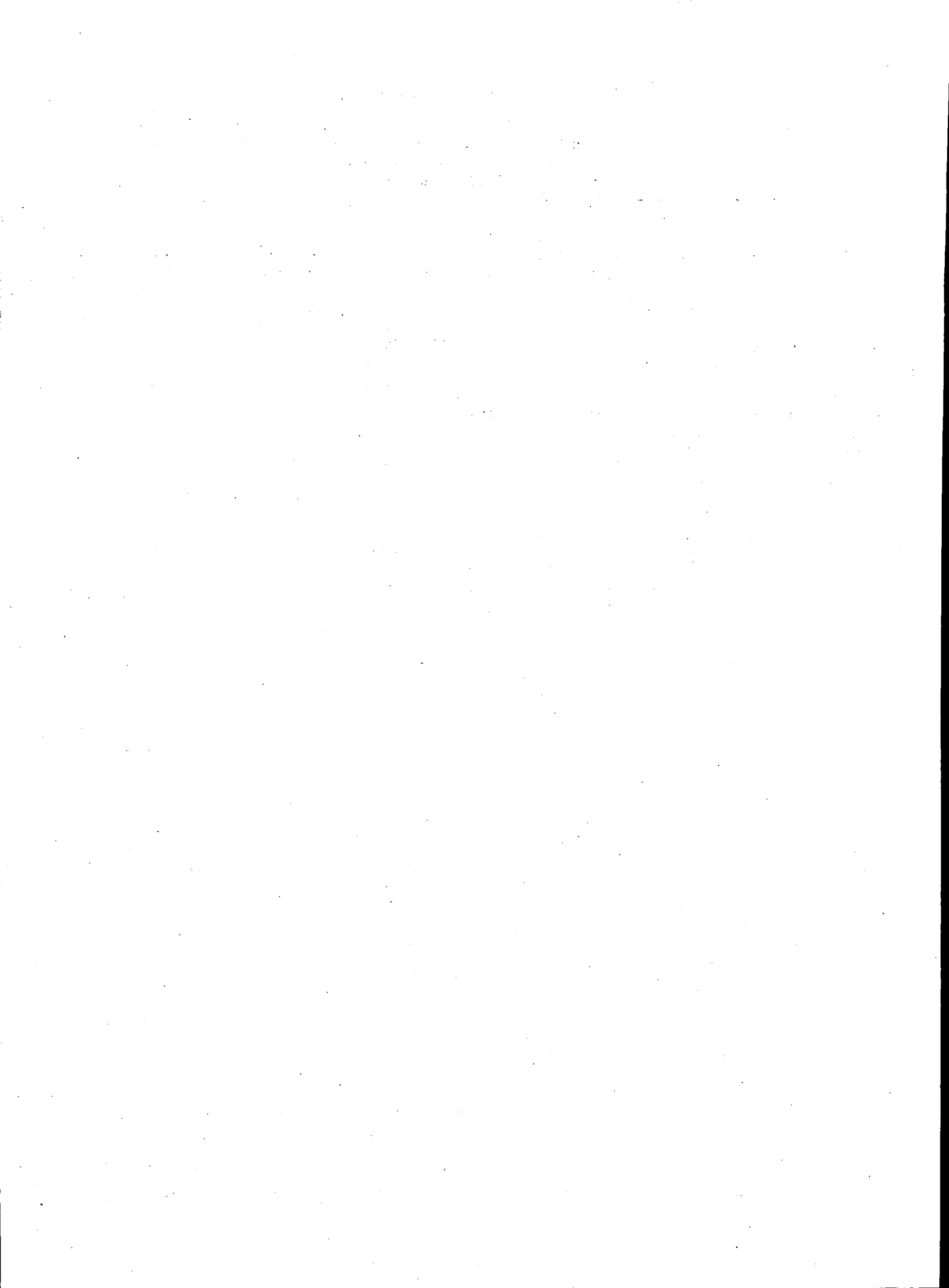
Performance Goals for 1986-87

- Completing that portion of the inmate accommodation plan applicable to 1986-87 at an estimated cost of \$ 68 million (less 15 per cent slippage).
- Privatizing food services operations where it is economically feasible and practical.
- Reducing inventories and warehouse space.
- Continuing to install Perimeter Intrusion Detection Systems (PIDS) in major institutions when such installations are considered to be cost-effective and operationally feasible.

Resource Summary: Technical Services

	1981-82		1982-83		1983-84		1984-85		1985-86	
	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY	000's\$	PY*
Technical Services										
General	55,405	50	59,453	98	97,045	119	108,671	145	129,538	141
Material Management	10,352	208	10,936	160	10,905	166	12,596	166	10,349	161
Food Services	23,274	269	25,607	265	27,407	292	31,044	295	28,134	307
Institutional										
Services	6,610	115	13,253	114	14,289	119	15,423	116	14,122	119
Engineering Architec- ture and Properties	39,118	657	41,498	637	46,124	654	50,077	663	50,398	661
Telecommunications and Electronics	3,158	9	3,553	9	11,649	10	12,233	11	3,220	11
Total	137,917	1,308	154,300	1,283	207,419	1,360	230,044	1,396	235,761	1,400

* Person-Years





Appendices

The following statistical tables provide further detailed information on the operations of The Correctional Service of Canada:

1. Average Number of Offenders on Register
2. Financial Performance by Activity
3. Expenditures for the Past Five Years by Activity
4. Person-Year Utilization
5. Expenditures for Assistance to Private Agencies
6. Revenues
7. Cost of Maintaining Offenders—Summary
8. Average Number of Employed Inmates
9. Number of Security Incidents
10. International Transfers

Appendix 1

Average Number of Offenders on Register*

	1981-82	1982-83	1983-84	1984-85	1985-86
Inmates	9,765	10,638	11,523	12,039	12,502
Parolees and Mandatory Supervision	5,272	5,276	5,762	5,895	6,092
Total	15,037	15,914	17,285	17,934	18,594

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

Appendix 2

Financial Performance by Activity (\$000)*

	1985-86		
	Estimates	Actual	Change
Custody of Inmates	149,392	140,436	8,956
Offender Case Management	163,140	157,393	5,747
Education, Training and Employment	76,534	71,958	4,576
Health Care	43,701	41,545	2,156
Technical Services	282,711	235,761	46,950
Planning and Management	21,765	21,650	115
Administration	58,589	60,946	(2,357)
Original Estimates	795,832	729,689	66,143
Supplementary Estimates and other authorized changes	5,710		5,710
Total Appropriation	801,542	729,689	71,853

Appendix 3

*Expenditures for the Past Five Years by Activity**
(\$000's)

Year	Planning and Management	Custody of Inmates	Education, Training and Employment	Offender Case Management	Health Care	Technical Services	Administration	Total
<u>1981-82</u>								
Operating	15,676	108,026	51,312	109,582	31,340	88,352	41,677	445,965
Capital	443	603	2,236	781	211	49,115	955	54,344
Total	16,119	108,629	53,548	110,363	31,551	137,467	42,632	500,309
<u>1982-83</u>								
Operating	16,014	116,676	56,506	123,326	34,836	93,818	48,463	489,639
Capital	983	612	2,419	557	207	60,482	928	66,188
Total	16,997	117,288	58,925	123,883	35,043	154,300	49,391	555,827
<u>1983-84</u>								
Operating	17,204	130,064	59,967	137,643	35,923	100,052	56,391	537,244
Capital	1,783	683	2,528	644	251	107,367	1,419	114,675
Total	18,987	130,747	62,495	138,287	36,174	207,419	57,810	651,919
<u>1984-85</u>								
Operating	22,710	142,188	71,678	152,926	39,981	110,379	67,563	607,425
Capital	4,834	1,127	4,203	764	430	119,665	1,441	132,464
Total	27,544	143,315	75,881	153,690	40,411	230,044	69,004	739,889
<u>1985-86</u>								
Operating	21,419	140,103	69,552	156,907	41,255	106,530	59,948	595,714
Capital	231	333	2,406	486	290	129,231	998	133,975
Total	21,650	140,436	71,958	157,393	41,545	235,761	60,946	729,689

* Expenditures in this table are in thousands of current dollars, not inflation-adjusted constant dollars.

Person-Year Utilization

	1981-82	1982-83	1983-84	1984-85	1985-86
Planning and Management	300	270	288	322	343
Administration	1,021	1,091	1,154	1,198	1,164
Custody of Inmates	3,378	3,306	3,322	3,509	3,525
Offender Case Management	2,763	2,797	2,912	3,067	3,155
Education, Training and Employment	677	678	700	709	721
Health Care	526	533	497	526	543
Technical Services	1,308	1,283	1,360	1,396	1,400
	9,973	9,958	10,233	10,727	10,851

Expenditures for Assistance to Private Agencies (\$)

	1981-82	1982-83	1983-84	1984-85	1985-86
Expenditures for private after-care services*	6,326,000	8,054,000	10,268,326	12,155,020	15,180,462
Contributions:					
Frontier College	—	55,955	72,095	70,969	75,700
Canadian Association for the Prevention of Crime	22,000	22,000	22,000	—	—
L'Association des rencontres culturelles avec les détenus	44,000	47,000	50,995	53,089	52,456
M2/W2 Association of New Westminster, B.C.	36,000	40,000	42,400	50,000	55,000
Operation Springboard, Toronto	54,000	60,808	62,000	77,604	77,604
Prison Fellowship of Canada	—	7,014	9,222	9,683	9,683
St. Leonard's Society of Canada	—	40,000	21,000	—	—
Prison Arts Foundation	—	24,250	25,700	—	—
University of Saskatchewan	—	—	25,000	—	—
Canadian Training Institute	—	—	16,500	95,032	59,202
Contributions — habitual criminal status relieved	—	—	—	137,103	—
Anglican Diocese	—	—	—	15,000	15,000
Association des services de réhabilitation sociale	—	—	29,367	7,213	—
Service d'aide des prisonniers	—	—	8,300	—	—
Y.M.C.A.	—	—	—	9,293	10,748
Maison Painchaud	—	—	10,000	26,000	—
Canadian Jaycees	—	—	—	10,013	—
Via Travail	—	—	—	12,000	—
Corporation de diffusion des arts carcéraux	—	—	—	8,900	—
Interfaith Committee	—	—	—	25,000	30,000
John Howard Society	—	—	10,000	45,000	—
Native Counselling Services of Alberta	—	—	217,889	179,605	195,426
Native Clan Organization	—	—	80,837	113,172	113,172
Christian Council	—	—	—	5,250	5,250
Allied Indian and Métis Society	—	—	92,640	115,000	130,000
Residence Emmanuel Grégoire	—	—	—	6,850	—
Bridge House	—	—	—	—	20,000
Burwash Native Peoples Project	—	—	—	—	89,250
Canadian Criminal Justice Association	—	—	—	—	10,000
Community social services— Montreal	—	—	—	—	19,000
Native Liaison	—	—	—	—	15,750
Other**	—	56,776	20,802	10,757	7,450
Total	156,000	353,803	816,747	1,082,533	990,691

* Includes community assessments, parole supervision and temporary absence supervision as residential after-care services.

** Contributions less than \$5,000.

Appendix 6

Revenues (\$000)

	1981-82	1982-83	1983-84	1984-85	1985-86
Industries and Auto-mated Document Processing	7,467	10,308	7,721	12,890	10,701
Agribusiness	996	1,280	1,398	1,941	269*
Inmate Canteen	4,036	4,537	5,245	5,694	6,053
Board and Lodging paid by inmates	164	135	194	156	173
Other revenue	1,777	2,751	2,728	4,151	5,783**
Total	14,440	19,011	17,286	24,832	22,979

* Effective fiscal year 1985-86 the accounting treatment of agribusiness sales within CSC does not record the sales as non-tax revenue.

** Includes revenue from federal-provincial agreements for inmate maintenance (\$206,819), psychiatric services provided under contract (\$319,361), adjustment of previous year's expenditures (\$4,631,336), and miscellaneous revenue items (\$626,283).

Appendix 7

Cost of Maintaining Offenders—Summary 1985-86

	Average population	Total cost	1985-86 Average annual cost per offender	1984-85 ⁽⁵⁾ Average annual cost per offender
Maximum—Male ⁽²⁾	3,544	173,710,875	49,015	49,702
Maximum—Female	109	6,262,095	57,450	55,741
Medium	5,993	213,548,925	35,633	35,726
Minimum	624	18,502,103	29,651	31,525
Farm	515	18,976,483	36,848	36,678
C.C.C.	457	9,708,900	21,245	20,384
Total Cost At Institutional Level	11,242⁽¹⁾	440,709,381	39,202	39,648
Cost of Centres not in Operation	11,242	2,479,758	221	75
Staff College Costs	11,242	7,698,665	685	1,085
Parole Office Costs	7,131	44,326,145	6,216	6,422
NHQ Costs ⁽⁴⁾	18,373	44,773,654	2,437	3,265
RHQ Costs ⁽³⁾	18,594	55,726,601	2,997	3,114
Total	18,594	595,714,204	32,038	33,870

Note:

- (1) Represents the average number of inmates actually in institutions (the "midnight count").
- (2) The maximum male category includes 29 inmates housed in Her Majesty's Penitentiary, St. John's, Newfoundland at a cost of \$448,052.
- (3) Average population includes 221 federal inmates housed in provincial institutions. Cost includes billings from the provinces under federal-provincial agreements for the maintenance of federal inmates in provincial institutions (\$8,303,669) and for parole suspension services (\$2,730,352).
- (4) Represents the total number of inmates actually in the institution plus parolees on federal and provincial day parole, full parole and mandatory supervision.
- (5) 1984-85 figures have been restated since reallocation to institutions of parole office operating costs relating to community assessment and case preparation has been discontinued.

Appendix 8

Average Number of Employed Inmates

	1981-82	1982-83	1983-84	1984-85	1985-86
Industries	1,227	1,286	1,247	973	1,185
Agriculture	192	229	329	330	415
Education and Training					
—students	1,737	1,796	1,980	1,575	2,652
—clerks	113	142	149	276	175
Technical Services	2,904	3,041	3,186	3,069	3,316
Offender Programs	511	553	582	1,176	657
Automated Document Processing	107	108	112	103	111
Special Employment Programs	113	78	30	393	117
Other employment	141	208	172	254	203
Total Number Employed	7,045	7,441	7,787	8,149	8,831
Unemployed	595	474	465	520	489
Inmates not available for work*	2,125	2,723	3,271	3,370	3,182
Total Inmates	9,765	10,638	11,523	12,039	12,502

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

Appendix 9

Number of Security Incidents

Category	Number of Incidents				
	1981-82	1982-83	1983-84	1984-85	1985-86
Murder	7	6	14	8	5
Attempted murder	4	—	—	—	—
Assaults on inmates (by inmates)	263	330	416	408	410
Assaults on staff (by inmates)	113	126	120	135	123
Suicides	11	16	16	21	17
Attempted suicides	63	65	51	78	49
Escape rate (per 1000 inmates)	23	24	20	24	16
Use of Force					
—firearms	38	65	41	36	23
—gas	47	33	81	129	140
Hostage-taking	5	4	4	10	6

International Transfers

Year	No. of Transfer Operations	Country	Transferred to Foreign Country	Transferred to Canada
1978	1	U.S.A.	40	29
1979	3	U.S.A.	24	16
	3	Mexico	0	9
1980	5	U.S.A.	15	14
1981	3	U.S.A.	5	12
	1	Peru	0	1
1982	1	U.S.A.	3	4
	1	Peru	0	1
1983	7	U.S.A.	4	21
	1	Mexico	0	3
	2	Peru	0	4
1984	9	U.S.A.	2	19
	2	Mexico	0	3
	1	Peru	0	2
1985	7	U.S.A.	0	14
	2	Mexico	0	7
Sub-Total	36	U.S.A.	93	129
	8	Mexico	0	22
	5	Peru	0	8
Total	49		93	159



Canadian Security Intelligence Service

The *Canadian Security Intelligence Service Act* provides the basis for CSIS activities. Section 2 of the Act defines threats to the security of Canada, while Sections 12 through 16 define the primary duties and functions of the Service in relation to those threats. Section 12 provides the Service with the authority to collect, by investigation or otherwise, information or intelligence on groups and individuals whose activities may on reasonable grounds be suspected of constituting a threat to Canada's security. This mandate empowers the Service to conduct security intelligence investigations and operations to the extent strictly necessary to determine the nature of a security threat to Canada.

Section 15 of the *CSIS Act* permits the Service to conduct security investigations pursuant to its authority to provide security assessments under Section 13 and security advice under Section 14. The policy guidelines under which the Service conducts its security screening program were approved by the Cabinet Committee on Security and Intelligence on December 18, 1985.

Section 19 of the Act defines the Service's role and responsibilities in disclosing otherwise confidential information that may pertain to criminal activity, Canada's international relations or the public good as defined by the Solicitor General.

During the past year, and in response to Government direction, the Service has placed greater emphasis on its counter-terrorism program to ensure that Government and local law enforcement agencies are provided with security-intelligence on terrorist threats to the lives and property of Canadians. Information about Service activities in respect of its counter-terrorist and other obligations in relation to Section 12 and Section 19 of the *CSIS Act* is classified and provided only to authorized recipients.

In view of the necessary degree of secrecy attached to activities of the CSIS, the *CSIS Act* has established two independent review mechanisms to satisfy the Canadian public that CSIS is operating within its mandate. An Inspector General appointed by the Governor-in-Council monitors the Service's compliance with its operational policies and reviews operational activities. In addition, five Privy

Councillors who are not members of the Senate or the House of Commons, and who have been selected after consultation between the Prime Minister and leaders of the Opposition parties, have been appointed to comprise the Security Intelligence Review Committee. Their function is to review generally the service's performance of its duties and to investigate any complaints made against it. Both the Inspector General and the Security Intelligence Review Committee have complete access to CSIS records, excepting Cabinet Confidences.