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Solicitor General of Canada**

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Solicitor General
of Canada



Solliciteur général
du Canada

To His Excellency
The Right Honourable Ray Hnatyshyn
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, 1991
to March 31, 1992.

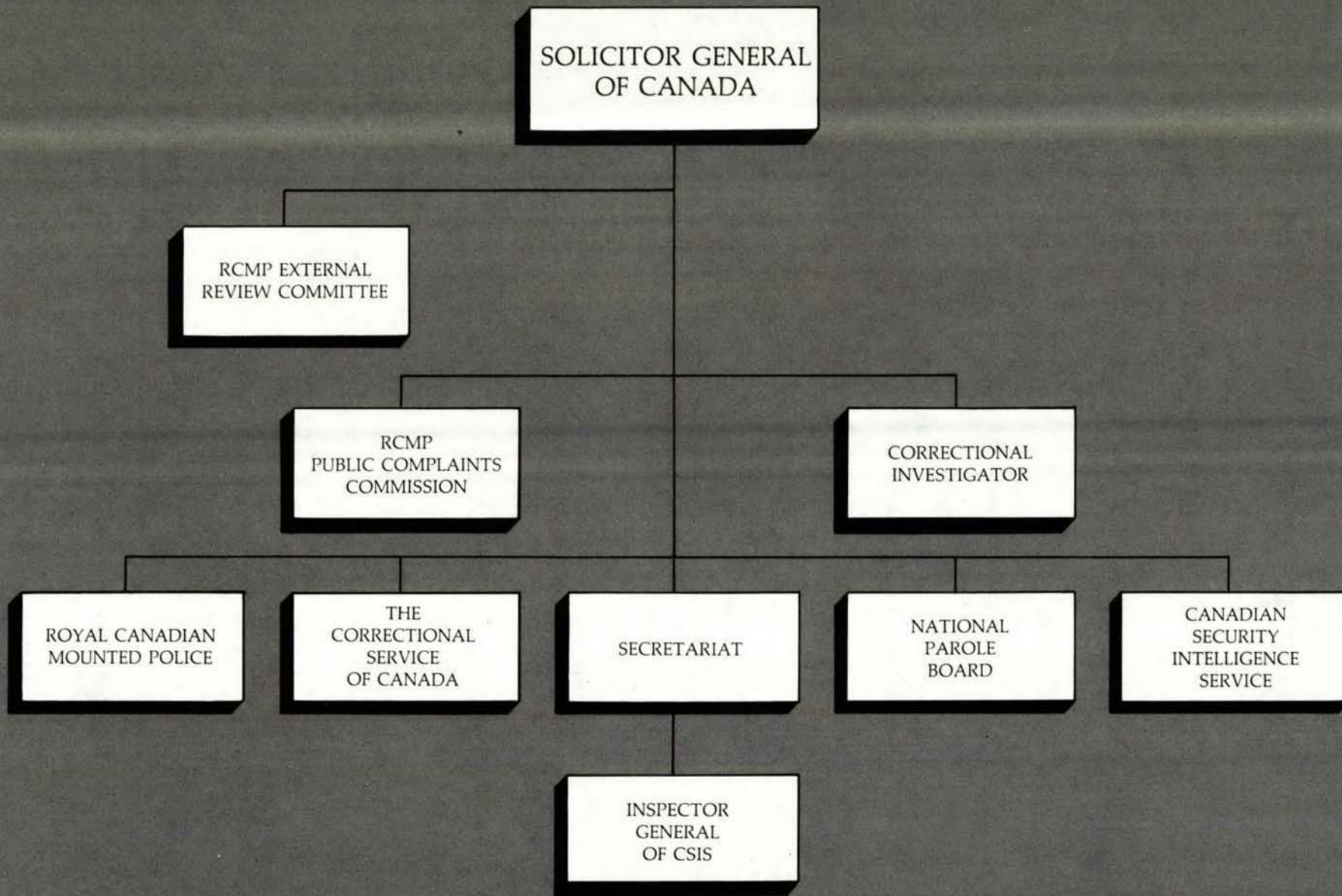
Respectfully submitted,

A handwritten signature in black ink, appearing to read 'D. Lewis'.


Hon. Doug Lewis, P.C., M.P.

CONTENTS

The Ministry of the Solicitor General	1
The Department	3
Secretariat	5
Police and Security Branch	6
Planning and Management Branch	7
Corrections Branch	7
Communications Group	8
Inspector General of the Canadian Security Intelligence Service	8
Appendices	9
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Royal Canadian Mounted Police	13
Program Objective	15
Organization	15
Operations	16
Protective Policing	20
Law Enforcement Services	21
Corporate Management	25
Administration	27
Highlights of 1991-92	31
Objectives for 1992-93	32
<hr/>	
National Parole Board	33
Program Areas	35
Highlights of 1991-92	35
Statistical Overview	36
<hr/>	
The Correctional Service of Canada	45
Mission	46
Organization	47
Achievements	49
Management Support Services	52
Appendix: Financial Performance by Activity	55
<hr/>	
Canadian Security Intelligence Service	57
The Mandate of CSIS	58
The Powers of CSIS	59
Highlights of 1991-92	59
The Controls of CSIS	61
Independent Review of CSIS	62



THE MINISTRY OF THE SOLICITOR GENERAL



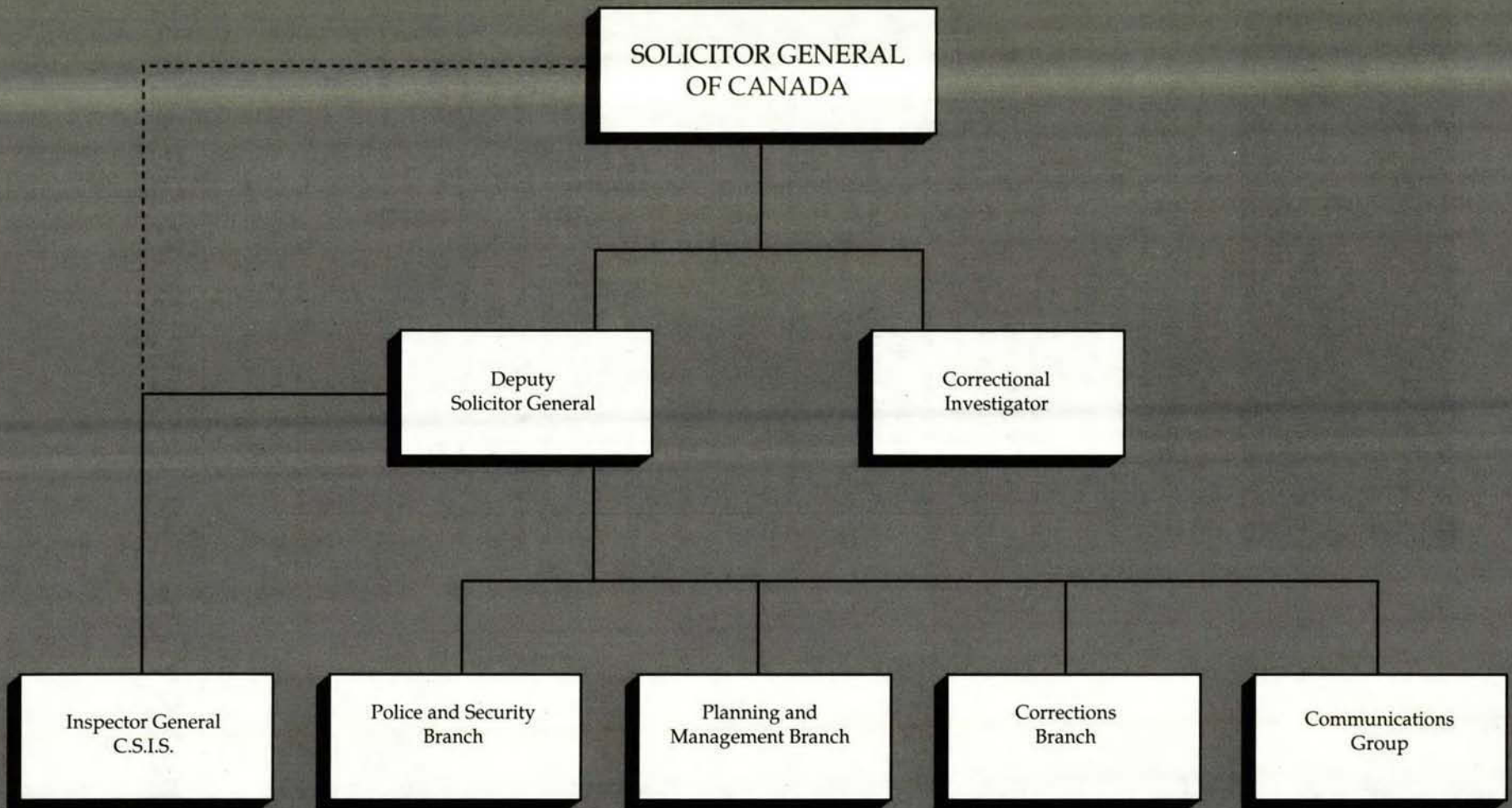
The Ministry's 30,000 police, penitentiary guards, parole officers, security intelligence officers, policy advisors and support staff work to protect Canadians from threats to personal and national security and from infringements upon their rights and freedoms.

The Ministry comprises the Royal Canadian Mounted Police (RCMP), the National Parole Board (NPB), the Correctional Service of Canada (CSC), the Canadian Security Intelligence Service (CSIS), the RCMP External Review Committee, the RCMP Public Complaints Commission, and a department that includes the Office of the Correctional Investigator, the Secretariat and the Office of the Inspector general of CSIS.

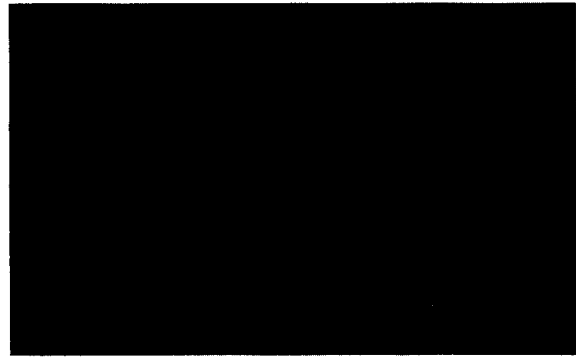
The Solicitor General administers the *Department of the Solicitor General Act*, the *Royal Canadian Mounted Police Act*, the new *Corrections and Conditional Release Act*, the *Prisons and Reformatories Act*, the *Canadian Security Intelligence Service Act*, the *Security Offences Act*, the *Criminal Records Act* and the *Transfer of Offenders Act*. The Ministry's operational responsibilities are carried out under acts such as the *Identification of Criminals Act*, the *Official Secrets Act*, the *Diplomatic and Consular Privileges and Immunities Act* and the *Immigration Act*, which are administered by other departments. The RCMP enforces all federal statutes, such as the *Criminal Code of Canada*, when they are not under the jurisdiction of another department or agency.

This report details the activities and accomplishments of the Ministry for the 1991-92 fiscal year, except for the Office of the Correctional Investigator, the RCMP External Review Committee and the RCMP Public Complaints Commission which produce separate annual reports tabled in Parliament by the Solicitor General.

THE MINISTRY OF THE SOLICITOR GENERAL



THE DEPARTMENT

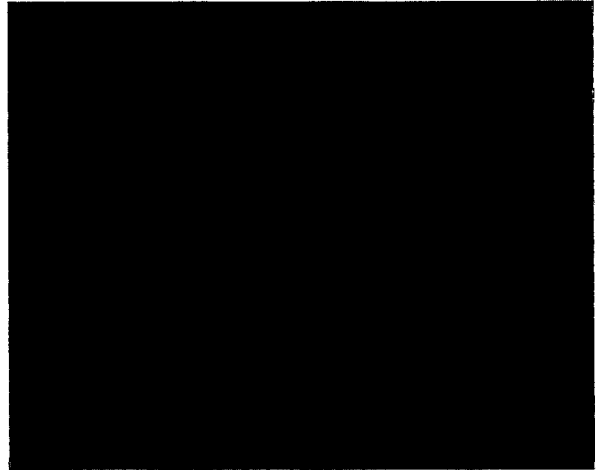


The Department is made up of the Secretariat, the Office of the Inspector General of CSIS and the Office of the Correctional Investigator.

Because the Inspector General (IG) reports to the Deputy Solicitor General who is the head of the Secretariat, the report of the IG will follow the Secretariat's report.

The Correctional Investigator presents a separate annual report.

THE DEPARTMENT



The Secretariat advises and assists the Solicitor General in discharging his responsibilities for:

- Providing direction to the agencies of the Ministry;
- Exercising national leadership in policing, law enforcement, security, corrections and conditional release; and
- Answering in Cabinet and Parliament for the Ministry.

Headed by the Deputy Solicitor General, the Secretariat's organization is in keeping with the Ministry's mandate for corrections, policing and security intelligence. It has three branches: Police and Security, Planning and Management, and Corrections. There is also a Communications Group that serves the Secretariat as a whole.

SECRETARIAT

Police and Security Branch

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

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

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

Highlights of 1991-92

During the year, the Branch:

- Contributed to the comprehensive review of the First Nations policing policy and implemented appropriate recommendations of the Alberta Task Force on Natives and the Criminal Justice System, as a framework for improved policing and corrections services for Aboriginal communities;
- Implemented the Cabinet-approved initiative concerning the First Nations policing policy which increased federal support for policing services to on-reserve Aboriginal communities and shifted the responsibility from the Department of Indian Affairs and Northern Development to the Ministry of the Solicitor General.
- Contributed to the Aboriginal Justice Initiative to increase police awareness of Aboriginal issues and improve relationships between the police and Aboriginal communities;
- Initiated a study of the cost-base used by RCMP contract jurisdictions to cost-share RCMP services currently provided under the new RCMP police service agreements;
- Concluded new 20 year agreements for RCMP policing services with provincial, territorial and municipal governments across Canada;
- Began large-scale research and demonstration projects concerning family violence, as well as continued with initiatives to design programs of treatment for the rehabilitation of offenders;
- Promoted multicultural policing issues through the establishment of committees to review related topics and through the establishment of a national Centre of Excellence, the Canadian Centre for Police-Race Relations;
- Provided police and law enforcement policy and legislation advice in relation to amendment of the *Criminal Code* provisions dealing with electronic interception of private communications and in relation to regulations pertaining to enforcement of psychoactive substance control legislation, and improved proceeds of crime legislation;
- Contributed in cooperation with the Departments of Finance and Justice, the RCMP and Customs, to policy development on international money laundering;
- Focused on the Solicitor General's component of the National Drug Strategy (improved police effectiveness and practical application);
- Designed and began implementation of a five-year training plan to evaluate the effectiveness of present counter-terrorism arrangements; conducted two

exercises, one in the National Capital Region and the other in Saskatchewan, and briefed all parties on incident management according to the National Counter-Terrorism Plan;

- Completed an enhancement project that included improvements in communications, data management and decision support linkages;
- Provided assistance for the coordination of government's response to the recommendations of the Special Committee reviewing the *CSIS Act* and the *Security Offences Act*;
- Coordinated the release of the first public statement of the Solicitor General on national security, timed to coincide with the release of the first public report by CSIS.

Planning and Management Branch

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

Highlights of 1991-92

- In 1991, a task force was established by the Deputy Solicitor General to measure gender equity within the Ministry Secretariat. The Gender Equity Task Force prepared a report and action plan for review by senior management. Implementation is expected for 1992-1993.

- The Branch implemented an integrated procurement and financial management system (PARMS II) and an automated records management system (RIMS).

Corrections Branch

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

Highlights of 1991-92

During the year, the Branch:

- Developed legislation to replace the existing *Penitentiary Act* and *Parole Act*. The legislation enhances the access of victims and the public to information on the corrections and parole process and includes a clear statement as to the mandate of the Correctional Investigator;
- Developed recommendations for reform of the *Criminal Records Act*;
- Responded to the Parliamentary review of the detention provisions contained in Bill C-67. Thirteen of sixteen recommendations were accepted by the government and included in the new *Corrections and Conditional Release Act*; and
- Established an Aboriginal Corrections Unit to develop a coordinated approach to policy development, research and development, evaluation, federal-provincial relations and communications respecting Aboriginal community corrections initiatives.

Communications Group

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

Highlights of 1991-92

In 1991-92, the Communications Group produced publications that included statutory annual reports and specialized documents, information material on Bill C-36 (an Act respecting corrections and conditional release) and Bill C-71 (an Act to amend the Criminal Records Act). The Group worked on the production of a series of videos for judges about corrections in Canada. It also participated in many exhibitions and professional conferences across the country with a corporate exhibit representing the Secretariat and the four Ministry agencies. These activities will be continued in 1992-93.

INSPECTOR GENERAL OF THE CANADIAN SECURITY INTELLIGENCE SERVICE

The *Canadian Security Intelligence Service Act* (CSIS Act) of 1984 created the Canadian Security Intelligence Service (CSIS). It also established two review agencies, external to CSIS -- the Inspector General (IG) and the

Security Intelligence Review Committee (SIRC).

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

The statutory functions of the Inspector General are fourfold:

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

The IG systematically reviews CSIS operational activities, emphasizing major programs and practices unique to CSIS as a security intelligence agency. The IG reviewed the CSIS Director's most recent report on the Service's operational activities, submitted the required certificate to the Solicitor General and submitted a number of review reports to the Solicitor General, who provided copies to SIRC.

Appendices

Financial and Human Resource Summary for 1991-92

	Vote	Budgetary Expenditure (\$000's)	Human Resource Utilization
Department	1*	28,716	259
Canadian Security Intelligence Service	5*	N/A	N/A
Correctional Service of Canada	10*	853,556	10,286
	15 (Capital)	<u>97,102</u>	
		950,658	
National Parole Board	20*	23,608	343
Royal Canadian Mounted Police	25*	1,672,921	20,925
	30 (Capital)	<u>108,265</u>	
		1,781,186	
	Less Receipts and Revenues Credited to the Vote	<u>605,290</u>	
		1,175,896	
RCMP External Review Committee	35*	1,310	14
RCMP Public Complaints Commission	40*	3,927	<u>28</u>
			31,855

* Includes Statutory

Departmental Program

The following table shows the human resources utilized and the financial resources expended by organization within the Departmental Program for 1991-92.

	Human Resource Utilization	Budgetary Expenditure (\$000)
Police and Security Branch	80	8,297
Corrections Branch	26	3,014
Planning and Management Branch	87	11,690
Communications	14	1,469
Executive*	27	2,383
Review Agencies	<u>25</u>	<u>1,863</u>
TOTAL	259	28,716

* Includes the offices of the Solicitor General, the Deputy Solicitor General, and Legal Services.

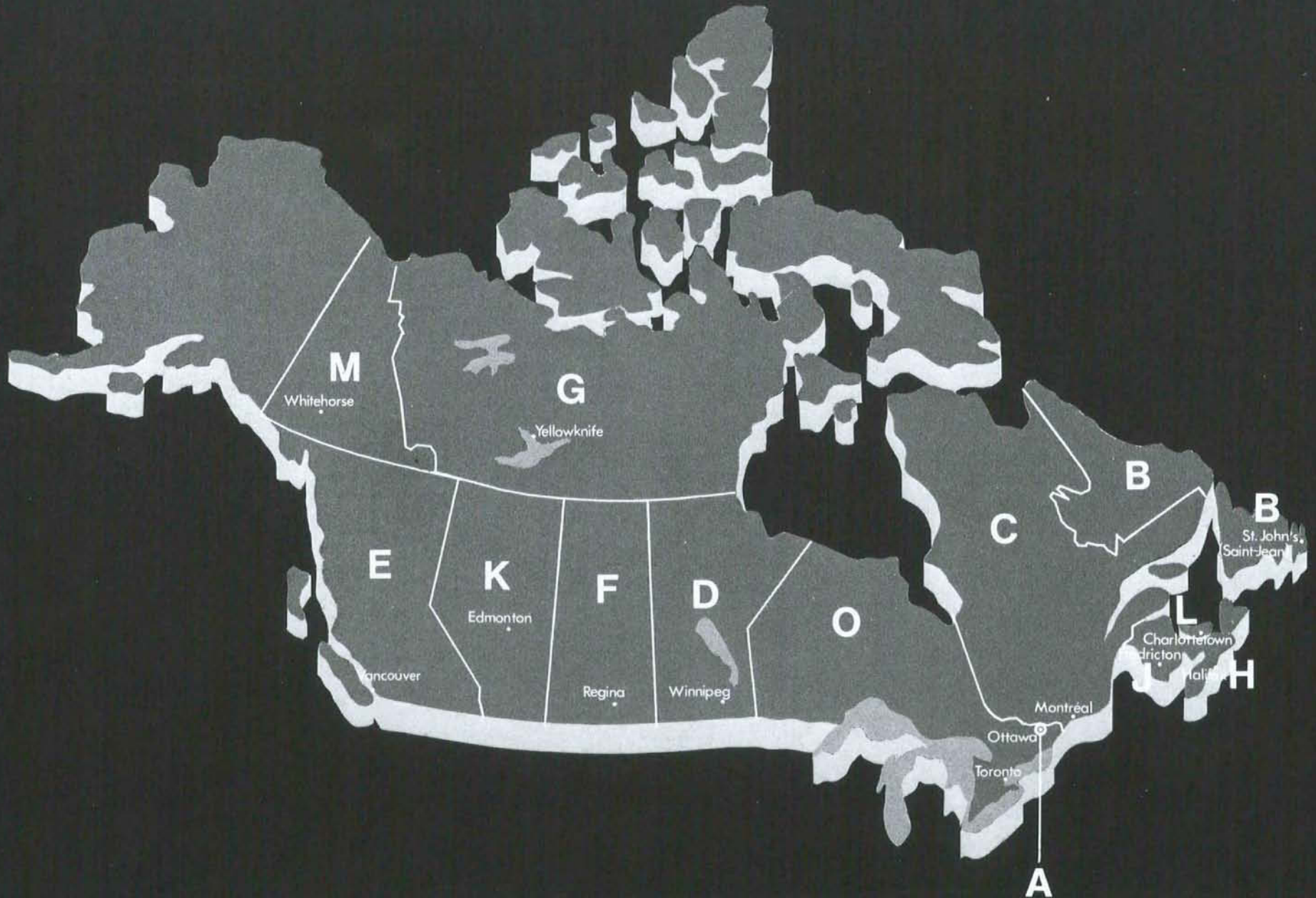
Departmental Program

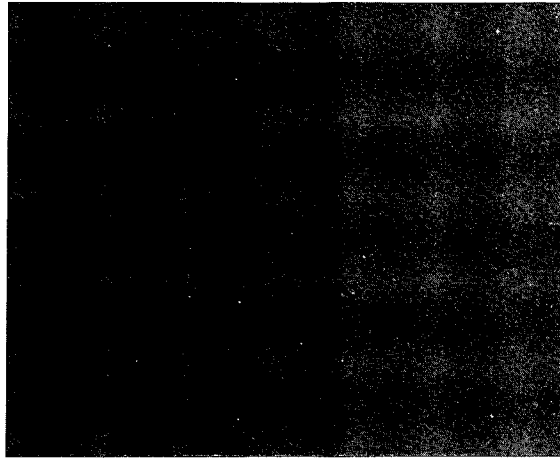
Expenditures by Object (\$000's)	1991-92
<hr/>	
<i>Personnel</i>	
Salaries and Wages	14,570
Contributions to employee benefit plans	<u>2,474</u>
	17,044
<i>Goods and Services</i>	
Transportation and Communication	1,974
Information	966
Professional and Special Services	3,185
Rentals	246
Purchased Repair and Upkeep	477
Utilities, Materials and Supplies	460
Grants and Contributions	3,932
All Other Expenditures	<u>(176)</u>
Operating	11,064
Capital	608
<hr/>	
	28,716
<hr/>	

Note: The Departmental Program includes two planning elements: the Ministry Secretariat and the review agencies (the Inspector General of CSIS and the Office of the Correctional Investigator).

ROYAL CANADIAN MOUNTED POLICE

Division Designations





The Royal Canadian Mounted Police (RCMP) was organized in 1873. Its actual role is based on authority and responsibility assigned under the *Royal Canadian Mounted Police Act*. This Act establishes the RCMP as a federal police force, provides the legislative basis for operation and authorizes the Solicitor General of Canada to enter into policing agreements with provincial, territorial and municipal governments. *Part IV of the Canadian Security Intelligence Service Act* gives the RCMP primary responsibility for duties assigned to peace officers in respect of offences constituting a threat to the security of Canada, or where the victim is an "internationally protected person" (IPP) within the meaning of Section 2 of the *Criminal Code*. In addition, a number of Cabinet directives and international agreements assign protective responsibilities, while a substantial number of agreements with other federal departments and police agencies further define RCMP enforcement responsibilities.

ROYAL CANADIAN MOUNTED POLICE

COMMISSIONER

D/COMMISSIONER
OPERATIONS

D/COMMISSIONER
LAW ENFORCEMENT
AND PROTECTIVE
SERVICES

D/COMMISSIONER
ADMINISTRATION

D/COMMISSIONER
CORPORATE
MANAGEMENT

COMMANDING OFFICER
(NCR)
"A" DIVISION

COMMANDING OFFICER
NEWFOUNDLAND
"B" DIVISION

COMMANDING OFFICER
QUEBEC
"C" DIVISION

COMMANDING OFFICER
MANITOBA
"D" DIVISION

COMMANDING OFFICER
BRITISH COLUMBIA
"E" DIVISION

COMMANDING OFFICER
SASKATCHEWAN
"F" DIVISION

COMMANDING OFFICER
NORTHWEST TERRITORIES
"G" DIVISION

COMMANDING OFFICER
NOVA SCOTIA
"H" DIVISION

COMMANDING OFFICER
NEW BRUNSWICK
"I" DIVISION

COMMANDING OFFICER
ALBERTA
"K" DIVISION

COMMANDING OFFICER
PRINCE EDWARD ISLAND
"L" DIVISION

COMMANDING OFFICER
YUKON
"M" DIVISION

COMMANDING OFFICER
ONTARIO
"O" DIVISION

ROYAL CANADIAN MOUNTED POLICE

Program Objective

The objective of the RCMP is derived from Section 18 of the *Royal Canadian Mounted Police Act* and is:

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

In striving to achieve this objective, the RCMP prevents, detects and investigates offences against federal statutes; provides investigational assistance and protective security to other federal departments and agencies; and protects internationally protected persons and Canadian dignitaries. Crime is detected and prevented, laws are enforced and law and order are maintained in provinces, territories and municipalities under contract. Canadian law enforcement agencies are assisted through the provision of specialized police training, forensic laboratory services, identification and criminal information services and integrated automated information services. The RCMP also provides coordinated and common support services to the program objective.

Organization

The *Royal Canadian Mounted Police Act* provides the legal basis upon which the RCMP is organized. The authority and accountability for executing the requirements of the Act rest with the Commissioner, supported by deputy commissioners and divisional commanding officers. The Commissioner reports to the Solicitor General of Canada, who in turn is responsible to the Parliament of Canada.

Four deputy commissioners manage the following activities: Operations, Protective Services, Law Enforcement Services, Corporate Management, and Administration. One deputy commissioner is responsible for the combined activities of Law Enforcement and

Protective Services. Directors assist the deputy commissioners at Headquarters by managing portions of the Law Enforcement Program as described hereafter.

The RCMP's Operational Plan Framework describes the diversified functions and responsibilities of the organization. These functions and responsibilities can be achieved within the context of the five activities reflecting therefore the new RCMP activity structure. The numerical information contained within this document has been aligned to reflect this new activity structure. The five activities are:

The Operations activity includes a wide variety of law enforcement programs in support of federal, provincial and municipal governments. Assistance to and cooperation with accredited police agencies and services to the general public are provided.

The Protective Services activity provides security and protection for Canadian and foreign dignitaries, federal government facilities/assets, major events as well as designated airports, and encompasses the research, development and evaluation of security equipment, materials and concepts.

The Law Enforcement Services activity assists all Canadian law enforcement agencies by providing specialized police training, forensic laboratory, identification and information services.

The Corporate Management activity includes the management of strategic and corporate planning, corporate policy formulation, financial planning, audit and program evaluation. Responsiveness and accountability is ensured by the coordination of communications, public affairs, information access and external review and appeals.

The Administration activity encompasses the organization and management of the department's human resources, its training programs, staffing, health and language services, and the administration of materiel management, the real property program and services.

Resources Utilized - Law Enforcement

Expenditures (\$000s)	1991-92
Vote 25 (operating)	1,641,421
Vote 30 (capital)	108,264
Pensions	201,117
Grants, Contributions and Other Transfer Payments	37,234
Sub-Total	1,988,036
Less: Receipts and Revenue Credited to Vote	605,201
Total (Net)	1,382,835
Source: Chief Financial Officer	
Person-Years	20,925

Source: Establishment Branch

Operations

The Operations activity includes a wide variety of law enforcement programs in support of federal, provincial and municipal government requirements. Assistance and cooperation is provided to accredited police agencies as well as to the general public. Programs are diverse in nature, involving all aspects of law enforcement at local, national and international levels. Strategies, policies and plans are developed and directed which provide guidance regarding delivery of services. The Operations activity is the focal point, on a nation-wide basis, for the coordination and evaluation of criminal operations and criminal intelligence gathering.

Community and Aboriginal Policing Directorate

The Planning and Research Section of the former Community Based/ Contract Policing Directorate, the Crime Prevention/Victims Services Branch and the Aboriginal Policing Services Directorate were amalgamated to create the Community and Aboriginal Policing Directorate on June 1, 1991.

During 1991-92, RCMP members engaged in community and aboriginal policing, under the agreement for the provision of provincial-territorial police services, investigated 308,085 *Criminal Code* offences (including 41,015 offences against persons, and 146,007 property offences); 21,753 federal statute offences; 963,142 provincial and territorial statute offences; 5,809 municipal by-law and 878,868 traffic occurrences for a total of 1,340,030. In addition, members providing municipal police services under contract responded to 399,242 *Criminal Code* offences (including 36,679 offences

against persons and 222,305 property offences); 11,338 federal statute offences; 503,513 provincial statute offences; 23,157 municipal by-law and 438,568 traffic offences, totalling 967,054 actual offences.

Within the Municipal Police Services, from 1990 to 1991, traffic offences increased 3.75 per cent, violent crime by 8.98 per cent and total *Criminal Code* offences by 11.17 per cent. Within the Provincial-Territorial Police Services, traffic offences increased by 3.04 per cent, violent crime by 7.77 per cent and total *Criminal Code* offences by 9.40 per cent.

The RCMP has participated in the **Police Vocational Venturers/Rovers Program** for the past two years for youth 14-17 years and is now continuing this partnership with Scouts Canada by introducing the Rovers program for youths 18 to 26 years of age.

Consultation and communication has been supplemented by the formation of **Community Consultative Committees** across the RCMP. These are community-based policing initiatives for all detachments within contract/non-contract divisions. The committees are client-based and established on a regional basis. Their aim is to enhance interaction between police and community, provide the public a means of making its ideas and views known, ensure that minority and aboriginal concerns are addressed and solicit feedback and assistance in the daily operations of the RCMP.

Enforcement Services Directorate

Customs and Excise provides for the investigation of smuggling offences (*Customs Act*), offences involving the illicit manufacture and sale of spirits and tobacco products (*Excise Act*), and offences involving the illicit importation or exportation of high technology, strategic goods, and endangered wildlife (*Export and Import Permits Act*). Investigations are also conducted under the *Cultural Property Export/Import Act* and the *National Energy Board Act*. The total number of reported cases for Customs and Excise for 1991-92 is 8,502.

During 1991-92 there were increases in establishment at

Cornwall, Ontario and Valleyfield, Quebec, specifically to address the problem of tobacco smuggling. These sites are principal centres for the smuggling and distribution of illicit tobacco and liquor products.

General Enforcement is responsible for the investigation of various federal statutes that are not assigned to other specific programs.

New environmental legislation is now in place and a memorandum of understanding between the RCMP and Environment Canada for cooperation on enforcement of the *Canadian Environmental Protection Act* has been signed. Members of the RCMP are receiving training and are being prepared to train investigators to deal safely with incidents that may have a dangerous effect upon the environment.

As a result of a government fleet utilization study by Gordon Osbaldeston, the RCMP and the Department of National Defence have entered into negotiations on preventive patrols. Two trial patrols were carried out in 1991 in Newfoundland and Nova Scotia and found to be successful, with others being scheduled for 1992. A memorandum of understanding is being negotiated in this regard. The preventive patrol concept will provide an RCMP presence in waters of Canadian jurisdiction and adjacent harbours.

Immigration and Passport assists federal government departments in the enforcement of the *Immigration Act*, the *Citizenship Act* and the investigation of violations of Canadian passport regulations under the *Criminal Code*.

During 1991-92, Immigration and Passport Sections across Canada responded to and investigated 17,016 complaints. Of this total 9,977 (58.6 per cent) were *Immigration Act* occurrences, 6,159 (36.3 per cent) Refugee Identification investigations, 484 (2.8 per cent) passport occurrences and 396 (2.3 per cent) *Citizenship Act* occurrences.

The focus of these investigations is on fraudulent schemes to circumvent Canadian immigration programs and the illegal acquisition of Canadian immigration, passport and citizenship documents. Major investigations focus on the identification and suppression of organized individuals and groups smuggling aliens to or through

Canada and to decrease the use of illegal documents that enable covert travel. There were 128 reported incidents of organizing illegal entry into Canada.

In cooperation with Employment and Immigration Canada, the RCMP is pursuing a proactive program in which intelligence information on document vendors, alien smugglers, escorts and other persons involved in the illegal movement of people, is being analyzed for investigative purposes. This information is sent to the appropriate authorities for investigation. This proactive endeavour is a portion of the overall goal to eradicate the present organized schemes involving illegal immigration in Canada.

Special Services provides support to investigators in technical and physical surveillance, polygraph examinations and audio and video analysis. During 1991-92, RCMP polygraphists conducted 1,256 examinations. The Audio and Video Analysis Unit (AVAU) examined 95 audio cases and 43 video cases.

Special Emergency Response Team (SERT) is a hostage rescue team which is mandated to resolve terrorist hostage situations and related crises in Canada that are beyond the normal capabilities of the RCMP and other police forces. This singular mandate is carried out under the Solicitor General's directives and control. The team presents a means by which terrorist incidents in Canada can be resolved and international commitments and expectations for curbing international politically motivated crimes can be met.

As a result of a government decision, SERT is to be disbanded in April 1993, and its mandate assumed by the Department of National Defence. To assist in this transfer, members of SERT have been selecting and training members of the Canadian Armed Forces for a smooth transition of duties.

Drug Enforcement

The RCMP is responsible for investigating offences related to the importation, exportation, manufacturing, cultivation, trafficking and possession of narcotics and other dangerous drugs in Canada.

During 1991, the RCMP investigated 38,069 offences resulting in the seizure of drugs having an estimated street value of \$1.9 billion. The total value of drugs seized in 1991 increased by approximately \$500 million over the 1990 seizure value.

Economic Crime

This directorate provides the specialized investigative ability required to combat criminal activity in the business sector. Its activities include the investigation of fraudulent and personal bankruptcies; criminal investigation services within the Canadian securities industry and the maintenance of a national repository of securities fraud information; with Revenue Canada, the investigation, prosecution and recovery of taxes owing to the Government of Canada through the provisions of the *Income Tax Act*; criminal investigation services to departments and agencies of the Government of Canada with respect to abuse of a number of financial programs under statutes such as the *Unemployment Insurance Act*; and the investigation and prosecution of individuals and corporations involved in major business-oriented crime of an interprovincial, national or international nature.

Recently, there has been a notable increase in high-quality counterfeit Canadian currency. This is associated directly with the availability of colour laser photocopiers. There has also been a marked increase in counterfeit credit cards. This is a serious concern as counterfeit credit card transactions are now surpassing counterfeit currency in dollar value. International losses attributable to counterfeit credit cards are expected to reach over \$100 million. Economic Crime Directorate has undertaken a new initiative to adopt a national strategy for suppressing the production of counterfeit credit cards.

Foreign Services

The Foreign Services Directorate provides support and assistance to all Canadian law enforcement agencies which require criminal information or assistance from foreign governments to further Canadian investigations or legal proceedings. It also includes a liaison function which provides a Canadian link with foreign enforcement

agencies for the exchange of information relative to the interdiction of international criminal activity and the maintenance of law and order in Canada.

The Canadian National Central Bureau, INTERPOL Ottawa, ensures material and requests for investigational information are provided to the international police community. Cooperation with the United States is facilitated through the use of the **Automated Canada-USA Police Information Exchange System (ACUPIES)**. Phase two of **ACUPIES** was inaugurated in June 1991. This consists of the exchange of information on property comprising motors, boats, and snowmobile registrations, hazardous materials, aircraft registration and tracking, among other things. Phase three of **ACUPIES** comprises the release of information pertaining to criminal records and criminal name index, i.e. fingerprint and physical descriptions. This phase is scheduled to be operational in August 1992.

The **Register of Stolen Art and Artifacts (ROSA)** data bank is maintained by the Cultural Property Unit of INTERPOL. The Register currently contains over

15,000 entries and is used by Canadian and foreign law enforcement agencies.

Criminal Intelligence

The Criminal Intelligence Directorate (CID) was established on June 03, 1991, amalgamating all of the RCMP's criminal intelligence components, including the former National Security Investigations Directorate (NSID), under a centralized system of management. The purpose of the reorganization was to ensure a centralized, coordinated approach to the gathering and management of criminal information and the production of criminal intelligence.

In July 1991, CID conducted a further marine salvage operation in the Irish Sea, at an estimated cost of \$1.3 million, in an effort to recover wreckage from the 1985 Air India disaster. Divers retrieved debris from the submerged aircraft which is being examined by forensic experts.

Resources Utilized - Operations

Expenditures (\$000s)	1991-92
Vote 25 (operating)	992,900
Vote 30 (capital)	53,972
Grants, Contributions and Other Transfer Payments	0
Sub-Total	1,046,872
Less: Receipts and Revenue Credited to Vote	601,602
Total (Net)	445,270
Source: Chief Financial Officer	
Person-Years	12,924
Source: Establishment Branch	

Protective Policing

The Protective activity encompasses the protective policing functions of the RCMP. These include providing security for certain government dignitaries, government property, internationally protected persons and their residences, and major events. This activity is responsible for coordinating VIP visits, conducting security inspections and surveys of physical installations and providing consultations for officials regarding security requirements. The program also ensures that the RCMP complies with the appropriate legislation and guidelines with respect to the collection, storage, use and disclosure of information relating to internal security and the reliability of personnel screening methods.

Protective Services

Technical Security Services, Electronic Data Processing Security is responsible for providing advice and guidance respecting information technology security to Federal Government institutions.

In 1991-92, this service was delivered through the provision of:

Security reviews	64
Security consultations	124
Computer virus consultations	460
R&D projects	8
Investigative assistance	118

Technical Security Services, Explosives Disposal and Technology includes the Canadian Bomb Data Centre which receives, correlates and disseminates information to accredited police and security forces, both nationally and internationally, on all reported incidents of criminal use of explosives. In 1991, the branch provided information related to explosives or explosives disposal in 1,695 instances. In many cases the information went to multiple users, e.g. bulletins were sent to 498 recipients. Members of the RCMP who are police explosives

technicians provide explosives disposal services in all areas under RCMP jurisdiction.

Technical Security Services, Electronic Security: Counter Technical Intrusion Sections performed 524 inspections to protect private communications from unlawful interception. The Investigational Support Section provided assistance to divisions for 75 criminal investigations. Electronic Security Systems Section assisted 265 times with respect to electronic security systems and devices for the protection of Federal Government information and assets, as well as resident and visiting foreign dignitaries in Canada. To assist the Department of External Affairs and International Trade, an electronic security system was provided and installed in the Canadian Pavilion at Expo '92 in Seville, Spain.

Technical Security Services, Security Engineering: The Security Engineering personnel in 12 field sections and the Headquarters branch provide technical mechanical investigative and protective assistance to RCMP and other accredited police agencies and government departments. Investigative assistance was rendered 835 times in effecting both legally-authorized covert and overt entry operations. Protective security assistance for mechanical security equipment was provided 9,702 times for design, development, test, evaluation, mechanical maintenance and armour consulting purposes.

Technical Security Services, Security Systems is responsible for advising federal institutions through 11 field offices on physical security safeguards to meet requirements of government security standards and developing emergency preparedness plans to meet RCMP requirements of the **Emergencies Act** during international and war emergencies. The service was delivered through provision of:

Consultations	532
Site/design security briefs	4
Architectural specifications	8
Performance standards	3
Security guides	2
Teleconsultations	1,074
Training sessions	70
Vital point ledger reports	310

Airport Policing provides police and security services to Transport Canada as an element of the National Airport Police and Security Program at 18 designated airports. In 1991, a working group consisting of RCMP and Transport Canada technology personnel was established with a mandate to assess the new technologies involved

in the enhancement of airport security, especially in access-controlled zones and to recommend the installation of electronic security equipment. The recommendations of the committee, to be tabled in 1992, should have an impact on the technology already in place.

Resources Utilized - Protective Policing

Expenditures (\$000s)	1991-92
Vote 25 (operating)	146,264
Vote 30 (capital)	8,419
Grants, Contributions and Other Transfer Payments	0
Sub-Total	154,683
Less: Receipts and Revenue Credited to Vote	0
Total (Net)	154,683
Source: Chief Financial Officer	
Person-Years	1,967

Source: Establishment Branch

Law Enforcement Services

The Law Enforcement Services activity provides technical expertise and operational support to all accredited Canadian law enforcement agencies and specialized institutions within the criminal justice system. The services provided include the development and maintenance of a comprehensive program of information management (i.e. data and voice communications) which support the operational activities of the RCMP and the Canadian police community. Forensic laboratory and identification services are made available to Canadian

police agencies, government agencies and the judiciary. Air services are operated throughout Canada to assist RCMP members on operational police duties. Additionally, Law Enforcement Services provides legally trained personnel who carry out a number of functions including RCMP representation in service court proceedings and discharge and demotion hearings.

Informatics Directorate

Informatics Directorate administers the RCMP information management and technology programs through its information management, central operations

and systems development components. Additionally, the operation and administration of the Canadian Police Information Centre (CPIC) falls within the purview of the Informatics program.

The CPIC system serves 7,881 agencies and 56,219 police officers in Canada. More than 9.5 million records are stored on the CPIC system and over 98 million transactions are conducted annually.

A trial installation of the Computerized Integrated Information and Dispatch System (CIIDS) proceeded in the Lower Mainland of British Columbia. This system has been developed to provide a standard computerized information system access and automated dispatch system for operational communications centres throughout the RCMP. The development and application of CIIDS technology is a multi-year program to modernize RCMP communications centres.

The Automated Criminal Intelligence Information System (ACIIS) is a national data bank designed for the storage and retrieval of information relative to organized criminal activities. A comprehensive study of the program resulted in recommendations to enhance and upgrade the system. The objective of the enhancement is to develop a more user friendly system with increased capability for tactical and strategic intelligence analysis.

Continuing emphasis is being placed on an initiative to streamline operational reporting through the reduction of paperwork and increased use of "electronic reporting". The Simplified Paperless Universal Reporting System (SPURS) is intended to improve police productivity by relieving officers of tedious, time consuming information processing tasks so that more time can be directed to primary policing duties. Mobile data terminals will see the creation of a "mobile office". In this environment, officers will complete reports in the vehicle and transmit them to the appropriate data base for inclusion in the normal information flow.

Air Services Directorate

The RCMP operates a fleet of 34 fixed wing and rotary wing aircraft which are used in the support of operational police personnel in their law enforcement commitments

throughout Canada. The aircraft, which are located at 23 strategic locations across Canada, are used primarily for transporting investigative personnel, specialists, prisoners and exhibits, as well as conducting aerial searches for missing or wanted persons. They are also used to transport administrative personnel and equipment to otherwise inaccessible locations. During the latter part of 1991-92, the RCMP purchased a used twin engine Beechcraft King Air to replace a single engine Otter aircraft based in Alberta. In total, RCMP aircraft flew 23,924 flight hours covering in excess of 6.3 million kilometres. During 1990-91, the aircraft flew in excess of 6.3 million kilometres in 24,276 flight hours. There were no accidents involving RCMP aircraft during 1991-92.

During the reporting period, Forward Looking Infrared (FLIR) thermal imaging devices were used in 35 searches for lost or missing persons. Ten of these searches were successfully resolved through the use of the FLIR. In 19 cases, the missing persons were located by other means and the remaining six had perished. FLIR has also been utilized successfully a number of times to search for escaped prisoners or persons fleeing from a crime scene.

Extensive research has been undertaken with regard to aerial photography in the vertical format, which allows for three dimensional stereoscopic viewing. This application offers definite advantages in drug, customs, immigration and *Criminal Code* investigations. This project is being carried out in concert with the Canadian Transportation Investigation Board and Canada Centre for Remote Sensing.

Forensic Laboratory Services Directorate

The Forensic Laboratory Services Directorate provides scientific and technical assistance to the Canadian criminal justice system. The services consist of a central forensic laboratory and seven regional laboratories.

In 1991-92, the Central Forensic Laboratory provided a national service for DNA typing of blood and other human tissue samples. Sixty-two cases were completed, resulting in 15 court trial attendances.

The Canadian Police Research Centre (CPRC) was formally opened in 1991-92. The Science and Technology Branch of the Directorate is the lead agency in this program.

Identification Services Directorate

The **Fingerprint Branch** provides a national computerized repository of criminal fingerprint records for use by the police community and other authorized agencies. A total of 457,000 sets of criminal and civil fingerprint forms were received and searched against the data base during 1991-92, compared with 465,660 the previous year.

There are now eight remote Automated Fingerprint Identification System (AFIS) sites linked to Ottawa, which account for an additional 1,041 scenes-of-crime fingerprint identifications. Further, another 446 searches were initiated by remote sites, resulting in 32 identifications to a previous criminal record.

The **Criminal History Branch** maintains a central repository of criminal history information for the RCMP and over 1,500 other accredited law enforcement agencies in Canada. The repository currently contains computerized microfilmed and hard copy records on approximately 2.5 million individuals who have been charged with, or convicted of, indictable offences. These records include fingerprints and other supporting documentation.

The **Firearms Registration Administration Section** administers the issuance of restricted weapon registration certificates and maintains an automated registry of all restricted weapon certificates issued in Canada. The registry now contains more than 1,150,000 registration certificates accessible by Canadian law enforcement agencies, thereby providing valuable investigational information in a timely manner.

The **Fraudulent Cheque Section** maintains a national repository of fraudulent cheques and other crime-related documents involving handwriting such as extortion notes, holdup notes, and threatening or obscene letters. During 1991-92, a total of 13,698 document comparisons were

completed. These documents represented a face value of \$22 million. These comparisons represent a light decrease from the 14,441 of the previous year, which had a document face value of \$19 million.

The **Missing Children's Registry** is a law enforcement service to the Canadian police community. In addition to monitoring missing children on the Canadian Police Information Centre (CPIC) computer system, the Registry maintains ongoing liaison with police throughout Canada in order to deal effectively with missing children investigations.

The Registry also acts as the Canadian clearing house for missing children investigations, thus forming a part of the network of police clearing houses operating in the majority of states in the United States.

At any given time there are approximately 1,500 to 1,900 cases on the CPIC system, with a monthly average for 1991 of 1,797. At the end of 1991, there were 1,550 cases on the system in the following categories:

Runaways	872
Stranger abduction	32
Accidental	104
Parental abduction	103
Wandered off/lost	42
Unknown	305
Other (missing from another institution)	87

The **Photographic Services Branch** provides a service in support of RCMP operations across Canada. The Branch has a large photographic processing plant, an equipment maintenance operation, and a video production facility.

During 1991-92, services provided included the production of over 2.5 million photographic prints and the completion of 169 video productions and photographic/video assignments.

Forensic Identification Support maintains a repository of forensic identification information and conducts research relative to forensic identification equipment, methods and techniques. Forensic Identification Specialists conduct scenes of crime examinations, compare fingerprints and physical evidence in an attempt to identify criminals.

During 1991, the specialists responded to 48,352 requests for examination of evidence, an increase of 8.4 per cent over the 44,590 requests of the previous year. The examinations by these specialists resulted in the identification of 4,202 individuals, a 12.5 per cent increase over the 3,735 identified the previous year.

The **Regional Forensic Identification Support Section (RFISS)** became an entity in July 1990 when the Bloodstain Pattern Analysis program was transferred to the Identification Services Directorate from the Forensic Laboratories Directorate. This section, which concentrates on serious crime, will continue to operate out of existing RCMP forensic laboratories. The objective of bloodstain pattern analysis continues to be one of supplementing existing identification techniques and procedures with highly sophisticated and complex scenes of crime examination.

Canadian Police College

The Canadian Police College (CPC) provides advanced police training in matters of organization, administration, personnel management and specialized investigative techniques. An integral part of the College is its research and program development function. College courses are available to all domestic and foreign police agencies. Additionally, the College provides lectures and consultations to requesting agencies and produces a variety of publications which reach beyond the regular in-house police audiences.

New initiatives for this year have included the delivery of two French-language Executive Development Courses, a pilot course on Level IV Collision Reconstruction and a new Drug Investigative Technique Course. The CPC is currently developing an addition to the Drug Program: the Operational Management and Supervision of Drug Investigators' course. As well, the development of a Native Awareness Trainers' course has been completed.

The Canadian Police College provided training to 2,330 candidates during 1991. This reflects enrolments of 747 RCMP personnel, 1,434 from other Canadian police agencies, 62 from foreign law enforcement agencies and 87 from other accredited organizations.

Criminal Intelligence Service Canada

Criminal Intelligence Service Canada (CISC) is a national organization administered by the RCMP with a Central Bureau in Ottawa and nine provincial bureaux across Canada. CISC focuses on organized crime, gathers criminal intelligence and ensures that tactical intelligence is submitted through the provincial bureaux where facilities for the collection, analysis and dissemination of criminal intelligence are provided and are accessible to its membership. CISC also provides workshops and courses on criminal intelligence and during 1991-92, it held a number of workshops on youth gangs, outlaw motorcycle gangs, an advanced analytical workshop, and a civil disobedience workshop.

Professional Standards Directorate

Professional Standards Directorate provides a pool of legally trained officers dedicated to full-time adjudication of formal disciplinary matters; other non-legally trained officers from outside the Directorate are nominated to sit on adjudication boards. Each of the boards comprises three officers assisting on a part-time basis. The Directorate also contains a pool of legally trained members to provide consultation and advisory services to divisions and to members in relation to internal disciplinary matters and discharge and demotion reviews. Discipline proceedings, as well as discharge and demotion proceedings, are subject to appellate review by the External Review Committee (ERC), which ensures consistency and fairness in the application of the statutory process, prior to final determination by the Commissioner.

During 1991-92, consultations and advice were provided to the divisions by Professional Standards personnel in 72 disciplinary matters. Three full-time and 49 part-time adjudicators conducted a total of 22 disciplinary hearings across the country, each hearing taking an average of less than three days to complete. Not all cases proceed to adjudication because many are disposed of in an alternate manner, for example by resignation or retirement, withdrawal of proceedings prior to adjudication, and so on.

Resources Utilized - Law Enforcement Services

Expenditures (\$000s)	1991-92
Vote 25 (operating)	232,737
Vote 30 (capital)	26,878
Grants, Contributions and Other Transfer Payments	352
Sub-Total	259,967
Less: Receipts and Revenue Credited to Vote	3,539
Total (Net)	256,428
Source: Chief Financial Officer	
Person-Years	3,008
Source: Establishment Branch	

Corporate Management

The Corporate Management activity was established to allow the RCMP to respond more effectively to the needs of government and the demands of emerging public policy issues, as well as responding to information demands of the public, media and Parliament. The Corporate Management activity includes strategic and corporate planning, corporate policy formulation, financial planning, audit, and program evaluation. Responsiveness and accountability to the government are ensured by the coordination of communications, public affairs, information access and external review and appeals.

Corporate Services Directorate

Corporate Services Directorate develops and coordinates strategic and corporate planning, formulates corporate policy, manages corporate information and conducts program evaluations and management studies. Annual accountability reports and briefings are developed for the Commissioner and in response to the government planning process.

Strategic Planning and Corporate Policy Branch is responsible for the development of the RCMP Strategic Plan and the development and review of all corporate policies. During 1990-91, Strategic Planning and Corporate Policy coordinated contract negotiations between the RCMP and government authorities. The agreement in principle signed September 12, 1991, represented a long-term commitment ensuring continuity in RCMP provincial, territorial and municipal policing services.

Corporate Planning and Management Services Branch is accountable for the coordination of program and resource planning; the coordination, development and submission of Part III of the Main Estimates; the conduct of major management and organization studies on behalf of the Senior Executive; the conduct, implementation and operation of the RCMP Operating Budget Project; the maintenance of the Operational Plan Framework and the development of performance measurements for all Force program/activities.

Program Evaluation Branch conducts periodic, independent and objective assessments and evaluations of the various programs performed by the RCMP. Recent projects have included the various stages in the evaluation process of Drug Enforcement, Traffic, Staffing and Personnel, Training Services, Official Languages, Airport Policing and Professional Standards programs. The latter two are trial projects combining the functions of Audit and Program Evaluation.

Financial Services

The Chief Financial Officer administers the financial affairs of the RCMP. The incumbent is responsible for the optimum allocation and use of financial resources, as well as the development and maintenance of an effective and efficient system of financial administration that satisfies all central government and managerial requirements.

During 1991-92, the RCMP participated in a pilot project for Operating Budgets with varying degrees of authority being conferred upon the divisions involved.

The fiscal year 1991-92 saw the continuation of fiscal restraint and efforts to obtain the best value for money spent. A major project was initiated to develop a process in the Financial Accounting and Reporting System that would permit multi-year control of funds and the ability at year-end to pay invoices against two fiscal years.

Audit Directorate

Audit Directorate conducts comprehensive audits of all divisions and directorates once every five years, or more often as dictated by the Audit and Evaluation Committee.

The objectives of the audit program are to assist senior management in fulfilling its responsibilities by providing an independent appraisal of all activities. These include the legality and propriety of operations, the efficiency, economy and effectiveness of internal management policies, practices and controls, and satisfying the requirements of central agencies, such as the Auditor General, the Office of the Comptroller General, the Public Service Commission, the Commissioner of Official Languages, the Privacy Commissioner and Treasury Board.

During 1991-92, audits were conducted of "L", "H", and "D" Divisions and of Personnel, Professional Standards and Administrative Services Directorates. In keeping with the recommendations of the Office of the Auditor General, with respect to the implementation of program auditing in government departments, a team consisting of Audit and Corporate Services Directorate personnel are currently conducting a study to determine the feasibility of combining audits and program evaluations within the RCMP.

Information Access Directorate

The Royal Canadian Mounted Police Information Access Directorate centrally processes and responds to all formal access requests and develops and monitors policies within the RCMP, as required by the *Access to Information* and *Privacy Acts*.

Requests under both Acts decreased by 14.91 per cent during 1991-92. There were 104 complaints to the Information and Privacy Commissioners against the RCMP. Of those 104 complaints, only four were found to be justified.

Public Affairs Directorate

The Public Affairs Directorate is responsible for several initiatives which are directed at promoting good public relations and conveying an accurate and constructive image of the RCMP in Canada and abroad.

The Musical Ride toured 33 venues in Atlantic Canada and Alberta with a total attendance of 288,100 people. Its members visited schools, hospitals and senior citizens'

facilities on 20 occasions and were involved in 48 media events. Musical Ride members attended 23 official functions.

The various components of the Band performed a total of 310 engagements in 1991-92, including 72 federal or state events. The Band's Canadian tours were in Manitoba, British Columbia, Saskatchewan, Ontario, Alberta and the Northwest Territories. The Band also performed in Singapore and Monterrey, Mexico, under the sponsorship of the Department of External Affairs & International Trade.

The Equitation Section personnel represented the Force in 26 escorts, parades, processions or displays (other than Musical Ride performances).

The Historical Section completed 23 substantial historical projects and responded to 954 requests for information. The section also completed the manuscript for the official history volume entitled *The North-West Mounted Police, 1886-1900*. This volume currently awaits publication.

There were 129,277 visitors to the RCMP Museum in 1991-92.

Resources Utilized - Corporate Management

Expenditures (\$000s)	1991-92
Vote 25 (operating)	59,681
Vote 30 (capital)	990
Grants, Contributions and Other Transfer Payments	0
Sub-Total	60,671
Less: Receipts and Revenue Credited to Vote	0
Total (Net)	60,671
Source: Chief Financial Officer	
Person-Years	742
Source: Establishment Branch	

Administration

The Administration activity maintains an internal administrative policy function and service in relation to

training, staffing and personnel, health, materiel, language and organizational issues. These issues affect members of the RCMP as well as Public Service employees who work for the RCMP. In addition, it is responsible for the management of property, materiel, transport and food-related services.

RCMP Personnel Directorate

Recruiting Branch - The recruitment of target group applicants remains a high priority and efforts are being made to remove systemic barriers that may exist in the present process. This includes a validation study being conducted on the new RCMP recruit selection test (RRST) to determine if the test is culturally biased. A plan to allow people from the target group communities to observe applicant interviews has been developed and will be put into force in the near future. During 1991-92 the following were recruited:

Women	200
Aboriginal Peoples	35
Visible Minorities	58

Multiculturalism Liaison Branch has completed a booklet entitled *Policing in Canada: RCMP Principles and Commitments to Diversity*. It is meant to inform both RCMP personnel and the general public of RCMP philosophy, policy and commitments relating to race relation issues.

A consultant has been hired to examine Aboriginal population projections to determine requirements for Aboriginal members. It is anticipated that the RCMP will need to recruit more Aboriginal people to ensure a representation in the RCMP at least equal to the Aboriginal component of the general Canadian population. More Aboriginal members will be required at all levels in the RCMP to meet the demands flowing from the federal government **First Nations Policing Policy** and to ensure that the Aboriginal component of the RCMP is representative of the Aboriginal populations served in each division.

Employment Equity continues to be of foremost importance to the RCMP and in 1991-92 the Force entered into a joint three year review plan with the Canadian Human Rights Commission. Although not legislated, the RCMP has been voluntarily complying with the spirit and intent of the **Employment Equity Act** since 1989. A position for an employment equity analyst was established within Personnel Directorate during 1991-92.

Public Service Personnel Directorate

This Directorate offers an integrated human resource management program which provides the RCMP with a structure, strategies, policies, plans and a full range of services for public service personnel who work within the RCMP. Through four branches, it supports the law enforcement mission of the RCMP by providing advice and services in the areas of human resources planning/development and employment equity, recruiting and staffing, organization and job classification, staff relations/compensation and occupational safety/health. There are 3,800 Public Service employees supporting the operations of the RCMP.

Further to the Treasury Board decision to proceed with the PS 2000 initiative, a Universal Job Evaluation Plan (UJEP) has been developed which will permit the principle of "equal pay" to be respected. The PSPD has already created a new course in order to train its managers in the rewriting of job descriptions. Almost 1,000 job descriptions have been drafted in order to alleviate the managers' workload.

The PSPD has placed emphasis on recruitment from under-represented groups. Consequently, visible minorities and Aboriginal persons each form 2.7 per cent of the Public Service employee population and disabled persons six per cent.

Training

RCMP Academy - A total of 502 regular member recruits, 25 re-entry members and 264 special constables graduated from the Academy during the fiscal year 1991-92. Training was also provided to other departments in the form of two Canadian Fisheries enforcement courses and three Employment and Immigration peace officer training program courses.

Centralized Training provided the following numbers of courses:

EDP	185
Technical	107
Administrative	94
Operational Techniques	431
Management	187
Identification	260

Identification Training also managed a one year Understudy Training Program for forensic identification trainees who had completed the Forensic Identification Course. Certification Boards were held for 25 trainees at the end of the program together with six regional identification workshops, which 166 candidates attended.

International Training - International Training Branch coordinates the training-oriented visits of foreign police officers to Canada and provides training assistance in foreign countries.

As part of this responsibility the Branch administers the Police Training Assistance Program, which assists qualifying countries with Canadian police training. In addition to receiving 25 Caribbean and Latin American police officers on training courses at the Canadian Police College, the Branch completed a three-year Caribbean Training program, funded by the Canadian International Development Agency (CIDA) and launched training initiatives in Zambia, Thailand and Eastern Europe.

The **Dwyer Hill Training Centre** was responsible for the delivery of 4,200 person-days of tactical training to both the RCMP and outside agencies. The National Capital Region Firearms Training Unit came under the control of the Centre in 1991-92. This unit expended 2,100 person-days of firearms training for "A" Division and "HQ", as well as centralized training courses. The Centre continues to support the SERT, serving as a base of operations, and providing instruction in assault and sniper skills.

University and Language Training - Throughout 1991-92, 19 members attended post-secondary institutions full time: 18 undertook full time degree programs (Law) and one completed a doctorate degree in Microbiology. In addition, 2,731 candidates (2,149 members and 374

public service employees) attended university courses on their own time with the RCMP paying tuition fees.

Second official languages training consumed a total of 84 person-years, of which 37 were for regular language training, and 47 were for Recruit Official Languages Training Program (ROLTP).

Services and Supply Directorate

This directorate provides accommodation, transport, food, materiel and miscellaneous services in accordance with the relevant policies, regulations and statutes.

Accommodation includes 3,338 buildings and 1,778 sites such as laboratories, garages, hangars, self-contained room or dormitory residential accommodation, warehouses, storage sheds, and radio shelters. During 1991-92, major projects undertaken included a new division Headquarters in St. John's, Newfoundland, renovations and addition to the Ottawa stables and the purchase of property in Newmarket for a future subdivision building.

Transport includes 6,992 vehicles (cars, trucks, all-terrain and other vehicles). There are 402 inland water transport boats less than nine metres in length and eight patrol vessels nine to 16 metres in length. In keeping with the government's environmental concerns, as expressed in the **Green Plan**, Transport Management Branch has developed an environmental action plan which addresses those areas of concern for both the land and marine fleet.

Health Services Directorate

The RCMP has developed specifications concerning the purchase of safety boots and riot helmets. The safety boot project was completed in 1991-92 and the riot helmet project will be completed this year.

The Health Services Directorate was re-organized to provide expertise in occupational health, emotional health, and program management. This has been accomplished with the employment of a physician to head the Occupational Health Section, the employment of

a second psychologist and the staffing of the position of Chief, Emotional Health Programs, and the employment of a health care administrator to coordinate the health care administration and program management requirements of the directorate.

In 1991, the approval of a computer-based data collection system for health statistics led to the development of the Health Services Information System (HSIS) which is expected to be in place by April 1, 1993. This system comprises three main parts: the Sick Leave Administration System, the Accident/Incident Reporting System and the Physical Abilities Requirements Evaluation (PARE) Information System. This is a vital project which will have a major impact on the health programs provided to the RCMP. The data base that will eventually be available in the HSIS will enable the Health Services program to analyze trends, evaluate outcomes and initiate or modify programs so that our limited resources are expended in the most effective manner. It will also provide commanding officers with the information required to manage sick leave more effectively.

Official Languages Directorate

The Official Languages Directorate is responsible for the development and implementation of the RCMP Official Languages program and for ensuring compliance with the *Official Languages Act* and derivative policies.

As a result of the publication of the Treasury Board Regulations on Official Languages Communications with and Services to the Public, a study was carried out to determine what effects such regulations would have on RCMP operations. The regulations will have practically

no effect on operations at Headquarters and in detachments located in bilingual regions. On the other hand, far fewer detachments located in unilingual regions will be required to provide bilingual services.

Officers' Staffing and Personnel Directorate

Officers' Staffing and Personnel was elevated from Branch to Directorate status in November 1991. This area provides a centralized staff support service to the Commissioner for the appointment, promotion, training, succession and career planning of all regular member officers (inspectors to deputy commissioners) and civilian members of officer equivalency. This program is also responsible for coordinating and monitoring the Officer Candidate Program.

The mandate of the program is also concerned with providing support to the Commissioner in staffing commanding officer and criminal operations officer positions, consulting with attorneys general or solicitors general under the terms of the Policing Agreement respecting appointments. Other matters under examination by the directorate include changes to retirement regulations; the effects for the RCMP of combined social, economic and personal factors generally working to reduce the mobility of officers and officer candidates; the parameters of promotion and official languages policies and the application of the transfer and review process to appointments made under delegated authority.

The population of officers and officer equivalency is 621. This includes 553 regular member officers, 67 civilian members and one special constable.

Resources Utilized - Administration

Expenditures (\$000s)	1991-92
Vote 25 (operating)	209,839
Vote 30 (capital)	18,005
Grants, Contributions and Other Transfer Payments	36,882
Sub-Total	264,726
Less: Receipts and Revenue Credited to Vote	60
Total (Net)	264,666
Source: Chief Financial Officer	
Person-Years	2,284

Source: Establishment Branch

Highlights of 1991-92

Economic Crime - Private and public sector computer systems in Canada continue to be victimized by suspects located in Canada and abroad. To supplement investigations, a client awareness program involving a federal inter-departmental committee, several international law enforcement and other related forums, has been adopted.

Aboriginal Policing Services - Community consultative groups continue to provide advice which impacts on the RCMP policing services for Aboriginal people. Aboriginal people now enter the RCMP as constables through the standard recruiting process or through the Aboriginal Constable Development Program. To enhance Aboriginal cultural awareness, members of the RCMP receive cross-cultural training as part of Basic Recruit Training at the Academy in Regina.

Enforcement Services - Cooperation between the RCMP and Canada Customs has increased significantly over the 1991-92 fiscal year as a result of a newly completed ministerial agreement on investigative mandates. The formation of joint forces operations to meet specific

enforcement and intelligence requirements has been so successful that they have been expanded where possible.

Internal Initiatives

The development of the *Career Management Manual* absorbed approximately 18 person-years over a three and one half-year period. The manual has become a major human resource management tool, containing personnel selection standards which are based on the principles of job analysis, and are designed to meet the community policing commitments of the RCMP throughout Canada. The updating of the system is a considerable undertaking and will require a permanent commitment of two person-years to maintain it.

The RCMP has commenced a major undertaking to update, streamline and computerize many administrative processes. Current computer systems are some 20 years old and not conducive to the new age of technological information processing.

The newly created Human Resource Management Information Centre has commenced a long-term project to identify computer system requirements for the

management of human resource information. The mandate of the unit is to implement a totally new computer system that will meet the future needs of the RCMP in the human resource information management area.

The RCMP has undertaken three projects under the auspices of the Canadian Association of Chiefs of Police as part of an initiative to increase the efficiency and effectiveness of police training. The Pursuit Driving Study will provide an analysis of the policies and training programs of 15 major police departments, with a view to standardizing training in pursuit driving. A similar study is under way with respect to ethics training. Finally, a third project will examine materials and tests used at police training academies and analyses job requirements in terms of required literacy and basic job skills.

Objectives for 1992-93

Community Policing mission statements have been developed and will be delivered to all division headquarters, sub-divisions, and detachments. These statements set out the commitment of the RCMP to the community and will provide a standard by which the services can be evaluated. Mission statements will also be provided to Aboriginal communities in their respective native language.

Drug Enforcement - The program plan involves concentrating on investigations yielding the greatest results with emphasis on national and international organizations. Efforts will also be concentrated on working in cooperation with other police agencies and government departments to maximize the efficiency of limited resources and mounting an energetic drug awareness program aimed at reducing the demand for drugs. An aggressive approach will continue to be taken toward enforcement of the Proceeds of Crime legislation to remove the profit incentive from drug trafficking through the seizure, freezing and forfeiture of assets derived from the sale of drugs.

Criminal Intelligence - The RCMP has undertaken the development of a new National Operations Centre (NOC) which will be an expansion of the present National

Emergency Operations Centre (NEOC). The NOC will be a technically modern facility located at RCMP Headquarters in Ottawa. Operating on a seven-day, 24-hour basis, NOC will provide regular briefings for the RCMP's executive and maintain a NEOC facility in readiness for activation and staffing in the event of a national crisis.

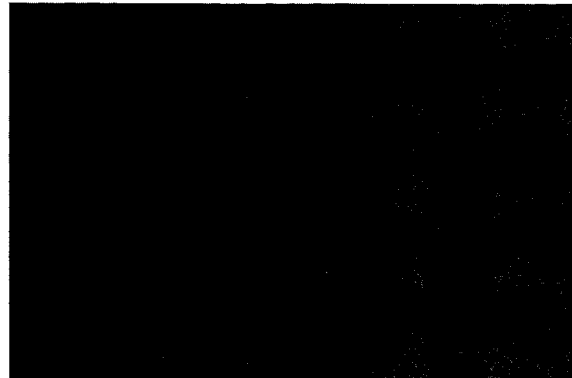
Personnel - The RCMP is participating in a United Nations peacekeeping endeavour in the former Yugoslavia. Thirty members will conduct civilian police duties under the auspices of the United Nations Protection Force. The role of the United Nations police monitors is to ensure that local police forces carry out their duties without discriminating against persons on the basis of nationality or abusing any individual's human rights. Although two officers will remain for the entire one-year mandate, the 28 other members of the contingent will be rotated out and replaced after six months.

Eight Spanish-speaking members will be posted to Seville, Spain to supervise security arrangements at the Canadian Pavilion at the 1992 World's Fair.

Internal Initiatives

There is continued emphasis on an initiative to streamline operational reporting through the reduction of paperwork and increased use of electronic reporting. The Simplified Paperless Universal Reporting System (SPURS) is intended to improve police productivity by relieving officers of tedious, time-consuming information processing tasks so that more time can be directed to primary policing duties. The introduction of mobile data terminals will lead to the creation of mobile offices in police vehicles. This environment will allow officers to complete reports and transmit them from a vehicle to the appropriate database for inclusion in the normal information flow.

A revised approach to recruitment is being developed as an Enhanced Human Resource Management Plan initiative, and is targeted for implementation in the Spring of 1993. As part of this approach, an RCMP *Applicant Interview Guide* is now in the final stages of completion and is slated for implementation in the Fall of 1992.

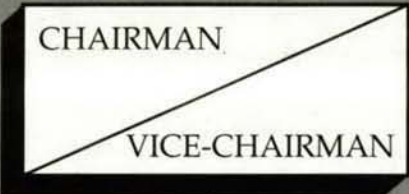


The powers of the National Parole Board derive from the *Parole Act* and its Regulations, for conditional release matters and the *Criminal Records Act* for pardons and clemency matters. Other statutes which confer jurisdiction on the Board are the *Penitentiary Act*, the *Prisons and Reformatories Act* and the *Criminal Code of Canada*.

The Board exercises exclusive authority over the conditional release of federal inmates (i.e. those inmates serving a sentence of two years or more). In addition, the Board exercises similar jurisdiction with respect to the parole of provincial inmates (sentences of less than two years) in those provinces and territories without their own parole boards. There are provincial boards in Quebec, Ontario, and British Columbia. The National Parole Board, therefore, has jurisdiction over parole for provincial inmates in the seven remaining provinces and the two territories.

The Board also investigates and makes recommendations regarding the granting of pardons and the exercise of the Royal Prerogative of Mercy with respect to those convicted of a federal offence in all jurisdictions.

NATIONAL PAROLE BOARD



CHAIRMAN

VICE-CHAIRMAN

Senior Counsel

Senior Board Member
Appeal Division

Executive Director

Regional Director
Atlantic (Moncton)

Director General,
Policy, Planning
and Research

Executive Secretary

Senior Board Member
Atlantic (Moncton)

Director, Corporate
Planning and Operations

Regional Director
Quebec (Montreal)

Director,
Strategic Planning
and Research

Director of
Communications

Senior Board Member
Quebec (Montreal)

Director, Human
Resources

Regional Director
Ontario (Kingston)

Director, Program
Policy

Senior Board Member
Ontario (Kingston)

Director, Finance
and Administration

Regional Director
Prairies (Saskatoon)

Director, Evaluation,
Audit and Statistics

Senior Board Member
Prairies (Saskatoon)

Director, Clemency and
Pardons

Regional Director
Pacific (Abbotsford)

Director, Information
Systems and Services

Senior Board Member
Pacific (Abbotsford)

NATIONAL PAROLE BOARD

Programs Areas

Consistent with its legal mandate and mission, the Board delivers and is accountable for three programs areas: conditional release; pardons and clemency; and corporate policy and management.

Conditional Release involves the review of cases and rendering of quality conditional release decisions; the provision of training to ensure quality and professionalism in decision-making; the development of conditional release policy; the coordination of program delivery throughout NPB and with the CSC and other key partners; and the provision of public information related to conditional release.

Pardons and Clemency involves the review of applications and the provision of quality pardon and clemency recommendations; the provision of training to ensure quality and professionalism in recommendations; the development of pardons and clemency policy; the coordination of program delivery within NPB and with the RCMP and other key partners; and the provision of public information related to pardons and clemency.

Corporate Policy and Management involves the provision of quality information and support for planning, management and decision-making; the provision of analyses and reviews to stimulate performance and productivity improvement; the provision of training to ensure quality and professionalism in corporate management; the development of corporate policy; and the provision of public information related to corporate policy and management.

Highlights of 1991-92

Correctional Reform: Following extensive consultation, a correctional and conditional release reform bill (Bill C-36) was introduced by the Solicitor General in the House of Commons in October 1991. The

proposed legislation responded to a number of long-standing concerns including demands for more stringent measures for those offenders who are of greatest concern to the public, the need to reduce over-reliance on incarceration for less serious offenders, the need for more predictability in conditional release decision-making and the need to make the system more equitable, open, and accountable. The Board, in conjunction with other key partners including CSC and the Ministry Secretariat, was extensively involved in the development of the proposals for legislative reform, and in the assessment of the implications of the proposed legislation on regulations, policy, procedures, operations, resources, communications and training. Work will continue in all of these areas to ensure that the Board is prepared for effective implementation of new legislation.

Quality Decision-Making: Proposals for legislative reform addressed important elements of quality decision-making. Other activities in support of this initiative included: the development and implementation of a strategic plan for Board member training including a major training session for Board members on family violence issues; input and follow-up to the Parliamentary review of the detention provisions of the *Parole Act*; development of plans to contribute to the government's aboriginal justice initiative; development of policies on AIDS and parole, on waiver of parole reviews, and for the review of dangerous sex offender cases; follow-up to studies on the role of hearings and the use and wording of special release conditions; and assessment of the results of consultations on the relationship between victims and the Board. The Board also developed a framework for evaluation of its pre-release, post-release and detention decision policies, developed implementation plans for the evaluation and began evaluation of the pre-release policies. The evaluation included a review in cooperation with the Multiculturalism Secretariat, of ethnicity and cultural diversity issues as they relate to information needs for Board decision-making and to Board decision-making policies.

Improved Productivity in Processing Pardons: In recent years, the Board encountered large increases in annual volumes of pardon applications. A backlog in applications developed and the level of service provided to applicants became unacceptable. In response, the

Board developed a diverse plan to reduce costs, and improve productivity and the level of service provided to applicants. An important aspect of this plan involved implementation of the recommendations of a "Most Efficient Organization" (MEO) study of the pardons program. Implementation plans emphasized streamlined procedures; reduced paper burden; elimination of duplication and overlap; improved coordination between the Board and the RCMP; development of an automated process system; and measures to improve the morale and work environment for Pardons Division staff. Legislative proposals were also developed in consultation with the RCMP and the Ministry Secretariat to revise the *Criminal Records Act* in a manner which would streamline the pardon process and improve the Board's ability to deal with the increasing pardons workload.

Management Improvement: The Board has undertaken several initiatives to empower employees, increase efficiency and accountability, streamline operations and improve information management. Consistent with Public Service 2000, the Board reviewed existing authorities for human and financial resource management and delegated authorities across the organization.

The Board drafted a revised Operational Plan Framework (OPF) and distributed the draft for consultation. Subsequent to consultation, the Board will submit its revised OPF to Treasury Board for approval. The OPF will outline the Board's program activities, accountability for their delivery, the resources allocated by program area and the results expected and achieved.

In 1991-92, the Board began a major improvement project for the conditional release program. This project, entitled the "Program Improvement Initiative", consists of a comprehensive review of Board policies and procedures, management practices, processes and systems, and ongoing operations to identify measures to increase efficiency, effectiveness and productivity in program delivery. The study (Phase 1) will be completed early in 1992-93 after which an action plan

will be developed to implement efficiencies and improvements across the Board.

Accurate and timely information is essential for effective decision-making and operations. In 1991-92, the Board began to develop an information management strategy designed to provide long-term direction and a coordinated approach to information management. Phase I of this work concentrated on specification of information needs, identification of actual and potential sources for information, and assessment of the nature of automated systems required to ensure the collection, storage and retrieval of appropriate information. The Board also continued to work with CSC to develop the Offender Management System (OMS) through which offender information will be electronically transferred between the two agencies. This system is expected to have major benefits for both agencies. The component of OMS that most directly effects the work of the Board is scheduled for implementation in 1992.

Statistical Overview

This section provides general information on selected indicators and trends in conditional release. The report begins with information on three subsets of offenders:

- the on-register population in custody;
- admissions to federal institutions and releases to the community; and
- the population under supervision in the community.

Next, the report illustrates the impact of growth in offender population on NPB workloads. Finally, the report presents information on NPB decisions and their outcomes in terms of:

- full parole;
- day parole; and
- detention.

On-Register Federal Population

On March 31, 1992, there were 14,666 federal offenders on-register in Canada. The percentage change in the on-register population between 1990-91 and 1991-92 was 6.1%. Growth in the on-register population between

1987-88 and 1991-92 was 13.7%, from 12,890 to 14,666. CSC projects continued growth in the offender population through 1994-95.

On-Register Federal Population - Canada 1987 to 1992

Fiscal Year	On-Register Population
1987-88	12,890
1988-89	13,291
1989-90	13,611
1990-91	13,819
1991-92	14,666

Federal Admissions

During 1991-92, there were 7,314 admissions to federal institutions. The majority (4,957 or 68%) were warrant of committal admissions. About 26% of admissions (1,877) were due to revocation of mandatory supervision (MS) or parole. About 6% of admissions resulted from transfer of offenders from provincial/territorial institutions or foreign institutions. Most admissions due to revocation (1,385) involved MS. Admissions due to parole revocation totalled 492. Of the MS revocations, 1,014 (73%) involved revocation for breach or the potential breach of the conditions of release which would have increased risk for the community while 371

involved new offences. Parole revocations included 322 revocations to reduce risk to the community and 170 revocations involved a new offence.

Over the period 1987-88 to 1991-92, federal admissions increased from 6,308 per year to 7,314 per year. Warrants of committal consistently accounted for about 65% of admissions. MS revocation admissions amounted to about 20% annually, while parole revocations represented about 7% of annual admissions. Based on CSC projections, growth in annual admissions to federal institutions is expected to continue.

Federal Admissions by Type - 1987-88 to 1991-92

Year	Warrant of Committal	Admissions due to Revocation				Other	Total
		MS - with offence	MS - no offence	parole - no offence	parole - with offence		
1987-88	4,043	1,011	384	334	208	328	6,308
1988-89	4,061	1,094	290	328	170	336	6,279
1989-90	4,366	1,165	274	332	131	312	6,580
1990-91	4,352	1,102	232	352	109	345	6,492
1991-92	4,957	1,014	371	322	170	480	7,314

Sentence Length

Of the 4,957 warrant of committal admissions to federal institutions in 1991-92, about 43% (2,116) had a sentence length of under three years. About 78% had a sentence length of less than five years. Admissions with a life or indeterminate sentence totalled 179 or about 4%. In comparison, about 27% (4,020) of the on-register federal inmate population on March 31, 1992, had a sentence of less than three years. About 53% of offenders (7,836) had a sentence length of less than five years. About 15% of offenders (2,223) were serving life or indeterminate sentence.

Between 40% and 50% of warrant of committal admissions had sentence lengths of less than three years. Between 75% and 78% of admissions involved sentence lengths of less than five years. Warrant of committal admissions involving life or indeterminate sentences ranged from 3.6% to 4.6%. In comparison between 24% and 27% of the on-register population were serving sentences of less than three years. Between 49% and 53% were serving sentences of less than five years. Offenders serving life or indeterminate sentences represented between 15.1% and 15.6% of the on-register population.

Similar trends have been present over the past five years.

Sentence Length - Warrant of Committal Admissions - 1987-88 to 1991-92

Fiscal Year	Selected Sentence Lengths					
	< 3 years		< 5 years		Life/Indeterminate	
	number	%	number	%	number	%
1987-88	1,686	41.7	3,034	75.0	185	4.6
1988-89	2,097	51.6	3,070	75.6	164	4.0
1989-90	1,849	42.3	3,374	77.3	166	3.8
1990-91	1,745	40.1	3,294	75.7	192	4.4
1991-92	2,116	42.7	3,875	78.2	179	3.6

% = % of warrant of committal admissions

Sentence Length - On-Register Inmate Population - 1987-88 to 1991-92

Fiscal Year	Selected Sentence Lengths					
	< 3 years		< 5 years		Life/Indeterminate	
	number	%	number	%	number	%
1987-88	3,242	25.1	6,388	49.6	1,947	15.1
1988-89	3,361	25.3	6,581	49.5	2,040	15.3
1989-90	3,415	25.0	6,839	50.2	2,093	15.4
1990-91	3,339	24.2	6,948	50.3	2,163	15.6
1991-92	4,020	27.4	7,836	53.4	2,233	15.2

% = % of on-register population

Admissions and Releases

Over the five year period 1987-88 to 1991-92, annual admissions exceeded releases resulting in the steady

increase in the federal inmate population.

Admissions, Releases, On-Register Population Canada, 1987-88 to 1991-92

Fiscal Year	Admissions	Releases	Difference
1987-88	6,308	6,174	134
1988-89	6,279	5,907	372
1989-90	6,580	6,180	400
1990-91	6,492	6,302	190
1991-92	7,314	6,589	725

Offenders under Supervision in the Community

Inmates sentenced to definite terms of imprisonment eventually return to the community. They may be granted release by the Board through full parole or are released to the community under mandatory supervision.

provincial and territorial offenders under supervision annually (full parole and MS) increased by about 10.5% from 6,927 to 7,655. The growth in the number of offenders under supervision in the community is expected to continue based on CSC projections.

Between 1987-88 and 1991-92, the number of federal,

Federal, Provincial, Territorial Offenders Under Supervision in the Community - 1987-88 to 1991-92

Fiscal Year	Full Parole	M.S.	Total
1987-88	4,502	2,425	6,927
1988-89	4,325	2,373	6,698
1989-90	4,718	2,536	7,254
1990-91	4,965	2,520	7,485
1991-92	5,160	2,495	7,655

Conditional Release Workloads

This section demonstrates the impact of growth in inmate population, admissions, and offenders under supervision in the community on NPB workloads over the period 1987-88 to 1991-92 and projected workloads for period 1992-93 and 1993-94 by illustrating reviews (paper review or hearing) completed or expected by the Board. Reviews are, however, only one aspect of NPB workloads for conditional release and do not reflect workload pressures related to Board member and staff training, public education and information and services for victims.

Between 1987-88 and 1991-92, the number of reviews completed annually by the Board increased by over 30% from 23,248 to 29,111. By 1993-94, paper and panel reviews are expected to reach about 33,000, a 13% increase over 1991-92. Nationally, about one of every two reviews (47%) involved a hearing; about six of every ten reviews involved pre-release cases; about four of every ten cases involved post-release cases; about two of every one hundred reviews involved detention. These trends are expected to continue.

Conditional Release Reviews Canada, 1987-88 to 1993-94

	1987-88	1988-89	1989-90	1990-91	1991-92	1992-93	1993-94
Paper	13,301	11,578	12,306	13,718	15,524	16,437	17,181
Panel	9,947	10,580	11,218	11,299	13,587	15,241	15,812
Total	23,248	22,158	23,164	25,017	29,111	31,678	32,933

National Parole Board Decisions

This section provides information on the volumes and outcomes of NPB conditional release decisions over the period 1987-88 to 1991-92. The first table summarizes decisions by type during the period 1987-88 to 1991-92.

Subsequent tables provide details on decisions for provincial and federal inmates related to day parole, full parole and detention.

**Decisions by Type
Federal and Provincial Inmates**

Type of Decision	1987-88		1988-89		1989-90		1990-91		1991-92	
	Number	%	Number	%	Number	%	Number	%	Number	%
Escorted Temporary Absence	382	1.2	313	1.0	347	1.0	392	1.1	497	1.5
Unescorted Temporary Absence	1,897	6.3	1,637	5.6	1,600	5.0	1,652	5.0	1,658	4.9
Day Parole	11,932	39.7	11,600	39.5	11,620	38.0	13,162	40.1	13,405	39.5
Full Parole	11,002	36.6	10,569	36.0	10,678	35.0	11,269	39.4	11,579	34.1
Mandatory Supervision	4,680	15.6	4,985	17.0	5,882	20.0	5,936	18.1	6,330	18.6
Detention	176	0.6	257	0.9	339	1.0	372	1.1	448	1.3
Other ¹							15	*	29	0.1
Total	30,069	100	29,361	100	30,466	100	32,798	100	33,946	100

¹ Other represents cases for which a program type could not be identified and for 1988-89 and 1989-90 represents only detention decisions and new hearing ordered by the Appeal Division. Changes may be accounted for by changes in coding rather than actual changes in the number of decisions.

* Less than 0.1%.

Between 1987-88 and 1991-92, grant rates for full parole for provincial offenders under NPB jurisdiction ranged from about 65% to 68%. Grant rates for provincial offenders for day parole from 1987-88 to 1991-92 ranged from about 62% to 66%. In comparison, during this same period, grant rates for federal offenders for full parole ranged from about 29% to 35%. Grant rates for

federal offenders for day parole ranged from about 61% to 65%.

Grant rates were calculated by taking decisions to grant as a percentage of the total of grant and deny decisions by type of decision (i.e. full parole, day parole), by type of offender (provincial, federal), and by fiscal year.

**Full Parole Decisions
Provincial Inmates under NPB Jurisdiction**

Type of Decision		1987-88		1988-89		1989-90		1990-91		1991-92	
		Number	% ³	Number	%	Number	%	Number	%	Number	%
Pre-Release Decisions	Grant	1,242	51.8	1,008	47.5	901	46.1	932	49.6	914	49.2
	Deny	672	28.1	553	26.0	518	26.5	430	22.8	445	24.0
	Total	1,914	79.9	1,561	73.5	1,419	72.6	1,362	72.4	1,359	73.1
Post-Release Dec. ¹		306	12.8	393	18.5	331	17.0	307	16.3	319	17.2
Admin and Other ²		176	7.3	170	8.0	204	10.4	213	11.3	180	9.7
Total		2,396	100	2,124	100	1,954	100	1,882	100	1,858	100

**Day Parole Decisions
Provincial Inmates under NPB Jurisdiction**

Type of Decision		1987-88		1988-89		1989-90		1990-91		1991-92	
		Number	% ³	Number	%	Number	%	Number	%	Number	%
Pre-Release Decisions	Grant	641	48.6	504	42.7	474	42.7	419	36.5	445	40.5
	Deny	350	26.5	310	26.2	249	22.4	255	22.2	263	24.0
	Total	991	75.1	814	68.9	723	65.1	674	58.7	708	64.5
Post-Release Dec. ¹		239	18.1	227	19.2	143	12.9	172	15.0	144	13.1
Admin and Other ²		89	6.8	140	11.9	245	22.0	303	26.4	246	22.4
Total		1,319	100	1,181	100	1,111	100	1,149	100	1,098	100

¹ Post-release decisions include terms and conditions altered; suspension cancelled; terminations; and revocations with and without remission.

² Administrative and other decisions include reserves, no actions, proposed actions, and deferrals. The numbers for this decision type were not available prior to 1987-88.

³ % represents type of decision as a % of total decisions.

**Full Parole Decisions
Federal Inmates**

Type of Decision		1987-88		1988-89		1989-90		1990-91		1991-92	
		Number	% ³	Number	%	Number	%	Number	%	Number	%
Pre-Release Decisions	Grant	2,237	26.0	1,782	21.1	1,851	21.2	2,026	21.6	2,252	23.2
	Deny	4,010	46.6	4,250	50.3	4,422	50.7	4,740	50.5	4,568	47.0
	Total	6,247	72.6	6,032	71.4	6,273	71.9	6,766	72.1	6,820	70.2
Post-Release Dec. ¹		1,505	17.5	1,522	18.0	1,652	18.9	1,800	19.2	1,997	20.5
Admin and Other ²		854	9.9	891	10.6	804	9.2	821	8.7	904	9.3
Total		8,606	100	8,445	100	8,729	100	9,387	100	9,721	100

**Day Parole Decisions
Federal Inmates**

Type of Decision		1987-88		1988-89		1989-90		1990-91		1991-92	
		Number	% ³	Number	%	Number	%	Number	%	Number	%
Pre-Release Decisions	Grant	4,458	42.0	4,128	39.6	4,113	39.1	4,795	39.9	5,095	41.4
	Deny	2,685	25.3	2,688	25.8	2,631	25.0	2,649	22.1	2,668	21.7
	Total	7,143	67.3	6,816	65.4	6,744	64.1	7,444	62.0	7,763	63.1
Post-Release Dec. ¹		2,576	24.3	2,460	23.6	2,586	24.5	3,043	25.3	3,142	25.5
Admin and Other ²		894	8.4	1,143	11.0	1,205	11.4	1,526	12.7	1,402	11.4
Total		10,613	100	10,419	100	10,535	100	12,013	100	12,307	100

¹ Post-release decisions include terms and conditions altered; suspension cancelled; terminations; revocations with and without remission; revocations cancelled, parole reduced; parole discharged.

² Administrative and other decisions include reserves, no actions, proposed actions, and deferrals. The numbers for this decision type were not available prior to 1987-88.

³ % represents type of decision as a % of total decisions.

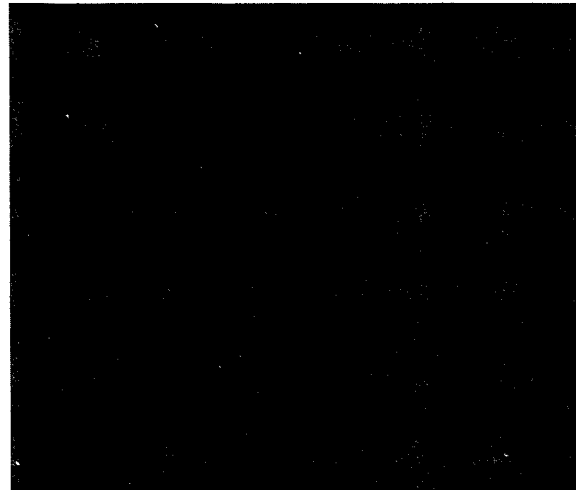
During the period 1987-88 to 1991-92, 922 offenders were referred to the Board for detention. Almost 73% (670) of these referrals resulted in a decision to detain; about 11% (105 cases) resulted in a decision to release with a

residency requirement; about 10% of cases (90) involved decisions for one-chance MS releases; and about 6% of cases (57) resulted in decisions to release on regular MS.

Detention Decisions by Date of Referral

Decision	1987-88		1988-89		1989-90		1990-91		1991-92	
	Number	% ¹	Number	%	Number	%	Number	%	Number	%
Detain	76	58	105	65	15	77	172	78	166	79
Residency	27	20	25	15	13	7	21	9	19	9
One-Chance MS	10	8	14	9	28	14	21	9	17	8
Regular MS	19	14	18	11	4	2	9	4	7	4
Total	132	100	162	100	196	100	223	100	209	100

¹ % represents type of decision as a % of total decisions.



The Correctional Service of Canada (CSC) is the agency of the Ministry of the Solicitor General responsible for administering the sentences of convicted offenders who have been sentenced to imprisonment for a period of two years or more.

This responsibility includes the management of offenders at various security level institutions and the supervision of those offenders who have been released into the community either on full parole, day parole, temporary absence under the authority of the National Parole Board (NPB), or are released on mandatory supervision to serve the last portion (up to one-third) of their sentence in the community.

THE CORRECTIONAL SERVICE OF CANADA

Mission

CSC Mission Document

The CSC Mission Document, approved in February 1989, provides the framework for the development of correctional programs and services, and states the philosophy that will guide the Correctional Service of Canada by:

- reinforcing the Service's role to contribute to the protection of society and emphasizing an assertive role for the Service through encouraging offenders to become law-abiding citizens;
- stressing the paramount role played by Service staff to help offenders reintegrate into the community while ensuring appropriate control of their behaviour and demonstrating the importance of basic values and principles through the provision of guidance to offenders on a day-to-day basis;
- providing clear direction to all Service staff in exercising their responsibilities;
- providing a strategic framework for development of policies and programs;
- providing a basis upon which the Service will be held accountable; and
- assisting in explaining the Service's role, activities and future direction to others.

This is accomplished through four specific elements identified in the Mission Document:

- **A Mission Statement** which specifies the role of the Correctional Service of Canada and reads:

"The Correctional Service of Canada, as part of the criminal justice system, contributes to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens,

while exercising reasonable, safe, secure and humane control."

- **Core Values**, which outline the basic and enduring ideals of the Service in carrying out its Mission;
- **Guiding Principles**, which are statements of the key assumptions that serve to direct the Service in its daily actions; and
- **Strategic Objectives**, which are the goals the Service must strive to achieve in accomplishing its Mission.

Priorities

The Service has adopted two major priorities:

- safe reintegration of an increased number of offenders as law-abiding citizens
- achievement of a breakthrough in dealing with violent offenders and sex offenders

Reintegration - As the first priority, the Service will strengthen its commitment to enhancing its contribution to the protection of society by safely reintegrating a significantly larger number of offenders as law-abiding citizens, while reducing the relative use of incarceration as a major correctional intervention.

If the Service is to achieve its ultimate goal of increasing the alternatives to incarceration, and reducing the financial and human costs of incarceration, efforts must begin to increase the proportion of offenders who can be safely reintegrated. This can be achieved by promoting the safe and timely reintegration of offenders who do not pose a high risk of re-offending; and by ensuring that those offenders who may pose a high risk have access to programming and services that could contribute to reducing that risk.

Violent offenders and sex offenders - As the second priority, the Service will concentrate its efforts to achieve a breakthrough in the understanding of the causes of violent and sex offender behaviour. These efforts will be the basis for the development and delivery of more effective treatment strategies that will prepare those

offenders for a safe release and reduce the risk of recidivism.

Corporate Objectives

The Service has established eight corporate objectives to advance the achievement of its Mission and corporate priorities. These objectives are as follows:

1. To enhance the Service's contribution to the protection of society by safely reintegrating a significantly larger number of offenders as law-abiding citizens while reducing the relative use of incarceration as a major correctional intervention.
2. To reduce recidivism of specific groups of offenders whose unique needs or problems require attention through the development and implementation of programs tailored to those unique needs or problems.
3. To significantly reduce the number of incidents involving violent behaviour in institutions.
4. To enhance correctional programs and the management of the Service through increased research and development.
5. To increase public understanding, acceptance of and participation in corrections through effective internal and external communications emphasizing open dialogue with the Canadian public and within the Service.
6. To be a Correctional Service that is people-oriented, well-managed, professional and visibly committed to delivering high quality service to the public.
7. To establish a personnel management framework which includes recruitment, employment equity, training, developmental opportunities and quality of work life programs which will provide competent and motivated staff representing the cultural composition of Canadian Society.

8. To contribute to a healthy environment.

Organization

Structure

The organization of the Service is decentralized, as shown in the organization chart on the next page. This structure provides the necessary balance between the need for:

- central control in terms of policy-making and accountability, and
- sufficient local authority and flexibility to facilitate the effective delivery of programs and services to the public, to inmates and to conditionally released offenders.

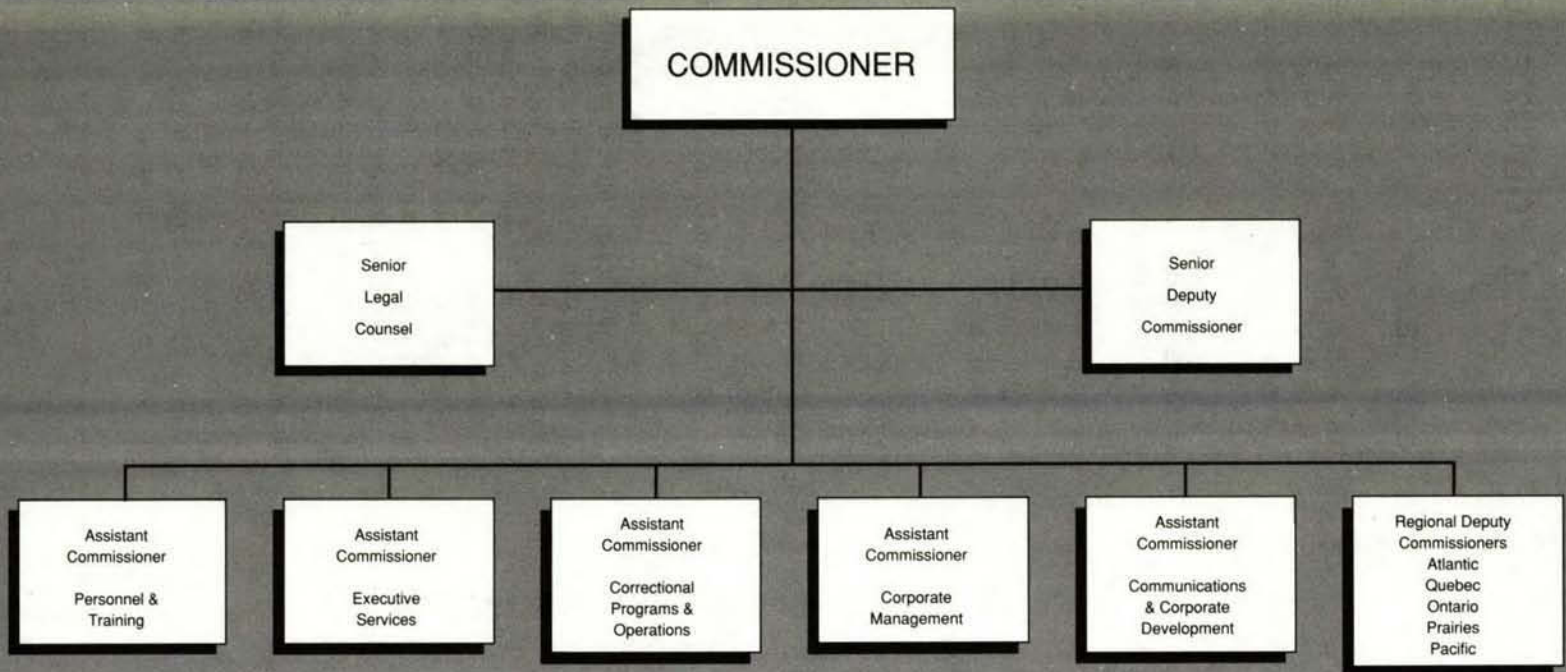
Management

The Service has three levels of management:

- National
- Regional
- Institutional and District Parole Offices

National Headquarters supports the Commissioner of Corrections and Executive Committee in the development of strategic policies, national operational policies, standards and plans, and also provides functional guidance to the regions. Headquarters is also responsible for monitoring, evaluating and auditing national policy and program implementation. Authority and accountability for setting strategic direction and for corporate decision-making are vested in an Executive Committee of senior national and regional managers.

Regional Headquarters are established in five regions, each with a deputy commissioner. Regional Headquarters are responsible for supporting the Regional Deputy Commissioner in implementing and maintaining national policy and programs, developing and



THE CORRECTIONAL SERVICE OF CANADA

communicating regional policies, plans and programs, providing guidance to the institutions and district parole offices, reviewing and appraising all operational units within the region, and reporting.

Institutions and District Parole Offices are responsible for the safe reintegration of offenders by implementing both national and regional policies and programs.

Achievements

Reintegration of Offenders

Background

In 1991, the Service's Executive Committee approved a Correctional Strategy Implementation Plan to direct the Service's activities and resources toward the pursuit of its Mission and Corporate Priorities: namely, the reintegration of offenders.

This means ensuring that offenders receive the most effective programs at the appropriate point in their sentences to allow them to serve the greatest proportion of their sentences in the community with a minimum risk of recidivism. Equally important, the Strategy requires that the most effective programs and supervision techniques are in place in the community to ensure that offenders remain in that environment as law-abiding citizens.

The Service has identified a number of programs which, for the most part, are able to address the majority of offenders' critical needs in the institutional and community environments and the specific offender groups who require specialized programming. This was in response to a number of recent studies and to the findings of such major task forces as the Task Force on Community and Institutional Programs (October 1988) which identified the need for aboriginal specific programs, substance abuse programs and programs for sex offenders; and the more specific, in-depth studies of

the Task Force on Aboriginal Peoples in Federal Corrections (March 1989), the Task Force on Reduction of Substance Abuse (April 1991), and the Task Force on Mental Health (September 1991).

Directly resulting from the recommendation of the Task Force on Community and Institutional Programs was the implementation of a large array of distinct local projects covering a number of process and programming areas, with particular emphasis on the implementation of intervention and treatment programs directed toward sex offenders, substance abusers and Aboriginal offenders. Resources were also provided to establish and expand Living Skills Programming. Although the original intent was to limit much of the experimentation and pilot programming to the Ontario Region, all other regions expressed an interest in and a need for the expansion of various programming areas, given the increased pressure across the country to increase capacities for the delivery of such programs and services.

Preliminary evaluation results of the community and institutional programming initiatives are generally positive in reducing the risk to the community through improved treatment and supervision, reducing the rates of recidivism, increasing the pro-social skills of offenders and increasing the rate of release to the community.

Progress

In 1991-92, the Service recorded, for the second consecutive year, an increase in the proportion of offenders released under day parole and full parole and a simultaneous decrease in the proportion of offenders released under conditions of mandatory supervision.

Additionally, the number of supervised offenders whose parole was revoked remained lower than the average for the previous five years, despite an overall increase in admissions of over 12.5%. These factors clearly illustrate the Service's success in better preparing offenders for safe release and providing them with the necessary support mechanisms throughout the portion of their sentence which is served in the community.

Programming and Preliminary Programming Results

Sex Offender Treatment Programs: Institutional

The focus of institutional programs is to prepare the offender for treatment in the community and provide the tools to prevent a relapse. The goals are generally to have the offender accept responsibility for the offence, to develop a relapse prevention plan and to reduce deviant sexual behaviour.

As of May 1991, there were approximately 3000 offenders serving a sentence for a sexual offence: this represents nearly 15% of the total population (19% incarcerated populations and 10% on conditional release) and a growth rate of 28% for this population from 1987.

The Task Force on Mental Health (September 1991) outlined a comprehensive strategy to meet the growing treatment demands of the sex offender population, including a qualitative survey of this population, training for all staff having significant involvement with sex offenders and a continuum of assessment, treatment and relapse prevention services.

Preliminary evaluation results from regional evaluation studies of pilot sex offender treatment programs provided from Ontario Region indicate that there has been a positive effect on those completing treatment. (142 offenders completing treatment as of January 31, 1992 in the Ontario Region pilot at Warkworth Institution Sexual Behaviour Clinic.) Most participants accepted responsibility for their offence and recognized the impact of that offence on the victim. Those who have been released appear better equipped to begin treatment in the community.

The most important finding is the significant reduction in risk once offenders have received treatment. Risk to re-offend for each participant was measured both before treatment began and after it was completed. The results of the pre-test and post-test scores on this assessment indicate that the level of risk is significantly reduced through treatment, providing clear evidence that an

institutional program with well defined treatment plans and standardized pre-post treatment assessment measures can reduce the risk posed by sex offenders. Such a program will also be cost-effective, reducing the need for temporary housing at specialized regional treatment centre facilities.

Sex Offender Treatment Programs: Community

The primary objective of the community-based sex offender treatment programming is to reduce the risk of re-offending through the provision of community-based treatment to the released sex offender. Treatment includes such elements as: confronting inappropriate behaviour, past and present; holding offenders responsible for their actions; providing a support system; and developing skills that reduce the chances of re-offending.

A community-based sex offender treatment program was evaluated in the Pacific Region in consideration of three major issues related to the program:

- administration (i.e. supervision and monitoring of program, record keeping and reporting);
- treatment content, delivery and outcome;
- services provided to parole offices.

The preliminary evaluation results indicated that where acceptable levels of administrative control were maintained over treatment content and delivery, preliminary recidivism rates were lower by approximately 50% than those from other districts where administrative control over treatment content and delivery were problematic. This finding indicates that rigorous quality control over treatment content and method of delivery may have a positive effect on program efficacy, as indicated by recidivism rates.

Living Skills Programs

The Cognitive Skills Training Program, the core component of Living Skills Programming, was implemented as a pilot in the Atlantic and Pacific Regions from October 1988 to June 1989 and nationally implemented in 1990.

The basic assumption underlying this program is that an offender's thinking should be the primary target for rehabilitation. Improving an individual's cognitive or "thinking" skills may help prevent anti-social behaviours by providing essential skills for making a successful pro-social adjustment upon release.

The Living Skills pilot projects were particularly successful in two key areas: changing offenders' attitudes and improving their cognitive skills. Offenders who participated in the pilot project developed more positive attitudes toward the law, courts and police; increased abilities to interpret accurately the social expectations, thoughts and views of others; improved their abilities to identify errors in their own thinking that contribute to problems they experienced and showed more capacity to develop alternative solutions to problems.

The national implementation of the Cognitive Skills Training Program enabled researchers to analyse recidivism data (as measured by new convictions) for those offenders who participated in the pilot projects. Offenders who participated in the treatment group had a lower rate of recidivism than those who did not participate (20% versus 30%). The difference in recidivism rates between treatment and comparison groups is even more dramatic when high-risk offenders are identified (18% versus 42%). Thus, the results of the post-release outcome analysis strongly indicate that completing the program is effective in reducing recidivism, especially for high-risk offenders.

Substance Abuse Programs

The objective of substance abuse programming is to reduce or eliminate the abuse of alcohol and other drugs

and to provide offenders with the skills required to develop alternative ways of coping.

The report on the Task Force on the Reduction of Substance Abuse (April 1991) put forth a number of recommendations on which to base the development of a framework to most effectively address the issue of substance abuse among offenders.

The task force endorsed the use of a Computerized Lifestyle Assessment Instrument to measure the level of substance abuse dependency for individual offenders and to provide cumulative data on the substance abuse needs for a whole offender population.

Through the application of this instrument on a sample of the offender population, results indicated the percentage of the offender population which demonstrated functioning difficulties with substance abuse at either the low, moderate or severe level. As a result, CSC is now in a position to ensure that programs are developed and made available which meet the differential substance abuse needs of offenders.

The Atlantic Region has implemented a Regional Substance Abuse Strategic Plan which is an operational guide for the implementation of an integrated approach to substance abuse program delivery based on the identified needs of offenders. Part of this Plan is the collection of research and evaluation data on the participation of offenders and on their post program performance in relation to recidivism rates.

In the first three quarters of 1991-92, 170 offenders in the Atlantic Region completed the substance abuse programs. The results of the analysis of recidivism indicate that approximately 55% of the offenders who completed the programs were released to the community and the rate of recidivism for those offenders is 23% (i.e. 23% committed a new offence). Nearly two-thirds of the offenders participating in the substance abuse programs have a probability of re-offending greater than 50%, as predicted by the Statistical Information on the recidivism (SIR) scale. The actual rate of recidivism of 23% is substantially less than what would be expected from such a generally high risk population.

Aboriginal Offenders

The Task Force on Aboriginal Peoples in Federal Corrections, released in 1989, recognized that aboriginal offenders represented a lower proportion of offenders receiving conditional release. It also recognized that aboriginal offenders may have greater difficulty in reintegrating into the community upon release.

The initiatives undertaken, made possible through the availability of funding under the Task Force on Community and Institutional Programs, focused primarily on providing increased numbers of native liaison workers whose role is to promote the development of a range of programs to meet the needs of aboriginal offenders and to help bridge the move from institution to community.

There is encouraging evidence from preliminary evaluation results of community and institutional programming that programming initiatives undertaken for aboriginal offenders are having a positive impact. Statistics indicate that for the period of August 1991 to July 1992 the proportion of incarcerated offenders who were aboriginal ranged from 11.3% to 11.9%. For all releases during this time period, however, aboriginal offenders represented 14% of those released during the same time period. In other words, aboriginal offenders were released in greater proportions than they represent in the incarcerated population. Once released, aboriginal offenders have also shown a decrease in re-admission rates while under supervision.

Management Support Services

Research

Research continues to be a vital contributing factor to the Service's success in the Correctional Strategy. It has been highly instrumental in the development of offender assessment and programming initiatives which the Service has adopted as part of that strategy.

Substantial gains in assessment procedures are evident in the implementation of research-based tools, including Community Risk/Needs Management Scale, Computerized Lifestyle Assessment Instrument (substance abuse treatment assessment), Sex Offender Risk Management (Census of Sex Offenders under Federal Jurisdiction) and Case Management Strategies. These assessment tools focus on linking offender characteristics with appropriate programs and services.

Research has also been crucial to the development of effective reintegration programming. It has identified groups of offenders who are most likely to benefit from specific types of programs and studies the correctional effectiveness of program techniques. Research has provided expert advice in the development of assessment methods for monitoring the progress of offenders who have received programming. Cognitive Skills Training and other Living Skills Programming (e.g. Parenting Skills Training), Adult Basic Education, Substance Abuse Programming, Family Violence Programming and Sex Offender Treatment have all been shaped by new research knowledge.

During 1991-92, a number of other research studies were conducted including a study of walkaways from minimum security institutions, the level and nature of inmate victimization within institutions, the use and effectiveness of the Temporary Absence Programs and a staff commitment and aspirations study which has focused research efforts in the area of staff effectiveness in working with offenders and helped identify some of the training issues that need to be addressed in managing the Service.

Communications

The Service maintained a respectful relationship with the media with factual and positive reporting predominating. Media and career days were held, with participation of such correctional partners as local police forces, and initiatives in internal publications continued.

Regional employee newsletters continued to provide two-way written and direct communication between management, staff and the public in 1991-92. On a national level, the employee newsletter *Focus* is

published bi-monthly. CSC initiatives and accomplishments are reported in *Let's Talk*, a monthly publication for both staff and the general public which received the 1991 "Award of Excellence" from the Information Service Institute, while research findings and statistics are disseminated via the monthly publication *FORUM*.

Information Management Services

The availability of accurate, complete and timely information is an essential element in the achievement of the Service's objectives. A number of advancements have been made in information technology which support the Service's objectives, and a number of initiatives were undertaken in this area.

Telecommunications network - 1991-92 saw the completion of a telecommunications network, with a major upgrade of supporting hardware under way, to be used for the national applications required for the Offender Management, Material Management and Personnel and Finance functions.

Asset Management Implementation System (AMIS) - The Asset Management Information System (AMIS) was implemented in all five regions. This system ensures proper use of public funds by providing inventory control and projected replacement dates for all equipment, vehicles and moveable items used by the Service.

Training and Development - An automated Training and Development System was implemented at the Correctional Staff Colleges and in most institutions and District Offices. The system is designed to provide accurate data for assessing current training programs and for assisting in identifying future training needs.

Performance Analysis - Use of the Executive Information System (see below) and the training effort of both NHQ and regional personnel have afforded the strengthening of collecting and analysing performance data.

Offender Management System (OMS) - The Offender Management System (OMS) will provide automated

support to the offender management functions and services the needs of both CSC and of the National Parole Board. OMS also interfaces with the Royal Canadian Mounted Police Investigation Centre System. In 1991-92, the Service implemented several enhancements to OMS Release 1. These enhancements included the addition of three case management reports (Community Assessments, Progress Summary Reports, and Criminal Profile Reports) in order to facilitate the introduction of OMS Release 2 to case management staff. OMS Release 2 will automate functions related to sentence management, Case Management, Security, National Parole Board and has an interface to the Canadian Police Information Centre (CPIC). During 1991-92, User Requirement's for the areas described above were initiated and documented. Initial design of Release 2 commenced at the end of 1991-92 and final design, development and testing are scheduled for completion by the end of 1992-93.

Executive Information System - During 1991-92, the Service implemented an Executive Information System (EIS) to address the requirement to amalgamate and present shared integrated decision-support information from selected critical corporate systems. This EIS is one of the CSC's most important tools in the strategic management of internal and external information holdings through automated links to key corporate information such as financial, human resources and offender related data.

The EIS enables managers at all levels of its decentralized management structure to have access to information on:

- achievements relating to the Service's Corporate Objectives and related analysis
- current corporate priorities and major projects
- how CSC is managing its resources
- briefing notes prepared for the Commissioner's or Solicitor General's attention and Management Letters on important current issues
- offender management
- newswire and press clipping services

Financial Systems - A number of financial systems have been implemented affording greater flexibility and increased accountability in resource utilization. Such

systems include the Financial Management Accountability Framework and the piloting during 1991-92 of the Operating Budget Regime (OBR).

Personnel and Training

The Service adheres to the principle of employment equity by promoting the representation of all sectors of Canadian society in its staff.

In 1991-92, established regional and national employment equity targets were met and are now being translated to three-year recruitment and promotions targets.

Anti-harassment and Employee Assistance Programs continued in 1991-92 along with a variety of other programs such as cross-cultural awareness and frontline leadership.

A sampling of other initiatives undertaken by Personnel and Training in support of regional operations included:

- Development of long-term strategies for the recruitment, retention and promotion of Aboriginal peoples;
- Development of a department strategy on professional development for all employees;
- Development of a Strategic Training and Development Plan;
- Development and implementation of a Correctional Career Management Process for all Correctional Operations Employees which included a) implementation of new performance evaluation reports and standards, b) training of supervisors in the application of performance standards and the new performance evaluation process.

Environmental Issues

A large number of environmental initiatives, planned and implemented during 1991-92, demonstrated the Service's commitment and corporate sensitivity to environmental issues.

The Service has developed an environmental strategy, approved by the Executive Committee in April 1991, which focuses on environmental sustainability and proposed activities to sustain soils, lands and air. An interim policy has also been drafted on the handling of hazardous wastes.

Numerous programs have been implemented in recycling (cardboard, paper, aluminum cans), composting, energy conservation, and strategies have been developed for solid waste management.

A solid waste management program implementation plan developed for Dorchester Penitentiary and Westmorland Institution in the Atlantic Region is proposed to reduce the quantity of materials which CSC is sending to landfill by up to 70%. This reduction is forecasted to provide CSC a saving of approximately \$50,000 per year in additional operating costs, if sorting and composting projects are both successfully implemented.

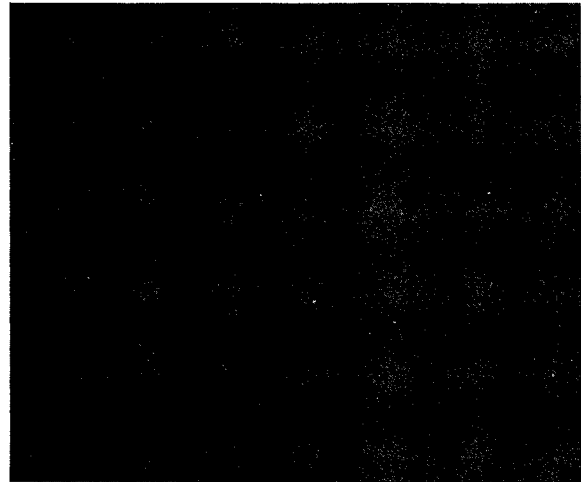
Special Operating Agency (SOA)

CORCAN® is the manufacturing trademark for goods and services produced by offenders under CSC jurisdiction. In 1991-92, discussions were undertaken with Treasury Board to specify the structure and mandate of CORCAN as a Special Operating Agency. In particular, the goals were to define the delegations of power and the exemptions required to optimize its operational output with respect to CSC objectives and the goals in terms of product marketing and sales.

Areas discussed included operation of CORCAN under a revolving fund, the inmate-pay system, the use of CORCAN operational revenues, increased delegation from the Department of Supply and Services for purchasing goods and services, and entering into contracts with private sector organizations.

Financial Performance by Activity (\$000's)

1991-92			
	Estimates	Actual	Change
Correctional Operations	494,800	481,416	13,384
Correctional Programs	124,331	127,154	(2,823)
Technical and Inmate Services	239,550	218,565	20,985
Management and Administration	122,397	123,523	(1,126)
Original Estimates	961,753	950,658	11,095



The Canadian Security Intelligence Service (CSIS) was created by the *CSIS Act*, which came into force in July, 1984. The *CSIS Act* is the basis for all security-intelligence activities undertaken by the Service and establishes the controls within which these activities take place.

In so doing, it contributes to maintaining a balance between the obligation of the state to protect its citizens and the rights and freedoms of individuals.

CANADIAN SECURITY INTELLIGENCE SERVICE

The Mandate of CSIS

Sections 2 and 12 of the *CSIS Act* define the primary duties and functions of CSIS and provide the guiding principles by which the Service conducts its operations and measures its effectiveness. Above all, this mandate reflects the overall balance required; it is broad enough to permit the agency to develop adequate intelligence on present and future threats to security, but it sets limits in order to respect the civil rights and liberties of Canadian citizens.

Section 12 of the *CSIS Act* 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 2 of the *CSIS Act* defines four "threats to the security of Canada":

a) Espionage and Sabotage

To provide security, sensitive government assets related to Canada's political, economic, scientific or military affairs must be protected. Any unauthorized attempt to obtain such assets for a foreign power is an indication of possible espionage. Acts of sabotage include attempts to damage or destroy vital equipment or installations. Any acts of espionage or sabotage directed against Canada, detrimental to Canada's interests, or any activities directed toward or in support of such espionage or sabotage constitute threats to the security of Canada.

b) Foreign-Influenced Activities

Espionage and sabotage are not the only kinds of foreign interference in Canada's affairs which affect the security of the country. Foreign governments or organizations may try to interfere with or manipulate Canadian political life in a clandestine or deceptive manner, or threaten individuals in pursuit of their own interests. Such interference may be directed not only by foreign governments, but by foreign political groups and other organizations which have the capacity to influence Canadian affairs.

For example, hostile foreign powers may attempt to infiltrate government departments or exert pressure on public officials. Foreign agents could interfere with the affairs of ethnic communities within Canada, for example, by threatening Canadians who have relatives abroad. Clandestine attempts at interference, or those carried out deceptively or involving personal threats such as coercion or blackmail, constitute threats to the security of Canada.

c) Political Violence and Terrorism

Actual violence or threats of violence that are politically motivated may be used as attempts to force governments to act in a certain way.

Hostage-takings, kidnappings, bomb threats or assassinations are examples of violent actions that may endanger the lives of Canadians and have been used to force political responses.

Terrorism within Canada may be intended to achieve a political objective in Canada, but it may also be intended to affect political affairs in another country. Canada participates in a number of international agreements to provide intelligence on such activities. Any activity within or relating to Canada, directed toward or in support of the threat or use of acts of serious violence against persons or property, for the purpose of achieving a political objective within Canada or a foreign state, is considered a threat to the security of this country.

d) "Subversion"

Activities directed toward undermining by covert, unlawful acts or directed toward or intended ultimately to lead to the destruction or overthrow by violence of the constitutionally established system of government in Canada, also constitute a threat to the security of Canada.

While other threats included under the legislated mandate are generally concerned with activities directed by foreign agents, the threat of subversion authorizes CSIS to investigate, within the limits of its mandate, threats of a domestic nature. In the Service's investigation of this and other threats to the security of Canada, residents of Canada are assured of the basic right to engage in political dissent, and to advocate radical change in social practices, government policies, or political institutions. For this reason, the definition of security threats included in the *CSIS Act* precludes CSIS from investigating "lawful advocacy, protest or dissent" unless such activities are carried on in conjunction with any activities constituting a security threat. The Service's strict observance of these parameters is maintained through a series of internal checks and external review.

Security Screening

As a secondary mandate, CSIS is authorized under Sections 13 to 15 of the *CSIS Act* to conduct investigations for the purpose of providing security assessments on individuals to the government as well as to provide advice to the government in support of citizenship and immigration programs.

Security clearances are required for persons employed by or under contract to the Canadian government who, in the course of their duties, require access to assets classified in the national interest. CSIS is the investigative agency responsible for providing security assessments to departments and agencies (except the RCMP and the Department of National Defence). The deputy head of the department requesting the assessment

is responsible for the final determination of the subject's security clearance status.

The Powers of CSIS

CSIS investigations may begin at the level of monitoring public information and proceed to more specialized techniques, including intrusive methods of investigation such as electronic surveillance. The less intrusive methods of investigation are used at the discretion of the Service, subject to ministerial and management guidelines. If the investigation becomes more intensive, tighter controls are placed on the more intrusive techniques required.

Under the *CSIS Act*, the use of certain intrusive techniques is subject to judicial control. CSIS cannot use these techniques without a warrant approved by the Minister and issued by a federal court judge, who must be satisfied that the investigation falls within the mandate and that such intrusive methods are required in the particular circumstances of the investigation.

Highlights of 1991-92

a) Operations

Throughout 1990-91, many parts of the world continued to experience significant social and political change, with a subsequent impact on the international security environment. In response, the Solicitor General publicly announced in March 1991, the creation of an internal Task Force, charged with examining how the Service must position itself in order to effectively meet the challenges of the future. Specifically, the Task Force was asked to define and assess how the evolving security intelligence environment affects the Service in the context of its legislative mandate; to assess how all sectors of the Service should be structured to meet the security

intelligence needs of the Government; and determine the impact of such measures on the resource requirements of the Service. The Director undertook to report to the Minister on the results of the Task Force by the autumn of 1992.

- (i) Similar to 1990-91, the Service developed an operational plan based on the five National Interests identified by Cabinet and subsequent Ministerial direction. The plan is designed to focus intelligence collection programs according to the Service's threat overview as well as to the requirements of client departments and agencies. The principal priority of the Service remains public safety.
- (ii) In response to the final collapse of the Soviet Union and continuing change in Eastern Europe, the Service adjusted priorities and re-allocated resources as appropriate, in order to meet Canada's security requirements.
- (iii) With respect to the counter-terrorism program, the Service continued to supply client departments and agencies with incident-related threat assessments as well as broader strategic analyses, meeting its mandated obligation to provide the Government with advice regarding terrorist-related threats to the security of Canada.
- (iv) In order to provide the Government with advice in the areas of international peace and stability as well as economic security, the Service created a Technology Transfer working group. This group coordinates investigative activity relating to threats arising from the proliferation of potentially dangerous technologies with weapons applications as well as threats to Canada's sensitive technologies which could affect economic competitiveness.

- (v) Efforts continued to improve the quality and increase the quantity of reports and studies produced by the Service's Analysis and Production Branch. Specific measures included: creation of a Client Liaison Unit within the Branch, as well as other restructuring changes; and acquisition of new technology permitting more rapid production of reports at reduced cost.

b) Management

Progress was made on a number of important projects during the reporting period.

- (i) In March 1991, the Solicitor General tabled the first ever CSIS Public Report in the House of Commons. As part of a continuing Government commitment to have CSIS provide parliamentarians and the Canadian public with more information about its work, the CSIS Public Report included an overview of the Service's operating environment as well as the process by which intelligence is produced for government decision makers.
- (ii) The development of a new personnel classification system was completed. This system was designed to assist compliance with provisions of the *Canadian Human Rights Act* related to pay equity, create a simpler, more efficient system and eliminate artificial barriers and disparities between various occupational categories. Following a period of employer/employee consultation and establishment of a redress mechanism, the new system is to be implemented, effective April 1, 1992.
- (iii) The construction of Phase I of the new headquarters building was completed on time and under budget. This allowed the relocation of the Service's computer centre during December 1991, thereby vacating RCMP premises. Excavation and foundation work of the office towers began in November

1991. Construction is scheduled for completion in 1995.

- (iv) The Service became the sole occupant of the East Memorial Building. Renovations completed by Public Works Canada allowed the centralization of certain headquarters functions, with the actual relocation of employees from other Ottawa-area offices taking place during the summer of 1992. Treasury Board approval was secured for a similar consolidation of functions within the Service's British Columbia Region in the near future.

The Controls of CSIS

Given the sensitive nature of the security problems defined in the mandate, and the intrusive powers needed to fulfill that mandate, the task of designing a system to provide effective direction, management and control is of primary importance. The mechanism for direction and control comprises a series of interlocking parts.

a) Ministerial Responsibility

The Solicitor General is responsible to Parliament for CSIS and for the general direction of the Service. The Minister also issues policy guidelines concerning basic operational procedures. The Solicitor General is informed of security operations and problems by the Director of CSIS, the Deputy Solicitor General, and the Inspector General.

b) The Director

The Director of CSIS is responsible to the Minister for the control and management of the Service. The Director must consult with the Deputy Solicitor General on the operational policy of

CSIS, on applications for warrants, and on any other matter for which the Solicitor General indicates such consultation is needed. The Director also submits periodic reports on CSIS activities to the Solicitor General. Finally, the Director chairs several internal committees which further enhance the accountability and control of the powers of CSIS. Two of these central administrative bodies have direct responsibility and authority over the Service's use of investigative techniques.

c) Deputy Solicitor General

The Deputy Solicitor General has a statutory duty to advise the Solicitor General on the need for and effectiveness of his general directions to CSIS. The Deputy Solicitor General has knowledge of the operational activities of the Service before the fact by means of his involvement in the warrant application process, on an ongoing basis through the consultation with the Director, and after the fact by reviewing the Inspector General's certificate on the periodic reports submitted by the Director.

d) Judicial Control

If an investigation requires the use of a specified intrusive technique, a proposal is submitted to the Warrant Review Committee of CSIS (which includes a representative of the Department of Justice and of the Deputy Solicitor General), which will decide whether a warrant is appropriate. The Solicitor General then reviews each application and makes a determination, in accordance with the *CSIS Act*, of whether the warrant can go forward for judicial review. The Service must then receive the required approval of a judge of the Federal Court to obtain the warrant. The Security Intelligence Review Committee (SIRC) has complete access to the warrants and their accompanying documents; the SIRC reviews the documentation and process to assess the appropriateness and application of these special investigative techniques.

Independent Review of CSIS

The provisions for independent review of CSIS consist of three related elements: Parliament, the Security Intelligence Review Committee and the Inspector General. The sequence of review is as follows:

a) **Inspector General**

The Inspector General (IG), who reports to the Deputy Solicitor General, provides a review of the operational activities of CSIS. The IG receives and reviews the Director's periodic reports to the Solicitor General. The IG's findings, comments on and certification of the Director's reports, as well as the Director's reports themselves, are forwarded automatically by the Solicitor General to the Security Intelligence Review Committee. The Inspector General may conduct research and additional enquiries at this Committee's request, or at the request of the Solicitor General.

b) **Review Committee**

The Security Intelligence Review Committee, comprising five Privy Councillors who are not sitting members of either the House or the Senate,

is appointed by Order-in-Council, after the Prime Minister has consulted with the Leader of the Opposition and the leader of each party in the House of Commons having at least 12 sitting members. With full access to detailed information of the Service, this Committee generally reviews the performance of CSIS using as a point of entry the periodic reports of the Director and the related certificates of the Inspector General which they receive from the Solicitor General. They review security clearance decisions, investigate complaints, review the Solicitor General's policy directions to CSIS and carry out specific enquiries as they consider appropriate (using the Inspector General, CSIS officials or their own staff). Finally the Committee reports to the Solicitor General on an ongoing basis, and its annual report is tabled in Parliament by the Solicitor General.

c) **Parliament**

Under current Parliamentary rules, when the annual report of the Security Intelligence Review Committee is submitted to Parliament, it is referred to the appropriate Parliamentary Standing Committee. Parliament, therefore, has both the opportunity and the responsibility to review the report and assess the activities of CSIS.